EXPLORING OPPORTUNITIES AND CONSTRAINTS ASSOCIATED WITH PROTECTED AREAS IN NORTHERN ONTARIO, CANADA

by

Izabela Anna Wozniczka

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LAKEHEAD UNIVERSITY
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Supervisors:
Dr. R. Koster & Dr. H. Lemelin

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Abstract

In recent years, there have been increasingly more protected areas established as an attempt to preserve the biodiversity of coastal and terrestrial ecosystems. In Canada, government agencies have set a goal to protect 12% of natural areas by creating protected areas such as national parks, marine protected areas, national wildlife areas, marine wildlife areas, and migratory birds sanctuaries. Recently, in Ontario, the first national marine conservation area (NMCA) was established on the north shore of Lake Superior. The National Marine Conservation Areas (NMCA) Program is designed to protect and conserve a network of areas representative of Canada's marine environments for the benefit of present and future generations (Parks Canada, 2006). Aside from the obvious benefits of protecting areas of significant biological diversity, research has documented the negative and positive impacts of protected area development on local communities: conflicts over land rights, different understandings of the relationship between people and protected areas, the preservation of natural communities, and the protection of historical and cultural resources. The purpose of this study was to investigate the opportunities and constraints associated with tourism in protected areas as perceived by the affected community stakeholders in communities adjacent to the newly established Lake Superior National Marine Conservation Area (LSNMCA). Five themes have emerged: sense of place, trust/relationship with senior levels of government, recreational and traditional importance of the region, views of tourism and development and fear. The participants identified several opportunities and constraints. The opportunities included utilizing the natural resources and landscape of the area, increasing investment in recreational activities in the area, and developing tourism. The constraints included a complex relationship with the government, legislation and policies, a traditional bureaucratic approach to management, and a lack of funding. Since the LSNMCA

initiative was first introduced, local attitudes have positively changed towards potential tourism development in the area.

Key words: *Protected areas, tourism, rural communities, benefits and constraints*

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List of Acronyms

CD: Community Development
CED: Community Economic Development
DFO: Department of Fisheries and Oceans Canada
EC: Environment Canada
FN: First Nations
GLHC: Great Lakes Heritage Coast
IBA: Impact Benefits Agreement
IJC: International Joint Commission
LHFN: Lake Helen First Nations
LRCA: Lakehead Region Conservation Authority
LS: Lake Superior
LSNMCA: Lake Superior National Marine Conservation Area
L4L: Lands for Life
MPA: Marine Protected Area
NGO: Nongovernment organizations
NRC: Natural Resources Canada
NMCA: National Marine Conservation Area
OLL: Ontario Living Legacy
OMNDM: Ontario Ministry of Northern Development and Mines
OMNR: Ontario Ministry of Natural Resources
OP: Ontario Parks
PC: Parks Canada

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CHAPTER 1: INTRODUCTION

If civilization is to survive, we must cultivate the science of human relationships - the ability of all peoples, of all kinds, to live together, in the same world at peace.
(Franklin D. Roosevelt)

1.0. Background Information

The concept and establishment of protected areas began in 1873 with the establishment of Yellowstone National Park, the world's first national park (Makonjio-Okello, 2005). The World Database on Protected Areas, which is managed by the United Nations Environmental Programme-World Conservation Monitoring Centre (UNEP-WCMC), has estimated that 107,107 terrestrial and marine protected areas (MPAs) exist worldwide (as cited in World Commission on Protected Areas, 2008). In recent years, efforts of Greenpeace, Friends of Earth, and others have raised awareness of the need for environmental conservation and decreased consumption. The number of protected areas also increased during the 20th century due to pressure from various groups and individuals to protect the environment.

Canada's federal government has made serious attempts to participate in this environmental fervour by promising to protect 12% of its natural areas, including coasts, by creating protected areas such as national parks, marine protected areas, national wildlife areas, marine wildlife areas, and migratory bird sanctuaries through the efforts of such government agencies as the Department of Fisheries and Oceans (DFO), Parks Canada (PC), and Environment Canada (EC, 1990; Dearden & Rollins, 1993). Many of the protected areas are being created in rural areas of Canada where population densities are low.

Many of these communities are First Nations communities that depend on natural resources for their survival (Natural Resources Canada, 2008a). It is estimated that more than 300 First Nations and non-First Nations communities depend on the forest industry for as much as 50% of their economic function (Natural Resources Canada, 2008a). Canada's

forestry sector directly or indirectly employs approximately 800,000 people in rural and remote areas, comprising about 5% of all jobs in Canada (Natural Resources Canada, 2008a). Recent global changes have adversely affected industries and communities that largely depend on this sector for survival. Over the past 5 years, more than 22,000 jobs have been lost at 184 lumber mills across Canada (Natural Resources Canada, 2008a).

Conversely, the forest industries that maintain operations at their full capacity are experiencing a labour shortage for several reasons, including a population decline in rural and remote areas and the specialized training required for qualified forestry workers (Natural Resources Canada, 2008a). Although mill jobs used to be perceived as low-skilled, low-tech but high-paying positions, industries now require workers who are highly trained and skilled in technology (Natural Resources Canada, 2008a).

The provinces that have experienced the most mill closures are Ontario, British Columbia, and Quebec (Natural Resources Canada, 2008b). In Ontario, these closures have required that communities such as Red Rock, Dryden, Kapuskasing as well as small cities such as Kenora, and others, all of which depend on the forestry industry, rapidly develop new economic foundations. In the Thunder Bay District, the Cascades Mill closed in November of 2005. Soon after, a local kraft mill was shut down because of high energy costs, unacceptable fibre costs, international competition, and other pressures (Natural Resources Canada, 2008b). It is important to acknowledge that mining and other sectors in Ontario also are being impacted by global economic factors. They are discussed briefly in chapter 2.

The federal government recognized these negative changes and in July 2007 announced it would help forestry-based communities transition to different kinds of industry. The $25 million 5-year Forest Communities Program intends to sponsor 11 sites across Canada to encourage communities to develop other resource-based economic opportunities (Natural Resources Canada, 2008c). The communities looked at other possible strategies

such as protected area tourism, which falls under the umbrella of nature-based tourism and strives to be non-consumptive and low impact (Charnley, 2005). In the past, protected area management strategies focused on keeping tourists and members of local communities away from the parks, a situation that often created conflict between park management and local communities (McCleave et al., 2004). Many of these management practices have changed, with the governments and decision makers now realizing that local people are an integral part of the protected area (Owen, 2002); hence, initiatives have been undertaken not only to include people in the development and management of these protected areas but also to have them actively participate in the decision-making process. One initiative that intended to use this revised approach to the creation of protected areas is the National Marine Conservation Area (NMCA) Program.

Traditionally, protected areas were mandated to emphasize ecological integrity, such as Parks Canada's strategy which focuses on ecological and commemorative integrity, education and visitor needs. However, this has changed with the NMCA mandate. Although, the protection of habitats, the conservation of species and limited human activity are still emphasized, recreation and tourism are encouraged and allowed. The LSNMCA mandate is significantly different than those governing other protected areas because it strives to balance both conservation and usage, as well as emphasize sustainability and more integrated decision-making processes (Dearden, 2002).

Historically, communities of Nipigon, Red Rock and Lake Helen First Nations located along the north shore of Lake Superior (see Figure 1.1) have been heavily dependent on employment from the forest industry resulting in an economy that was driven by a single industry with little decision making provided to members of the communities. This situation has radically changed with the downturn in the forestry industry, resulting in significant loss of employment in the last five years.

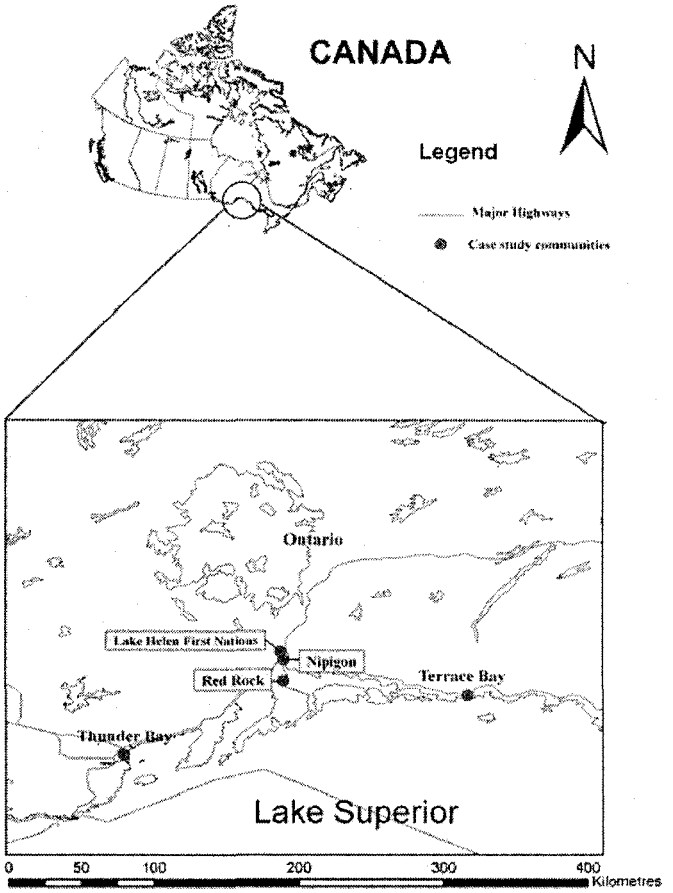

Figure 1.1. Map of the study area and case study communities.
Source: Wozniczka (2008)

The establishment of the Lake Superior National Marine Conservation Area (LSNMCA) in October 2007 (Parks Canada, 2008), provides these proximal communities with an opportunity to diversify their economies based on protected area tourism. The choice to pursue such a strategy is left in the hands of community members based on the recognition of unique elements of their region and the opportunities afforded by the LSNMCA mandate. The purpose of this study was to investigate the opportunities and constraints associated with tourism in protected areas as perceived by the community stakeholders.

1.1. Research Objective

This research study was focused on three communities (Nipigon, Red Rock, and Lake Helen First Nation), which are located along the north shore of Lake Superior and are going through economic changes where recently the first National Marine Conservation Area was created. The chief aim was to gain an understanding of the perceptions of residents in communities adjacent to the protected area about the potential opportunities and constraints associated with protected area tourism, by asking questions such as: What are the factors that influence consideration of tourism as an economic opportunity? How do communities view the relationship with the federal and provincial governments? What can be done to improve this relationship?

Objectives

1. To investigate participants' perceptions of the potential benefits of proximity to established protected areas on the north shore of Lake Superior, including the LSNMCA.
2. To investigate participants' perceived constraints due to their proximity to protected areas.
3. To determine how the perceptions of the key informants have changed over time.
4. Based on these perceptions, identify how the communities can capitalize on their proximity by building on their perceived benefits and overcoming some of their perceived constraints.

1.2. Definitions

The World Conservation Union (1994) utilizes the term *protected area* to define "an area of land and/or sea especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed through legal or

other effective means" (IUCN, 1994). The protected area that includes an aquatic component is referred to as a Marine Protected Area (MPA), a general term used to describe an area where the objectives are to conserve, protect, or implement restrictions in a coastal area. Specifically, the World Conservation Union also defined an MPA as "any area of intertidal or subtidal terrain, together with its overlying water and associated flora, fauna, historical and cultural features, which has been reserved by law or other effective means to protect part or all of the enclosed environment" (IUCN, 1988).

Many countries have developed their own approaches to and terminology for MPAs. For example, the Great Barrier Reef Marine Park, Australia, one of the world's largest MPAs, integrates various levels of government and local residents into its management; its own terminology is used. The general governing body is the Great Barrier Reef Marine Park Authority (Great Barrier Reef Marine Park Authority, 2007).

In Canada, numerous federal agencies have legislative authority to create MPAs. The first federal agency is the Department of Fisheries and Oceans, and its legislative tools are the Oceans Act 1997 and the Fisheries Act 2004. The second federal agency is Environment Canada which has two legislative authorities to create MPAs, through the Canada Wildlife Act 1996 and the Migratory Birds Convention Act 2004. The third federal agency is Parks Canada, whose legislative power lies in the National Parks Act and the National Marine Conservation Area Act (Dearden, 2002).

In this study, the term *NMCA* will be used to refer to Parks Canada's legislative tool. The term *MPA* will be used to refer to any MPA governed by a different federal agency in an international and Canadian context. Lastly, the International Union for Conservation on Nature (IUCN) definition of protected area was adopted as a general term for all types of international and national terrestrial and marine protected areas and conservation sites.

Despite its wide use, the term *First Nation*, has no legal definition (Indian and Northern Affairs Canada [INAC], 2008). *First Nation* generally refers to the Aboriginal peoples of Canada, both status and non-status. Some Aboriginal people have adopted First Nation to replace the word "band" in the name of their community (INAC, 2008). The phrase First Nation was used throughout this thesis. This study focused on the communities of Nipigon, Red Rock, and Lake Helen First Nation. The official name is Red Rock Indian Band, and it refers to the community residing at Lake Parmacheene Reserve 53 and Lake Helen Reserve 53A. In this study, the term *Lake Helen First Nation* was used to address the community which resides on Lake Helen Reserve 53A (INAC, 2008).

1.3. Chapter Summary

This introduction to the thesis provided some background information about national and international protected areas and introduced the economic situation facing many small communities in northern Ontario. An introduction to the three case study communities of Nipigon, Red Rock, and Lake Helen First Nations was provided, along with the objectives of the study and definitions to explain the terminology. Chapter 2 presents a literature review regarding the environmental and political context of protected areas, government involvement and the history of MPA and NMCA in Canada, along with an examination of the LSNMCA with special attention given to the process of government consultation. Next, the researcher explores the academic literature pertaining more broadly to protected areas, community perceptions and conflicts, community development, community economic development, and tourism development. Lastly the chapter concludes by providing an overview of northern Ontario and profiles the communities that participated in this study. Chapter 3 explains the research method, and chapter 4 describes the data analysis. Chapter 5 presents a discussion of the findings, the researcher's final thoughts about the study, and recommendations for future research.

CHAPTER 2: LITERATURE REVIEW

2.0. Introduction

In recent years, researchers have looked more into the mandates which govern protected areas. Until the mid-1960s, the creation of protected areas worldwide was largely undertaken through a top-down process (Philips, 2003). Not all communities have been in agreement with these processes and objectives, especially those who reside next to proposed or established protected areas.

The objective of this chapter is to examine the literature regarding protected areas, marine conservation areas (MPAs) and their relationship to the communities adjacent to those areas. This is followed by an investigation of previous studies on tourism in protected areas, with a focus on the Lake Superior National Marine Conservation Area (LSNMCA). Here the discussion focuses on the various consultations and government involvement in the initiative. This examination illustrates a number of deficits in previous studies which are discussed; following the discussion the study area is addressed. Next the communities' profiles is discussed in the last section of this chapter.

2.1. Environmental and Political Context

2.1.1. Protected Areas

In the 19th century, people took an interest in protecting the environment as a result of rapid urbanization and industrialization (Eagles & McCool, 2002). Canada began to look at its own environmental issues and began to create various protected areas. Early Canadian legislation, for example the National Parks Act in 1930, made management of natural resources and wildlife the prime mandate for the national park system (Eagles, 1993).
A similar pattern can be seen on the global stage, where human activity within an established protected area was not a focus, but was considered as a disturbance (Dearden & Rollins,

1993; Philips, 2003; Theberge, 1993). However in recent times there has been a significant paradigm shift world wide in the mandates for establishing protected areas (see Table 2.1).

Table 2.1. Changing paradigm past and present.

Topic	Paradigm for Protected Areas *Past*	Paradigm for Protected Areas *Present*
Objectives	• Set aside for conservation • Established mainly for spectacular wildlife and scenic protection • Run also with social and economic objectives • Often set up for scientific, economic and cultural reasons • Managed mainly for visitors and tourists • Valued as wilderness • About protection	• Managed with local people more in mind • Valued for the cultural importance of so-called "wilderness" • Also about restoration and rehabilitation
Governance	Run by central government	Run by many partners
Local people	• Planned and managed against people • Managed without regard to local opinions	• Run with, for, and in some cases by local people • Managed to meet the needs of local people
Wider context	• Developed separately • Managed as 'islands'	• Planned as part of national, regional and international systems • Developed as 'networks' (strictly protected areas, buffered and linked by green corridors)
Perceptions	• Viewed primarily as a national asset • Viewed only as a national concern	• Viewed also as a community asset • Viewed also as an international concern
Management techniques	• Managed reactively within short timescale • Managed in a technocratic way	• Managed adaptively in long term perspective • Managed with political considerations
Finance	• Paid for by taxpayer	• Paid for from many sources
Management skills	• Managed by scientists and natural resource experts	• Managed by multi-skilled individuals

Source: Adapted from Philips (2003)

In Canada, there was also environmental management paradigm shift in terms of more participatory management and transparent decision making (Berkes, Kislalioglu-Berkes & Fast, 2007). Moreover, the national park policy mandates prior to 1964 and 1979 evidently prioritized ecological integrity and protection over integration and tourism (Dearden & Dempsay, 2004). Several elements that have contributed to this paradigm shift are rooted in scientific understanding, cultural awareness, human rights, and political and technological development (Philips, 2003). In the next section, some of the practical applications of this new paradigm are discussed.

2.1.2. Protected Areas and Government Involvement

The federal government owns or administers about 2, 945 conservation sites, or 70.8 millions hectares (Dearden & Rollins, 1993). Additionally both provincial and local governments have jurisdiction over various protected areas such as parks and conservation areas. For instance, along the north shore of Lake Superior, the Lakehead Regional Conservation Authority (LRCA, 2007), which is a locally based community environmental protection agency, has jurisdiction over an area of 2,600 square kilometers that also includes 200 kilometres of Lake Superior shoreline. The chief goal of the LRCA is to deliver programs that promote a healthy coexistence among the environment, communities, and the economy (LRCA, 2007).

In northern Ontario alone, there are 145 provincial parks managed by Ontario's Ministry of Natural Resources (Northern Development and Mines, 2008a). The OMNR governs Ontario's Crown Lands; Ontario Parks is responsible for creating provincial parks. The focus of this branch of the OMNR is to increase the number of protected areas and to create management plans for Crown Lands. Consequently, Ontario Parks developed the Lands for Life – Living Legacy, which later became Ontario's Living Legacy (OMNR, 1999). This initiative is understood to be the most ambitious initiative ever undertaken by the

OMNR as it included consultations with community members (OMNR, 1999). In spite of the ambitious steps taken by the OMNR (1999), there were some challenges with the process, illustrating that although government agencies can have a positive impact on communities, their interaction can create mistrust and apprehension.

An important component in of the Ontario Living Legacy was the establishment of the Great Lakes Heritage Coast (GLHC), the purpose of which was to examine the requirements for natural resources protection, tourism development, and development of the coastal area of the upper Great Lakes in Ontario (OMNR, 2002). This was to be undertaken in consultation with interested stakeholders, including First Nations, municipalities, and government agencies (O'Donoghue, 2002). Despite the praise for the OMNR's initiative to consult with the communities (Craig, 2002), significant issues were brought forward by Hunter and Faught (2002). They question the amount of research that had been done on the roles and values of First Nations in the planning, management, and decision making, and how well the citizens understood the concepts of system used in science, planning, management and decision making of protected areas in the Great Lakes region. Moreover, the GLHC vision statement asserted that outdoor recreation and tourism opportunities can create stronger and more diverse economies within costal communities (OMNR, 1999). A good example of these processes is the creation of Ruby Lake Provincial Park. The park's establishment resulted in its creation without any operational budget and limited consultation with surrounding communities creating a mind set of mistrust. Consequently, community members in the park's vicinity are cautious towards the creation of protected areas within the region, including the NMCA.

2.1.3. History of MPA and NMCA in Canada

Prior to discussing marine protected areas and national marine conservation areas, it is important to distinguish between them. Most tourism planners and resource managers often

have difficulty understanding the concept of the Marine Protected Areas (MPAs) unless they have experience working in that area (Halpenny, 2002). Similarly, most people can not differentiate between MPAs, and terrestrial protected areas, or NMCAs (Twynam, Johnston & Payne, 1997); a brief history of their creation is provided to ensure clarification.

Awareness of deteriorating marine environments has been noted by many researchers and organizations (Agardy, 2004; Botsford, Castilla, & Peterson, 1997; Derraik, 2002; Jones, McCormick, Srinivasan, & Eagles, 2004; World Wildlife Fund [WWF], 2008). To prevent degradation, various levels of government agencies (e.g., Parks Canada or Environment Canada) have implemented Marine Protected Areas (MPAs), where the interaction between humans and bodies of water (lakes, seas, oceans) are controlled. Some benefits of MPAs include: protection of marine biodiversity; the rebuilding of depleted fish stocks; insurance against currently inadequate management of marine resources; use as a landmark for comparison of human impact elsewhere; recognition of cultural links of communities to biodiversity and; provision of opportunities for recreation and education (Dearden, 2002).

As previously discussed, MPAs in Canada have been created by several agencies and legislative tools, including Fisheries and Ocean Canada, with the Ocean Act and Fisheries Act; Environment Canada, with Canada Wildlife Act and Migratory Birds Convention Act; and Parks Canada with the National Parks Act and Marine Conservation Areas Act. In Canada, the first MPA was Maquinna Marine Park, established in 1955 in British Columbia (Jemieson & Levings, 2001); since then, approximately 155 protected areas with a marine component have been created (Dearden, 2002). In Ontario, the largest freshwater MPA in the world was created on Lake Superior in 2007; it is a National Marine Conservation Area (NMCA). The NMCA is located adjacent to the north shore of the Lake Superior and is situated next to the communities of Nipigon, Red Rock, and Lake Helen First Nations.

The Canadian Marine Protected Area Program began in 1986 with the approval of the National Marine Parks Policy (Parks Canada, 2006). This policy was renamed the NMCA to better reflect its objectives:

- Represent the diversity of Canada's oceanic and Great Lakes environments;
- Maintain ecological processes and life support systems;
- Provide a model for sustainable use of marine species and ecosystems;
- Encourage marine research and ecological monitoring;
- Protect depleted, vulnerable, threatened, or endangered marine species, and their habitats;
- Showcase and promote world class ecotourism destinations;
- Provide for marine interpretation and recreation;
- Contribute to marine interpretation and recreation; and
- Contribute to a growing worldwide network of MPAs (Parks Canada, 2007).

A revised NMCA policy was released in 1994, and the Canadian National Marine Conservation Areas Act became law in 2002 (Mercier, 2006). The NMCA refers to marine areas managed for sustainable use and containing smaller zones of high protection. An NMCA includes the seabed, the water column above it, and wetlands, estuaries, islands, and other coastal lands. NMCAs are protected from such activities as ocean dumping, undersea mining, and oil and gas exploration and development. Under the NMCA, traditional fishing activities would be permitted but managed with the conservation of the ecosystem as the main goal; NMCAs were established to protect specific marine regions and to demonstrate how protection and conservation practices can be harmonized with resource use in marine ecosystems (Parks Canada, 2005).

Prior to the development of the NMCA concept, two prototypes of NMCAs had been established by Parks Canada. Fathom Five National Marine Park in Georgian Bay, Ontario,

was established in 1987 under special agreement between the federal and provincial governments (Dearden, 2002). Saguenay-St. Lawrence Marine Park in Quebec was established in 1998 under the Saguenay-St. Lawrence Marine Park Act (Dearden, 2002). At an interprovincial level, various government organizations such as the Department of Fisheries and Oceans (DFO), Parks Canada, and the British Columbia government are looking to join forces to establish NMCAs in two places, namely, the Gwaii Hanaas and the southern Strait of Georgia. Furthermore, British Columbia intends to establish a system of MPAs by 2010 (Dearden). However, their management requires the development of partnerships with regional stakeholders, coastal communities, Aboriginal peoples, provincial or territorial governments, and other federal departments and agencies (Parks Canada, 2007). The NMCA Act emphasizes establishing representative areas not only on the Arctic, Atlantic, and Pacific Oceans but also on the Great Lakes in an effort to contribute to international efforts to establish a worldwide network of representative MPAs (Department of Justice, 2002).

The NMCA Act aims to provide opportunities for people to appreciate and enjoy Canada's coastal heritage and consider traditional ecological knowledge in the planning and management of NMCAs. The NMCA Act strives to involve federal and provincial governments, affected coastal communities, and other interested persons and organizations in the establishment and management of NMCA (Department of Justice, 2002). The goal of Parks Canada is to establish a system of 29 NMCAs in representative areas (Parks Canada, 2008). The NMCAs were to be established through involvement of the community members. However, what did not appear were in-depth qualitative research methods when conducting public consultations where perhaps individuals would have felt much more confident to express their views. Similar steps to consult the public were taken when presenting the LSNMCA project via various open houses, meetings, the establishment of an advisory

committee, paper publications, and others so on. Prior to that, a feasibility study had been conducted in 1993 that comprised strictly natural science research (Parks Canada, 2006).

In addition, various other consulting companies, such as Northern Bioscience Ecological Consulting and the Outspan Group, collected information on the stakeholders' attitudes and development. Even though both federal and provincial governments felt that they had provided sufficient information, local community members already had negative perceptions about the future development of protected areas, and they did not understand the difference between the NMCA and provincial parks. To them, it was "just another park" where they would not be able to camp anymore. This lack of full understanding created conflict between the groups as discussed in the next section.

2.1.4. LSNMCA and Government Consultation

Lake Superior was recommended as a binational priority for restoration by the International Joint Commission (IJC) in 1989. Federal, state, and provincial governments accepted the challenge and announced the Lake Superior Binational Program in 1991. It was this program that peaked Parks Canada's interest to explore the merits of an NMCA for this lake (Jackson, 2004; PRFO, 2004). Much research was done through GIS applications to understand of the scope of human use, the history of lighthouses and shipwrecks, various tourism assessment and economic impact projections were completed and public perspectives on the protection of freshwater ecosystems were gathered. Some of the insights about parks and protected areas establishment came from the LSNMCA project manager, Gail Jackson (2004):

> Unless the hearts and minds of the local people are on the side of conservation, there is no hope that a protected area can achieve its purpose. This is a quote from the Duke of Edinborough at the Ramsar Convention 1987, this statement holds true on Lake Superior and I rather suspect is universal for all new protected area designations. There is certain amount of risk. Communication is the key to success. Communications is a two way street – both actively listening and actively expressing,

> the line down the middle is assimilation and understanding it is critical for one side not to run into the other. (p. 33)

This quote illustrated that the government must communicate with people how protected areas such as the NMCA can be used for sustainable development.

2.1.5. Protected Areas Community Perceptions and Conflicts

The establishment of protected areas is generally perceived as having a number of benefits to the ecosystem, as well as social and economic benefits to the adjacent communities (see Table 2.2) (Good, 2000). Potential ecological benefits include the protection of many different habitats, rare and endangered species, and key ecological functions, and the prevention of overfishing, which decreases physical habitat destruction and facilitates the restoration of fish species (Agardy, 1994; WWF-International, 1999; WWF-National, 2008). Advocates of MPAs have suggested that local communities can benefit from tourism opportunities that increase incomes, jobs, and business development (Makonjio-Okello, 2005; Stein, Anderson, & Thompson, 1999).

Table 2.2. Perceptions of benefits associated with protected areas.

Benefits	Participants	Authors	Finding
Ecosystem conservation	Local community	(Good, 2000; WWF-International,1999; Agardy, 1994)	Preservation of important ecosystems,
Social and economic development	Local community	(Good; WWF-International; Agardy, 1994)	Increase in tourism and economic benefits
Ecotourism development	Local communities in Tawushan Nature Reserve, Taiwan. Local communities Indonesia.	(Lai & Nepal, 2006; Walpole & Goodwin, 2001)	Interest in ecotourism development and conservation
Conservation for future generation	Local community	(Bauer, 2003; Lepp & Holland, 2006)	Local communities are interested in preservation of the region/conservation

Source: Wozniczka (2008)

Bauer (2003) suggested that people's perceptions toward conservation are generally positive, motivated by intrinsic values and concern for future generations. However, the objectives of the managers do not always synchronize with the wishes of the local communities, so the daily impact associated with protected areas can become problematic for local communities as well as the authorities.

Other researchers have warned about the possible negative impact of protected areas on local communities (Brockington & Igoe, 2006; Payne et al. 1992; West, Igoe, & Brockington, 2006) (see Table 2.3). In a case study of Padampur Villages and the Royal Chitwan National Park, Nepal concluded that the relocation of local people can precipitate the loss of indigenous knowledge (McLean & Straede, 2003). A lack of consultation results in local people believing that the land will be taken away from them by the tourists who visit the park (Lepp, 2004; as cited in Lepp, 2006). It has been argued that insufficient or a lack of consultation with local people prior to park development can have negative consequences for the park manager-local community relationship (McCleave, Espiner, & Booth, 2006). Eagles and McCool (2002) suggest that there also can be cultural impacts on local communities, that is, the presence of tourists can have an impact on the traditional and historical values of an area by displacing recreational users and traditional hunters and fishers.

Table 2.3. Perceptions of constraints associated with protected areas.

Constraints	Participants	Author	Finding
Disagreement between people and park staff	Communities and park staff.	(Brandon, 2001; Hackel, 1999; Nepal & Weber, 1995; Wells & Brandon, 1993).	Conflict between park staff and local communities
Opportunities to utilize the land's natural resources	Affected residents	(Maikhuri et al., 2000; Payne et al. 1992)	Local communities have been afraid of losing their privileges to the use of the land and water
Imposition of regulations and restrictions	Affected residents	(Payne et al., 1992).	Peoples fear of new regulations
Posting rules and regulations	Affected residents	(McNeely, 2001; Wells & Brandon, 1992).	Communities were concerns about the rules
Conflict between protected area authorities and local people	Communities and park staff.	(Brandon; Nepal & Weber; Wells & Brandon, 1993)	Conflict has emerged between local people and authorities
Marginalization from decision making	Indigenous people	(Muller, 2003).	Local people were not consulted when making decisions

Source: Wozniczka (2008)

In developing and developed countries, restrictions or limitations on mineral exploration, housing developments, or timber harvesting in national parks can restrict residents' opportunities to utilize natural resources (Payne et al., 1992). Furthermore, propositions to establish protected areas can generate considerable community concerns about perceived and actual changes in the recreational opportunities for residents and visitors because of the imposition of regulations and restrictions consistent with an area's new protected status (Maikhuri et al. 2000; Payne et al.1992). There has been much debate about the benefits and constrains of establishing protected areas, but the important point to note is that most of the studies have been done in developing countries.

Another conflict that usually arises when public land is used to create a protected area is that various level of governments and the local communities must agree that the outcome

will benefit all (Lippke & Bishop, 1999). On occasion, communities have expressed dissatisfaction with government initiatives (e.g., Stein Valley Nlaka'pamux Heritage Park, BC; Carmanah and Walbran Valleys, BC).

In some cases, the federal government has had to suspend the projects because the local communities expressed serious concerns. One example comes from Newfoundland/Labrador, where the Bonavista and Notre Dame Bays NMCA was selected as the representative site of the Newfoundland Shelf and was considered a possible NMCA (Billare, 1998). An advisory committee had been selected to represent various stakeholders, including local community and business owners. Local community members expressed concerns about the threats of the proposed NMCA to their livelihoods, including the potential for increased tourist activities that would interfere with harvesting practices or that permanent residents would be forced out of the region (Billare, 1998). As a result, the Bonavista and Notre Dame Bays NMCA was not established in that region. As such examples illustrate, protected areas can create many benefits but also pose constraints on local people. One of the benefits that can be derived from protected area development is sustainable tourism. In addition, Lemelin (2007) suggests that the complexities associated with the combination of the actions of individual actors, tourism development, and significant events need to be considered to fully understand and develop co-management of coastal areas and analyzing the development of tourism. Before looking specifically at tourism development along the north shore of Lake Superior, the next section provides an overview of community development.

2.2. Community Development

This section of the literature review provides information about community development, community economic development, and sustainable tourism. Almost every academic discipline has its own definition of the word '*community*'; I will use a

multidisciplinary definition from a social science perspective, where many different definitions exist "but tend to privilege some combination of small-scale, relative boundedness, strong affective ties, traditionalism, and face-to-face contact" (Calhoun, 2008). Before discussing the literature on community economic development (CED), it is appropriate to first understand the terms *community* and *development* in this context. To do this, I drew from the work of Christenson and Robinson (1980; as cited in Douglas, 1994), who described *community* by the following characteristics:

- People
- Geographic bounded area
- Social Interaction
- One or more psychological ties with each other and place they live. (p. 6)

The term *development* can be generally described as deliberate change in a system (Boothroyd & Davis, 1993). Christenson and Robinson (1980) further identified *development* as a transition in society that aims for a more democratic distribution of social services such as education, health, housing, shelter, and other aspects of human life. *Community development* is described by Douglas (1994) as "the intentional, created change brought about by community-based design and action" (p. 6).

According to Christenson, Fendley, and Robinson (1989) the primary goal of community development is self-help through the improvement of social and economic situations. Voth (1989) added to this definition by stating that it is locally based and with the addition of professional and/or financial assistance from outside and the maximum involvement of all sectors of community groups, these goals can be achieved. Conversely, involvement of an outside agency sets goals for the community to achieve through guidance and citizen participation (Voth, 1989). Boothroyd and Davis (1993) suggested that there is a

level of personal understanding of community stakeholders and that together, they can plan for a long-term improvement. Whether the approach came from situational crises or abstract idea, it has a fundamental focus on building prosperity in low-income, low-economy communities similar to Nipigon, Red Rock, and Lake Helen First Nation.

Furthermore, these communities are considered rural communities by Statistics Canada. Using population size and density, Statistics Canada (2003) provides a definition of rural areas as "persons living in sparsely populated lands lying outside urban areas (i.e., persons living outside places of 1,000 people or more, or outside places with population densities of 400 or more people per square kilometer" (Statistics Canada, 2003). Rural community development also has appeared in the literature, but as stated by Choy and Rounds (1992), no concrete theory of rural development exists. Ultimately, CED is viewed as a subset of community development (Douglas, 1994) and a crucial component to the overall objective of bottom-up economic development.

2.2.1. Community Economic Development

The meaning of community economic development (CED) is complex (Koster & Randall, 2005). Koster & Randall (2005) suggest embracing CED as both a definition and initiative. Blakely (1989) suggests CED occurs when communities produce wealth within the communities or attract investors to export products. Similarly, Sherraden (2008) argued that CED is "an integrated method to community development where the objectives are to build prosperity, capabilities, and empowerment in low-income communities." Also CED is about communities attending to their identified problems and opportunities considered significant to their lives and capabilities, as well as the fundamentals that influence the local economy structure (Douglas, 1994). Goodfellow-Baikie and English (2005) stated that a small amount literature exists on CED in First Nation and northern communities.

Nozick (1991) discovered five basic principles of CED: economic self-reliance, (ecological) sustainable development, human needs, empowerment, and endogenous development. The goal of a self-reliant community is to enrich community wealth through discovery and development of existing resources in the community. The aim of sustainable development is primarily to diversify the economy through development of small, owner-operated business in the community where the guiding principle is conservation and protection of nature. The human needs principle takes into account human social, physical and individual needs. The empowerment principle follows the idea that people have the capacity to manage their own affairs. It addresses groups of people who historically have been disadvantaged such as women, handicapped, minority groups, poor, and others. The last principle of endogenous development aims to use unconventional ways to develop the economy by integrating community history and culture. In the remaining sections, I will concentrate on sustainable development with a focus on tourism.

As suggested by Nozick (1991), sustainable development is one of the main principles of CED that is focused on the "common good"; that is, it requires people to cooperate, share, and be ecologically as well as culturally sensitive. Sustainable tourism is a type of development in a community that involves social, cultural and economic goals (Joppe, 1996). Hence, tourism development seems to be a practical solution in many rural areas (e.g., Augustyn, 1998; Briedenhann & Wickens, 2004, Sharpley, 2007) not only in North America but also in Europe. Subsequently, a body of literature has emerged on affected community members' perceptions of tourism development. For example, Allen et al. (1993) studied rural residents' attitudes toward recreation and tourism development. They found that in general, rural residents have positive attitudes toward tourism, but they depend on the level of development and total economic activity in the community.

The communities are looking into sustainable tourism because they feel that it will allow them to achieve balance between conservation and use of the area and still allow them to have control over their own economy. The next section describes some of the studies that have been undertaken in the area and views on tourism.

2.3. Tourism Development, Lake Superior, and the LSNMCA

Dwivedi, Kyba, Stoett, and Tiessen (2001) stated that a large number of Canadians share an interest in nature and outdoor recreation activities, and view environmental issues as central to their health and well-being; in a study conducted in 1996, 20 million Canadians, or 85% of the population stated that they take part in nature-related activities. More than half of all Canadians have visited national or provincial parks or other protected areas to sightsee, camp, and hike (Dwivedi et al. 2001). Hence, the LSNMCA proposal has generated much interest for the potential of tourism development.

The LSNMCA has generated much interest in the communities that border the protected area because they regard its establishment as an opportunity to benefit from increased tourism. Several studies have been done to determine the potential for the tourism impact and attitudes toward tourism development in the region. Research has determined that tourism demand varies from year to year (Outspan Group, 1999). In the area of the NMCA, tourism is mostly resource based. This includes different outdoor recreation activities such as fishing, hiking, boating, ice climbing and camping (Outspan Group, 1999). However, a study conducted by the Outspan Group (1999) suggested that the tourism resources are underdeveloped in this region. Some of the tourism challenges for this region include concerns that the town sites are off the Trans-Canada Highway (11/17), they are isolated, and they are far from larger communities such as Thunder Bay. Other challenges that other communities expressed were distance of the community to the Trans-Canda Highway (#11/17) as well as the unpleasant odor from the local paper mills. Some assets mentioned by

community members were the beauty of the area and the vast opportunities for outdoor recreation (Outspan Group, 1999).

Payne, Twynam, and Johnston (1999) conducted a case study that examined local people's view of tourism in the Lake Superior North Shore and Islands region, and the sustainability of tourism in northern Ontario. Specifically, the participants in the study were concerned about the potential conflict between host and tourist interactions as well as environmental degradation due to an increase of tourists in the North Shore area. Lastly, the people were concerned how decisions about management will be made (Payne et al. 1999). The studies have revealed some important concerns that the communities have regarding tourism development. Yet, with the situation now where they are looking at sustainable tourism development, it provides opportunities for these communities to address challenges at the local level. The next section examines some of the deficiencies in the literature.

2.4. Gaps in the Literature

Government and independent research has been undertaken to understand the communities' response to regional issues, such as land management (Gill, 1994). However, many studies have been done using a quantitative methodology (Outspan Goup, 1999), but little has been done to address the issues at a qualitative level, which perhaps could shed some light on the concerns of local communities. Staein, Anderson, and Thompson (1999) stated that researchers have examined the benefits to onsite visitors rather than the benefits that are provided to community residents who may, or may not, directly use the area.

A study done by Payne et al. (2001) on local people's feelings toward tourism along the north shore of Lake Superior revealed that the residents were uncertain about how tourism development may affect their lives. They appreciate the potential economic benefits to local businesses, but they are concerned about the negative effect on the environment. Payne et al. (2001) identified three themes emerging from the participants' concerns: host-

tourist interactions, tourism's environmental impacts, and tourism management issues in protected areas. The last concern is the most significant, and it has many layers of complexity. The management of tourism in protected areas is complex because many stakeholders have an interest in these areas. For example, the residents have suggested that if senior levels of government are to be involved in protected area management, they should be accountable for their promises and actions. Additionally, research on sustainable tourism emphasizes tourism's effects upon the environment and economy, rather than to factors related to its effect on communities (Hardy, Beeton, & Pearson, 2002).

Muller's (2003) exploration of new initiatives in protected area management in Australia's Nantawarrian protected area produced three findings:

- Lack of understanding regarding the social and cultural relationships of Indigenous people can lead to many negative results, such as the loss of traditions and culture;
- Marginalization of local communities in the decision-making process continues to impede the establishment of protected areas; and
- Full participation of First Nation people in land and resource management is required for more comprehensive understanding.

The 1994 International Union for the Conservation on Nature guidelines for protected area management recognized Indigenous people within all six categories of protected areas management (Muller, 2003). Hence, the First Nations people who reside on the north shore of Lake Superior have been informed that it is their right to be part of the decisions that are being made in the area. Another study done by Cantrill and Potter (1997) on "sense of place" in the watershed surveyed the knowledge and attitudes regarding protected areas held by a cross-section of influential community leaders in the Lake Superior basin. The objective of

the study was to investigate the perceptions regarding the relationship between protected areas in the basin and different socioeconomic concerns. In brief, the study revealed that community leaders' attitudes toward protected areas were fairly positive. Similarly they have expressed positive attitudes towards existing protected areas in the region. Additionally, almost half of those surveyed expressed favorable opinion of the government management of the protected areas (Cantrill & Potter, 1997).

Though this research provided some important insights to communities in the Lake Superior Basin, its scope did not include participants who are not decision makers. This study's objective was to include community members who do not have decision-making authority in the communities of Nipigon, Red Rock, and Lake Helen First Nations.

2.5. Context of Northern Ontario and Study Area

2.5.1. Study Area

The study area is located along the northern shore of Lake Superior in northern Ontario, Canada (see Figure 1.1). Historically, until the early-19th century, the boreal forest covered the area and supported a rich fur trade; over the past 100 years, the natural resources have been exploited through mining, forestry, hydroelectric development, and commercial fishing (Johnston, 1995).

The northern Ontario region covers approximate 800,000 square kilometres, which is 90% of the land area of Ontario (see Figure 2.1). It comprises 10 territorial districts: 1. Kenora 2. Rainy River, 3. Thunder Bay, 4. Cochrane, 5. Algoma, 6. Sudbury 7. Timiskaming, 8. Nipissing, 9. Manitoulin, and 10. Parry Sound (Northern Development and Mines, 2008b). Some of the geographic assets of the Northwestern Ontario Region include the "occurrence of dispersed outliers of the mineral- rich greenstone belt of the Canadian Shield which allowed for mining of copper, zinc, iron, nickel, silver and gold" (Johnston, 1995, p. 107).

The three communities chosen for this study, namely, Nipigon, Red Rock, and Lake Helen First Nation, are located in Thunder Bay District (see Figure 2.1, number 3).

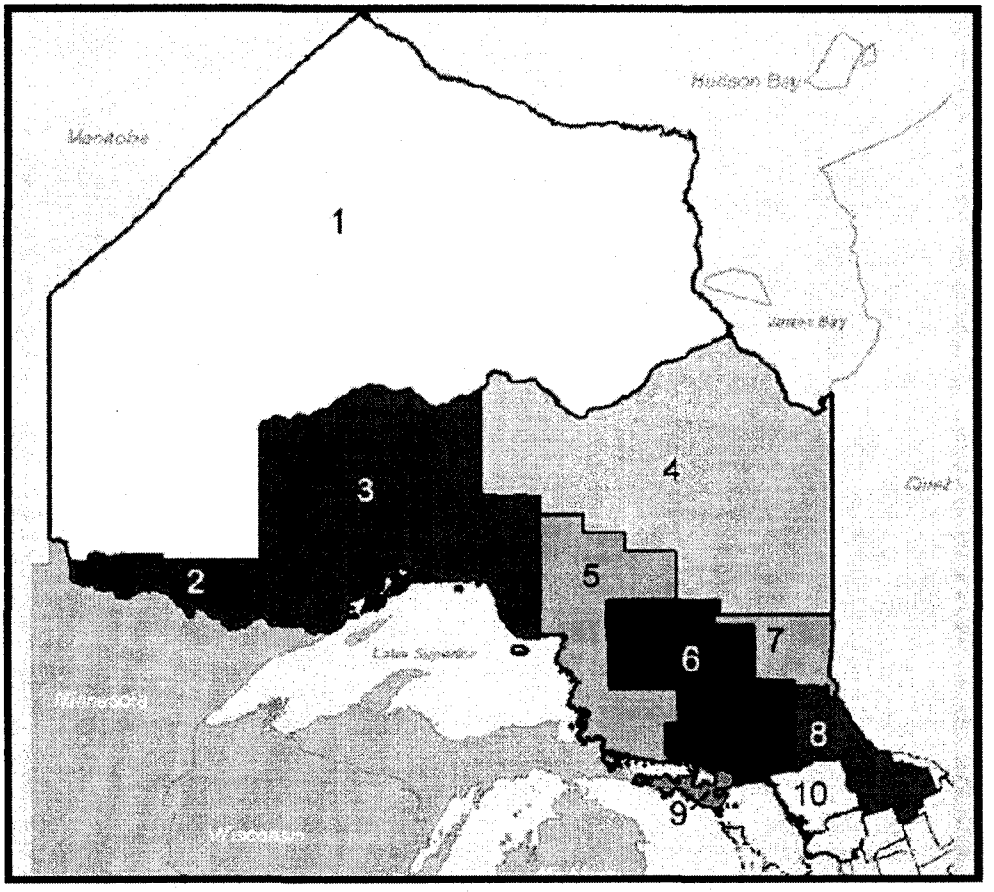

Figure 2.1. Territorial districts in northern Ontario.
Source: Ministry of Northern Development and Mines, (2008)

These communities were chosen since they were identified within the LSNMCA. An important note is that these communities are going through an economic transition from resource dependency to a new economy that includes greater development in the service industry because of changes in the natural resources market. This transition is explained in more detail in the next section. In addition, these communities are interested in developing their tourism opportunities (Southcott, 2006).

2.6. Economic Overview of Northern Ontario

The northern Ontario region supports several industries, including mining, agriculture, forestry, and tourism. It is important to keep in mind the geography of northern Ontario and the dispersed nature of the communities; hence, some industries may be prevalent in particular regions of northern Ontario. These industries are discussed next.

2.6.1. Mining

In Northern Ontario, there are 28 mines; in 2006, northern Ontario generated as much as $7 billion worth of minerals, with the majority of the value derived from metals. It is estimated that mining in northern Ontario employs about 14,000 people, with an additional 1,800 involved in exploration activities (Northern Development and Mines, 2008b). Older mining reserves are slowly declining in northern Ontario, but new discoveries are creating the promise of a strong future for mining in the region (Northern Development and Mines, 2008b).

2.6.2. Agriculture

Although the agricultural sector is small compared to other provinces, it is a $190 million industry, with close to 2,500 farms that employ 6,200 people in agriculture and food processing (Northern Development and Mines, 2008b). The north's beef sector is larger than that of any Atlantic province, and its dairy industry can be compared in size to that of New Brunswick (Northern Development and Mines, 2008b).

2.6.3. Forestry

Ontario's forest resources cover 690,000 square kilometres, which is a little larger than Alberta, and makes up 17% of Canada's forested area and 2% of the world's forests. The value of Ontario's forest sector in 2005 was $10.1 billion, the majority of which was pulp and paper products. Sawmill, engineered wood, and other wood product manufacturing was valued at $6.1 billion; value-added furniture/kitchen cabinet manufacturing represented

$2.2 billion. Logging activities in Ontario in 2005 were estimated to be valued at $2 billion (Northern Development and Mines, 2008b).However, this situation is changing, and several factors have contributed to this change, including the cost of energy, the higher value of the Canadian dollar, shifts in the global market, and others (Northern Development and Mines, 2008b).

2.6.4. Tourism

According to the Ontario Ministry of Tourism (2008) tourism regions are broadly divided into southern Ontario and northern Ontario. Northern Ontario is further divided into the northwest and northeast tourism region. In the northwestern region, there are several districts; the three communities of Nipigon, Red Rock and Lake Helen First Nations fall into the Thunder Bay district (see Figure 2.1 number 3). The Ontario Ministry of Tourism refers to this area as the North of Superior. A study done by the Ontario Ministry of Tourism in 2006 of regional tourism profiles of international travel statistics (United States and overseas only) revealed that between 1998 and 2006, person visits in Thunder Bay District decreased by 50% from 552, 802 to 276,352 by the length of stay and main purpose (see Figure 2.2); yet in 2001 in the province of Ontario as whole, 6.0 million tourists were resource-based on same day or overnight trips. Where 74 percent were from Ontario, 18 percent were Americans and 5 percent came from other provinces in Canada (Ontario Ministry of Tourism, 2001).

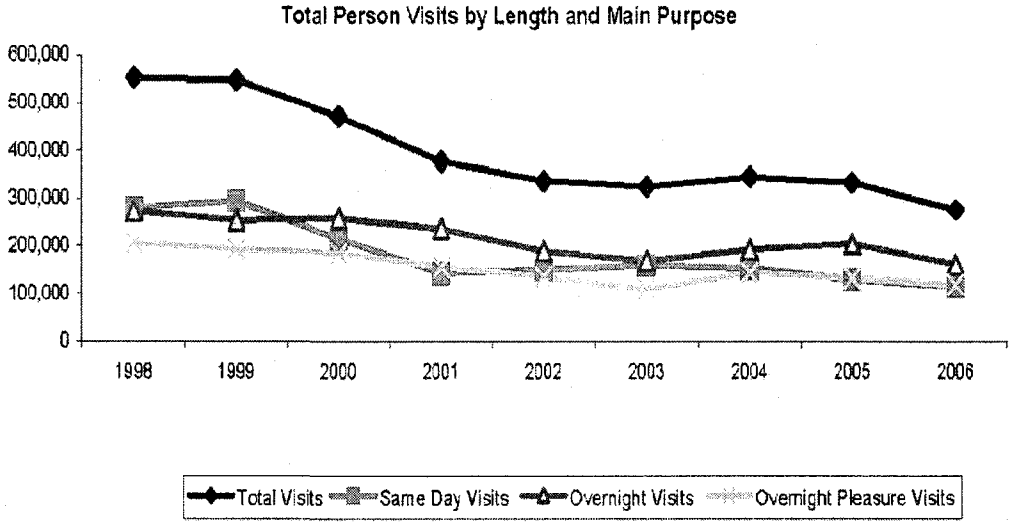

Figure 2.2. Total person visits in Thunder Bay district (US and Overseas).
Source: Ministry of Tourism, (2006)

Resource-based tourism diversification opportunities can be explored further by promoting the local wildlife and landscape. An organization such as the Northern Ontario Native Tourism Association (NONTA) is actively involved in developing the First Nations tourism sector. Some successful First Nations initiatives include the Temagami Anishnabai Tipi Camp, and the Cree Eco-Lodge in Moose Factory (Natural Resources, 2008).

2.7. Community Profiles

This study focused on the three communities of Nipigon, Red Rock, and Lake Helen First Nation. Nipigon has a long history dating back to 1600s, making it the oldest community on the north shore of Lake Superior. Nipigon is located on the northernmost point of Lake Superior along the Trans-Canada Highway, 100 kilometres east of Thunder Bay. The major employer in Nipigon was the plywood mill; it was the third largest employer in the region, with 125 employees in 2005, which was down from 150 employees in 2002 (Nipigon Community Consultation Meeting, 2006). The mill was closed on February 6, 2007, because

it was destroyed in a fire. The major employer now is the Ontario Provincial Police and the OMNR (Shelby, personal communication, March 22, 2007).

As of 2006, Nipigon had a population of 1,752, a 10.8% decrease from 2001 (see Table 2.4). The labour participation rate is 64.2% and the employment rate is 60.4%. A total of 350 people are employed in the manufacturing and construction industry. The number of community members who participate in the wholesale and retail trade is 135. Finance and real estate employment is 10, much lower than health and education employment participation, which is 120. Business services have 80 members, whereas other services have 220. The unemployment rate is 6.4% (Statistics Canada, 2007).

Red Rock is located on the north shore of Lake Superior, 96 kilometres east of Thunder Bay and 8 kilometres south of the Trans-Canada Highway. The official town web site states that in the early 1900s, Red Rock was an isolated community with widely scattered farms (Township of Red Rock, 2008). The early settlers of that time were mostly of Finnish background. In the early days, there was no road, so the community was accessible only by rail. Income was derived from growing hay and root crops, and cutting pulp for sale. The community slowly grew, and in 1920, the first school was established (Township of Red Rock, 2008). In the later years, the dominant industry was paper and pulp.

The kraft/linerboard mill owned by Norampec Inc. in Red Rock was the largest employer within the two communities (Nipigon and Red Rock). It had 433 employees in 2005, but it was shut down in November 2006. The closure of the mill meant that workers had to search for employment elsewhere (Nipigon Community Consultation Meeting, 2006).

Although the populations of Red Rock and Nipigon decreased between 2001 and 2006, the population of Lake Helen First Nation increased by 3.3%. Lake Helen First Nations is located approximately one quarter of a mile from the junction of Trans-Canada Highways

11 and 17 and 110 km east of the city of Thunder. Currently, the total population of the Lake Helen First Nations community is 285 people (Statistics Canada, 2007).

Table 2.4. Demographic and economic facts: Nipigon, Red Rock and LHFN.

Characteristics	Nipigon (total count)	Red Rock (total count)	Lake Helen (total count)	Ontario
Population in 2006	1,752	1,063	285	12,160,282
Population in 2001	1,964	1,233	274	11,410,046
Population difference (%) from 2001-2006	-10.8	-13.8	3.3	6.6
Highest population age cohort	55-59	45-49	45-49	40-44
Persons 15 years and over with earnings (counts; 2005)	970	605	X	6,991,670
Average earnings. All persons with earnings	34,658	38,223	X	
Persons 15 years of age and over with income	1,525	910	X	
Labour force indicators; participation rate (%)	64.2	58.3	X	
Employment rate (%)	60.4	55.7	X	
Employment in agriculture and other resource-based industries	90	30	X	
Manufacturing and construction industries	350	220	X	
Wholesale and retail trade	135	80	X	
Finance and real estate	10	20	X	
Health and education	120	95	X	
Business services	80	20	X	
Other services	220	95	X	
Unemployment (%)	6.4	5.4	X	

Source: 2001-2006 Census of Population - Statistics Canada
X: To protect the anonymity of the participants, these figures are not available.

Lake Helen First Nation has its own logging company that is said to be doing well, and it employed approximate 100 people in 2008 (Personal Communication on February 26, 2008). There is a limited amount of other published or web-based information on the community. However, the band does have the Red Rock First Nation Business Trust, with a vision to manage timberlands for the continuous production of timber, provide a secure wood supply to manufacture wood products, and provide a workplace for the community members. Moreover, the Red Rock First Nations Business Trust also has several goals, including helping members of the community to exceed and meet their personal goals; educating band

members on the value of the forest through a variety of informational programs and activities; and promoting the implementation of a forest decree to preserve, conserve, and protect the community forest, and maintain an annual harvest and long-term commitment of growth and dedication to preservation of the company. In addition, recently the community of Lake Helen First Nations purchased Chalet Lodge for business development.

The communities of Nipigon and Red Rock are losing members due to the negative economic situation, so they must they join forces to look for opportunities in the nature-based tourism sector. Owing to this positive opportunity to increase economic development (Andriotis, 2005) and perhaps maintain their population base, the communities are looking at the LSNMCA as an opportunity to develop protected area tourism and diversify their economies.

2.8. Chapter Summary

This chapter began with an overview of the global approach to the protected areas paradigm, following by an explanation of Canada's approach. An example was presented of the OMNR's approach to the establishment of protected area that resulted in poor relationships between community members and the government. Through a theoretical understanding of the involvement of the different levels of governments, and the Canadian concept of establishing LSNMCA, as well as a description of the situation in northern Ontario I was able to decide on an approach to this research which is discussed in chapter 3. This chapter also discussed the concept of community economic development, which is a new way for communities to rebuild their economies. This is important for the communities, which have initiated projects to build their own economic prosperity on their own. This resulted in a brief discussion of the state of different industries in northern Ontario. The profiles of the three communities of Nipigon, Red Rock and Lake Helen First Nation also were described. It then became clear why it is necessary to explore the communities'

perceptions about the potential benefits of and constraints associated with protected areas and tourism development.

CHAPTER 3: METHODOLOGY

Not everything that can be counted counts and not everything that counts can be counted.
(Albert Einstein)

3.0. Introduction

This chapter discusses the research strategy utilized in this study. It encompasses the research methodology and design, data collection and data handling processes, data analysis trustworthiness, ethical considerations, and limitations of the study. The aim of this study was to identify the perceptions of the people living in three communities located on the north shore of Lake Superior regarding protected area tourism. Following this identification, the intended outcome is to provide recommendations on how to strengthen the perceived benefits and decrease the perceived constraints of protected area tourism.

3.1. Research Methodology and Design

3.1.1. Qualitative Research

According to Neuman (1994), a qualitative approach to research facilitates detailed explanations and reveals the complex processes in social life. Denzin and Lincoln (1994) define qualitative research as the following:

> Qualitative research is multimethod in focus, involving an interpretive, naturalistic approach to its subject matter. This means that qualitative researchers study things in their natural settings, attempting to make sense of or interpret phenomena in terms of the meanings people bring to them. (p. 2)

Creswell (1994) states,

> Qualitative research is an inquiry process of understanding based on distinct methodological traditions of inquiry that explore a social or human problem. The researcher builds a complex, holistic picture, analyzes words, reports detailed views of informants, and conducts the study in a natural setting. (p. 15)

In addition, Creswell outlines five persuasive reasons for using the qualitative approach that was employed in this research to gain a strong understanding of the communities' perceptions of protected area tourism:

1. The nature of the research question.
2. The topic that needs to be explored.
3. The need to present a detailed view of the topic.
4. To study individuals in their natural setting.
5. To stress the researcher's role as an active learner conveying the story from the participant's view as oppose to an "expert" who passes judgment on participants. (pp. 17-18)

After studying the goals of qualitative research, it became clear that it was the most suitable approach to explore, understand, and interpret the environment-people relationship present within a protected area tourism context.

3.1.2. Case Study Approach

Many of the assets of the case study approach support its use as a methodology in tourism research. Creswell (2003) asserts that the case study approach uses a large amount of information to explore an event, program, process or individual(s). The researcher looks at patterns in the lives, actions, and words of people in the context of the overall case (Neuman, 1994). Similarly, Berg (2004) elaborates that conducting a case study in the community setting can give the investigator an understanding of what the community is experiencing at a particular time. In addition, it can show the influence of personalities and politics on an issue affecting the community, and illuminate a general problem by examining a specific instance (Beeton, 2005). The case study approach can answer questions that include extensions of experiences and an increase in understanding (Yin, 1984).

All of the aforementioned benefits applied to the research problem examined in this study. In addition, the case study approach is one way to analyze the details and complications that a single case can pose in an effort to arrive at an understanding of its function within crucial conditions (Stake, 1995). A case study approach was chosen to explore how the perceptions of the residents living in the three communities next to protected areas have shifted due to changing economic circumstances. Finally, McCleave, Espiner, and Booth (2006), as well as Barry (2004), utilized a qualitative case study to explore people-park

relationships. In this study, the residents' perceptions of tourism development and the different circumstances that the three communities faced were chosen as the focus of the case study.

3.1.3. Social Constructivism

The primary purpose of social constructivism is to develop an understanding, based on multiple participant meanings, of social and historical construction to generate patterns (Creswell, 2003). Creswell explains that these meanings are formed from the interactions of individuals and through the historical and cultural norms that play a role in the individuals' lives. To achieve an understanding of the participants' constructed meanings, I conducted eight in-depth interviews with participants from the three communities.

Schwandt (1997) states stated that "there is [an] inevitable historical and sociocultural dimension" to social constructions (p. 30), hence, as a qualitative researcher I have disclosed the experiences that may have influenced on my interpretation of this study in the section below. Similarly the community members are interconnected geographically, politically, and socially, hence their perceptions may have been influenced by association and proximity. To correctly understand the constructed views of the participants, I studied the history of the three communities extensively prior to the interviews by reading various local and regional publications.

3.2. Empirical Reflexivity

According to Guba and Lincoln's (1981; 1985) definition, reflexivity is the means by which the researcher provides a critical examination of the self. In addition, Patton (2002) explains that "reflexivity has entered the qualitative lexicon as a way of emphasizing the importance of self-awareness, political/cultural consciousness, and ownership of one's perspective" (p. 65).

A number of researchers (Daly, 1997; Dupuis, 1999; Stanley & Wise, 1983) have recognized that inclusion of the "self" enhances the research and should not be completely removed. Consequently, becoming aware of my own perspective throughout the progress was a benefit to this investigation.

3.2.1. Situating Myself within the Research

Dupuis (1999) has identified three aspects that threaten the quality of work in research:

> Our failure to recognize and account for the role that our human 'selves' play throughout the research process and how those selves subsequently shape our products; our failure to recognize and account for the role our emotions and personal experiences play in our research endeavors; and our specific data collection and writing styles, which tend to adhere more to positivist ideals regarding how scientific inquiry should be conducted and reported. (p. 44)

Patterson and Williams (1998) suggest that the qualitative research approach acknowledges how the researcher's experiences may have an effect on the participants and the data analysis.

I would like to describe some of my previous experiences that contributed to and led to the final product of this research. My curiosity about protected area tourism and people and parks relationship took root during my undergraduate studies. At that time, I worked as an ecology lab assistant, which gave me the opportunity to learn about plants, natural environments, protected areas, and human-nature interactions. My supervisor encouraged me to join an undergraduate honours project on endangered species. I was fortunate to work for 3 months in Point Pelee National Park in Ontario, Canada. While collecting data throughout the summer of 2004, I was able to interact with many different park users: tourists, naturalists, local residents, government officials, researchers, and others. This experience peaked my interest in the relationship between people and protected areas.

Regarding emotions, researchers such as Gilbert and Schmid (1994) and Kleinman and Copp (1993) have noted that emotions are part of "the self," which is present in every part of research. Briggs (1970) reveals that her emotional side helped her to access important

knowledge while she was conducting her research. As a novice researcher, with research experience based in the natural sciences and as a newcomer to the north shore region, I entered the arena as an outsider, a situation that allowed me to collect and analyze the data with limited personal bias. I gained insights about the communities by reading local publications, learning about the history of the communities, visiting local libraries, and making informal observations while collecting field data.

My position within this research was as a foreigner and an outsider. I have never lived in Northern Ontario, and I had no previous experience with the issues of this region. I was, therefore, learning about and exploring the views and needs of these communities. At the end of this study, I hoped to answer the research questions, offer suggestions for solutions to the obstacles these communities face, and perhaps serve as a link between the managers and policymakers of this region and its communities. I hope to continue to work in the future to assist these communities in their economic transition and the development of protected area tourism. The limitations of this study, including my role as designer, data collector and data analyst, are provided in section 3.7 of this chapter.

3.3. Data Collection and Handling

3.3.1. Data Collection Process

Data collection for this study occurred in two stages. The initial stage was an analysis of research documents related to this study. Mayring (2000) asserts that "qualitative content analysis can be combined with other qualitative strategies as the research question and the characteristics of the material should have the priority in the decision about adapted methods" (p. 8). Stemler (2001) notes that content analysis provides an empirical basis for monitoring shifts in public opinion. This analysis contributes to a deeper understanding of the issue under investigation. The content analysis was conducted on the literature concerning protected areas, with the focus being an examination of participants' perceptions of

opportunities and constraints. These documents included a variety of items; those concerning Lake Superior more broadly including: Technical Report Series on the Binational Forum for Lake Superior, brochures, and various annual and biennial reports by the International Joint Commission (IJC). In addition, there were a variety of documents relating specifically to LSNMCA, including draft progress reports and interim reports; public consultation and results; a series of overviews by a panel of independent scientists; different project proposals and progress statements, guiding principles and operational policies releases; regional LSNMCA committee recommendations; human use reports such as recreational activities, commercial activities, and interactions among activities; surveys of attitudes for the LSNMCA; newsletters; action plans for Lake Superior, and; public involvement programs. The documents were reviewed for information related to the research questions and research objectives. Holsti (1969) asserts that document content analysis is an important part of the data collection and analysis processes.

The second stage of data collection included conducting interviews with key informants. Structured, face-to-face interviews, based on a list of predetermined questions, were conducted (Hay, 2000). During the interview, each participant was asked no more than 10 questions (see Appendix 3), with a time commitment of approximately 60 to 90 minutes. Each interview was carried out in a consistent manner. The interviewees were given a cover letter (see Appendix 1), which the researcher verbally explained to them, and a consent form (see Appendix 2) to complete prior to beginning the in-person interviews.

The interviews were carried out over the winter of 2007-2008. All interviews were transcribed within 48 hours and then returned to the participants for member checking to verify the completeness of the data. Interviewees had up to 3 weeks to make changes to their transcriptions. Upon receiving their transcriptions, they were notified of the date for the transcriptions to be returned and if no comments were returned the data will be used "as is."

Only one participant returned their transcript, having made grammatical changes only, which did not affect themes in the transcript. Once verification of the data was received, the data were cleared of any possible identifying links to the participants (e.g., names, addresses, etc.).

3.3.2. Selection of Participants

Anderson (1987) suggests that as study participants, members of an organization can function in the role of either respondent or informant. Hughes and Preski (1997) state that because of this role option, initial decisions about the selection of participants are derived from consideration of the role assumed. As respondents, the participants function singularly or as a group from an organization to provide data that reflect their personal perceptions (Kumar et al., 1993). Neuman (2007) proposes that a researcher in the field can interview several types of informants, such as contrasting types of informants who provide quality perspectives or people who are in the centre of an event. For this reason, the key informants for this study were selected from different categories of groups to provide a multidimensional view of the topic.

Eight interviews were conducted with key informants. Hay (2000) suggests that interviews are an excellent method to gain access to information, events, and opinions. Because people's opinions and experiences vary depending on socioeconomic status, gender, ethnicity, age, and so on, the interview process facilitates an understanding of how meanings differ among people. Hay also suggests that the interview process can fulfill the knowledge gap that other methods, such as observations or the use of census data, are unable to bridge effectively (Hay, 2000).

The key informants in a qualitative investigation have specific knowledge about the topic, and their insights can provide particularly useful information in helping the observer understand what is happening, and why (Patton, 2002). The key informants were important in this study because as Patton notes, the data from the informants represented their perceptions,

which were the focus of this investigation. Purposive sampling was used to select the participants, who were personally approached by the researcher via telephone and e-mail. Only one individual refused to participate in the study. The participants were selected from various groups (as described section 4.2) to provide different perspectives on the research question. Their names were generated from publicly accessible sources, such a community web sites and telephone books, related to the groups they represented.

3.4. Data Analysis

Bernard (2000) defines qualitative data analysis as consistent search for patterns and ideas in the data; and why these patterns exist. The content analysis was done prior to the interview data analysis. The data were analyzed using thematic coding (Neuman, 2000). I conducted a content analysis of the documents to seek ideas and patterns. I searched for themes related to the three communities, protected areas, policies, public consultations, views on tourism, and any other relevant ideas that emerged.

The interview data was analyzed using two methods. The first method analyzed each question separately and the results were compared between groups and initial ideas were identified and later were formulated into concrete themes. The second method utilized was a cutting and sorting technique, where each sentence was cut out mixed and later grouped by some commonality. The steps taken in both analysis documents and interviews are discussed in greater detail in section 4.2.

3.5. Trustworthiness

Neuman (2000) states that validity in qualitative research is focused on reporting the inside view of social life that is parallel to the experiences of the participants being studied. Patton (2002) suggests that interviews, along with document analysis, can provide a cross-validation check of the data and the findings. Using the two methods in this study provided me with a deeper and more accurate understanding of the participants' perceptions about the

benefits and constraints of protected area tourism. Patton also states that "social constructivist's case studies, findings, and reports are explicitly informed by attention to praxis and reflexivity" (p. 546). This was addressed when I situated myself within the research and by writing down my thoughts before I began the interview process.

3.6. Ethical Values

The participants were provided with sufficient information about the risks and benefits of participating in the study (see Appendix 1). They also were informed that they could withdraw at any time without any adverse consequences (Government of Canada, 2006). All concerns expressed by the participants were answered by me in a clear and respectful manner. Each participant in this study was sent a copy of the transcribed interview and was given the option to delete any information that the participant did not want made available to the public. A number of the participants were First Nation members, so the researcher undertook a review of *Research Involving Aboriginal People* to ensure that the definition of privacy was consistent with First Nations protocol (Government of Canada, 2006).

As mentioned previously, any information (e.g., name, address, etc.) that could identify the participants was deleted. This was done in an effort to maintain the anonymity and confidentiality of the participants. As per university policy, all data from the study will be securely stored in a locked filing cabinet for 5 years in Lakehead University's Department of Outdoor Recreation, Parks and Tourism). Only the researcher will have access to these data. After 5 years, all data will be shredded and destroyed.

3.7. Limitations of the Study

As Creswell (1998) suggests, researchers who conduct case studies gather extensive information and may struggle with the time commitment and the details of the interviews. The major limitation of this study was related to the time constraints. This project was part of

a master's thesis and had to fall within the time parameters associated with the program requirements. Another limitation was that the data were collected over the winter season, so some of the key participants found it difficult to meet with the researcher.

Dupuis (1999) explains that a researcher should recognize how one's feelings and experiences influence the study. I found that being a foreigner to this area was an advantage in that I was able to maintain more objectivity when interpreting the collected data. English is not my first language, so my interpretation of the data may have been affected. This was a limitation that I could not control, so in situations of uncertainty, I consulted with experts to clarify any potential misinterpretations. In addition, because the participants were given the opportunity to validate their transcripts, some of the issues relating to language were addressed then. Another issue was gender bias. As a female researcher, my interpretation of the data could have been different from that of a male researcher. However, personal perspectives always play a role, minor or otherwise, in how interviews are conducted and how data are interpreted and analyzed.

3.8 Chapter Summary

This chapter began with an introduction to the research method and design. It also outlined the qualitative research approach and case study approach, explained social constructivism and empirical reflexivity, and provided appropriate literature. By doing so, it explained the rationale for approaching the research problem using the stated methodology. In this chapter I have also stated the trustworthiness of my findings by providing a critical examination of self. The next chapter explains how the data were collected, handled, and analyzed. The ethical values employed by the researcher provided insight into the measures that were adopted to ensure ethical and professional behaviour during the study. The limitations of the study provide information about possible shortcomings to this study.

CHAPTER 4: ANALYSIS AND FINDINGS

4.0. Introduction

The aim of this study was to gain a better understanding of the attitudes of the people of the North Shore of Lake Superior regarding protected area tourism. This study had four objectives: (a) to understand the communities' perceptions of benefits associated with living adjacent to protected areas, (b) to understand the residents' views about constraints regarding protected area tourism development, (c) to understand how these attitudes have changed over time, and (d) to understand and discover how the north shore communities can derive advantages from conservation and tourism development and overcome perceived constraints. This chapter explains the method of analysis and presents the details of the themes that emerged from the interviews.

4.1. Method of Analysis

A thematic analysis approach was used in this research. Thematic analysis is a method for identifying, analyzing, and reporting patterns (themes) within the data (Braun & Clarke, 2006). Qualitative approaches are diverse and complex and thematic analysis should be seen as a foundational method for qualitative analysis (Holloway & Todres, 2003). As Braun and Clarke (2006) suggest, it is the first qualitative method of analysis that researchers should learn because it provides the central skills and flexibility to conduct many other forms of qualitative analysis. Although thematic analysis is used extensively in social science, there has been no consistent agreement among researchers (Attride-Stirling, 2001; Boyatzis, 1998; Tuckett, 2005) on how to go about doing it (Braun & Clarke, 2006). I used the analysis method as discussed by Boyatzis (1998), Neuman (2006), and Denzin and Lincoln (2000) to conduct my analysis.

Several authors (Braun & Clark, 2006; Fereday &Muir-Cochrane, 2006; Pope, Ziebland, & Mays, 2000) suggest that researchers use several stages in analyzing and coding

data. In Phase 1, I familiarized myself with the data by preparing the transcriptions, reading and rereading them, and studying my field notes, all the while recording my initial ideas. Each interview question was explored separately, and a comparative analysis was done between each stakeholder category as well as between different user groups.

In Phase 2, I generated the initial codes by denoting interesting or unique features of the data in a systematic manner across the entire data set and then aggregated relevant data to each code. In Phase 3, I began to search for themes by organizing the codes into similar categories and rearranging the data into potential themes.

In Phase 4, I examined the themes by evaluating how well each theme worked in relation to the coded extract and the entire data set. In Phase 5, I searched for a proper definition and name for each theme by conducting an ongoing analysis to purify each theme. Revisions and the search for themes were terminated when no new themes were revealed. All emergent themes were categorized into broader themes. Figure 4.1 provides a visual representation of this process.

The emerging themes refer to initial ideas, phrases, and/or statements that resulted from thematic coding and the cutting and sorting technique (Phase 3). The first derivative category represents a condensation of the initial emerged themes, with a commonality (Phase 4). In the second derivatives category, the themes were purified into a broader category (Phase 5). Final derivatives were the broad themes category, a continuation of Phase 5. Phase 6 encompassed the selection of credible examples and relating them back to the literature (Braun & Clark, 2006).

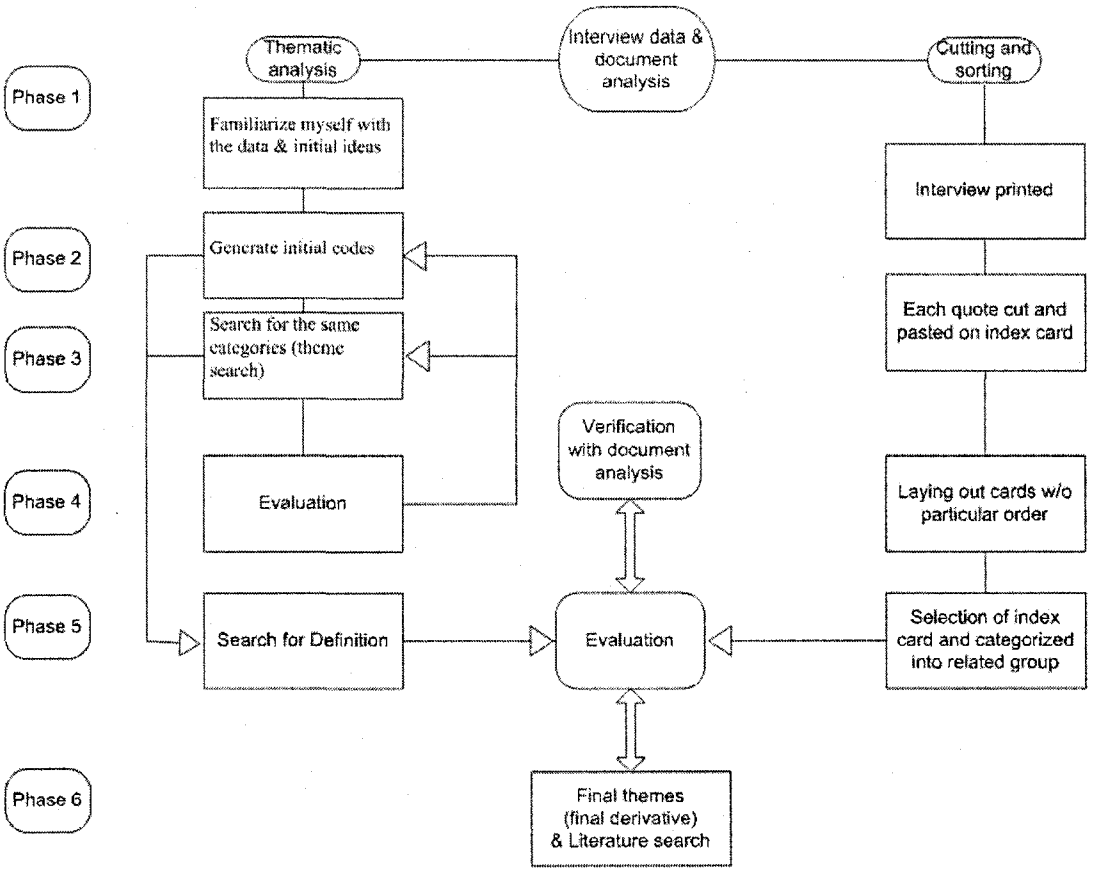

Figure 4.1. Data analysis
Source: Wozniczka (2008)

To confirm the consistency of the themes, I used a cutting-and-sorting technique outlined by Lincoln and Guba (1985) and Ryan and Bernard (2003). Many researchers (e.g., Barkin, Ryan, & Gelberg, 1999; Ryan, 1995; Weller & Romney, 1988) have used this technique with variations. All of the interviews were printed, and each quote (the context as it appeared was maintained) was cut out and pasted on a small index card. Each index card had the reference on the back. I laid out the index cards on the floor in no particular order. Next, each card was randomly selected and placed in a pile of a related category. Various ways of categorizing the emerging themes were tried, but in the end, most of them synchronized with the first method that was used in the analysis. Each pile was given a label that best

represented the themes. Hence, from the two methods of analysis, five main themes were revealed: Sense of Place, Trust/Relationship with Senior Levels of Government, Recreational and Traditional Importance of the Region, Views on Tourism and Development, and Fear. Each of the final derivatives is discussed later in the chapter.

Supporting the interviews is a thematic content analysis of various local and regional publications regarding Lake Superior. Berelson (1952) states that "the theme is among the most useful units of content analysis particularly for the study of the effect of communications upon public opinion, because it takes the form in which issues and attitudes are usually discussed" (p. 105). In this study documents' content analysis regarding the Great Lakes have been conducted and it is described below.

Policies and Governance in the Great Lakes

Residents of the Great Lakes coastal areas and federal and provincial governments from Canada and the United States have considerable interest in the ecosystems of the Great Lakes, as demonstrated by the many efforts taken to protect these international waters. As early as 1909, under the International Boundary Waters Treaty, the International Joint Commission (IJC), an independent, binational organization, was established by the United States and Canada. The IJC (2008) has sponsored several treaties and agreements, including the Boundary Waters Treaty of 1909; the Great Lakes Water Quality Agreement of 1978, amended in 1987; and the Air Quality Agreement (1991). Some of the goals of the IJC are to prevent and resolve disputes about the use and quality of boundary waters, as well as advise Canada and the United States on issues regarding water resources. Many of its goals pertain to efforts to clean up the Great Lakes, climate change, ecosystem health, human health considerations in remedial actions, air pollution, and other issues related to international waters (IJC, 2008).

In the late 1970s it was recognized that governments, in cooperation with other organizations, needed to distribute information that was written in layman's terms; it also was expressed that both federal governments needed to improve two-way communication with the public by establishing and publicizing central contact points where the public can send inquiries (IJC, 1989). Furthermore, many of the documents have been dedicated to the natural science side ("Achieving Integrated Habitat Enhancement Objectives," 1998; "Priorities and Progress under the Great Lakes Water Quality Agreement," 1993-1995; "State of the Great Lakes Report Highlights," 1995; etc.); concerns involved pollution and pollution prevention; existence of persistent toxic chemicals; public and stakeholders involvement; health of local residents; and various other topic regarding environmental issues have also been addressed. During my investigation, it appeared that not only local residents but also different levels of government, and other professional groups had an interest in discussing different issues and matters regarding the lake. For example, a number of documents have called for a consultative approach toward decision making and public involvement. Other documents have focused on the importance of transparency regarding assessments and management decisions, some attempts have also been made to integrate social and economic factors. A large number of documents have mentioned education and stewardship, but they have not specified how public education and stewardship are to be accomplished.

During efforts to establish the LSNMCA in the 1990s, several educational publications were produced by Parks Canada, researchers and consulting groups. These provided management and decision makers with the results of meetings with residents from the North Shore communities of Lake Superior. Some of the key issues that were raised from the feasibility study conducted during public consultation were the following: involve local residents in responsible roles in the management process; ensure effective communication; coordinate complementary programs and jurisdictions; manage the area as an NMCA, avoid

using National Park strategies on NMCA, make a firm commitment to provide resources; and balance the need for protection with opportunities for tourism (Foster, Socha, &Potter, 2000).

4.2. Description of the Stakeholder Groups

This section describes the categories of participants who volunteered to participate in the study, as well as their roles in their home communities. The participants were interviewed during the winter of 2007-2008, and their responses gave me a better understanding of the various perspectives. The participants involved in the study were selected from four major categories: government officials, tourism development officers, recreational users, and business owners, and were identified through community websites and local telephone books.

Government officials (e.g., local officials) have a considerable voice in decision making because they are elected to represent the voices of the members of the community. In some cases, government individuals may make decisions that are based on their personal agenda, and issues deemed as more important to some community residents may not receive the same level of attention (Madrigal, 1995). However, in small communities, there is more interpersonal interaction, thus local residents are more likely to have an opportunity to interact with government officials professionally and socially. For example a council member may be a hockey coach outside of his work. Hence, government officials in small communities often play multiple roles. In a similar manner, professionals who live in rural communities (e.g., government, health care, business, and others) are often involved socially, politically, and economically with other community members.

The tourism development officials interviewed for this study include individuals in the tourism industry who are currently working on projects to develop tourism in their communities. Some projects have been in place for a long time, and others are at the initial stages. Despite these various levels of preparations, tourism development officials are aware of the attractions in the region, and they can provide informed recommendations about future

development for the region. These officials are enthusiastic about promoting the area, and they can be a valuable source of knowledge to the policymakers. Their voices were crucial in answering the fundamental questions of this study.

The recreational stakeholders are community members who have lived in the area most of their lives and use the area for leisure and recreational purposes. Most of the participants were born or grew up along the north shore of Lake Superior, or have resided in the area for more than 30 years. Recreational users are individuals who actively participate in outdoor activities such as hiking or walking, camping, and so on, in protected areas or who enjoy such water-based outdoor activities as kayaking, boating, and sailing on Lake Superior. They use the protected areas for non-business purposes, and they do not financially benefit from using these areas.

The business sector stakeholders own and/or operate small- to medium-sized businesses in the area. Their perceptions were important to this study because with the potential increase of tourism in the area, their businesses may need to adapt to the changing needs of their clients or additional businesses opportunities may present themselves. For instance, some businesses in the area currently consist of small shops, clothing stores, gift shops, restaurants, and hotels. Tourism would further increase collaboration among these various groups. As one participant noted, "I own a small business here... so obviously that would be great for me to have tourists so I would bring souvenirs to my business and maybe local guides, local information so people have resources."

During the interviews, it became apparent that it would be difficult to discretely categorize an interviewee as a government official, a recreational user, a business owner, or a tourism development officer because many of the individuals hold more than one position in the region. For instance, one participant has an influential role in her community, but she also

is a private business owner. The names and other attributes were not provided to maintain the participants' anonymity.

In the next section, the emergent themes are discussed in detail. A point to note in this study, are the terms *area* and *region* to describe the north shore of Lake Superior where the three communities are located on the map. I use the term *community* when referring to the members of the towns where the participants reside.

4.3. Findings and Discussion of Each Theme

This section discusses the major themes that emerged from the participants' responses to the interview questions. The five derived themes were (i) Sense of Place, (ii) Trust/Relationship with Senior Levels of Government, (iii) Recreational and Traditional Values of the Region, (iv) Views of Tourism and Development, (v) and Fear. They are discussed next in no particular order. Figure 4.2 demonstrates how the themes progressed to their final development.

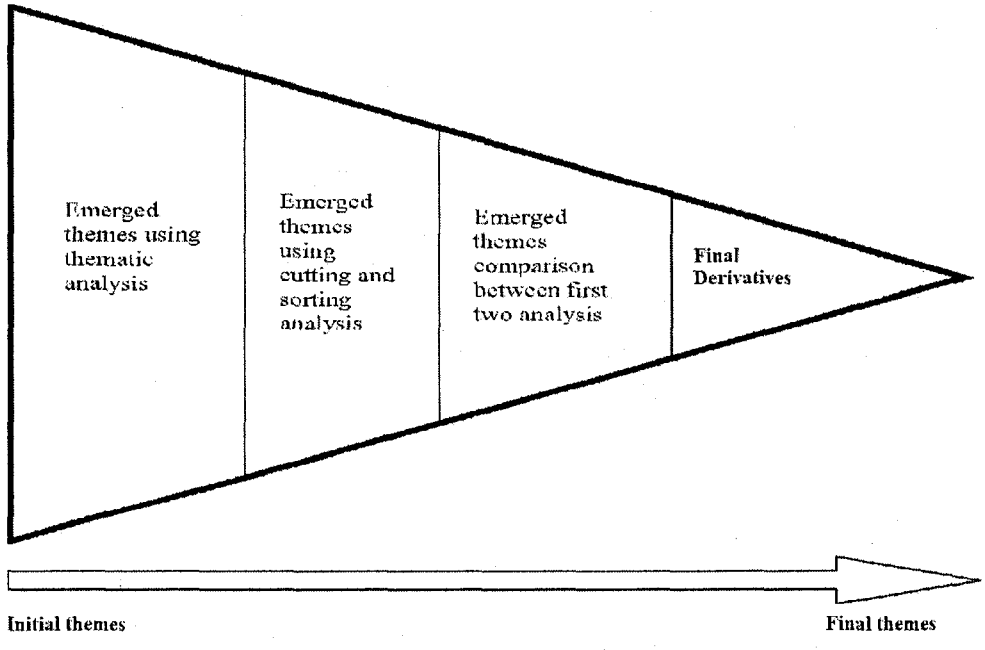

Figure 4.2. Thematic analysis progress model.
Source: Wozniczka (2008)

Besides answering the predetermined interview questions, the participants from the three communities also volunteered their thoughts, feelings, and experiences related to interview questions and other topics that they considered important. The (i) theme Sense of Place identified the connection of the participants to the land and various aspects of it, as well as familiarity and bonding relationships among the people within the community. The (ii) theme of Trust/Relationship with Senior Levels of Government explored a wide variety of topics related to different roles of government institutions with regard to protected areas in the region. The participants expressed their current attitudes about the future of their relationship with various government departments and agencies.

The (iii) theme Recreational and Traditional Values of the Region conveyed the participants' feelings and opinions about the use of the region for recreational and traditional purposes, such as when family and friends can spend time together to enjoy the outdoors. Traditional Use of the Area refers to First Nations people who practice their traditional activities. The (iv) theme of Views of Tourism and Development reflected the participants' views about places that the participants feel should be promoted and further developed in tourism strategies. There are many tourism projects in the communities, and the participants expressed their views regarding their potentials for success. They also discussed their understanding of the development of protected areas and tourism, and they presented ideas regarding how to promote healthy relationships between the community members and government agencies.

The (v) theme of Fear identified hindrances to the success of the community development, tourism, and the need for strong cooperation between government agencies and the local communities. The next section expands the discussion in greater depth.

4.4. Sense of Place

The relationship between humans and the environment has been studied by many researchers. Geographer Yi-Fu Tuan (1974) considered sense of place a unique connection between the people and the land, as well as an awareness of and an appreciation for the land that involves emotional meanings and values. Relph (1976) stated:

> The relationship between community and place is indeed a very powerful one in which each reinforces the identity of the other, and in which the landscape is very much an expression of communally held beliefs and values and of interpersonal involvements (p. 34).

According to Davenport and Anderson (2005) three views regarding sense of place prevail: (a) place–the physical setting; (b) human–the activities that occur there; and (c) processes–social and psychological processes (i.e., significance and attachments) rooted in the environment in which it occurs (Davenport & Anderson, 2005).

The themes that emerged from the interviews largely echoed back the three views in social science about sense of place. The participants repeatedly mentioned the physical features of the landscape, which fall under the physical setting of a place; described their activities in the community, and mentioned the significance of constructed meanings regarding issues that are happening in their communities that may affect their lives. Most of the participants grew up in the area and still live there; others had moved away from the area but returned to practice that lifestyle and create new memories for their children. Whether it was the small-town experience, the northern way of life, or the security of having their children grow up in a small community, all of these sentiments were expressed by the participants. See Figure 4.3 for the development of Theme 1, Sense of Place.

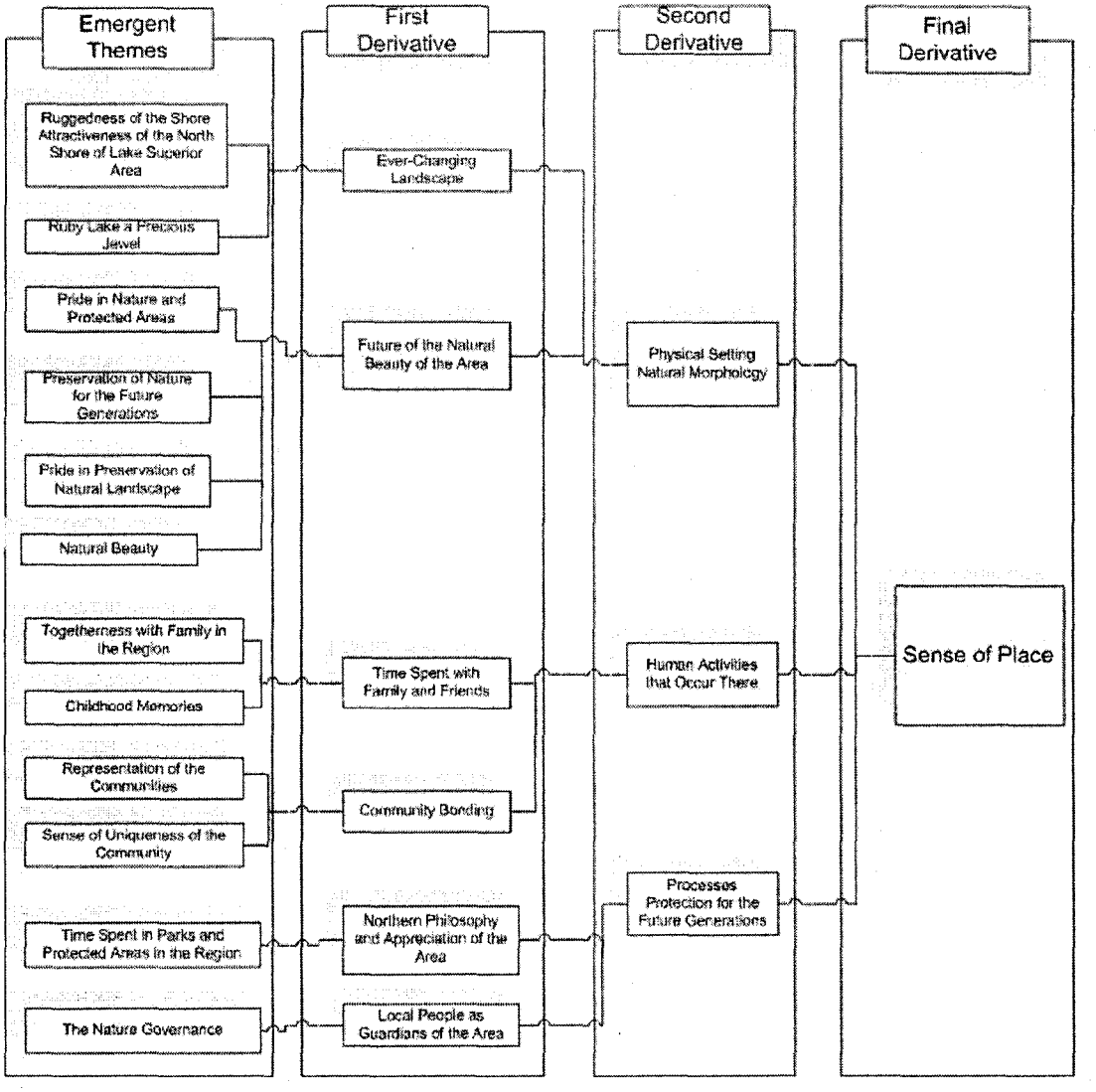

Figure 4.3. Theme (i) development process
Source: Wozniczka (2008)

4.4.1. Physical Setting - Natural Morphology

The participants recognized that the area possesses many exceptional natural features, such as the irregularity of the physical landscape. One participant could not identify one feature that was the most significant to her. A participant stated:

> It would be a combination of things; simply the beauty the natural landscape, the ruggedness, the remoteness, the solitary aspects I really value so much. I consider this the most beautiful place on earth.

The participants also felt that it is important for them to have "something to look at"; another participant stated that "[the landscape around here] it changes continuously, so it is not the same thing over and over. When you go across Saskatchewan, it is flat, here; we have a lot to look at." This difference was acknowledged by the participants as being very appealing to them, and they commented that they value and appreciate it.

Some participants stated that it is simply the natural beauty of the area. One of the interviewee expressed a fondness not only for the physical features of the area but also for what it encompasses. When asked what it is about the region that is valuable to her, she explained, "I think it has to be just the beauty of our area that's my passion. Being able to see the beautiful landscape, the birds, the animals, everything natural, and I think we are blessed with that in our area." Another interviewee, who has considerable travel experience, stated with confidence:

> I value the natural pristine of this area; it is just so beautiful around here. The view from up on the highway there, looking down ...[by the] entrance, nobody else has that, who else has that, like I said it was beautiful.

Almost all of the participants mentioned at least one aspect of their surroundings that is appealing to them. A particular participant explained that the lake and its location are the most important to her, commenting that "I think it is the pristine settings and Lake Superior. It is the biggest freshwater lake in the world, and our community is located on that body of water." As one participant noted, the area and the landscape are ever-changing; when one beautiful vista is over, another one starts. She stated:

> Once you leave Lake Superior, you're always finding other beauty, whether it be Lake Nipigon, or the areas around Nipigon, Lake Helen, you get into Dorion, you have the Ouimet Canyon. Nipigon Bay is full of all species of fish, all different types of wildlife, bald eagles; you get out to the Nipigon Straits. The water there can be 30 feet deep, and you will see the fish swimming, that's how clear the water is out there. And I mean, show me another place on this planet better than that. I want to see it.

Not surprisingly, the natural morphology and the landscape are significant to the participants who live along the North Shore. Lagerroos et al. (1995) had attempted to connect the biophysical system and the social system, stating that the connection to the landscape was one of the most important themes, "based on the beauty of the natural environment" (p. 25). In addition, all of the participants mentioned the physical attractions of this area. Many of them mentioned the beauty of Ruby Lake Provincial Park, which is near LSNMCA and close to Nipigon and Lake Helen First Nation. Furthermore, the participants declared Ruby Lake Provincial Park the showcase of northern Ontario as one resident noted "it is the jewel of the North; nobody has any idea how beautiful it is." The responses to the interview questions showed that the participants are attached not only to the landscape but to its social elements.

4.4.2. Human

Throughout the interviews it became clear that the participants were attached to the area and their fellow community members. In these communities, a real sense of belonging was expressed, and the people unify during important events and feel a community spirit. One participant commented, "Our community is very, very unique, and the community spirit is traditional, and there is a real sense of belonging, a sense of everyone is looking out and helping out each other." One of the finest examples was recorded in a local newspaper, the *Nipigon-Red Rock Gazette*. To paraphrase the story, when a couple from the community were away, a windstorm blew some siding and insulation off their house, but the town workers who saw the problem went back to the house and made repairs. The owners of the house stated, "Nipigon is truly a caring community and we are so grateful" ("Nipigon-Red Rock Gazette," February 5, 2008, p. 4). Another example of community unity is illustrated in the large number of community events that are organized and run by volunteers. The sense of care and community pride is demonstrated through events such as the Fall Fish Festival or the Red Rock Folk Festival, both of which are organized and supported by volunteers from

the communities. Several festivals rely heavily on volunteers, who know how to create an inviting atmosphere. One particular participant noted:

> It is unbelievable if you look at our legion the volunteers, look at our churches in the town it is just phenomenal, lot of our recreational programs so it speaks for itself the volunteerism in the community it is fantastic.

The sense of care and tradition also is manifested during the annual fishing festival. "In a lot of cases, what the anglers do is they'll give the fish to seniors."

Some participants stated that they associate the area with happy childhood memories. One of the participants recalled a time when his grandmother took him on a trail in the area and they spent much time with the Elders:

> When I was a kid, I used to go skiing with my grandmother on the trails. I haven't done that in years. I would like to check out those trails, [but] I don't even know if they are available. With her [grandmother] I used to go a lot when I was a kid. We still use her old skis and ski around here in our area.

Nearly all of the participants mentioned spending time in the area with family and friends, and partaking in recreational activities that are not strictly based on health benefits but rather on being together. A participant stated, "We are enthusiastic sailors, we love camping boating, in the winter we like to go ski-doing, we like to go out and camp, ice fishing...the kids are of course in hockey we also are heavily involved in music." Another participant added, "Our family does a lot of camping ...we spent a lot of time outdoors." The participants mentioned a time spent with family while enjoying the beauty of the nature surrounding them.

4.4.3. Processes (Sense of Responsibility)

Some participants expressed the desire for the area to be preserved so that their grandchildren and future generations can see the beauty of this area.

> Once again I get back to my philosophy of leaving certain areas alone to protect them... the delicate plants at the bottom of Ouimet Canyon, the Eagle nest...[t]he benefit of protecting these areas is that they will be around for future generations to enjoy.

Knowing that nature will be protected for future generations created a "good feeling" among the participants and gave some of them a real sense of satisfaction.

> I don't think we can put a dollar value on just knowing that the rare Arctic plants at Quimet Canyon exist - it is a good feeling to know that they are growing there, and not just a photograph in an article about extinct species. These areas are protected so that they will be there for future generations to enjoy - whether it is an eagle, a wetland, or a rare plant.

The vision for future generations was also mentioned by other community members. A similar philosophy was expressed in the local newspaper by one resident, who wrote, "We need a far-reaching vision which will protect the values we cherish about Lake Superior; its wilderness, its splendour, its diversity of landscape and communities, its opportunity for boating, hunting fishing" (Nipigon-Red Rock Gazette, June 2, 1998, p. 5). Family-oriented communities can flourish by preserving their vision for their children. The same resident asserted, "I don't want my grandkids to look with surprise at old photographs of Lake Superior from their vantage point of drastically altered landscape" (Nipigon-Red Rock Gazette, June 2, p. 5).

In summary, the participants identified not only the physical aspects of their surroundings but also the activities and processes that take place in the area. They also described themselves as being part of caring communities. At the beginning of the project, I expected the participants to mention the physical features and the activities that take place in the area, but I did not expect them to mention the community unity and/or the passion developed through their participation in community-based activities.

4.5. Trust/Relationship with Senior Levels of Government

Understanding the governance of protected areas is complex. Eagles (2008) described governance as the means to achieve direction, control, and coordination, all of which determine the success of management strategies. Governance for sustainability involves an integrated stakeholders' approach to management, that is, where the government is not

viewed as the solitary institution responsible for governing protected areas (Pollock, Reed, & Whitelaw, 2008). Hence, it is difficult to discuss governance in protected areas without discussing management.

Borrini-Feyerabend, Johnston, and Pansky (2006) concluded that the difference between governance and management should be clearly understood; governance is about power, decision making, relationships, and who is held accountable; management is about what can be done about a situation on a given site (Borrini-Feyerabend et al.). Both governance and management are influenced by various groups and each other. Dearden and Rollins (1993) proposed a chronological representation of the various groups that have influenced protected areas governance and their management (see Figure 4.4). It is also interesting to note the changes between the involvement of different groups' participation in protected areas management.

As the number and types of protected areas has increased, the issue regarding the governance and management of these areas has also evolved (Francis, 2008). As different types of protected areas are developed and as government de-centralizing continues, more stakeholders and indigenous people become involved in the management of protected areas. Government at all levels must adopt the central philosophy of fostering necessary consultation and cooperation with them (Francis, 2008). Through consultation, cooperation, and partnership the stakeholders, indigenous people, and the government can potentially reach mutual interest.

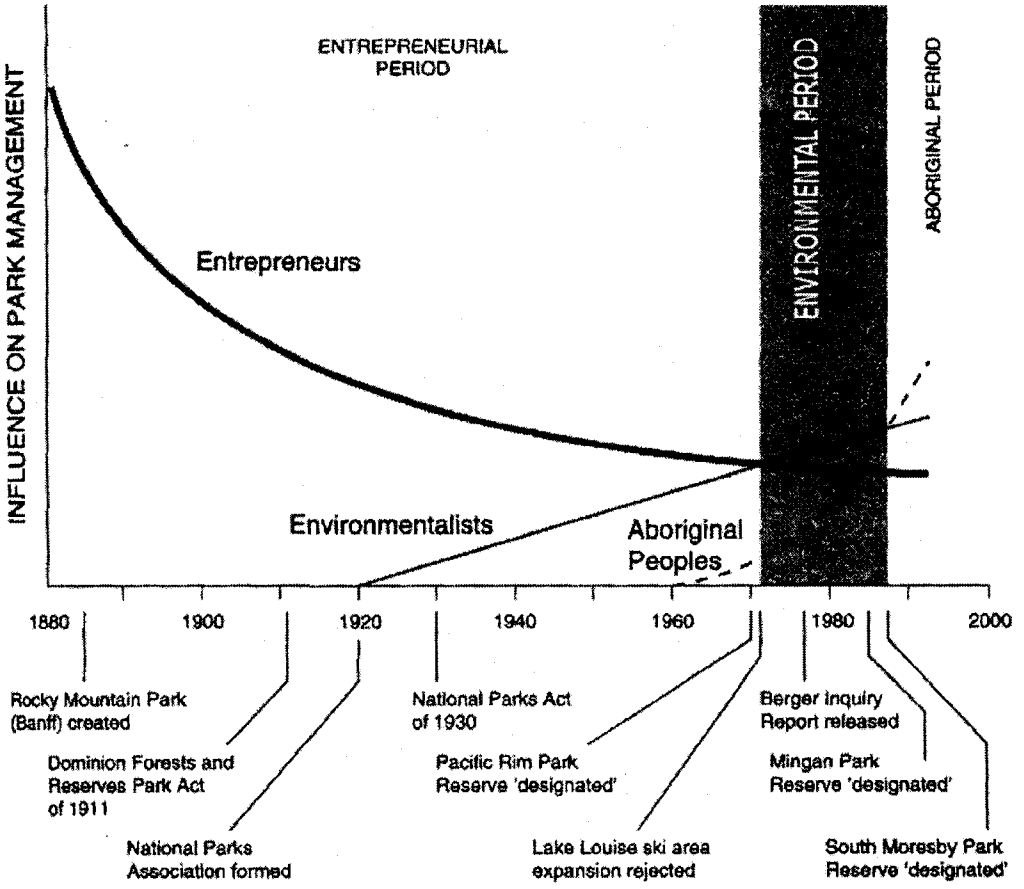

Figure 4.4. Influence of various external groups on park management.
Source: Adopted and modified from Dearden and Rollins (1993).

4.5.1. Complex Relationship with the Federal Government

The complexities between government agencies and some of the communities in this area are manifested in many ways (see Figure 4.5).

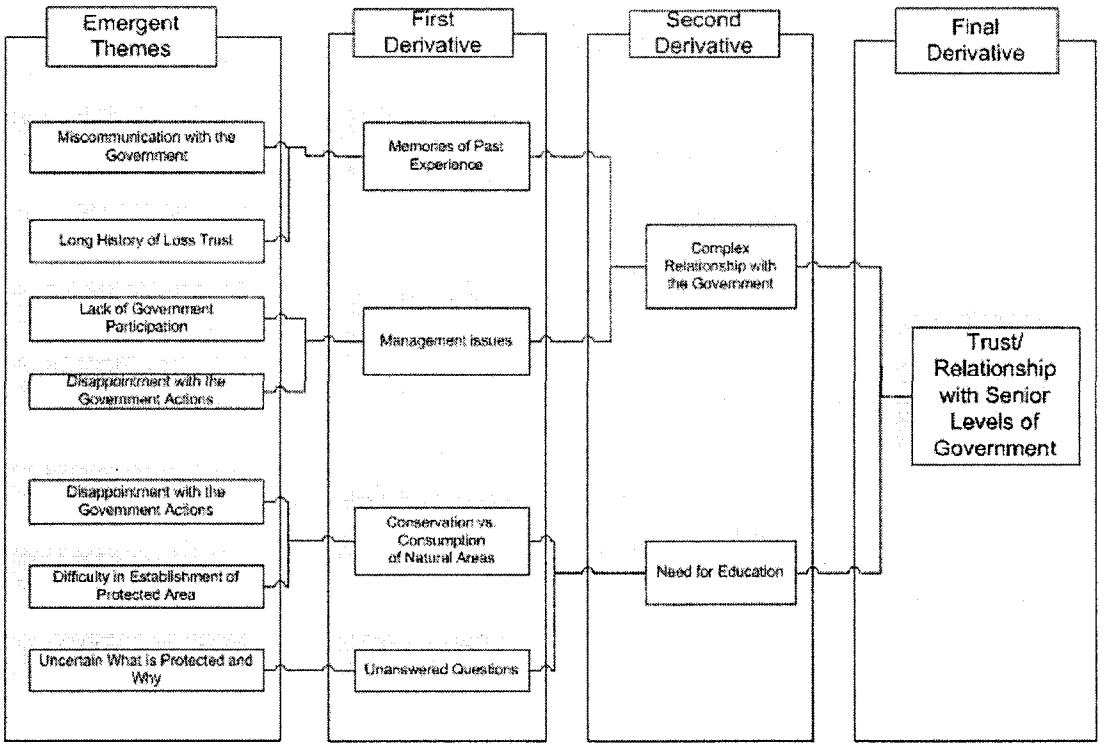

Figure 4.5. Theme (ii) development process
Source: Wozniczka (2008)

New policies or legislation that interfere with people's daily lives can create uncertainties. The events associated with the establishment of Quetico Provincial Park although removed from the north shore communities have reverberated deep within the three communities, especially the Lake Helen First Nation. The initial decision to establish the provincial park was opposed by some First Nations groups and resulted in negative outcomes. For example, one participant expressed her disappointment regarding how the provincial government dealt with First Nations in the past when creating a protected area such as Quetico Provincial Park. She described the situation indicating that the people were expelled from the area. It was a serious problem. She commented, "Quetico is one example…to the people in Lac La Croix… the "army" came in, rounded them all up, and moved them out of the park." She added:

> The First Nations of Quetico had lived there forever, and they lived a nomadic lifestyle. When Quetico was formed, they were still living a nomadic life in there, and it was determined that this was to be a park which was to be entirely wilderness. So the kinds of activities they were involved in were not allowed any more. So they rounded them up, took them to over La Croix on the west side of Quetico park.....Well that was a real problem. And I have friends who remember, as kids, the soldiers arriving at their fishing camps and bundling them up and hauling them off.

McNab (1982) reported that government documentation revealed that a letter had been sent out stating that First Nations' rights would not be acknowledged and that they would not be permitted to stay on their reserve land because their traditional way of life would endanger the protected species. Consequently past events can have a negative impact on relationships with the government. When the feasibility study was conducted for the LSNMCA, some members of the communities were very concerned about it and were against the establishment of the LSNMCA because they were afraid that they would not be able to maintain their traditions, "we don't want people coming in telling us we can't go boating and fishing and hunting on Lake Superior. We don't want people telling us we can't have our camps on the lake, or our saunas built." Participants did not want to be restricted in a way that would prohibit them from using the area.

Likewise, a land water change protection plan was introduced beside Gapen's Pool on the Nipigon River near Lake Helen, by Trout Unlimited Canada with the support of federal and provincial governments as well as other non-governmental organizations (Nipigon River Land Acquisition Proposal Gapen's Pool, 2005). The land acquisition has occurred without any regard to consult the First Nations who are located next to this land. The participants felt that they had not been informed and consulted properly. Some of the participants expressed frustration and confusion when federal government officials came to the communities to speak with them. One interviewee commented:

> They were talking about taking over some areas and leaving some other areas alone. We just didn't understand. It looked like everybody had a pick of the prize, except us.

> You know, like I mean, we weren't consulted about it, or nothing, so we had some members there that were a little upset at the fact that we were not consulted.

Community members were trying to get more clarification from these representatives regarding the federal government's intentions, but were not addressed. As one interviewee stated, "When we went to talk to those people, they were very vague in saying to us what was going on, all they were talking was jurisdiction." Clearly, there were some unexplained issues, and the people felt that not enough had been done to make people aware of what the plan was

One participant thought the boundary establishment negotiation of LSNMCA was an open process, commenting that "it was transparent process, and everyone had the opportunity to speak." Some people thought the LSNMCA would prevent them from fishing while others just thought that the rules and regulations were set up to protect certain species of fish. The participants recalled that how some of the regulations posed by federal or provincial government conflict with their daily lives. A situation that is remembered vividly by the participants was the creation of Ruby Lake Provincial Park through the Lands for Life process. Many participants observed though it was created some time ago, nothing has been done since to develop it. A participant asserted:

> Ruby Lake is just beautiful deep canyon with a lake in it, fantastic vistas; some of the greatest hiking trails around. The province declared it a provincial park and has never put a penny into it. They have not developed it, no trails, so they just made it a park so that nothing could be done with it.

When Ruby Lake was created, the preliminary management plan (Ruby Lake Management Plan, 2004) suggested ongoing consultation with Lake Helen First Nation regarding the aboriginal history of the area as well as "related issues of concern during the implementation of this plan" (p. 3). Neither this brief statement, nor the interviews conducted for this study clearly indicate if the issues of concern to Lake Helen First Nation would be addressed.

Through the interviews, some of the underlying reasons for the complex relationship between the government and the community members were identified. The participants also

shared their thoughts on how they were consulted on various projects in the area. Also disappointing to the communities was the current status of Ruby Lake Provincial Park, which was created but remains nonoperational; hence, no visitor centre has been created, camp sites are not built and it is not open to the public.

The fear among the participants that the LSNMCA will be no different from other protected areas like Ruby Lake in the region was expressed in subtle ways. What is important to note here is that even though the LSNMCA it is being created by a federal government agency (Parks Canada) and not a provincial government agency (Ontario Parks) or an ENGO, this fact did not appear to engender more trust in the participants. The example of Polly Lake as explained next, illustrates the concept of distrust in the region. The residents adjacent to Polly Lake have registered their complaints to the OMNR and Ontario Hydro about keeping the Polly Lake water levels the same because it was affecting the fish in the lake and the local residents. The OMNR and Ontario Hydro agreed to keep level of Polly Lake the same; however, this agreement lasted only 2 years, and the OMNR and Ontario Hydro reverted to their old practices which affected the locals (Nipigon-Red Rock Gazette, August 26, 1997 p. 5). Hence, the local residents felt that they could not trust government agencies that did not keep their promises.

4.5.2. Government Need for Education

The next theme that was evident during the analysis was the need for government to educate the communities. More education should be provided and the process could have been more efficient if people had fully understood the intent. Instead, it took the LSNMCA longer to be established because not enough education had been undertaken in the communities. One participant explained:

> Quetico, Ruby Lake, Pukaskwa National Park, I think they had difficult learning process and they were not established as well as they could have been. There's been conflict in all of those cases, without clearly explaining to people, but instead of

> pushing them forward, without clearly understanding the nature and the attention, which is why here we have take a little longer getting our conservation area established.

Even though the participants were excited, other people in the communities expressed hesitation regarding the announcement of a Lake Superior NMCA. As one individual explains, "I am a little confused, I don't really understand what is going to happen in terms of regulations and restrictions and how they will be monitored and enforced." The interviewee also mentioned that she knew a person who expressed concern that going and enjoying the lake would not be possible anymore.

The participants heard other people expressing various concerns including fears that people thought they would have to move out of the area and that traplines would not be allowed. She commented, "When it was first talked about, people were really concerned people were really against it and the reason being is because people want, we want to be able to go out on their boats on Lake Superior." She added that "we need to educate people before pushing things forward." Other residents did not really understand the reason for a protected area in the first place. One of the participants did not agree with using the land for inappropriate reasons but he was unsure why the area here has to be protected in the first place. He said:

> I hate for them to use that land to cut it down for you know supply the fiber for the mill, so I guess I think it is really important, depending why the area is protected, yah, I wouldn't [...] know why some areas are protected and some are there is obvious reason, ...but other areas I am not really sure why they are protected.

It also was evident that not only local people but also government officials should be educated. When it comes to management, local residents wanted decisions to be made locally, not in Ottawa. One participant pointed out, "It is really important that ... the policy decision making needs to be in the hands of the local people. It can't be something that parks Canada

makes down at Ottawa." This particular interviewee supported the LSNMCA, but she was worried that not all of the problems and concerns have been addressed. She commented:

> I have a positive approach about it. However, I am a little confused. I don't really understand what is going to happen in terms of regulations and restrictions and how they will be monitored and enforced. I hope it can be worked out so that people who are already using the lake can continue to do so without too many restrictions.

Several other participants mentioned that from what they understood, this protected area was not going to stop major developments. In this case, some individuals saw it as potential restriction. It was explained further by another participant:

> [S]ome individuals wanted to install a concrete boat launch at Hurkett that would give large boats access to shallow Cranberry Bay and the Provincially Significant Wetland. Fortunately, [O]MNR has decided not to allow this; however, they will allow small boats to access the lake from an earthen launch which has been used by duck hunters and naturalists for many years. This illustrates how we can enjoy the lake with reasonable restrictions.

Not only did the participants express their concerns regarding government policies but it also was mentioned in the local publications. One resident who had written a letter to the editor commented:

> For years Ontario's land-use planning has been cumbersome and top-heavy, driven primarily by government bureaucrats. Often the planning has appeared haphazard, leading to conflicts such as the decades-old (and still simmering) disputes in the Temagami region. (Nipigon-Red Rock Gazette, May 5, 1998, p. 6)

Many important decisions about protected areas have been made by different levels of government, and some of these decisions have had negative impacts on communities adjacent to protected areas. Decisions that appeared to prohibit the local people's ability to continue their outdoor lifestyle created apprehension rather than support for the development of future protected areas. Furthermore, the lack of adequate education resulted in mistrust. The local people did not see any land changes introduced by governing agencies as a benefit, unless they were consulted properly and understood its purpose.

4.6. Recreational and Traditional Importance of the Region

Although the north shore of Lake Superior has a relatively small population, its recreational facilities are fairly well developed, and it is known as a major canoeing, fishing and hunting destination (Minutillo, 2005). Many of these activities, one example being the Fall Fish Festival in Nipigon, have become important festivals in the communities. The participants mentioned many activities that they participate in, regardless of the season, such as hiking, camping, fishing and nature viewing. See Figure 4.6.

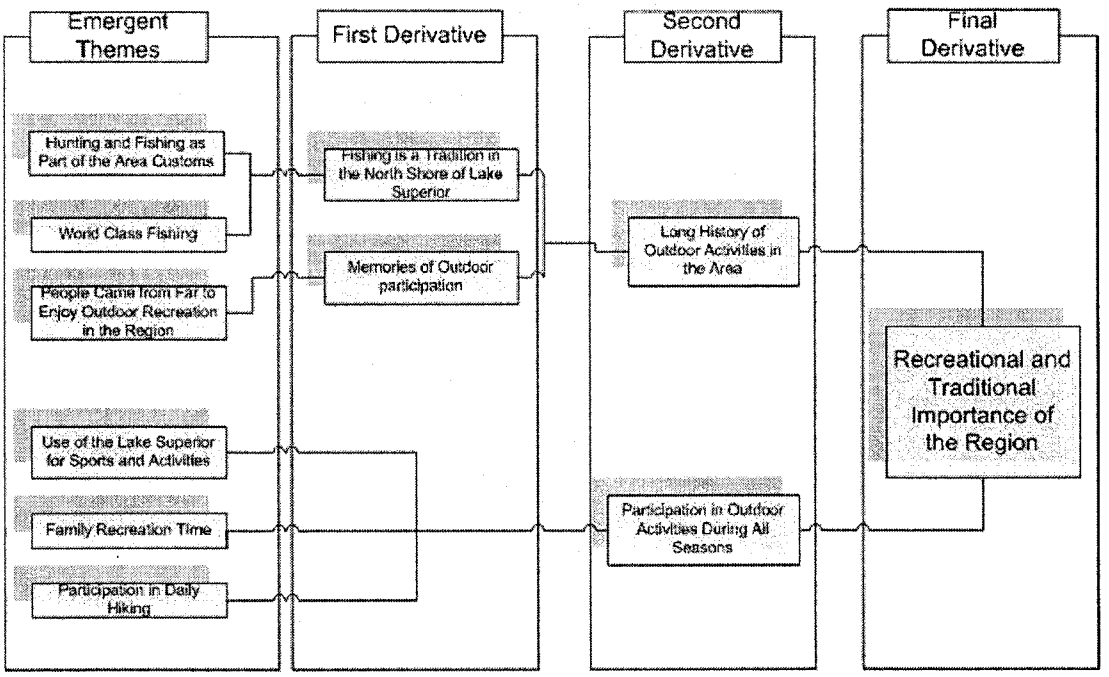

Figure 4.6. Theme (iii) development process
Source: Wozniczka (2008)

4.6.1. Participation in Outdoor Activities

Almost all of the participants are involved in outdoor activities: snowmobiling, hiking, hunting and fishing, nature viewing, snowshoeing, ice climbing and others. Recreation in northern Ontario is important not only for pleasure but also for business. As one participant noted he is active in sports and other activities in the area, and he is also involved in a snowmobiling business.

> Snowmobiling is part of my job, but I am really into it. If you can't sell snowmobiling, you are not in a business, and if you haven't been on the trails how you can sell it to the people out there.

Another interviewee explained that a network of trails for snowmobiling extends into the United States. She asserted, "There is a nice groomed trail that people can ride ...pretty much across the province into the northern United States" Another interviewee stated that even though snowmobiling is really "something" in the region, the weather conditions in recent years have been difficult for snowmobiling to continue throughout the winter months.

Other participants commented that they enjoy indoor and outdoor activities throughout the year. One interviewee stated:

> During the winter months, our family curls, so we take part of winter sports [and] ... to certain extent some ice fishing where we would go out to camp on the lake Superior and go do some ice fishing and spent few days and nights throughout the winter season and other than that during summer again fishing and got bit into hiking trails, but basically, it is home and outdoors what we are kind of involved in.

Camping in the protected areas along the north shore of Lake Superior is a popular activity. All of the participants mentioned that they do some camping or they know someone who likes to camp. "People it seems are always 'out at camp', 'just in from camp', 'going to camp' or 'closing up or opening up camp' " (Nipigon-Red Rock Gazette, August 12, 1997, p. 2)

4.6.2. Family Recreation Time

Other recreational activities that allow people to spend leisure time with family members involve camping at established sites which are the sites they have used for many years. However, these sites must have adequate facilities for visitors. One of the interviewees has a fifth wheel (large camping trailer) and travels around with their grandchildren. However, a participant stated that they cannot use it as much as they would like to:

> We have a brand new fifth wheeler and we travel around different lakes, because you can stay up to 21 days in those areas on Crown lands. I think that is a good rule. We have gone up with our grandchildren and there is not enough places to park. We don't

> have a Ontario Park in Nipigon, we should have a park that has a trailer and stuff.... So if I had to say what we are missing in our area I would say we are missing Ontario Park. I don't know if that's the right words but Ontario Park needs to come in and open up an Ontario park here.

It is important to note that even though Ruby Lake Provincial Park is located next to Nipigon, many participants felt that they did not have a provincial park because of its lack of signage and infrastructure, for example, people cannot camp in the park.

Some participants stated that they participate in recreational activities with their children; other participants revealed that they continued the tradition with their spouses after the children grew up and left home. A particular participant said, "There is only my husband and I at home now [after the children left]... but we do a lot of walking and sightseeing." Another individual indicated how they like to camp and take their children out on the lake in their boat. They take every opportunity possible to be outside. He stated:

> We enjoy doing that sort of stuff, the outdoorsy stuff; we spend a lot of time outdoors. In the winter they do ice fishing, skating at the lake and also hiking, especially when they hike in the area and enjoy the mountain near by. [W]e hike the mountain back here and we like the [view from] the mountain.

One local resident explains how she likes to spend time in the area with her husband doing what she loves: photography and sketching. She also likes traveling the back roads, noting that "we enjoy driving along the back roads to view the beautiful scenery and wildlife. We are amateur birdwatchers. Bird watching is becoming a major activity and we hope to plan a bird-watching festival in our area." A local resident also noted how popular boating was.

The subject of recreational use of the area provided many interesting insights on how the participants make use of the area during leisure time. They share their recreational activities with family or friends, which provides an excellent opportunity to strengthen bonds. At the beginning of this study, I was under the impression that only the younger generation and vacationing family members took part in recreational activities. After conducting the

interviews, I learned that participation in recreational activities, at least for the participants, in this region has a long tradition that has continued from childhood into adulthood.

4.7. Vision of Tourism and Development

Goodwin (2002) states visits to protected areas are a promising development strategy, as the attraction of tourists results in expenditures that can be subsequently used to fund local conservation and economic development efforts. Visits to protected areas can be termed *protected areas tourism*, with the goal of generating benefits for local communities. Protected area tourism is becoming one of the categories of nature-based tourism, with the additional goal of being managed for sustainable use. Eagles (2008) argues that nature-based tourism provides people with the opportunity to experience nature during their leisure time. The north shore area of Lake Superior provides ample opportunities for tourists to experience nature because it remains underdeveloped. Newsome, Moore and Dowling (2001) describe many types of tourism in a natural setting: "tourism in the environment – e.g., adventure tourism; tourism about the environment – e.g., nature based tourism and wildlife tourism; tourism for the environment - e.g., ecotourism." (p. 12)

Furthermore, nature-based tourism also embraces a sustainable approach and fosters 'responsible tourism' as well as embraces, landscape and a holistic approach (Newsome, Moore, &Dowling, 2001). Therefore, nature-based tourism embraces natural resources as a part of the holistic approach; thus the resource-based tourism falls under nature-based tourism. Nature-based tourism is dominant in the region, though the Ontario Ministry of Tourism (2008) has referred to it as resource-based tourism. Along the north shore of Lake Superior resource-based tourism dominates and includes such activities as hunting, fishing, visiting protected areas, bird watching, wildlife viewing, snowmobiling, cross-country and downhill skiing, nature walking, swimming, and other water-based activities (Johnston & Payne, 2005). With the introduction of new tourism projects within the three communities,

the tourism sector potentially can evolve and create opportunities to diversify the regional and local economies. See Figure 4.7.

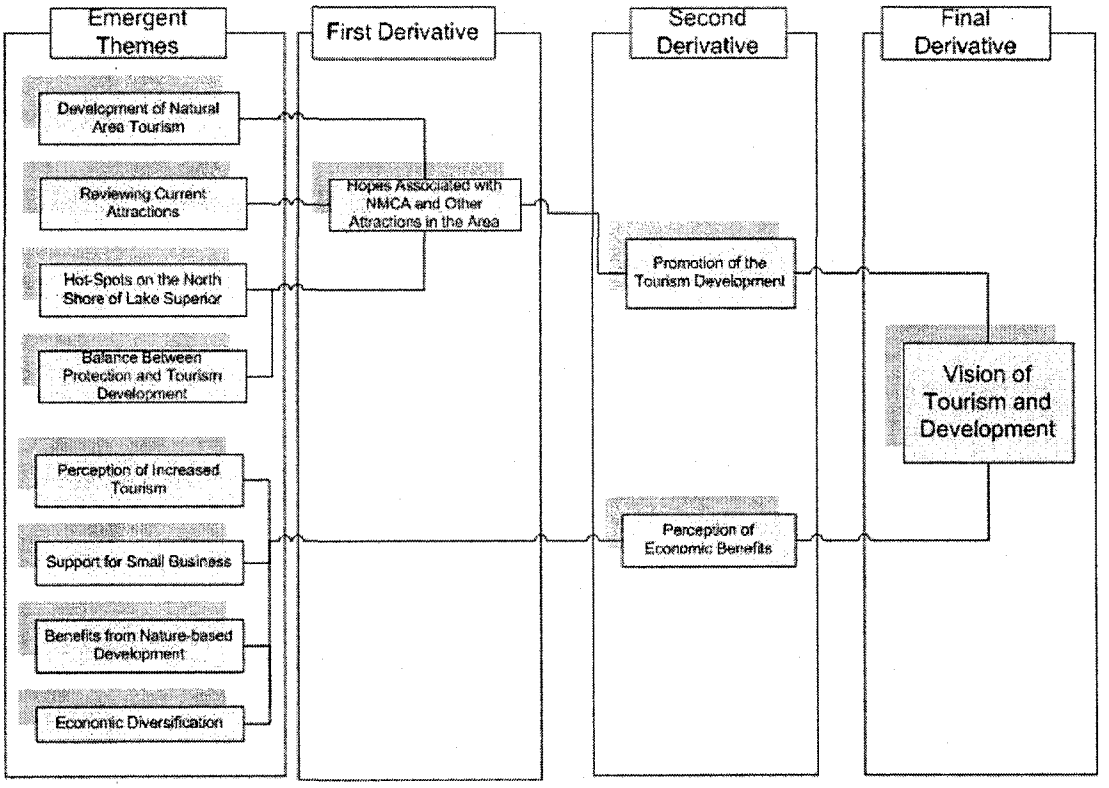

Figure 4.7. Theme (iv) development process.
Source: Wozniczka (2008)

4.7.1. Developing Natural Area Tourism/ Increase in Development

The participants often mentioned the need for tourism-friendly development, including the provision of basic needs for tourists. Previously, the will to develop tourism was not evident. One participant stated, "We have just never developed tourism at all." This attitude however is changing, and there is recognition that several areas need serious promotion and development. Another participant said, "We need all sorts of tourism development; if you want to rent a kayak or canoe you can't, there is no one that rents it."

Although some participants indicated that they want to see business development to serve tourists, others want to keep it as natural as possible and build on what is already

available. Some interviewees felt that things could have been done, but were not. "There are lots of things we can do, but people just have not." One of the developments that almost all of the participants mentioned that could generate high interest for tourists is the development of hiking trails. They were developed a long time ago for local community members, but they were never really promoted as a tourist attraction. Participant commented:

> We've got hiking trail that the local people developed up that would take you to places that your jaw would drop. You would not believe there is such beauty on earth. Yet, for people who are not from here, you would never find these trails because we don't have hiking trails developed.

One couple wrote to a local newspaper and praised the trail network, commenting:

> Your Dog Head Mountain trails are at least the equal of most of the internationally renowned trails we were on. As a result, we are already looking forward to return in the spring or summer to once again enjoy your trails. ("Nipigon-Red Rock Gazette" cited in Dampier & Keene, 1998)

Other potential opportunities that are being looked at are how rail lines could transport tourists to the communities to enjoy a day, with a hike and meals included in the cost. A particular participant saw this as an opportunity, stating, "I tell you, I think this has a lot of potential for a lot of tourists." Other developments include a small RV park and revitalization of the marina. An interviewee explained, "And of course, economics come into play because there are times when you can only afford to do so much." Ruby Lake Provincial Park is one of the areas where the participants felt that development should be a priority. One of the interviewees argued that "it is one of the things that NEEDS to happen right away."

4.7.2. Promotion of Tourism Development

There are many protected areas that have extraordinary natural beauty along the north shore of Lake Superior, such as Pukaskwa National Park or Ruby Lake Provincial Park. One interviewee stated:

> [G]ive a person, a visitor an opportunity to see the serenity of the area to experience the attributes of this area and what it has to offer, that is why I feel they are very

> important for the development .....and play major role in diversification of our region.

Another interviewee said, "It is the beauty of our area - to be able to see the beautiful landscapes and wildlife. I think we are blessed with this natural beauty and I think we can promote it more than we do to the [outsiders] who come to the area." For example, it was reported in a local newspaper that when Premier Dalton McGinty visited the area, he stated "Sometimes, when we live in an area of such beauty, you fail to see the opportunities around you and you need to step back and view things through the eyes of those who visit the region" (Nipigon-Red Rock Gazzette, February 3rd, 1998, p. 1).

The participants viewed tourism development as an investment in the future. "I am 100% in on the board for promoting tourism because it's going to help us in the future no doubt." On the other hand, many of them were concerned about their families' safety and expanding tourism. "Lots of people didn't like the idea of tourism because lots of people thought our community we know everybody.... When you start bringing strangers to the community people are leery of that." The participant later said that for some people, change can be intimidating.

Besides the LSNMCA, other projects in the area also are focusing on tourism development. Once these projects are in place, such as renewing the downtown area in Nipigon and the marina in Red Rock, some of the participants hoped that they will attract more tourists. "Once this is built, it will attract approximately 60,500 visitors, and some of those visitors 40,000 will be out of Thunder Bay because 40,000 have never left the city." The tourist attractions will not only be sightseeing ventures but also educational experiences for children. One of the interviewee commented, "It will be educational tool for kids to learn about the Great Lakes and signage would be in Ojibway, French, and English."

Community members are aware that promotion and advertisement costs will be expensive but important for this area. "This tourism development sets the stage for the rest of the small communities in the rest of the businesses here." One issue that was evident in the interviews was the need for experiential tourism development. As one of the interviewee commented:

> I know part of other people's philosophy is that experiential tourism is the way to go, because people who come to a community they want to experience so I think we could provide a lot of experience hiking, fishing, winter hiking.

Partnerships and coordination were viewed as important to the process.

> I believe it needs to have a lot of partnerships and one of our goals when we stated this business that we will partner with every motel, hotel because if we all promote it, together we will be successful but somebody needs to co-ordinate it.

On the other hand, when it comes to tourism promotion and development, it was suggested 10 years ago by some community members that small communities are not prepared to deal with the influx of tourists because of the lack of development in even the most basic amenities such as public washrooms, restaurants, and hotels. The challenge is to find ways to get people to come to the communities, stay in the communities, and return to the communities. "It is time to start thinking about the communities we live in. What do we have to offer that will make tourist stop for the first time and that will keep them coming back year after year" (Nipigon-Red Rock Gazette, Anonymous, 1998, p.4).

4.7.3. Reviewing Current Attractions

Some participants felt that the area's natural state may attract tourists. One participant commented that "there are other conservation areas within the Great Lakes. My understanding is it attracts a lot of tourists because everything is kept natural." Some participants believed that more tourists will come to the area if the communities build more facilities for them. An interviewee noted, "We've been told that a lot more boaters would come, a lot more tourists." One participant asserted that "we have 5.2 million people going

past our door every year; we need only 1% of those people. They could be taught about the Great Lakes and other attractions in our area."

The participants acknowledged that other communities are developing their tourism potential. For instance, the interviewee is keenly aware of what other communities are doing. She commented:

> I think Thunder Bay has potential with the marina area and the promotion of the Sleeping Giant. The Old Fort is also a major attraction. Hopefully, visitors will be encouraged to come to the smaller communities if we come up with some innovative ideas.

She also explained, "I visualize that Thunder Bay will attract more tourists in the future and [that] many of these tourists will take side trips to the outside communities to visit their attractions."

4.7.4. Hot Spots of North Shore of Lake Superior

As mentioned earlier by other participants, fishing is a popular sport in the northern region of Lake Superior, especially in the Nipigon River. One participant described his/her first fishing experience in the following way "I fished it only once, and I ended up catching a [8-kg salmon].... It is an experience you will never forget." Most of the participants mentioned fishing either through personal participation or knowledge of people who have done it. They admitted that it could be a great attraction for the region. Participants noted that in the past, people came mostly to fish, but now, it is changing, and people are more appreciative of nature. She commented:

> I think [that] traditionally, fishing has been the biggest tourist attraction, this is you know when had world record fish caught off our river here, and it is referred to as world-famous Nipigon river. While for some participants, it is a serious business, but for others, it is a family thing.

Another area of interest to tourists mentioned by the participants was ice climbing and its popularity in Canada and the United States. One of the interviewee explained that in spite of having extraordinary ice-climbing walls, the sport is not promoted strongly enough in

Canada. What was surprisingly is that Ice Climbing near Nipigon is heavily promoted in the United States by American marketing companies. One of the interviewees added that "we've got to promote ice climbing in the world class" because in recent years, there has been a noticeable decline in the number of American tourists. The interviewee stated:

> Thunder Bay does have winter sports that attract some tourists, but communities along the north shore lack the numbers of visitors to support four-season tourism. Ice climbing and snowmobiling have potential, but we must encourage larger numbers of tourists to come to our communities.

The participants were aware that many attractions in the area are valuable to tourism. One interviewee stated:

> So many of our natural attractions fit into the WOW FACTOR. One of them is Ouimet Canyon Provincial Park that is well appreciated by the tourists who come from Germany. These tourists love the natural beauty of the canyon and the beautiful plants and trees. When they see the canyon for the first time, they say, "WOW!"

Another attraction that may appeal to tourists is the Circle Tour around Lake Superior, which involves traveling around Lake Superior by road or on the lake and visiting Ontario and the states of Minnesota, Wisconsin, and Michigan. A participant noted, "On a positive note, we do have the Circle Tour, which does attract many tourists to our region."

Previously, the participants mentioned that nature-based tourism is the trend in tourism and that increasing numbers of visitors are choosing nature-based destinations. This was mentioned in particular by one interviewee, who has witnessed people coming from crowded urban areas and hugging the trees when they arrived at Ouimet Canyon. Another interviewee agreed that ecotourism is the way to go. She said, "Ecotourism seems to be a buzz word these days," and added:

> I honestly believe that natural attractions must be promoted to attract tourists to our area. For example, many areas in our region are recognized as excellent bird-watching spots. I think we could develop an annual Bird Watching Festival in our region. It may be relatively small for the first 2 or 3 years, but eventually, it could attract many tourists to our area. It may develop from a regional festival to something much bigger. This is just one example of tourism development that takes advantage of the natural beauty that surrounds us.

4.7.5. Hopes Associated with LSNMCA

For all of the participants, the announcement of the LSNMCA was a significant event. Some felt that it one of the best things for this area, with one interviewee commenting, "It is the best thing since sliced cheese, it will be beneficial to our area. I just hope they don't get too long getting going because you know the forestry industry is on the downturn." Having protected areas in the region also may boost the communities' self-esteem and sense of unity, especially when there is little hope left. One of the interviewee stated, "Protected areas will develop more community pride. People are at the point where they don't think anything is going to happen."

Since the official establishment of the LSNMCA in 2007, a lot of discussion has occurred and some of the participants were hopeful that interpretive centres would be located in their communities because they would create jobs for the locals. "There's going to be a lot of interpretive centres, each community within the conservation area will have an interpretive centre." They also thought that a security system should be in the marinas because "there're going to be lots of boats that they're going to be maintained...so maybe we will get one of those we are hoping."

Two of the participants noted that having the LSNMCA on the largest body of freshwater in the world will get people's attention and world recognition. One participant commented, with the "NMCA you get instant international recognition as [an] eco-tourism centre just by having that title, that label that is a benefit because people .....say there must be something awfully special about here , let's go and see it."

The participant could see the potential of ecotourism in the area, noting that "Europeans and Asians are the people who are interested in ecotourism. They spend an awful lot more money than the North Americans when they go on trips. So the potential for

economic development in that area is immense." However, some interviewees also asserted that people are interested in protecting the land and creating a balance between the two. The future looks bright with the establishment of the LSNMCA, but as one of the interviewees commented, "Things are negative now [for tourists], but people will come in, and we have to do a lot of hospitality training because people don't know."

Local residents in general, were optimistic about increased opportunities for tourist and tourism development in the area. This vision is supported by Hall and Jenkins (1998), who argue that in North America, the popularity of visits to rural areas has increased. Johnston (1995) states that, "Unfortunately, many Northwestern Ontario communities do not have anything truly distinctive to offer to the tourists: the physical resources, history and scenic landscape are generally similar across the region" (p. 111). In contrast to this statement, the participants felt they had much to offer in terms of landscape and First Nations history. The participants identified the priorities and types of tourism that need to be developed, which include developing the interpretation center, opening Ruby Lake Provincial Park to tourism, improving infrastructure, improve the existing marinas, and developing market strategies. The LSNMCA has generated much hope in terms of providing economic opportunities for these struggling communities.

4.8. Fear

As mentioned previously, there has been significant growth in the creation of protected areas globally, and although increasing numbers of protected areas have been created, the effectiveness of them is debated in the literature. Lockwood, Worboys, and Kothari (2006) identified several challenges with regard to protected areas that can be categorized as environmental, social, and political. However, they also suggest that opportunities for all interested stakeholders exist if sound democratic and decentralization practices are implemented. The participants involved in this study had been involved

indirectly or directly in the creation protected areas in the region, so they were able to provide valuable insights based on their perspectives. See Figure 4.8.

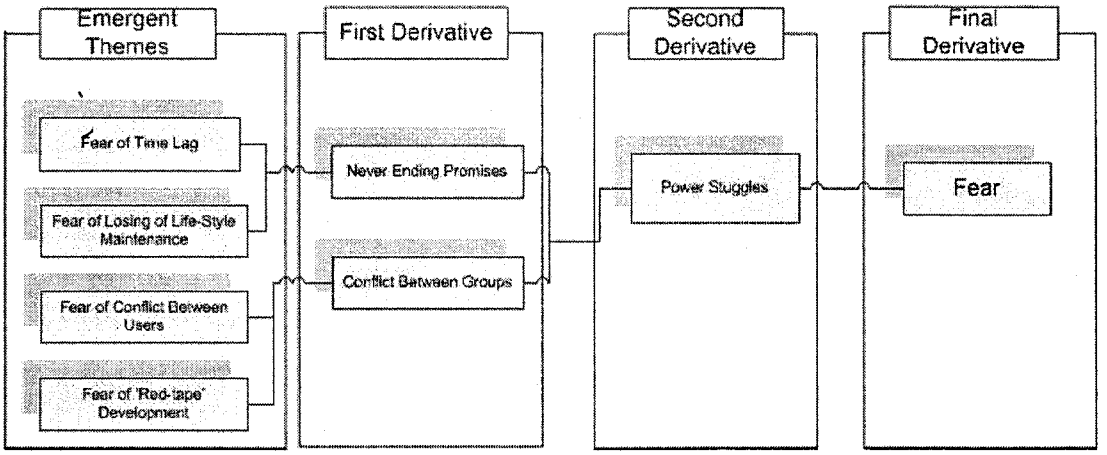

Figure 4.8. Theme (v) development process
Source: Wozniczka (2008)

4.8.1. Challenges with political administration

The one theme that was expressed very clearly by the participants is their fear of a continuation of traditional bureaucratic management from Ottawa rather than at the local level. Three themes emerged, namely, issues with management, regulations, and signage. One participant commented:

> There is issue with the management and the administration....the political and bureaucrats, who believe they should control everything...and make the decisions that affect our daily lives instead of being made by local people, and traditionally, Parks Canada is really bad for that. They will tell you the use local knowledge but, typically Parks Canada is not really good at taking local knowledge and the desires or wills of local people into account.

Another stated:

> I just hope that regulations are not too restrictive. People should be able to enjoy these areas if they act responsibly. Guidelines will be established and enforced and I just hope that tourists and residents will still be able to enjoy restrictive areas.

While another individual noted:

> Another thing that we do I would bring back the waterfall tours. Because of rules and regulations, we cannot do that yet because we did this waterfalls booklet and we took it to MNR and they said you can't do that because you got the signs on the highway.

Johnston and Payne (2005) found that the participants expressed their desire for the people to make decisions locally because they felt that federal and provincial government cannot be trusted. Furthermore, the participants in their study were concerned about legislation being too restrictive, which is similar to participants concerns in this study. Another serious barrier to achieving the objectives identified by the participants is the absence of consistency in policy and the lack of consultation with the local people. Many of the participants noted that policy changes sometimes are not communicated to the local people because the policymakers feel that it is not necessary to do so. For example, one community leader noted that declaring an area as protected and then "banning" people from using it, and yet after discovering minerals, moving the park boundaries without consulting local people is not right. This participant when on to add "I mean, I am not saying we know it the best, but I am sorry we've been here for hundreds of years, and we know what is best, and we know what will work here."

Another potential challenge is the lack of balance between conservation and development. One of the interviewees feared that there will be no balance, noting that "I can't say enough: You can't just have it all protected." Sometimes, conservation can create roadblocks that prevent community members from utilizing local resources to promote economic development. One participant noted, "If you are not careful, if you do not have that balance, you can have all potential economic development stopped." The participants in this study had similar views to the interviewees in Johnston and Payne's (2005) study on the north shore of Lake Superior. One participant in that study expressed the strong will to find "a workable balance between protection and development" (p. 28). The participant feared that overprotection and restrictions may influence and potentially stop economic

development. If there are restrictions, people need to know what and why they occur. A participant in my study stated that "if there is a valid reason, then you should have to know the reason."

The participants identified the challenge between government and local people as the traditional approach of after-the-fact public participation. Another challenge that potential tourism investors may face is a complex array of regulations and policies. A particular interviewee remembered when one gentleman from the community used to take people out on Lake Superior to show them pictographs. However, the participants stated that new regulations now require operators to have different types of insurance to carry passengers on a boat, which has discouraged that activity.

4.8.2. Never-Ending Promises

Some participants fear that there will be a time lag in developing a viable tourism industry. Others expressed the concern that interpretive centres will take a long time to build. "It is when are these centres going to happen....soon rather than later I hope so, I really do. The region needs it." Another participant commented that "people in this area have the fear with what happened with the Ruby Lake Provincial Park. They established the park and don't put any money in." The participants agreed that local government officials must actively push for it to happen.

4.8.3. Lack of Knowledge of Area's History

Another barrier identified is the lack of knowledge about the area's history. A participant stated that tourists like to go to places where there is a "sense of history, a sense of longevity." Additional comments made by the participants regarded their vision what they would like their communities to look like in the future. Many people expressed the desire for the local communities to be developed in a way that is similar to Grand Marais, Minnesota,

which is a small town in the United States of America located on the coast of Lake Superior that has a highly developed nature-based tourism. One of the interviewees said:

> We do not have the large population that they [Grand Marais] draws upon. We are lacking the number of these large numbers of tourists, so investors are less likely to support new initiatives, especially along the north shore of Lake Superior.

Other challenges included the strength of the Canadian dollar (at the time of the study), the price of fuel, and delays at the U.S.-Canada border. The consequences are huge for this region. One of the interviewees commented, "I have read that tourism has dropped by about 25% in our area. This reduction is huge and certainly does not encourage developers to invest in tourism. Liability seems to be a deterrent in some areas."

4.9. Chapter Summary

This chapter described the methods used to conduct the analysis and report the findings. Five main themes emerged from the data collected from the participants: Sense of Place, Trust/Relationship with Senior Levels of Government, Recreational and Traditional Values of the Region, Vision of Tourism Development, and Fear. The community stakeholders were described, as were their roles in the communities. In the last section of this chapter a detailed description of the themes was provided, together with brief support from the local newspaper analysis. The voices of the community members were heard in the interviews and supported by the content analysis of local media sources. Various examples from Northern Ontario were provided to illustrate the challenges and opportunities vis-à-vis the establishment, and subsequent management of, protected areas in this region of the province.

CHAPTER 5: FINAL THOUGHTS

5.0. Introduction

The purpose of this study was to investigate the perceptions of community members from Nipigon, Red Rock, and Lake Helen First Nation regarding protected area tourism. The findings revealed that there has been a positive shift in attitude toward tourism commensurate with the downward shift in the economic stability of the region. The purpose and objectives of the study were achieved by studying the economic situation of the region, investigating the role of the federal and provincial governments, and interviewing community members in order to obtain their attitudes toward tourism development. The analysis illustrated how three groups, namely, government, industry, and community, are interconnected and dependent on each other to progress. This study had four objectives:

1. Investigate the potential benefits of being located next to protected areas including the NMCA;
2. Understand what the participants viewed as limitations of being located next to the NMCA and other protected areas in the region;
3. Understand how the participants' opinions have changed over time, and;
4. Identify how the communities can build on the perceived benefits from and how can they work to overcome their perceived barriers.

This chapter is focused on providing a discussion of each of these objectives and is organized accordingly.

5.1. Benefits

The objectives of this study were achieved through a case study approach (Neuman, 1994). The first objective regarding the benefits of being located next to the LSNMCA were categorized as environmental, social, and economic. These are discussed next.

5.1.1. Environmental Benefits

The interviewees felt that environmental benefits are a "two-way street" with residents being blessed by living in an area of spectacular scenery and beauty which contributed to their quality of life. They also have an appreciation for the region and its ecological abundance of wildlife, fish, timber, minerals, water and wilderness. These elements provide various benefits and also offer numerous recreational and tourism opportunities.

According to DeBuys et al., (1999; as cited in Prato & Fagre, 2005), the use and value of natural resources can only be understood in the context of a particular culture, owing to the fact that landscapes are the manifestation of a culture and society and that culture and society are influenced by the landscape in which different processes occur. The proximity of the natural environment provides residents with a foundation for their social and recreational activities with friends and family. Having access to this environment allows locals to participate in activities that contribute to their quality of life. Last, the establishment of the LSNMCA will also provide the protection of the environment for all Canadians and for future generations.

5.1.2. Social Benefits

There was a strong sense among the participants of belonging to their communities. They feel that the attachment to the area, common vision and cooperation with each other makes them a progressive community, and provides a smooth transition to a service-based economy (Southcott, 2006). The various tourism development projects currently taking place

in the three communities are largely family oriented (i.e., the Paddle-to-the Sea Park), and will be available to both local residents and visitors. One of the limitations of such tourist strategies is that access to protected areas is limited to physically fit people, as highlighted in one interview. Special effort should be made in the LSNMCA promoting access for all individuals.

A study conducted by Koster and Randall (2005) assessing the success of mural-based tourism found that "there are other less tangible aspects of success that have an influence on the well-being of residents within a community" (p. 56). The less tangible aspects included community pride, beautification, and the fostering of social linkages, rather than a singular focus on monetary values such as job creation. Although this study was concerned with defining success, its findings aid in understanding how community residents understand the benefits of development. Indeed findings from my research project echo those of Koster and Randall (2005) in that participants expressed pride in their community and surrounding landscape as a key benefit of living in the region. Their opinion was that protected area tourism could serve to enhance such non-monetary benefits.

Last, a study of rural residents on recreation and tourism development revealed that the residents were significantly more positive toward the effect of recreation on their quality of life than the effect of tourism development on quality in life (Allen, Hafer, Long, & Rerdue, 1993). Similar results were seen in this study, where recreation and access to recreational areas was identified as an important aspect of the residents' quality of life.

5.1.3. Economic Benefits

Generally, the feeling was that nature-based tourism can provide economic benefit in terms of small tourism businesses, park maintenance, and administrative jobs. The participants also expressed their optimism that the development of a protected area along the north shore of Lake Superior could encourage regional economic diversification while

promoting small-scale businesses providing services for tourists. This was a change from the initial NMCA consultations, when residents were hesitant to stop any economic development related to mining and exploration (Payne & Johnston, 2005).

5.2. Limitations

Perceived constraints associated with proximity to protected areas were centered on tourism development issues. The participants mentioned that federal and provincial governments cannot be trusted. This view was similar to what Payne et al. (2001) found in their study, namely, that the participants felt ignored, confused about contradictory policies, and unable to trust government officials. In addition, the participants stated that time and bureaucracy present barriers to tourism management (Payne et al. 2001). This view did not change much in this study.

Another persistent limitation was that not enough education has been provided to the local people to understand the initiative. The participants felt that it was a serious omission because the initiative was imposed from a top-down approach rather than by providing education to the local communities. The participants noted that the lack of consistency and consultations resulted in bitterness throughout the history of protected area establishment. A similar theme was identified by Foster, Socha, and Potter (2000), who conducted a survey to obtain attitudes about the NMCA proposal for Lake Superior. They found that effective communication and continued efforts to build trust with interest groups is considered essential toward garnering local interest and support.

5.3. Changes of Attitudes

The third objective of the study was accomplished through an examination of the interviews as well as the literature regarding the north shore of Lake Superior human-environment relationship. In a study conducted by Cantrill and Potter (1997) on knowledge and attitudes about protected areas, the participants felt fairly positive toward protected areas,

even though they knew very little about the role protected areas played in their lives. The findings from the current study also found that the participants are unsure about the role of protected areas in their lives and similar to the Cantrill and Potter (1997) studies still tended to overestimate the percentage of land protected in the Lake Superior area. However, the potential of the LSNMCA were exciting to the participants, and many felt that this initiative was by the far the best one taken by the federal government.

Payne et al. (2001) found that the local residents were concerned about the type of tourists coming to the region. These concerns centered on the perceptions that the tourists will not be concerned with environmental impacts, and they may prioritize recreational activities over conservation. The study also noted a change in the community members' perceptions of tourists from the earlier study conducted by Payne et al. (2001). While concerns were noted in the past, in this study local residents mentioned that they would be glad to interact with tourists coming to their communities. The participants felt they would do their best to provide an excellent host-tourist atmosphere, although some participants felt that customer training is needed. The participants in the current study also did not highlight user-conflict as a problem, but they did mention that proper education and the enforcement of regulations are necessary to ensure that tourists respect nature and local traditions.

Regarding management issues, almost half of the participants' views from Cantrill and Potter's (1997) study revealed favorable attitudes toward government management of protected areas, whereas in Payne et al.'s (2001) study, more negative attitudes emerged. In this study, it become apparent that the various levels of governments (i.e., provincial, federal) involved in the creation of protected areas are not communicating with residents effectively, do not take the time to explain their intentions to the communities, and have not resolved past issues (e.g., the Lands for Life Process). These are major challenges that require appropriate community strategies to overcome in the future.

5.4. Building on Perceived Benefits and Overcoming Constraints

This research revealed that individuals living in three communities along the north shore of Lake Superior perceive three main benefits of living adjacent to protected areas: environmental, social, and economic. The participants felt that they have a unique environment that can provide opportunities for people to experience nature and also allow the communities to diversify their economies. The abundance of flora, fauna, and topographical diversity is attractive to tourists who are looking to travel to places where they have the opportunity to experience nature firsthand.

The communities are undertaking a variety of initiatives, including updating the physical appearance of buildings, improving their infrastructure, revitalizing their marinas, improving their urban landscaping, and creating a NMCA interim management committee that will be dedicated to setting goals for development and other projects. The provincial government, through the Resource-Based Tourism Policy (1999) and the Ontario Resource-Based Tourism Diversification Opportunity Report (2002), under the framework of sustainable development, is encouraging the development of Ontario's resource-based tourism with a focus on northern Ontario. These reports suggest building on the benefits of the environment through nature appreciation, outdoor adventure, cultural heritage, and winter packaging products.

The nature appreciation products include such activities as wildlife watching, bird watching, marine life interpretation, and astronomy. Outdoor adventures include biking, hiking, canoeing, survival skills, tour boats cruises, and rock/ice climbing. Cultural heritage products include First Nations adventures and forest/mining cultural heritage. Winter packaging includes snowmobiling safari tours (Job, 1995), and winter getaway packages (Ministry of Northern Development and Mines, 2002). These products are examples of the environmental, social, and economic benefits of tourism. Another example of how resources

can be used and built upon is that in a region that was largely dominated by the forest industry, communities and other stakeholders could work together to develop a forest exhibition that might showcase its biologic, economic, cultural, and historical significance to the region.

The participants also identified several barriers, such as loss of trust, lack of adequate education, and regulations in the establishment and subsequent management of protected areas. The loss of trust is based on community members' past experience with the government, especially as it pertains to the Lands for Life Process (i.e., Ruby Lake Provincial Park). Moreover, in many cases pre-existing issues that were not resolved have complicated present discussions and compromised trust. Blaxter, Farnell, and Watts (2003) in their study on the UK government's agenda for neighbourhood renewal suggest that if partnerships are to be successful then they need to promote a learning culture, cooperative approaches to problem solving, and encourage active civic citizenship. In addition, they assert that any partnership needs to be supplemented with professionalism from the workers and more than ever before "understanding is needed by policy designers on the issues at the community level" (p.138).

Another barrier is the lack of consultation. For example, in planning for the Kawartha Highlands Signature Site as part of the Living Legacy process, the participants found that the collaborative process was much more complex than had been anticipated (Barry, 2005). The Local Stakeholders Committee decisions, the regeneration of past complaints, media coverage, certain user group exclusion, as well as a code of silence resulted in negative outcomes, such as the loss of trust between the local communities and government, and further created miscommunication (Barry, 2005). Ruby Lake Provincial Park was created through this process and highlights these challenges. However, the incorporation of local representatives in the establishment of the LSNMCA through the regional management board

and now the interim management board, will address many of these problems in the context of the NMCA, yet they will not address the historical legacy left behind by the creation of other parks and protected areas. Addressing those issues will be the responsibility of the agencies managing those areas (for example, Ontario Parks with regards to Ruby Lake).

The perception by the participants that government implements various regulations is based on previous experience. Participants felt that government legislation and policies were hindering the inclusion of local communities in the management of marine protected areas (Pomeroy & Berkes, 1997). In their attempts to control coastal fisheries management, the Federal government, in the past, has underestimated the capacities and experiences of local stakeholders in the process (Pomeroy & Berkes, 1997). The NMCA process attempts to address this through the promotion of local stakeholders in the decision-making process and in management approaches. The NMCA highlights how conservation initiatives and the management of natural resources can be adapted to a local context.

Potential impacts and benefits can also be presented and discussed through Impacts and Benefits Agreements (IBAs). IBAs have been used at the regional, provincial and federal levels, by various types of agencies, governments and private companies (e.g., mining). While, no IBA was initiated in the NMCA, they have been used by Parks Canada in other contexts (e.g., Parks Canada and the Labrador Inuit Park Impact and Benefits Agreement). IBAs highlight impacts, both positive and negative, and allow stakeholders and agencies to make informed decisions and take responsibility for the implementation of economic development strategies or conservation strategies. Providing these details prior to the inception of a project, presents various perspectives while incorporating local communities within the decision-making process.

5.5. Concluding Thoughts

Although there are many different types of MPAs nationally and internationally the LSNMCA seems to be a unique program which attempts to address some of the shortcomings of their terrestrial and marine counterparts. In addition, the LSNMCA as viewed by the participants is different from the terrestrial protected areas in the region in terms of being viewed as an opportunity for the communities to build their economy locally and have the benefits accrue to their communities. Furthermore, looking at the responses between the communities of Lake Helen First Nation, Red Rock and Nipigon their views about the LSNMCA do not seem to be significantly different which allows the communities to work and act together.

At the present time, as the three communities shift from a resource-based economy to a service-based economy, people's views about the relationship between human beings and protected areas have turned toward communicating with local people. Now is the time for action because people are more concerned about sustainability and are willing to implement change.

All three communities have been working together to look at how they can develop and package tourism opportunities. Nipigon has initiated a downtown revitalization program and is building the "Paddle-to-the-Sea" Park. Red Rock recently hired an community economic development officer and have developed plans to renew the marina. Lake Helen First Nation is looking at developing experiential tourism opportunities through the purchase of the Chalet Lodge. This is quite a change from the previous studies which indicated a resistance to tourism and protected areas. Apart from a few studies, very little published documentation exists on the LSNMCA; this study sought to increase understanding of NMCAs in Canada while also illustrating various economic and social shifts along the north shore of Lake Superior.

This study employed a qualitative case study approach to identify community members' perceptions about developing protected areas tourism. The results may be used by different institutions, government agencies, and education or business sectors that are considering ways to assist communities in this transition.

Government decision makers at the federal, provincial, and municipal levels can learn from this study how to communicate with the local people in a more educational and informative manner that strives to achieve cooperation and consensus. It is recommended that decision makers engage in adequate two-way communication with the members of the local communities as well as between and among different government agencies. Once the federal and provincial governments work together and understand that their plans may overlap, such knowledge and cooperation may help them to avoid conflicts, such as when local people were initially against the creation of the LSNMCA. An important lesson emerging from this research is that the participants from the three communities feel strongly attached to the surrounding area. They love nature, and they are proud of their surroundings. They also feel that they and their families are secure and safe in their communities.

Lastly, Wilson, Fesenmaier, Fesenmaier and Van Es (2001), in their study of success in rural tourism development identified 10 factors. They are: (i) a complete tourism package, (ii) good leadership, (iii) support and participation of local government, (iv) sufficient funds for tourism development, (v) strategic planning, (vi) coordination and cooperation between businesspersons and local leadership, (vii) coordination and cooperation between rural tourism entrepreneurs, (viii) information and technical assistance for tourism development and promotion, (ix) good convention and visitors' bureaus, and (x) widespread community support for tourism. Even though all of these factors are important, I feel that the last one is the most important because without community members' support for tourism, the other factors cannot be accomplished.

5.5.1. Recommendations for Future Research

There are several areas where further investigation is needed. It is essential to compare the perceived benefits with the actual benefits of living next to protected areas. As this study found, the different government initiatives that were undertaken in the area, regardless of the outcome, will help to shape the landscape for any future initiatives that other government agencies undertake. Communication with and among communities next to protected areas needs to be extended beyond questionnaires and round table discussions, where the participants feel that they are informed about, but not involved in, changes in the area.

Additional research is needed on how small communities in northern Ontario have addressed their economic situations. They must share their knowledge to help other communities that are planning to develop protected area tourism avoid the same mistakes. Further research is needed to explore other solutions beside tourism that will help communities in northern Ontario achieve sustainable economic growth.

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Appendix 1. Cover Letter

EXPLORING OPPORTUNITIES AND CONSTRAINTS ASSOCIATED WITH PROTECTED AREAS IN NORTHERN ONTARIO

Dear Participant,

Thank you for taking the time to respond to and participate in this research. This research seeks to collect information about views of local residents who live adjacent to protected areas. The data collected from this research will help managers understand how community members see protected areas impacting their lives on an everyday basis. This research project is a part of a Master's thesis in the department of Outdoor Recreation, Parks and Tourism at Lakehead University.

If you agree to participate, the interview will last anywhere between 30-90 minutes. During the interview you will be asked 9 questions. You can refrain from answering any question you might feel uncomfortable with or you can stop the interview at any time, with no repercussions. The interview will be tape recorded and later transcribed, and the transcribed data will be returned to you for verification. You will have the right to make any changes to your answers, and I will wait three weeks for you to respond with necessary changes. If you do not return them to me, I will assume the data is correct and use the data in my study. During the whole process data will not be given to any unauthorized personnel. If you are interested in the findings of my research, a summary report will be provided to you. The results of this study will be presented at my official Master thesis defence at Lakehead University and a copy will be submitted to the Graduate office, department of Outdoor Recreation, Parks and Tourism, and to my supervisors Dr. R. Koster and Dr. H. Lemelin.

There are no risks associated with this research. Your answers will be kept confidential and all identifying information such as your name and email address will be removed before any analysis is completed.

If you have any questions or concerns, please feel free to contact myself, my supervisors or the Lakehead University Research Ethics Board at the numbers listed below.

Izabela Wozniczka (Researcher)
Phone: (807) 343-8610
Email: iwoznicz@lakeheadu.ca.

Dr. Rhonda Koster (Supervisor)
Phone: (807) 343-8554
Email: rkoster@lakeheadu.ca.

Dr. Harvey Lemelin (Supervisor)
Phone: (807) 343-8745
Email: harvey.lemelin@lakeheadu.ca

Lakehead University Research Ethics Board

Phone: (807) 343-8283
Email: lenorton@lakeheadu.ca

Thank you

Izabela Wozniczka

Appendix 2. Consent Form

EXPLORING OPPORTUNITIES AND CONSTRAINTS ASSOCIATED WITH PROTECTED AREAS IN NORTHERN ONTARIO

1. I, _____ consent to take part in a study the purpose of this study is to investigate the opportunities and constraints associated with protected area tourism as perceived by affected community stakeholders.

2. I have read the cover letter and understand the purpose of the study, as explained to me by the person administering the interview.

3. Izabela Wozniczka, a graduate student under the supervision of Dr. R.Koster and Dr. H.Lemelin, has explained that I will be asked to participate in an interview, consisting of nine questions, and which will take between 60-90 minutes. The interview will be tape recorded.

4. I understand that in this study there are no apparent physiological or psychological risks.

5. I understand that I may withdraw from the study at any time, even after signing this form, and this will in no way affect me.

6. I understand that all personal information will be kept confidential and that my anonymity in the research is guaranteed. Any information that is collected about me during this study will be shared only amongst the researchers and will be securely stored of Lakehead University for seven years. The results will be available to me upon request.

_____

Signature of Participant Date

7. I have explained the nature of the study to the participant and believe he/she has understood it.

_____

Signature of Researcher Date

Appendix 3. Interview Questions Framework

1. How long have you lived here and what is your occupation?
2. What aspects of this region do you value the most (natural resources, landscape, etc.)
3. What sort of outdoor activities do you (or your family) participate in?
4. How do you feel about the existing protected areas in the region? (For example: Quetico, Ruby Lake, Sleeping Giant, Pukaskwa National Park?)
5. How do you feel about the newly announced LSNMCA
6. What do you thin some of the benefits are of having protected areas in your region?
7. Area there any drawbacks?
8. What do you think the major attraction for tourism in this region?
9. What time of tourism development would you like to see in the area?
10. If more tourists were to come to this area what would you do to support and encourage tourism development? If they say yes ask how? If no, ask why?