

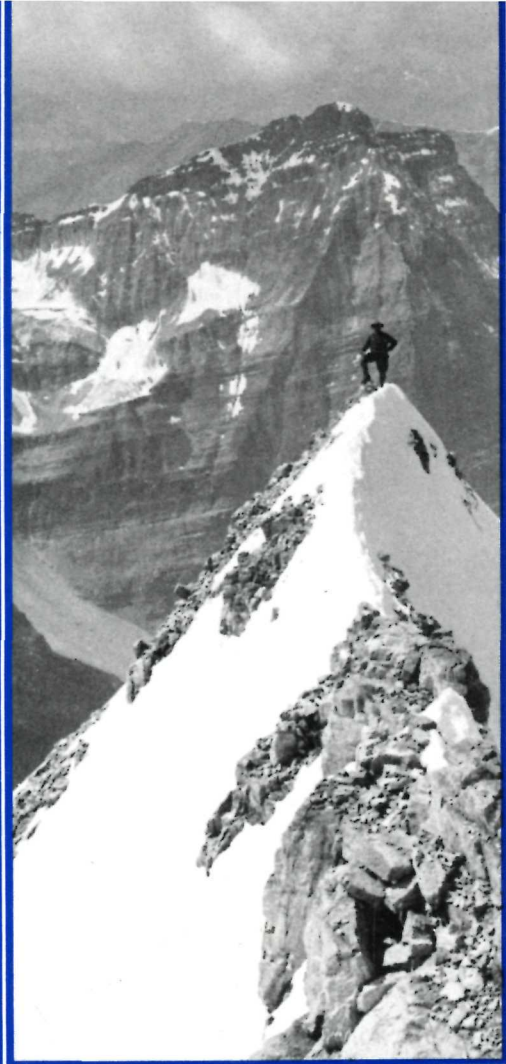


Environment
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Canada

Parks

Parcs



Heritage for Tomorrow

Canadian Assembly on National Parks
and Protected Areas



Heritage for Tomorrow

Canadian Assembly on National Parks
and Protected Areas

The frontispiece: a plaque celebrating the Canadian Assembly Project was unveiled on September 8, 1985 by Canada's Minister of the Environment, Honourable Tom McMillan. The plaque will be displayed in Banff National Park. (For background see Volume 1, Appendix B.)

THE SECOND CENTURY LE DEUXIÈME SIÈCLE

On the Centennial of Canada's National Parks, marking the establishment of Banff as a public park in 1885, many interested citizens from across Canada and Ministers responsible for federal, provincial and territorial parks met at a Canadian Assembly in Banff to look to the future of Canada's parks and protected areas. This plaque commemorates the start of the second century of heritage conservation in Canada.

À l'occasion du Centenaire des parcs nationaux du Canada marquant la création en 1885, du parc public de Banff, de nombreux citoyens de diverses régions du Canada ainsi que les ministres responsables des parcs fédéraux, provinciaux et territoriaux, se sont réunis à Banff, dans le cadre de l'Assemblée canadienne afin de se pencher sur l'avenir des parcs et des aires protégées du Canada. Cette plaque commémore l'avènement du deuxième siècle de conservation du patrimoine au Canada.

Heritage for Tomorrow

Proceedings of the
Canadian Assembly on National Parks and Protected Areas

Volume 2

A National Parks Centennial Project

Participants

the Citizens of Canada

Sponsor

Parks Canada
Department of Environment

Assembly Theme

“Heritage for Tomorrow: Canada’s National Parks and
Protected Areas in the Second Century”

Proceedings Editors

R.C. Scace and J.G. Nelson

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Contents of Volumes

Volume 1 Overview and Assembly Proceedings

Volume 2 The Caucus Reports

Volume 3 Caucus Supplementary Reports

Volume 4 Caucus Supplementary Reports: Quebec

Volume 5 Contributed Documents

Volume 2
The Caucus Reports
Table of Contents

	<u>Page</u>
Table of Contents	
Principal Contributors	
Acknowledgements	
Preamble	
Introduction	1
Systems Planning for Protected Areas in Canada: A Review of Caucus Candidate Areas and Concepts, Issues and Prospects for Further Investigation Philip Dearden and Julia E. Gardner	9
Conservation of Heritage Resources in the Yukon. Yukon Caucus Report Nancy MacPherson, Coordinator	49
Northwest Territories Caucus Report John Donihee, Coordinator	87
Parks and Protected Areas in British Columbia in the Second Century. British Columbia Caucus Report Peter J. Dooling, Coordinator	157
Prairie Provinces Caucus Report Christian de Laet, Coordinator	317
From Taiga to Toronto. Ontario Caucus Report Don Huff, Coordinator	365
Environment Resources and Society: A Collective Challenge. Quebec Caucus Report Jules Defour, Coordinator	435
An Atlantic Overview: Atlantic Caucus Report Janice Brown, Coordinator	509

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As with other volumes of the Proceedings we extend an expression of appreciation to Environment Canada, Parks without whose assistance and support production of the work of the Canadian Assembly would have been rendered very difficult. We particularly acknowledge the assistance of Ian Joyce, Gary Lindfield, and Claude Jarry.

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The Editors

Preamble

Proceedings of the Canadian Assembly on National Parks and Protected Areas are being published in English and French editions. The volumes are organized in such a way as to present systematically the work of the assembly. Volume 1 provides background on the origins, structure, program and principal findings of the assembly. The volume includes the national issues paper and agenda for the Banff assembly, the proceedings of the workshops, final plenary session and other activities in September, 1985. It also includes a participant list.

Volume 2 includes the main reports prepared by each of the seven regional caucuses. Supplementary documents which support the main reports are contained in Volumes 3 (all caucuses except Quebec) and 4 (Quebec only). Volume 5 contains papers and statements by individuals and organizations who responded to a public invitation to contribute to the assembly process.

The following guidelines should be noted on editing procedures. Editing has focussed on consistency in organization, layout and spelling. Tables and illustrations are numbered according to the paper or report in which they appear. Overall emphasis has been upon maintaining the style and contents of texts received from respective authors and organizations.

Introduction

The second volume of Heritage for Tomorrow, Proceedings of the Canadian Assembly on National Parks and Protected Areas presents the main reports completed by each of seven regional caucus groups across Canada (Figure 1). These reports were initially distributed in the summer of 1985 to Banff assembly participants, the media, federal, provincial and territorial parks authorities and other interested parties. The reports, as presented here, vary little in content from editions made available in 1985; however, editorial principles outlined in the Preamble may somewhat change the appearance of individual documents. Some additional materials received by the editors after the Banff assembly have been incorporated in reports and they are identified clearly as post-assembly submissions.

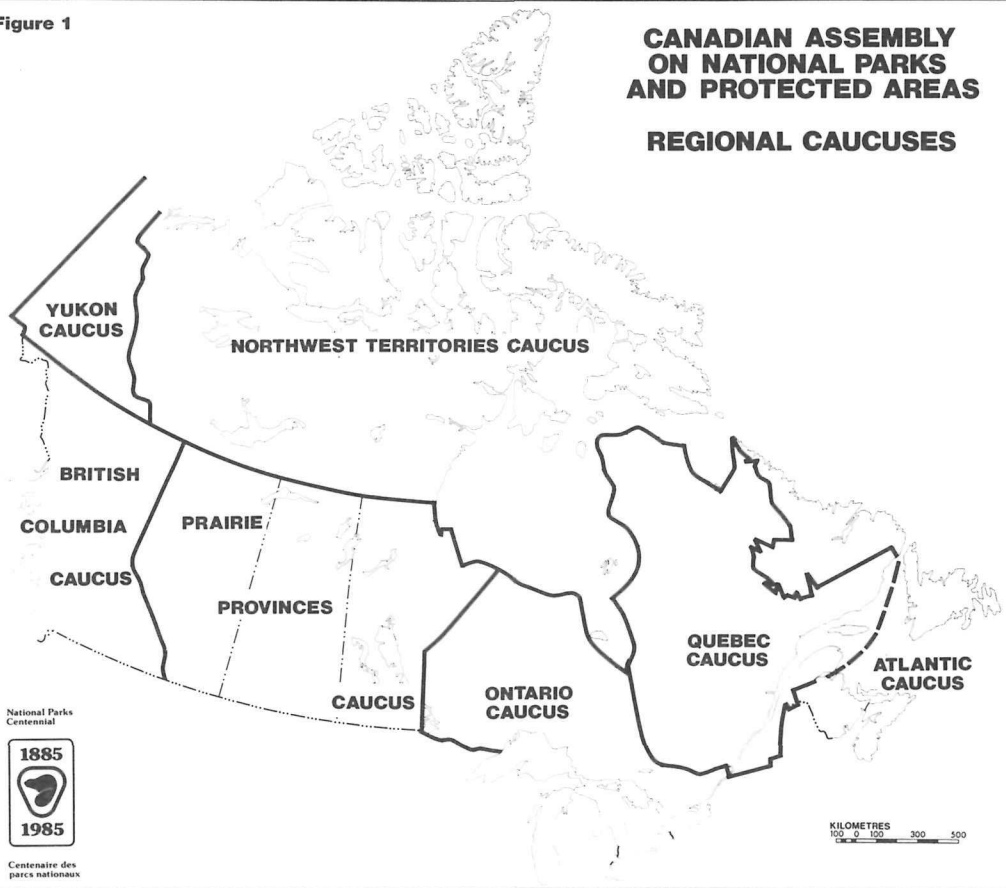
The caucus reports, notably the principal findings and recommendations, were a focus for workshop discussions in September 1985 and served to highlight eighteen months and more of preparatory efforts by citizens across Canada. Each report describes ways in which individual regional assemblies initiated grassroots assessment of heritage achievements to date and determined future needs and goals. Taken together the reports reveal a variety of approaches to caucus organization and subsequent caucus activities. These differences reflect both regional conditions and individual and group perceptions on how best to implement caucus guidelines with limited financial resources and many volunteers. The result is a comprehensive grassroots review whose essence is summarized in "The National Issues Paper" and "The Heritage for Tomorrow Program as a Continuing Process: A New Era of Sharing Heritage Management" in Volume 1 of the Proceedings.

Volume 2 begins with a commissioned paper authored by Philip Dearden and Julia Gardner. Dearden and Gardner reviewed and assessed caucus' response to a specific management team request to identify candidate areas for designation as national parks or other means of planning and managing heritage areas in the years ahead. They discovered caucuses had approached this request much as they had treated their overall task - "each caucus determined its own

Figure 1

CANADIAN ASSEMBLY ON NATIONAL PARKS AND PROTECTED AREAS

REGIONAL CAUCUSES



strategy" - but in so doing they had revealed some of the larger problems inherent in going about heritage conservation in Canada today.

Not just candidate areas, but system plan objectives and components at the broader level, should be made available to and openly discussed with the public. This assembly and the citizen caucuses leading up to it are probably the first significant public opportunities for the exchange of ideas on systems planning. This lack of experience partially explains the confusion expressed in the caucuses as to what their reports on the system extension and completion were supposed to involve and how they were to identify the candidate areas. It also means that some of the questions we are grappling with today are being posed for the first time at the national level in Canada....

Two caucus reports address heritage conservation in Canada north of 60°. The Yukon and Northwest Territories caucuses pursued both independent and joint initiatives as they sought to address the enormous task of fulfilling heritage conservation needs over a vast part of Canada. The Yukon report sets forth a set of major recommendations and seven sets of thematic recommendations derived mainly from workshops in Whitehorse and Banff that highlight both natural and cultural heritage conservation needs and goals. The Northwest Territories report also draws in part from workshop findings, and presents two commissioned papers by John Bayly and Letha MacLachlan which respectively examine conservation through native claims and legislative opportunities for delegation of conservation strategies to northerners. Additional documentation prepared for the two northern caucuses is presented in Volume 3 of the Proceedings.

In British Columbia the caucuses produced "The Provincial Paper," a detailed four-volume assessment of natural heritage status, needs, issues and candidate areas in the Pacific coast province. Volumes I and III of "The Provincial Paper" are contained in this volume. The first report discusses "Status, Trends, Needs" and the second sets out in detail information on 187 candidate areas throughout British Columbia. Caucus coordinator Peter Dooling observes:

The road forward does not lie through the despair of doom-watching or through the easy optimism of successive technological fixes. It lies through a careful and dispassionate assessment of the "outer limits" of the physical resources of British Columbia, through cooperative search for ways to achieve the "inner limits" of human needs and fundamental human rights, through the building of social structures to express those rights, and through all the patient work of devising techniques and styles of land management and development which enhance and preserve our bountiful inheritance - British Columbia.

The British Columbia caucus made a determined effort to address heritage needs thoroughly, forming a series of province-wide, subregional grassroots groups and convening numerous workshops to explore the aspirations of British Columbians respecting their natural heritage.

The Prairie Provinces caucus representing the interested populations of Alberta, Saskatchewan and Manitoba, adopted the most holistic interpretation of "heritage" and addressed a broad range of subjects in its search to determine meaningful heritage futures in the western interior of Canada.

Heritage: is the existing context of the past; includes all natural, historic and cultural resources; is a common property - its benefits, costs, and obligations are the inheritance of all persons present and future; and is of great value to present and future generations. Heritage appreciation/conservation is ultimately fulfilling. The subject of heritage and the process of preservation and stewardship embody what it means to be human. By bridging the present with the past and future, and by bridging the individual with the rest of the species and with the myriad of life forms that are the ecosystem with which we coexist, heritage assists in providing meaning to our existence. The right-to-benefit/obligation-to-maintain aspects of coexistence with the ecosystem is vital to our human-ness.

The Prairie Provinces caucus report discusses and makes recommendations on aboriginal peoples, tourism and the economics of heritage, human-natural ecosystem interaction, antiquities, the built environment and other subjects. Considerable attention is paid to candidate areas.

The Ontario caucus participated in a series of workshops throughout the province. Papers prepared for one of these meetings - in Toronto - constitute much of the Ontario report which also addresses current issues that are potentially of great import to heritage conservation in Ontario - including the ultimate disposition of more than 100 "paper parks" and meaningful follow-up to the Strategic Land Use Program. The report concludes that first, current parks and protected area policy and legislation must be changed to reflect adequately the challenge of contemporary heritage conservation. The report also finds that a "park literate" public must be nurtured if the challenge of providing a meaningful "heritage for tomorrow" is to be achieved.

The Quebec caucus embarked on an ambitious program of enquiries which in addition to preparation of "Environment, Resources and Society, A Collective Challenge" - the main report included in Volume 2 - resulted in the appearance of at least seventeen supporting theme documents. These supporting materials are listed in the Quebec report and are published as Volume 4 of these Proceedings.

Quebecers posed a series of questions. They included: are the rhythms of natural renewal among forest and wildlife resources being respected? Is the development of rivers for energy purposes done with the utmost respect for the living areas of regional communities? To provide answers, caucus members used a comprehensive approach; that is, they considered all of Quebec as the territorial framework and examined both resource development and resource conservation practices. Jules Dufour concludes that:

Quebecers must unite to establish a comprehensive conservation strategy. With government assistance, all political, economic and social agents must form a plan to ensure the protection of the natural and human heritage for present and future generations.

The Atlantic caucus was faced with considerable organizational problems, a reflection on geography, human ecology and political

barriers that are as complex as anywhere in Canada. As the Preface to "An Atlantic Overview" states:

From the beginning, it was determined that Parks Canada's administrative designation of the four Atlantic provinces as a "region" which could be dealt with as an entity was unrealistic for a project of this type. An approach which attempted to view the region in total would undoubtedly homogenize the outcome, causing an unfair representation of responses and ideas on a province-to-province basis. Provincial organizers felt strongly that the complexions of the four provinces are unique and therefore deserve their own accounting.

Consequently, the surveys were undertaken separately, with a *minimum of joint provincial consultation on technique and tactics*. This Atlantic report, then, is an overview of the results of four separate consultation activities [reported on in Volume 3]. It cannot be seen as a summary but it does identify definite trends which appear to be of importance to participants region-wide. It also makes note of important differences in public feedback of regional or national interest.

Throughout all these reports the need for action - locally, regionally and nationally - is explicitly stated. A desire to forge ahead with the Heritage for Tomorrow process is evident. Can it be done? In Volume 1 we reported in the Postscript (p. 243-244) some initiatives that had occurred in the months immediately following the Banff assembly. In succeeding months these and other initiatives have continued - for instance, the National Heritage Forum is in a period of organization, a task force commissioned to find ways and means to complete the national parks system has been struck - and as this volume was being completed, the Minister of the Environment, Hon. Tom McMillan, found occasion to report to the Canadian Parks and Wilderness Society (formerly National and Provincial Parks Association of Canada) on September 26, 1986 on progress from a federal government perspective in the year since the Banff assembly.

As my first official act as Minister of Environment, just a year ago, I addressed the Canadian Assembly on National Parks and Protected Areas - a part of the centenary celebrations of Canada's national parks system. On that occasion, I set out some of my personal philosophy on

parks questions, my agenda and my commitment to the environmental movement.

On that day, I identified for myself, for my Department, and for our movement some enormous challenges. In the 54 weeks since then I have worked hard to meet them. With your help and - may I say, with your continued prodding - some progress has been made. I'm not entirely satisfied with the pace of that progress.... Nonetheless, it is only by setting goals and striving to meet them that anything worthwhile can be achieved. Let me assure you that I remain as committed to the promises of Banff as I know you are.

I want to reflect on where we have gone since Banff, where we are headed now, and when I think we can reasonably expect to arrive there.

I promised at Banff that the findings and recommendations of the Canadian Assembly wouldn't be allowed to sit on some government shelf, gathering dust. I intended to take your work seriously and to act on it. What's more, I planned to push others to do the same. Accordingly, I hosted a meeting of parks ministers from across Canada to study the conclusions of the Assembly. The meeting took place last June 18, the first such gathering since 1978. I presented the Assembly's conclusions to park ministers and we agreed to address the recommendations jointly, taking into account our respective spheres of responsibility. I promised you that my Department would publish the proceedings of the Assembly to ensure them the widest possible public distribution. That has been done. I am confident that the document will remain a valuable source of ideas and analysis for years to come. Certainly, it's my own Bible on the subject and I don't intend to change faiths.

....

The past year, since Banff, has been one of laying sound foundations and then building, securely and steadily, on those foundations. Certainly, there is more to do. With your help, the goals before us will be reached. I know you're still committed to them. You need to know that I am, too.

It is imperative that to realize the promise and the potential of the Canadian Assembly all Canadians - including politicians and government agencies - must continue to work towards the goals expressed in the assembly Proceedings.

The Editors



**Systems Planning for Protected Areas in Canada:
A Review of Caucus Candidate Areas and Concepts,
Issues and Prospects for Further Investigation**

Philip Dearden
and
Julia E. Gardner

Table of Contents

	<u>Page</u>
INTRODUCTION	12
Systems Planning	12
Classification	14
Categorization	14
Inventory	15
Criteria	15
Area Establishment	16
Institutional Arrangements	16
Protective Systems in Canada	16
International	17
National	17
Provincial	20
Non-Government	22
THE CAUCUS RESPONSE	23
SYSTEMS PLANNING ISSUES AND OPTIONS	29
Objectivity	30
Societal Factors	30
Comprehensiveness and Integration	31
Flexibility	33
Institutional Alternatives	35
CONCLUSIONS	36
Notes	38
APPENDIX I. Summary of Regional Caucus Response to Candidate Areas Task	41

Tables and Figures

Page

TABLE

- | | | |
|----|--|----|
| 1. | International and National Protective Designations in Canada | 18 |
| 2. | Provincial Park and Ecological Reserve System Status | 21 |

FIGURE

- | | | |
|----|------------------------------|----|
| 1. | Parks Canada Natural Regions | 19 |
|----|------------------------------|----|

Introduction

The completion and extension of heritage protection systems in an increasingly complex political and social milieu is one of the major challenges to be faced by society in the future. In recognition of this fact the "Guidelines for Caucuses" stated:

... the Canadian Assembly will provide a forum for the discussion of policy concerns and future alternatives as well as the identification of prime candidates for designation as national parks, provincial parks or other means of planning and managing heritage areas in the future; and

...

Each caucus will be responsible for providing a paper on policy concerns and recommendations and a list of heritage conservation candidate areas (including priority areas) for submission to the Canadian Assembly Project Manager ...¹ [Emphasis by authors.]

Caucuses responded to this directive in a number of different ways. Some ignored it completely (e.g., Ontario) as not being a significant task on which to expend limited resources within that particular political climate; other caucuses (e.g., British Columbia) made it a substantial part of the final report. The purpose of this paper is to review this response, determine what can be learned from the work of the caucuses and probe the future as to possible ways to proceed in furthering the goal of systems extension and completion. First, however, it would be beneficial to provide a brief background to systems planning and a summary of some of the major protective designations in Canada.

SYSTEMS PLANNING

An interest group representative at the 1978 parks conference in Banff commented:

What matters to the 12,000 members of the Federation of Ontario Naturalists is not the thoughtful papers read or the fancy systems devised at conferences such as this, as necessary as those might be. What matters is the eventual results, the decisions made by ministers, the parks created or destroyed.²

Unfortunately, the "parks created or destroyed" are very much a product of the framework wherein they were created. An understanding and questioning of this framework is hence an integral part of the task of reviewing candidate heritage area proposals.

Systems planning serves a number of purposes:

- to achieve a rational distribution of protected areas based on objective criteria for decision making. Minimizing subjectivity is supposed to: make new park studies specific, dependable and justifiable; reduce political interference in selecting new parks; and engender more local and national support for park establishment
- to maintain the representation (proportionately/without duplication) of a region's landscapes, ecosystems, species, habitats, natural and cultural heritage or recreational opportunities
- to provide a common framework for assessing demands on resources, making policies and plans, guiding choices amongst candidate areas, setting funding priorities and establishing objectives
- to identify features, elements or phenomena of the natural or cultural landscape of significance to the region of the plan; gaps in a representative system and areas to fill them; areas most in need of protection such as critical habitats; sites of particular importance for specific objectives; and potential conflicts involving candidate areas
- to establish the interrelationships amongst parks or protected areas and to clarify the roles of the different areas in a system or systems. This will aid in system design and area management.

The means by which system planning is used to fulfill these goals is outlined under the following headings: classification, categorization, inventory, criteria, area establishment, and institutional arrangements.

Classification

The foundation of a system plan is usually a division of the area into natural regions. The regional classifications are the framework for the maintenance of diversity through representation in protected areas. Depending on the scale of planning, biogeographical, climatic, physiographical and ecological characteristics are used to delineate regions which are then subdivided according to more detailed classifications. The genetic approach to classification identifies discrete biogeographic units which each contain a distinctive landscape or biota, as does Parks Canada's system plan in its "natural regions." The generic approach identifies environments and habitats which may occur in various regions. The latter is often used at more detailed scales within the former, or the two approaches may overlap. The generic approach is also used in the process of categorization.

Categorization

Categorization is important for its potential to make a system fill a broader range of purposes than would the representation of regional or genetic diversity alone. It is also a useful guide to management and the setting of priorities for use or the definition of compatible uses within protected areas. Categories may be expressed as types of reserves, as uses to which reserves may be put, or as themes for which protected area representation is sought. The variety of protected area types that have been suggested or applied in Canada range from a simple conservation and recreation division as in Quebec, to the seven suggested by the Task Force on Northern Conservation:³ archaeological or historic sites or areas of traditional use, outstanding landscapes and marine areas, critical habitat and unique areas for education and research, outstanding examples of representative land or seascapes, genetic resources, areas with rare or endangered species, and outstanding areas for recreation and tourism. The International Union for Conservation of Nature and Nature Resources suggests 10 categories which, taken together, "can ideally be administered as a unified national system of conservation areas"⁴ which would "provide for

many human and environmental needs yet amplify the amount of land maintained in a natural or semi-natural state."⁵

Inventory

The classification of regions on the basis of biophysical or other characteristics depends upon data on those characteristics. At the same time, the system planning process itself motivates and directs the collection of information. Once regions and categories have been designed, the identification of areas to fit the categories, and the selection of reserves from groups of candidate areas to represent regions, requires data collected through inventory techniques. The analysis of the data is achieved through the application of criteria.

Criteria

Criteria for the identification and selection of protected areas are basic to the system planning process. Pre-set criteria help to maintain objectivity in decision making and provide the detailed interpretation of system planning goals for implementation. The range of criteria applied determines in part the comprehensiveness of a system of protected areas, and the nature and ranking of the criteria may partially determine the chances for the successful implementation of a system plan. Given the importance of criteria, their complexity, and the time and effort that agencies have invested in their design, it is not surprising that some caucus reports indicated confusion as to what criteria should be used to develop lists of candidate areas and how priorities should be set amongst candidate areas.

Many different criteria have been adopted by conservation agencies, with the only apparent consensus falling on the separation of identification criteria and selection criteria. Criteria for the identification of candidate areas are closely connected to system objectives, the characteristics of natural regions, and the distinguishing features of the themes of categories of the plan. Selection criteria are used to evaluate, compare and weigh or rank the identified areas, assuming that not all candidates can be

designated as protected areas. They overlap with identification criteria but tend to be more specific and less directly related to plan objectives.

Area Establishment

Once areas have been identified and evaluated, the attempt is made to designate priority candidates as protected areas. Success at this stage largely depends on the constraints on conservation which may have been considered as selection criteria. Inventory and the application of the criteria determine the appropriate park category or reserve type, as well as management guidelines which may be expressed in zoning and management plans. Site planning and management is generally considered separately from system planning.

Institutional Arrangements

A range of laws, regulations and other legal arrangements are associated with different protective categories and they may also express the policy and objectives behind a system plan. The strongest legal arrangements in this regard are founded in Acts of Parliament and in fee simple tenure for a conservation agency. With increasingly varied and comprehensive conservation objectives, and increasing competition for resources, a range of less stringent arrangements for conservation is being implemented in various locations.

Organizational or administrative arrangements for conservation are also being diversified. The recognition of varying roles of different agencies involved in conservation has implications for system planning, especially in terms of comprehensiveness and integration, as discussed later.

PROTECTIVE SYSTEMS IN CANADA

Not only is Canada the second largest and one of the most biophysically diverse countries in the world, it is also very complex administratively with many different overlapping and interlocking areas of jurisdiction. The great size and sparse

population provide an enviable advantage over most other countries in facilitating protective designations; unfortunately, the administrative complexity serves to offset this advantage. For example, only six percent of the national park area has resulted from successful negotiations between federal and provincial governments,⁶ the remainder has been created when just one level of government was involved. A recent valuable compilation of natural area protective designations in Canada by the Lands Directorate⁷ revealed some 124 different government and private programs for protective land designation. It is obviously not possible to review each of these. Attention will be directed at major programs with the emphasis on natural heritage preservation.

International

At the international level two major programs involving protected area designation exist in Canada (Table 1). Both are under the auspices of UNESCO and administered by IUCN although land ownership remains federal, provincial or private. There are currently nine World Heritage Sites in Canada, recognized for their heritage value to all peoples.⁸ Sites are nominated by the government and must be guaranteed some long-term protection by law to be accepted. Selection of sites is on an ad hoc rather than systems basis. This contrasts with the second international program, the Biosphere Reserve, where sites are selected to represent world biomes.⁹

National

Two government agencies are involved at the national level in selecting and managing natural heritage systems, Parks Canada and the Canadian Wildlife Service. Parks Canada is responsible for a number of programs as shown in Table 1. The national parks provide the best example of systems planning in Canada. The country is divided into eight large geographic regions which are further subdivided into 39 unique terrestrial regions (Figure 1) using geological and forest region data. It is the objective of the National Parks Branch to have each of these natural regions represented in the system of national parks. Within each region

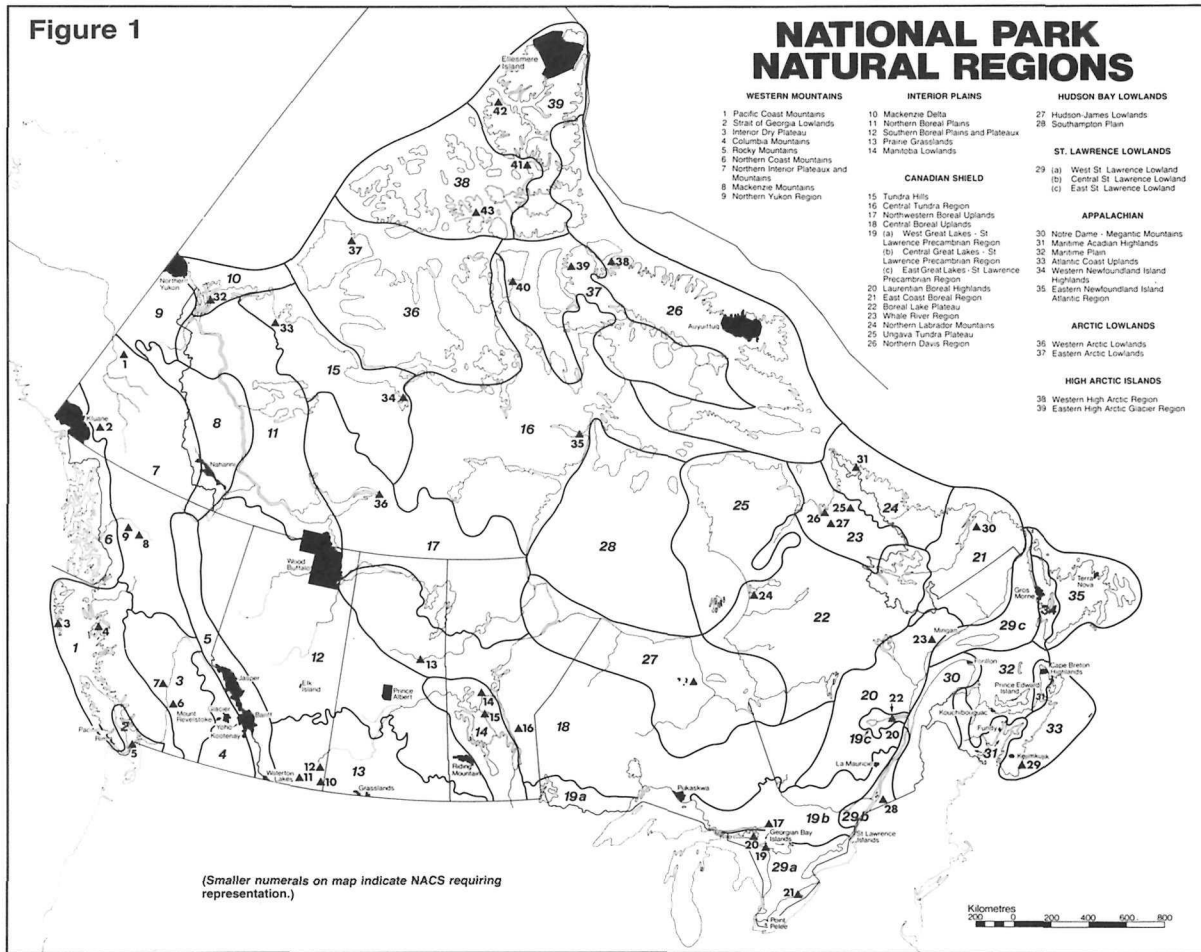
TABLE 1. INTERNATIONAL AND NATIONAL PROTECTIVE DESIGNATIONS IN CANADA

Program	Agency	Purpose	Land Ownership	Number	System Plan
<u>International</u>					
World Heritage Sites	IUCN	Recognize and protect world quality heritage sites	Federal Provincial	9	No
Biosphere Reserve	IUCN	Protection of representative biomes to conserve genetic resources for ecological research, education and training purposes. Ideally contains undisturbed core areas and more manipulated periphery. Focus is on man-biosphere interactions.	Federal Provincial Private	2	Yes
<u>National</u>					
National Parks	Parks Canada	To protect for all time representative natural areas of Canadian significance in a system of national parks, and to encourage public understanding, appreciation and enjoyment of this natural heritage so as to leave it unimpaired for future generations.	Federal	31 (Including Reserves)	Yes
National Marine Parks	Parks Canada	To protect and conserve for all time representative marine areas of Canadian significance in a system of marine parks, so as to leave them unimpaired for future generations and to encourage public understanding, appreciation and enjoyment of Canada's marine heritage.	Federal	None	Yes
Canadian Landmarks	Parks Canada	To foster protection for all time of exceptional natural sites of Canadian significance.	Federal	1	No
Canadian Heritage Rivers	Parks Canada	To foster protection of outstanding examples of the major river environments.	Federal Provincial Private	8	No (nominated)
Cooperative Heritage Area	Parks Canada	Natural and cultural heritage conservation. Outdoor recreation.	Federal Provincial Municipal Private	2	No
National Wildlife Area	CWS	Preservation of wildlife and habitat, heritage preservation, scientific research.	Federal Provincial Private	42	No
Migratory Bird Sanctuary	CWS	Protection of migratory birds and nests.	Federal Provincial Private	79	No

Figure 1

NATIONAL PARK NATURAL REGIONS

- | | | |
|--|---|--|
| WESTERN MOUNTAINS | INTERIOR PLAINS | HUDSON BAY LOWLANDS |
| 1 Pacific Coast Mountains | 10 Mackenzie Delta | 27 Hudson-James Lowlands |
| 2 Strait of Georgia Lowlands | 11 Northern Boreal Plains | 28 Southampton Plain |
| 3 Interior Dry Plateau | 12 Southern Boreal Plains and Plateaux | |
| 4 Columbia Mountains | 13 Prairie Grasslands | ST. LAWRENCE LOWLANDS |
| 5 Rocky Mountains | 14 Manitoba Lowlands | 29 (a) West St. Lawrence Lowland |
| 6 Northern Coast Mountains | | (b) Central St. Lawrence Lowland |
| 7 Northern Interior Plateaus and Mountains | | (c) East St. Lawrence Lowland |
| 8 Mackenzie Mountains | | |
| 9 Northern Yukon Region | | |
| | CANADIAN SHIELD | |
| | 15 Tundra Hills | |
| | 16 Central Tundra Region | |
| | 17 Northwestern Boreal Uplands | |
| | 18 Central Boreal Uplands | |
| | 19 (a) West Great Lakes - St. Lawrence Precambrian Region | APPALACHIAN |
| | (b) Central Great Lakes - St. Lawrence Precambrian Region | 30 Notre Dame - Megantic Mountains |
| | (c) East Great Lakes - St. Lawrence Precambrian Region | 31 Maritime Acadian Highlands |
| | 20 Laurentian Boreal Highlands | 32 Maritime Plain |
| | 21 East Coast Boreal Region | 33 Atlantic Coast Uplands |
| | 22 Boreal Lake Plateau | 34 Western Newfoundland Island Highlands |
| | 23 Whale River Region | 35 Eastern Newfoundland Island Atlantic Region |
| | 24 Northern Labrador Mountains | |
| | 25 Ungava Tundra Plateau | ARCTIC LOWLANDS |
| | 26 Northern Davis Region | 36 Western Arctic Lowlands |
| | | 37 Eastern Arctic Lowlands |
| | | |
| | | HIGH ARCTIC ISLANDS |
| | | 38 Western High Arctic Region |
| | | 39 Eastern High Arctic Glacier Region |



inventory is conducted to determine areas which contain the greatest regional diversity of significant biotic and abiotic natural themes. Such areas, following field checks of their environmental integrity, may be designated as Natural Areas of Canadian Significance (NACS). National parks are selected from NACS. The system is currently some 40 percent complete with 31 national parks.¹⁰ The completed system would occupy 3.4 percent of Canada's land surface.¹¹

The new National Marine Parks system is proposed to work on a similar basis,¹² involving the delimitation of some 28 Marine Natural Regions.¹³ Obviously candidate areas that would provide additional representation in both systems, such as South Moresby Island, deserve especially strong consideration.

The Canadian Landmark program involves a similar degree of protection as national parks but areas are selected because of their unique, specific attributes rather than their representative nature. They are usually quite small and offer a greater degree of flexibility than national parks. The remaining Parks Canada programs (Table 1) also involve a greater degree of flexibility involving cooperative ownership and management plans with other agencies. In terms of extending protective designations such programs hold much promise for the future.

The other federal agency involved with protective land designations is the Canadian Wildlife Service whose programs are directed largely toward wildlife and habitat protection, especially associated with waterfowl. The CWS also jointly acquires and manages lands with the provinces to form Cooperative Wildlife Areas. Other activities are permitted on all these areas providing they do not conflict with wildlife values.

Provincial

There are numerous provincial statutes involving protective designations. The Lands Directorate has recently compiled a province-by-province list.¹⁴ In terms of degree of protection afforded ecological reserve programs are the most stringent. Table 2 summarizes the status of ecological reserve systems. Although

TABLE 2. PROVINCIAL PARK AND ECOLOGICAL RESERVE SYSTEM STATUS

Province	Provincial Parks			Ecological Reserves			
	No. ¹	Systems Plan	% Complete	No.	No. of IBP Sites ²	Systems Plan	% Complete ³
British Columbia	355	In preparation		113	138	In preparation	81.9
Alberta	62	In preparation		(97) ⁴	426	In preparation	22.8
Saskatchewan	279			(41)	106		38.8
Manitoba	58	Yes	75	6	72		8.3
Ontario	191			52 ⁵	588		8.8
				(181)			
Quebec	80			12	100		12.0
New Brunswick	61			7	92		7.6
Nova Scotia	108			(26)	73		35.6
Prince Edward Island	41	No		(17)	50	No	34.0
Newfoundland	75	In preparation		10	70		14.0
Yukon	1			(9)			5.9)
)	151) 19.8
Northwest Territories	45			(21)			13.9)

- Notes: 1. These vary immensely in size, purpose and degree of protection afforded.
 2. IBP - International Biological Programme
 3. Given in relationship to number of IBP sites which is not necessarily a complete inventory.
 4. Figures in parentheses indicate province has no ecological reserves, but that indicated number of sites are under some form of protective designation.
 5. Nature Reserves.

Data From: Lands Directorate (1985). Inventory of Protective Designations in Canada. Ottawa: Environment Canada, in press.
 Tascherau, P.M. 1985. The Status of Ecological Reserves in Canada. Ottawa: Canadian Council on Ecological Areas.
 Correspondence/conversations with agencies.

most ecological reserve programs subscribe to a representative systems planning concept, as can be seen from the table, few have systems plans per se. Furthermore, if the number of protected sites is shown as a percentage of the number of International Biological Programme (IBP) check-sheeted sites and further updates,¹⁵ then very few of the systems are anywhere near completion.

All provinces have provincial parks systems. They differ widely in scope, scale, number and management. Although Saskatchewan, for example, appears to have a large number of parks, 119 of these are picnic grounds that cover only 513.7 hectares in total. It is difficult to compare this on any meaningful basis with parks such as Tweedsmuir Provincial Park in British Columbia, which covers some 981,120 hectares. Furthermore, management practices differ remarkably between systems: some, such as Ontario, allow non-compatible land uses, such as forestry, in parks; others, such as Quebec, do not. These kinds of differences should be borne in mind in trying to interpret Table 2. However, most provincial parks have a basic systems planning philosophy although many are apparently only in the process of preparing systems plans. For this reason it is very difficult to estimate how complete each system is.

Many provinces also have further protective designations relating to wilderness or nature conservancies, historical and archaeological sites, regional parks, wildlife reserves and similar miscellaneous programs. British Columbia, for example, has six further pieces of legislation in addition to provincial parks and ecological reserves, for establishing some form of protection. Usually such programs do not entail as strict management practices as parks or ecological reserves. This flexibility may be a valuable asset in terms of acquiring some form of protective control over lands in the future.

Non-Government

In addition to the government initiatives substantial contributions are also being made by non-government groups such as the Nature Conservancy of Canada, the Nature Trust of British

Columbia and the Ontario Heritage Foundation. These groups acquire land privately either by direct purchase or donation and usually transfer it to government agencies for management purposes. The Nature Conservancy of Canada, for example, has been involved in 259 land transactions and preserved 20,415.1 hectares of land since its formation in 1969. The Nature Trust of British Columbia originated in 1971 and has been involved in land acquisitions of some 4,185 hectares in that province. The Ontario Heritage Foundation has been involved in 13 projects totalling 1,315 hectares.¹⁶

The Caucus Response

Although caucus responses varied considerably, overall a laudable attempt was made, perhaps the most extensive attempt in Canada to date, to probe the public mind on the question of extending protective designation systems. Each caucus determined its own strategy. Some used mailout questionnaires to special interest groups or the public; others relied upon solicited submissions and public hearings. Not all produced "wish lists" of new areas worthy of protection as requested in the "Guidelines for Caucuses." Appendix I summarizes the response of each caucus to the systems completion task. Before reviewing this in more detail, it is worthwhile to briefly summarize some of the points raised by caucus coordinators¹⁷ as to the uncertainty regarding "wish list" formulation.

- Most caucuses felt the task was very significant and major areas still existed for which protective designation was required. The Ontario caucus, on the other hand, felt that with limited time and resources its efforts could be better spent elsewhere as most worthwhile areas had already been identified through the provincial Strategic Land Use Planning (SLUP) exercise. Other caucuses, by and large, did not have the benefit of such a comprehensive inventory.
- Given the extremely wide scope of the request, involving all aspects of heritage protection at all scales, most caucuses were justifiably overwhelmed by the task. Some (e.g., Saskatchewan in the Prairie Provinces caucus) gave greater

emphasis to historical as opposed to natural heritage; others (e.g., British Columbia) largely ignored the former in an effort to make the task more manageable.

- Related to the scale of the task was the feeling that the identification and prioritization of protected areas is quite a complex technical endeavour. Major agencies such as Parks Canada have entire divisions devoted to the task for just one level of heritage designation; what could volunteer groups hope to achieve with restricted resources and expertise? For this reason, although there is very strong support in practically all of the caucus reports for Parks Canada systems completion, the reports tell little at the national scale not already known. On the other hand, the identification of smaller, more regionally significant areas may turn out to be one of the strongest facets of the exercise.
- Perhaps the overriding question is simply what was hoped to be achieved by the "wish list" exercise? If the purpose was to provide new insight at a national level, as mentioned above, then this was doubtful. If only to confirm the existing plan of government agencies then the task was an exercise in duplication and, therefore, futile. Was the task designed to stimulate political will? The identification of areas worthy of protective designation is not difficult for a suitably equipped agency; what is difficult is bringing the protective designation to fruition through the political process. The involvement of a more grassroots approach to protective area designation might serve not only to get the public more involved and aware, but also to impress upon politicians the degree of support for new protected areas.
- Finally, what will happen to the lists? It would be grossly irresponsible to involve all the volunteer resources in such an exercise only for the results to be shelved as "interesting." This report is an initial attempt to bring together some of the messages gleaned from the caucus "wish list" work. The emphasis here is mainly generic and probing. It was simply not possible to undertake a review

of each area suggested by each caucus within the context of all the protective designation programs existing in the country. An initial attempt at this task has been made, however, with Parks Canada and all provincial park agencies being requested to review relevant caucus lists. This first step should serve to identify areas currently under consideration by these agencies and bring to their attention other areas suggested by the public. This review process should be extended to all agencies (e.g., CWS, provincial Ecological Reserve Programs) having protective designation authority. Each list suggested by the caucuses should ultimately be returned to them with some indication for each area as to its present status within the context of existing systems plans and an evaluation by each agency as to its suitability for protective designation. This task will require not only some degree of coordination between agencies but also ongoing responsibilities for caucuses.

At a general level, as might be expected in such an exercise, the caucus reports convey a strongly positive feeling regarding systems completion and extension. Systems completion is accepted as a sine qua non. The Prairie Provinces caucus mirrors most others when it states "Parks Canada must continue to complete a national parks system which includes representation of all major terrestrial and marine ecosystems in Canada." Similarly, response to the New Brunswick questionnaire revealed 80 percent of respondents supporting systems completion with 15 percent in the "don't know" category and five percent opposed. The Newfoundland survey generated similar statistics with 75 percent of the public survey and 88 percent of the special interest group survey supporting the policy with no opposition in the former and two percent in the latter. Few comments were made in any of the caucus reports regarding other systems plans.

This is not to say that the caucus reports recommend sole reliance on systems planning as a means of advancing protective area designations in the future. Indeed an overriding consensus exists

that the concept of protected areas must become much broader in future, both institutionally and geographically. This does not necessarily entail a reorientation of Parks Canada goals, however. The Nova Scotia questionnaire found 65 percent of respondents recognized a need for more developed recreation parks, yet Parks Canada was bottom on the list of potential providers. New parks in addition to, not instead of, the national systems plan were seen as desirable. The Executive Summary of the Newfoundland report, for example, states "The public of Newfoundland and Labrador is looking forward to a larger and more diverse system of parks in the future." The Yukon caucus recommends that "the full range of protective mechanisms including sanctuaries, nature reserves, ecological sites and biosphere reserves, be considered," while the Prairie Provinces caucus advocated a "heritage system plan ... willing to be innovative, e.g., preserving abandoned railway right-of-ways as remnant flora populations."

Mirroring the call for a broader national systems plan was a desire to involve a broader section of society in heritage system planning. The Prairie Provinces caucus comments "The time for the government/ people dichotomy is past," and continues, "A national heritage survey and data bank of heritage resources is needed. The survey should include a strong local, i.e., grassroots, involvement." The Yukon report specifically recommends that "a set of criteria for parks selection be developed through consultation with the native and non-native people." As might be expected, this theme is strongly echoed in the Atlantic caucus papers where bitter memories of past confrontations linger. While endorsing the concept of completing the national parks system plan the Atlantic overview paper stresses two points: "First, the establishment of new parks must not be done at the expense of local communities and residents Second, residents in the area must be able to participate in the planning for and management of the park.... Every attempt must be made to implement meaningful and comprehensive public participation at every stage of the game." It is clear that no matter what systems plans may emerge from a central planning agency, bringing them to fruition depends upon gaining sufficient local support.

This theme is developed more extensively in the two northern caucus reports with special emphasis upon native involvement in the selection and management of future parks, and even the use of native land claims as a primary means of protecting critical habitats. The recent agreement for the Northern Yukon National Park involving the federal and territorial governments and the Committee for Original Peoples' Entitlement (COPE) is seen as a model for future protective area designation in the North. The Northwest Territories report suggests that if this is the case then the strong anti-park sentiments of the Dene nation may be mitigated, and that "parks, as a concept is still valuable, especially if approached with flexibility and innovation."

The North is critical to completion of the Parks Canada system plan. Approximately 40 percent of the new parks required to complete the system are in the North. It is clear from past experience and the recommendation of the northern caucus reports that any future developments are dependent upon the full cooperation of the native community. This entails a more flexible and innovative approach to park selection, criteria and management than in the past. It should also be pointed out that native concerns are not purely a territorial phenomenon. Experiences in Labrador and the deep interest of the Haida nation in the future of South Moresby Island in the Queen Charlottes demonstrate that the native community must be taken into account in future park planning from coast to coast. The Prairie Provinces caucus recommends that "Parks Canada should, in 1985 as part of the National Park Centennial celebrations, establish a mutually acceptable mechanism for formally meeting and directly involving aboriginal peoples in national park management and policy-making."

The foregoing represent some common themes emerging from the caucus reports regarding systems completion and extension. More specific details on the response of each caucus to the request to identify protective area candidates are shown in Appendix I. Of the seven caucuses, four produced such lists, identifying a total of some 554 areas across the country. The scale of areas varied considerably. Some were for specific locales of regional interest

(e.g., preserve Digby Gut, Nova Scotia, others much more general (e.g., "All of Newfoundland and Labrador," Newfoundland report. Suggestions were also made for more generic concepts than specific areas. For example, the Nova Scotia questionnaire received suggestions for a "really good area to depict Acadian way of life" and "time to start looking at whole villages - a working farm of historic note."

Particular interest was displayed by the main coastal caucuses in the new marine parks system. The Newfoundland questionnaire revealed 98 percent of respondents in favour, and suggested over 30 different coastal areas for consideration. The more specific example of the West Isles region in New Brunswick was supported by over 75 percent of questionnaire respondents in that area and opposed by only seven percent. The British Columbia caucus reported a similar response with 36 specific suggestions for marine parks, despite the already existing provincial marine park system. Clearly, there is considerable public interest in the task of marine area protective designation.

Caucuses were reluctant to prioritize their choices. The Prairie Provinces coordinator likens it to prioritizing one's children. Two caucuses gave some indication of proposed protective designation ranging from World Heritage, of which South Moresby would be the prime example, through to regional significance. British Columbia adopted the most comprehensive system. The caucus recommended 25 nature preserves, 23 wilderness reserves, 12 national parks, 53 provincial parks, 13 regional parks, 4 natural landmarks, 10 recreation areas, 12 heritage rivers, 6 heritage trails, 5 scenic or heritage roads, 6 scenic waterways, 17 historic sites, 1 biosphere reserve and 1 world heritage site. It further advised on the degree of imminent threat to these areas, judging some 41 of the 187 area total to be in need of immediate protection. The caucus advises:

Although the total number is substantial the inventory listing is an incomplete one at that. In a land so vast and diverse as British Columbia - equivalent in area to the three west coast U.S. states of California, Oregon and Washington with a little left over - it simply was

impossible to develop a comprehensive citizen-generated listing of areas that merit preservation and protection (Volume III, British Columbia caucus report).

The Prairie Provinces caucus also indicated the relative levels of significance of its candidate areas through designation into a simple international/national, national, provincial, and regional and local categories arrangement. Although this cannot be taken to represent priorities per se, it does give some indication of relative importance of each area.¹⁸

Finally, although a need certainly has been expressed for more flexible and innovative programs - the National Landmarks, Canadian Heritage Rivers and ARC programs would seem good examples - systems completion at the expense of high quality parks is not worthwhile. The Ontario caucus brings this nicely into focus with its comments on the large number of recently announced new provincial parks in the province. What good are such "parks" toward completing the system of representative natural regions when totally non-conforming uses are allowed that serve but to destroy the natural ecosystem of the park? Although compromises with traditional subsistence economies in the North may be the most productive way to proceed in future, these uses do not have the same capacity for landscape change as the commercial forestry and mining operations farther south. Systems completion at the expense of park quality is unacceptable.

Systems Planning Issues and Options

Is the conventional approach to systems planning the most appropriate and effective response to conservation objectives, and what are the alternatives to this approach? A limited selection of systems planning issues and options is outlined below as a starting point for the critical evaluation of systems planning assumptions and techniques.

OBJECTIVITY

The essence of a systems planning approach, as described earlier, is seen to be the objective description of biophysical criteria of natural regions. Systems planning generally becomes progressively less objective through the stages of defining regions, identifying candidate areas, selecting areas to protect and designating or classifying protected areas. The overt consideration of societal criteria becomes necessary at the stage of area evaluation and selection, when pragmatic criteria concerning impact, conflicts and feasibility are applied. The "non-scientific" nature of these criteria usually means they are perceived as less objective and therefore secondary, even though they may be highly operative in determining the types of areas finally designated as reserves and the ultimate character of the protected area system. In general more information should allow for a more objective process. However, value judgements will always come into play because information is invariably imperfect in any case and areas with different natural and historical characteristics are difficult to compare in a rigorous technical basis. Such observations led the Task Force on Northern Conservation¹⁹ to ask, "Is it helpful, and if so, at what stage should selection criteria of a technical nature be imposed upon a process that ultimately ends with a political decision?" The Task Force decided that identification criteria, although inevitably subjective in their application, are necessary and workable, while evaluation criteria are too subjective to facilitate defensible judgements on variables and should, therefore, be left out or integrated into the identification phase.

SOCIETAL FACTORS

Many of the criteria in systems planning involve social, cultural, economic and political considerations. Human factors are included as positive criteria for area selection in the representation of historic themes and cultural landscapes, in the maintenance of opportunities for educational, recreational and scientific use, and in the provision of other benefits such as economic spin-offs of tourism. Human factors have a negative

influence on selection in the form of irreversible modification of ecosystems and existing or intended use or occupation of an area incompatible with conservation objectives.

The collection of information on the above types of criteria requires the consultation of the residents of the area in question and other interested publics. Such consultation, while providing data of an inventory nature for systems planning, also leads to more acceptable decisions and may lead to the identification of issues that might not otherwise have been recognized as important (such as traditional resource uses). The resultant integration of societal concerns into planning and management increases the likelihood of continued public support for the conservation values of a protected areas. Such integration should be seen as a moral obligation as well as a pragmatic management technique.

Not just candidate areas, but system plan objectives and components at the broader level, should be made available to and openly discussed with the public. This assembly and the citizen caucuses leading up to it are probably the first significant public opportunities for the exchange of ideas on systems planning. This lack of experience partially explains the confusion expressed in the caucuses as to what their reports on system extension and completion were supposed to involve and how they were to identify the candidate areas. It also means that some of the questions we are grappling with today are being posed for the first time at the national level in Canada; such as, how can public input on systems planning techniques and candidate areas be incorporated into existing systems plans?

COMPREHENSIVENESS AND INTEGRATION

Comprehensiveness of systems plans for protected areas can be judged in terms of geographical coverage and range of purpose. Coverage tends to be high at the level of regional classification and lower at the level of areas that may be considered as candidates for protection. Identification criteria such as the potential for public tenure can severely reduce the coverage of a plan. Plans oriented towards the non-duplicated representation of regions or

themes have implicit end-points which also reduce the eventual coverage of protected areas. We may wish to question the desirability of this finite aspect of systems.

Comprehensiveness of purpose is reflected in the range of themes or categories included in a plan. Caucus reports expressed a desire for a wide range of protected area types. The IUCN maintains that its 10 categories are needed to perform an increasingly complex conservation task. More comprehensive frameworks are more likely to encompass special conservation needs such as the protection of unique landscape features or critical wildlife populations located outside their normal habitat. However, there is a corollary to this proliferation. As discussed earlier in this report, there are many protective mechanisms available and in use in Canada. Very few, however, have systems plans of any form, even where this is seen as desirable. The question is, therefore, is it better to have fewer, well-thought-out, integrated and planned systems, or a more comprehensive coverage with too few resources spread too thinly amongst many systems, as currently appears to be the case?

When a systems plan covers a limited range of area types, comprehensiveness of purposes may be achieved through the integration of the planning efforts of various conservation agencies acting at different scales or to different ends. Municipal, provincial, national and international agencies contribute to the provision of protected areas in potentially complementary ways. They may locate their aims on a continuum between preservation and recreation, as Manitoba places its parks midway on this spectrum. The use of a shared classification system, such as IUCN's, would assist in the definition of the roles of different systems. Another aid to system integration is the definition of regional boundaries that coincide with those of broader systems. Nova Scotia has designed its theme regions as subdivisions of Parks Canada's natural regions, and Parks Canada is considering matching natural region boundaries to international biomes. The complementary implementation of systems plans could assist in the rational fulfillment of a range of conservation purposes in an economical way, by coordinating the allocation of different sources of funding and personnel to meet common ends.

An aspect of protected area systems planning that has provoked criticism is the tendency towards isolation from broader land use planning issues and frameworks. Some caucus participants encountered this problem in facing the dilemma of how to relate their lists of candidate areas to other contemporary issues. Adoption of a broader planning perspective can involve: (a) bringing protected area into a development process as one of several acceptable forms of use, or (b) defining the limits of conservation interests more broadly, as is being done by the World Conservation Strategy. Recommendations of the Task Force on Northern Conservation²¹ assume both perspectives on the grounds that: (a) protected areas will not fulfill their objectives if conservation is not built into policies and processes in surrounding areas, and (b) resource management generally can be improved by knowledge gained from protected areas.

Some mechanisms of integration in systems planning are already in place. For example, Parks Canada Policy²¹ calls for the consultation of other agencies and the public in the identification of candidate areas and potential national parks (although caucus reports call for more rigorous application of this policy). Parks Canada's interest in participating in northern land use planning to promote system completion represents an integrative approach going beyond the boundaries of the systems plan itself. The ongoing, purposeful integration of interests to achieve the most comprehensive approach to conservation possible would require a cross-sectional, multi-disciplinary, team approach to land use planning, involving consultation and consensus-seeking amongst representatives of all agencies, groups and individuals with interests in a particular region.

FLEXIBILITY

Contemporary planning theory maintains that plans must be dynamic and flexible in order to respond adequately to changing needs and circumstances in a continuous process of decision making. Elements to which protected area systems plans must respond include resource availability, unforeseen impacts of management, public

attitudes, conservation priorities, scientific knowledge and data availability. All of these elements change over space (especially regionally in Canada), and time. Even plans with finite completion points will encounter radical changes in some elements over the time it takes to implement the plan. Such change explains how progress in system extension can vary from one decade to the next.

Flexibility of systems plans has implications for management and the viability of protected areas, and for the extension of networks of protected areas. A wide range of classifications in a plan provides for initial responsiveness to the management needs of a new area by increasing the chances that a particular set of management guidelines will match the needs of the area. Nevertheless, planning criteria and classification principles should not be so specific as to override variations warranted by the special circumstances of an area in the pursuit of conservation objectives.

Parks Canada²² states that its generic park planning process is dynamic and flexible, to be adapted to the circumstances of each situation in the designation of new parks. This policy, together with a pledge to adopt a flexible approach to park establishment in the North in order to complete the system there, indicates Parks Canada's awareness of the pragmatic advantages of being able to respond to opportunities for park designations as they arise. In this sense, responsiveness should speed the implementation of the systems plan. Nevertheless, some consistency of approach is necessary to minimize the ad hoc commitment of system resources and to support a firm position on conservation in the face of development pressure. Overall, a balance between flexibility and consistency is required.

Latitude for flexibility in a systems plan is largely determined by the attitude of any agency towards its plan, that is, whether the plan is considered to be a tool that provides a means to an end or a rigid framework that must be applied as an end in itself. Some critics feel that the latter view has predominated in Canada. For example, Nelson²³ believes that part of the difficulty encumbering the establishment of a network of protected areas

("wildlands") in Canada "arises from attempts to impose a uniform system on areas with differing historic, social and biophysical backgrounds."

A conventional approach to maintaining flexibility in planning is the review and amendment of plans at regular intervals. An alternative follows a more continuous process in which the planning agency evolves its policies and planning frameworks as it learns from the experience gained in applying them. The discussions we are participating in here demonstrate Parks Canada's motivation to learn from such processes. The role in debating the ideas put forward in this paper is first to help Canadian conservation agencies identify the elements of the systems planning milieu to which plans should be responding and, second, to suggest ways in which planning could be made more responsive to these elements in order to become more effective in its pursuit of conservation objectives.

INSTITUTIONAL ALTERNATIVES

The problems raised in the above sections raise questions about the range of alternative institutional arrangements (organizational, legal, administrative) that might be considered. Institutional adaptations discussed above, such as the expansion of protected area categories, or the integration of different scales of systems plans, are not repeated here. The alternatives listed below are presented out of context to encourage a more wide-ranging and critical appraisal of them by workshop participants:

- innovative and improvisational application of existing institutional arrangements to achieve the earliest possible protection of critical habitat areas and to maintain conservation values of candidate areas for future designation, regardless of representativeness
- incorporation of protected area systems planning into broader systems of land use planning processes and management programs

- creation of institutional hybrids - commissions or advisory boards composed of individuals from a wide constituency of interests, which would derive powers from a wide range of legal mechanisms for dedicating areas with varying levels of protection
- focusing organizational and system design around the interpretation and implementation of protected area objectives expressed by the public and other interests at the local and regional levels
- networking - exploitation of working level or local communications links to establish a network of interconnected conservation interests that would formulate conservation objectives and mechanisms and inject these into upper levels of bureaucracy
- replacement of institutional approaches to conservation by approaches designed and implemented by citizens, public interest groups, non-government organizations and private landholders.

Conclusions

The primary purpose of this report has been to review the caucus response to the candidate areas task and probe a little deeper to bring forth questions relating to systems completion and extension in Canada. The questions raised vary enormously in scale and considerations of the validity of a systems approach through to specific concerns on criteria used. Themes that run consistently through caucus reports are the need for more public input and greater flexibility, and coordination at a regional level. There is also very strong support for systems planning, and in particular, the need for completing the Parks Canada system.

This public voice does not seem to be mirrored in Parks Canada thinking. A recent Parks Canada Superintendents' Futures Conference on priorities for the 1980's²⁴ put forward three goals:

- maintain the existing system
- maintain and improve services
- the North.

Conspicuous by its absence from the priorities list is any mention of systems completion per se, although it is presumed that the northern priority had at least some basis in systems completion.

The most important questions that can be asked relating to systems completion are not those more technical "how to" questions discussed in the preceding section. These are details. The fundamental questions are:

- Are agencies responsible for protective area systems, making systems completion one of their top priorities and allocating resources accordingly, or are they merely seeking to maintain what they have?
- Is there the political will at all levels to recognize the importance and urgency of systems completion and land acquisition in an increasingly more competitive environment?

If the answer to either of these two questions is negative then no amount of tinkering with the categories is going to lead to an early realization of a well-planned protected area system in Canada. Adjusting the carburetor will not move a car with no wheels.

One way of putting the wheels on the car is through getting the guy down the road to help, the public. Both politicians and agencies can be made to respond to public demand. This will not happen unless the public is made aware of the situation, unless the general level of park literacy is raised. Telling figures from Atlantic caucus reports reveal that up to 25 percent of questionnaire respondents, presumably highly-motivated, knowledgeable respondents, had "don't know" responses to systems questions. It seems, therefore, that major efforts need to be made

in terms of public education on protective area matters if systems completion is to become a reality in Canada.

In all this it should not be forgotten that systems planning is a means and not an end. The goal is to establish a network of protected areas of various types for various reasons. In some cases systems planning will be driving force, in others a more ad hoc process might be more effective. However, in all cases it seems that public support, agency priority and political will are the triad of necessary prerequisites. Hopefully this assembly can play a key role in stimulating all three.

NOTES

1. Quoted in personal correspondence with Robert C. Scace, Project Manager, Heritage for Tomorrow, Reid Crowther, Calgary.
2. R.A. Reid, "The Role of National Parks in Nature Preservation." In The Canadian National Parks: Today and Tomorrow, Conference II, edited by J.G. Nelson, R.D. Needham, S.H. Nelson and R.C. Scace. Studies in Land Use History and Landscape Change, No. 7 (Waterloo: University of Waterloo, Faculty of Environmental Studies 1979), Volume 1, p. 105-113.
3. Task Force on Northern Conservation, Report of the Task Force on Northern Conservation (Ottawa: Department of Indian Affairs and Northern Development, 1984).
4. International Union for Conservation of Nature and Natural Resources, Categories, Objectives and Criteria for Protected Areas, Committee on Nomenclature, Commission on National Parks and Protected Areas (Morges, Switzerland: 1978).
5. Ibid.
6. H. Eidsvik, Senior Policy Advisor, Parks Canada. Personal communication (in verbis), 1985.
7. Lands Directorate, Inventory of Natural Area Protective Designations in Canada (Ottawa: Environment Canada, 1985 (in press)).

8. These sites are: Nahanni National Park, L'Anse aux Meadows National Historic Park, Dinosaur Provincial Park, Kluane National Park, The Burgess Shale Fossil Site (Yoho National Park), Anthony Island Provincial Park, Head-Smashed-In Buffalo Jump, Wood Buffalo National Park, and the four contiguous Canadian Rocky Mountain Parks.
9. See R.C. Scace and C.J. Martinka, editors, Towards the Biosphere Reserve: Exploring Relationships between Parks and Adjacent Lands. Proceedings of an International Symposium held at Kalispell, Montana, June 22-24, 1982 (Denver, Colorado: US National Park Service, 1983).
10. C.A. Mondor, "Expansion of the National Parks System," Advance Paper No. 10, 1985 Superintendents' Conference, Banff National Park (Parks Canada, 1984).
11. Ibid.
12. Parks Canada, National Marine Parks Draft Policy (Ottawa: Environment Canada, 1984).
13. D. Yurick, Marine Studies, National Parks Systems Division. Personal communication (in litt.), 1985.
14. Lands Directorate, Inventory.
15. From P.M. Tascherau, The Status of Ecological Reserves in Canada (Ottawa: Canadian Council on Ecological Areas, 1985).
16. All statistics from Land Directorate, Inventory.
17. Derived from conversations and correspondence with coordinators and the senior author's experience on the British Columbia caucus.
18. Although no priorities are given in the New Brunswick caucus report, a classification of the New Horizon Project areas has subsequently been compiled, listing the areas as high priority (66) and low priority (14).
19. Task Force on Northern Conservation Report, p. 40.
20. Ibid.
21. Parks Canada, Parks Canada Policy (Ottawa: Environment Canada, 1983).

22. Parks Canada, National Parks System Division, National Parks Branch, Executive Summary: National Parks and National Marine Parks System Planning Process Manual, second draft (Hull: Parks Canada, February 1984).
23. J.G. Nelson, Canada's Wildlands, Working Paper No. 4 (Waterloo: University of Waterloo, School of Urban and Regional Planning, 1979).
24. Quoted in the Northwest Territories caucus report, p. 18. See, Parks Canada, Managing Heritage: The Next 100 Years, National Superintendents' Conference, Banff, Alberta, February 11-15, 1985, Final Report (Ottawa).

Appendix I

Summary of Regional Caucus Response to Candidate Areas Task

BRITISH COLUMBIA

Candidate Areas List:

Yes - 187 areas

How List Generated:

- 6 Regional Caucuses
- public meetings
- questionnaires

Classification/Prioritization (No. areas):

- | | |
|-------------------------|-----------------------------|
| 1) Nature Reserve (25) | Heritage River Corridor (6) |
| Wilderness Reserve (23) | Heritage Trail Corridor (6) |
| National Park (12) | Scenic Road Corridor (5) |
| Provincial Park (53) | Scenic Waterway (6) |
| Regional Park (13) | Historic Site (17) |
| Natural Landmark (4) | Biosphere Reserve (1) |
| Recreation Area (10) | World Heritage Site (1) |

- 2) Urgent/Not Urgent (41/140)

Systems Completion Recommendations:¹

- 1) That areas being considered for possible park status be announced to park interest groups at the same time as they are made known to the exploitation industries.
- 2) That a system design for fresh water environments, marine environments, as well as for terrestrial environments be completed so as to help define a priority system of natural areas for scientific purpose.

- 3) South Moresby Island is a top priority for protection.
- 4) Need for a "State of the Parks" report to the citizens of B.C. in 1986, wherein the provincial government will fully describe its plan for completion of the provincial park system in the form of new park candidates; its intent, process and timetable for the redesignation of existing areas within the current system ...; and ... full identification of those policy changes now underway or anticipated, the options available, and their consequences to the park system

PRAIRIE PROVINCES

Candidate Areas List:

- Yes - Alberta, 52 areas
 - Saskatchewan, 14 areas
 - Manitoba, none

How List Generated:

- Provincial Representatives
 - questionnaires (selected public; interest groups)
 - telephone campaign
 - public meetings

Classification/Prioritization (No. areas):

- 1) International/National (14)
 - National (10)
 - Provincial (26)
 - Regional (13)
 - Local (3)

Systems Completion Recommendations:¹

- 1) Parks Canada strive to involve aboriginal peoples.

- 2) Government support local involvement.
- 3) Need national heritage survey and data bank.
- 4) Broaden definition of heritage to include air, water, soil.

ONTARIO

Candidate Areas List:

No

How List Generated:

Public Meetings

Classification/Prioritization (No. areas):

No

Systems Completion Recommendations:¹

- 1) Completion of nature reserve system.
- 2) Clarification of park selection criteria.
- 3) Future built heritage site selection should concentrate on smaller local projects and cultural landscapes.
- 4) Development of new strategies for heritage area acquisition.

QUEBEC

Candidate Areas List:

Yes - 33 parks
- 9 rivers

How List Generated

Public Hearings

Classification/Prioritization (No. areas):

No

Systems Completion Recommendations:¹

- 1) Que le gouvernement du Québec complète le réseau des parcs de conservation du Québec, et qu'il démontre une plus grande volonté politique à le faire en y apportant les ressources nécessaires.
- 2) Que le réseau des espaces protégés soit étendu de façon à permettre aux québécois de disposer des moyens de sauvegarder tous les habitats représentatifs du territoire du Québec.

ATLANTIC

Nova Scotia

Candidate Areas List:

Yes - 84 areas

How List Generated:

Questionnaire

Classification/Prioritization (No. areas):

No

New Brunswick

Candidate Areas List:

Yes - 17 areas

- 119 areas (New Horizons project)

How List Generated:

Questionnaire (interest groups)

Public meetings

New Horizons Project

Classification/Prioritization (No. areas):

No

Newfoundland

Candidate Areas List:

Yes - 39 areas

How List Generated:

Questionnaire (public; interest groups)

Public meetings

Classification/Prioritization (No. areas):

No

Atlantic Overview

Systems Completion Recommendations:¹

- 1) Complete national parks system.
- 2) Establish sound public participation programs.
- 3) Establish first marine parks in conjunction with existing terrestrial parks.

YUKON

Candidate Areas List:

No

How List Generated:

Public Meetings

Classification/Prioritization (No. areas):

No

Systems Completion Recommendations:¹

1) Territorial Parks.

- develop criteria for park selection through public consultation;
- federal government make land available for territorial parks so as not to prejudice native land selection;
- that territorial parks system (a) include a full range of park uses, and (b) examine joint designations (e.g., biosphere reserves, ecological reserves).

2) Critical Habitat Areas.

- government take immediate steps to protect cultural habitat areas;
- full range of protective designations be used;
- complete inventory.

3) National Parks.

- federal government actively seek cooperation of third party interests to help establish new park areas.

4) Historic Site.

- that Yukon government establish new legislation which would include a system for designation of historic sites.

NORTHWEST TERRITORIES

Candidate Areas List:

No

How List Generated:

Public meetings

Classification/Priorization (No. areas):

No

Systems Completion Recommendation:¹

1) Dene Perspective

- criteria for conservation area selection does not meet Dene needs.

NOTE

1. It was not possible to present all caucus recommendations. The list includes only major recommendations pertaining to systems completion. For detailed information on recommendations please review individual caucus reports in this volume and caucus supplementary reports in volumes 3 and 4 of the Proceedings. See, too, Volume 1 for consolidation of most caucus' - related recommendations.



**Conservation of Heritage Resources
in the Yukon
Yukon Caucus Report**

Nancy MacPherson, Coordinator

What happened in the North...will be of great importance to the future of our country; it will tell us what kind of a country Canada is; it will tell us what kind of a people we are.

In the North, certain ecosystems and certain migratory populations can be protected and preserved only by recognizing the inviolability of wilderness.

Justice Thomas Berger

Native people perceive themselves as an integral part of the land, but they do not own it. It is their lifeblood and homeland, a place full of cultural history and inherent value. Many non-native Canadians perceive the north as the last frontier, a wilderness or space to be owned, exploited and regulated as so much of the land in southern Canada has been.

Father René Fumoleau

Table of Contents

	<u>Page</u>
ACKNOWLEDGEMENTS	53
INTRODUCTION	54
The Yukon Context	55
Major Recommendations	56
REVIEW OF NATURAL AND CULTURAL HERITAGE CONSERVATION IN THE YUKON	58
Territorial Parks	58
Recommendations	60
Critical Habitat Areas	60
Recommendations	63
National Parks	63
Recommendations	66
Historic Sites	66
Recommendations	69
Archaeology	69
Recommendations	71
Native Cultural Heritage	72
Recommendations	74
Museums	75
Recommendations	75
Archives	77
Recommendations	78
APPENDIX I: Canadian Assembly Project, Yukon Caucus	79
APPENDIX II: Workshop Agenda and Participants	80
APPENDIX III: Reading List	84

List of Figures

	<u>Page</u>
1. Proposed Park Reserves	59
2. Critical Habitat: Game Sanctuaries	62
3. National Parks	65
4. Territorial and National Historic Sites	68
5. Archaeological Sites and Localities	70
6. Linguistic Divisions	73
7. Communities with Museum Facilities	76

Acknowledgements

As a result of this project, individuals and organizations interested in cultural and natural heritage conservation in the Yukon Territory have had an opportunity for the first time to work together on a project of mutual interest and concern. We are grateful to Parks Canada for making the funds available to undertake this National Parks Centennial project, thereby providing a greater understanding of our natural and cultural heritage.

We would like to thank the representatives from the fields of cultural and natural heritage conservation who gave of their time and energy to participate in the work of the Yukon caucus throughout the year (Appendix I). In addition we are grateful to the Yukon Conservation Society for providing office space and support staff throughout the project, to the Council for Yukon Indians for providing meeting rooms, and to the Department of Renewable Resources, Government of Yukon, for its assistance with maps.

Nancy MacPherson, Yukon Caucus Coordinator

Tom Munson, Rosanna White and Jill Pangman
Staff of the National Parks Centennial Project,
Yukon Conservation Society

Introduction

The work of the Yukon caucus for the National Parks Centennial fell into three major areas of activity.

- 1) The organization of public meetings, a major workshop and working group to review, analyze and prepare recommendations on natural and cultural heritage issues in the Yukon (contained in this report).
- 2) The undertaking of major research papers in support of the work of the Yukon caucus:
 - (a) "Conservation Through Native Claims" by John U. Bayly, undertaken jointly with the Northwest Territories (NWT) caucus.
 - (b) "Legislative Opportunities for Delegation of Managerial and Policy Making Responsibilities to Northerners in Implementing Conservation Strategies on Northern Lands" by Letha J. MacLachlan, undertaken jointly with the NWT caucus.¹
 - (c) "Selection Criteria for Northern National Parks, A Critical Review" by Tom G. Munson.²
 - (d) "Heritage for Tomorrow - in the Yukon" by Linda R. Johnson.²
- 3) The design and preparation of a mobile display entitled "The Changing Yukon" depicting major natural and cultural heritage themes of Yukon's past, present and future.³

This report contains major recommendations arising from both the March, 1985 workshop in Whitehorse and the Northern Caucus workshop at the Canadian Assembly in Banff, September, 1985. In addition specific recommendations concerning a wide range of natural and cultural heritage areas in the Yukon are included with accompanying maps to illustrate the extent of the sites currently protected in the Yukon.

The work of the Yukon caucus was sponsored by three major organizations in the Yukon - the Yukon Conservation Society, the Yukon Historical and Museums Association and the Council for Yukon Indians. The recommendations contained in this report are solely the position of the Yukon caucus and should not be interpreted as policy positions of these organizations.

THE YUKON CONTEXT

The Yukon Territory is a rugged land of coastal plains, plateaus and mountains. The small population of 25,000 people is comprised of approximately one-third native Indian people, and two-thirds non-native residents. The Yukon contains some of the oldest cultural artifacts of man in North America, and some of the most spectacular natural features in the world. A number of these resources are protected by park status, such as Mount Logan inside the borders of Kluane National Park Reserve.

However, many of the cultural and natural heritage features of the Yukon have no protection. While the Yukon caucus sees the completion of a parks system in the north as an important component of protection for heritage conservation, it is imperative that the concept of protection not be limited to boundaries. Boundaries cannot protect many of the truly spectacular features of northern heritage such as the Porcupine caribou herd which migrates through Alaska, the Yukon and into the NWT. Other forms of protection for resources that cannot be given site specific protection must be developed. It is crucial that northern land and water resources be protected to the greatest extent possible for these resources are the life link of many northerners to their past and their future.

Despite the remoteness and small population of the Yukon, development activities have posed a threat to preservation of cultural and natural features. Extensive exploration activity, access roads and mining activity have carried on throughout the years with little or no protection for natural or cultural heritage

features. While non-renewable and renewable resource development are important economic and employment generating activities in the Yukon, we must acknowledge both the intrinsic value of preserving natural and cultural features as well as the economic value of activities such as the wilderness adventure travel industry.

The federal government, through the Department of Indian Affairs and Northern Development (DIAND) has maintained until recently the jurisdiction over most cultural and natural heritage conservation initiatives in the Yukon. The Department of the Environment (DOE) also has a mandate for northern resource conservation and protection. By establishing a Heritage Branch and moving toward the creation of a system of Territorial Parks, the Government of Yukon has recently played a more active role in cultural and natural heritage conservation. With the settlement of Yukon Indian land claims, new possibilities for the protection of heritage resources may emerge.

MAJOR RECOMMENDATIONS

A number of recommendations common to the discussion of specific natural and cultural heritage areas were put forward throughout the work of the Yukon caucus. We feel that these recommendations constitute overriding themes that should be emphasized in considering natural and heritage conservation for the Yukon. They do not appear in any order of priority.

- That greater emphasis be placed on the education of resource managers and the public regarding the values of cultural and natural heritage conservation.
- That the conservation planning process for cultural and natural resource management involve the public in decision making through consultation and review of draft policies and management plans.
- That more native people be involved in the management, planning and interpretation of natural and cultural heritage.

- That existing native place names have priority for cultural and natural features and protected areas in the Yukon.
- That native land claim settlements be of the highest priority.
- That government agencies, public interest groups and the Yukon public continue to work cooperatively toward the conservation of cultural and natural heritage.
- That existing legislation be utilized to its fullest extent to preserve heritage resources.

Recommendations were also put forward during the Canadian Assembly workshop on the North at Banff, September 1985, focusing largely on new approaches to the protection of natural and heritage conservation.

- That new mechanisms such as the Memorandum of Understanding be explored for potential use in arriving at joint agreements between federal and territorial agencies for the protection of natural and heritage conservation features (e.g., Parks Canada/Government of the Northwest Territories (GNWT) Memorandum of Understanding for the creation of Ellesmere National Park Reserve).
- That land claim agreements be viewed as a potential mechanism for the designation and protection of natural and heritage resources (e.g., Committee for Original Peoples' Entitlement (COPE) Agreement - the creation of the Northern Yukon National Park).
- That joint management regimes between parties (federal, territorial, native) be explored to achieve the highest possible level of protection.
- That the Northern Land Use Planning Agreement between DIAND/YTG/CYI⁴ be signed as soon as possible.
- That the World Conservation Strategy be applied to the Yukon.
- That the Report of the Task Force on Northern Conservation be officially acknowledged, accepted and implemented by the Yukon government.
- That federal legislation be reviewed and amended to avoid conflicting mandates with respect to resource management

(e.g., the Fisheries Act, the Quartz Mining Act, the Placer Mining Act, the Territorial Land Use Act).

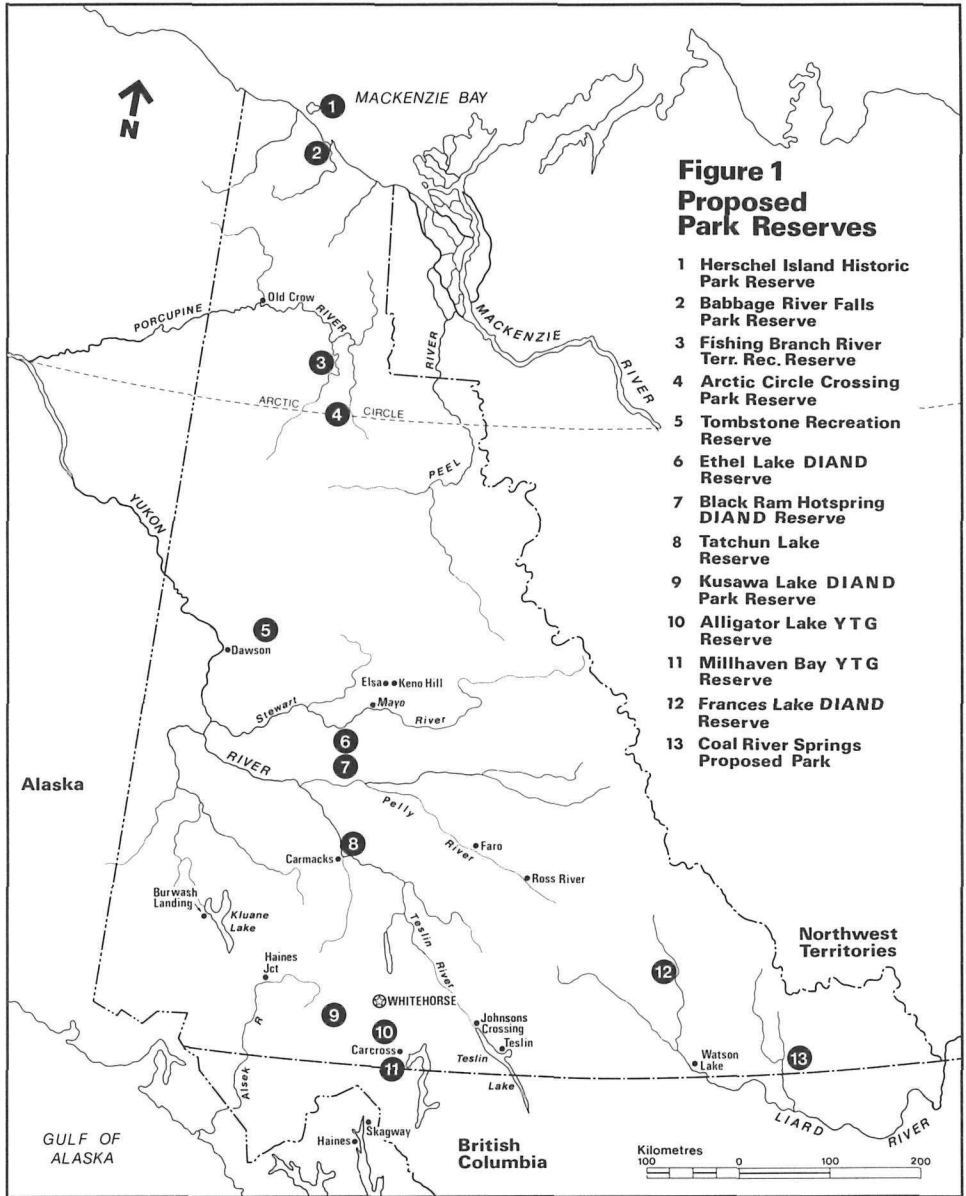
- That the concept of a heritage resource county be considered for the purpose of setting aside an area(s) for traditional activities.
- That protective status be given to areas of habitat for the purpose of reseeding depleted wildlife populations (i.e., gene bank concept).
- That Conservation Agreements be negotiated with industry for the purpose of environmental restoration or joint conservation projects.
- That the international significance of northern conservation values be recognized and that international designations and agreements be negotiated immediately (Porcupine Caribou Herd International Treaty, International Salmon Treaty).
- That the Nature Conservancy of Canada and the World Wildlife Fund be encouraged to become more involved in funding conservation projects in the Yukon.

Review of Natural and Cultural Heritage Conservation in the Yukon

This section reviews each category of natural and cultural heritage in the Yukon, indicating the present status, the legislative base, and recommendations for improvements.

TERRITORIAL PARKS

The Department of Renewable Resources, Government of Yukon, has responsibility for the planning and implementation of territorial parks. Presently there is only one official Territorial Park - Herschel Island (Figure 1). Candidate areas are shown on Figure 1 and include Coal River Springs, Frenchman/Tatchun lakes, Kusawa Lake, Carcross Dunes, and Millhaven Bay. The land base in the Yukon is controlled primarily by the federal government. These areas have been designated Territorial Park Reserves which indicates they are



still crown land. The only exception to this is Herschel Island which is under Government of Yukon control.

There is no set of approved criteria for the selection of territorial parks, nor a territorial parks policy. However, government officials indicate that both a parks policy and a parks system plan are currently being developed under the Territorial Parks Act. In conjunction with this initiative, a public consultation process will be implemented for review of the policy and the Parks System Plan. To that end the department has recently initiated a successful public consultation process on the Coal River Springs candidate area.

Recommendations

- That a set of criteria for parks selection be developed through consultation with the native and non-native population, and that these criteria be applied to the proposed system of territorial parks.
- That the federal government make available an adequate land base for a system of territorial parks that does not prejudice land selection for Yukon Indian people.
- That the territorial parks system:
 - (a) include a full range of park uses, for example recreational, cultural, nature preserves and habitat protection
 - (b) examine the possibility of joint designations and cooperative mechanisms such as biosphere reserves and ecological reserves.

CRITICAL HABITAT AREAS

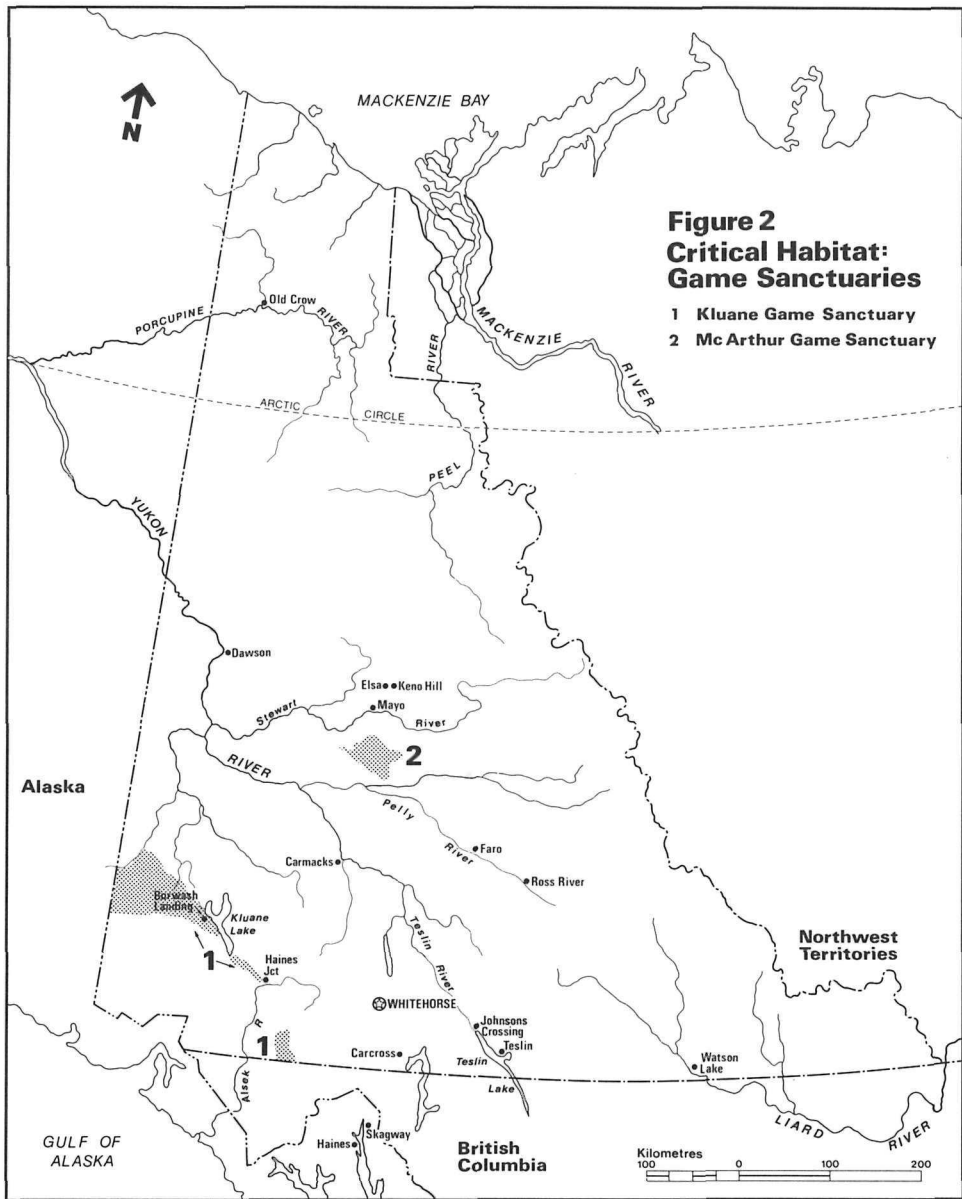
Despite generally low species abundance and variety, the wildlife populations of the Yukon constitute an integral component of the territory's heritage. Specific habitat areas are essential to the survival of these populations; critical habitat can be defined as areas of land or water of limited extent which are

essential to a particular life cycle stage of a species. Such an area would contain unique biological features or would traditionally be used by a species at a crucial point in the life cycle. Disturbance of these areas or alienation of a species from the area would seriously disrupt population dynamics. For example, migrating waterfowl use open water areas in the early spring for feeding and resting; caribou traditionally calve in areas of the northern tundra during the summer months. These critical habitat areas would be afforded some protection as a means of ensuring the survival of northern wildlife species.

Many of the areas in the Yukon that are critical to specific wildlife populations have not been identified; those that have been identified may not receive any protection during the crucial life cycle periods. Human disturbance or resource development pressures could permanently damage these critical habitats, thus reducing species survival rates.

Legislation does exist to offer protection to critical habitat areas, with possible designations as wildlife reserves, sanctuaries, and protected habitat for rare and endangered species. At the federal government level, the Canada Wildlife Act and the Migratory Birds Convention Act can establish protected areas. The Yukon Wildlife Act can offer protection on the territorial level. However, little use has been made of this legislation; only two sanctuaries, the MacArthur and Kluane game sanctuaries, exist in the Yukon (Figure 2). This contrasts with steps that other regions of Canada have taken to protect habitat: in the NWT, 61 critical migratory bird terrestrial habitat sites have been identified and 14 bird sanctuaries have been designated for protection.

Land claims offer another means of protecting critical habitats. Within the confines of the new Northern Yukon Park, created under the COPE land claim, the critical calving grounds for the Porcupine caribou herd have been protected. The land claims process could be used to protect other critical habitats when a settlement is reached in the Yukon. Delays in land claims discussions, resource development pressures and jurisdictional



competition between different levels of government have created an impasse in land use planning and designation of protected habitats in the Yukon. The Government of Yukon does not have a wildlife policy in place to define the management strategies and needs of wildlife species. Most importantly, the political will to protect wildlife has not been demonstrated at either the territorial or federal government level.

Recommendations

- That federal and territorial governments take immediate steps, that will not prejudice land selection for Yukon Indian people, to protect critical habitat areas through existing legislation or federal land claim agreements. Identified critical habitat areas including the Old Crow Flats, Nisutlin Delta and McClintok Bay should be of the highest priority for protective status.
- That the full range of protective mechanisms including sanctuaries, nature reserves, ecological sites, and biosphere reserves be considered.
- That federal and territorial governments complete the process of identifying critical habitat areas throughout the Yukon.
- That a territorial wildlife policy be developed in consultation with the Yukon public, to determine management strategies for wildlife species which would incorporate the full range of consumptive and non-consumptive wildlife values.
- That the water license and land use permit processes recognize the need to offer protective status to critical habitat areas in relation to crucial life cycle stages of species.

NATIONAL PARKS

National parks are intended to protect representative examples of the diversity of Canada's landscape. To this end Parks Canada

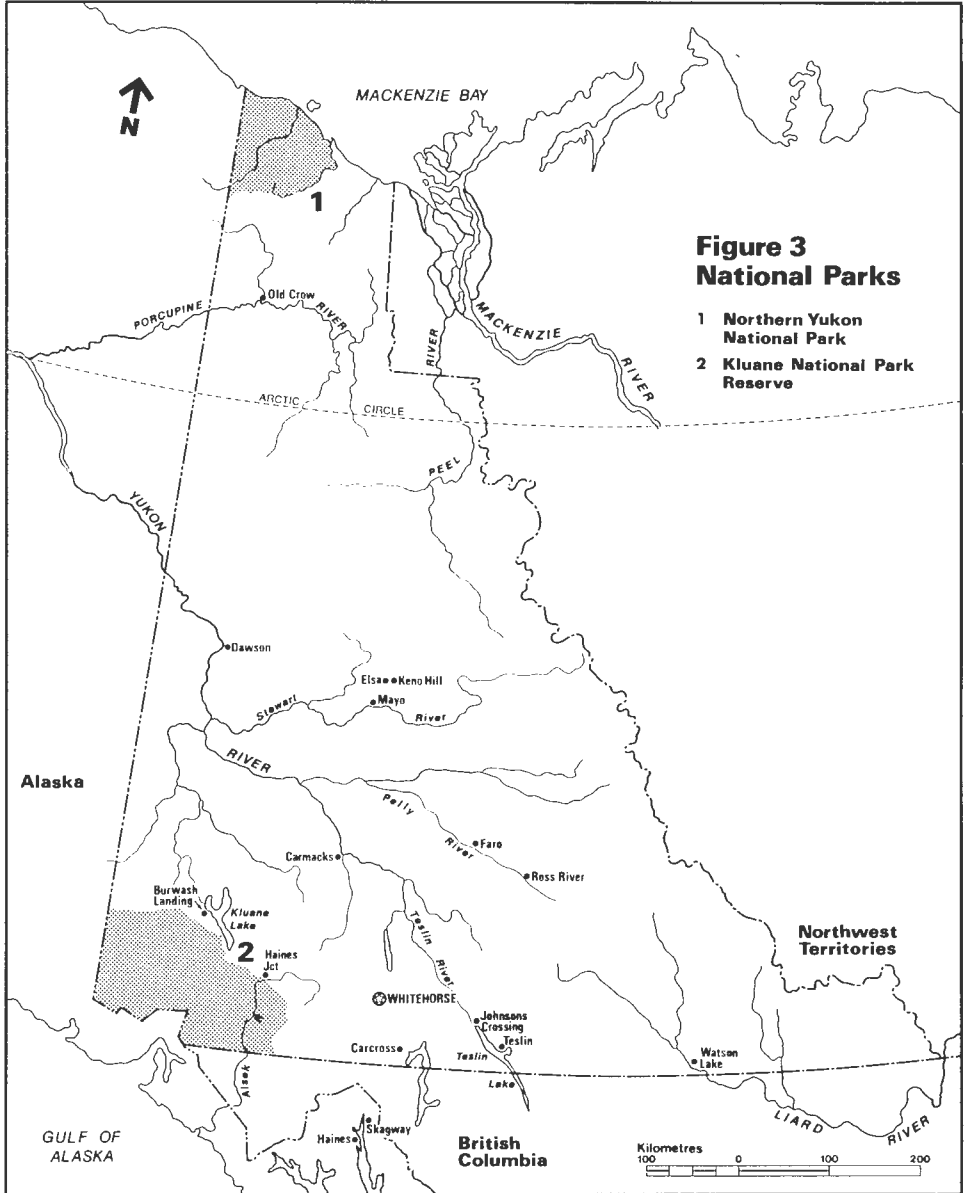
has divided Canada into 48 Natural Regions, of which 39 are terrestrial and nine are marine. Parks Canada aims to have each of these natural regions represented in the system of national parks and national marine parks.

Four of the regions lie wholly or partially in the Yukon: Northern Coastal Mountains, Northern Yukon, Northern Interior Plateaus and Mountains, and Mackenzie Mountains. The first region is represented by Kluane National Park Reserve. Full park status is pending final settlement of Yukon Indian land claims. The second region, represented by the Northern Yukon National Park, has received park status under the Committee for Original Peoples' Entitlement (COPE) land claim legislation. The area south of the park - the Old Crow Flats - may be included in the park at a future date pending negotiations with the Old Crow Band Council. The two national parks are shown in Figure 3.

Kluane National Park Reserve was established in 1972; Parks Canada adopted a public consultation process to develop the park management plan. The wilderness character of Kluane is the most outstanding feature; interpretive programs focus on the coastal mountains and icefields, the mountain valleys with their variety of wildlife, and the glaciers and meltwater rivers. A portion of the Alsek River, flowing south from Kluane to the Alaskan coast, was recently designated a Canadian Heritage River.

Certain concerns related to the Kluane Management Plan have been identified. For example, park officials have been developing a transport system to an interior glacier; this project has resulted in questions about access within the park and the cost-benefit of such an expenditure. Finally, concern has been expressed about policies for archaeological research within park boundaries.

The Northern Yukon National Park will be setting a precedent with joint management regimes involving the federal and territorial governments and COPE, as established by the land claim agreement. Specific management concerns relate to the Porcupine caribou herd and to increasing visitor use of the area. The caribou



traditionally calve within the park boundaries, and migrate far beyond these borders. The park will only offer protection within a small area; a strong management regime is crucial for areas adjacent to the park to ensure adequate caribou protection. The influx of park visitors will affect the wildlife in the area and the inhabitants of Old Crow - a Loucheux Indian community on the Porcupine River. Management strategies are needed which will minimize the disruption to critical life stages of caribou on the calving grounds; similarly, park managers should be sensitive to the concerns of Old Crow residents.

Yukon Indian people have not been involved in the planning, management and interpretation of national parks to date; however, Parks Canada has indicated that this situation will change in the near future.

Recommendations

- That Parks Canada actively seek the cooperation of third party interests such as municipalities, CYI/native bands, territorial governments and private interests in reaching agreements that will facilitate the designation, management and interpretation of new national park areas.
- That Parks Canada maintain a public consultation process which will involve the Yukon public in the planning for the Northern Yukon National Park.
- That Parks Canada allow archaeological research by non-Parks Canada researchers, and that resulting collections be curated in an appropriate facility in the Yukon.
- That local native communities be involved in interpretive programs and consulted with respect to archaeological research and parks planning.

HISTORIC SITES

Many different groups are involved with historic site restoration and interpretation in the Yukon, including federal, territorial and municipal governments, Council for Yukon Indians,

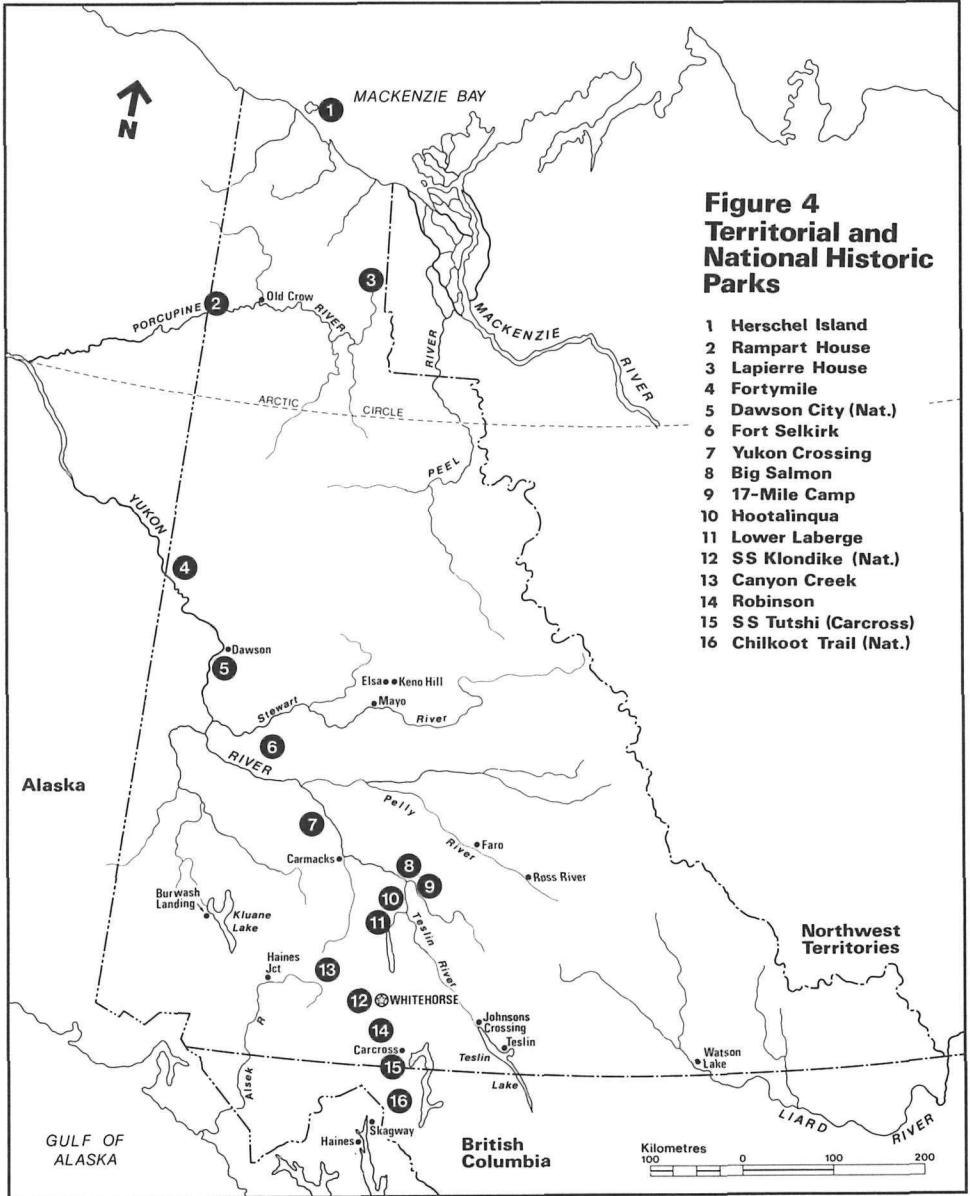
Yukon Historical and Museums Association (YHMA), museums and private individuals. A range of mechanisms for protection of historic sites is available, including: federal legislation (Historic Sites and Monuments Act and National Parks Act), territorial legislation (Territorial Parks Act and Historic Sites and Monuments Act) and native land claim agreements.

Due to the relatively short existence of the Government of Yukon Heritage Branch, no specific Yukon heritage legislation or policy has been drafted. The Heritage Branch does have a set of selection criteria for historic sites, and management plans are developed for each site. Although ten broad themes are used in site selection, transportation systems and Klondike Gold Rush are emphasized at this time. Stabilization of structures is a current priority at historic sites, with much work centered on Gold Rush buildings. A number of historic sites have been designated for protection as shown in Figure 4.

The Heritage Branch is responsible for museums, archaeological and historic sites in the Yukon. Recent major advances have been the hiring of a Museums Advisor and an archaeologist for site inventory and research. It is felt that the public could be of assistance to heritage staff, particularly at the inventory stage in identification of significant sites. Local knowledge of historic and archaeological sites can complement work being done by the Heritage Branch.

The Historic Sites Branch of Parks Canada has a longer history in the Yukon; this branch focuses on several historic sites in Whitehorse and Dawson City. Current projects relate to Klondike Gold Rush themes; however, the management plan for the Chilkoot Trail hopefully will include interpretation of the native cultural heritage of the area. Both government departments are lacking interpretive programs that reflect native culture and traditional uses at historic sites.

Several of the historic sites being restored by the Heritage Branch will become territorial parks in the future; more cooperation



between the Heritage Branch and Department of Renewable Resources is needed for these transfers. A planning process which ensures information sharing and cooperative research and site development would be a positive step.

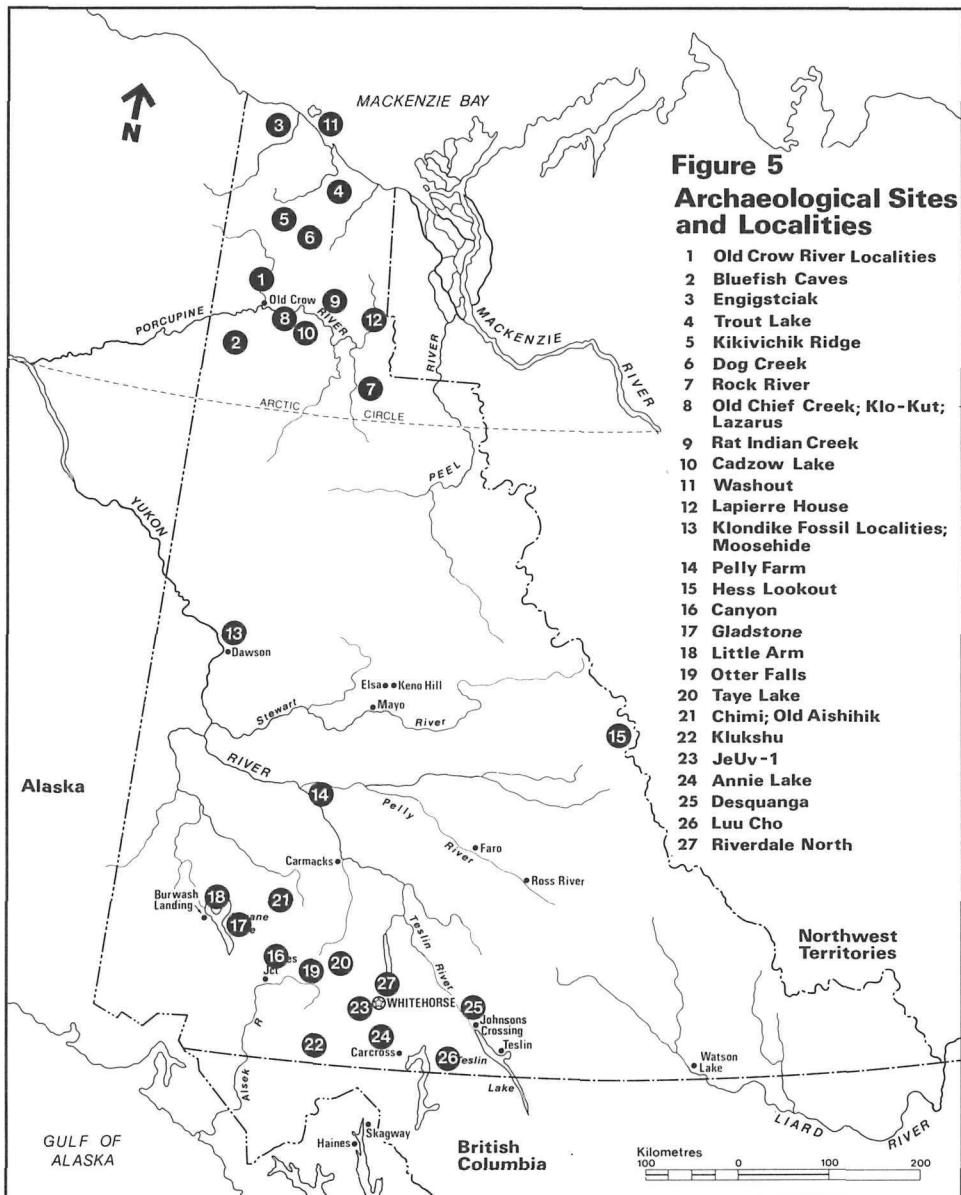
Recommendations

- That the Yukon government make the development of new heritage legislation a priority.
 - (a) That this new legislation establish a Yukon Heritage Advisory Board which would include members of major heritage interest groups and others involved in the field; included in the role of this board would be an advisory function to the Heritage Branch.
 - (b) That the new legislation include a system for designation of historic sites.
- That the public be involved in historic sites inventory and planning.
- That the relationship between Territorial Parks, Department of Renewable Resources and Heritage Branch be defined.

ARCHAEOLOGY

Very little inventory has been done to determine the full extent of archaeological resources in the Yukon. Where in-depth research has been carried out, for instance in the Old Crow area, major artifacts have been discovered, dating back 30,000 years. The Southern Lakes area near Whitehorse, Macmillan Pass on the NWT border and the Alaska Highway pipeline corridor have received some study in recent years. However, in comparison to southern Canadian areas, little is known about the archaeology of the Yukon. Identified sites are shown in Figure 5.

Archaeological work has not been well integrated into the land use planning system in the Yukon; thus, opportunities for archaeological inventory have been missed in the Yukon River Basin



studies and other baseline inventories. However, recent ecological land surveys carried out by the Department of Renewable Resources have included archaeological data collection.

No comprehensive legislation has been passed for the protection of archaeological resources in the Yukon. Although archaeological regulations exist, no territorial act deals specifically with archaeology. On a federal level, the Archaeological Survey of Canada (ASC) carried out some field work in the Yukon; however, archaeological material found by the ASC does not remain in the Yukon but is removed to Ottawa for curatorial purposes. Parks Canada has conducted archaeological research in Kluane National Park and the recovered material is curated at the regional office in Winnipeg. Much concern has been raised in northern Canada about the removal of artifacts and specimens to places outside the Yukon.

The Council for Yukon Indians has included archaeology and heritage resources as a major component of its land claim research and negotiation, and as such has expressed a strong interest in protection, management and interpretation of archaeological resources of the Yukon.

Recommendations

- That archaeological values be integrated fully into the current system of federal, territorial and municipal land use planning and permitting systems and advisory boards.
- That all resource managers be made aware of heritage resource values and their need for protection.
- That a comprehensive set of federal/territorial and municipal legislation be drafted and enacted to manage and protect archaeological resources, including resource impact assessments for archaeological sites.
- That Yukon artifacts be curated and stored locally where possible.

NATIVE CULTURAL HERITAGE

The preservation and retention of native languages is crucial to the future integrity of Yukon Indian cultural heritage. Currently there are seven native languages spoken in various regions of the Yukon (Figure 6):

Loucheux - Old Crow area

Han - Dawson area

Northern and Southern Tutchone - northern central Yukon and Tagish area

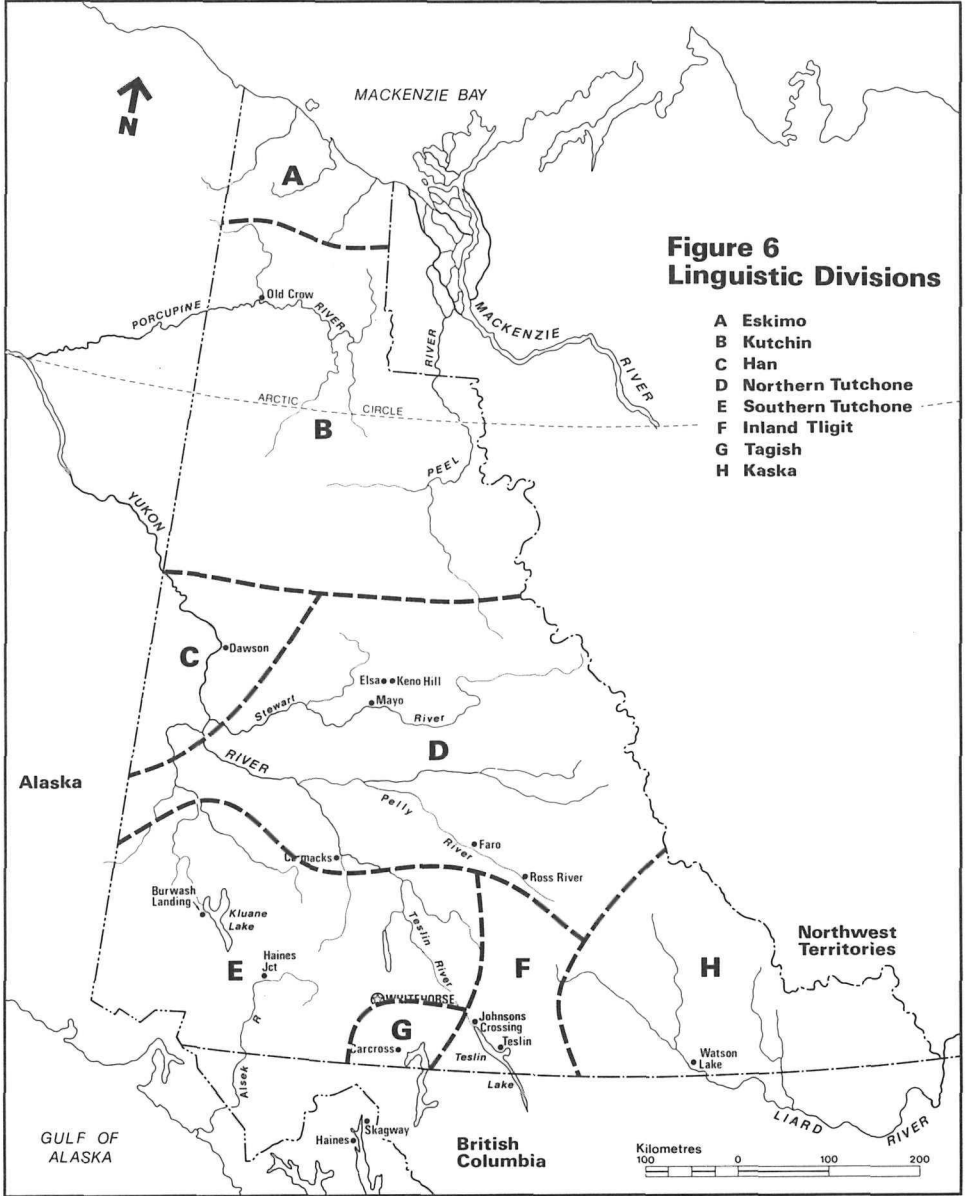
Kaska - Ross River area

Tlingit - southwestern Yukon

Tagish - Tagish area.

All six of these languages are in need of protection, particularly Tagish for only three or four people remain who speak this language. Most Indian young people speak English, and although they may have a passive understanding of their language from their elders, most can neither speak nor write their language. The elders remain the only link with Yukon Indian languages and the unwritten history contained within these languages. Oral history recordings and place name studies are desperately needed to document this valuable information before it is lost.

The federal and territorial governments responsible for Yukon Indian people have been slow to offer protection to Yukon native languages within the education system. However, at the instigation of Yukon Indian people, the Council for Yukon Indians and the Government of Yukon jointly fund the Yukon Native Languages Centre Program which trains language instructors and provides glossaries and dictionaries. Curriculum materials are developed by the Council for Yukon Indians and by private individuals. These educational kits on various aspects of native history and cultural heritage are provided to Yukon schools. The Kluane Tribal School was started by the Indian people of Burwash in 1978; this facility provides schooling for native students of Burwash, and language training using native teachers.



A new native broadcasting station in the Yukon (CHON FM) provides native broadcasting to 12 native communities with an emphasis on native language and cultural aspects of Yukon Indian people. The land claim agreement currently being negotiated by the Yukon Indian people provides for the protection of Yukon native languages and native cultural history.

Legislation does not exist to offer protection to native languages, however the Charter of Rights could prove to be a useful vehicle in preserving native cultural heritage. The future of Yukon Indian languages depends on the emphasis given to it within the education system, a solid territorial legislative base and continued funding for those programs currently providing language training and curriculum development.

Recommendations

- That territorial legislation be enacted that recognizes the urgency and importance of preservation of Yukon Indian languages and native cultural history.
- That core funding be assured for the continued development of native language programs and native curriculum development by Yukon native people.
- That the Department of Education, Government of Yukon, make every effort to:
 - (a) offer credited native language teacher training through Yukon College
 - (b) offer native languages and native history in all Yukon schools from kindergarten to grade 12
 - (c) offer cultural awareness workshops for all teachers.
- That native languages and native history should be incorporated into interpretive material produced in the Yukon for use by both the resident and tourist population.

MUSEUMS

Museums have a history in the Yukon dating back to the Dawson City Museum, started during the Klondike Gold Rush era. The MacBride Museum in Whitehorse has the only extensive Yukon-wide collection; specialized theme museums are active in Teslin (George Johnston Museum, featuring Inland Tlingit artifacts), Keno (Mining Museum), Burwash (Kluane Museum of Natural History), the Old Log Church Museum in Whitehorse, and Old Crow. Figure 7 shows the communities with museum facilities.

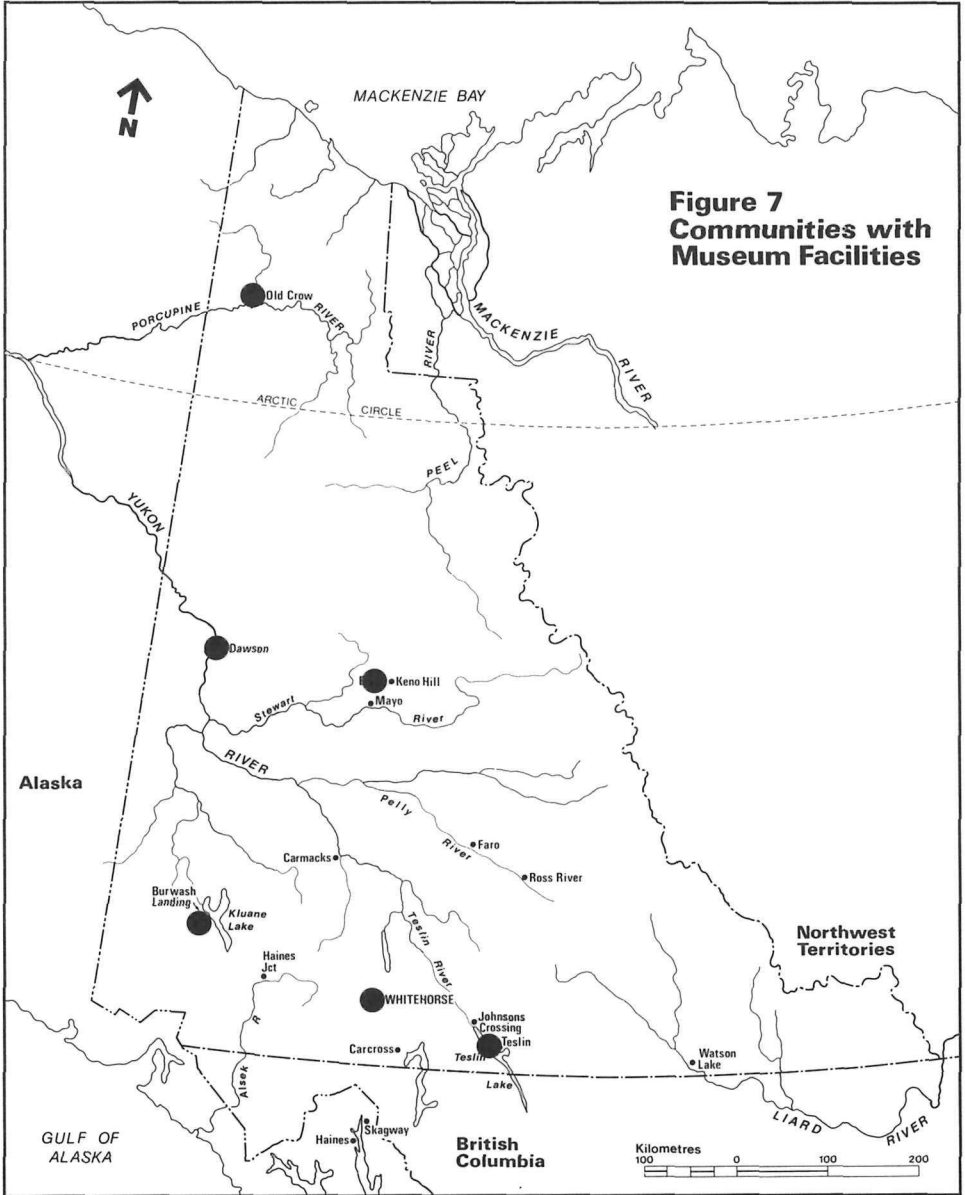
Museums are run by volunteer societies with few paid staff. Most of the facilities are of limited size, and community resources for upgrading are not easily obtained. The limited training of workers in artifact conservation and the high cost of energy to maintain proper environmental controls have caused deterioration of collections. However, improved training programs for curation of artifacts, exhibit design and other technical skills are being offered by the Government of Yukon Heritage Branch and YHMA.

Training programs and monies for upgrading of buildings and storage areas have improved the Yukon's museum capabilities and recently a Museums Advisor has been hired by the Heritage Branch. Artifact collections currently housed elsewhere in Canada should be returned to the Yukon when proper storage and display facilities are available.

Historic Sites and Monuments Acts at the federal and territorial levels offer some protection for artifacts. Development of Yukon heritage legislation and policy will provide further protection and guidelines for management of the Territory's artifacts.

Recommendations

- That appropriate museums legislation and policies continue to be developed at the territorial and institutional levels.



- That upgrading of museum buildings continue where possible to meet acceptable standards for safety and storage.
- That a central "heritage centre" be built to act as a support facility for existing community museums, and provide training, public education programs and storage space for collections of a general nature.
- That museums develop more public education and school programs.
- That tourism marketing for Yukon museums be increased.
- That artifacts housed elsewhere in Canada be returned to the Yukon when proper storage and display facilities are available.

ARCHIVES

The Yukon Archives in Whitehorse is the major archive facility in the Yukon; other archives in the territory are smaller and often associated with museums. Created after the Archives Ordinance in 1971, the Whitehorse facility has a public reading room, environmentally sound storage areas and professional staff. The archives acquires a broad range of current scientific and socio-economic information, catalogues and stores historic materials and makes all this information available to the public in a variety of formats.

As with museums and archaeology artifacts, much of the archival material was taken to Ottawa for storage before facilities were built in the Yukon. To date one collection has been repatriated; hopefully many more will be returned to the Yukon. At present the Yukon facility is outgrowing its storage capacity, though new acquisitions are being accepted. Until 1975 acquisition practises focused on gold rush history since written and audio-visual materials were easily obtainable. Much of native cultural history is oral and not yet recorded, hence it is not currently available at the Yukon Archives.

Recommendations

- That a larger facility be constructed to expand the storage research capabilities of the Yukon Archives.
- That a professional archival conservator be hired to manage collection quality and preservation.
- That a greater emphasis be placed on the recording of native oral history with the cooperation of the Indian bands in the Yukon.
- That microfilm and microfiche capabilities be expanded to protect important territorial documents, to facilitate sharing of resources around the territory, and generally improve access to information.

NOTES

1. The papers by John Bayly and Letha MacLachlan appear in the Northwest Territories Caucus Report in this volume. See also, Note 2.
2. The papers by Tom Munson and Linda Johnson appear in Volume 3 of the Proceedings of Heritage for Tomorrow.... The papers in Notes 1 and 2 are also available upon request from the Yukon Conservation Society, P.O. Box 4163, Whitehorse, Yukon. Y1A 3T3.
3. Display available on loan from the Yukon Conservation Society.
4. YTG - Yukon Territorial Government; CYI - Council for Yukon Indians.

Appendix I
Canadian Assembly Project
Yukon Caucus

NON-GOVERNMENT REPRESENTATIVES

Ms. Nancy MacPherson	Coordinator, Yukon Caucus
Mr. Tom Munson	Yukon Caucus, Yukon Conservation Society
Ms. Rosanna White	Yukon Caucus, Yukon Conservation Society
Ms. Jill Pangman	Yukon Caucus, Yukon Conservation Society
Mr. Jeff Hunston	Archaeologist, Council for Yukon Indians
Ms. Shirley Foster	President, Yukon Historical and Museums Association
Ms. Lori Jackson	Curriculum Development, Council for Yukon Indians
Mr. Albert James	Vice-Chairman, Land Claims
Ms. Kathy McEwen	Critical Habitat Areas

GOVERNMENT ADVISORS

Ms. Yvonne Harris	Director, Lands, Parks and Resources, Renewable Resources, YTG
Mr. Al Hodgson	Chief, Land Planning, Renewable Resources, YTG
Mr. Dale Perry	Director, Heritage Branch, YTG
Mr. Ed Krahn	Museums Advisor
Mr. Mike Murphy	Historic Sites, Parks Canada
Mr. Charlie Zinkan	Superintendent, Parks Canada
Mr. Robin Reilly	Parks Canada

Appendix II

Workshop Agenda and Participants

Approaches to Conservation of Heritage and Natural Areas in the Yukon

March 5, 6, 1985

AGENDA

Tuesday, March 5 7-10 p.m.

INTRODUCTION	- Theme of Workshop - Changes to Agenda	
HERITAGE OVERVIEW	- speaker and film	Ms. Linda Johnson
CONSERVATION OVERVIEW	- speaker and slide show	Mr. Tom Munson

Wednesday, March 6 9-5 p.m.

	<u>Topic</u>	<u>Speaker</u>
9 - 10:30	ARCHAEOLOGY HISTORIC SITES	Mr. Jeff Hunston Mr. Rob Ingram
10:30 - 12	TERRITORIAL PARKS CONSERVATION AREAS	Ms. Yvonne Harris Mr. Dave Mossop
12 - 1	LUNCH - SPEAKER	Hon. Howard Tracey, Minister of Renewable Resources Government of Yukon
1 - 2:30	NATIVE CULTURAL HERITAGE MUSEUMS AND ARCHIVES	Mr. Daniel Tien Ms. Shirley Foster/ Ms. Miriam McTiernan
2:30 - 3:30	NATIONAL PARKS OLD CROW REPRESENTATIVE	Mr. Brent Little Ms. Gladys Netro
3:30 - 5	FOLLOW-UP DISCUSSION	

Wednesday evening 7-9 p.m.

7.00	RECOMMENDATIONS AND CONCLUSIONS	
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HERITAGE FOR TOMORROW - WORKSHOP PARTICIPANTS

Workshop Organizers

Ms. Nancy MacPherson	Yukon Caucus Coordinator, National Parks Centennial, Canadian Assembly Project
Ms. Rosanna White	National Parks Centennial Project, Yukon Conservation Society
Mr. Tom Munson	National Parks Centennial Project, Yukon Conservation Society
Ms. Jill Pangman	National Parks Centennial Project, Yukon Conservation Society

Natural Areas - Conservation

Government of Yukon

Renewable Resources

Hon. Howard Tracey	Minister Renewable Resources (lunch speaker)
Ms. Yvonne Harris	Director, Lands, Parks and Resources
Mr. Al Hodgson	Chief of Planning
Ms. Karen McKenna	Natural Features Inventory
Mr. Joe Kuhn	Supervisor, Habitat/Land Use Planning
Mr. Findlay MacCrae	Parks Planner
Mr. Steve Smith	Regulations Officer - Policy
Mr. Tim Mctiernan	Director, Policy
Mr. Dave Mossop	Small Game Biologist
Ms. Kathy Bissett	Planning
Ms. Sandy Sopola	Planning
Ms. Pat Lortie	Land Use - Vegetation Specialist

Government of Canada

Department of Indian Affairs and Northern Development

Mr. Gerry Whitley	Regional Manager, Water Resources
Mr. Dave Downing	Geology Branch
Mr. Julian Inglis	Director, Environmental Conservation, Ottawa

Department of the Environment

Parks Canada

Mr. Charlie Zinkan	Superintendent, Kluane National Park
Mr. Mike Murphy	Superintendent, National Historic Sites
Mr. Brent Liddle	Chief Park Interpreter
Mr. Dave Porter	Historic Sites

Canadian Wildlife Service

Mr. Don Russell, Caribou Biologist

Non-Government Representatives

Mr. Gavin Johnson	Northern Biomes Ltd.
Mr. Kathy McEwan	Northern Biomes Ltd.
Ms. Joyce Majesky	Northern Biomes Ltd.
Mr. David Petrovitch	Northern Biomes Ltd.
Mr. Dale Eftoda	Ducks Unlimited
Mr. Paul Dabbs	Yukon Outdoors Club
Ms. Nancy Dykstra	Yukon Outdoors Club
Ms. Kathy Moylan	Heritage North Cooperating Association
Mr. Helmut Grunberg	Yukon College - Biology Teacher
Mr. Keith Clarke	Yukon College student
Mr. Ken Frankish	Yukon College student
Mr. Claude Rousseau	Yukon College student
Mr. Mike MacArthur	Yukon College student
Ms. Alison Ball	Yukon College student
Mr. Roger Kimmerly	MLA, Whitehorse South
Ms. Truska Gorrell	Whitehorse City Councillor

Heritage Conservation

Government of Yukon

Heritage Branch

Mr. Dale Perry	Director
Mr. Rob Ingram	Historic Resources Officer
Ms. Helen Dobrowski	Historic Sites Technician
Ms. Lori Stewart	Historic Sites Technician
Mr. Ed Krahn	Museums Advisor
Mr. Bruce Barret	Historic Sites

Department of Tourism

Mr. John Lawson	Deputy Minister, Tourism
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Archives

Ms. Miriam McTiernan	Director, Archives
Mr. Charles Meyer	

Commissioner - Doug Bell

Non-Government Representatives

Council for Yukon Indians

Mr. Albert James	Vice-Chairman, Land Claims Negotiations
Ms. Gladys Netro	Resource Development Project
Mr. George Vitiqva	Resource Development Project
Ms. Lori Jackson	Curriculum Development
Ms. Clara Schenkel	Curriculum Development
Ms. Sharon Jacobs	Curriculum Development

Yukon Historical and Museums Association

Ms. Linda Johnson
Ms. Valerie Graham
Mr. Len Tarka
Mr. Jeff Hunston

Yukon Northern Native Broadcasting

Mr. Daniel Tien

MacBride Museum staff

Workshop co-sponsored by the Yukon Conservation Society and the Yukon Historical and Museums Association.

Appendix III

Reading List

CONSERVATION (NATURAL AREAS)

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Northwest Territories Caucus Report

John Donihee, Coordinator

Table of Contents

	<u>Page</u>
INTRODUCTION	90
Heritage for Tomorrow, Workshop Report	92
Introduction	92
Discussion	93
Dene Concerns	94
Land Claims and Conservation	95
Protecting Northwest Territories Historical Resources	96
Tourism and Parks in Coexistence	98
Government's Views	98
Industry's Views	99
Identification of Key Habitat Sites: An Approach	101
Parks Canada	102
Issues in the Establishment of Northern National Parks	102
A Look at the Future	104
Conclusion	106
Notes	107
Appendix I - Partial List of Attendees	108
CONSERVATION THROUGH NATIVE CLAIMS: by John U. Bayly	109
Conservation Strategies	111
Conservation and Changing Native Societies	113
Conservation by Those Who Deserve	114
Conservation Definitions and Philosophies	115
Definitions	115
Philosophies	117
Conservation: Leading Role or Bit Part?	119
Conservation as a Means of Control	120
Notes	125

	<u>Page</u>
LEGISLATIVE OPPORTUNITIES FOR DELEGATION OF MANAGERIAL AND POLICY MAKING RESPONSIBILITIES TO NORTHERNERS IN IMPLEMENTING CONSERVATION STRATEGIES ON NORTHERN LANDS: By Letha J. MacLachlan	126
Introduction	126
Purpose of Paper	126
"Conservation" Defined	127
"Delegation" Defined	129
Other Points of Interpretation	130
Federal Legislation	132
The National Parks Act	132
The Fisheries Act	134
The Canada Wildlife Act	135
The Migratory Birds Convention Act	137
Territorial Lands Act	138
Historic Sites and Monuments Act	140
The Northern Inland Waters Act	141
Canada Oil and Gas Act	142
Northwest Territories Legislation	143
Territorial Parks Ordinance	143
Historical Resources Ordinance	144
Wildlife Ordinance	145
Travel and Tourism Ordinance	145
Commissioner's Land Ordinance	146
Area Development Ordinance	146
Regional and Tribal Council Ordinance	147
Summary	147
Observations from Other Jurisdictions	149
Conclusions	152
Notes	153

Introduction

This report is little more than a compendium, the three principal components of which were designed to identify and investigate some of the issues surrounding conservation of heritage resources in the Northwest Territories (NWT).

The first section is more like an extended introduction. However, the report of the workshop held in Yellowknife in late March 1985 identifies a wider variety of issues than other components of the caucus work and offers some specific conclusions and recommendations. It does not represent a detailed look at any of those issues. However, I expect that many of them are common to concerns raised elsewhere.

The second section consists of a paper entitled "Conservation Through Native Claims," by John Bayly. This paper captures the essence of colliding value systems and the native people's approach to conservation.

The final section consists of a paper by Letha MacLachlan which examines the legal basis and current scope for conservation and for delegation and direct involvement by northerners. It paints a bleak picture for these opportunities unless changes to current legislation or land tenure systems are effected.

The NWT Caucus also supported Yukon caucus work on "Oral History - Conservation and Native People," and on "Review of Criteria for Designation of Parks in the North." The former is a long-term project not formally reported on in these Proceedings.

The recent approval of a joint Federal-Territorial Land Use Planning Process for the NWT is an important step toward resolving conservation issues. This process is also central to the recommendations of the Task Force on Northern Conservation. Land use planning will be guided by a Policy Advisory Committee

comprising representatives of the four aboriginal organizations in the NWT.

John Bayly's paper shows us how central the heritage conservation goal is to the aboriginal claims process. He quite accurately points out the stalemate which has ensued because of the question of "control." The land use planning model is a step in the right direction and may well break the deadlock between government and the special interest aboriginal organizations.

Letha MacLachlan points out the dilemma of northern people interested in conservation; that delegation of authority is not possible under existing legislation and even in the single case where this is possible - the Canada Wildlife Act - administrative complexity and/or land tenure impede action.

The review of Park Establishment Criteria has also indicated that the system has not been fine-tuned and claims for a park to necessarily represent each biogeographic area may therefore be on uncertain ground.

Most, if not all, of these issues have been addressed by the Task Force on Northern Conservation. For those particularly interested in the establishment of protected areas in the North and in northern conservation generally, the Task Force's recommendations should represent a starting point for an action plan. Both federal and territorial governments should respond in detail to that report.

If we seize the initiative provided by land use planning and the Task Force report we may be able to break the deadlock on northern conservation.

It is hoped that the contribution of the NWT caucus will assist Canadians in understanding that northern conservation will occur most effectively when the means to take action are vested in northerners.

John Donihee
Northwest Territories Caucus Coordinator

Heritage for Tomorrow, Workshop Report

INTRODUCTION

A workshop on the "Heritage Resources of the Northwest Territories: Conservation and Development Issues" was held in Yellowknife in late March 1985. This report summarizes the discussions which focused on a variety of the considerations inherent in managing the heritage of a large part of northern Canada. The land itself is vast. Many perceptions pertain to its value. The discrepancy amongst perceptions is fundamental to the controversy over approaches to resource management and environmental protection in the Northwest Territories.

To paraphrase one participant, Father Rene Fumoleau:

Land means different things to different people. Land is linked to history and experience, it does not exist in a vacuum. The aboriginal peoples of the north are rooted to the land, they trust in it, it is a gift from their ancestors and it will always provide for their needs. Native people perceive themselves as an integral part of the land, but they do not own it. It is their lifeblood and homeland, a place full of cultural history and inherent value. Many non-native Canadians perceive the north as the last frontier, a wilderness or space to be owned, exploited and regulated as so much of the land in southern Canada has been called.

In Northern Canada, as elsewhere in the world, man has continued to parcel land into administrative units, isolating and exploiting resources for personal gain, sometimes with little regard for the implications of such an approach. The balance between conservation and development remains to be found. Most of the issues preventing a consensus are political, associated with outstanding aboriginal land claims, with the constitutional development of the North, and with colliding value systems. Native people and northerners have their own ways of understanding the land and they want a say in how it is treated. To reconcile the national and regional interests new ways of achieving conservation must be

developed and the interest of the North must be central to that effort.

DISCUSSION

Our unique natural and cultural heritage will be threatened in years to come as our society places ever-growing demands on northern resources. Only through an exchange of points of view, a discussion of the issues, and also, the legislative means to implement conservation and/or development, can we hope to achieve wise use of northern resources.

The workshop intent was to instigate such an exchange with the hope of facilitating understanding by outlining the relevant points of view of the private, public and government sectors of the Northwest Territories' population.

A variety of individuals as well as representatives from a number of agencies and interest groups participated in the workshop. Resource people included a resident priest, a lawyer familiar with land claims issues, a spokesman for the Task Force on Northern Conservation, representatives from the territorial government (Tourism and Parks Division of the Department of Economic Development and Tourism, and the Prince of Wales Northern Heritage Centre) and federal government (Parks Canada and Canadian Wildlife Service in the Department of Environment), as well as the non-government sector (Travel Industry Association of NWT and Dene nation). Other participants represented the Chamber of Mines, Association of Municipalities, Aboriginal Rights Secretariat and the Heritage Committee. Individuals from the private sector constituted the rest of the attendees.

Summaries of the resource persons' presentations are recorded hereunder. Inputs by participants are incorporated into each summary. Unfortunately, this workshop had limited scope and means to address the concerns of the majority of residents of this vast and culturally diverse land. The concerns raised - and key issues

isolated - reflect only the views of the participants as well as those of certain agencies or government bodies.

DENE CONCERNS

The Dene's perception of and relationship to the land is fundamental to their approach to conservation and development. Joanne Barnaby of the Dene nation summarizes this perception:

We have no ambition to change the environment or to shape it in any way. Our ambition lies in shaping ourselves, our values, our relationships and our responsibilities. The result is a recognized need to manage ourselves in such a way so as not to destroy the land and its resources. Rather, it is to make certain, through controlling our use of them, to ensure that they are always there for future generations.

The following concerns have been expressed by the Dene respecting their control of the land and its resources.

- The existing policies and legislation are not adequate to provide an acceptable and required level of protection for all the land. At present, it is parcelled into isolated "conservation areas" surrounded by land that is open to development. Even these defined areas are not guaranteed protection. Without a zoning or buffering system, the integrity of areas can be potentially threatened by resource development along their borders.
- The criteria for selection of conservation areas do not meet Dene needs. Dene maintain that they have a right to select areas that have historical or spiritual significance, are required by their people for continuation of hunting and trapping activities, or are environmentally sensitive areas identified over generations of land occupancy.
- Traditional use of resources is restricted within conservation areas. Man's place in nature needs to be identified.
- Dene have no control over the use of the land and have no input into resource management decision making.

These factors have fostered a negative attitude amongst the Dene towards the establishment of parks and conservation areas on what they consider to be their land. However, with the apparent shift in government policy, as demonstrated in the North Yukon situation, the Dene intend to use conservation as a means for controlling their land. They recognize the need for protected areas, but they insist that there be some fundamental changes in the way these areas are identified.

The Dene want to be fully involved in the development of a conservation strategy for their homeland. They insist on having a strong measure of control over the land and its resources. They need to be recognized for their management capabilities and given the right to manage conservation areas.

The Dene/Metis "claims process" will provide them with ample opportunity to address the issue of conservation lands from their own perspective. Government agencies should take advantage of those discussions as an opportunity to identify common goals and take cooperative action with the Dene/Metis. Too much emphasis placed on the mechanism for action among competing government agencies will result in lost opportunities.

LAND CLAIMS AND CONSERVATION

Native group participation in the process of land claims and government decision making is an important step towards taking control of their future. Northern native people tend to want the land preserved in as natural a state as possible; to allow this, they must have the powers to mitigate and control development, particularly large-scale development.

Tracts of land can be preserved through various designations of protective status. In the past, the concept of "park" has met with negative response because of the way in which these areas were created - without public consultation - and the exclusion of the native activities of hunting and trapping. It is viewed primarily as an alienation of land, rather than as preservation.

"Parks" as a concept is still valuable, especially if approached with flexibility and innovation. The precedent for using land claims as a vehicle for establishing parks was set in 1984 with the designation of Northern Yukon National Park through COPE's (Committee for Original Peoples' Entitlement) claim settlements. Certain conditions were incorporated into the agreement to ensure native involvement in managing and staffing the park and traditional rights to hunt and trap within its boundaries. As well, land claims, through ensuring native involvement, can increase the awareness of historical and cultural values within the territories.

At present no mechanism exists in the land use system for continued native involvement in the regulatory process of resource management. The NWT Water Board is an example of good negotiating by native and government groups on water-related issues. This board could be used as a model for entrenching conservation into the regulatory process for all resource management decisions.

Both native and non-native residents of the Northwest Territories have a right to have a say in their future. Land claims are an important forum for bringing people together to establish cooperative links for the years ahead.

PROTECTING NORTHWEST TERRITORIES HISTORICAL RESOURCES

Northwest Territories' historical resources consist of "the material remains of people in their lifeways which existed in the past."¹ These sites and specimens are important as tangible aspects of our historical and prehistorical cultural heritage; native peoples in the North did not have written languages, relying instead upon a tradition of oral histories which is now disappearing. Current archaeological evidence indicates that human occupation in the NWT extends almost 7000 years into the past.

Currently three laws provide protection for NWT historical sites:

- Northwest Territories Archaeological Sites Regulations

- Territorial Land Use Regulations
- Historical Resources Act.

The first two are administered by the Department of Indian Affairs and Northern Development (DIAND) under the Northwest Territories Act and Territorial Lands Act. Administration of the third is a responsibility of Prince of Wales Northern Heritage Centre, Department of Justice and Public Services, Government of the Northwest Territories (GNWT).

The current legislation for protecting heritage resources is "out-dated, inadequate and ineffective."² The three laws each have problems. For instance, the archaeology regulations apply only to archaeologists and not to others who also use the land base. The second set of regulations leaves many unanswered questions regarding development; and the third law applies only to the small part of the territory not under federal control.

Developers are supposed to do a "historic resources impact statement" in areas proposed for development; however, many do not cooperate. Paucity of archaeological staff available to collect baseline data for the entire territory makes unavailable all data needed to deal with development activities. If a developer destroyed a site or specimen, the case would rarely be taken to court, due to inadequacy of the legislation.

Other types of historical resources, such as palaeontology, are not covered by any legislation and thus no government department is responsible for them. Someone must take or be given responsibility for such specimens.

Legislation on historical resources needs to be improved, the old revised, and new laws created to deal with such issues as palaeontological specimens if the resources are to be preserved. Interim measures are also necessary because sites are threatened now. The suggestion is to amend the Archaeological Sites Regulations until the longer process of revision can be effected.

An education campaign is needed to raise awareness about the value of these historic resources. In some areas historic sites are published in an official magazine; thus, there is no excuse for being unaware of a site's existence. Cooperative arrangements need to be worked out between the developer and a consulting historical representative.

One major way to manage the revised regulations is to screen all land use applications, thus taking an active rather than re-active approach to mitigating development. This, however, could only be done effectively with a larger staff.

Many obstacles prevent adequate protection of historical resources in future. The inherent value of these resources needs to be recognized. For example, economic benefits arising from tourism and interpretation are significant and cooperative efforts could be made to protect and develop sites for interpretation and public education and use. More effort should be made to integrate these opportunities with the GNWT's Community-based Tourism Policy.

TOURISM AND PARKS IN COEXISTENCE

Government's Views

The Territorial Parks Act provides for the creation of five types of territorial parks: Natural Environment Recreation, Outdoor Recreation, Community, Wayside and Historic. Within this structure, there are roughly three dozen parks, mostly wayside, located along the major highways. Most are small, were created in response to individual local need or desire, and are not part of an overall park or conservation plan. These parks have a limited role in tourism, other than meeting the need of highway travellers looking for a rest stop.

The Tourism and Parks Division of the Department of Economic Development and Tourism is moving away from an ad hoc approach in creating territorial parks towards a better planned system that will meet the recreational needs of residents, contribute to the tourism

industry, and more evenly distribute parks throughout the NWT. Several initiatives in this direction already have been taken.

The intent is not to create territorial parks with the primary purpose of setting aside land as a sanctuary. Other departments of the territorial government and agencies of the federal government, notably Parks Canada and the Canadian Wildlife Service, are better able to address this need. In general, the land area will be limited to that which is required to operate the park, to protect its essential features, and to provide adequate space for most visitor activities so that they do not conflict with other land uses. As well, there is considerable potential for Territorial Parks to work with other conservation regimes such as National Parks; together, the regimes can address broader opportunities.

Industry's Views

Tourism is the second largest industry in the NWT, next to mining and oil exploration, and the industry relies on the natural beauty and heritage of the region. Tourism has the greatest potential for growth of any industry and will likely develop at a steady pace in the future. It is an industry that involves many sectors and cultures and its economic spin-off benefits many residents. Future development of parks and heritage sites will be an integral part of the industry.

At this time, the Travel Industry Association of the NWT is attempting to create a new image for potential travellers to the territory. Parks and heritage sites do create a strong image for the public. For instance, Auyuittuq National Park Reserve lures an increasing number of travellers each year to experience the Canadian North. Many other areas exist but are not similarly promoted since they do not have the image a park designation creates.

The NWT parks have had a direct influence on the economy of the region through the provision of jobs for local residents and an influx of tourist dollars. If this trend in tourism is to continue, we must cater as much as possible to visitors' interests. For example:

- the trends of tourism are for faster, more efficient travel. We should examine air and motorboat travel into isolated areas where it does not damage the environment
- since outfitting is a substantial part of NWT tourist business, decisions must be made on hunting and fishing within parks
- historical and archaeological sites of the NWT have been largely ignored. The benefit of identifying these sites is invaluable to tourism as well as to preserving NWT heritage
- private industry can cater to local and tourist needs by managing the hotels and lodges within and around parks. These services are usually better managed privately than by government, and well controlled hotels and lodges can be less damaging to the environment than masses of campers
- if parks are to be managed effectively by local residents, increased means should be available for park management and resource training with respect to tourism.

Marketing for the parks has to be aggressive in the NWT since business is not easily generated and more revenue is needed to cover costs. The parks have to be marketed fairly as some attractions are not accessible to the general public; only sample potential experiences should be advertised.

The territories have much to gain in developing park areas, historical, heritage and recreational sites. However, there has to be much faster progress than we are presently experiencing. The public has lobbied for many of the federal and provincial sites now in existence. The NWT public can influence the development of parks and sites if their benefits are realized. As well, the territorial government could examine ways of increasing its budget and involvement in the future of tourism development, and speed up the decision making process.

The mandate for both Tourism and Parks and the Travel Industry is to develop a base for tourism in the NWT. Parks and heritage sites draw visitors; the economic gains of tourism can be

far-reaching within the territory. The inherent value of the NWT's natural and cultural heritage is recognized; however, there is a need to incorporate tourism development into conservation strategies and initiatives. Tourism is a very important component of the northern economy, one which provides broadly based benefits to northerners and whose potential has only just been tapped.

IDENTIFICATION OF KEY HABITAT SITES: AN APPROACH

As indicated in the Migratory Bird Convention Act of 1917, the primary responsibility of the Canadian Wildlife Service (CWS) is to maintain the population levels of migratory birds. The CWS attempts this primarily through the protection of critical habitat and the agency's approach to identifying sites is discussed in its recent compilation titled Key Migratory Bird Territorial Habitat Sites in NWT (McCormick et al. 1984). The habitat evaluation system outlined therein provides CWS with a simple, straightforward means of relaying this information to the public and to interested parties. The number of criteria used is kept to a minimum and they are applied consistently throughout a geographic area of concern. Since all species are of equal biological value regardless of economic importance, the value of a site is dependent on the proportion of a population each supports. Sites which support at least one percent of a natural population for any portion of the year were recognized as key habitat sites. Sixty-one such sites were identified in the NWT.

The effectiveness of habitat site protection as a population management tool is dependent on species biology. Populations which are concentrated for any part of the year - for example, in staging, moulting or nesting areas - or populations that occupy habitat of restricted geographical area are more vulnerable to site specific threats since all or a significant proportion of the population could be affected.

While these sanctuaries ensure the protection of critical habitat, they are not totally exclusive to other activities. Any activity - including resource exploration and development - which does not have an impact on the population, can be permitted within

the boundaries of the reserve. Certain sanctuaries contain only a few specific key sites used at certain times of the year. Some are too vast and should be reduced in size or their boundaries should be changed in response to shifting bird populations.

The importance of individual sites will fluctuate in response to utilization by various populations. Critical habitat identification should not ignore areas which potentially could be occupied in future. Sites will be re-evaluated as further information becomes available. The recognition of key habitat needs to be a dynamic process.

Preservation of critical habitat for wildlife takes precedence over designation of land for human use in certain areas.

It is imperative that we preserve land and water in its original state. We have a responsibility to other species as well as to our future generations.

PARKS CANADA

Issues in the Establishment of Northern National Parks

Two national park reserves (Nahanni and Auyuittuq) and part of one national park (Wood Buffalo) currently exist in the Northwest Territories. Two areas have been withdrawn for national parks (East Arm of Great Slave Lake, and Northern Ellesmere Island) and seven areas have been proposed (North Baffin, Wager Bay, Northern Banks Island, Bathurst Inlet, Caribou Hills/Napokiak Channel, Bjerne Peninsula, and possible an area on Southampton Island). Completion of the national parks system in the NWT would involve a total of less than six percent of the area of the territories, through the establishment of a national park in each of 12 natural regions which are wholly or partly in the NWT. These 12 areas are part of a broader network of 39 natural regions, based on 48 major physiographic regions which have been identified across Canada.

The designation of areas into national park status is a controversial issue, involving individuals of diverse backgrounds

and interests. The following six key issues have been identified concerning the establishment of northern national parks.

Resource harvesting by native people. Local native people insist that they be able to harvest resources within park boundaries. Some local non-native people object to exclusive native rights to hunt and trap in the parks. Others question whether non-native people married to local native people should be able to hunt as well. Animal rights advocates are adamant about the cessation of resource harvesting. Since their movement has an increasing number of supporters, both nationally and internationally, the practice of hunting and trapping in northern parks could instigate tourism-related economic problems.

Exclusion of non-renewable resource development. Many native and non-native Canadians consider that protection from development is one of the chief positive features of a national park; they consider that resource development destroys the integrity and coherence of the wilderness. However, many in the mining industry view this as an unwarranted lock-up of land. They feel that national parks should allow for "multiple use" since mines are requiring only very small areas and are not destroying the wilderness.

Wilderness preservation. Many people expect that national park designation will ensure wildlife habitat protection and opportunities for subsistence lifestyle. However, establishment of a national park will increase human use and impact. This is seen as ultimately destroying the wilderness nature of the area meant to be preserved. This issue illustrates the need to define "wilderness" and the expectations inherent in creating a national park.

Economic development. Some people say that national parks are oriented too much towards preservation and not enough to use and enjoyment by people. National parks in the North will now accommodate development of the kinds of facilities and services which would maximize tourism opportunities. Tourism is and can be a large source of revenue for many local communities. The balance

must be found between preserving areas and maximizing tourist opportunities.

Remote locations of many parks. Some people question the necessity of creating parks that are inaccessible to most people whilst others favour isolated parks where environmental impact and operational costs are minimized.

Aboriginal claims. The issue of land claims is the most influential factor governing whether a particular national park will be established, its size and configuration, and the way it will be managed. Claims agreements will establish terms and conditions for park establishment, including exclusive rights to hunt and trap, local native involvement in management and operation, preferential business, employment and training opportunities, and integrated wildlife management regimes.

However, if these are "national" parks which are for the benefit of and paid for by all Canadians, where is the democratic opportunity to influence the decision concerning the establishment of national parks in the NWT?

A Look at the Future

The following facts and ideas are the outcome of a recently convened Parks Canada Superintendents' futures' conference.³ The theme of this conference ties in closely with our own - the future of heritage resources in the Northwest Territories.

The key elements making up Parks Canada across the country were outlined, including new policy initiatives such as heritage rivers and canals, the physical land base, the current staffing situation (a decline in person-years) and the economic status and impact (Parks Canada generates a large amount of revenue and will continue to do so).

Priorities for the eighties were identified, all of which are relevant to the NWT:

- maintain the existing system by protecting resources and maintaining facilities
- maintain and improve services to visitors and visitor experiences
- the North.

Future trends were also mentioned; for example, few southern parks will be created although there will be many new northern and marine parks. This implies continued and improved economic spin-offs for the North in terms of tourism and local employment opportunities.

Certain crucial "external" issues will directly affect how northern parks are viewed in the years to come. The animal rights movement is gaining strength; however, hunting and trapping rights in parks are part of land claims agreements. The new Charter of Rights may allow anyone to hunt in parks.

Other general future trends were discussed, such as changing numbers and attitudes among the Canadian population, Parks Canada staff attitude changes, the future of the resource base, and development versus conservation. Increasing awareness by the public of the need for protecting areas - as more of our land base is developed and utilized - will mean greater support for designated protected areas. In theory, this increased support would translate into political will.

Overall goals and some of the major obstacles and constraints for the future were outlined. Steps to overcome these obstacles were discussed. Various plans for action to achieve future goals were suggested; for instance, a "green paper" to document the options for completing the parks system, with particular attention being paid to northern and marine parks.

A detailed knowledge base and long-term monitoring system should be developed for all protected lands under Parks Canada's jurisdiction. A strategic plan for marketing should be developed, as should one to foster relationships with the private, academic and

government sectors of the community. In general, Parks Canada should organize for action, not process.

The mandate of Parks Canada involves the identification, protection and management of nationally significant natural and cultural heritage resources. Parks have come to symbolize places of interpretive and educational value to all Canadians. Development must be balanced with guidelines and monitoring of impacts to ensure that no degradation to resources occurs.

CONCLUSION

Improved communication and an understanding of different perceptions can lead to consensus. Conservation objectives can be achieved through integrated resources management and balanced resource utilization provided a strategy exists which is "publicly visible" and pro-active. This workshop has shown that linkages can and do exist, but that individual rather than collective initiative is the norm.

The need for innovation and flexibility in management tactics was consistently raised within the context of greater inter-agency and inter-governmental support, as well as increased public consultation.

No doubt improvements can be made in the means of achieving an end objective but there must still be consensus on what that end is. The absence of public support and political will negates any structural improvements. Without a conservation ethic - a way of perceiving man's place in the natural environment - there can be no sustained support or will. Education plays the predominant role in developing this ethic within people.

It is imperative that we hasten to find a balance between protection of our natural environment and utilization of our resources, one that will not jeopardize the integrity of our heritage or the long-term viability of our northern renewable resource base.

NOTES

1. "Protecting the Historical Resources of the NWT - A Discussion Paper."
2. Ibid.
3. Parks Canada, Managing Heritage: The Next 100 Years, National Superintendents' Conference, Banff, Alberta, February 11 - 15, 1985, Final Report (Ottawa, 1985).

Appendix I

Partial List of Attendees

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Conservation Through Native Claims

John U. Bayly¹

More than anything else, concerns for the conservation of land, water and renewable resources have driven the aboriginal peoples of Canada's two northern territories to the bargaining table over their ancestral land rights. Canada's arctic and subarctic aboriginal people were not caught up in the nineteenth century land rush which opened Western Canada's agricultural era. The Dene and Metis of the Mackenzie River basin are the only groups in the two northern territories which have signed agreements affecting their aboriginal rights in the pre-negotiations era.

Since Treaties 8 and 11 and the corresponding Scrip settlements were signed in 1899 and 1921, circumstances have changed. Optimistic expectations were raised by the advent of treaty parties. Disease, deprivation and suffering brought Indians to the early treaty discussions. Many signed and adhered to the treaty in hopes that hardships would be alleviated.

They all wanted as liberal, if not more liberal terms, than were granted to the Indians of the plains. Some expected to be fed by the Government after the making of treaty, and all asked for assistance in seasons of distress and urged that the old and indigent who were no longer able to hunt and trap and were consequently often in distress should be cared for by the Government.²

There is, of course, some expectation that the Crown will do something to better the lives of the native people through the claims process. But what has survived those more innocent times is the wariness that motivated chiefs and headmen to seek assurances from the representatives of the Crown that they would be able to hunt, fish and trap to sustain themselves in perpetuity.

There was expressed at every point the fear that the making of the treaty would be followed by the curtailment of hunting and fishing privileges, and many were impressed with the notion that the treaty would lead to taxation and enforced military service.³

Notwithstanding their wariness, the Indian agents and members of the treaty party assured the Dene that their fears for the loss of their hunting and fishing rights were groundless. Susie Able recalled some of those assurances made in Fort Resolution in the summer of 1900.

Drygeese said, "This money never happened before, so we want to know if something will be changed later. If it is going to change, if you want to change our lives, then it is no use taking treaty, because without treaty we are making a living for ourselves and our families."

The agent said, "We are not looking for trouble. It will not change your life. We are just making peace between Whites and Indians - for them to treat each other well. And we do not want to change your hunting. If Whites should prospect, stake claims, that will not harm anyone. I have come here to issue this money, that is all."⁴

Northern native people no longer believe that the Crown is committed to protecting their usual vocations of hunting and fishing as long as the rivers run and the sun rises and sets. They have seen their hunters prosecuted for shooting ducks in the spring notwithstanding the terms of the treaties. They have seen their trade barter and sale of fish restricted by regulation while the commercial and sport fishery appears to deplete the fish stocks on major lakes and rivers. Northern native peoples now know that the staking of claims and the activity which follows have profound effects on their lives and livelihoods. They have seen plans to dam their great rivers and have already suffered from the results of power projects on the upper Peace River and the Tazin/Talston watershed. Pollution from the Pine Point, Yellowknife and Rae Rock mines has affected the quality of their waters and probably the health. Seismic exploration in the Mackenzie Delta has affected the use of their trapping areas. Oil, possibly from Norman Wells, has tainted their fish.

Northern Canadian native people have entered into and participated in claims negotiations with caution. The Dene and the Inuit have abandoned the table at different times during the process. The Yukon Indians have rejected a recent Agreement in

Principle negotiated over a number of years. The Crown has sometimes lost its enthusiasm for a particular claim or controlled the process by withdrawing funding and changing negotiators. Government representatives have refused to sign and agreements negotiated on their behalf have been left in limbo for months and years.

Canada has learned from the Alaska native claims experience that its native people are only prepared to talk about the extinguishment of their aboriginal rights when their environment is threatened. The successful negotiations with the James Bay Cree and Northern Quebec Inuit took place in the shadow of the huge James Bay hydro development project which aboriginal legal challenges could not stop or significantly slow down. The Inuvialuit negotiated with a Canadian government which is heavily committed to the discovery and transportation of Beaufort Sea and Mackenzie Delta hydrocarbons. The Yukon Indians fear provincehood and the transfer of lands and responsibilities to a development hungry Yukon government; a government largely unsympathetic to aboriginal rights and interests. Dene and Metis claims negotiations, which have been delayed for four years by the withdrawal of funds, were recommenced when the IPL Norman Wells pipeline application was filed before the National Energy Board. They continue as the Mackenzie Valley and its people prepare themselves for another wave of oil and gas exploration.

With fears for the survival of their way of life and concerns for the conservation of their lands and renewable resources, it is not surprising that in claims negotiations, game harvesting rights and land protection are the first and most important topics. As the Dene/Metis Chief negotiator observed:

If we cannot get a generous game management and harvesting agreement, the Dene and Metis will question whether it is worth negotiating at all.⁵

CONSERVATION STRATEGIES

The mid-1970s Dene claim of ownership of the 450,000 square miles of their homeland and their demand for a type of sovereignty

over this land can be seen as the first conservation strategy in their land claims negotiations. When asked how much of their land they wanted, the Dene replied, "all of it." When asked why they said they needed it, they stated "we need it to make our living." The Dene and Metis hoped that they could establish their own political jurisdiction within Canada. Within this province-like state they would be able to make laws and regulate land and water use for the protection and conservation of the environment and their way of life. In their early claims negotiations, the Dene were asking for the impossible. They wanted their environment to be left alone. Others like the Inuvialuit of Banks Island have made similar demands to an incredulous Canadian government and public. Later the Dene and Metis modified their demands. In 1981 they advanced the Denendeh Document which called for public government with special rights for the Dene and Metis and long-term residency requirements for others as a safeguard for their dwindling majority in their homeland. They hoped in this modified way to control the use, development and conservation of lands and resources in their ancestral lands.

The Inuit have similar hopes in their proposed Nunavut Territory. Unlike the Dene and Metis, they believe that for generations they will remain in the majority. They are less concerned about long-term residence prerequisites for non-Inuit participation in the democratic processes of the proposed territory. Nonetheless, they believe that the key to land control and conservation is political control of their homeland.

Native people who live in the northern territories realize that, even while they negotiate, their environment is being explored, planned for and developed. They know that even if their claims are settled, the competition for their lands will not decrease. Indeed, it will probably increase. They know that they will want revenues and taxes from resource exploration to finance their governmental institutions. They are beginning to be interested in resource development themselves. The pressing need for conservation and for native involvement in conservation based decisions in all aspects of land and water use has become apparent to them.

CONSERVATION AND CHANGING NATIVE SOCIETIES

The demand for involvement in decisions about land use, in project assessment and review, and in land use planning involves a major philosophical shift for northern native people. Even in the very recent past, within two generations, the land planned people's lives. If the aboriginal people misread or failed to understand the plan or to respond to it in time, they suffered and sometimes starved. It was difficult for them to imagine in the past that their activities measured against such strength and vastness could affect the land or its productivity. Through exposure to the rest of the world and with increasing exploration and development on their own lands, they have become more aware of the ways in which land is affected by man's activities, including their own.

Accompanying this philosophical shift has been a move into communities. While aboriginal people continue to live off the land and feed themselves by harvesting its resources, they do not live on the land in ways they did within living memory. Northern native people use the tools of the twentieth century. They hunt from motorized toboggans and boats powered by outboard engines. They charter airplanes to search for caribou. Their camps in the bush are equipped with two-way radios. They use high powered rifles and powerful long-range ammunition. They are capable of far more effective hunting, fishing and trapping than they were in the past. At the same time, their new tools have given them the capability to overharvest. Their new lifestyles in the scattered villages throughout northern Canada have made hunting, fishing and trapping part-time activities.

Their interests in harvesting are no longer merely subsistence. They are beginning to expand their native resource harvesting into a modest commercial economy. The imperative of a school education has deprived many of the younger native people of the benefits of learning the bush skills and ways and the respect for the land which their grandfathers and fathers could pass along to them.

In a sense the approach to land protection and conservation in the claims process represents a response by northern native peoples to these changes in their lives. It also appears to represent a search for new man/land relationships based on these changes, but based as well on the fact that the northern native peoples are still very much subsistence users and dependent on the land and its resources. Within the aboriginal claims, conservation represents a kind of recognition that the land may not continue to provide the resources native people and their children and grandchildren will require, unless habitats and renewable resources are protected. Where necessary the conservation proposals and agreements permit the formerly unrestricted aboriginal share of harvests to be subjected to seasons, areas and quotas. In a sense the northern native hunter is being forced to become a husbandman. No longer can northern aboriginal peoples assure themselves that the land, the game and fish will look after them; they must in future look after the land and its resources. They recognize this. The land claims agreements being negotiated are seen by some of their leaders and membership as the vehicles by which this transition is to be made.

CONSERVATION BY THOSE WHO DESERVE

As previously observed, northern native peoples are seeking a new man/land relationship. They are not necessarily seeking to adopt ours. They consider our record of conservation and management of land and resources to be unenviable. They see us groping for solutions to environmental problems of our own making. They see a commitment to management of resources "right to the last caribou," but little concern for habitat protection. We can demonstrate few successes at protecting populations of species, especially migratory ones.

For their part, the government negotiators see conservation as a tool of land and resources management as the prerogative of the Crown. They cannot conceive of management in private hands. They argue that aboriginal peoples have no proven record of management, and they sometimes point to examples of overharvesting, wasting of game and habitat abuse by native people.

Nowhere are these differences more apparent than in the discussions at the aboriginal claims tables which deal with conservation issues. There on the threshing floor of the bargaining table, the representatives of different cultures and perspectives flail each other's values and approaches. Conservation definitions are advanced as articles of faith. Though expressed in different ways, the argument is advanced by all parties that "we should be the custodians of the land and waters and responsible for their conservation because our definition of conservation is finer, more objective, etc. and our interests are purer, more basic, etc." Each ponders about the other; "are they really interested in conservation of land and resources, or interested in conservation as a tool or instrument for control?"

CONSERVATION DEFINITIONS AND PHILOSOPHIES

Definitions

If aboriginal people are interested in conservation, what exactly do they mean by the term? Is their meaning different from that of the governments with whom they negotiate?

What definitions are proposed? The definitions chosen have been surprisingly similar to those which government officials are advancing. A joint position put forward by the Council for Yukon Indians (CYI), the Committee for Original Peoples' Entitlement (COPE) representing the Inuvialuit of the Mackenzie Delta, and the Dene and the Metis of the Mackenzie Valley area defined conservation as follows:

"Conservation" and "conserve" mean the wise use of Porcupine Caribou and its habitat to ensure their long term productivity and usefulness for present and future generations.⁶

After six months of steady negotiations, the definition advanced in November 1983 survived more-or-less intact - an indication that the Canadian, Yukon and Northwest Territories governments, as well as the four major native groups, were content with the same definition.

"Conservation" means the use of Porcupine Caribou and its habitat which best ensures the long term productivity and usefulness of the Herd for present and future generations.⁷

In the Dene/Metis Wildlife and Game Management negotiations, the negotiators wrestled with the use of the conservation definition adopted by the World Conservation Strategy. This definition had been recommended by the Task Force on Northern Conservation. The Dene and Metis felt it was the appropriate definition:

Conservation is the management of human use of the biosphere so that it may yield the greatest sustainable benefits to present generations, while maintaining its potential to meet the needs and aspirations of future generations; it emphasizes the maintenance of cultural resources and representative or unique ecosystems, their ecological processes and genetic diversity.⁸

The native enthusiasm for this definition was not shared by the government representatives across the table. It appears from the discussions which took place that the representatives of both the federal and territorial governments considered the definition too broad. The definition which the Dene and Metis were able to negotiate agreement upon was more limited. It reads:

"Conservation" means the management of wildlife populations and habitat to ensure the maintenance of the quality, including the long term optimum productivity of those resources, and to ensure a sustainable harvest and its efficient utilization.⁹

Gone was the emphasis on maintaining cultural resources. No reference remains to the needs and hopes of future generations. Even the Task Force definition would, however, have been a compromise. The advisors to the Dene/Metis at one time clearly preferred the definition which appears in the James Bay Agreement:

"Conservation" means the pursuit of the optimum natural productivity of all living resources and the protection of the ecological systems of the Territories so as to protect endangered species and to ensure primarily the continuance of the traditional pursuits of the native people, and secondarily, the satisfaction of the needs of non-native people for sport hunting and fishing.¹⁰

This definition which appears in the Hunting, Fishing and Trapping section of the James Bay Agreement clearly states a native priority and accords with the view of conservation which Western Canadian Appeal courts have used when they have made rulings to protect treaty rights.¹¹

Emphasis aside, the definitions proposed are so similar that negotiations have resulted in agreements without much sacrifice of principle on either side. If we are looking for the source of real dispute, it is not at the level of definition. We must look elsewhere.

Philosophies

Are the differences between the native peoples and governments at the philosophical level? Their preferred definitions of conservation are very similar; in most claims negotiations the definitions have already been settled. If both are interested in conservation, why are they at odds at the table? If they can more or less agree on definitions what else keeps them apart?

Our western civilization is in the midst of a heated debate over conservation and animal welfare. As part of this debate, views about what conservation is and should be are undergoing examination and change. Nonetheless, there seem to be two perspectives on conservation which lie at the heart of this debate. According to the first view, conservation is something that arises out of conscience. Perhaps for many of us it arises out of Old Testament law and represents a duty we owe to the earth over which we have been given dominion and which, at the same time, we have abused. That duty includes preserving areas of the earth and its heritage as museum pieces for future generations.

The International Biological Programme arises out of such a philosophy. Under that program sites were to be set aside and protected. Some contained rare, others contained representative, examples of ecosystems. They were to be preserved because the areas in which they were selected were presently or proposed to be zones of development impact. We do not want it to be said that it was our

generation that forced the caribou or the muskox off the face of the earth as our grandfathers' and great grandfathers' generations did the buffalo and the carrier pigeon.

This is a conservation philosophy which persuades us to preserve the environment as a public resource for a public whose vast majority consists of people who may never see or utilize it directly. If they do, they are people who must use the environment without disturbing it. We conserve the environment and its resources so they can continue to exist in the national consciousness. That is not unimportant. We Canadians see our country as wild and natural and take pride and pleasure in the knowledge that large portions of Canada are relatively unspoiled and unexploited. To maintain the reality or the myth of a natural Canada, we must be able to point to parks, wild rivers, caribou herds, and the like, and to tell ourselves that we have conserved what is important, or at least representative and self-sustaining parts of it.

For those predisposed to conservation of the "look but don't touch" variety, conservation is for the benefit of the general public. The idea that a particular group, class or race of people would have special rights to a conservation area or heritage resources for their own needs or for profit is not consistent with this philosophy.

In the other way of viewing conservation, man seeks to preserve the environment or particular elements of it, in order to use and benefit from it. In this model man does not stand apart from conservation but sees himself as part of environmental interactions. Like the wolf, he is a predator of the caribou. Like the beaver, he uses trees to build his houses. Like the bear and the osprey, he is a catcher of fish. Things which interfere with the good health of the environment concern man because they affect something which is vital to his subsistence.

Lest we too quickly isolate this as the native approach to conservation, we should recognize that it is this philosophy which underpins the efforts of rod and gun clubs, of Ducks Unlimited and

the industry and government agencies which support the movement to preserve sport game, waterfowl fish stocks so that there will be continued fall hunts and fishing for present and future generations.

In one way it is easier for those who adhere to this view of conservation to accept that, provided the habitat is preserved or altered to favour the continued productivity of fish and wildlife, groups or individuals may have exclusive or preferential rights to harvest those resources for their needs or for profit. In another way, however, such groups which are predominantly non-native may see the native subsistence harvest as in competition with their own interests in dwindling resources. They are usually opposed to native harvest of game and fish which uses anything but inedible byproducts such as skin and bone for commercial gain or even a marginal economic return.

While northern native peoples are interested in conservation and the sustained productivity of renewable resources in perpetuity, their present and proposed use of resources makes them opponents in both philosophical camps.

CONSERVATION: LEADING ROLE OR BIT PART?

While these philosophical approaches to conservation often clash at the aboriginal negotiating table for obvious reasons, they also clash for reasons which are not so obvious.

In the first place, the government representatives at the table are rarely themselves dependent on the environment which is under discussion. They are, therefore, more likely to be persuaded by the first philosophical approach than by the second.

In the second place, governments are committed to the principles of equal rights before the law. Their representatives do not easily accept that there may be group or collective needs and rights to environmental conservation. They argue that if conservation is in part for the benefit of native people, hunting and fishing should be for personal and family consumption only. If

native beneficiaries of conservation are going to distribute fish and game to others - even to other beneficiaries - for financial gain or to defray expenses, they believe that the principles underlying conservation on "unoccupied Crown lands" are compromised. Thus, the Inuvialuit Settlement Agreement restricts the trade, barter and sale of game to beneficiaries and in future others who may acquire rights to harvest game in the Inuvialuit settlement region.¹²

In the third place, from the Government perspective, conservation is only one ingredient of many in the recipe which makes up the national interest. Conservation must compete with hydroelectric power, the need for jobs, and the exploitation of natural resources such as timber, minerals and hydrocarbons. If the country wants more hydrocarbons, then the recipe of the national interest must be varied. Conservation may to some extent have to be compromised. This has come to be called "making the necessary trade-offs." For the aboriginal peoples at the negotiations, conservation of the environment is not something you trade off. Conservation is not one of the factors in the land use equation. It is the factor to be kept integral.

Things which offend the principle of conservation should not be allowed. Things which do not interfere unduly or irreversibly with the environment may be permitted. Thus, if you want more oil and gas and it can only be extracted and transported at significant cost to the environment, you do not extract the oil and gas. It is these two approaches to conservation which clash at the negotiating table.

CONSERVATION AS A MEANS OF CONTROL

Both the governments and the aboriginal peoples at the negotiations pursue conservation. Each believes conservation must necessarily underly parts of the comprehensive claims settlements. Each sees conservation as a tool for controlling the potential excesses of the other. Each party sees the environment in need of protection from the other.

For its part, government sees the aboriginal right - now entrenched in the Constitution - to hunt and fish for food on aboriginal lands and on unoccupied crown lands as a potential threat to game and fish populations. In times of plenty there is little concern except to enforce laws to prevent waste of these resources and to ensure that the subsistence catch is not used for commercial purposes. In times of scarcity where restrictions and quotas need to be imposed, governments want those restrictions and quotas to apply to the aboriginal subsistence harvest. If the aboriginal peoples at the negotiations do not agree to submit to the restrictions and quotas, the Constitution may place their harvesting rights beyond the reach of legislation except where a species is declared rare and endangered. Where quotas and seasons were to be employed as management tools, restrictions on hunters and fishermen would have to be imposed disproportionately on the non-native harvesters.

For their part, the aboriginal peoples fear that conservation of habitat and the resources upon which they depend will be increasingly sacrificed on the altar of public interest. Northern aboriginal peoples are few in number. The economic value of their traditional pursuits is seldom recognized by governments and scarcely appears as part of the national economy in the public consciousness. Aboriginal peoples want to be able to halt, delay, modify commercial and industrial activities in their homelands and in areas adjacent to them. They believe they can use conservation as a universally acceptable reason for doing so. They hope they can control government sponsored and supported activities by controlling or participating in the assessment, approval and monitoring agencies to which projects must be subjected. They want the conservation standards imposed on developers to be their own.

If northern aboriginal peoples agree that their subsistence harvest of fish, game and other resources can be limited and restricted by quotas, seasons, areas, and so on, it may be because governments agree that these same peoples have major decision making roles to play not only in management of those resources, but also in the land and resource decisions in and adjacent to the settlement regions. How does all this conflict work itself out in

negotiations? Are the compromises necessary to agreement possible? Let us examine one claim solution.

The Inuvialuit Final Agreement, for example, only permits Inuvialuit wildlife harvesting to be restricted by laws of general application respecting public safety and conservation (S. 14(6)). Quotas and other restrictions could be imposed where there was a conservation purpose.

The agreement sets up a screening and review process for industrial projects proposed in the settlement region through which Inuvialuit and government appointees share equally the responsibility of project screening and assessment for environmental consequences (S. 11).

The Yukon North Slope has its own conservation regime, the dominant purpose of which is the conservation of wildlife, habitat and traditional native use. Virtually all development proposals for the North Slope of the Yukon must be screened (S. 12 (3)(a)) to determine whether they could have a significant negative impact on wildlife habitat or on the ability of natives to harvest wildlife. In addition to being screened and reviewed pursuant to the process under the terms of the Settlement Agreement, projects will also have to be assessed by public assessment and review processes. Public convenience and necessity - the national interest - must outweigh harvesting before projects may be approved on the North Slope (S. 12(3)(b), (c), (d)).

Lands on the North Slope remain withdrawn under the Territorial Lands Act (S. 12(4)) and Canada has agreed to establish a national park on the North Slope to the west of Babbage River, protecting much of the calving grounds of the Porcupine caribou Herd.

Will such schemes work? Will the interests of the northern native peoples and the governments of Canada, the Yukon and the Northwest Territories be balanced? Will the national interest in conservation as well as the special interests of the Inuvialuit be safeguarded? Under what circumstances will we allow public convenience and necessity to outweigh conservation or native

harvesting interest in the area? It is too early to answer these questions and thus assess the effectiveness of the Inuvialuit Agreement. There are no guarantees that the same or an equally impressive system of checks and balances will be sought or achieved by other native claimant groups.

It is also too early to say how the conservation measures in the Inuvialuit Settlement will work. The review boards have not yet been set up. No limitations on Inuvialuit hunting or fishing have been placed for conservation purposes. To see a land claims agreement in effect, we must look to Northern Quebec.

There, the public has recently witnessed the Northern Quebec caribou disaster of 1984. Just before freeze-up in October of that year, 10,000 caribou from a single herd were swept over a falls and drowned. Was the disaster a natural one? Was it caused or contributed to by the release of waters into the Caniapiscou River by the James Bay Energy Corporation during the previous few days?

The James Bay and Northern Quebec Agreement of 1975 between Canada, the Province of Quebec, the Grand Council of Crees and the Northern Quebec Inuit Association provides for four agencies for environmental impact assessment. Native harvesting can be restricted for purposes of conservation. That was not enough to protect the caribou from calamity. Why not?

In the first place the hydro development is not subject to the environmental terms of the land claims Agreement (S. 23.7.2). In the second place there are no provisions in the Agreement to formalize the exchange of industrial and environmental information between the corporation, the natives and government. The Agreement may be amended (S. 8.19) and new terms relating to the Caniapiscou diversion might be agreed upon, but there is no ongoing monitoring of existing projects contemplated in the Agreement. As for damages, the Northern Quebec Inuit released the James Bay Corporation from all claims based on the environmental impacts of the latter's hydroelectric project (S. 8.17).

Has the caribou herd been affected? Will this recent calamity combined with native and sport harvest set off a decline in the herd's numbers? What are those numbers? Nobody seems to know with any degree of accuracy. How many caribou should there be on that herd's range? Again, nobody can say definitely.

Combine these limitations with the all but impossible task of determining whether the acts of the corporation in spilling water from its reservoir into the Caniapascou River caused or contributed to the calamity and it is easy to see the difficulties in sustaining conservation through the land claims Agreement.

Be that as it may, and northern native peoples have begun to recognize the problems and the information deficiencies, they believe that their interests in environmental conservation will be better protected by land claims agreements that they would without them. They saw the Northern Quebec Inuit mobilize in both political and practical ways to cope with the calamity. They realize that even with attractive administrative tools native Canadians must be prepared to use whatever power and political resources they have at their disposal to deal with threatened and actual environmental damage. Northern native peoples realize that the tide of public opinion is ebbing away from conservation of the northern environment and the native ways of life. They worry about Canada's continuing commitment to native claims.

Will the governments of Canada, the Yukon and the Northwest Territories continue to show the political and financial commitment required to see the remaining land claims through to completion? Will they remain to include native peoples in making important decisions respecting the conservation of the northern environment? We cannot predict the answers to these questions. We can say, however, that if northern native peoples and the territorial and Canadian governments agree to work jointly to protect the northern environment and if they are prepared to entrench the principles and mechanisms of conservation in the Constitution through claims settlement legislation, the environment will benefit. If nothing else, the mutual distrust of northern native peoples and our

governments for one another will see to it that each will protect the environment from the perceived excesses of the other.

NOTES

1. John U. Bayly is a Barrister and Solicitor resident in the Yellowknife area, NWT.
2. Report of Treaty No. 8 Commissioner presented to Ministry of the Interior on Sept. 22, 1899. Treaty No. 8 (Ottawa: Queen's Printer, reprint 1969), p. 5 - 9; cited in R. Fumoleau, As Long as This Land Shall Last (Toronto: McClelland and Steward Limited, 1977), p. 84.
3. Fumoleau, As Long, p. 84.
4. Ibid., p. 90.
5. R. Overvold, Chief Negotiator, Dene Nation and Metis Association, personal comment.
6. Section 1.0.3, Draft Agreement on the Management of the Porcupine Caribou Herd within the Yukon and the Northwest Territories, November 18, 1983.
7. Section 3, Draft Agreement on the Management of the Porcupine Herd within the Yukon and the Northwest Territories, April 6, 1984.
8. International Union for Conservation of Nature and Natural Resources, World Conservation Strategy (Gland, Switzerland, 1980).
9. Section 2.1.
10. Section 24.1.5.
11. R.v. Wesley; R.v. Sikyea; R.v. Rocher.
12. Inuvialuit Final Agreement 1984, S. 14(12) and 14(13), p. 25.

Legislative Opportunities for Delegation of Managerial and Policy Making Responsibilities to Northerners in Implementing Conservation Strategies on Northern Lands

Letha J. MacLachlan¹

INTRODUCTION

Purpose of Paper

In the Report on Northern Conservation,² the Task Force stated it believed "that management of natural resources should be undertaken as closely as possible to the people affected." The authors noted that existing legislation affecting northern lands and resources was "sectoral, single in purpose [,] regulatory, rather than management-oriented" and made "little or no provision for planning and integrated resource management." They agreed that an "indepth review and updating of existing legislation and regulations to provide for active management of resources ... [was] an essential prerequisite for full implementation of the conservation strategy."³ However, the question of whether private or public local entities in the North could indeed, under existing legislation, assume responsibility or authority for managing northern wildlife resources according to conservation principles, was not addressed.

During the last ten years, throughout Canada, there have been instances where public bodies have entered into contracts with private parties to carry out certain administrative responsibilities within park lands. This "privatization" process has centered on the provision of services such as the operation and maintenance of campgrounds or recreation activities. There seems to be a dearth of instances where actual management of the resource has been "turned over" to private parties. One example where federal, provincial and private parties seem to have developed a cooperative mechanism into which each has significant input - the Creston Valley Wildlife

Management Authority - will be discussed later in this report under "Observations from Other Jurisdictions."

The question addressed here is whether authority to manage conservation areas can be delegated to the territorial government from federal legislation or to local entities by way of federal or territorial legislation. The introduction to this paper sets out the definition of "conservation" as established by the Task Force, as well as the distinction between delegative and contractual authority. The bulk of the paper then canvasses pertinent legislation governing lands and resources in the Northwest Territories to determine whether wildlife and wildlife habitat management responsibilities can be delegated according to the concepts of conservation in such a manner that these responsibilities can be implemented by the Government of the Northwest Territories (GNWT) or local entities. References to "local entities" refer to non-governmental agencies - that is - regional, municipal or band councils, private individuals or corporations.

It must be noted that this paper does not address the position of native organizations that NWT land and resources belong, inherently, to them. The rights to management and preferred use, if not exclusive ownership of land and resources, are currently being negotiated between the Government of Canada and the Dene, Metis and Inuit at their respective negotiation tables.

"Conservation" Defined

In the recent Report of the Task Force on Northern Conservation, the definition adopted was that of the World Conservation Strategy.

Conservation is the management of human use of the biosphere so that it may yield the greatest sustainable benefit to present generations, while maintaining its potential to meet the needs and aspirations of future generations; it emphasizes the maintenance of cultural resources and representative or unique ecosystems, their ecological processes and genetic diversity.⁴

The management principles which the Task Force suggested were:
that:

- genetic diversity of natural organisms and essential ecological processes should be maintained
- resource management should reflect the concept of stewardship and should be aimed at achieving the integrated use of resources to the extent they can be made mutually compatible
- sustainable utilization of species and ecosystems should be assured for the benefit of the people of the north as well as for all Canadians
- projected benefits should meet the needs and values of the people of the north, as expressed through their participation in the conservation and development processes.⁵

One of the Task Force's goals was:

to manage the human use of natural resources, renewable and non-renewable, so that they may yield the greatest sustainable benefit to present generations, while maintaining their potential to meet the needs and aspirations of future generations.⁶

To achieve this, the Task Force suggested that a number of steps had to be taken which would, among other things:

- establish management systems that maintain and/or enhance overall resource productivity
- establish a process for the selection and designation of protection areas that will contribute to the most effective management and use of the land and water resources
- ensure the establishment of a land use planning process for the implementation of a northern conservation policy and a supporting advisory mechanism as appropriate
- increase the public's awareness of the need for applying the principles of conservation in the development and utilization of natural resources
- amend or supplement existing resource legislation in order to provide the necessary legal basis for implementing northern conservation.⁷

In the context of managing or administering parks or conservation areas, and in contrast to the privatization experience on public lands in southern Canada, these definitions and steps imply more than the provision of services to construct and maintain

facilities for recreational use by humans. They imply the actual management of the resources themselves to ensure conservation and wise stewardship of wildlife and wildlife habitat is achieved in the present and for generations to come.

"Delegation" Defined

The concept of "privatization," by way of contrast, is conceptually distinct in law from the concept of "delegation." Whereas a contract for services is an enforceable agreement between two parties for the provision of certain goods or services, the legal meaning of delegation is rooted in governing legislation or common law. This distinction is critical when trying to understand the flexibility and implications of administering that legislation.

With respect to "delegation" there is a principal in law that:

the lawful exercise of power should be exercised by the authority upon whom it is conferred, and by no one else. This principle is strictly applied, even where it causes administrative inconvenience, except in cases where it may reasonable be inferred that the power was intended to be delegatable. Normally the courts are rigorous in requiring the power to be exercised by the precise person or body stated in the statute, and in condemning as ultra vires, action taken by agents, sub-committees or delegates, however expressly authorized by the authority endowed with the power.⁸

While there is an assumption that a power will be exercised by the person on whom it is conferred, authority to exercise that power can be delegated either by express provision of the legislation or by reading an implied intent into the legislation. There is acknowledgement that a balance must be struck between the desire of the legislature to have the person named exercise the power, and its desire to see the administration of government proceed in the most effective manner.

Express delegation and Ministerial delegation⁹ are relatively straightforward. However, a rule of construction, delegatus non protest delegare, has been developed through the courts to deal with the extent to which an authority may permit another to exercise a

power entrusted by statute solely to itself in the absence of express direction. Judicial or quasi-judicial powers - those which determine the rights of people - are less susceptible to delegation than those which are purely administrative. There is a greater likelihood that a court would hold that delegation had been validly implied if:

- it involves only a part of the total power originally delegated
- the original delegate specifies criteria that the delegate must take into account in exercising the power or imposes limitations on the exercise of power
- the nature of the powers are mostly matters of administrative detail rather than judicial or quasi-judicial determination, or
- the delegatee is within the administrative control of the original authority.¹⁰

In making such a determination, a court would have to examine the scope and object of the legislation for indications that the legislature did not intend to confine the person named to personally exercise the power. It would then decide which of the competing policies should be applied to the particular situation before it.

Other Points of Interpretation

In discussing the delegation of authority between levels of government in Canada, the ultimate reference is the Constitution Act, 1867. Sections 91 and 92 provide the federal and provincial governments, respectively, with exclusive jurisdiction to legislate in relation to specified classes of matters.

Although governments may enter into agreements with each other for implementing certain aspects of a piece of legislation, these agreements do not amount to delegation per se, and the party named in the legislation is ultimately responsible for its overall administration. Some legislation contains specific clauses enabling delegation to other governments or agencies (i.e., Canadian Wildlife Act), whereas others vest control exclusively with cabinet or a

designated minister (National Parks Act). Improper attempts to delegate are subject to court challenge. However, the use of mechanisms such as agreements or contracts for performance of specific tasks or services can be effective in achieving practical results.

Throughout the various pieces of legislation, reference is made to the term "officer" as being a person to whom authority or responsibility is to be delegated. Black's Law Dictionary defines "officer" as being "one who is charged by a superior power (and particularly by government) with the power and duty of exercising certain functions In a popular sense, an officer is one holding a position of trust and authority in any kind of an organization - civil, military, political, ecclesiastical or social."¹¹ A "public officer" is defined as "an officer of a public corporation; that is, one holding office under the government of a municipality, state or nation."¹²

The federal Interpretation Act defines "public officer" to include "any person in the public service of Canada

- who is authorized by or under an enactment to do or enforce the doing of an act or thing or to exercise a power, or
- upon whom a duty is imposed by or under an enactment."¹³

Sections 22 and 23 further set out terms of appointment, retirement, remuneration and powers of public officers. Although the NWT Interpretation Ordinance does not define the term specifically, it makes considerable reference to public officers indicating that they receive their authority, duties and remuneration directly from the government pursuant to enabling pieces of legislation.

Neither statute contemplates that officers are private citizens or corporations for the purpose of receiving delegated authority outside of government officialdom.

The Public Trust Doctrine - a legal concept that has been developing in the United States - should be mentioned in any discussion on delegation of responsibility for managing conservation areas. This Doctrine argues that:

when a state holds a resource which is available for the free use of the general public, a court will look with considerable skepticism upon any government conduct which is calculated either to reallocate that resource to more restricted uses or to subject public uses to the self-interest of private parties.¹⁴

While there is some potential for growth of the principle that a government is under trust obligations to ensure long-term maintenance and conservation of resources legislatively allocated for public benefit, a number of impediments would seem to discourage its development in the Canadian common law. For an in-depth examination of this doctrine and the limitations on its use in Canada (i.e., narrow interpretations of Constitutional Law, private versus public rights, trust laws, rules of standing (locus standi) etc.) see "The Public Trust Doctrine in Canada" by Hunt (1981).¹⁵

FEDERAL LEGISLATION

The National Parks Act

Section 4 of the Act states clearly that "the National Parks of Canada are hereby dedicated to the people of Canada for their benefit, education and enjoyment ... and ... shall be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations." The scope of activity which may be carried out by way of Regulation, pursuant to this Act, includes:

- s.7 (a) the preservation, control and management of the parks;
 - (a.1) the protection of the flora;
- (b) the protection of wild animals, the disposal of noxious, predatory or superabundant animals and the taking of animals for scientific and propagating purposes;
- (c) the management and regulation of fishing; and the protection of fish, including the prevention and

- remedying of any obstruction or pollution of waterways;
- (d) the prevention and extinguishing of fire upon or threatening park lands,....

With respect to lands in Yukon and the Northwest Territories, Cabinet may, after consultation with the Legislative Assembly of either Territory, set aside as a reserve for a National Park of Canada, lands "pending a settlement in respect of any right, title or interest of the people of native origin." Once Cabinet issues such a Proclamation, then the National Parks Act applies, notwithstanding any other Act of Parliament, and except for "the exercise therein by the people of native origin of the Yukon Territory or Northwest Territories of traditional hunting, fishing and trapping activities." Once an aboriginal claim is settled, Cabinet may still set aside these lands as a National Park of Canada, by way of another Proclamation, but subject to the terms of the settlement.¹⁶

Although the federal cabinet retains jurisdiction over the ownership, acquisition and regulation of activities in National Parks, the "administration, management and control of the parks ... is ... under the direction of the Minister."¹⁷ While Section 7 would authorize the Minister to enter into agreements with other governments or any person for specific tasks such as the supply of health and welfare services for park residents, and the development, operation and maintenance in a park of the supply of water, no delegative provisions are concerned with the preservation, control, management, protection, etc. of a park's flora, fauna, wildlife (including fish and birds), or their habitat. Furthermore, it is contemplated that the Minister will also maintain responsibility for the establishment, operation, maintenance and administration of public works and utility services within the parks.¹⁸

While it may not be open to the Minister to delegate any of his management functions, it is not at all clear that Cabinet would be precluded from delegating some or all management functions set out pursuant to the terms of an aboriginal claims settlement. Short of outright delegation, joint management mechanisms by way of agreement

might be a possibility between the federal government and the claimant group.

The Fisheries Act

Although the Fisheries Act does not provide for the creation of fish conservation areas, such as withdrawals, authorized under the Northern Inland Waters Act (NIWA), its raison d'etre is for the conservation, protection and management of aquatic resources within the sphere of federal jurisdiction. There is no opportunity for delegation under the Act per se, but there is some room for community-based personnel to be appointed to act on behalf of the Minister, to administer the Act.

The Minister of Fisheries and Forestry is authorized to grant and revoke fishery leases and licences and to appoint "fit and proper persons to act as fishery guardians" who, for the purposes of this Act, would have "the powers of a police constable."¹⁹ However, it is Cabinet who may prescribe fees for fishery licences, authorize fishery officers to administer oaths and designate "any persons or classes thereof that he deems qualified to act in that capacity."²⁰ Both fishery officers and guardians must take an oath of office and must enforce the many restrictions which are set out in the Act regarding seal, salmon or lobster fishing, fish habitat, possession of fish, construction of fishways, marine plants, etc. They both have the power of arrest, however, only fisheries officers have power of search, entry, and seizure.

Although there is an absolute prohibition against the deposit of deleterious substances into waters frequented by fish, the Governor-in-Council may make regulations setting standards on the quality and classes of substances which can be deposited.²¹ If an activity results in, or is likely to result in the deposit of deleterious substances or the alteration of fish habitat, the Minister may require plans and specifications, and may, with Cabinet approval, require modifications or even closure of the operation. The Minister may designate inspectors, analysts and other qualified people for this activity or for monitoring compliance with the Act. Furthermore, Cabinet may make regulations respecting the

conservation and protection of fish²² and spawning grounds,²³ the powers and duties of persons engaged or employed in the administration or enforcement of this Act, and for the carrying out of those duties and powers.

Although actual decision making authority regarding the standards and quality of management over fish and fish spawning grounds resides with Cabinet and the Minister of Fisheries, there is some scope for GNWT personnel or local people to be designated as fishery guardians, officers, or inspectors to assist in enforcement of the Act.

The Canada Wildlife Act

Like the National Parks Act, the Canada Wildlife Act requires the Governor-in-Council to have the final authority with respect to acquisition of lands for conservation purposes and making of regulations regarding entry, management, use, closing, preservation of wildlife, etc. on acquired or public land. However, the Minister of Environment has been given extensive authority to delegate the administration, management and control of public lands which have been assigned to him. Those powers include inter alia, the ability of the Minister to enter into agreements with provincial governments ("province" includes Northwest Territories pursuant to S.25 of the Interpretation Act), any municipal authority, organization or any person to provide for:

5. (a) The undertaking of wildlife research, conservation and interpretation programmes and measures, the administration of lands for such purpose or the construction, maintenance and operation of facilities and works related thereto.
6. Any agreement entered into pursuant to section 5 shall:
 - (b) specify the authority that will be responsible for the undertaking, operation and maintenance of any program or measure to which the agreement relates or any part thereof;
 - (d) specify the terms and conditions governing the operation and maintenance of any program or measure to which the agreement relates and the

charges, if any, to be charged to persons to whom any of the benefits of the program or measure are made available.

When dealing with provincial governments, the Minister requires federal cabinet approval before entering such an agreement. However, when dealing with other parties, he need only obtain the approval of the government of the province "in which the program or measure to which the agreement relates is to be implemented, or the property to which the agreement relates is situated,"²⁴ and they must comply with the requirements of Section 6. That section pertains to financial contribution arrangements, revenue sharing, the specific authority responsible for the undertaking, operation and maintenance of any program or measure, and the terms and conditions governing the operation and maintenance of any program or measure to which the agreement relates.

It is interesting to note that "public lands" in the Act include federal crown lands over which the Government of Canada has the power to dispose and includes "any waters on or flowing through the said lands and the natural resources of said lands."²⁵ Furthermore, all the provisions respecting wildlife also extend to wildlife habitat.²⁶ Under Section 4, the federal cabinet can assign to the Minister the administration, management and control of any public lands which it is satisfied are required for wildlife research, conservation or interpretation.

Section 10 allows Cabinet to authorize the Minister to "purchase, acquire or lease, any lands or interests therein for the purpose of research, conservation and interpretation in respect of:

- (a) migratory birds; or
- (b) with the agreement of the Government of the Province having an interest therein, other wildlife.

Once acquired, such lands cannot be disposed of and no person can use or occupy these lands except as specified by the Act or regulations. The Minister may authorize sale, lease or other disposition of these lands but only if, in the opinion of Cabinet,

it would be compatible with wildlife research conservation and interpretation.²⁷

Section 13 of the Act empowers the Governor-in-Council to make regulations:

- (a) prohibiting entry generally or for any specified period or purpose of any person on lands under the administration, management and control of the Minister or any part of such lands;
- (b) specifying the measures to be taken in cooperation with the Government of the Province having an interest therein for the protection of any species of non-domestic animal in danger of extinction;
- (c) for the implementation of the term of any agreement under this Act;
- (d) for the preservation, control and management of lands purchased, acquired or leased pursuant to S.10;
- (h) prescribing measures for the conservation of wildlife on public lands, the administration, management and control of which has been assigned to the Minister pursuant to S.4(1); and
- (i) respecting establishment of facilities or the construction, maintenance and operation of works for wildlife research, conservation and interpretation on public lands the administration, management and control of which has been assigned to the Minister pursuant to S.4(1).

Clearly this Act allows for the delegation of management duties which are significant in striving for a comprehensive conservation strategy.

The Migratory Birds Convention Act

This Act sanctions, ratifies and confirms a convention between Canada and the United States for protection of migratory birds in both countries. It enables the federal cabinet to make regulations "to protect the migratory game, migratory insectivorous and migratory non-game birds that inhabit Canada during the whole, or any part, of the year," including seasons for the killing, possession, prohibition of killing, shipping, exporting, molesting, etc. of the birds, their eggs or nests.²⁸ The Minister may appoint game officers to enforce the Act and such officers are

vested with all the powers of a peace officer and must take an oath. The Act establishes prohibitions and the Regulations enable the Minister to issue permits which are, in turn, subject to a number of restrictions concerning bag limits, possession, sale or purchase, shipment, bait, hunting methods and equipment, retrieval, hunting before or after daylight, and hunting of sandhill cranes. There are also special kinds of permits for scientific, educational, avicultural, airport, taxidermist, or eiderdown purposes.

Given the nature of this Act, there would appear to be no opportunity for delegation from the Department of Environment and very little scope for contracting responsibilities to non-government parties.

Territorial Lands Act

Under this Act, only the federal cabinet can authorize the sale, lease or other disposition of territorial land. Although the authority to actually convey the land can be delegated to the Minister of Indian Affairs and Northern Development by way of regulation, the Governor-in-Council is also vested with the authority to make regulations regarding the issue of land use permits, mining leases, timber permits and order to withdraw or appropriate lands.

With respect to lands in the NWT, most of which are unpatented, the Governor-in-Council may:

- Order that a tract of land be withdrawn from disposal under the Act. This is, as the Canadian Institute of Resources Law has pointed out, only a temporary measure and, on its own, without additional provision, does not afford much protection of conservation principles. However, this situation might be stabilized through a withdrawal in conjunction with restrictions on surface use and regulations made under Section 19(k) which allows Cabinet to "make such order and regulations as are deemed necessary to carry out the provisions of this Act."

- Appropriate territorial lands for specific purposes such as "public parks or gardens ... historic sites or for other public purposes."²⁹ It can also order that these grants or leases be subject to any trust or use.
- Set apart and appropriate land necessary to enable the Government of Canada to fulfill its treaty obligations with the Indians, and "for any other purpose that he may consider to be conducive to the welfare of Indians."³⁰ This sub-section would suggest that it would be possible for the Minister to set aside lands (for example, caribou calving grounds) and make free grants or leases to native groups (i.e., band council, regional or tribal councils). Such a disposition could be made outright with no strings attached, or it could be made subject to prescribed uses, standards or trust conditions.
- Set apart and appropriate territorial lands "for use as forest experimental areas, National Forests, Game Preserves, Game Sancturaries, Bird Sanctuaries, Public Shooting Grounds, Public Resorts, or for any other similar public purpose."³¹

The main thrust of this Act is to establish certain prohibitions and to enable Cabinet to make regulations establishing administrative procedures for the conveyance of land and for the licensing of the use of land and renewable resources. With the exception of sections 3.1 and 3.2, the Act, itself, does not contemplate any conservation objectives. Section 3.1 allows the federal cabinet to set apart and appropriate any territorial lands as a land management zone, where such is deemed necessary "for the protection of the ecological balance or physical characteristics" of the area. Section 3.2 allows Cabinet to make regulations respecting "(a) the protection, control and use of the surface of land in a land management zone; and (b) the issue of permits for the use of the surface of land in a land management zone, the terms and conditions of such permits and the fees therefore." Section 19 (6.1) also allows Cabinet to make regulations respecting the protection, control and use of the surface of territorial lands."

Although the above-mentioned sections do not identify who must implement the regulations, Section 3.(1) states that the Act applies only to territorial lands under the control and administration of the Minister. So even though there are no specific constraints on Cabinet's right to delegate management duties on territorial lands, any attempts to circumvent the Minister's authority would likely be challenged. However, with respect to lands appropriated or withdrawn for specific purposes (i.e., purposes "conducive to the welfare of Indians" or for Public Parks, Game Preserves, Bird Sanctuaries, etc.), there may be some argument for the position that Cabinet, by way of regulation, could assign to a party such as a band or regional council, management responsibility according to conservation principles. Standards or conditions of administration could be imposed in the granting or withdrawal documents or by way of contract.

Historic Sites and Monuments Act

This Act allows for the marking or commemoration of historic places. The Minister of Indian Affairs and Northern Development may commemorate historic places himself, or he may implement recommendations put forward by the Historic Sites and Monuments Board of Canada.³² The Board has no power of its own but may receive and forward to the Minister, recommendations "respecting the marking or commemoration of historic places, the establishment of historic museums and the administration, preservation and administration of same." The Minister may make "agreements with any persons for marking or commemorating historic places ... and for the care and preservation of such places,"³³ He may also provide for "the administration, preservation and maintenance of any historic places acquired or historic museums established pursuant to this Act."³⁴

Consequently, although there is no room for delegation of authority under this Act per se, there is some scope for contracting local or regional bodies to care for historic places which could include sites, buildings or other places of national interest or significance.

The Northern Inland Waters Act

This Act vests "the property in and the right to the use and flow of all waters" in Yukon and Northwest Territories in the federal Crown. It establishes a Water Board in each of the Yukon and Northwest Territories to, inter alia, license waste deposits into water and certain water uses. Although the Governor-in-Council may "reserve from disposition under any enactment relating to the disposition of territorial lands," territorial lands under the control of the Minister, and he may direct the water boards not to issue any licenses relating to the use of waters in those areas so that comprehensive evaluation and planning can be carried out with respect to those waters, the subsequent process dealing with that area is not clear. For example, if a particular development project was causing a harmful effect on a water resource, the Cabinet could order that no more land, mineral, timber - and similar - leases be granted in that area. Conversely, they could make the same order if the water resource was required for a renewable resource development, and in the public interest (i.e., fish spawning or overwintering area).

However, once the order was made and the research and planning completed, seemingly management of water resources would proceed by way of enforcing regulations and standards. Regulation would be achieved by incorporating appropriate terms and conditions into water use, land use, mineral, timber, oil and gas and other licences, leases or permits. Enforcement would be by department officers. Possibly, though, there would be some scope for actual management of resources through provisions of the Fisheries Act, and the Canada Wildlife Act.

Although a process of evaluation and planning is mentioned, there does not appear to be any contemplation of comprehensive management of the water resource according to conservation principles. Although this activity would probably not be precluded under this Act, administrative responsibility, if any, would probably be interpreted narrowly as remaining with the Minister, or

in turn, the Water Board, if water uses were to be allowed in the area.

Canada Oil and Gas Act

This Act establishes the framework from which oil and gas rights on Canada lands are administered.

Section 5(5) specifically calls for the Minister, who, in the NWT and Yukon, is the Minister of Indian Affairs and Northern Development (DIAND), to "designate any person employed in the public service of Canada to execute such of his powers, duties and functions as are specified in the designation." By way of Memorandum of Understanding between the Minister of IAND and the Minister of Energy, Mines and Resources, the Canada Oil and Gas Lands Administration (COGLA) was established and the Administrator of COGLA became the above-mentioned delegate.

The administration of the Act is concerned primarily with the requirements and rights under the terms of exploration agreements and production licences, and the Crown's share of royalties from production, should production occur pursuant to such licences. Ingredients of these agreements and licences include information by applicants on their projected work programs, Canada benefits plan, northern benefits program, and evidence of Canadian ownership.

This Act does not address any aspect of conservation or ecological concerns. It does allow for the Minister to appoint advisory bodies from time-to-time, and there is nothing to preclude a broadening of the terms and conditions of exploration agreements or production licences, to include principles of conservation regarding wildlife and habitat.

There is virtually no scope for the federal ministers to delegate or contract administrative or managerial responsibilities under this Act.

NORTHWEST TERRITORIES LEGISLATION

As has been pointed out by the Canadian Institute of Resources Law in its Report to the Task Force on Northern Conservation, territorial legislation provides a useful framework for conservation initiatives, but its application is limited because most of the NWT land base "remains in the hands of the federal government." Consequently, although the scope of delegative powers may seem refreshingly broad in comparison with the federal legislation, there are severe limitations on the application of these powers, at this point in the "Constitutional" history of the NWT.

Territorial Parks Ordinance

This Ordinance allows for the Commissioner to establish five different types of parks - Natural Environment Recreation Parks, Outdoor Recreation Parks, Community Parks, Wayside Parks and Historic Parks. The Commissioner may establish the first two types of parks only on land set aside under federal legislation and set aside specifically for park purposes.

This legislation enables the Commissioner-in-Council to create a Territorial Parks Committee to consider park proposals, consult with the local people, hold hearings and advise the Minister on the establishment of territorial parks. It specifically states that the Executive Member "may enter into agreements with individuals, sole proprietorships, municipalities, companies, societies, associations, partnerships or other bodies, to operate and maintain Territorial Parks."³⁵ Likewise, he may enter into Agreements with the Government of Canada, or of a province, for the use, development, operation and maintenance of territorial parks. However, the Ordinance allows for the appointment of a Superintendent, and it is he who is responsible for administering and enforcing the Ordinance and Regulations, including the issue of park use permits and the duties of a peace officer within a Territorial Park.³⁶

The Regulations to this Ordinance are concerned by way of park use permit, with the regulation of campgrounds, concessions,

construction of buildings, clearing of land, disposal of refuse, etc. Although S.34 contemplates the direct delegation to a municipality of operation of community parks, ultimate responsibility would lie with the Superintendent. Furthermore, the delegation would be circumscribed by mandatory conditions, to be applied to a section of Agreement with the Executive Member under the Ordinance.

The potential for this Ordinance is akin to that of the Canadian Wildlife Act, with the important exception that there is no direct access to the land base for the territorial government of the N.W.T. Even if the land was designated and set aside for park purposes, one would have to ensure that the federal government also transferred ownership or control over the subsurface lands and resources, to ensure that use to be made of these lands, by either government, was not at cross-purposes.

Historical Resources Ordinance

This ordinance empowers the Commissioner to establish museums or, by plaque, sign or other suitable means, mark or commemorate places and sites of prehistoric or historic significance to the territories. The Northwest Territories Historical Advisory Board was established to advise him on same, and on the administration, preservation and maintenance of historic places and museums. The Commissioner, in turn, may "enter into agreements with any person ... respecting the establishment of museums or for making or commemorating historic places pursuant to this Ordinance and for the care and preservation of museums and any places so marked or commemorated."³⁷

If conservation principles and objectives were accepted, it would seem that the extensive scope for contracting responsibilities to local groups, combined with the role of the Advisory Board, could provide significant opportunity for local control. However, legislation like this is contingent largely on good will, as it is enabling, rather than mandatory legislation.

Wildlife Ordinance

This Ordinance is primarily concerned with the control of hunting, possession and use of wildlife by way of licences, permits and prohibitions. It allows for the designation of wildlife management zones and areas, wildlife preserves and sanctuaries, critical wildlife areas and special management areas and the making of regulations respecting wildlife management in these areas.³⁸

Section 3 allows the Executive Member to delegate any powers, to which he himself is entitled under the Ordinance, to the Superintendent. He may also appoint Wildlife Officers who take their responsibilities from the Ordinance Regulations and Superintendent and wildlife guardians whose duties are defined by the Superintendent and confined to a particular region. This line of authority clearly indicates the intention to retain control of wildlife management, within the government officials responsible to the Executive Member. Other than specific tasks such as research, nuisance control, surveys, and census taking which can be the subject of a contract to a private party, this Ordinance allows no scope for delegation of management responsibilities to non-government bodies.

Travel and Tourism Ordinance

This Ordinance requires persons constructing, enlarging, occupying or operating a tourist establishment, to obtain a licence. The Executive Member is authorized to designate:

- Travel Development Areas in which he considers "it is useful in the public interest to regulate the orderly recreational use and development"
- Travel Restricted Areas in which he considers it in the public interest to restrict outdoor recreational activities.

The Executive Member may appoint tourism officers to administer the Ordinance. In these latter areas, permits and guides are mandatory, prior to engaging in outdoor recreational activity.

This Ordinance merely seeks to licence certain recreational uses in designated areas. There is no real attempt to manage the resource (presumably wilderness); it merely provides an initiative to regulate its use in an orderly way. Officers play the role of enforcers of the various standards, designations, and prohibitions which the Commissioner may, by regulation, make from time-to-time.

Commissioner's Land Ordinance

This Ordinance authorizes the Commissioner to sell, lease or otherwise dispose of Commissioner's land, and to "make regulations authorizing any person to sell, lease or otherwise dispose of Commissioner's land, subject to such limitations and conditions as the Commissioner may prescribe."³⁹

There is no management or administration function - other than a land titles office - respecting the lands contemplated here. However, this Ordinance and its Regulations could be used to enable the Commissioner-in-Council to sell, lease or otherwise dispose of lands owned by him, for conservation purposes or subject to the condition that they be used for conservation purposes.

Area Development Ordinance

This Ordinance allows the Commissioner to designate up to 15 square kilometres of land as a development area, being an area in which he considers it will be necessary, in the public interest, to regulate orderly development.

He may appoint one or more officers to administer and enforce the Ordinance and Regulations, and may make regulations regarding such activities as:

- zoning of land and the regulation and prohibition of business therein

- animals
- discharge of firearms (regulation or prohibition)
- construction of buildings.

This Ordinance could be used to set up an animal sanctuary. However, like legislation referred to earlier, no comprehensive management or conservation activity is encompassed here. The function is a regulatory, prohibitory or limiting one, the enforcement of which is specifically delegated to an officer of the government.

Regional and Tribal Council Ordinance

This Ordinance is mentioned because it enables regional structures, once established pursuant to this Ordinance, to function as bodies corporate. They can enter into contracts in a private capacity or they may directly, or through a regional board of management these establish, administer programs in the region, delegated to them by the Government of the Northwest Territories.

There would appear to be no prohibition against their entering into similar contractual or delegative arrangements with the federal government. It must be noted that the existence of a regional or tribal council does not create any rights for a federal or territorial government to confer authority, it merely means that should either level of government be vested with that power, a regional or tribal council is a legal entity, capable of receiving it.

SUMMARY

As has been discussed in previous studies, significant scope exists in the legislation canvassed for setting aside conservation areas and managing northern wildlife and wildlife habitat, according to conservation principles. However, jurisdiction for implementing the bulk of regulatory and management provisions within these areas, for all practical purposes at this time, lies exclusively with the Government of Canada. While there is some scope for federal, territorial and local cooperation through consultative and

contractual arrangements, it is the federal government, through Cabinet or a designated minister, which is charged with the responsibility of implementing federal legislation and has control over whether territorial legislation can, in effect, come into force.

The Task Force on Northern Conservation drew a distinction between two types of resource management. One, referred to as integrated resource management, was found to be active and oriented towards problem solving, whereas the other - regulatory management - was found to be reactive and dependent on licensing and enforcement according to regulation. The Task Force found the latter rigid and not conducive to achieving conservation principles.

Federal legislation which allows for integrated or comprehensive resource management consists of:

- The National Parks Act
- The Canada Wildlife Act
- The Historic Sites and Monuments Act.

Other legislation which is heavily regulatory in its approach but allows some potential for planning (by way of Cabinet or Ministerial regulation) includes:

- The Fisheries Act
- The Territorial Lands Act
- The Northern Inland Waters Act.

Of these, only the Canada Wildlife Act authorizes delegation of management type authority to entities outside the federal civil service. Section 5 of that Act enables the Minister to enter into Agreements with provincial/territorial governments, municipal authorities, other organizations or persons regarding funding, research, conservation and interpretive programs and measures, administration of lands or the construction, maintenance and operation of facilities and works. He can also enter into agreements with provincial/territorial governments regarding

measures to protect species of non-domestic animals in danger of extinction.

A major consideration in implementing any of the above mentioned agreements is that the Act is administered by the Minister of Environment who has no exclusive jurisdiction over lands in the NWT. In order to obtain land to which such agreements would apply, lands would have to be transferred from Indian and Northern Affairs Canada which owns these lands, on behalf of the Government of Canada, subject to aboriginal title interests.

Although provisions for delegating managerial authority to local entities exist in the Historical Resources Ordinance, and to a certain extent in the Territorial Parks Ordinance, both share the plight of the Canada Wildlife Act. Standing alone, they are rendered meaningless until jurisdiction over a land base is transferred to the appropriate Minister or government, such that there is something against which the legislation can be applied. This would require cabinet approval, pursuant to the Territorial Lands Act, a process, the speed and efficacy of which is more a matter of administrative and political - rather than purely legal - consideration.

OBSERVATIONS FROM OTHER JURISDICTIONS

Despite the fact no pieces of legislation are readily available for delegating responsibilities to northern governments or local entities for managing wildlife and wildlife habitat resources, according to conservation principles, there are ways in which northerners can become involved in similar activities by way of contractual relationships. Elsewhere in Canada there are a number of different examples, some of which provide for a great deal of responsibility at the local level.

The most progressive appears to be in Creston, British Columbia, an area consisting of lakes, streams and drainage ponds located on the western flyway for migratory birds. The Creston example represents a cooperative arrangement which appears to be

operating successfully among the federal government (Canadian Wildlife Service), provincial government and the private sector.

In 1979 the British Columbia government passed the Creston Valley Wildlife Act. It created the Creston Valley Wildlife Management Area, which is held by the province in trust for the purpose of wildlife conservation management and development. The area is managed by a "management authority" which is composed of:

- the director of the Fish and Wildlife Branch of the provincial Ministry of Environment
- the director of the Canadian Wildlife Service or any other person appointed by the Minister of Indian Affairs and Northern Development
- a person from the private sector.

It has the capacity of a trustee, with respect to a trust fund set up under the Act and is responsible to, and "subject to the Minister in the exercise of its functions, powers and duties under the Act." Except for its responsibilities as a trustee and quasi-judicial tribunal, the management authority may delegate its functions, powers and duties to its members, committees, officers or servants.⁴⁰ It may also enter agreements for other agencies to assume functions for "the conservation, management or development of wildlife, the maintenance or development of the area, or other activities or development, as may be in the agreement or arrangements." These functions may be assumed jointly with the management authority, by the agency alone or with other agencies.

In addition to the enforcement of extensive prohibitory provisions contained in the Act, the Management Authority has an extremely broad scope for managing both wildlife and habitat in a positive and creative manner. Although it has a supportive framework of provincial and federal government expertise, there appears to be significant opportunity for input by the general public regarding management of the area.

On a more limited scale, there are numerous examples where Parks Canada has entered into service contracts with private individuals, corporations or societies. These range from construction and maintenance contracts to the provision of food and service concessions, utilities, interpretive programs, campground operation, and recreational facilities, to maintenance of museums and historical sites. Similarly, there are numerous examples of contracts with the private sector in provincial parks. Neither legislative regime contemplates contracting out the responsibility for actually managing the wildlife and habitat resources themselves.

In the Northwest Territories, Parks Canada has a draft agreement with the GNWT on the terms for approaching Cabinet for the purpose of establishing a National Park Reserve and, subject to settlement of land claims, a National Park. While it does not pretend to delegate responsibilities, it allows local authorities significant opportunity to participate in park management through service contracts or as government employees. Under this agreement, Parks Canada undertakes to afford the opportunity to local residents and organizations of Grise Fiord and Resolute Bay to:

contract for the development and maintenance of park facilities, provision of visitor and interpretive services and to participate in appropriate training programs related to park management.

The commitment is also made to implement and facilitate the employment and involvement of regional residents in park operations, and to "employ qualified native people in park operations and maintenance to the maximum extent possible." Although responsibility is maintained for renewable resource management within the Reserve, the agreement undertakes to make it compatible with that of the surrounding area and to contract, "if circumstances warrant," with the GNWT for provision of "specified services related management of wildlife within the Park Reserve on a negotiated cost-recovery basis." This agreement has yet to be approved by the affected community and regional Inuit organizations, and signed by the two Ministers. However, Parks Canada personnel are optimistic

that these can be accomplished and the Act amended in the fall '85 sitting of Parliament.

Another cooperative initiative in the NWT which is yet to be implemented, but which will allow the GNWT full management capability with respect to mammals, is the "Agreement for the Management of Polar Bear Pass National Wildlife Area" between the GNWT and the Canadian Wildlife Service (Minister of Environment). The land has not yet been transferred from DIAND and a requisite area management agreement has not yet been approved by the parties. Furthermore, at this point, there is no indication of which legislative mechanism will be invoked, if any, to provide the underpinning for the agreement.

Neither of these initiatives embody a mechanism which guarantees participation in management decisions by representatives from the private sector or local entities.

With respect to provincial government initiatives, the Ontario provincial government has been "privatizing" recreational class provincial parks since 1976.⁴¹ Under the Ontario Provincial Parks Act the government retains ownership, control and management of the land and resources but tenders contracts for provision of water, firewood, electricity/fuel, shelters, interpretive programs, literature, concessions, garbage removal and maintenance of campsites and parking lots, and so on. The Minister is advised by a Provincial Parks Advisory Committee (which may be appointed at the pleasure of the Lieutenant Governor in Council from time-to-time and in relation to one or more provincial parks) regarding policy, planning management and development of the provincial parks system. He is also responsible for ensuring standards are maintained. This Act is not unlike the Territorial Parks Ordinance in its intent and scope.

CONCLUSIONS

Although there are significant opportunities for creative management of northern wildlife and habitat resources within

conservation areas according to conservation principles, there are limited legislative means for placing responsibility for that management in the hands of northerners. Without land transfers from Indian and Northern Affairs Canada, which are ultimately decided in Cabinet, little opportunity exists for the GNWT or local entities to assume those management responsibilities.

Once lands are transferred under the National Parks Act, significant participation can be achieved through service contracts. However, control over management of the resources, themselves, cannot be transferred. If northern lands are transferred to either the Minister of Environment under the Canada Wildlife Act, or to the Government of the Northwest Territories for purposes under the Territorial Parks Ordinance, there are a range of options for integrated resource management which can be delegated to the GNWT or to local entities respectively. Certainly experiments in cooperative management undertaken or proposed by the Canadian Wildlife Service, appear to contain the ingredients necessary to overcome legislative, constitutional and jurisdictional impediments to manage these resources actively in a comprehensive, holistic manner and in such a way that the territorial government and affected communities can participate on an equal footing. Creative variations on the Creston Valley management model are capable of being implemented through either the Territorial Parks Ordinance or the Canadian Wildlife Act - once the land base is transferred to the appropriate body.

NOTES

1. Letha J. MacLachlan is a Barrister and Solicitor resident in Yellowknife, NWT.
2. Task Force on Northern Conservation, Report of the Task Force on Northern Conservation (Ottawa: Department of Indian Affairs and Northern Development, 1984).
3. Ibid.
4. Ibid, p. 13.
5. Ibid, p. 14.

6. Ibid.
7. Ibid.
8. H.W.R. Wade, Administrative Law (Fourth Edition, 1977), p. 305.
9. There is a general rule that the Ministers of the Crown are "entitled to exercise their statutory powers through responsible persons in their departments and that in such circumstances, ministerial decisions cannot be questioned on the basis that they were not made by the Minister personally." D. Mullan, Administrative Law. (The Carswell Company Limited, 1973), p. 3 - 51.
10. See John Willis, "Delegatus Non Protest Delegare," Canadian Bar Review, Vol. 21 (1943): 257.
11. H.C. Black, Black's Law Dictionary (St. Paul, Minnesota: West Publishing Co., 1968), p. 1235.
12. Ibid., p. 1236.
13. Section 2.(1).
14. J. Sax, "The Public Trust Doctrine in Natural Resources Law: Effective Judicial Intervention," Michigan Law Review, (1970): 490.
15. Constance D. Hunt, "The Public Trust Doctrine in Canada." In Environmental Rights in Canada, edited by John Swaigen (Toronto: Butterworth, 1981), p. 151-184.
16. See S.11.
17. See S.5 (1). Although the Act states that it is the Minister of Indian Affairs and Northern Development who is responsible for administering this Act, and although the Act has never been amended, administrative responsibility was turned over to the Minister of Environment by an Order-in-Council #PC 1979 1617 on June 5, 1979 pursuant to the Public Service Rearrangement and Transfer of Duties Act.
18. See S.7(1)(i) and (j).
19. S.5(3).
20. S.5(4).
21. S.33(12) and (13).
22. S.34(b).

23. S.39(i).
24. S.7(2).
25. S.2(1).
26. S.2(2).
27. See S.10(3).
28. S.4.
29. S.19(b).
30. S.19(d).
31. S.19(e).
32. The Minister of Environment was given administrative responsibility for this Act pursuant to Order-in-Council #PC 1979 1617. See Note 17.
33. S.3(b).
34. S.3(e).
35. S.7(1).
36. S.8.
37. S.3(c).
38. S.20(3).
39. S.4.
40. Two such committees are the Operations Committee and the Public Advisory Committee. The Operations Committee, made up of a CWS representative and a Fish and Wildlife Branch employee provide direction to the area staff. There are approximately five staff persons who are hired on contract to maintain operations on the site. They report to the Management Authority through the Operations Committee. The role of the Public Advisory Committee appears to be one of liaison between the local public and the Management Committee. (Telephone interview with David Neufeld, Masters Student, School of Urban and Regional Planning, University of Waterloo, April 18, 1985).
41. At present there are more than 14 parks in Ontario which have been privatized including Sturgeon Bay Provincial Park, Sauble Beach Provincial Park and Inwood Provincial Park.



**Parks and Protected Areas in British Columbia
in the Second Century**

British Columbia Caucus Report

Peter J. Dooling, Coordinator

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Heritage for Tomorrow
Provincial Steering Committee**

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Table of Contents

	<u>Page</u>
INTRODUCTION TO THE PROVINCIAL PAPER	161
THE PROVINCIAL PAPER: VOLUME I, STATUS, TRENDS, NEEDS	165
THE PROVINCIAL PAPER: VOLUME III, CANDIDATE AREAS	269

Introduction to the Provincial Paper

The goals of the British Columbia caucus were to prepare, through a public consultative process:

- a paper on heritage conservation issues, policy concerns and recommendations
- a list of conservation candidate areas, consisting of those areas in British Columbia considered to be of critical importance and requiring designation and management as parks or equivalent protected areas.

The public consultative process began with the "Symposium on Parks in British Columbia," February 17-19, 1984 at the University of British Columbia.¹ The symposium was sponsored by the Federation of British Columbia Naturalists, National and Provincial Parks Association of Canada - British Columbia Chapter, the Outdoor Recreation Council of British Columbia and the Faculty of Forestry, University of British Columbia. Thereafter, the British Columbia caucus held fifteen public workshops in ten different locations throughout British Columbia, a process which extended over a year from May, 1984. Approximately 1,000 persons contributed to the consultative process. This province-wide effort - which involved six regional caucus groups - was the first of its kind to address park and analogous protected landscape needs in the countryside of British Columbia.

The British Columbia caucus assembled a great amount of information which has been compiled in four volumes collectively known as "The Provincial Paper." These volumes are:

- Volume I - Status, Trends, Needs
- Volume II - Special Issues Review
- Volume III - Candidate Areas
- Volume IV - Nomination Forms for Areas Worthy of Protection

Volumes I and III of the Provincial Paper are included in Volume 2 of Heritage for Tomorrow, Proceedings of the Canadian

Assembly on National Parks and Protected Areas. The "Special Issues Review" appears in Volume 3 of Heritage for Tomorrow... Guidance respecting access to unpublished, processed information contained in Volume IV of the Provincial Paper will be found in Volume III of the report (note particularly Appendix I).

The volume on "Status, Trends, Needs" identifies the issues, problems and needs facing heritage conservation in British Columbia. Subjects covered range from the need for improved crown land plans and the Crown land divestiture issue, to park management plans and a series of park and outdoor recreation resources stewardship issues.

Volume II, the "Special Issues Review," is a detailed examination of five issues:

- wilderness
- marine ecosystem protective designations in British Columbia
- protection of national parks through less-than-fee simple techniques
- coordinating cooperation between neighbouring land use agencies, a case study of Parks Canada and British Columbia's Ministry of Forests
- a new native heritage parks concept.

Volume III, "Candidate Areas," outlines land protection designations adopted by the caucus in preparation for the areas listing. The document also contains a list of candidate areas identified through the caucus process. These areas are set out by Forest Administration Regions of British Columbia.

Six Forest Region maps called "The Family of Protected Areas" have been prepared to show the location of 187 candidate areas. Each area is identified by location, recommended land protection designation, "need for action" recommendation as a reflection of candidate area "endangerment," and an existing significance level recommendation. Reproduction of these six maps has not been possible in the assembly Proceedings. Enquiries about their content and availability should be directed to the caucus coordinator.

NOTE

1. See P.J. Dooling, editor, Parks in British Columbia: Emerging Realities (Vancouver: University of British Columbia, Faculty of Forestry, Department of Forest Resources Management, Park, Recreation and Tourism Resources Program, 1985).



The Provincial Paper: Volume I Status, Trends, Needs

Table of Contents

	<u>Page</u>
INTRODUCTION	169
Caucus Goals	169
About the Caucus: Our Efforts to Define the Issues	169
About this Report	172
A MEASURE OF WISDOM: CRITICAL THRUSTS IN BRITISH COLUMBIA'S HISTORY	175
Crown Lands	175
Parks	176
The Provincial Park System of British Columbia: Origin and Evolution	176
PROTECTION OF BRITISH COLUMBIA'S NATURAL DIVERSITY: THE MEANING OF, NEED FOR, AND ESTABLISHMENT OF PROTECTED AREAS	187
Meaning of Protection	187
Need for Protected Areas	190
Establishment of Protected Areas	193
General Principles	193
Guidelines	194
Area Protection Designations: Their Role in Protecting Natural Diversity	195
British Columbia Park Areas: What We Have	206
National Parks	206
Provincial Parks	207
Regional Parks	208
Other Protected Areas	208
British Columbia Park Areas: What We Need	209
National Parks	209
Provincial Parks	210
Municipal and Regional Parks	211
What are the Alternative Mechanisms?	211
HERITAGE PLANNING, MANAGEMENT AND RESEARCH	212
Planning Heritage Conservation	212
Managing Heritage Conservation	215
Research and Heritage Conservation	218

	<u>Page</u>
PRESENT LAND USE DESIGNATION	219
Nature Preserves - Wetland Habitats	219
Wilderness	220
Natural Areas as Ecological Reserves	222
Heritage Coasts	230
Ecological Reserves	232
National Wildlife Areas	234
National Marine Parks	234
Pacific Rim National Park	238
Canadian Landmarks	238
Provincial Marine Parks	239
Biosphere Reserves	243
Take Another Look: Policy Area Initiatives	244
Take Another Look: Land Area Initiatives	246
River Landscapes: How Wild, How Green are our Valleys?	246
Canadian Heritage River System	246
British Columbia's Recreation Corridor Policy	249
STEWARDSHIP CONCERNS AND ACTIONS	252
In Parks in British Columbia	252
Park Master Plans	252
Preservation and Use Mandates	252
Resource Use by Indigenous People in Parks	253
Pest Management/Danger Trees	253
Environmental Impact Assessment in Parks	253
Logging and Mining	253
Need of Response to the Multiple Use Question	254
In Forest Lands Beyond Park Boundaries	254
Resource Developments Around Parks	254
Support for Forestry Profession	255
Recreation and Heritage Trails	255
CROWN LAND MANAGEMENT AND SUSTAINABLE DEVELOPMENT	255
THE PARKS	260
Process, Public Input and Public Review	260
Privatization of Park Facilities: What Are the Implications?	261
State of the Parks Report Required	262
OUTDOOR RECREATION	263
Comprehensive Review of Outdoor Recreation Resources Required	263
Notes	264

Tables and Figures

	<u>Page</u>
<u>TABLE</u>	
1. Heritage Reserve Types Applicable to British Columbia	198
2. Coastal and Marine Ecological Reserves in British Columbia, 1985.	233
3. Comparison of Marine-Oriented Provincial Parks and Recreation Areas in British Columbia, 1984	240
 <u>FIGURE</u>	
1. The British Columbia Park System at Ten-Year Intervals	182
2. Acquisition of Ecological Reserves in British Columbia	226
3. Parks Canada Marine Regions, Pacific Coast	235

Introduction ¹

CAUCUS GOALS

The goals of the British Columbia caucus are to prepare, through a wide-ranging consultative process:

- a report on heritage conservation issues, policy concerns and recommendations
- a list of heritage conservation candidate areas consisting of those areas considered by contributing citizens to be of such critical importance that they should be designated as parks or equivalent reserves. Where possible, priority ranking of candidate areas at regional, provincial and national scales of heritage significance are to be included in the review.

ABOUT THE CAUCUS: OUR EFFORTS TO DEFINE THE ISSUES

The British Columbia Caucus: Heritage for Tomorrow is a province-wide citizen network formed specifically for input into the Canadian Assembly. Its focus is on documenting area protection needs and issues in general, and support for parks in particular, on public lands in British Columbia.

The Provincial Steering Committee was assembled in February, 1984. Six Regional Caucus Committees were subsequently established throughout the province in March, 1984. The eleven-member Steering Committee consisted of six Regional Members and two At-Large Members, who represented natural resource conservation, outdoor recreation and resource-oriented tourism interests. All regions of the province were represented on the Provincial Steering Committee.² For each of the six Regional Caucus Committees representation was sought from as wide a range of interest groups as possible; however, representation came mainly from individuals and groups interested in nature and resource conservation, parks, and forestry. Regional Caucus Committees were encouraged to form regional organizations and conduct public workshops in ways most

appropriate to their respective situations. The term "caucus" refers to the citizen volunteer and "grassroots" consultative process used for the identification of heritage conservation issues, policy concerns and necessary actions.

The public consultative process commenced with a provincial conference: the Symposium on Parks in British Columbia, February 17 - 19, 1984 on the campus of the University of British Columbia. The symposium was sponsored by the Federation of British Columbia Naturalists, the National and Provincial Parks Association of Canada - British Columbia Chapter, the Outdoor Recreation Council of British Columbia and the Faculty of Forestry, University of British Columbia. University of British Columbia President Dr. George Pedersen opened the symposium. Introductory official addresses were made by the Honourable A. Brummet, Province of British Columbia, and Mr. Al Davidson, Assistant Deputy Minister, Parks Canada. Three hundred and fifty participants from across the province, along with several others from Ottawa and five other provinces, discussed and acted upon some twenty-three invited papers. Several contributed papers were also received.³ Common to the provincial symposium and the subsequent work of the Provincial Steering Committee and the six Regional Caucus Committees was the realization that the future for heritage conservation in British Columbia ultimately must be decided at the public level because of the broad range of competing interests.

The public consultative program of the six Regional Caucus Committees consisted of 14 public meetings held throughout British Columbia from May 16, 1984 to April 30, 1985, as follows:

<u>1984</u>	
Victoria	May 16
Penticton	June 4
Castlegar	June 7
Kaslo	June 9
Kelowna	June 11
Cranbrook	June 12
Vernon	June 17
Kamloops	June 17

Smithers	June 23
Sandon	September 15
Victoria	September 18
Vancouver	September 22
Prince George	October 27
	<u>1985</u>
Vancouver	April 30

The public - at least in the more accessible areas throughout the province - had the opportunity to make known its views, concerns and suggestions. No restrictions were imposed on topic areas, nor were all workshops confined only to the issues of national parks. Rather, the broad arena of protection of our natural and cultural heritage - regardless of jurisdiction - was the focus of consultations.

In total some 75 persons laboured voluntarily within the Provincial Steering Committee and its six regional subcommittees and about 1,000 persons contributed to the program. They included members of over one hundred non-governmental organizations, numerous members of national, provincial and regional land use agencies, some local and provincial public officials, and several dozen people from the private sector. In addition, written submissions and surveys in two regions were used as methods of obtaining public perspectives on issues and suggestions for candidate areas.

Many people expressed their desire to attend a public workshop but they could not afford to; particularly those resident in remote areas of the subregions of the province. We simply did not have the funds to support meetings in every desirable location. The Queen Charlottes, Prince Rupert, mid-coast region, northern British Columbia, the high latitudes above Prince George west of the Rocky Mountains, the northern portions of Omineca-Peace and Skeena-Stikine, and the Caribou locations are not well represented.⁴ Further, we have seen some "fizzling out" of volunteerism. Volunteerism seemed more vibrant at the outset of the caucus work, but when money and time resources are limited, this is not an unusual occurrence.

We have worked long and hard to become well informed on many aspects to gain a provincial perspective, to identify and document local interest throughout the regions of British Columbia, and to prepare this response for the Canadian Assembly. We have used money, time and labour to express what our hearts and minds believe.

This submission speaks on behalf of those persons who have been involved in the caucus. It speaks too, we believe, on behalf of the thousands of residents of and visitors to British Columbia who use and enjoy our parks and non-park natural areas.

Our work includes fostering wise use through preserving the diverse natural and cultural values of park lands, and other protected areas and historical places. These lands provide for the enjoyment and enhancement of the quality of life through outdoor recreation. Outdoor recreation and related tourism also provide work in their role as an industry. We do believe in multiple uses of all our public lands, but not in commercial extractive uses everywhere.

If the result of our work is to raise the level of concern about wise land use planning - and an exemplary parks system in particular - then British Columbia and Canada will be better; if not, we all lose.

ABOUT THIS REPORT

The scope of interest in "Heritage" and associated problems, and in the concepts therein has proven to be so broad and diverse that the selection of the phrase "Heritage for Tomorrow" as the theme of the 1985 Canadian Assembly must be judged, in light of the work of the British Columbia caucus, as merely satisfying a desire for brevity in a printed program - as a "catchy title."

In our focus upon "protected lands" we are led to the conclusion that "reserve" rather than "heritage" is the most important word. One area may be reserved in its natural state, free to continue its successional development and little influenced by

man. Another may be reserved but managed extensively. Where we think of "reserves" as largely unavailable to the general public and intended for scientific studies and for the preservation of species, we refer to these as "strict nature reserves" or "ecological reserves." The terms "national," "provincial" or "regional parks" refer to reserves permitting a combination of public uses for non-consumptive enjoyment of nature on lands where protection is a priority. In reserves where land and resources are managed to protect recreational values but alienation of interest in the land and/or non-recreational use of resources can occur in a controlled manner - and as a subordinate use - we refer to these as "provincial recreation areas" or "recreation corridors." Examples include heritage rivers and trails, heritage coasts, and heritage and scenic roads. Reserves vary in their degree of protection and it is these "protected lands and waters" that make up a significant portion of our irreplaceable and unique natural area patrimony.

In our report then the expression "heritage" refers primarily to our natural area patrimony. It is in this sense that we speak of our "natural heritage." A lesser, though not necessarily less important, application of the expression refers to the historical components of man's imprint on the earth and the cultural artifacts of his existence. It is in this sense that we speak of our "human heritage." Both natural and human heritage issues and reserve needs in the the countryside are reported upon - and the job of the custodians of our national and provincial heritage assets is becoming increasingly complicated.

Forests are our principal natural heritage resource. The provincial forests of British Columbia are without question very significant publicly-owned lands that also contribute to our "inheritance." Their use and management are not, however, the focus of this review. It is well beyond this effort to illuminate the past, present and potential future of that particular legacy.

The park and protected areas review is presented in this, the first of three volumes prepared by the British Columbia caucus. Volume I, Status, Issues, Needs, documents an exchange of ideas. Assembled herein is a large amount of information on the issues,

problems, and needs facing the protection and enhancement of our rural-based natural and cultural heritage - the prospects for the countryside of British Columbia.

The volume concentrates more on approaches, processes and substance of park and natural resource management province-wide than on specifics of particular park situations or other areas of merit. At the same time, from the outset of our work, one of the major concerns of the British Columbia caucus was that regional (local) views not be lost or diluted in the preparation of The Provincial Paper. We have laboured hard to retain this perspective by trying to identify sources throughout the report.

Issues regarding the stewardship of our existing park resources are included, as are several new initiatives for retention of our natural area patrimony.⁵

We did not seek to arrive at conclusions or recommendations on all issues. Rather, in some instances we provide information only so that readers may review it and present their own views in a considered way. Recommendations are presented but the list remains incomplete in this version. A list of recommendations will be presented for endorsement at the Canadian Assembly in Banff by the British Columbia caucus.⁶

Certainly, it is my view that the public interest groups make a significant contribution to the establishment, development and operation of Provincial parks in British Columbia. I value your input and dialogue with you.... We are proud of what we have achieved. We are willing to admit that our program is by no means complete.⁷

In the spirit of the above statement by the Honourable Minister, Anthony Brummet, it follows we seek - we request - his response to matters of provincial jurisdiction endorsed by the Canadian Assembly.

We have been advised through consultation and workshops during the Canadian Assembly process that Parks Canada will respond to matters falling within its mandate. It is our hope that all concerned federal and provincial agencies will do so.⁸

A Measure of Wisdom: Critical Thrusts in British Columbia's History

To set the stage for the work and findings of the British Columbia caucus a brief account of two important historical thrusts in the use and management of the province's resources is in order. The first matter for attention is the intent, from the outset, that the forests of British Columbia be retained as common land - that is, public land - to provide for a significant measure of control concerning resource use on much of the land surface of the province. The second subject deals with the establishment and development of a system of provincial goals in British Columbia, a system which stands at the heart of the family of protected areas. Some fundamental changes in this system are under way or proposed, circumstances which, as in the case of public lands and sustainable development, give rise to a series of caucus recommendations contained in this report.

CROWN LANDS

We find in the record of a meeting held on March 1, 1860 by by nine members in the House of Assembly for the colony of Vancouver Island the view presented and adopted that selling and granting of large tracts of timberland to companies or individuals should not be entertained.⁹ "Socially injurious" and "detrimental to settlement" were the reasons given. In 1862 - two years before Yosemite was ceded to be the State of California for public purposes, a full decade before the United States Congress created Yellowstone National Park - when grants of land were proposed as the basis for attracting investment in sawmilling, the response of the House Assembly in the then remote colony was: offer licenses to cut timber on unsold and unpreempted land. The notion of not selling off the forest land base - an implemented and quite remarkable notion - goes back to the very beginnings of land allocation and use in British Columbia.

The principle of public ownership of the forest in British Columbia was firmly established in law in 1896. Thus, while interest in timber initially could be acquired incidentally through purchase of land ostensibly sought for settlement purposes, leases and more prominently licenses, under a variety of terms and conditions, became the predominant forest tenures.

The salient point to be drawn from a review of forest tenure is, that early on, the province kept its options open on forest land and to enable other public purposes to be met concomitant with timber production, the province retained the land base in public ownership.

PARKS

For Canada the discovery of the Cave and Basin became the wellspring of an idea - Banff National Park. The year 1885 saw the birth of what was to become a unique institution - a national system of protected areas open to all Canadians; set aside, protected and preserved for their value as grandeur, as inspiration and revitalization of the human spirit. They must remain that way. They are not scientific reserves, though appropriate science can occur there. Nor are they playgrounds, though appropriate recreation can occur there.

Without parks, millions of Canadian lives would have been poorer. The world would have been poorer. We all owe a debt of gratitude to the men and women in service of the Provincial and National Parks of Canada for 100 years of physical and spiritual refreshment.

The Provincial Park System of British Columbia: Origin and Evolution¹⁰

The first public parks brought into existence by the Government of British Columbia were not provincial parks as we know them today. It is not surprising that in the earliest settlement in the province, the first parks were intended to meet small community needs. Areas designated as "park" on plans of land survey represent

the first dedication of land for public park use. These go back to the Crown granting land for Beacon Hill park to the City of Victoria in 1883. These actions indicate that allocation of attractive landscapes for public enjoyment was viewed from an early date as a desirable feature in meeting open space needs.

Even so, the early compelling argument behind devoting large tracts of remote land - including striking natural landscapes typical of provincial parks - to public parks purposes did not hinge on the social purpose of such parks in the lives of the resident population. Rather, it was the stimulation of commerce related to tourism as one element of provincial resource development. The province undoubtedly was influenced by reasoning surrounding the establishment of the first national parks in British Columbia - Glacier and Yoho in 1886. Beyond federally-controlled land was provincial territory of comparable natural attraction, suitable for park status.

A tourist industry study in 1909 led to consideration of park status for the environs of Upper Campbell and Buttle lakes. The first provincial park created was Strathcona Park which was established by Act of Legislature in 1911. This action demonstrated the seriousness of government intentions to market scenery: timber tenures surrounding Buttle Lake were extinguished by the province at considerable cost in substitute lumber. Legal responsibility for parks - by reason of survey plans registration - fell to the Attorney General's ministry; and parks by individual statute could be assigned to various administrations. The Lands Service had responsibility for Strathcona Park, 214,451 hectares of Special Act Park on Vancouver Island. For other parks the provincial government named advisory boards to guide administration, for example, Garibaldi Park in 1920. This "Chamber of Commerce" approach to park establishment continued through to the Second World War. Administrative capability in the provincial government agencies for management of parks was non-existent through most of this period.

Changes in management had their origins in the Great Depression following 1929. Governments were hard-pressed to deal with large numbers of unemployed. Young men were rotated for a period of

employment through forest work camps and the British Columbia Forest Service soon showed itself to be the most capable provincial agency for operating Forest Development Projects (FDP). Included in the project sites were lands designated as parks which still required access roads, let alone facilities for park visitors. These projects continued into the war period through the work of conscientious objectors and by the early 1940s, the Forest Service was solidly identified with the provincial parks. Legislation was drafted which envisaged a system of provincial parks rather than piecemeal designation of parks by individual statute. A new section of the Forest Act contained a crude classification of parks which prescribed for each class - whether Class A, B, or C - the degree of protection afforded the natural resource base. The Act differentiated between small community parks in unorganized provincial territory, and parks of provincial or wider significance predicated on outstanding natural attractions. Elements of the original legislation have been retained to this day.

Initially, to rationalize its involvement with the provincial parks, the Forest Service viewed the parks as a useful device for fire risk control and limiting wear and tear on the forest by focussing public use on known locations. However, the removal of forests from tree harvesting and the increasing call for funds for park development and operation inclined senior forest administrators to view responsibility for parks as a detraction from their main responsibility - growing, protecting and harvesting timber. At the field level Forest Service staff continued to contribute valuable ideas for expansion of the parks system. They do so to this day.

When World War II ended manpower returned home and the economy of British Columbia very soon experienced an unprecedented development of provincial resources. Those who had been involved with provincial parks through the FDP set about a serious study to rationalize the existence of a provincial park system to clarify its purpose and to suggest policy to guide park and park system development. An extensive literature search was undertaken and a wide range of contacts initiated to explore North American and other experiences with park systems, most particularly to ascertain the full range of their social purpose. The consequences of these

activities are revealed in a paper entitled "The British Columbia Forest Service in the Field of Recreation in Provincial Parks and Forests," presented by the Chief Forester of British Columbia to the Canadian Institute of Forestry in November, 1952.

Starting in 1947 and annually for some 19 years thereafter the provincial government staged a Natural Resources Conference at which the natural resource inventory, the development potentials of different resource sectors, the conflicting demands of the natural resource base and possible resolution of resource use conflicts all were the subject of discussion. These conferences were a significant sounding board for establishing park management as a discrete and significant discipline among the fields of activity through which the natural resource base is utilized. The distinction between park management and forest management was recognized in 1957 when a new Department of Recreation and Conservation was created to include a Provincial Parks Branch that was not responsible to the Chief Forester. The inseparability of forest recreational activity from forest management and the difference between park environments and those of forests managed for a broader range of uses was not recognized until much later.

The underlying philosophy on which the assembling, development, operation and management of provincial parks proceeded was elaborated and set down in the years immediately following formation of the new department, but remained effective until very recently. The basic premises of the philosophy were as follows:

- recreation in natural outdoor environments is therapeutic for people
- that natural environments in which natural resources are left intact and in place, to be modified only by natural processes, has particular value for recreation. The retention of such places in a provincial park system adds valuable diversity to the recreational opportunities of the province
- provincial parks should be freely available to all members of the public

- the land base must remain in public ownership to ensure freedom of access and long-term availability of the parks
- provision of commercial services by private interests, where authorized, is enabled by licencing the activity - not by according an interest in land
- provincial parks are to be kept free of private interest rights, whether real or imagined
- provincial parks should not be expected to be all things to all people. Permissible recreation activities would be limited to those which require unmodified natural environments
- in order that natural environments be maintained, facility development is limited to that necessary for the health and safety of park users and the protection of the park environment. The fostering of commercial enterprise alone is not sufficient basis for development.

Evaluation of the park system and administrative organization flowed from these precepts.

In 1965 a substantially revised Park Act was passed by the Legislature. This Act provided a more detailed classification of provincial parks and indicated the type of management to be accorded different types of parks. Protection of the natural resource base was further strengthened.

Intensified natural resource use and stepped-up allocation of crown land for various purposes required that the province be reconnoitered and its park potential inventoried so that the case for setting aside land for park purposes could be part of ongoing resource allocation decisions. By 1949 a general guideline outlining the kinds of parks for which land would be needed was circulated to Department of Lands and Forests staff. In the early 1950s this guideline was enlarged to a set of area and number standards which sought to address constant questions about a provincial park system: what kinds of parks? where located? what size? how many of each type? At the same time field staff were advised how to relate physical characteristics of land to recreational potential as a park. Initially land was drawn only

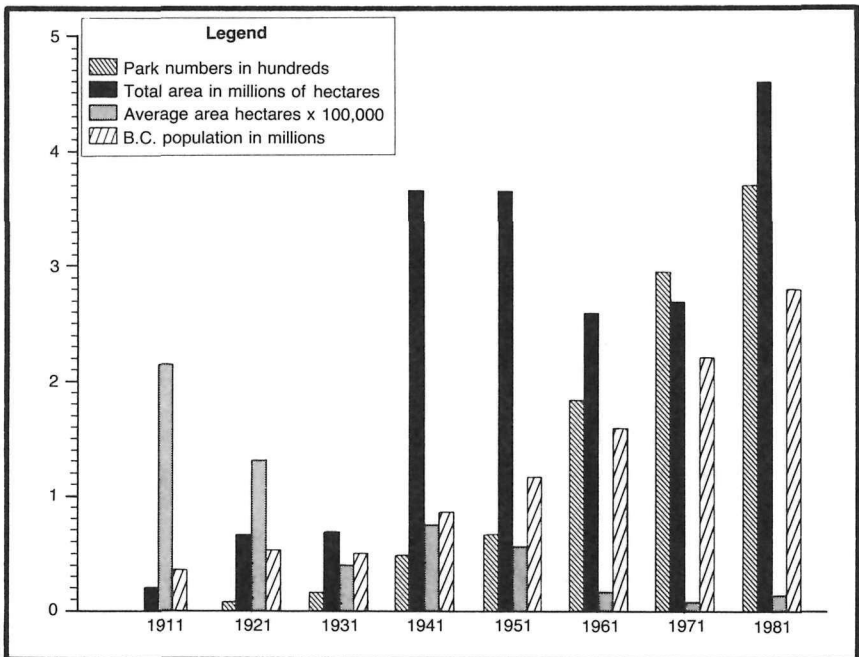
from the public domain but park system planning soon made clear that suitable land for certain kinds of parks in some places had all been alienated. Following a few reluctant purchases, some significant properties were bought in 1955 to signal acceptance of this procedure. Even so, some fine park potentials were passed over by the Crown's refusal to provide necessary funds.

In Figure 1, "The British Columbia Park System at Ten-Year Intervals," the changing trend in the average size of parks is compared with the total number of parks, the total size of the park system and the British Columbia population. This graph shows the decline in the average size of parks from 314,000 hectares in 1911, to 42,000 in 1983. Then there was a brief recovery to 74,000 hectares in 1941 leading to an average park size of approximately 12,000 hectares in 1981.

During the period 1951-71 the British Columbia park system experienced a substantial increase in park numbers, while at the same time there occurred a substantial decrease in the total area in parks. Large natural area parks were being decreased in size - a large and beautiful part of Tweedsmuir was lost in 1955 and twice as much of Hamber was lost in 1961, for example - while smaller, more recreation feature-oriented parks were increasing in number. The steady increase in the population of British Columbia - on average approximately 34,000 persons per year since 1911 - increasing affluence of the population, and rapid development of the provincial highway system following removal of World War II restraints, all placed new pressures on the provincial parks system to provide more outlets for people's desire for outdoor recreation. Management priorities from preservation/recreation to more recreation and less preservation became apparent.

These priorities were reversed - or at least brought into greater balance - between 1972-75 when a number of outstanding natural area large parks were established. During this period 2.077 million hectares were added to Class A provincial parks, mainly for the conservation of significant wild and natural environments in northern British Columbia. Examples include Mt. Edziza, Atlin, Kwadacha Wilderness, Naikoon, Tatlatui, and Spatsizi Plateau

Figure 1
THE BRITISH COLUMBIA PARK SYSTEM
AT TEN-YEAR INTERVALS



Wilderness. Since then the growth of the provincial park system has slowed.

These efforts to put in place a provincial park system which would be a permanent and highly desirable part of the British Columbia environment were fuelled by strong support in the media and from an increasingly environment-conscious public.

Designation of large wilderness-type provincial parks encompassing significant natural resources including water, timber and minerals - never an easy task - has become extremely difficult to attain, even with diligent, persistent effort to select areas where the opportunity costs of foregoing alternative resource uses would be minimized. More of these areas are needed to flesh out a provincial park system so as to meet the objective of conserving attractive examples of representative landscapes that contribute to public recreation, education and tourism.

A number of provincial parks have scenic attractions on a scale comparable to national parks. This seeming duplication may be readily explained. The four national parks in British Columbia predate return of the Railway Belt lands to the province in May, 1930. Between that date and the centennial of Canadian Confederation in 1967, no new national parks were established in British Columbia. Provinces were very protective of their constitutional control over crown land. This fact and the stringent conditions set by the National Parks Branch which had to be met before more national parks would be considered, forestalled creation of new national parks. British Columbia was a leader in negotiating a change in these conditions with Canada, and in 1969 cleared the way, by statute, for a west coast national park set in a provincial park nucleus. Nonetheless, British Columbia provincial parks continue to augment the national parks by offering equivalent attractions.

The "extension services" role of the provincial park agency, involving working with communities in unorganized territory to meet park needs, has existed as long as the provincial park administration. While not generously funded, this role has absorbed

administrative time. While some planning and funding assistance was provided to local volunteers, the province's aim over the years was to ensure that as settlement grew and local governments were formed or grew stronger, a land base had been secured to meet local park needs. In 1965 legislation was passed which enabled the regional district level of government to establish, develop and operate parks of mainly regional, and occasionally, local significance. Increasingly since that time the province has been seeking to divest itself of direct responsibility in local parks, deferring in these matters to regional governments.

Not all provincial C-type community parks were developed by boards solely to meet local needs. Some were developed as tourist campgrounds and to provide winter sports facilities. Provincial involvement in these endeavours led to problems when commercial enterprises were created for similar purposes and complaints of "unfair government competition" were expressed. Current efforts to resolve these problems has jeopardized sound, long-standing provincial park policies aimed at maintaining relatively undisturbed natural park environments.

This concern may be examined by moving from consideration of evolution of the provincial park system to reviewing development of the parks themselves. These parks increased in number from one park in 1911, three parks by 1920, 13 by 1930, 117 at the formation of the Department of Recreation and Conservation in 1967, and 367 at present.

In the period of economic expansion which followed World War II, rapid development of the provincial highway system and increasing affluence helped to satisfy the public appetite for travel. In the belief that a "change of scenery" and contact with the out-of-doors promotes health - and with apparent public support of this notion - the province encouraged travel through provision of campgrounds and wayside picnicking/rest stops at appropriate intervals along the provincial transportation arteries. This strategy became a focus for development. Though development continued in some of the wildland parks where it had been initiated during the FDP, a second focus was on small non-urban, multi-

purpose parks demonstrating the best recreation potential within one hour - or at least day use travel-time - of every significant population centre in the province. Initially these parks provided destination campgrounds as an essential facility; and the park agency at one stage was chagrined to find itself almost wholly identified with campgrounds - although these were not entirely incidental to the enjoyment of the natural attractions of the parks. Camping per se was held to be a socially beneficial recreation as long as the campgrounds were kept primitive and camping developed survival skills among users. However, the human penchant for maximizing comfort inevitably changed the character of camping and established it as an element of the accommodation industry.

Development of large destination parks is capital intensive, especially where primary access must be built. This situation is accentuated by the policy that the public should own all improvements on park land, even those under permit to private operation for provision of public services. Consequently, for many years a few parks, notably Manning, Mount Seymour, Wells Gray and Mount Robson, absorbed such a large part of the annual budget that many of the major large parks still have experienced only minimal development. Even so, after 50 years of continuing development, the provincial parks agency is faced with maintaining improvements valued at \$250,000,000 in more than 200 parks and Provincial Recreation Areas.

Involvement of the provincial park agency in provision of downhill skiing facilities commenced with acquisition of Enquist Lodge on Mount Seymour in 1937 and subsequent building of an access road to the park. The location of the park close to British Columbia's largest population centre underlined its obvious value as a recreation outlet in both summer and winter. Provincial involvement came too, in the context of government as the only feasible source of funds for building access and winter sports facilities. The provincial government was drawn into development notwithstanding claims that such developments were not compatible with maintaining natural park environments. However, Class C status was used as a convenient vehicle for eliminating land cost for non-profit societies who could work with appointed park boards to

site downhill skiing developments in provincial parks. For a time, those organizations were able to draw on public funding assistance for development under a grant program. However, with the program to build public campgrounds, when private development emerged to serve the same public, government-supported developments were decried as ruinous to private enterprise and unwarranted competition.

This situation is highly significant in respect of major shifts in provincial government policy attendant on the current economic downturn. In recent years and especially in 1983-84, the provincial government "downsized" its public service. The provincial park agency underwent a staffing reduction of 42 percent, one of the larger cuts among departments. Services in engineering, planning, construction and maintenance, and operations formerly conducted with "own-forces," are now contracted out with the park agency writing and administering contracts. While it reduces the scope of in-service training of staff with "hands-on" familiarity with the provincial park system, this shift need not result in significant changes in the character of the parks. However, contracts must be well written and enforced. More ominous is the government's determination to entertain private commercial investment in the park system for provision of public services. For years commercial interests have sought entry to the parks to provide an array of services that the public will surely buy - that it may even have been demanding - without realizing the impact of those developments and their associated activities on park environments. Once provincial parks are opened to private enterprise there will be intense pressure to introduce whatever is profitable without a concomitant deep appreciation for the changes which will be wrought on the character of the parks. Unfortunately, many members of the public do not appreciate what gives natural areas their special appeal until the park atmosphere has been lost - perhaps subtly - by successive "improvements" of service. There is constant pressure to introduce to provincial parks things which are intended to offer contrast and change. Lean economic times bring increased impetus to generate commercial activity, however it is achieved.

Man supposedly has an affinity for unspoiled nature, yet modern society has produced a preponderance of people highly adapted

to urban surroundings. Many have no close consciousness of the wonders of nature. The provincial park system came into existence in a new country, in frontier times, because enough interested individuals wished to see some of the natural attractions of the province kept in their original form - even as the province was settled, developed and modified. Public awareness of the priceless natural asset presented by the provincial park system found strong expression in the 1960s and 1970s. It now remains to be seen whether policy changes now under way with their attendant potential for subtle but ultimately fundamental change in provincial park character will be identified and raised to public debate before the die is fully cast for a different style of provincial park.

The user-pay principle, highly popular with governments in lean times, now finds strong public acceptance. Carried to great length it does not bode well for developing awareness of the public park system. What is socially beneficial recreation is not necessarily established by public reaction to price. We may not appreciate what we have not been encouraged to understand, and we do not miss what we have never experienced, understood, appreciated, and loved.

Protection of British Columbia's Natural Diversity: The Meaning Of, Need For, and Establishment of Protected Areas

MEANING OF PROTECTION

Protection is defined as a "shield or defence from harm or injury." The key to understanding protection is that it is a spectrum rather than a single-focused concept. There are myriad degrees of protection and scales of observation. At the regional scale of observation, it has been observed that much of northwestern British Columbia is - even by national and international values - outstandingly beautiful. The prime value of much of the land derives from its natural, scenic, and recreation qualities and tourism potential. Hence, management of such areas should have protection of the landscape and natural and recreational features as its primary objective. However, existing management largely follows

the reverse philosophy. (Skeena Region Report, November 1984, p. 1.)

At the site scale of observation, when applied to natural environments, it is clear that absolute protection by closing an area from all outside influences is not acceptable in all cases, nor attainable in most. "To preserve a lake's water quality...." does not mean boats should not be allowed on it or no cottages should be built beside it. Instead, protection should focus on the goal of retaining diversity - not only of natural environments but also of the different types of outdoor recreation environments Canadians enjoy. (Vancouver Island Region Report, November 1984, p. 1.)

Two other key ideas with respect to the general meaning of protection consistently emerged during the caucus process. First, protection by the public was perceived as something which ultimately would meet the needs of future generations of British Columbians. The overall emphasis given by citizens was on maintaining the unique and diverse qualities of British Columbia's marine, freshwater and terrestrial environments. Second, protection was perceived as something which needs to be approached very pragmatically. Persons who contributed to the caucus consistently expressed a practical overall orientation towards protection by relating the need for a well-informed analysis of all issues, a clear understanding of the protection options available, cooperative planning and sound implementation. There is a provincial and occasionally federal responsibility in these matters.

The term "protection" means then, for most of the British Columbia caucus work, a focus on the goal of retaining diversity - the natural diversity as well as the diverse outdoor recreation opportunities in British Columbia. While our focus is on "protected lands" under varying degrees of management, we also wish to make a plea for another kind, the nurturing of diverse cultures throughout this nation. We are not all of the same mold. We must, we believe, protect ourselves from the levelling effects of homogenization.

By "protected lands" we mean lands managed for a narrow portion of the spectrum of potential uses. Preservation of scenic and

natural wonders, representation of natural regions, and provision for recreation are the principal purposes of the national and provincial parks. Protection and enhancement of wildlife or of unique, rare or endangered species of flora and fauna are the purposes of wildlife refuges or ecological reserves.

Nature conservation - including area conservation - begins and ends with man. Man's thoughts and actions, both within protected areas and outside, have a crucial effect on the future of protected areas. Man's influences within protected areas have been the subject of study and some control for a long time. In future much more attention will have to be paid to man's behaviour outside protected areas. All of this moves us to ask: "How natural should an area be to count as natural heritage?"¹¹ We do not pretend to know the answer. While there is little doubt about the importance of the concept of nature in our perception and thinking - as well as in our attitudes and our active lives - nature is a multi-dimensional, "fuzzy" concept.

A protected area is an integrally local entity. It may be called a national park, provincial park, ecological reserve, and receive statutory designation as such, but in all practical senses - ecologically, biologically, economically and socially - it is the importance of local factors that determines the "real life" status of the protected area. Parks do have wild creatures, intact ecosystems and natural dimensions but they also must have due regard to their "human dimensions." What we wish to stress is not how natural is natural enough, though this consideration is important, but that all of our protected lands are dependent on local factors.

If local people then, should be intimately involved in a protected area's welfare from the start, and if they can sometimes prove to be the main determinants in its survival, how best can we recruit local support for the cause? That is the principal question. The answer felt throughout the province is to enable the park or other protected areas to respond to local needs as these are perceived by local people. There is growing need for "cooperative endeavours." Perhaps the first step is to appoint citizen advisory boards to help formulate park management plans.¹²

By this, we are not advocating the demise of the park manager or other protected area guardian; rather we are advocating a departure from the enclave mentality and established workstyle of many park managers. We advocate an expanded approach, in that the park manager or other protected area guardian needs to spend as much time dealing with the human communities and management agencies outside his borders as with the wildland communities and visitors inside.

NEED FOR PROTECTED AREAS

Throughout the human story of this nation and province there has been a backdrop of wilderness against which the action of farm and homestead, working forest, village and city has been played. It seemed there were always more lands, more timber, more wild animals, more fish and yet another frontier to give substance to the myth of inexhaustible resources.

We want to believe they are still there in abundance. Many of us came to adulthood in the 1950s when virtually no one seemed to worry about taking care of the forests of British Columbia, the associated wildlands and wildlife, our rivers, coastlines and fisheries. They took care of themselves, or God watched over them. There had not been widespread human concern, though indeed individuals among us were concerned. It is hard enough for people to believe that in just 30 - odd years or less all the rules have changed, that what "always was" is virtually no longer.

The basic concept underlying the protection of natural areas then, is that of a finite land and water base. All our activities as a society draw on a pool of finite resources. As our society grows, resource use demands also grow. We need protection of natural environments therefore, simply because if we do not consciously set them aside for their special natural qualities, they will disappear - a vanished heritage the result. It is particularly necessary for protected areas to be regarded as part of a pattern of rational land use. Not only regarded, but nurtured and encouraged while we in this nation and province still have outstanding

terrestrial and marine natural areas to set aside as protected areas for retention of the best of our wildest lands, genetic diversity and scenic grandeur.

The establishment and management of protected areas must be considered in the context of the continuing quest of man for security. It is a goal of land use planning and land management to promote the security of mankind. Many citizens believe that the establishment and stewardship of protected areas enhances attainment of that goal. Benefits relevant to the establishment and stewardship of a protected area include:

- the maintenance of sample areas of major biota and physiographic features in their natural and often wildest state
- maintenance of genetic diversity and the potential for innovative use of wild, as yet unexploited gene pools in providing new industrial materials
- substitutes for non-renewable resources, new foods, new medicines, new fibres and forage¹³
- the conservation of outstanding landscapes, fauna and flora - the natural wonders of Canada
- the maintenance of environmental integrity
- employment opportunities associated with stewardship of protected areas
- for parks and analogous reserves the opportunity for a more diversified, more stable economy through the economic recreation and related-tourism crop.

The need for natural areas need not be justified solely by reference to their practical human uses. For some the best justification for natural areas in the long run is that they would help orient society towards ecologically desirable goals in education, science, land use and earth care.¹⁴

A not inconsequential aim of our protected areas - especially natural-park areas - is to keep man in touch with the world of nature from which he evolved and to which he is linked both physically and psychologically. Implicit in this statement is the

idea that preservation is itself a vital part of the conservation ethic of natural resources. Far from being merely negative and defensive, preservation transcends conservation by valuing nature as a means of human development and inspiration rather than solely as a means for the gratification of projected material wants.¹⁵ There is a need in the human environment for "wild" nature. There is need for the quiet, esthetic appreciation and inspiration people gain by viewing, understanding, and being within natural and scenic areas. At the same time, natural and scenic areas need to be protected from abuse, mis-use and over-use.

It is not simply a question of balance between environmental protection and economic development being a good thing. It is the only thing, or ought to be. In shaping our future society, the vital importance of protecting our outstanding natural heritage must be given increased standing and management effort in our public lands. Natural and cultural heritage preservation does contribute to our social and economic well-being. Protecting British Columbia's outstanding natural heritage will help us attain the goals of long-term economic growth, diversification and improved community stability.

One need - though a negative one - requires mention. In many industrial sectors, especially the mineral, wood and energy sectors of British Columbia, the existing protected areas are still regarded as "exploitation reserves." Their protection has been accepted so long as there is no manifest need for their utilization and only as long as the government feels it can afford to protect them. Affordability in this sense may well have little or nothing to do with actual ability to pay protection costs. Examples of protected areas under pressure from development interests are to be found in every corner of this province. In Strathcona, Tweedsmuir and Hamber provincial parks "salami tactics" are being used to exploit protected areas piece by piece - a little piece at a time.

ESTABLISHMENT OF PROTECTED AREAS

General Principles

- The conservation of nature is fundamental to human existence. It cannot be accomplished only by the setting aside of specially protected natural areas, but must permeate land and water use everywhere and at all times. The rights of land ownership, tenure or use do not include the right to land degradation or resource abuse. Care and stewardship over the land and its resources must be central to recognition of such rights. For a land ethic, we must stop thinking about decent land use as solely an economic problem. We should put greater emphasis on the World Conservation Strategy and the idea of preserving living processes.
- Broad-mindedness, farsightedness and support from the local population are invaluable ingredients in the establishment and effective use and management of protected areas. There are top-down and bottom-up approaches to these tasks. Top-down is government legislation, taxation systems, formal education systems and so forth. Bottom-up is community-based initiatives, non-governmental organization activities, and the like. We need both. But we do not get the right attitude to conservation just by a set of centrally determined policies. The bottom-up approach is essential but requires consistent and true help from the top.
- Protected areas planning must occur within a much broader concept of land use planning. Protected areas must be planned within the context of broader regional development.

Guidelines

In the establishment of protected natural areas and provision of long-term direct benefits, we suggest several guidelines are potentially useful.

- Use of local knowledge. Consultation with local people is essential to gain acceptance, reduce conflict, and gather conservation knowledge.
- Local involvement with planning of protected areas. Planning must involve those people most likely to be directly affected - positively or negatively - by implementation of protected area status. Minimum disruption of traditional ways of life and maximum benefit to local people must be sub-goals while achieving desired conservation objectives.
- Local involvement with management and conservation. Insofar as possible local people should be involved with management and conservation practices within a protected area.
- Use of protected areas to safeguard native cultures. The relationship between native people and the Canadian state is undergoing a profound redefinition. Evidence of this is found in The Constitution Act (1982) which entrenches aboriginal and treaty rights and defines "the aboriginal peoples of Canada" as the "Indian, Inuit and Metis peoples of Canada."

"Native Heritage Parks" could serve a function broadly parallel to national historic parks, but would do so in relation to the history and prehistory of the native peoples of Canada, rather than in relation to the history of the Canadian state. This is more fully explored in Volume II of The Provincial Paper.¹⁶

- Economic benefits. That some of the benefits are unquantifiable is one problem. The other is that many of the beneficiaries, particularly those far from the area concerned, contribute little or nothing to offset the

costs. Both points complicate greatly the task of economic valuation and evaluation.¹⁷

Costs relevant to the establishment of protected areas may include: land acquisition costs, continuing management, loss of employment opportunity associated with resource use, loss of products for subsistence and loss of tax revenue. Many of these costs are incurred at the social level. Economic benefits derived from the recreation and tourism use must therefore be shared with and developments targeted to benefit local people.

- Planning and development of surrounding areas. The planning and development of protected areas must not be undertaken in isolation from planning and management of the lands surrounding the protected areas and vice-versa. There are no hard and fast boundaries between protected areas and the "everyday landscape." We should have a flexible transition - for example, from ecologically adapted forestry including amenity protection - to strictly protected areas - that arranges and implements concerns such as wildlife management, fire management and access planning.

Useful examples are the UNESCO-MAB approach, as at Waterton Biosphere Reserve implemented in 1979,¹⁸ and the British Columbia Class A park with its adjoining recreation area. New approaches to obtaining reserves and managing existing ones undoubtedly will focus on the useful coexistence between development and conservation interests.

AREA PROTECTION DESIGNATIONS: THEIR ROLE IN PROTECTING NATURAL DIVERSITY

"What are the land management designations for conserving British Columbia's natural heritage?" "What are their roles in protecting natural diversity?" These are types of questions we encountered. This section attempts to respond by identifying and briefly discussing the array of land allocation mechanisms and their roles in protecting natural and cultural heritage elements in British Columbia.

Land allocation mechanisms which can contribute to the conservation of our natural heritage range from those which only formally - and often on a voluntary basis - recognize the natural values of the land, to those which provide - or seem to provide - more adequate and secure protection of the resources.

RECOGNITION <-----> PROTECTION

The wide variability in the mechanisms comes from several factors:

- the different agencies and jurisdictions involved
- the full set of objectives for each mechanism
- the types of lands and resources to which it is applied
- the degree of statute protection provided.

Not included in this section are those other "protection mechanisms" which are designed to protect a substantially different resource. For instance, the British Columbia Ministry of Forestry employs a forest land management designation of Environmentally Sensitive Areas (ESAs) which precludes timber harvest on lands with severe erosion or non-regeneration potential. Another example is that of Fish and Wildlife habitat management areas which are dedicated largely to the production of game species. Such areas should be considered as conservation areas since ESAs have been removed from the Allowable Annual Cut (ACC) and Fish and Wildlife habitat management areas impose restrictions on commodity extraction activities. But these designations are not designed to protect overall heritage values.

For each management protection designation, the administering agency and purpose of the designation are given. To summarize the role that each designation plays in protection of natural or human heritage elements, two criteria are considered.

- Designation Security: refers to the relative degree of permanency associated with a particular designation; that is, the protection mechanism has assurance of long-term continuity in that it cannot be easily or readily removed.

One measure of this is the administrative level at which the dedication is made; another is the incorporation of special legal securities into the mechanism. A "secure" ranking reflects a judgement that long-term heritage protection is high because the management designation has had or seems likely to have long-term continuity in British Columbia.

- Protection Adequacy: refers to the relative ability of management under this designation to ensure the survival and integrity of the heritage elements into the foreseeable future. An "adequate" ranking means that most heritage elements in such areas will typically be assured survival into the foreseeable future.

The kinds of reserves designed to protect heritage values and which are relevant in British Columbia are set out in Table 1.

TABLE 1

HERITAGE RESERVE TYPES APPLICABLE TO BRITISH COLUMBIA

INTERNATIONAL PROGRAMS

1) World Heritage Site Designation

Purpose: Defines an area with cultural and natural heritage properties considered by UNESCO and on nomination from a nation state to have outstanding universal value. The Canadian Rockies World Heritage Site, encompassing Banff, Jasper, Kootenay and Yoho national parks, was recently accepted as Canada's newest contribution to the World Heritage List, complementing five earlier designations including the Burgess Shale Fossil Site in Yoho National Park, British Columbia.

Administering Agency: Parks Canada

Designation: Secure

Protection: Adequate

2) Biosphere Reserve Designation

Purpose: Defines an area set aside to protect representative examples of landscapes, each with an undisturbed "core" area and surrounding developed lands for comparative study purposes. To be included in this international initiative under UNESCO's Man and Biosphere Programme (MAB) the protected areas must be representative of some of the natural features characterizing a bio-geographical province of which there are 193 terrestrial categories in the world. Canada lies in twelve. Work is currently underway to define coastal environments in similar terms. Of the two Biosphere Reserves established to date in Canada, the Waterton Biosphere Reserve (1979) has relevance to British Columbia. The Akamina-Kishenina area in the extreme southeast corner of the province adjoins both Glacier National Park, Montana and Waterton Lakes National Park, Alberta; an international Biosphere Reserve opportunity is available.

Administering Agency: Parks Canada and Surrounding Landowner Management Committee

Designation: Variable, potentially secure, presently lacks financial commitment in Canada

Protection: Potentially adequate

TABLE 1
(continued)

FEDERAL PROGRAMS

3) National Park Designation

Purpose: Defines an area set aside under the National Parks Act (1974) to protect for all time representative areas of Canadian significance, outstanding examples of the nation's scenery, wilderness, geology, natural phenomena or native flora and fauna and dedicated to public use and enjoyment. Four national parks exist in British Columbia, with Pacific Rim a National Park Reserve. These parks and their boundaries are established by Parliament. Only Parliament or Cabinet can alter park boundaries, while only Parliament can reduce the size of a national park. Cabinet cannot unilaterally alter boundaries to permit extractive or other exploitive activity. National park lands may be disposed of through lease or sale under regulation for certain national uses such as railways, telephone lines, pipelines or electrical transmission lines; once the use ceases, the land reverts back to the Crown. Extensive regulations govern park use and development.

Administering Agency: Parks Canada

Designation: Secure

Protection: Not adequate in all cases

4) National Wildlife Area Designation

Purpose: Defines an area acquired under the Canadian Wildlife Act for the management and protection of migratory birds and other wildlife. Those owned and managed federally are National Wildlife Areas; others managed in cooperation with British Columbia are Cooperative Wildlife Areas. These areas share the same objective in being managed to preserve or increase the area's value to wildlife. This may involve maintaining the natural conditions or seeking to improve upon natural conditions, for example, by increasing breeding habitat or food supplies. Where other activities - such as farming, recreation and even hunting - are thought to be compatible with this main goal, they are encouraged. These lands cannot be disposed of unless the new use is consistent with wildlife conservation aims. British Columbia has several National and Cooperative Wildlife Areas.

Administering agency: Canadian Wildlife Service and/or British

TABLE 1
(continued)

Columbia Wildlife Branch

Designation: Secure

Protection: Not adequate; budget and personnel lacking, government indifference perhaps increasing

5) National Marine Park Designation

Purpose: This proposed designation based on the National Marine Parks Draft Policy (1983) envisages area definition to include the submerged lands and overlying water column, together with certain coastal lands and islands that are owned by Canada and are protected and conserved under the National Parks Act (1974). From a framework of 29 natural marine regions, six of which are tentatively identified and relevant to the Pacific Ocean, a marine park to represent each region is being targeted. Of the four potential National marine parks currently announced, Southeast Moresby Island in the Queen Charlotte Islands is relevant to British Columbia; further consideration is being given to the Strait of Georgia in studies now underway.

Administering agency: Parks Canada or Some Cooperative Land-holding Scheme

Designation: Unknown at this time

Protection: Unknown at this time

6) Canadian Landmarks Designation

Purpose: Envisages small natural areas set aside to protect the most significant rare, unique or exceptional sites of geological, botanical, ecological or wildlife features or phenomena of Canada and protected by federal, provincial or territorial legislation. Landmarks would be managed to common standards under a flexible system of land ownership and administration including public institutions and private landowners. While established mainly for scientific purposes, some are expected to have high potential for public interest - but due to their small size have low capability to sustain significant public use. No Canadian landmarks are as yet officially established. However, the settlement of the COPE land claim in 1984 made provision for the establishment of two Landmarks in the Western Arctic, at the pingos of Tuktoyaktuk and the cliffs at Nelson Head on Banks Island. Robson Bight has been identified as a Landmark candidate, one of the first

TABLE 1
(continued)

in the provinces. More recently, Canadian Landmark proposals for four Big Tree Reserves have been suggested.¹

Administering agency: Parks Canada and Cooperating Landowner

Designation: Unknown, potentially secure

Protection: Unknown, potentially adequate

7) Heritage River Designation

Purpose: Defines a river or segment of a river for the purpose of fostering its protection as an outstanding example of the major wild, scenic or recreational river environments of Canada.

Administering agency: Parks Canada & cooperating provincial jurisdiction

Designation: Unknown, potentially secure

Protection: Unknown, potentially adequate

8) Heritage Canal Designation

Purpose: Defines certain federally operated canals in Central Canada transferred from the Ministry of Transport to Parks Canada for the purpose of operating these canals for recreational use and for the protection, enjoyment and interpretation of their natural and cultural heritage assets. Parks Canada Policy specifies that significant natural features on federal lands along Heritage Canals will be protected according to the policies of National Landmarks.

Administering agency: Parks Canada

Designation: Secure

Protection: Not adequate in all cases

9) Cooperative Heritage: Other Areas

There are two other existing cooperative heritage area agreements in Canada: The Red River Corridor in Manitoba, and the Alexander Mackenzie Heritage Trail in British Columbia. The cooperative Canada-British Columbia Agreement for Recreation and Conservation is intended to preserve and protect the aboriginal trail followed by Sir Alexander Mackenzie as he

TABLE 1
(continued)

searched for a trade route to the Pacific Coast for the North West Company in 1793. Revised policy is forthcoming with protective designation uncertain.

FEDERAL PROGRAMS: CULTURAL HERITAGE

10) National Historic Park Designation

Purpose: Defines an area set aside under the National Parks Act to protect historic resources at locations associated with persons, places and events of national historic significance and to encourage public understanding, appreciation and enjoyment of this heritage. Initially, these parks commemorated military history. Today, emphasis is being given to prehistory, works of engineering, and forestry and fisheries themes of national historic importance. No specific sites have yet been selected, though forestry themes are being evaluated in British Columbia.

Administering agency: Parks Canada

Designation: Secure

Protection: Not adequate at all times

11) National Historic Site Designation

Purpose: Defines a site under the Historic Sites and Monuments Acts by erecting plaques or monuments to commemorate persons, places or events which are of national historic significance.

Administering agency: Parks Canada

Designation: Secure

Protection: Not adequate in all cases

12) Canadian Heritage Building Designation

Purpose: To protect Canada's architectural and cultural heritage through the designation of heritage buildings under federal jurisdiction.

Administering agency: Parks Canada

Designation: Secure

TABLE 1
(continued)

PROVINCIAL PROGRAMS: NATURAL HERITAGE

13) Provincial Class A Park Designation

Purpose: Defines a crown land area set aside under An Act Respecting Parks (1965) to protect provincially significant natural, historic, and recreation values and managed to protect and provide for the public enjoyment of those values. No alienation of interest in the land or use of resources is permitted except that necessary for the preservation or maintenance of recreational values. Extensive regulation governs park use and development. There is a park classification by purpose whereby parks are managed on their natural or historic values and various intensities of recreational use.

Administering agency: Parks and Outdoor Recreation Division (PORD), British Columbia Ministry of Lands, Parks and Housing.

Designation: Secure

Protection: Not adequate in all cases

14) Regional Park Designation

Purpose: Defines an area set aside for park or trail purposes pursuant to the Regional Parks Act (1965) for recreation use, conservation, open space and scenic amenity protection. The power to expropriate is given under the Municipal Act.

Administering agency: Regional Districts assigned park function

Designation: Secure

Protection: Not adequate in some cases

15) Ecological Reserve Designation

Purpose: A unit of crown land designated by authority of the Ecological Reserves Act for scientific research and educational purposes in productivity studies and other aspects of the natural environment; and to preserve and protect representative examples of natural ecosystems, areas of rare or endangered native flora or fauna, and areas containing unique and rare examples of botanical, zoological or geological phenomena.

TABLE 1
(continued)

Administering agency: PORD, British Columbia Ministry of Lands, Parks and Housing

Designation: Potentially secure

Protection: Not adequate in many cases

16) Recreation Area Designation

Purpose: Defines a crown land Park Act unit where land and resources are managed to protect recreational values; alienation of interest in the land and/or non-recreational use of resources is permitted in a controlled manner. The highest and best use of the land is management for public recreation with interim or continuous non-recreational use of resources and/or alienation of interest in the land, or with interim commitment to further evaluation of non-recreational resource values permitted.

Administering agency: PORD, British Columbia Ministry of Lands, Parks and Housing

Designation: Secure

Protection: Potentially inadequate

PROVINCIAL PROGRAMS: CULTURAL HERITAGE

- 17) Purpose: To encourage and facilitate the protection and conservation of heritage property in the province that is of historical, architectural, archaeological, paleontological or scenic significance.

Administering Agency: Heritage Conservation Branch, Ministry of the Provincial Secretary and Government Services

Designation: Secure

Protection: Not adequate in some cases

Other kinds of reservations such as empowered under the Greenbelt Act (1977) and Creston Valley Wildlife Management Area Act (1968), the Islands Trust Act (1974), Nature Trust Reserves and Native Indian Religious Areas also have some association with protected places.

TABLE 1
(continued)

Two new management categories proposed within the Ministry of Forests would expand the concept of a "Recreation Site". One is called a "recreation priority area;" the other term "natural area," is suggested as an interim type of wilderness area reservation.

NOTE:

1. See Western Canada Wilderness Committee tabloid on Canadian Landmark Proposals in British Columbia, 1985.

BRITISH COLUMBIA PARK AREAS: WHAT WE HAVE

There are presently several types of protected areas in British Columbia reflecting different purposes, uses and managing agencies. These areas include national and provincial parks, provincial and forest recreation areas, ecological reserves, regional parks and private lands - such as Nature Conservancy of Canada lands - which are administered for conservation purposes. Because existing park systems are a major focus of public concern in British Columbia, an overview of each system is provided below.

National Parks

National parks are established to preserve representative examples of Canadian land and marine natural regions and to provide appropriate opportunities for public use and appreciation of these environments.

British Columbia makes up only 9.5 percent of the area of Canada but contains or shares 25 percent of the 48 natural regions identified by Parks Canada. Nine land-based and three marine natural regions lie partly or wholly within the province. This is the greatest concentration of landscape variety in any province except Quebec, the latter being 60 percent larger than British Columbia.

The five existing national parks in British Columbia - Yoho, Kootenay, Glacier, Mt. Revelstoke and Pacific Rim - represent three of the terrestrial and one of the marine natural regions. Yoho and Kootenay are in the Rocky Mountains, Mt. Revelstoke and Glacier represent the Columbia Mountains and Pacific Rim National Park represents the Pacific Coast Mountains terrestrial region, as well as the Pacific West Coast marine region. Pacific Rim would benefit from some added representation of elements which typify the Coast Mountains region; until resolution of the land tenure issue, it remains an unproclaimed national park and does not have the protection of the National Parks Act. The five national parks together comprise approximately 0.5 percent of the area of British

Columbia whereas, on a national basis, national parks comprise 1.3 percent of Canada's landscape. Four of the five national parks were established before the preparation of an overall National Parks System Plan for Canada.

Provincial Parks

Emergent goals of the provincial park system are:

- to protect and present representative units of the natural regions and major regional landscapes of British Columbia
- to protect and present special and outstanding natural features of the province
- to protect and present historical resources of provincial cultural significance associated with the rural lands of British Columbia
- to provide natural areas of outstanding outdoor recreation and scenic value
- to provide a travel corridor system of parks and recreation areas to accommodate resident travellers and tourists using *provincial travel corridors*
- to help serve the public's non-urban outdoor recreation needs by managing a diverse system of areas and facilities with emphasis on beach use, boating, picnicking, camping, winter recreation, backcountry recreation, scenery appreciation and information and education services.

The first park, Strathcona, was created in 1911. Since then, the British Columbia provincial park system has emerged as an extensive collection of some 370 provincial parks, provincial recreation areas, and conservancies. About 4.5 million hectares (11.12 million acres) are encompassed. This is about 4.8 percent of the total area of British Columbia. Forty of these areas are larger than 5,000 hectares (12,355 acres), while over 300 are relatively small, between one-half and 500 hectares. Of the 40 large areas, 12 contain about 85 percent of the provincial park land base. The areas encompassed by this system are varied not only biophysically and in terms of recreational uses and area sizes, but also in the degree of protection they receive under government decree.

A land designation policy of maintaining only Class A parks and recreation areas was put in place in August, 1984. The ramifications of this policy regarding protected areas have yet to be determined as provincial parks are being reviewed in the context of this new policy initiative. Strathcona Park is a good example as this Vancouver Island park contains Class A, B and Nature Conservancy areas (Vancouver Island Region Report, November 1984, p.4).

Regional Parks

British Columbia is divided into 28 administrative areas known as Regional Districts. Each district may assume a regional park's function, thus providing for a variety of recreational activities over relatively large areas beyond urban centres. It should be noted that not all regional districts have a parks function in their Letters Patent. The Capital and Greater Vancouver regional districts each have developed comprehensive parkland acquisition and development programs, resulting in provision of interpretation programs, developed beach sites, wildland hiking and other day use opportunities. Other regional districts have also established regional parks although the diversity of park lands and the level of development is not as extensive as those in the major urban areas of Victoria and Vancouver.

Since adoption of the Regional Parks Act (1965) there has been the designation of 71 regional parks totalling approximately 8,000 hectares. British Columbia's Parks Branch is willing to turn Class C provincial parks over to regional district jurisdiction for park purposes provided the district can take a project to fruition.

Other Protected Areas

The continuing loss of estuaries, spawning streams, critical winter grazing areas, waterfowl breeding and resting areas throughout the province eventually produced a demand to buy back land and streams, and to re-establish fish and wildlife stocks. Between the National Second Century Fund of British Columbia, the

Nature Conservancy of Canada, Ducks Unlimited, and British Columbia's habitat acquisition and improvement funds, a dozen or more of these properties are now bought and rehabilitated in British Columbia each year. Some, such as the Adams River sockeye spawning grounds, become provincial parks. All of these add to the outdoor areas that are now held in the public interest.

BRITISH COLUMBIA PARK AREAS: WHAT WE NEED

National Parks

Three of the six terrestrial natural regions not presently represented in the national park system in British Columbia, are shared natural regions which are adequately represented by national parks in other provinces or territories. Two of the three remaining unrepresented regions are entirely within the province. National parks are required in the Strait of Georgia Lowlands and the Interior Dry Plateau region. The other unrepresented land region needing a park is the Northern Interior Plateau and Mountains region, which British Columbia shares with the territories to the north.

Additional theme representation for the Pacific Coast Mountains natural region would be desirable to capture features not now represented within the proposed boundaries of Pacific Rim National Park.

There are, as well, two unrepresented marine natural regions in British Columbia - the Vancouver Island Inland Sea and Queen Charlotte Sound.

National park system completion. In summary, two of the required terrestrial and two marine parks can only be established in British Columbia; one further terrestrial park may also be needed, and additional representation for Pacific Rim is desirable.

Provincial Parks

Acquisition should be pursued for key provincially significant lands required for the park system, with emphasis on the representative landscape goal - especially where there are unique natural attractions. For British Columbia fifty-two major regional landscapes have been identified as well as seven marine environments. For example, in the Vancouver Island region covered by the British Columbia caucus, there are 75 parks. The natural regions of the provincial park system are inadequately represented at present as additional park land is needed to represent three natural regions: north coast lowlands and islands, Gulf Islands and fiord land. Detailed objectives have not been identified for the recreation and tourism components of the Vancouver Island park system. Additional parkland may be required when these objectives are established. Also, six of the seven identified marine regions are unrepresented (Vancouver Island Region Report, November 1984, p.5).

Provincial park system completion. The British Columbia caucus supports the Parks and Outdoor Recreation Division (PORD) initiatives for completing the Park System Plan and believes that the proposed White Paper is a positive approach towards public involvement in the planning process.

The Parks and Outdoor Recreation Division is seeking public support for its efforts to complete the Park System Plan (15 unrepresented landscapes with 8 new large park proposals and 7 small, 6 underrepresented landscapes with new parks, new recreation focus parks as new needs arise). A public involvement exercise including a White Paper for public discussion is proposed but it remains to be seen whether this will occur in an open and adequate manner.

In addition, the Park System Plan calls for rationalization of some park boundaries and redesignation of some existing parklands. This is more controversial, of course, but is considered to be acceptable with appropriate caveats. There is considerable

suspicion among public interest groups that reductions are planned to allow forest harvesting within parks.

Existing review and master plan development should not be delayed by the White Paper process. Existing review processes and future development of master plans should be open to more adequate public involvement (Vancouver Lower Mainland Region Report, January 1985, p.4).

Municipal and Regional Parks

It was noted that more of these are needed in northern communities. Regional Districts recognize the need for more parks and better management of existing ones, but suffer from lack of funds (Skeena Region Report, November 1984, p. 10).

WHAT ARE THE ALTERNATIVE MECHANISMS?

Given current provincial park policy changes, the British Columbia caucus committees were very aware that new forms of protected areas are needed to complement existing mechanisms. Suggestions were made that the concept of parks is too limited or that too much emphasis is being placed on this form of protection.

Solutions are complex and not easily implemented. Possible avenues for consideration include the following.

- Increased use of other existing forms of protection. British Columbia ecological reserves, Ministry of Forests forest ecological reserves, wildlife refuges and the like are or could be valuable contributors to the protection of diverse environments, but these categories are not being effectively utilized as alternative protection mechanisms.
- Increased involvement of non-government groups. This idea was discussed with two perspectives. First, protecting pristine natural environments is becoming increasingly difficult. Second, at-large public commitment and resources should be added to the existing protection

mechanism. The present work of the Nature Conservancy is an example of this type of initiative.

- Increased commitment to ongoing management by existing agencies. Staff cutbacks, reallocation of funds and privatization reflect changes in public forest management, wildlife management and park management that could adversely affect all publicly protected areas.
- Increased use of local and regional authority. Concerns were expressed that provincial and federal government park agencies can be "too far removed" to adequately meet the protection needs of society. A more regional focus was suggested as a means of understanding local needs and determining implications of land use decisions for specified areas. The Island Trust was suggested as an approach which should be considered for application throughout British Columbia and Canada, particularly for inter-tidal and marine-based areas.

Heritage Planning, Management and Research

PLANNING HERITAGE CONSERVATION

It must be recognized that governments, per se, do not have exclusive jurisdiction over our heritage (Thompson-Okanagan Region Report, November 1984, p. 3).

Responsibility is too fragmented, resulting in a loss or destruction of significant aspects of our heritage. The present method of planning is haphazard, lacks continuity, and is prone to political interference (Thompson-Okanagan Region Report, November 1984, p. 3).

There is a need, on a regional basis, to rationalize and better coordinate the goals and planning activities of the four levels of the parks system. It is felt that there are special heritage preservation opportunities that cannot be easily undertaken by any of the individual agencies, either because of limited mandates or narrow terms of reference. Cooperation on multi-agency park

planning exercises should be undertaken in the context of a park system plan for the region that recognizes the potential activities of each park agency. The need for a Lower Mainland park system plan in particular was noted (Lower Mainland Region Report, January 1985, p. 1).

A pronounced, deep seated, and intentional bias toward the interests of the resource industries, particularly timber harvesting and mining, exists:

- in the process of setting land management targets
- in the purported resolution of conflicts
- in the selection of possible and preferred options
- in Ministry of Forests and the Ministry of Energy, Mines and Petroleum Resources staff attitudes
- in the tone of the pronouncements of the current governments of British Columbia and Canada.

The pro-exploitation bias produces effects that have little to do with development proceeding in a manner that is more orderly and beneficial and less damaging in its economic social and natural environmental effects - and much to do with ease of exploitation and short-term interests. Exploitation industries, abetted by the government, look upon the region's resources as theirs and not the people's, so that any non-exploitive land use is considered by industry and government as a "withdrawal" from their resources. The interests of native residents are given scant attention, as witnessed to date in the Meares Island, Stein Valley and South Moresby situations.

Seldom, if ever, in British Columbia, has there been undertaken a measure of the impact of other land use targets on parks; most often it is the impact of parks on timber targets, elk and moose targets, and so on. Parks are shown as taking something away from other user groups, never the reverse. Parks are "bad." Mining, logging, hunting targets are always implicitly and clearly "good." This is a false dichotomy just as is the classification of wild animals as "good" and "bad" animals. This is not only slanted but simplistic and unfair to many other interests, including parks.

Often the problem is not which options were presented but which options were not presented. Where is the option that maximizes native aspirations for the area? Where is the option that favours small business and thus maximum employment creation? Often the options prevented have clear choices but they are exceptionally narrow and self-serving.

Planning is a dynamic process, but it should not be the dynamics of desperation it so often is in British Columbia. There is little time for study and few doing it; to borrow a favourite phrase, "the natural order in British Columbia is disorder." Seldom is there a weighing of park values lost against timber or mining and other values gained. Park candidate areas under government review are known only to a few in the province. Park candidate areas eliminated in one review and which thankfully get reinstated in another, are likely to be eliminated at the next review, or are put into suspended animation as candidates "deferred indefinitely." Never is time available to examine the issues dispassionately and properly and openly as crown-owned resources ought to be.

Were proper economic analysis done, it is nearly certain that net long-term costs would dictate:

- that logging not occur in as many areas in British Columbia as does occur
- that roads not be built at public expense for companies logging in some areas
- that tourism not be so readily ignored by several land use agencies.

Most important of all, thorough economic impact analysis would show that many parks make economic sense, today and tomorrow, as well as good sense from a whole host of other values, including the maintenance of future options.

The forest industry knows the wood supply situation is getting bleaker each year. A response has been to point an accusing finger at land withdrawals for other purposes, attacking wilderness and park advocates as the villains. This is convoluted logic, which

does not admit that allowable cuts were too high for some areas of the province, and does not identify the cause of the chronic problem: industry and government complicity to not practice true "sustained yield" forest management throughout British Columbia.

For all its freedom to access nearly 100 percent of the land base, the mining industry in British Columbia is currently in dire straights - and the reasons have nothing to do with "withdrawals," and certainly not parks. We believe the mining industry must recognize this fact and establish priorities just as other sectors are expected to do. Furthermore, government must curtail its efforts to stimulate an unstable industry - and unstable pattern of development - through restrictions on the legitimate priorities established by other land using programs such as parks.

Like the sawmill and pulpmill, the mine and the smelter are becoming more automated. While the value added per employee rises, the actual numbers of jobs fall.

MANAGING HERITAGE CONSERVATION

Isolation, lack of coordination and cooperation in the present management of our heritage is excessive and detrimental. Many feel we cannot afford the kind of administrative "balkanization" and dilution of effort we now witness in a number of specialized agencies with their own constituencies, their own funding sources, and their continual and professional lack of comparability and bickering. There really is not system-wide thinking about a provincial land system as one unit. These views are reflected in the following regional caucus statements.

The present management of our heritage is split up among various levels of government and within levels among numerous agencies, such that there is little cooperation among the various jurisdictions, and planning if it occurs at all is often carried out in isolation (Thompson-Okanagan Report, November 1984, p. 3).

Effective land and water management is going to require much greater government coordination and cooperation than has been

evident in the past. This is true within and among all levels of government as well as between government and the private sector.

Many people have recognized the inherent difficulty in the relationship between British Columbia and the federal government. Perhaps with new government in Ottawa, a more sympathetic and constructive relationship will evolve.

Similarly, the relationships between provincial ministries relative to protected area issues have been fraught with difficulty. Examples include the precarious existence of the Islands Trust, the independence of the Ministry of Energy, Mines and Petroleum Resources, and the sometimes strained relations between the ministries of Land, Parks and Housing, Environment, and Forests.

All governments could generally be more open and cooperative both within their own structures and with the private sector and the public. Cooperation and coordination is very important to the future of protected areas and is especially significant on the Pacific Rim of Canada where primary focus is on marine areas which inherently have a complex jurisdictional framework (Vancouver Island Region Report, November 1984, p. 8, 9).

Concern was expressed that there appeared to be no contact between provincial and federal parks when making submissions for the establishment of parks (Omineca-Peace Region Report, November 1984, p. 3).

Re-establishment of Regional Resource Management Committees so as to coordinate land decision making in the province of British Columbia was recommended. It is assumed that parks would have equal representation in these committees (Kootenay Region Report, November 1984, p. 3).

Examples of park issues - confrontational, unresolved and illustrative of the need for cooperative approaches - are found for example, in the Vancouver Island Region.

- The final establishment of Pacific Rim National Park, including the West Coast Trail and Nitinat Triangle area. The issue remains unresolved due to a stand-off between the Government of Canada and the Government of British Columbia on the price of compensation for the land.
- The status of protection and management of Robson Bight. After some study the province designated the water of the bight as an ecological reserve. Many people still feel that the designation is inadequate for such an important resource. Also, greater management of visitor use is needed.
- The land use decision for Meares Island. Confrontation continues after the provincial decision to log the island. Native interest in the area, as well as important ecological, water and tourism values, are still considered by some to be more significant than the timber values.
- The question of land use in the Highlands area of the Saanich Peninsula. Land sought by the Capital Regional District for parkland is controlled by a private real estate company which has the right of subdivision for residential development (Vancouver Island Region Report, November 1984, p. 8).

Areas close to Vancouver are illustrative of a role for agency cooperation on special projects so as to improve recreation and heritage preservation opportunities.

- Howe Sound management plan with a recreation priority focus. The Howe Sound area combines a remarkable array of recreation opportunities in very close proximity to Vancouver. Rather than treat the area as one more small component of a larger land base, agencies should cooperate on setting special goals for the area, biased towards preserving and enhancing the recreation resource. Other resource developments which detract from the recreation potential would be discouraged. Existing non-recreation activities would be phased out if feasible. New links between water and land based activities would be developed.

- Lynn/Seymour wilderness park with a "Teaching Wilderness" focus. The Greater Vancouver Regional District and pertinent provincial agencies should cooperate in the development of the Lynn/Seymour area rather than necessarily competing for control of the area. Experimental ownership and management structures could be established. Interpretive goals could include the concept of a "Teaching Wilderness" in recognition that the vast majority of the population of Vancouver is not well educated about mountain environments or resources. Interpretive centres and programs by cooperating associations could focus on the unique set of natural resources in a manner not undertaken in any other regional or provincial park in British Columbia (Vancouver Lower Mainland Region Report, January 1985, p. 2).

We are going to have to see continual development of the concept and application of trusteeship as the guiding principle for the long-term protection of the people's birthright of land. And finally, a new rationale and land management mission appropriate to the needs and character of each region of the province will have to be developed for public land ownership and management.

RESEARCH AND HERITAGE CONSERVATION

April 1st, 1985 - the date probably says it all. On April Fool's Day the federal government dismissed 22 percent of the staff of the Canadian Wildlife Service claiming them to be "surplus" to the needs of the department. As pointed out by the Canadian Nature Federation, this drastic reduction of a small but effective agency saved the government \$3.8 million a year, equivalent to what we as tax payers pay to subsidize gourmet meals served at soup-kitchen prices to our Members of Parliament in the Parliamentary Restaurant. With national attention focussed on the health of the economy perhaps the government thought that few would care about Canada's wild animals, plants and places. We object strongly to this reduction in the Canadian Wildlife Service and

It is recommended:

- that this federal government decision be reversed and that research support for national parks, forestry management, and wetland habitats be fully reinstated.

Present Land Use Designation

Not all areas serve our needs in the same way and society needs a range of protected areas to satisfy these demands (Vancouver Island Region Report, November 1984, p. 3).

Present land protection designations are too limited in their scope and do not reflect the needs of all segments of society (Thompson-Okanagan Region Report, November 1984, p. 3).

As a corollary to the meaning of "protection," there is a need to institute and formalize some sort of corridor protected landscape designation and adopt the policy necessary to ensure appropriate management. These corridor-protected landscapes should include recreation corridors along rivers, roads and trails, tourist corridors along highways, outstanding landscapes along highways and boat cruise routes, as well as heritage rivers and trails (Skeena Region Report, November 1984, p. 1).

British Columbia's Recreation Corridor Policy (1984) requires extended application to include not only heritage rivers and trails but also heritage highways.¹⁹

NATURE PRESERVES - WETLAND HABITATS

Although wetlands cover only about three percent of the earth's surface, they are extremely important. They affect water supplies and nutrient cycles, and support an immense variety of living species, playing a particularly important role in the replenishment and maintenance of fish species. Yet they have been widely destroyed or modified by draining, dredging, in-fill and pollution.

Wetland preservation is once again being overlooked by government agencies. The resource is important and continues to be incrementally lost everywhere. This loss was noted particularly by the Lower Mainland and Kootenay regional caucuses.

Numerous public interest group initiatives have been forthcoming during the last 15 years, culminating in tremendous efforts during the Fraser River Estuary Study. Many of the recommendations of various review processes have been ignored. Many of the areas recommended for preservation - listed below - are not yet protected.

Volunteers from the British Columbia Wildlife Federation and the Federation of British Columbia Naturalists formed the Fraser Valley Habitat Committee in 1979, and issued several reports during 1980, which included specific recommendations for new protected areas. Four areas were of primary interest: Burns Bog, Delta; Surrey Bend, Green Timbers and Mud Bay foreshore and tidal flats areas of Surrey, British Columbia (Lower Mainland Region Report, January 1985, p. 5).

WILDERNESS

It is recognized that contemporary political expression in Canada generally, and in British Columbia specifically, has largely failed to accord the "wilderness" concept the significance that it deserves. Indeed, its appeal and the implications of that appeal, namely, wilderness land use designations, appear to terrify all political parties in equal measure. Nonetheless, to many Canadians, rather than being a threat, wilderness is seen as THE uniquely Canadian value, the clearest metaphor of what we are as a nation and the means for setting an example to the world in the protection of and respect for natural landscapes (Submission to Thompson-Okanaga Regional Committee, 1984).

There was some optimism that a Wilderness Act was possible in British Columbia and should be supported (Kootenay Region Report, January 1985, p. 1).

Wilderness areas are large tracts on which no road or motorized access is permitted. They will be preserved with backpack access only and concern was expressed as to the level of control of abuse of wilderness areas (Omineca-Peace Region Report, November 1984, p. 4).

Emphasis was placed on the problem of the multiplicity of types of reserves with the consensus being that wilderness areas could be accommodated under provincial or national park designations so long as adequate control and designated access were ensured. The consensus reached by the Omineca-Peace Regional Committee was to the effect that such a designation was not required as those areas could be accommodated in existing or proposed parklands and be retained in "pristine" condition by an internal control or zoning system. The Kootenay-East Kootenay Regional Committee is of the consensus that the best means of preserving wilderness in British Columbia is through amendments to the national and provincial parks acts for designation of wilderness areas. The committee saw no need for a separate Wilderness Act as in the United States.

It was noted that a clear designation of "wilderness park" is required and what purpose this is to fulfill. It was felt that additional legislation respecting wilderness areas would not produce any useful results (Omineca-Peace Region Report, November 1984, p. 5).

There was also the expression that the Ministry of Forests would be in a position to manage wilderness. Areas within Provincial Forests could be identified, zoned as Natural Areas, left totally untouched and with "no tree-cutting" areas designated, and monitored by the Ministry of Forests (Omineca-Peace Region Report, November 1984, p. 4).

In summary, there was agreement from all caucus regions to support the Caucus Steering Committee approach of looking at all options for preserving wilderness.

Granting wilderness the right to exist, including perhaps legislative mechanisms designed to ensure this status, would seem to

be the first priority for any "Heritage Action Program;" to be followed by evaluation of possible candidate areas. Without successful attainment of the first priority, the second is futile. The urgency, of course, is all too evident. In response, the British Columbia caucus has developed a major theme paper on this issue and policy need which appears in Volume 3 of the Proceedings.

NATURAL AREAS AS ECOLOGICAL RESERVES

The mission, early growth and current status of ecological reserves in British Columbia are described. Challenges are outlined as are four recommendations to guide future Ecological Reserve Program efforts and priority areas of emphasis.²⁰

An ecological reserve is a legally protected natural area where human influence is kept to a minimum. Change, itself a natural phenomenon, is not interfered with, but is allowed as far as possible to proceed uninterrupted by man.

In British Columbia, ecological reserves are established for scientific research and educational use. They are not another kind of recreation area.²¹ They are intended to perform as natural reservoirs of living material to serve the utilitarian ends of science, education and gene-pool protection and including such others as a museum value, a natural heritage value, an aesthetic value and a benchmark value for land use.

The Ecological Reserves Act (1971) provided the legal basis for the establishment of 111 reserves in British Columbia between 1971 and 1982. This enactment - by a government led by the Social Credit premier, the Hon. W.A.C. Bennett, under the direction from the Hon. Ray Williston, Minister responsible for Lands and Forests - was a result of many years of persuasion by a small group of scientists and conservationists led by Dr. Vladimir Krajina, a dedicated forester and member of the Department of Botany, the University of British Columbia. A revision to the Act was made in 1979.

The first group of ecological reserves established recognized the primacy of the forest ecosystems and the substantial areas of

pristine forests remaining in British Columbia. In pleading for their establishment the scientists pointed out that few forested areas in the world were so unmodified by man as many in British Columbia and even fewer provided such excellent opportunities for basic ecological research.

Non-forested ecosystems became represented in the program as years passed. For example, the Gladys Lake Ecological Reserve within Spatsizi Provincial Park conserved highly diversified populations of large mammals and unique geological features. Triangle Island Ecological Reserve conserved both North Pacific seabird and sea lion colonies; Botany Beach, marine organisms of the littoral zone and Robson Bight, killer whales and a crucial portion of their habitat.²² Nonetheless, only a good start has been made in representing the many biological and geophysical systems and the highly varied flora and fauna of British Columbia.

As designation of ecological reserves proceeded it became necessary to augment the efforts of volunteers with a paid staff and to increase the financial support given to the program by government. By 1983 the paid director of the program, Dr. Bristol Foster, had one scientist and two technicians working with him. The program in its short life has been placed under a number of administrative jurisdictions within government. Following the resignation of Dr. Foster in 1984, the administration was transferred from the Lands Program Branch to the Park Programs Branch of the Parks and Outdoor Recreation Division of the British Columbia Ministry of Lands, Parks and Housing under Dennis Moffatt, Manager for Planning and Research, with Dr. Louise Goulet as scientific coordinator. One scientist and two technicians now specifically support the program.

As provided for under the Act, an Advisory Board of volunteers from universities, colleges, industry and public interest groups was appointed early in the development of the program but was discharged in 1984. A useful volunteer warden system to assist in the protection and management of reserves was established in 1981 and less than two years later a registered society, "Friends of Ecological Reserves" came into being.²³

Several concerns or challenges surround the Ecological Reserves program. One relates to its continued existence. The program pioneered the concept of ecological reserves in Canada and has made significant contributions to protect and preserve the natural heritage of British Columbia. It would be tragic to witness the decline of such an important program. Since 1982 no ecological reserves have been established. One must consider why. The resignation of the director of the program, reductions in staff, plus the disbanding of the Ecological Reserves Advisory Committee all gave cause for concern. The April 1985 appointment of a Scientific Coordinator suggests continuance of the program. However, for several reasons, the program remains on shifting sands.

"Purpose" as stated in the Ecological Reserves Act (1979) deserves careful consideration. The breadth of the statement goes far beyond public, agency and political understanding of the purpose of the reserves but does reflect reasonably well the understanding of the scientific community. The statement of purpose bears repeating as a basis for commentary:

The purpose of the Act is to reserve land for ecological purposes including areas:

- a) suitable for scientific research and educational purposes associated with productivity and other aspects of the natural environment;
- b) that are representative examples of natural ecosystems within the province;
- c) that serve as examples of ecosystems that have been modified by man and offer an opportunity to study the recovery of natural ecosystems from modifications;
- d) where rare or endangered native plants and animals in their natural habitat may be preserved, and
- e) that contain unique and rare examples of botanical, zoological or geological phenomena.

The program has been reasonably successful in meeting purpose b); representation of natural ecosystems, by any definition, is incomplete but nonetheless the diversity represented within the current designations is broad and broadening. One reason for a lack of representativeness in part lies in the fact that, normally, funds for the purchase of land not held by the Crown are unavailable.

Technically, however, in 1983, funds from the Crown Land Fund for purchase of such lands were to be made available, but no purchases have been made to this date. Some alienated lands have been purchased by the Nature Trust of British Columbia and leased to the program and some lands such as a fine property on Kalamalka Lake have been privately gifted. Without equivocation it can be stated that ecosystems in the lowlands of the province, which are largely held privately, are poorly represented.

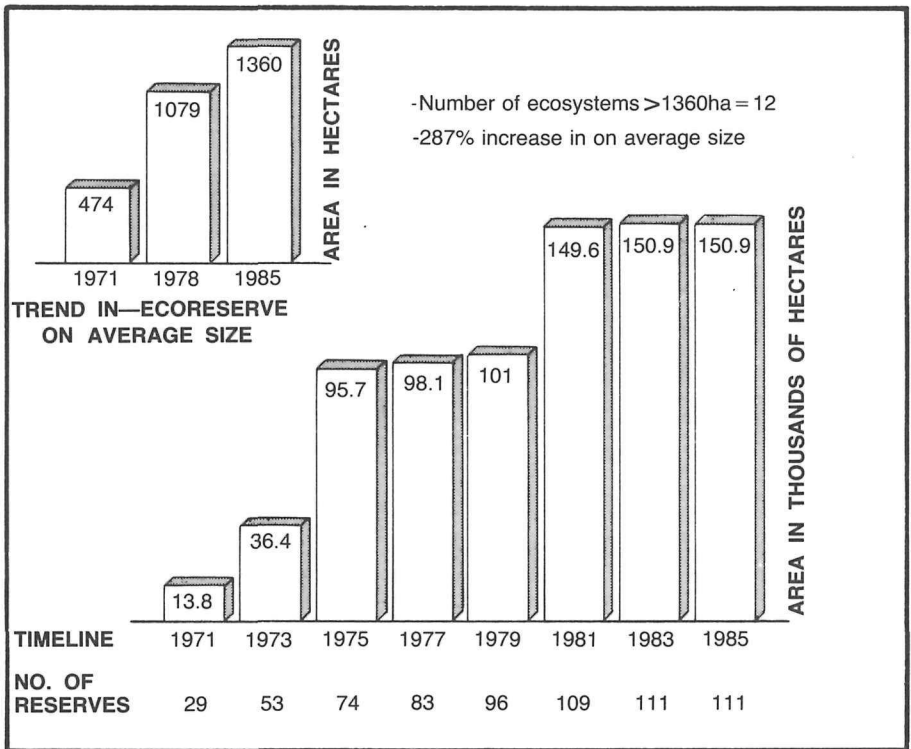
New reserves have not been created since 1982 although negotiations for acquisition proceed. Figure 2 shows by two-year intervals the number and area of ecological reserves from date of commencement to the present. The impression exists that the prevailing view of the government of the day and of some agencies, within government and without, is that sufficient reserves have been created and that the creation of more will reduce the productive base of the province. Many of the proposals for new reserves have been opposed by representatives of wildlife, fisheries and mining industries. Actually most reserves are small, many are on lands of low economic potential and all comprise a small fraction of one percent of the total area of British Columbia. One-half of one percent of the land area of British Columbia being set aside to satisfy the scientific and educational needs of this program is the overall eventual goal.

Ecological reserves range in size from 48,560 hectares (Gladys's Lake Ecological Reserve located within Spatsizi Plateau Wilderness Park) to 0.6 hectares (Canoe Islets sea bird colony). While the on-average size of ecological reserves established between 1971 and 1985 has increased from 474 to 1,360 hectares, 99 of the 111 reserves are smaller than the current on-average size.²⁴ Most reserves are very small; that statement deserves repetition but for quite another reason. Considering that their value for research is associated with "natural gene pools" do they represent viable protected areas in this context?

The flora and fauna of British Columbia is new in the sense that virtually all species have immigrated since the ice sheets retreated, mainly within the last 25,000 years. Endemics are

Figure 2

ACQUISITION OF ECOLOGICAL RESERVES IN B.C.



therefore few or none over large areas. Nevertheless, there are some rare, some endangered and some unique species which the program is modestly trying to conserve under purposes d) and e). A few reserves highlight geophysical features such as hot springs and saline lakes and at the same time conserve biological values.

The use of ecological reserves for research, monitoring environmental changes and for educational ends has been slight to modest at best though it is beginning to take on new dimensions through the participation of wardens and the Friends of Ecological Reserves Society. Films and slide shows about some of the reserves have won international recognition. Regrettably, good inventories of most reserves are lacking and acceptable inventory methodology is elusive.

In a broad sense the ecoreserves program suffers from the limitations associated with most conservancy programs over the world.²⁵ The program makes a base start in the conservation of "gene pools" and in features relating to post-glacial migration and land forms, despite the fact that British Columbia is one of the best places in the world for study of genetic change in pristine and quasi-pristine landscapes relating to altitude and latitude. Ingram has noted in his study of 13 ecological reserves that reserves are not being used as they could be for monitoring man's influences on the natural environment. Protection of reserves by physical means such as fencing, by the creation of buffer lands and through the warden system is not far advanced; all constitute challenges of varying magnitude.

The lack of manpower available to the volunteer warden service to enforce on-site regulations within ecological reserves is both a problem and a challenge. One of the marine ecological reserves, Robson Bight, established in 1982 to protect killer whales and an important part of their habitat, provides a good example. Many recreational boaters travel to Robson Bight to view killer whales. Unfortunately, despite the fact that permits are required to enter the reserve, most boaters are not aware of the boundaries and even if they were, their excitement on seeing the whales often gets the better of them as they chase the whales round the bay hoping to get

a better view. Such harrassment is difficult to stop. A full-time warden is required, certainly in the summer months, to ensure that undue disturbance of the whales in this critical part of their habitat does not occur. Similar situations, although perhaps not as easily observable, occur in other reserves. In particular it has been suggested that recreational boating disturbance has led to the decline in successful breeding of double-crested cormorants (Phalacrocorax auritus) on a reserve especially established for that purpose at Rose Islets, in Trincomali Channel. Furthermore, in more remote reserves, for example in the Queen Charlotte Islands, it is not unknown for commercial fishermen to deliberately shoot marine mammals who they see as competitors for fish.

Policy in small reserves in respect of fire and natural disasters such as blowdown, natural and man-induced, is just evolving and increasingly necessary. The policy of locating ecological reserves within parks - national, provincial, and regional - and within wildlife management areas has not been fully exploited. Nor has the wisdom of locating ecological reserves within parks been fully debated; it ought to be. When viewed from the perspective of a system of provincial protected areas, do ecological reserves in every case have merit as separate entities from the other members of the family of protected areas? Should ecological reserves, to the greatest extent possible, be identified within large parks and wilderness areas? Are objectives and management systems compatible? If ecological reserves were included in parks would they be used to reduce the size of parks?

Designation of reserves for the big predators such as the grizzly bear and wide-ranging ungulates, for the small - and largely "unseen" animals and plants - and for a whole range of fugaceous wildlife, highlight continuing problems of boundary; of conflict over exploitive uses of adjacent lands, of ecoreserve size and shape and "naturalness."

In summary, the Ecological Reserves Program plays an important part in protecting the natural heritage of British Columbia. Ecological reserves should not be seen, as they are by some, as an unimportant and meaningless land use option. Ecological reserve

designation is the most appropriate protective mechanism for relatively small ecologically significant areas that cannot tolerate much human pressure and are required as natural areas to serve the utilitarian ends of science and education. No substitutes exist for the program. It is essential therefore that continued support be forthcoming from the provincial government, that efforts be made to define and complete a system of ecological reserves as soon as possible and that steps be taken to ensure protection of the ecological integrity of current reserves. Four major areas of emphasis are mirrored in our summation:

It is recommended:

- That a system design for fresh water environments, marine environments, as well as for terrestrial environments be completed so as to help define a priority system of natural areas for scientific purpose.
- That additional ecological reserves be established in British Columbia,
 - a) Perhaps within national, provincial and regional parks and within wildlife management areas and other conservancies. Conceivably creation of ecological reserves within such areas might provide biological buffering for fugaceous species and greater protection from land use encroachments. The Vancouver Forest Region proposal for additional ecological reserves, for example, locates twelve of the thirty representative complexes of ecosystems for forested biogeoclimatic subzones within national and provincial class "A" park limits.²⁶
 - b) Within Crown-held land. The search for and recognition of suitable small areas within our pristine forests should be vigorously pursued, especially in view of the rapid intensification of forest use by man in British Columbia. This recommendation is supportive of the Ministry of Forest's determination and the Association of British Columbia Professional Foresters' agreement that a system of forested ecological reserves in the province is essential, and needs to be established

without undue delay as "the opportunities for the selection of the necessary undisturbed ecosystems are diminishing rapidly."²⁷

- c) Within the lowlands which are largely privately held. These lands are limited in extent but contain many of the unique and singular ecosystems of British Columbia. In many instances these systems are complementary to the wider, more extensive upland systems. The British Columbia Crown Land Fund should assist in purchase and lease.
- That the Ecological Reserves program delineate and make more visible to the public,
 - a) Treatment on reserves of natural events such as blowdown, fire and predation.
 - b) Protection of reserves by means ranging from fencing to warden visits.
 - c) Prohibitions such as those relating to hunting.
 - d) Monitoring certain kinds of change, natural or man-induced, more or less specific to reserve kind.
 - e) Gene pool conservation relating to certain economic and non-economic species.
- That the Ecological Reserves Program encourage the use of the reserves for low-impact research and education.

HERITAGE COASTS

The purpose of this section is to briefly outline the relevant biophysical and human use characteristics of the Pacific coast of Canada, identify current and proposed protective designations for the coastal environment and present recommendations for future marine environment protection.²⁸

Although Prince Rupert and Victoria, British Columbia are only some 850 kilometres apart, the actual length of the coastline is in the order of 26,700 kilometres. This is due to the large number of islands and the highly indented nature of the coastline punctured by fiords extending deep into the heart of the Coast mountains. Burke Channel and Dean Channel, for example, extend 90 to 100 kilometres from the outer coast. It is a complex coastline with a wide

biophysical, oceanographic and biological diversity. An excellent review of oceanographic characteristics is provided by Thompson.²⁹ Langford has summarized some pertinent biological material in the environmental assessment for offshore hydrocarbon and development.³⁰

Man's use of this coast is equally complex and impacts on the natural environment are wide-ranging. Native Indians have subsisted here for centuries sustained by the bountiful marine life; however, today most marine uses can be, to some extent, considered threats to the ecological integrity of the coast and marine environment. The next few years may witness some of the most advanced technology in the world being used off the British Columbia coast in the search for hydrocarbon resources.³¹ Obviously all uses are not equally damaging, nor is it realistic to suggest that the entire coast be a reserve protected from any form of use. What is required however, is a wider realization of the value and susceptibility to disturbance of coastal ecosystems and a commitment to establish a well-thought-out system of protected marine areas before the opportunity to do so vanishes.

The establishment of marine reserves is complicated by a fractured jurisdictional framework involving many different agencies from various levels of government. The federal government holds jurisdiction over marine waters within the twelve-mile territorial zone. However, a recent Supreme Court of Canada ruling gave British Columbia jurisdiction over the "inland" water of Georgia Strait in addition to the lands covered with water in the harbours, estuaries, bays, straits, and other "inland" waters of the province. The major exceptions to this are the harbours of Prince Rupert, Burrard Inlet, New Westminster, Nanaimo, Alberni and Victoria which are controlled by the federal government. The latter is also responsible for the sea bed and subsoil for areas seaward of the low-water mark with the exclusions of inland waters noted above. The federal government also has control of the fishery in tidal waters and navigation and shipping matters.

This complex web of jurisdictions and agencies is viewed as one of the major barriers to effective coastal zone management. The same applies to the attempts to achieve protective designations for coastal areas.

Seven major actual and potential protective designations for coastal areas of British Columbia are:

- Ecological Reserves
- National Wildlife Areas
- National Marine Parks
- Pacific Rim National Park
- Canadian Landmarks
- Provincial Marine Parks
- Biosphere Reserves.

Their role in protecting natural diversity already has been outlined; each protection designation as it currently applies to the marine environment of British Columbia is addressed below.

Ecological Reserves

Of the 111 established reserves, 24 have a marine-oriented emphasis, of which 11 have subtidal components. In the latter, jurisdiction of the water column is a federal responsibility. It is only more recently that the subtidal reserves have become more numerous. In addition, some of the reserves in the process of being formally designated have a marine emphasis (e.g., Agamemnon Channel). Table 2 lists each reserve with a marine component.

There is still a considerable way to go before a representative system of marine reserves is established in the province; every effort should be made to ensure that the goal is completed forthwith before the opportunity to preserve pristine ecological sites no longer exists.

TABLE 2

COASTAL AND MARINE ECOLOGICAL RESERVES IN BRITISH COLUMBIA, 1985

No.	Order-in-Council No.	Location	Object of Community-type Preserved	Area Hectares
1	1563	Cleland Island, Clayoquot Sound	Sea bird colony	7.7*
2	1564	East Redonda Island	Three biogeoclimatic zones with many habitats	6,212.0*
9	1571	Southwest of Two Hill, Graham Island	Sand dunes and peat bog	514.2*
10	1572	Rose Spit, Graham Island	Coastal dunes of Graham Island	170.4*
11	1574	Sartine Island, part of Scott Islands	Seabird colony	13.0*
12	1574	Beresford Island, part of Scott Islands	Seabird colony	7.7*
13	1575	Triangle Island, part of Scott Islands	Largest seabird and sea lion colony in the province	85.4*
17	1579	Canoe Islets near Valdes Island	Seabird colony	0.6*
18	1580	Rose Islets, Trincomali Channel	Double-crested Cormorant colony	0.8*
23	1585	Moore Islands, Whitmore Islands, and McKenny Islands, Hecate Strait	Seabird colony	72.9*
24	1586	Baeria Rocks, Barkley Sound	Seabird colony and subtidal marine life	52.6**
25	1587	Dewdney Island and Glide Islands, Hecate Strait	Coastal western hemlock plant communities and marine wildlife	3,844.7*
44	1826	Jeffrey, East Copper and Rankine Islands	Seabird colony	121.4*
45	1827	Port Channel, west coast of Graham Island	Virgin littoral environ., Sitka spruce, rare mosses, seabird colony: V.J. Krajina Reserve	9,834.0*
66	3293	Ten Mile Point, Victoria	Subtidal marine life	11.0**
67	3294	Satellite Channel	Subtidal marine life	343.3***
93	2751	Lepas Bay, Petrel Island	Seabird colony	3.6*
94	2055	Oak Bay Islets: Alpha, Jemmy Jones and the Chain Islets	Spring flowers, a seabird colony and marine life	170.0**
95	2056	Islets of Anthony Island	20 small islets with 9 species of nesting sea birds and rich marine life	324.0**
96	2057	Kerouard Islands Reserve	Major sea-lion rookery, seabird colony	130.0**
97	692	Race Rocks	Outstanding marine community including a sea lion haul-on site	220.0**
103	876	Harvey, Conroy & Byers Islet et al., west of Aristanzabal Island	Important seabird and marine mammal breeding areas	12,205.0**
109	2566	Checleset Bay Sea Otters, 10 km southwest of Kyuogot, Vancouver Island	B.C.'s prime sea otter population and rare native oyster population	34,650.00**
111	1134 1148	Robson Blight, mid-way between Port McNeill and Sayward on northeast coast of Vancouver Island	To protect killer whales and a crucial part of their habitat	1,248.00***

* partly subtidal

** mostly subtidal

*** entirely subtidal

National Wildlife Areas

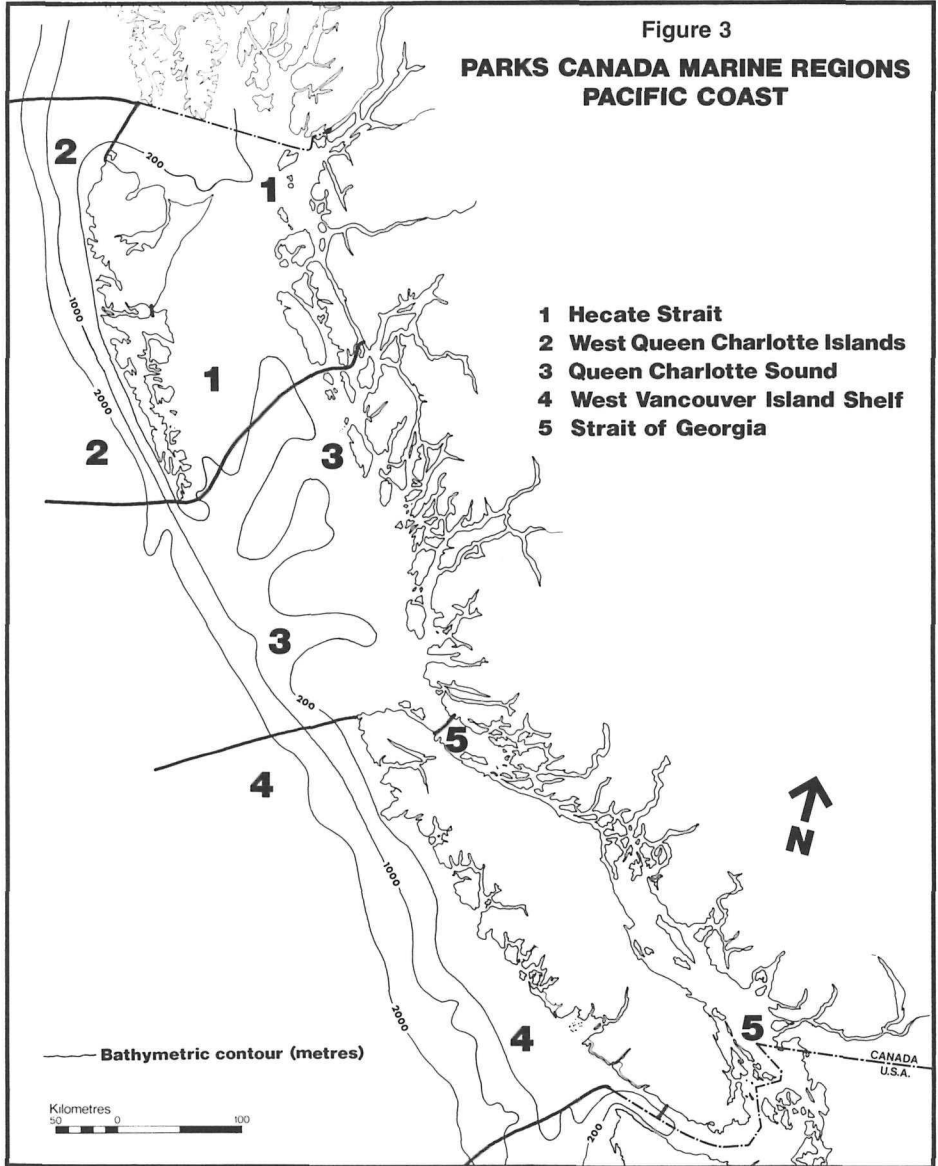
Among the National Wildlife Areas established in British Columbia, there are three main coastal sites, Qualicum (which includes several smaller areas outside Qualicum, such as Nanoose and Rosewall Creek), Alaksen and Sturgeon Bank, the latter being a Cooperative Wildlife Area. They vary widely in size. Qualicum is five hectares, Alaksen in excess of 800 hectares. All were established primarily for their importance to migratory bird populations. Other areas have been suggested for consideration including the Ballenas/Winchelsea islands off the east coast of Vancouver Island in Georgia Strait, which include seabird colonies, nesting bald eagles, a major sea lion haulout, harbour seal haulouts and some unusual vegetation features. Unfortunately, the recent drastic cuts in the Canadian Wildlife Service make it extremely unlikely that any new initiatives will be undertaken in the near future. Every effort must be made to retain the existing sites.

National Marine Parks

Final designation of the number and boundaries of the marine regions and their further subdivisions into marine Natural Areas of Canadian Significance (NACS) on the Pacific coast have yet to be made. However, the marine regions as currently designated constitute six, shown in Figure 3.³²

It is possible that one or more regions could be represented by one park. Pacific Rim National Park also claims some representation for the Vancouver Island Shelf Marine Region.

Arguments have been made that the coastal fiord region of British Columbia (Marine Region 6) requires no separate designation, unless Atlantic coast fiords receive similar status. Although the existence of such fiords, particularly on the Labrador coast, is recognized, the area is not of the scale of the Pacific coast. To protect representative areas on the Pacific coast without including the dominant and extensive fiord system would be most undesirable.



Every effort should be made to acquire lands that represent such areas.

It is also worthy of note that one of the main criteria for identifying marine NACS is that "the area must have experienced minimum modification by man or, if significant modification has occurred, must have potential for restoration to a natural state." Given the current shortages of accessible timber in British Columbia, accelerated logging plans are leaving rapidly dwindling areas that meet this "minimum modification" criterion. Observation suggests that if some form of protective designation is not granted such areas in the near future then no sites will meet this criterion. It would be a useful exercise to inventory the status of coastal timber harvesting in the near future to establish the severity of the problem.

This likelihood is further enhanced by the relative lack of power by Parks Canada in the marine environment. Not only must agreements be reached with provincial governments and the local residents, which so often in the last decade have been considerable stumbling blocks to terrestrial park formation, but also with other federal departments, such as Fisheries and Oceans, and Transport, that have long-standing mandates in the area. Considerable strength and diplomacy is going to be required to effectively surmount the hurdles of the competing interests in the area such that marine national parks will become a reality on the Pacific coast while superlative areas still remain relatively untouched. It is a salutary thought that the only federal initiative on the Pacific coast to date, Pacific Rim National Park, is still not a gazetted park due to the inability of the federal and provincial governments to reach agreements on timber values in the area and compensations required. The conflicts will be no less severe anywhere on the coast, especially with the added complications of mining, fishing, and offshore hydrocarbon exploration.

A further difficulty exists relating to the protection of marine animal species. If the primary goal of the parks is to "protect and conserve for all time representative marine natural areas," of what value are such areas if no mandate exists to protect

the associated organisms? Harvesting of renewable resources will be permitted, as will commercial fishing "similar in most respects to management plans prepared for the surrounding region by the Department of Fisheries and Oceans." In other words it seems that for commercial operations the parks will operate no differently than surrounding regions - a park in name only - and yet they will also attract larger numbers of recreational fishermen than other regions and in all likelihood be subject to higher fishing pressure than non-park areas. Past evidence leaves no doubt that Fisheries and Oceans has not been able to manage harvesting successfully on a sustained yield basis; it is open to speculation whether the department will fare any better in future. How then can such areas be expected to fulfill the mandate of "ecological benchmarks" when in fact there will be no greater control over fisheries operations than currently exists?

In short, there is a danger that once a park is established it will be subject to the same commercial fishing pressures as surrounding areas, plus additional pressures on all renewable resources from recreationists. Will cooperation between Fisheries and Oceans and Parks Canada, plus enforcement, be effective enough to maintain the ecological integrity of the area?

The Pacific coast is also subject to considerably more recreational boating pressures than the other coasts of Canada. The provincial marine parks system attracts very large numbers of boaters throughout the summer season. Unfortunately, no good data base exists to assess in any rigorous manner visitation rates or changes in visitation rates. However, it is worthy of note that in 1982 when overall use of provincial parks decreased, boating use increased by some 21 percent.³³ It is likely that a national marine park would constitute a recreational and tourism-related magnet similar to or exceeding the provincial parks. There needs to be a clear articulation within the national marine park policy as to how such demands are to be managed.

Pacific Rim National Park

Pacific Rim is one of five national parks with a marine component. The other parks are Kouchibouguac in New Brunswick, Forillon in Quebec, Gros Morne in Newfoundland, and Auyuittuq in the Northwest Territories. The seaward boundary extends to the 10 fathom contour for the Long Beach and West Coast Trail units and a designate geometric boundary around the Broken Group Islands unit. Within this boundary all existing fisheries are allowed under the jurisdiction of the Department of Fisheries and Oceans. Ministry of Transport regulations have jurisdiction over aircraft.

Pacific Rim in all units experiences considerable visitor pressures. The overriding management concern is the lack of authority under the National Parks Act since the park has yet to be officially gazetted pending agreement between the federal and provincial governments. Concern particularly has been expressed over the recent boom in the Barkley Sound recreational fishery, putting additional and uncontrolled pressure on the Broken Group Islands. There is no control over access to the islands. Furthermore, possession limits (e.g., 12 per day for abalone) are seen to be dated and difficult to enforce, leading to rapid depletion of stocks. Sports fishing licenses are not required to harvest clams, mussels, oysters, abalone, crabs, shrimp, or sea urchins. Concerns exist over the continued existence of some populations if the current situation is not resolved in the near future.

Canadian Landmarks

No such sites have been recognized within the coastal zone of British Columbia although Parks Canada did commission a report on Robson Bight that indicated the potential suitability of this core Orca area for inclusion in the system. Other sites of special scientific interest should also be given consideration for inclusion.

Provincial Marine Parks

The provincial parks system includes many parks that have a coastal component. They vary widely from large wilderness-type parks, such as Cape Scott Provincial Park on the northern tip of Vancouver Island, through to smaller parks designated mainly for the boating public. In all there are some 52 park areas in the British Columbia park system that have a marine orientation although the term "marine park" is generally reserved for the 28 primarily intended for recreational mariners and listed in the public brochure, Coastal Marine Parks of British Columbia. Table 3 lists all 52 marine-oriented provincial parks and recreation areas in British Columbia and their characteristics.

In addition, some marine parks also have "Recreation Areas" associated with them. Such areas recognize the existence of non-park use or tenure. The foreshore and subtidal portions of some coastal provincial parks have been designated as separate Recreation Areas for this reason. Desolation Sound Marine Park, for example, consists of upland only, while the adjacent foreshore and subtidal area is contained within a Recreational Area of the same name.

The system of marine parks has tended to grow on an ad hoc basis, fuelled mainly by recreational boating demand. However, some of these, such as Desolation Sound and Copeland Islands marine parks and Cape Scott and Naikoon parks, play important roles in representing the geographical sub-units of the province. Of the seven "Marine Environments" sub-units, five are not currently represented: Fjords, Jaun de Fuca Strait, Johnstone Strait, Queen Charlotte Strait and Near-shore Hecate Strait. Most of the "Natural Landscapes" sub-units with a coastal component are represented with the exception of the Fiordland, North Coast Lowlands/Islands, and Queen Charlotte Mountains. It would be beneficial to complete system representation as soon as possible.

The British Columbia parks system within its conservation mandate also seeks to provide protection for exceptional features such as rare or endangered biotic resources, unusual natural

TABLE 3

Comparison of Marine-Oriented Provincial Parks and Recreation Areas in British Columbia, 1984

Park or Recreation Area		Upland (ha)	Foreshore and Subtidal (ha)	Representative of a Pacific Coast Landscape	Conserves Significant Terrestrial Features	Representative of a Marine Environment	Conserves Significant Marine Feature	Presents Significant Marine View	Secure Anchorage/Moorage	Underwater Recreation Opportunities	Significant Beaches	Warm Water	Upland Recreation Facilities	Wilderness Upland	Overland Access
Anthony Island		140			x			x							
Apodaca		8											x		x
Ballingall Islets		1			x					x					
Bamberton		28									x	x	x		x
Beaumont Marine		34						x	x	x	x		x		
Bellhouse		2						x					x		x
Cabbage Island Marine		4						x	x	x	x		x		
Cape Scott		9952	5102	x	x	x		x	x		x			x	x
China Beach		61			x			x			x		x		x
Copeland Island Marine		180	257	x	x	x		x	x	x		x			
D'Arcy Island Marine		84		x				x		x					
Desolation Sound Marine		5707	2549	x		x		x	x	x		x			
Discovery Island Marine		61		x						x					
Drumbey		20						x					x		x
Eco Bay Marine		2							x						
Fillongley		23			x			x			x		x		x
French Beach		59						x			x		x		x
Gabriola Sands		1	5				x	x			x	x			x
Garden Bay Marine		163						x	x	x		x			x

TABLE 3 (Continued)

Park or Recreation Area		Upland (ha)	Foreshore and Subtidal (ha)	Representative of a Pacific Coast Landscape	Conserves Significant Terrestrial Features	Representative of a Marine Environment	Conserves Significant Marine Feature	Presents Significant Marine View	Secure Anchorage/Moorage	Underwater Recreation Opportunities	Significant Beaches	Warm Water	Upland Recreation Facilities	Wilderness Upland	Overland Access
Gibson Marine		42			x			x	x		x				
Helliwell		69			x			x		x					x
Indian Arm Marine		5							x	x					
Isle-de-Lis Marine		5						x	x	x					
Ivy Green		23									x	x	x		x
Manson's Landing		47	53		x		x		x		x	x	x		x
Maquinna		39			x				x						
Miracle Beach		108	27				x	x			x	x	x		x
Mitlenatch Island		36	119		x	x				x					
Montague Harbour Marine		87	10					x	x	x	x		x		x
Naikoon		70701	1940		x	x		x			x			x	x
Newcastle Island Marine		277	29		x	x		x	x	x	x	x	x		x
Octopus Island Marine		23	43				x	x	x	x	x	x			
Pirates Cove Marine		24	7					x	x	x		x	x		
Plumper Cove Marine		32	24				x	x	x	x			x		
Porpoise Bay		61									x		x		x
Porteau Cove		4	46					x		x			x		x
Princess Louisa Marine		44			x			x	x						
Princess Margaret Marine		194						x		x	x				

TABLE 3 (Continued)

Park or Recreation Area	Upland (ha)	Foreshore and Subtidal (ha)	Representative of a Pacific Coast Landscape	Conserves Significant Terrestrial Features	Representative of a Marine Environment	Conserves Significant Marine Feature	Presents Significant Marine View	Secure Anchorage/Moorage	Underwater Recreation Opportunities	Significant Beaches	Warm Water	Upland Recreation Facilities	Wilderness Upland	Overland Access
Rathrevor	107	240				x	x			x	x	x		x
Rebecca Spit Marine	2	175		x		x	x	x		x	x	x		x
Roberts Creek	40						x					x		x
Ruckle	486		x				x	x	x			x		x
Saltery Bay	39						x		x		x	x		x
Sandy Island Marine	33			x			x			x		x		
Sechelt Inlet Marine	155						x	x	x	x	x			
Sidney Spit Marine	176	244	x	x		x	x	x	x	x		x		
Skookumchuk	35						x							x
Smuggler Cove Marine	166	16	x				x	x	x		x			x
Thurston Bay Marine	312	77	x			x	x	x	x	x	x			
Tribune Bay	72					x	x			x	x	x		x
Whaleboat Island Marine	10						x	x						
Winter Cove Marine	75	16					x	x	x					x

(from Youds, J.K., 1984, *Marine Parks in British Columbia*. Unpublished manuscript, PORD, Victoria.)

phenomenon, excellent examples of natural and cultural features, highly scenic features and sites with high recreational potential. Features such as outstanding coastal vegetation, sea bird colonies, distinctive geomorphological features and European and native cultural relics are found in the upland areas of 18 of the coastal parks.

However, the protective designation is more difficult to enforce in the marine environment where, as earlier documented, many different agencies have jurisdictional powers that supercede the Park Act. The protection given to marine organisms is thus often more symbolic than substantive taking into account the constant movement of organisms and debris across park boundaries.

The problem is further compounded by the attraction that marine parks provide for the recreational boater. Most parks are very full throughout the summer months. The pressures thereby exerted on the local marine environment can be substantial, ranging from the discharge of wastes in poorly flushing anchorages and damage to the sea bird and associated organisms, through anchoring procedures, to the collection of organisms for culinary and ornamental purposes. Although the impacts of the above are not always readily noticeable to the casual observer, longitudinal monitoring of sea life in and around marine parks could provide a better data base to accurately assess the impacts of recreational boater and other recreationists on marine life. It is widely felt in the scuba-diving community, for example, that one of the worst things that can happen to a good dive site is to be designated as park status or otherwise brought to wide attention - such as through Pratt-Johnson's book, 141 Dives in the Protected Waters of British Columbia and Washington. Such status results in vastly increased pressures from divers with little added protection for marine organisms.

Biosphere Reserves

This protective management designation would seem to have some relevance to the coastal zone in British Columbia. Implicit within the program is the recognition of resource use along with conservation objectives. The landscape outside the protected core

will be used, but hopefully in an environmentally-benign manner consistent with the goals of sustainable development. The environmental changes in the latter areas can be monitored and compared with the natural ecosystem in the core area and provide guidelines for future developments. By recognition of such resource use many of the polarized conflicts extant in the coast zone may be resolved in areas where strict preservation over large areas is not feasible. The lands immediately adjacent to existing protected areas, for example, Pacific Rim National Park, may well be candidates as may some aquatic/terrestrial combination surrounding Moresby Island. Certainly it would seem that the program holds some potential for coastal British Columbia.

Take Another Look: Policy Area Initiatives

In this section we have outlined the main forms and current status of seven protective designations for the coastal environment in British Columbia. This was necessary and helpful, but we stress that the status of all forms of designation remain incomplete. The national and provincial parks have systems so that representative natural areas will be included within the protected system. However, comparatively little has been achieved in either system in the last decade. There needs to be reconciliation and coordination between the parks systems plans and then a concerted and combined effort to ensure that representative areas are preserved before the opportunity to do so passes. South Moresby Island, due to imminent logging and mining threats, is seen to be the top priority in that the need for a park in this area has been recognized in both federal and provincial systems plans. In the case of the Ecological Reserves program, a careful inventory procedure specifically directed at coastal and marine environments needs to be undertaken, a systems plan formulated, and the latter acted on immediately.

Although the national and provincial parks and ecological reserves program systems will account for most of the area requiring protection, other designations such as the Canadian Landmark System, Biosphere Reserves and National Wildlife Areas, also have the

potential to play an important role in future. Every effort should be made to investigate these avenues of approach.

It is of little value to designate protected areas if little attention is subsequently given to their protection. In both the national and provincial parks, instances have been referred to where considerable impact is being sustained by the ecosystem as a result of recreational and other pressures. Ecosystem monitoring over the long term should be implemented to gain reliable data on the scale of this impact and aid effective management strategies. One of the foremost of such strategies should involve greater attempts to obtain public understanding about natural ecosystems and management problems through educational and interpretive programs. Rather than have to forcibly restrict access to certain areas, for example, it would be infinitely preferable to encourage voluntary restrictions on disturbance through education. Self-control is the best form of regulation. The need is to foster a land ethic.

The difficulties of protecting mobile organisms in a fluid substance that has no respect for park boundaries is not an easy task, but neither is it insurmountable. Substantive protection, not mere symbolic protection, is the command. If some considerable effort is not made in the system of protected areas then no relatively pristine coastal ecosystems will remain in British Columbia in the not-too-distant future.

No special attention has been directed toward the protection of estuaries, the most biologically productive coastal area. The importance of protecting estuarine ecosystems has been recognized by all levels of government and a substantial amount of study has been undertaken to document biophysical characteristics and suggest appropriate management strategies, for example, the Cowichan Estuary. However, it is noteworthy that Indian Reserves often occupy what are the remaining unexploited parts of the southern coast estuaries and this designation usually generates low-impact use of such areas. Thus, although no formal environmental protective mechanism may exist, they are de facto in a protected state. This is a matter of some relevance in current native land claim settlements on the Pacific coast of Canada.

Take Another Look: Land Area Initiatives

Through the public workshops and other consultative work of the British Columbia caucus, attention has been directed toward identifying specific coastal areas requiring protection. This aspect was dealt with by three of six regional caucus committees whose area included a marine component.³⁴ The large number of areas indicates the importance placed by the public on the immediate and more extensive protection of the coastal environment of British Columbia. There is strong favour among the public for underwater marine parks at choice areas along our coast, with regulations enforced to prevent their plundering by underwater pirates.

RIVER LANDSCAPES: HOW WILD, HOW GREEN ARE OUR VALLEYS?

The river valleys of British Columbia - how many are changed, many are changing. Once, and not so long ago, we could count on a form of preservation through isolation. The nature and extent of changes in land tenure, river impoundments and diversions, forestry silvicultural practices, agricultural practices, mining, corridor transportation developments and other causes of change in our river valleys all have serious implications for future landscape conservation and countryside recreation quality. The protection afforded by isolation is disappearing; without forethought no free-flowing and especially "wild" rivers will be forever safe anywhere in British Columbia.

We see our free-flowing rivers - notably our "wild" rivers - as a finite and exhaustible resource; some, we believe, must be retained to flow unimpeded and unexploited to the sea. What time and experience with "wild" rivers at home and abroad has taught us, is that without at least a formal attempt at river preservation, "wild" rivers are an endangered species.

Canadian Heritage Rivers System

The idea of a national system of protected rivers has been emerging in Canada since the early 1970s. On January 18, 1984,

the Canadian Heritage River System (CHRS) was formally established with the objective of providing national recognition to rivers which are significant examples of Canada's natural environment, or which played an important role in Canadian history, or which offer outstanding wildland recreation opportunities. The Yukon and Northwest territories and the six provinces of Saskatchewan, Manitoba, Ontario, New Brunswick, Nova Scotia, and Newfoundland are signators along with Parks Canada on behalf of Canada in this new heritage protection program.

The provisions and guidelines of the CHRS reflect the realism of divided jurisdiction over waterways in Canada. A river is nominated by the jurisdiction through which it flows - territorial, provincial or federal government - and considered for inclusion on the basis of one or more of three qualifying criteria:

- Natural Heritage

Requires the river to be an outstanding example of natural river environment, including its geology, botany and wildlife.

- Human Heritage

Requires the river to be of outstanding significance in the historical development of Canada, containing historical or archaeological artifacts or a route of prominent discovery of Canada or trade therein.

- Recreation Value

Requires the river to be of outstanding recreation value.

The kind of protection afforded the river or river segment once it qualifies depends on the category under which it was accepted. In addition to qualifying criteria, the river or river segment must meet "Integrity Guidelines" respecting sufficiency of size and of water quality to maintain a "wild," "scenic" or "recreational" environment.

Ten rivers have been accepted as candidate Canadian Heritage Rivers by the Canadian Heritage Rivers Board, which comprises one

representative from each participating government, as well as Parks Canada and the Department of Indian Affairs and Northern Development (DIAND), and meets twice annually. From west to east, the ten river candidates include all or portions of the Yukon and Alsek rivers in the Yukon, the South Nahanni River in the Northwest Territories, the Athabasca, North Saskatchewan and Kicking Horse rivers within the "four mountain parks block," the Clearwater River in Saskatchewan, the Bloodvein River in Manitoba, the French River in Ontario, and the St. Croix River on the New Brunswick/Maine border.

Each candidate river will be officially designated as a Canadian Heritage River upon receipt by the Board of a river management plan within three years of nomination. In the case of those candidate rivers which are within national parks, the Board has agreed with Parks Canada that existing and future park management plans can be used to serve this purpose. Accordingly, the Alsek River became Canada's first designated Canadian Heritage River upon the submission of the Kluane National Park Management Plan to the Board in January 1985. New nominations of national park rivers will likely continue at a rate of one or two per year.

Four provinces have, so far, refused to participate in CHRS nominations, three of which - Quebec, Alberta and British Columbia - contain several rivers which would qualify for the system of national recognition. Fears of "bureaucratic entanglements," "less flexibility," "more restrictions" were expressions given by the Hon. Mr. Brummet, Minister, Ministry of Lands, Parks and Housing (MLPH) as to why British Columbia has not become a participating province. Many in the public view these expressions of fear as erroneous; after all, participation in the joint program is voluntary, jurisdiction of ownership remains unaltered, direct provincial management responsibility unmodified.

We found throughout British Columbia strong support for application of the basic "cooperative-voluntary" principle to the CHRS: that federal, provincial, and territorial governments retain their traditional jurisdictional powers including ownership of land, the choice to nominate a river to the CHRS, and the right to

continue to operate and manage designated rivers in accordance with the objectives of the system - or, conversely, the right to withdraw.

We also found strong support for British Columbia to be a participant in the CHRS. To citizens rivers are extremely important as they largely define the human heritage, and are high in recreational value, as particularly noted in the Skeena and Omineca-Peace regions. Both regions recommend provincial involvement in the Canadian Heritage River system (Skeena Region Report, November 1984, p. 4). It is further stated "the strongest response (93 percent) on the entire survey by the Peace River Regional Caucus was that British Columbia should join the federal-provincial Heritage Rivers program. A total of 21 different rivers were suggested for examination and study toward inclusion in this program. The rivers most frequently proposed were the Fraser, Peace, Nechako, Stuart and Blackwater Rivers." (Peace River Regional Caucus, Summary of Survey Results, March 13, 1985).

Wording in the CHRS "Objectives, Principles and Procedures" document is acknowledged as vague and provides little guidance in managing Heritage Rivers once they are designated. This is perhaps purposely done so as to eliminate perceived fears among the provinces towards losing control of their natural resources. On the other hand, vagueness may be the sole basis of fear alluded to earlier. No master plan guidelines are spelled out other than the requirement that a management plan must be developed which will "ensure its (the river's) development, management and use consistent with the objectives of the system." No activity or development is expressly forbidden. The British Columbia caucus worries that too much is left unstated and so the system may protect only those rivers that do not really need protection or that no observable gain over Provincial Recreation Corridor designation is attained.³⁵

British Columbia's Recreation Corridor Policy

A provincial policy to "identify, establish, protect, develop, maintain and interpret the values therein" of a number of recreation corridors was announced on September 27, 1984. This Recreation Corridor Policy (RCP) has been used to blunt criticism

about the provincial refusal to participate in the Canadian Heritage Rivers System. We endorse both programs and see the implementation of the RCP as British Columbia's enabling mechanism for eventual participation in the CHRS.

The question of land routes and waterways as Recreation Corridor designations is mainly a land use planning and management process, not one of preempting entire river valleys or mountain lands only for park uses. It is a linear-like or ribbon-shaped partially protective management designation applied to land and waterways used significantly for recreational purposes. Greenline protection boundaries may be of irregular width pending a suitability analysis of adjacent lands considered as an integral component of the land route or waterway-related recreational experience, and a feasibility assessment related to current land ownership and utilization. Nucleus sections along a land route or waterway would require full protection; however, for the most part greenlining would be sufficient. The valley land could be farmed for its forest and agricultural products in an ecologically sound manner, that is also aesthetically sensitive and without excessive mechanization. It has been suggested that the key to successful management seems to be better application of visual resource management techniques available in the Ministry of Forests and a clearer mandate for the Ministry of Forests to manage river recreation (Kootenay Region Report, November 1984, p. 1). Effective implementation will require detailed recreation and landscape management, fish and wildlife habitat protection and silvicultural activities.

Criteria for designation and management are to be drafted by the Parks Division of the Ministry of Lands, Parks and Housing, and the Recreation Management Branch, Ministry of Forests in consultation with public user groups. Planning is to be undertaken in three-year cycles, with candidate corridor lists compiled cooperatively with public interest groups and then approved by cabinet. Individual corridor plans will vary dramatically in terms of required completion time. Of the twenty-five to thirty candidate corridors, the initial candidate list will likely contain some candidates which can be implemented quickly and some which will

require considerably longer time periods for evaluation and dedication. Suitable mechanisms for coordinated planning and management will be necessary if effective and efficient implementation of Recreation Corridors are to be a reality.

This new initiative is endorsed by the British Columbia caucus and should receive the support of constituent public interest groups (Vancouver Lower Mainland Report, January 1984, p. 4; Skeena Region Report, November 1984, p. 2; Kootenay Region Report, November 1984, p. 1). Citizens see their river recreation opportunities as important; twelve areas have been identified as candidate corridors in the caucus consultative process.³⁶

Two distinct groups of waterway candidates have emerged from the caucus process. The first is best called a "wild river" category, meaning it is a river which still retains an obvious wilderness character or almost no development along its length. The second group, identified as "recreation waterways," has some and possibly a considerable degree of development along its length.

The differences in the two groups of waterway candidates are so great as to warrant such distinction. Planning and management policies warrant distinction in the implementation of the Recreation Corridors Policy of British Columbia.

It is recommended:

- That in implementing the Recreation Corridor Policy a natural or wild river waterway implementation category be established, that planning and management policies be developed to ensure the perpetuation of the wilderness character of this type of river, and be implemented by the agency having current crown land jurisdiction.
- That in the development of the waterways corridor plan (Section 2.3(b)) study will be undertaken to formulate and describe a set of themes which reflect the major characteristics of the natural history, human history and recreational potentials of the rivers in British Columbia, and further,

- That there will be assessments made, and publicly available, of the suitability of rivers in terms of land use and management considerations that are important in the extent to which it is desirable and feasible to protect any particular waterway.
- That British Columbia become a participating province in the Canadian Heritage Rivers System in realization that some rivers in British Columbia transcend provincial significance and are part of a larger Canadian heritage.

Stewardship Concerns and Actions

IN PARKS IN BRITISH COLUMBIA

Park Master Plans

The concept of a master planning process for our parks received broad public support throughout the caucus regions. Such plans should include adequate inventories of natural and cultural resources, and should be open to public scrutiny and participation. Master plans should be finished as soon as possible for the major parks of the province; they should include park-specific treatments of fire and pest management; and they should strive to anticipate future problems of overuse and inappropriate development. Such plans should also address the issue of resource use in parks by indigenous peoples. The requirements of finished and accepted plans should be carried out; for example, in forcing the ban on beach buggies and other vehicles along the east coast of Naikoon Park (Skeena Region Report; November 1984, p. 2).

Preservation and Use Mandates

The Spatsizi was noted as a particularly sensitive park due to its high wildlife and wilderness values, where a high use would be detrimental to the preservation of these values. The Provincial Parks Branch was criticized for its tendency to react to problems after they arise rather than to anticipate overuse and take precautions before problems occur. The view was also expressed that

a park master plan should take care of this problem by establishing management policies for the park in question.

Resource Use by Indigenous People in Parks

The point was made that increased demands by native peoples to use the living resources of parks must be anticipated, even as these resources become more scarce. It was stressed that there needs to be ongoing consultation on park management with representatives of varying interests including native people (Skeena Region Report, November 1984, p. 10).

Pest Management/Danger Trees

The problem associated with the spread of the mountain pine beetle is one leading to the build up of a major fire hazard in some parks. For example, in Tweedsmuir Provincial Park, if dead trees are not salvaged they will burn. Should park fires be controlled? Prescribed fire is one option; salvage logging is another. Fire and pest management should be park-specific (Skeena Region Report, November 1984, p. 10).

Environmental Impact Assessment in Parks

There should be a legal requirement for consideration of the environmental effects of developments within parks or buffer zone areas (Vancouver Lower Mainland Region Report, January 1985, p. 7).

Logging and Mining

It seems to be the public consensus that logging and mining are incompatible with parks though acceptable activities in some of the other protected categories such as Recreation Areas - provided management accomplishes landscape rehabilitation. It was noted that the provincial Park Act would have to be amended by the Legislative Assembly to address issues of logging and mining roads, etc. on park land (Omineca-Peace Region Report, November 1984, p. 2).

Need of Response to the Multiple Use Question

One subject reflected in answers to questions posed by the caucus is that parks authorities have not done an adequate job in explaining their mandate and policies to the public and to other professional groups. In the questionnaire used by the East Kootenay subcommittee, 86 percent of respondents indicated that the public is not well informed on park policies. Park professionals must develop answers to the question of multiple use of parks, particularly for the forestry community (Kootenay Region Report, November 1984, p. 2).

IN FOREST LANDS BEYOND PARK BOUNDARIES

Resource Developments Around Parks

Resource developments around parks, as well as potential access corridors through parks, are perceived as significant threats to several of our large wilderness parks. Park use and development should be addressed and can be controlled by master plans. However, it appears that peripheral developments that could affect parks are largely uncontrollable and unaffected by public opinion unless the latter is broad-based and well organized. Peripheral developments are to some extent regulated by governmental referral processes, but these arcane procedures are not particularly accessible or responsive to the public. The problem is one of public involvement in forest management planning (Skeena Region Report, November 1984, p. 2).

Opinion was expressed that there should be buffer zones around sensitive wilderness parks, where development would be managed so as to minimize its impact on park values; and that there should be an overall policy governing development around natural park areas. It was considered important that there be public involvement in government decisions relating to parks and forest land use generally (Skeena Region Report, November 1984, p. 9).

Support for Forestry Profession

People at public meetings were willing to give support to the forestry profession in return for better forest management practices, particularly adjacent to parks and scenic travel corridors, i.e., visual management, immediate reforestation and selective logging (Kootenay Region Report, November 1984, p. 3).

Recreation and Heritage Trails

Public concern largely centres around trails through Provincial Forest lands, where there is a problem with trails being lost due to logging. It was believed that more could be done by the Ministry of Forests to maintain trails and trail signs, and that it was incumbent on logging companies to make sure trails were replaced when obliterated by logging. It was also thought that logging companies should undertake to map trails. Regret was expressed that the government seems to lack interest in protecting historic or heritage trails. The Telegraph Trail is one that should be preserved - or significant parts of it at least.

Crown Land Management and Sustainable Development

Earlier in this report we commented on the firm establishment in British Columbia in the late nineteenth century of the principle of public ownership of the forest. We observed that the province kept its options open on forest land to enable other public purposes to be met.

Addressing today's land allocation and tenure issues, we see indications that additional Tree Farm Licenses may be issued.³⁷ We see a reduction in hands-on management of the public domain forests by the Ministry of Forests. We wonder about the ramifications of this for multiple use of the forests. Periodically, we see assertions from one source or another that forest management would be improved if forest land were sold to Tree Farm Licensees. The ramifications of such a direction for public

exercise of options for additional or alternative land uses make for sober reflection. The possible divestiture of public forest lands in British Columbia to private interests ought to concern all conservation-minded citizens. We fear the implications and we oppose any large-scale transfers of British Columbia's public lands into private hands.

In the interests of improved crown land management and sustainable development there is an intensifying need for the production of a Provincial Crown Land Plan. The demand on public land for a variety of purposes will not stop. Though the Ministry of Forests is now the agency with primary jurisdiction over most of the public domain in British Columbia, we do stress that forest management planning for multiple use - where forestry is the primary purpose - is not the same thing as land allocation planning to satisfy a variety of primary purposes. The Ministry of Forests will have to handle additional pressures: what pressures will arise; how satisfactory the review process will be for allocation among competing land use interests; and how open the review process will be are matters that need public scrutiny.

At this stage what can be called the production targets or anticipated needs of different land using activities in British Columbia have not been reconciled. The provincial cabinet still deals with cases on their individual merits, without benefit of an overview. In 1981 a group of natural resource-related provincial ministries on two occasions presented the provincial cabinet with a proposal that would involve preparation of a Provincial Crown Land Plan through inter-agency effort. The cabinet expressed interest but indicated it was not a priority. Since that time, inter-agency coordination mechanisms have been reduced and simplified so as to create central (read perhaps "political") control over review of land use issues in British Columbia by the provincial cabinet.

If the disorderly subjugation of this most splendid part of the North American continent is to be avoided, then it is recommended:

- That a provincial conservation strategy be formulated, that it be the consensus of contributions by the public, special

interest organizations, and a wide array of resource interests, and when produced, endorsed and supported by the provincial government.

- Further, the Provincial Conservation Strategy be formulated as to stimulate the provincial government, on its part, to revive the 1981 inter-ministry proposal for production of a Provincial Crown Land Plan.

We believe that government has responsibility to treat each of the resources it is responsible for on crown land in a fair and equitable fashion. Thus, in the case of conflicts, all interests would receive fair and honest consideration. For instance, park candidate areas and reserves would not be discarded without first, public review and then public justification for any decision to eliminate areas.

By our statement to manage equitably, we do not mean that parks should have the same land area devoted to them as timber extraction or some other use may have. We definitely mean that parks and other uses should get the same treatment in decision making processes. End runs to subvert any use would not be permitted. The need for parks and other protected areas would not be measured against a lesser standard than other resources.

It is recommended:

- That areas being considered for possible park status (candidate parks) be announced to park interest groups at the same time as they are made known to the exploitation industries.
- That in cases of conflicting land uses the Environment and Land Use Technical Committee (ELUTC) and the Environment and Use Committee (ELUC) must ensure that all interests receive fair and equitable treatment.
- That at the district, regional and provincial levels of planning real efforts be made to compensate for the efforts of a long history of pro-exploitation/anti-park bias.

We stress that a park system plan, appropriately formulated and periodically reviewed, can provide for stability and common understanding around which all land/resource interests can work. The emphasis here is upon the word "can" - which perhaps would be better stated as "should." The Symposium on Parks in British Columbia frequently made mention of the jealous guarding of territorial interests by other land users. This situation was subsequently encountered by the caucus. The territoriality of humans should not be understated.

We wish to stress the words of John Woodworth, so well received at the Symposium on Parks in British Columbia:

The standoff between park proponents on the one hand, and the forest industry on the other, should come to an end. The loss of much of the productive timber lands in the province has not been to parks. It has been to hydro-reservoirs - MacNaughton Lake, Williston Lake, the Alcan reservoir in Nechako drainage, for example. The most productive timber lands are in the valley bottoms. That's where we also lose the land to blacktop and ranchettes, to highway and pipeline rights-of-way. For the forest industry to remain adversaries of those who recommend a balanced parkland system in British Columbia, is like chasing chipmunks around the front porch while the wolverines are in the larder.

I think the timber industry today needs every scrap of help it can get from the conservationists - to hammer home to the taxpayers and the politicians that if we do not have an aggressive restocking program on our best timber land in British Columbia we will not have a viable timber industry to pass on to our grandchildren.

If sincere, responsible citizens in the timber industry would ask help from the conservation groups in this province, I think they would be surprised at how much effective support they would get.

But it has to mean an end to the glossy advertisements that still suggest all is well up there in the forested lands of the province. The Bull of the Woods - who now works for the advertising agencies - has got to go.

There would be a quid pro quo. For the forest industry to get the support of the conservationists, [it] must publicly acknowledge that dedication to a reasonable proportion of British Columbia's public lands exclusively

for park and conservation purposes is, and always has been, a legitimate use of our resources.

If we could just head out in this new direction in British Columbia.

It is recommended:

- That the standoff between park proponents and the forest industry should come to an end - the common goals to be served are surely too important to exhaust our energies in confrontation.

This recommendation which was moved by Woodworth and Mair³⁸ and fully supported by the Symposium on Parks and the British Columbia caucus, awaits a suitable public acknowledgement by the forest industry.

There is a real need for sound planning and joint or cooperative action. Many in the province have referred to the terrible, deep-seated suspicion that exists too frequently amongst conservation groups towards industry, and vice-versa. No one is so naive as to suggest there has never been any reason for suspicion in the past, or that there will never be reason for such from time to time in the future. We cannot, however, afford to let suspicion prevent us from pushing cooperative action between conservation groups, industry and government agencies just as far as we can. Let us make more of our common interests and less of our differences. Cooperatively we can meet the challenges facing us.

One more comment should be made. We all too often equate conservation with setting aside parks, reserves and the like, or managing fish and wildlife; all other land and resource use activity is something else - exploration or whatever. If we could all accept the need for a conservation ethic that would impel us to practice good stewardship, many of our conflicts could be lessened - perhaps avoided. Bernie Lief touched upon this manner of thinking when he referred to the basic purpose of biosphere reserves.³⁹ What we need to practice sound conservation is not so much more and varied land designations and reserves but rather to carry out our present

responsibilities and resource/land uses in a manner that is "qualitatively right as well as economically expedient."

Major changes in public land/management in British Columbia seem likely in the foreseeable future though the direction and specifics of the change are less clear. The words of John Maynard Keynes may have lost some of their appeal recently, but few would lightly dismiss his observation "that the power of vested interest is vastly exaggerated compared to the gradual encroachment of ideas."

The "idea" which is gradually encroaching is the message of the World Conservation Strategy: social and economic progress can only be sustained through conservation. We would welcome a government of British Columbia-led initiative to improve knowledge of what is happening to the countryside of this province.

It is recommended:

- That the Natural Resource Conference of British Columbia be vigorously reinstated or we might suggest a Care of the Countryside Conference.

The Parks

PROCESS, PUBLIC INPUT AND PUBLIC REVIEW

Park and park system growth and adaptation are dependent on political and public support. A high level of public communication and credibility is critical in park administration and forest resources administration generally.

Public concerns expressed to the caucus regarding how concerned citizens can "watchdog" current government activities reflect a focussed concern on current government policy. Concerns include: how can the public keep informed of pending park privatization initiatives? What are the responsibilities of the government and a permittee when park services are privatized?

Industry representatives expressed concern that vested groups or individuals tended to thwart government processes and that users should pay for services.

Repeatedly, frustration was expressed that concerned groups and citizens are often not able to comment on pending government decisions, and when opportunities are provided, suggestions are either ignored in a final decision or no opportunities are provided to comment on final decisions; for example, within the Vancouver Island Region, examples include Meares Island, Robson Bight and Sombrio Beach.

One recent, seemingly positive initiative is the Ministry of Lands, Parks and Housing's proposed policy of public review of draft master plans and a proposed White Paper on public participation. Again, time will tell if these initiatives will provide successful and satisfactory consultation opportunities for the interested public. Public interest groups have become very cynical, given past involvement in such exercises (Vancouver Island Region Report, November 1984, p. 7).

PRIVATIZATION OF PARK FACILITIES: WHAT ARE THE IMPLICATIONS?

The British Columbia government's Park Facilities Privatization Policy generated considerable discussion within the British Columbia caucus regions. Privatization of park services is not new. Park services such as garbage collection and firewood provisions have long been contracted out. However, the current move towards new management approaches such as private sector ownership of established park facilities and charging for use of park lands have generated considerable concern, and in some cases, outright opposition.

Privatization of park facilities is detrimental to our concept of parks and protected areas, it has been carried out in an unplanned manner without public review and it would appear, and it is motivated solely by political expediency (Thompson-Okanagan Region Report, November 1984, p. 4).

Mount Washington Ski Resort Ltd. (MWSR) has been granted a park use permit for the construction and operation of groomed cross-country ski trails in Strathcona Park. MWSR can charge for providing the groomed ski trails. This permit and similar ones, such as the Mount Seymour, Manning Park and Cypress Bowl ski areas, will no doubt be closely watched by park officials and users regarding quality of service and impact on the park environments (Vancouver Island Region Report, November 1984, p. 7).

Outdoor groups have expressed concern to the caucus that moves to privatize parts of the outdoor recreation system within parks in the name of greater efficiency and lower costs will result in reduced accessibility by residents to winter recreation areas. Outdoors groups' abilities to serve the public also may be compromised, adversely affecting those citizens who have the greatest need (North Okanagan Cross-country Ski Club, 1984).

Commercial developments within parks are not a large issue in the Skeena Region, but private enterprise in parks should be required to deliver a certain standard of service, and should be governed by park policy rather than profit margin (Skeena Region Report, November 1984, p. 2).

New approaches to park management and operation may arise from this policy. One such approach may be greater use of volunteer wardens to ensure ongoing monitoring of protected areas. The real impact of staff cutbacks and fiscal restraint has yet to be felt (Vancouver Island Regional Report, November 1984, p. 7).

STATE OF THE PARKS REPORT REQUIRED

We call for a major State of the Parks Report to be prepared by the province and opened for public debate.

It is recommended that:

Whereas, in recognition of the 75th anniversary year of the provincial park system of British Columbia (1911 - 86),

Whereas, public awareness of interest in our priceless natural asset presented by the provincial park system protected and managed under long-existing policies is high,

Whereas, provincial park management may experience inordinate pressure to increase its efforts towards the development of recreation within parks and away from resource protection or preservation of natural areas, especially wilderness values within the province,

Whereas, fundamental changes in provincial park character may potentially follow - subtly at first - on policy changes now underway,

Whereas, there is growing public concern and need for open public debate of these policy changes,

Be it Resolved that, we call for a STATE OF THE PARKS REPORT to the citizens of British Columbia in 1986, wherein the provincial government will fully describe:

- its plan for completion of the provincial park system in the form of new park candidates
- its intent, process and timetable for the redesignation of existing areas within the current system according to the Parkland Designation Policy of 1984
- those policy changes now underway or anticipated, the options available, and their consequences to the park system - in terms of area, resources, uses and users.

Outdoor Recreation

COMPREHENSIVE REVIEW OF OUTDOOR RECREATION RESOURCES REQUIRED

There is need for a comprehensive assessment of British Columbia's long-term outdoor recreation needs, recreational land

management and related tourism industry. Such an assessment would contribute to our provincial vitality, a healthy economy, and to the quality of life and our environment. Recreation and related tourism has taken on a new and increasing importance. The demand for quality recreation opportunities and the economic importance of outdoor recreation and related tourism as industry and land use dictate that the provincial government undertake a comprehensive review of outdoor recreation matters and develop new and forward-looking public policy options.

We call for an appraisal of outdoor recreation policy in British Columbia. The efforts should focus primarily on assessing the status of public and private sector recreation policy and chart a course for the future.

NOTES

1. Author's note: this report - Volume I of The Provincial Paper - has been substantially revised and edited from the version distributed at the Canadian Assembly in Banff, September 1985. The author, Dr. Peter Dooling, acknowledges Dr. R.C. Scace's editorial assistance, so willingly given.
2. The Provincial Steering Committee met on the campus of the University of British Columbia on three separate occasions - February 20 - 21, June 4 - 5, and November 6 - 7, 1984 - to set directions for the caucus and to review accomplishments.
3. See Peter J. Dooling, editor, Parks in British Columbia: Emerging Realities (Vancouver: University of British Columbia, Faculty of Forestry, 1985). Available from: Parks in British Columbia, Room 270, 2357 Main Mall, Faculty of Forestry, University of British Columbia, Vancouver, B.C. V6T 1W5.
4. A public workshop was planned and arranged for in the Cariboo Region. It had to be cancelled for reasons beyond the control of the caucus.
5. Natural areas are segments of a regional landscape comprising ecosystems with a history of relatively little human disturbance.
6. Editors' note: The complete list of recommendations is contained in Volume 1 of the Proceedings of the Canadian Assembly. Where variations may occur in wording between the

text in this volume and the text in Volume 1 of the Proceedings, the latter wording is definitive.

7. Hon. A. Brummet, Parks in British Columbia, p. 5.
8. Editors' note: Parks Canada organized all recommendations emanating from the Canadian Assembly into categories and distributed recommendations, as appropriate, to respective federal, provincial and territorial agencies. See Volume 1 of these Proceedings.
9. Taken from the seminar notes of R.H. Ahrens, RPF, presented May 7, 1985 to the ABCPF and CIF joint meeting, Vancouver Island sections.
10. Part of this section was prepared by R.H. Ahrens. Mr. Ahrens was Director, British Columbia Provincial Parks Branch, and later served as Assistant Deputy Minister, Lands Division, Ministry of Lands, Parks and Housing prior to his retirement. Personal communication, 1984.
11. Harry Marshall, Director, Recreation Management Branch, British Columbia Ministry of Forests, Victoria, British Columbia. Personal communication, 1984.
12. A citizen advisory board was used to assist in the preparation of the master plan for Kalamalka Lake Provincial Park. The same idea should be extended to other parks and protected areas.
13. Mildred E. Mathias, The Importance of Diversity, Special Publication No. 1 (San Francisco: American Association for the Advancement of Science, Pacific Division, 1978). 11 p.
14. Stan J. Rowe, The Significance of Natural Areas.
15. Ibid.
16. See Volume 3 of these Proceedings.
17. David Munro, "Global Sharing and Self-Interest in Protected Area Conservation." In National Parks, Conservation, and Development: The Role of Protected Areas in Sustaining Society. Edited by Jeffrey A. McNeely and Kenton R. Miller (Washington, D.C.: Smithsonian Institute Press, 1984), p. 672-676.
18. See Bernard C. Lief, "National Parks and Biosphere Reserves: With Special Reference to the Waterton, Akamina-Kishenina Area," Parks in British Columbia, p. 97-111.
19. See Peter J. Dooling, "Research into the Scenic and Recreation Values of the Travel Corridor of Northeastern British Columbia." In, Towards a Park and Outdoor Recreation Systems

- Plan for the Golden Circle. Volume I. Prepared for Parks Branch, Department of Recreation and Conservation, Province of British Columbia. 1974.
20. This section was jointly prepared with Dr. Vernon Brink, Professor Emeritus, Faculty of Agriculture, University of British Columbia.
 21. While not designated for recreational use most ecological reserves in British Columbia with the noted exception of sea bird colonies, are open to the public for non-consumptive recreation use.
 22. For a further discussion of marine-oriented ecological reserves in British Columbia, see "Heritage Coasts" which immediately follows this subsection.
 23. See G. Brent Ingram, "Fragments: Management Protection and Restoration Proposals for Thirteen Ecological Reserves in British Columbia, Canada." Published by author. 1981.
 24. The Securing Ecological Reserves, July, 1983 document issued by the Ecological Reserves Unit is in error. The correct figure is 150,904.4 hectares currently in ecological reserves designation.
 25. Refer to C.M. Schonewald-Cox et al., Genetics & Conservation, (The Benjamin/Cummings Pub. Co. Inc., 1983); and J.A. McNeely and K.R. Miller, editors, National Parks, Conservation, and Development, The Role of Protected Areas in Sustaining Society (Washington, D.C.: Smithsonian Institution Press, 1984).
 26. Consult the Ministry of Forests report, "Established and Proposed Forested Ecological Reserves, and Potential Areas Suitable for Forestry-Related Research and Use in the Vancouver Forest Region," (1984 Edition) prepared by the Research Section, Vancouver Forest Region.
 27. See "Selection Criteria for a System of Forested Ecological Reserves Suitable for Forest Research," prepared by the Scientific Committee of the Association of British Columbia Professional Foresters. 1983. Interested persons should also consult the Ministry of Forests Policy Draft Proposals for Ecological Reserves (Forestry) dated June 28, 1983.
 28. This section is adapted from a paper by Philip Dearden, "Marine Ecosystem Protection Designation in British Columbia," in Volume 3 of these Proceedings.
 29. See R.E. Thompson, Oceanography of the B.C. Coast (Vancouver, B.C.: Canadian Special Publication in Fisheries and Aquatic Sciences, 1981).

30. Consult R.W. Langford, A Preliminary Environmental Assessment of Offshore Hydrocarbon Exploration and Development (Victoria, B.C.: Ministry of Environment, 1983).
31. In 1985 the West Coast Offshore Exploration Environmental Assessment Panel, Environment Canada conducted public meetings to provide input to recommendations on the terms and conditions under which offshore petroleum exploration could proceed in a safe and environmentally responsible manner. The recommendations, due in September 1985, will go to the federal and British Columbia Ministers of Environment who will discuss them with their respective Ministers of Energy. The environmental recommendations will constitute just one of the factors upon which the final decision on whether to allow offshore petroleum exploration in B.C. marine waters will be based.
32. For further details on the criteria used to designate marine regions, see J.R. Harper, G.A. Robilliard, and J. Lathrop, Marine Regions of Canada: Framework for Canada's System of National Marine Parks (Victoria, B.C.: Woodward-Clyde Consultants, 1983).
33. For greater detail, review P. Dearden. "Marine Recreation in British Columbia." In, British Columbia: Geographical Perspectives, edited by C.N. Forward. Westward Geographical Series. (Victoria, B.C.: Department of Geography, University of Victoria (in press)).
34. See Tables 2.1 and 3.3 in Volume III of the Provincial Paper which immediately follows BC Volume I in this - Volume 2 - of the Proceedings.
35. The British Columbia Recreation Corridor Policy (1984) makes no explicit statement respecting "wild rivers" nor does it mention the word "wild." Only "free-flowing condition" is a necessary and sufficient attribute for River Recreation Corridor designation. We await the implementation phase.
36. See The Provincial Paper, Volume III. Consult Table 2 for the Number of Heritage River Candidates identified by Forest Administrative Region, and Table 3 for the Candidate Areas themselves.
37. See Note 9.
38. See John Woodworth and W. Winston Mair, "Parks: How Many Are Too Many," Parks in British Columbia, p. 64-67.
39. Bernard C. Lief, "National Parks and Biosphere Reserves."

Editors' Note

In the latter part of 1986 the BC Ministry of Lands, Parks and Housing ceased to exist. Current responsibility for parks and ecological reserves lies with the BC Ministry of Environment and Parks. The Ministry of Forests has been restructured as the Ministry of Forests and Lands.

**The Provincial Paper: Volume III
Candidate Areas**

Table of Contents

	<u>Page</u>
PREFACE	272
ACKNOWLEDGEMENTS	274
THE FAMILY OF PROTECTED AREAS	275
Purpose of the Report	275
The Candidate Areas: The System of Designations Used	275
The Candidate Areas: Summary by Designations and Forest Region	276
The Major "Protected Area" Concerns by Forest Region	277
Candidate and Existing Protected Areas: A Listing by Forest Region	279
THE MAPPING OF PROTECTED AREAS	280
Preparation of Maps	280
Nomination Forms for Areas Worthy of Protection	280
APPENDIX I: Areas Worthy of Protection in Your Region (Nomination Form used by British Columbia Caucus)	315

List of Tables

	<u>Page</u>
1. The Family of Protected Areas: Designation and Management Objective. British Columbia Caucus - Heritage for Tomorrow	282
2. <i>Summary of Candidate Areas by Designation and Forest Region.</i> British Columbia Caucus - Heritage for Tomorrow	286
3.1 Prince Rupert Forest Region	287
3.2 Cariboo Forest Region	292
3.3 Vancouver Forest Region	295
3.4 Nelson Forest Region	304
3.5 Kamloops Forest Region	308
3.6 Prince George Forest Region	312

Preface

Places in British Columbia that seemed wild, remote, secure during the early 1950's when I was a teenager are no longer so. Few remote places remain. The rate of change has accelerated and is accelerating. Nothing is secure. It would be easy to write a rather bitter chronicle of destructive change across this province.

While there were few conservationists in the 1950s, there are many more today - everywhere throughout the province - so it seems to me. The growth of concern for the conservation of resources has been heartening. Whether this new and enlarged willingness to undertake the task of restoring our environment (e.g., timber stocks, fish stocks, and so on) will grow faster than the accelerated destruction of these stocks is a question I cannot answer. There is hope, but there are bad times ahead.

The road forward does not lie through the despair of doom-watching or through the easy optimism of successive technological fixes. It lies through a careful and dispassionate assessment of the "outer limits" of the physical resources of British Columbia, through cooperative search for ways to achieve the "inner limits" of human needs and fundamental human rights, through the building of social structures to express those rights, and through all the patient work of devising techniques and styles of land management and development which enhance and preserve our bountiful inheritance - British Columbia.

The purpose of this volume is to provide a starting point for further dialogue and action. If this relatively modest initiative can be nurtured from its fragile start to a more robust exercise that encompasses both federal and provincial government interests and responses, then the effort will prove to have been well worthwhile. Thus, we hope a better informed dialogue can develop, leading to better policy development and appropriate action plans.

This report constitutes an invitation to all concerned to contribute their knowledge and expertise to help improve, refine and develop the British Columbia caucus list of candidate areas. You can be involved in this process, upon reading this draft, by considering what you think is required to enhance and preserve natural and cultural heritage; by letting us know your thoughts and suggestions; and by using the nomination form included in Appendix I of this report.

Peter J. Dooling
Caucus Coordinator

Acknowledgements

This report is a joint effort. It was produced with little money and many volunteers. The main text of this report was prepared by myself with the outstanding cooperative efforts of the regional members of the Provincial Steering Committee and the six regional caucus committees spread throughout British Columbia. Special acknowledgement is given to Dr. Jim Pojar, Len Dunsford, Graham Farstad, Frank Paul, Stephan Fuller and Bruce Downie, to Jerry Maedel and to the approximately seventy members of the regional caucus committees. This report is very much a collaboration and concensus of their work effort.

Parks Canada provided the funds for the project in agreements with Reid Crowther and Partners Limited, Calgary, Alberta. I wish to acknowledge the tireless work efforts of Dr. Robert C. Scace, others of the Project Management Team and Parks Canada staff to bring about the Canadian Assembly. My thanks to Jeeva Jonahs of Jeevas' Word Processing, Vancouver, for the typing of this volume.

On behalf of all members of the Provincial Steering Committee, I want to express our deepest thanks to all citizens throughout British Columbia who contributed in developing this appraisal.

Peter J. Dooling
British Columbia Caucus Coordinator

The Family of Protected Areas

PURPOSE OF THE REPORT

Current law requires the British Columbia government to fulfill a broad spectrum of responsibilities in managing the public lands: to protect and conserve the environment; to foster the appropriate development of marketable commodities; to provide for the long-term husbandry of our natural resources in the public interest; and to preserve and protect the natural and cultural heritage, including natural and scenic areas, critical wildlife and fisheries habitat, and significant historic sites. This report helps to document the public interest by identifying areas worthy of protection (candidate areas) in crown land use planning in British Columbia.

THE CANDIDATE AREAS: THE SYSTEM OF DESIGNATIONS USED

Considerable discussion took place among the interested public within each of the six caucus regions on the preparation of the list of candidate areas, all of which merit protection in some form or another. Table 1 defines the land protection designations adopted by the caucus in preparation for the listing. In Table 1, Group I and II natural heritage reserves make the distinction between protected and partially protected areas. Group I reserves are areas wherein extractive commodity uses are prohibited: nature preserve, wilderness reserve, national park, provincial park, regional park and natural landmark designations.¹ Of course, not all reserves in Group I would necessarily obtain adequate protection of their natural area values. The primary consideration in Group I reserves is whether the recreation and other non-commodity uses to which the land is allocated are compatible with natural heritage conservation.

Group II reserves are areas allocated primarily to recreation uses with commodity uses permitted but stringently controlled: provincial recreation area, provincial recreation corridor - river or trail, scenic road and marine waterway designations. The primary consideration in Group II reserves is whether the commodity uses to

which the land is allocated are also compatible with recreation resources conservation. The issue of Group II type designations is mainly one of land use management process, not one of preempting areas for park or wilderness uses. Amenity protection within the viewshed is a major land management objective. In Group II reserves the less-than-fee concept, especially as it relates to scenic easements, would be applied to private lands to protect visual corridors along rivers, trails, scenic marine waterways, and roads. Easements and other less-than-fee alternatives are no panacea, no quick-fix, but they can be used rather effectively in Group II reserves where private landholding occurs. In some cases high costs, negative landowner attitudes and management problems associated with scenic easements may occur; they have elsewhere.

Although the total number of candidate areas is substantial the inventory is an incomplete one. In a land so vast and diverse as British Columbia - equivalent in area to the three west coast US states of California, Oregon and Washington, with a little left over - it simply was impossible to develop a comprehensive citizen-generated listing of areas that merit preservation and protection.² However, it is the first time a citizen inventory of this magnitude has occurred in British Columbia.

In Table 1, "urgent action" recommendations are made for 41 of the 187 candidate areas. "Urgent action" is a subjective assessment of "endangerment" to the candidate areas as the result of various types of pending or current development known to the caucus. The 187 areas identified cover terrestrial, aquatic and marine environments throughout the province and are summarized in Table 2. The areas are listed in Table 3 by Forest Region.

THE CANDIDATE AREAS: SUMMARY BY DESIGNATION AND FOREST REGION

Most candidate areas are those where the elements of concern for area nomination are in as nearly an undisturbed condition or "natural state" as can be found. Table 2 shows that 130 or 70 percent of all the candidate areas are Group I reserve designations.

In Table 3 all candidate area proposals are listed as they were submitted by members of the public to the caucus. Some important areas no doubt have not been identified. Those that have been identified have not been researched or prioritized by the caucus. Records of these areas should be developed, rationalized and reported on by government and retained or deleted from the list after public review. Among the factors requiring study are:

- the adequacy of current protection and protection potential
- representativeness or significance of the area
- ecological quality and ecological diversity or the natural variation within the area
- ecological viability of the area due to size, shape, boundary conditions, location, biological properties and ease of destruction
- landscape features and their recreation, educational and scientific values
- changing land use patterns and management policies affecting the area
- recreation capability and feasibility.

Such factors have not been assessed by the caucus. We have not therefore assigned priorities to the list. Some caucus regions have, however, identified their top areas of concern.

THE MAJOR "PROTECTED AREA" CONCERNS BY FOREST REGION

In the Prince Rupert Forest Region (see Table 3.1) consensus was reached that generally speaking, the prime value of the east-west Highway 16 corridor, north-south Highway 37 corridor, and the whole block of land in northwest British Columbia north of the 56th parallel related to residents scenic and recreation values. These areas should be considered as units where the primary objective would be to protect the landscape. Developmental activities would need to conform to this overall objective. Some sort of corridor/protected landscape category of protection for tourist highways and water routes should be adopted and policy implemented. Fjords, protected marine waterways and exposed

coastline characteristics of the region formed another group of priorities.

In addition, the following areas were identified as having particularly high priority for protected status:

- South Moresby
- Grand Canyon of the Stikine, and entire Stikine River
- Section of coastal landscape, i.e., lower Skeena
- Telegraph Trail
- Gitnadoix
- Lava Forks
- an accessible stand of old-growth, large trees (Skeena-Stikine Regional Caucus Report, p. 1 and 11).

In the Caribou Forest Region (see Table 3.2) wilderness preservation along the coastal fringe as well as the preservation of large areas of grizzly bear habitat and other species was noted for portions of the Kitimat and Pacific ranges. New national park initiatives are also recommended in the southern Chilcotin Mountains or the Chilko Lake area (Vancouver Region Caucus Report, p. 3 and 5).

In the Vancouver Forest Region (see Table 3.3) the submissions and public meetings discussions suggest that the Vancouver Island area badly needs representation in the intertidal, marine-based national and provincial park system. Possible areas are the Gulf Islands and West Coast Trail proposals. The protected area suggestions reflect Vancouver Island's coastal characteristics and the increasing orientation towards marine-based recreation, such as kayaking, scuba diving and boating (Vancouver Island Regional Caucus Report).

In the Vancouver Region (the lower mainland) stress was placed on the need for a Lower Mainland Park System Plan; on special projects to improve the recreation and heritage opportunities close to Vancouver, in particular the precious Howe Sound with a recreation priority focus, the Lynn/Seymour regional wilderness parks; and the continuing incremental loss of wetland habitats

within the Fraser Delta (Vancouver Regional Caucus Report, p. 1-2, 5).

In the Nelson Forest Region (see Table 3.4) first priority for protective status for a large natural area is the Akamina-Kishinena area in southeastern British Columbia; second, the Cadornni-Abruzzi lakes area located south and west of Elk Lakes Provincial Park; third, the Kianuko Creek area located in the upper Goat drainage north of Creston, British Columbia; and as fourth and fifth recommendations, the low-elevation wetland areas at the north end of Kootenay Lake - Duncan Flats and Slocan Lakes. The region's first priority for historic heritage protection is the old mining townsite of Sandon, British Columbia; other areas were also noted and prioritized (Kootenay Regional Caucus Report, p. 1-2, 7).

In the Prince George and Kamloops Forest Regions (see Tables 3.5 and 3.6) considerable emphasis is placed, in the former, upon "heritage river" designations and, in the latter, upon "nature preserve" designations. Neither region however prioritized its candidate area submissions. Most of the 50 candidate areas involved in these two regions are small. For those in the Prince George Region, competing land uses on most of the areas have been resolved or minimized.

National parks are seen to play a future role in protection in five of the six forest regions of British Columbia; the exception is the Prince George Forest Region.

CANDIDATE AND EXISTING PROTECTED AREAS: A LISTING BY FOREST REGION

For each Forest Region, the candidate areas, the established provincial and national parks, and the existing provincial ecological reserves exceeding 1,500 hectares are listed in Table 3. Candidate areas are identified by number, area name, proposed protection designation and need for protection action. Established parks are identified by park name, class, size and date established. Ecological reserves are listed by ER number, name and size.

The Mapping of Protected Areas

PREPARATION OF MAPS

Six forest region maps have been prepared.

Each map outlines the presence of existing provincial and national parks and provincial ecological reserves exceeding 1,500 hectares and proposed candidate areas for consideration by government in a program of reserves 1985-2000.

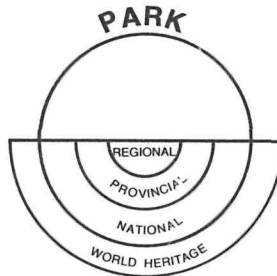
DESIGNATION

NEED FOR ACTION

URGENT 
ADVISED 

SIGNIFICANCE

REGIONAL
PROVINCIAL
NATIONAL
WORLD HERITAGE



The maps are readable, graphic, compelling and accurate. The accompanying symbol was devised to facilitate presentation. For each candidate area it shows the land protection designation recommended, the need for action recommendation as a reflection of candidate area "endangerment," and the significance level recommendation of the candidate area extending from regional to international importance.

NOMINATION FORMS FOR AREAS WORTHY OF PROTECTION

Individual forms have been completed for each "area worthy of protection." The complete list of nomination forms constitutes Appendix IV of the British Columbia caucus report. This document has been retained by the Coordinator of the British Columbia caucus and it is available for review. A sample of the form used for documentation of candidate areas is included as Appendix I to Volume III of the caucus report Candidate Areas.

NOTES

1. The internally, recently proposed Ministry of Forests "Natural Area" land management designation is to be applauded and might be included here. However, questions respecting effectiveness relate to its interim status. Protection would appear to occur only through "protection by isolation" (area's current remoteness) or "protection of worthless lands" in that commodity uses are neither high nor present.
2. Few areas are known to be under reconnaissance by Parks and Outdoor Recreation Division, Ministry of Lands, Parks and Housing that are not found in this listing.

TABLE 1
 THE FAMILY OF PROTECTED AREAS: DESIGNATION AND MANAGEMENT OBJECTIVE
 BRITISH COLUMBIA CAUCUS - HERITAGE FOR TOMORROW

Protection/Designation	Management Objectives	Urgent Action Recommended/ Total Number
<u>Group 1. Natural Heritage: Protected Reserves</u>		
1. Nature Preserve	To protect nature and maintain natural processes of an area in an undisturbed state in order to have ecologically representative examples of the environment available for scientific study, environmental monitoring, education, and for the maintenance of genetic resources. Includes wildlife sanctuaries and ecological reserves. Public recreation prohibited or discouraged.	4/25
2. Wilderness Reserve	To preserve an area as a roadless tract where no mechanical means of transport whatsoever is permitted and where natural communities remain intact and the progressions of the natural systems may proceed without alteration. Wilderness conservancies usually fairly large land areas.	2/23
3. Park		
- National Park	To protect natural, historic and scenic (either terrestrial or marine) areas of national or international significance primarily for the inspiration and recreational use and enjoyment of the public and secondarily for educational and scientific use.	4/12
- Provincial Park	To protect provincially significant natural, historic and scenic areas and features for the inspiration, recreation use, education and enjoyment of the public. No commercial or industrial exploitation permissible except as may be necessary to improve planned recreational use.	10/53

TABLE 1 (continued)

Protection/Designation	Management Objectives	Urgent Action Recommended/ Total Number
- Regional Park	To set aside and protect an area for public use and enjoyment; primarily for recreational use by local residents.	1/13
4. Natural Landmarks	To protect and preserve significant natural features because of their special interest or unique characteristics.	1/4
<u>Group II. Natural Heritage: Partially Protected Reserves</u>		
5. Recreation Area	Primarily for public recreational use. Other resource use may be permitted provided it does not materially detract from the area's recreation potential.	2/10
6. Recreation Corridors	To maintain provincially significant river, trail or road-oriented landscapes that are characteristic of the harmonious interaction of Man and Land, while providing opportunities for public enjoyment through recreation and tourism within the normal life style and economic activity of these areas and modified land management practices.	
- Heritage River Corridor	To give national or provincial recognition to rivers that are significant examples of our natural environment, that have played an important role in Canadian history, or that offer outstanding recreational opportunities; and to ensure future management that will protect their heritage values and provide opportunities for public appreciation and recreational enjoyment of that heritage.	5/12

TABLE 1. (continued)

Protection/Designation	Management Objectives	Urgent Action Recommended/ Total Number
- Heritage Trail Corridor	To give national or provincial recognition to historic trails recognized as having played an important role in Canadian history, or that offer outstanding recreational opportunities; and to ensure future management that will protect their heritage values and provide opportunities for public appreciation and recreational enjoyment of that heritage.	1/6
- Scenic or Heritage Road Corridor	To give provincial recognition to the maintenance of naturally appearing landscapes within significant tourist-oriented auto-travel corridors. Travel corridors are more than just roads. Pleasure travel is as much a psychological activity as it is a physical activity; as such, goals of resource use in association with highways seen as landscape and not only as transportation need joining, not separation.	4/5
- Scenic Waterway Corridor	To give provincial recognition to the maintenance of naturally appearing landscapes within significant tourist travel marine routes, and to ensure amenity protection and provision of opportunities for public recreational enjoyment.	2/6
7. Historic Park/Site	To protect regional, provincial or nationally significant historical or cultural areas or features, or to commemorate events, for the inspiration, understanding, education and enjoyment of the public.	3/17

TABLE 1 (continued)

Protection/Designation	Management Objectives	Urgent Action Recommended/ Total Number
<u>International Reserve Designations</u>		
8. Biosphere Reserve	A new form of protected area - containing a core sacrosanct area (example: a national or provincial park) plus buffer zone concept - to conserve for present and future use the diversity and integrity of representative biotic communities of plants and animals within natural ecosystems, and to safeguard the genetic diversity of species on which their continuing evolution depends.	1/1
9. World Heritage Site	To protect the natural and/or historic features for which the area was considered to be of World Heritage quality, and to provide information for world-wide public enlightenment.	1/1

TABLE 2

**Summary of Candidate Areas by Designation and Forest Region
British Columbia Caucus — Heritage For Tomorrow**

Forest Administrative Region	Number of Candidate Areas	In the Family of Protected Areas — Suggested Protection Status														
		Natural Heritage											Human Heritage	International Reserves		
		Group I Areas Protected Reserves						Group II — Partially Protected Areas								
		Nature Reserve	Wilderness Reserve	National Park	Provincial Park	Regional Park	Natural Landmark	Recreation Area	Corridor Protected Landscapes				Heritage Trail	Historic Park or Site	Biosphere Reserve	World Heritage Site
Heritage River	Heritage Trail								Scenic Waterway	Scenic Road						
Prince Rupert Region ³	42		1	4	16		2		5		5	5	1	2	1	1
Cariboo Region	5		2		1				1				1			
Vancouver Region	75	11	17	6	21	11	2	3		2	1			1		
Prince George Region	14	1			6				5					2		
Kamloops Region	36	10	2	1	4	2		7	1				2	7		
Nelson Region	15	3	1	1	5									5		
	187	25	23	12 ¹	53 ²	13	4	10	12	2	6	5	4	17	1	1

¹Includes National Park candidates.

²Includes Provincial Marine Park candidates.

³South Moresby designation as both National Park and World Heritage Site.

TABLE 3.1 PRINCE RUPERT FOREST REGION

HERITAGE AREAS IDENTIFIED

Area No.	Area Name	Proposed Protection Designation	Need for Action
1	South Moresby	World Heritage/National Park	Urgent
2	Spatsizi Plateau Wilderness Park	Biosphere Reserve	Urgent
3	Chilkoot/White Passes	National Historic Park	Advised
4	Dundas Island	National Marine Park	Advised
5	Engelfield Bay	National Marine Park	Advised
6	Grand Canyon of Stikine River	Heritage River	Urgent
7	Mt. Edziza and Stikine Canyon	National Park	Advised
8	Kitselas Canyon	National Historic Park	Advised
9	Khutzeymateen River Valley	Wilderness Reserve	Urgent
10	Lava Forks	Natural Landmark	Advised
11	Exchamsiks River/Old Growth Forest	Natural Landmark	Urgent
12	Stikine River	Heritage River	Urgent
13	Dease River	Heritage River	Advised
14	Gitnadoix River	Provincial Park	Advised
15	Gray Bay-Cumshewa Head	Provincial Park	Urgent
16	Haines Triangle	Scenic Road	Urgent
17	Highway 16/Skeena River	Scenic Road	Urgent
18	Highway 37	Scenic Road	Urgent
19	Inside Passage - Grenville channel	Scenic Waterway	Urgent
20	Rennell Sound	Provincial Marine Park	Advised
21	Telegraph Trail	Heritage Trail	Advised
22	Tseax Lava Beds	Provincial Park	Urgent
23	Work Channel	Scenic Waterway	Advised
24	Atlin Lake	Scenic Waterway	Urgent
25	Atna Lake	Provincial Park	Advised
26	Burnie Lakes	Provincial Park	Advised
27	Dall-Denetiah Lakes	Provincial Park	Advised
28	Francois Lake	Scenic Waterway	Advised
29	Graham Island - West Coast	Scenic Waterway	Advised
30	Highway 16 - Burns Lake to Terrace	Scenic Road	Advised
31	Highway 37 - Kitwanga to Meziadin Lake	Scenic Road	Advised
32	Hoodoo Mountain	Provincial Park	Advised

Area No.	Area Name	Proposed Protection Designation	Need for Action
33	Meziadin Lake	Provincial Park	Advised
34	Morice River	Heritage River	Urgent
35	Nanika/Kidprice Lakes	Provincial Park	Urgent
36	Red Rose Mine	Provincial Park	Advised
37	Seven Sisters	Provincial Park	Advised
38	Swan/Brown Bear Lakes	Provincial Park	Advised
39	Tulsequah Glacier	Provincial Park	Advised
40	Tuya Lake	Provincial Park	Advised
41	Yakoun Lake	Provincial Park	Urgent
42	Kechika and Gataga	Heritage River	Advised

SUMMARY OF HERITAGE AREAS IDENTIFIED

Group	I - Natural Heritage:		
	Protected Reserves		24
		Biosphere Reserve	1
		Wilderness Reserve	1
		National Park	2
		National Marine Park	2
		Provincial Park	15
		Provincial Marine Park	1
		Natural Landmark	2
Group	II - Natural Heritage:		
	Partially Protected Areas		15
		Heritage River	5
		Scenic Road	5
		Scenic Waterway	5
Group	III - Human Heritage:		
	Historical - Cultural Reserves		3
		Heritage Trail	1
		National Historic Park	2
Total for Forest Region			<u>42</u>

ESTABLISHED PROVINCIAL PARKS - 1985

Park Name	Class	Size (ha)	Year Established
Anthony Island	A	140	1957
Atlin	A	232,695	1973
Atlin	RA	38,445	1973
Babine Mountains	RA	32,400	1984
Boya Lake	A	4,597	1965
Dead Man's Island	C	1	1933
Diana Lake	A	233	1980
Driftwood Canyon	A	23	1967
Ethel F. Wilson	A	29	1953
Exchamsiks R.	A	18	1956
Kitsumkalum	A	44	1946
Kitsumkalum Mountain	RA	1,538	1973
Kleanza Creek	A	269	1956
Lakelse Lake	A	362	1956
Mt. Edziza	A	131,928	1972
Mt. Edziza	RA	100,767	1972
Naikoon	A	72,641	1973
Oliver Lake	A	5	1960
Prudhomme Lake	A	7	1964
Pure Lake	A	130	1981
Red Bluff	A	83	1978
Ross Lake	A	307	1974
Salt Lake	C	35	1925
Seely Lake	A	24	1956
Spatsizi Plateau	A	659,650	1975
Tarahne	C	3	1974
Topley	A	12	1964
Tweedsmuir*	B	490,560	1938
Tyee Lake	A	33	1956
Wistaria	A	40	1981

*Counted as being in the Vancouver Region, although a large portion is in the Prince Rupert Region.

REGION TOTALS			PROVINCIAL TOTALS		
Class	Number	Size (ha)	Class	Number	Size (ha)
A	22	1,103,270	A	292	3,019,477
B	0		B	4	1,229,782
C	3	39	C	39	1,212
Subtotal	25	1,103,309	Subtotal	335	4,250,471
RA	4	173,150	RA	31	262,775
WC	0		WC	1	131,523
Total	29	1,276,459	Total	367	4,644,769

ESTABLISHED ECOLOGICAL RESERVES OVER 1,500 ha - 1985

E.R. No.	Name	Hectares
25	Dewdney Island and Glide Islands	3,844.7
45	Vladimir J. Krajina (Port Chanal)	9,834
59	Iskut River Basin, South of Ningunsaw River	2,046.2
68	Gladys Lake - Spatsizi	33,185

TABLE 3.2 CARIBOO FOREST REGION

HERITAGE AREAS IDENTIFIED

Area No.	Area Name	Proposed Protection Designation	Need for Action
1	Blackwater River	Heritage River	Advised
2	Chilko - Tchaikazan	Provincial Park	Advised
3	Niut Range	Wilderness Reserve	Advised
4	Upper Klinaklini/ Wilderness Mtn.	Wilderness Reserve	Advised
5	Alexander Mackenzie Route	Heritage Trail	Urgent
V6	Waddington Massif	(Counted in Vancouver Forest Region)	
V7	Homathko Icefield	(Counted in Vancouver Forest Region)	
K19	South Chilcotin	(Counted in Vancouver Forest Region)	

SUMMARY OF HERITAGE AREAS IDENTIFIED

Group I - Natural Heritage:	
Protected Reserves	3
Provincial Park	1
Wilderness Reserve	2
Group II - Natural Heritage:	
Partially Protected Areas	1
Heritage River	1
Group III - Human Heritage:	
Historical - Cultural Reserves	1
Heritage Trail	1
Total for Forest Region	<u>5</u>

ESTABLISHED PROVINCIAL PARKS - 1985

Park Name	Class	Size (ha)	Year Established
Big Bar Lake	A	332	1969
Barkerville Historical	A	457	1959
Blessing's Grave Hist.	A	1	1973
Bowron Lake	A	123,117	1961
Bridge Lake Centennial	C	5	1958
Bridge Lake	A	6	1956
Canim Beach	A	6	1956
Cariboo Nature	A	98	1965
Cedar Point	C	8	1962
Chasm	A	141	1940
Cottonwood House Hist.	A	11	1963
Cottonwood River	A	66	1956
Downing	A	100	1970
Green Lake	RA	266	1975
Horsefly Lake	A	148	1974
Kersey Lake	C	13	1969
Lac La Hache	A	24	1956
Loon Lake	A	3	1956
Moose Heights	C	45	1967
Pinnacles	A	124	1969
Puntchesakut Lake	A	38	1981
Roserim Cr.	C	8	1960
Ruth Lake	A	30	1959
Ten Mile Lake	A	241	1962
Wendle Lake	C	259	1941
White Pelican	A	1,247	1971

REGION TOTALS			PROVINCIAL TOTALS		
Class	Number	Size (ha)	Class	Number	Size (ha)
A	19	126,190	A	292	3,019,477
B	0		B	4	1,229,782
C	6	338	C	39	1,212
Subtotal	25	126,528	Subtotal	335	4,250,471
RA	1	266	RA	31	262,775
WC	0		WC	1	131,523
Total	26	126,794	Total	367	4,644,769

NO ESTABLISHED ECOLOGICAL RESERVES OVER 1,500 h - 1985

TABLE 3.3 VANCOUVER FOREST REGION

HERITAGE AREAS IDENTIFIED

Area No.	Area Name	Proposed Protection Designation	Need for Action
1	Christmas Hill	Nature Reserve	Advised
2	Gulf Islands	Provincial Park	Advised
3	Tent Island	Provincial Park	Advised
4	Broughton Archipelago	Provincial Park	Advised
5	Tsitika Watershed/ Robson Bight	Natural Landmark	Advised
6	Waddington Massif	Wilderness Reserve	Advised
7	Homathko Icefield	Wilderness Reserve	Advised
8	West Coast Trail	National Park	Advised
9	Young Bay Hill	Provincial Park	Advised
10	Mosquito Harbour, Meares Island	National Marine Park	Urgent
11	Meares Island	Provincial Park	Urgent
12	Discovery Passage	Provincial Park	Advised
13	Ballenas/Winchelsea Island	Wildlife Reserve	Advised
14	Hornby Island	National Marine Park	Advised
15	Sutil Lodge/ Jackson Estate	Historic Site	Advised
16	Brooks Peninsula	Provincial Park	Advised
17	Nimkish Island	Natural Landmark	Advised
18	Bentinck Island, Emdyk Passage, Edey Point, Whirl Bay	National Marine Park	Advised
19	Wiffen Spit	Regional Park	Advised
20	Gowlland Range	Regional Park	Advised
21	Esquimalt Lagoon	Regional Park	Advised
22	Mt. Wells	Regional Park	Advised
23	Island View Beach to Cowichan Head	Regional Park	Advised
24	Courtenay River Estuary	Nature Reserve	Advised
25	Cheewhat Meadows	Nature Reserve	Advised
26	Botanical Beach	Provincial Park	Advised
27	Nesparti or Klaskish Rivers	Nature Reserve	Advised
28	Angel Lake	Nature Reserve	Advised
29	Escalante to Hot Springs Cove to Booth Peninsula	Scenic Waterway	Advised
30	Tumblewater Meadows	Nature Reserve	Advised
31	Rugged Point	Provincial Park	Advised

Area No.	Area Name	Proposed Protection Designation	Need for Action
32	Tahsish River Basin	Nature Reserve	Advised
33	Maple Lake	Regional Park	Advised
34	South Denman Island	Nature Reserve	Advised
35	Seal Bay	Regional Park	Advised
36	Somass River Estuary	Nature Reserve	Advised
37	Nitinat Triangle Extension to Pacific Rim Park	National Park	Advised
38	Brown River Trail	Regional Park	Advised
39	Woodus Slough	Regional Park	Advised
40	Black Creek, mouth and seafront	Regional Park	Advised
41	Elk Mountain	Provincial Park	Advised
42	Chatham/Discovery Islands	Provincial Park	Advised
43	Megin River Valley and Lake	Provincial Park	Advised
44	Flores Island	Provincial Park	Advised
45	Vancouver Island Marmot Habitat	Nature Reserve	Advised
46	West Side of Vargas Island	Wilderness Reserve	Advised
47	West Side of Nootka Island	Provincial Park	Advised
48	Bicycle Path along CNR Track	Heritage Trail	Advised
49	Green Mountain or Heather Mountain	Nature Reserve	Advised
50	Great Central Lake Trail to Della Falls- Strathcona Park Extension	Heritage Trail	Advised
51	Matheson Channel/ Kynoch - Mussel Inlets	National Park	Advised
52	Calvert - Hunter Islands/Fish Egg Inlet	Provincial Park	Advised
53	Roscoe Inlet	Provincial Park	Advised
54	Cascade Wilderness Area	Provincial Park Ext.	Urgent
55	Coquihalla Lakes	Provincial Park	Urgent
56	Anderson River Peaks	Provincial Park	Advised
57	Chehalis Range	Recreation Area	Advised
58	Robertsen Peaks Area	Wilderness Reserve	Advised
59	Coquitlam River - Pinecone Lake Wilderness	Wilderness Reserve	Advised
60	Tantalus Range/Lake Lovely Water	Provincial Park	Advised
61	Joffre Group	Provincial Park	Advised
62	Callaghan Lake Area	Recreation Area	Advised

Area No.	Area Name	Proposed Protection Designation	Need for Action
63	Pemberton Ice Cap	Wilderness Reserve	Advised
64	Tinniswood Glacier	Wilderness Reserve	Advised
65	Manatee Group	Wilderness Reserve	Advised
66	Compton Neve/Lillooet Ice Cap	Wilderness Reserve	Advised
67	Raleigh Gilbert Group	Wilderness Reserve	Advised
68	Oxford River Group	Wilderness Reserve	Advised
69	Sir Francis Drake Group	Wilderness Reserve	Advised
70	Pantheon Range	Wilderness Reserve	Advised
71	Whitemantle/ Silverthrone Group	Wilderness Reserve	Advised
72	Monarch Group	Wilderness Reserve	Advised
73	Ape Lake/Talchako Group	Wilderness Reserve	Advised
74	Zwee Xwaya Luk Park	Regional Park	Advised
75	Hope - Coquihalla Area Landmarks	Recreation Area	Advised

SUMMARY OF HERITAGE AREAS IDENTIFIED

Group I - Natural Heritage:	
Protected Reserves	68
National Park	6
Provincial Park	21
Regional Park	11
Nature Reserve	11
Natural Landmark	2
Wilderness Reserve	17
 Group II - Natural Heritage:	
Partially Protected Areas	6
Heritage Trail	2
Recreation Area	3
Scenic Waterway	1
 Group III - Human Heritage:	
Historical - Cultural Reserves	1
Historic Site	1
 Total for Forest Region	75

ESTABLISHED PROVINCIAL PARKS - 1985

Park Name	Class	Size (ha)	Year Established
Alexander Bridge	A	55	1984
Alice Lake	A	397	1956
Apodaca	A	8	1954
Arbutus Grove	A	22	1966
Ballingall Islets	A	1	1963
Bamberton	A	28	1960
Beaumont Marine	A	34	1963
Beaver Point	C	16	1949
Bellhouse	A	2	1964
Birkenhead Lake	A	3,642	1963
Blenkin Memorial	C	16	1962
Brandywine Falls	A	148	1973
Bridal Veil Falls	A	32	1965
Bright Angel	C	11	1958
Cabbage Island Marine	A	4	1978
Cape Scott	A	10,054	1973
Chaster	C	2	1970
Chemamus River	A	86	1959
Chilliwack Lake	A	162	1973
Chilliwack River	A	23	1961
China Beach	A	61	1964
China Creek	A	24	1967
Copeland Islands Marine	A	437	1971
Cultus Lake	A	656	1948
Cypress	A	2,849	1975
D'Arcy Island Marine	A	84	1967
Davis Lake	A	192	1963
Desolation Sound Marine	RA	2,550	1973
Desolation Sound Marine	A	5,706	1973
Discovery Island Marine	A	61	1972
Drumberg	A	20	1971
E.C. Manning	A	71,400	1941
Echo Bay Marine	A	2	1956
Elk Falls	A	1,087	1941
Emory Creek	A	15	1956
Englishman River Falls	A	97	1940
Eves	C	19	1962
F.H. Barber	A	9	1978
Ferry Island	C	29	1963
Fillongley	A	23	1954

Park Name	Class	Size (ha)	Year Established
Fossli	A	53	1974
French Beach	A	59	1974
Gabriola Sands	A	1	1960
Gabriola Sands	RA	5	1972
Garden Bay Marine	A	163	1969
Garibaldi	A	195,083	1920
Gibson Marine	A	142	1967
Gold River	A	31	1974
Golden Ears	A	55,594	1967
Goldstream	A	327	1958
Gordon Bay	A	49	1969
Helliwell	A	69	1966
Hemer	A	93	1981
Horne Lake Caves	A	29	1971
Indian Arm Marine	A	5	1981
International Ridge	RA	1,905	1969
Isle De Lis Marine	A	5	1978
John Dean	A	155	1921
Kawkawa Lake	A	7	1966
Kilby Historic	A	12	1973
Kin Beach	C	6	1966
Kitty Coleman Beach	C	10	1944
Koksilah River	A	210	1959
Little Qualicum	A	444	1940
Loss Creek	A	21	1959
Loveland Bay	RA	30	1966
MacMillan	A	136	1947
Manson Land	A	47	1974
Manson Landing	RA	53	1974
Maquinna	A	39	1955
Matheson Lake	A	162	1956
McDonald	A	20	1948
Memory Island	A	1	1945
Miracle Beach	A	135	1950
Mittlenatch Island	A	155	1961
Montague Harbour Marine	A	97	1959
Morden Colliery Historic	A	4	1972
Morton Lake	A	67	1966
Mouat	A	22	1961
Mount Judge Howay	RA	6,180	1967
Mount Maxwell	A	199	1938
Mount Seymour	RA	450	1981
Mount Seymour	A	3,058	1936
Murrin	A	24	1962
Nairn Falls	A	171	1966
Newcastle Island Marine	A	306	1961

Park Name	Class	Size (ha)	Year Established
Newcastle Island Marine	RA	30	1972
Nicolum River	A	24	1956
Octopus Island Marine	A	66	1974
Octopus Island Marine	RA	43	1974
Okeover Arm	A	4	1979
Peace Arch	A	9	1939
Petroglyph	A	2	1948
Pirates Cove Marine	A	31	1968
Plumber Cove Marine	A	57	1960
Porpoise Bay	A	61	1971
Porteau Cove	A	50	1981
Princess Louisa Marine	A	44	1965
Princess Margaret Marine	A	194	1967
Prior Centennial	A	16	1958
Rath Trevor Beach	A	347	1967
Rebecca Spit	A	177	1959
Roberts Creek	A	40	1947
Roberts Memorial	A	14	1980
Rolley Lake	A	115	1981
Rosewell Creek	A	63	1956
Ruckle	A	486	1974
Saltery Bay	A	39	1962
Sagar Lake	C	166	1965
Sandy Island Marine	A	33	1966
Sasquatch	A	1,220	1968
Schoen Lake	A	8,170	1977
Sechelt Inlets Marine	RA	155	1980
Shannon Falls	A	10	1984
Shawnigan Lake	A	6	1974
Sir Alexander Mackenzie	A	5	1926
Sidney Spit Marine	A	400	1961
Silver Lake	A	77	1964
Skagit Valley	RA	32,508	1973
Skookumchuck Narrows	A	35	1957
Smelt Bay	A	16	1973
Smuggler Cove Marine	A	182	1971
Snootli Creek	C	45	1968
Sooke Mountain	B	450	1928
Sooke Potholes	A	7	1972
Spectacle Lake	A	65	1963
Spider Lake	A	65	1981
Sproat Lake	A	39	1966
Stamp Falls	A	236	1940
Strathcona	A	9,122	1969
Strathcona	B	222,312	1911
Sumas Mountain	A	183	1965

Park Name	Class	Size (ha)	Year Established
Taylor Arm	A	79	1979
Thurston Bay	A	389	1970
Tribune Bay	A	95	1978
Tweedsmuir*	B	490,560	1956
West Shawnigan Lake	A	9	1979
Whaleboat Island	A	10	1981
Winter Cove Marine	A	91	1979
Wood Mountain Ski	C	97	1966

*Upper portion is in the Prince Rupert Region

REGION TOTALS			PROVINCIAL TOTALS		
Class	Number	Size (ha)	Class	Number	Size (ha)
A	115	381,999	A	292	3,019,477
B	3	713,322	B	4	1,229,782
C	11	417	C	39	1,212
Subtotal	129	1,095,738	Subtotal	335	4,250,471
RA	11	43,909	RA	31	262,775
WC	0		WC	1	131,523
Total	140	1,139,647	Total	367	4,644,769

ESTABLISHED NATIONAL PARKS - 1985

Park Name	Size (ha)
Pacific Rim	51,000
Total Provincial and National Parkland within Region	1,190,647

ESTABLISHED ECOLOGICAL RESERVES OVER 1,500 ha - 1985

E.R. No.	Name	Hectares
2	East Redonda Island	6,212
103	Harvey, Conroy, Whitmore and Byers Islands (mostly subtidal)	12,205
109	Checleset Bay (mostly water)	34,650

TABLE 3.4 NELSON FOREST REGION
HERITAGE AREAS IDENTIFIED

Area No.	Area Name	Proposed Protection Designation	Need for Action
1	Akamina - Kishinena	National Park	Urgent
2	Cadorna-Abruzzi Lakes	Provincial Park	Urgent
3	Kianuko Creek Valley	Provincial Park	Advised
4	Duncan Flats	Provincial Park	Advised
5	North End of Slocan Lake	Provincial Park	Advised
6	Hamber Park Extension	Provincial Park	Urgent
7	Sandon	Historic Site	Urgent
8	Kaslo - New Denver Corr.	Historic Site	Urgent
9	St. Eugene Mission	Historic Site	Urgent
10	Columbia Lake Petroglyphs	Historic Site	Urgent
11	Trout Lake	Historic Site	Advised
12	Adamant Mountain	Nature Reserve	Urgent
13	Cooper - Dunbar Lakes	Nature Reserve	Urgent
14	Fisher Peak - Steeples	Nature Reserve	Urgent
15	Pinnacle Peaks	Wilderness Reserve	Advised

SUMMARY OF HERITAGE AREAS IDENTIFIED

Group I - Natural Heritage:	
Protected Reserves	10
Wilderness Reserve	1
National Park	1
Provincial Park	5
Nature Reserve	3
Group III - Human Heritage:	
Historical - Cultural Reserves	5
Historic Site	5
Total for Historic Site	<u>15</u>

ESTABLISHED PROVINCIAL PARKS - 1985

Park Name	Class	Size (ha)	Year Established
Appledale	C	5	1959
Arrow Lake	A	63	1981
Athalmer	A	13	1979
Beaver Creek	A	44	1965
Blanket Creek	RA	316	1982
Boundary Creek	A	2	1956
Brilliant Terrace	A	116	1959
Bugaboo Alpine	RA	24,912	1969
Bugaboo Glacier	A	362	1969
Burges and J. Gadsen	A	352	1965
Canal Flats	A	6	1981
Champion Lakes	A	1,425	1955
Christina Lake	A	6	1971
Cody Caves	A	63	1966
Conkle Lake	A	587	1973
Crowsnest	A	46	1960
Drewry Point	A	21	1975
Dry Gulch	A	29	1956
Elk Lakes	A	5,625	1973
Elk Valley	A	81	1960
Elko	C	24	1958
Erie Creek	A	15	1965
Fry Creek Canyon	RA	550	1974
Fort Steele Heritage	A	150	1961
Grohman Narrows	A	10	1981
Hamber	A	24,518	1941
Inonoaklin	C	12	1929
James Johnstone	A	2	1960
Jewel Lake	A	49	1981
Jimsmith Lake	A	12	1956
Johnstone Creek	A	38	1956
Kettle River	RA	179	1972
Kikomun Creek	A	682	1972
King George VI	A	162	1937
Kokanee Creek	A	260	1955
Kokanee Glacier	B	25,900	1922
Lardeau	C	12	1956
Lockhart Beach	A	3	1939
Marl Creek	A	167	1961
McDonald Creek	A	468	1948
Morrissey	A	5	1962

Park Name	Class	Size (ha)	Year Established
Mount Fernie	A	259	1959
Moyie Lake	A	90	1959
Mt. Assiniboine	A	39,052	1922
Nakusp Hotsprings	A	70	1925
Nancy Greene	A	198	1972
Nancy Greene	RA	8,086	1969
Norbury Lake	A	97	1958
Ole Johnson	A	15	1972
Pilot Bay	A	347	1964
Premier Lake	A	662	1940
Purcell Wilderness Conservancy	WC	131,523	1974
Rock Creek	C	2	1963
Rosebery	A	32	1959
Ryan	A	58	1959
St. Mary's Alpine	A	9,146	1973
Stagleap	A	1,133	1964
Summit Lake	C	6	1964
Syringa Creek	A	226	1968
Thunder Hill	A	44	1960
Top of the World	A	8,791	1973
Valhalla	A	49,600	1983
Wardner	A	4	1977
Wasa	A	136	1955
White Swan Lake	A	1,994	1978
Yahk	A	9	1956

REGION TOTALS			PROVINCIAL TOTALS		
Class	Number	Size (ha)	Class	Number	Size (ha)
A	53	147,345	A	292	3,019,477
B	1	25,900	B	4	1,229,782
C	6	61	C	39	1,212
Subtotal	60	173,306	Subtotal	335	4,250,471
RA	5	34,043	RA	31	262,775
WC	1	131,523	WC	1	131,523
Total	66	338,872	Total	367	4,644,769

ESTABLISHED NATIONAL PARKS - 1985

Park Name	Size (ha)
Glacier	135,000
Kootenay	140,600
Mount Revelstoke	26,000
Yoho	131,300
Total National Parkland	432,900
Total Provincial and National Parkland within Region	771,772

ESTABLISHED ECOLOGICAL RESERVES OVER 1,500 ha - 1985

E.R. No.	Name	Hectares
56	Goosegrass Creek	2,185.4

TABLE 3.5 KAMLOOPS FOREST REGION

HERITAGE AREAS IDENTIFIED

Area No.	Area Name	Proposed Protection Designation	Need for Action
1	Wells Gray Park - Trophy Mt. Extension	Provincial Park	Urgent
2	Shorts Creek	Nature Reserve	Advised
3	Monashee Park Extension	Provincial Park	Advised
4	Swan Lake	Nature Reserve	Advised
5	Maud Roxby Marsh	Nature Reserve	Urgent
6	Whiskey Island	Nature Reserve	Advised
7	Stein Valley	Recreation Area	Urgent
8	Westside Heights	Nature Reserve	Advised
9	Westlake Road Pond	Nature Reserve	Advised
10	Central Okanagan - Kelowna Marsh	Nature Reserve	Advised
11	Knox Mt. Park Extension	Regional Park	Advised
12	Crawford Falls	Regional Park	Urgent
13	Black Knight Mountain	Provincial Park	Advised
14	Joe Rich Valley	Nature Reserve	Advised
15	Mount Kobau	Provincial Park	Advised
16	Mahoney Lake	Nature Reserve	Advised
17	Cascade Wilderness Area	National Park	Urgent
18	North Monashees	Wilderness Reserve	Advised
19	Chilcotin Plateau	Wilderness Reserve	Urgent
20	Mission Creek	Heritage River	Urgent
21	Ratnip Lake	Recreation Area	Urgent
22	Brent Mountain	Recreation Area	Advised
23	Aleric Lake	Recreation Area	Advised
24	Kettle Valley Railroad Right-of-way	Recreation Area	Advised
25	McIntyre Creek	Recreation Area	Advised
26	Penask-Hatheume Lakes	Recreation Area	Advised
27	South Kelowna Irrigation System Canyon (KLO) Creek Syphon	Heritage Trail	Advised
28	Gellatly Nut Farm	Historic Site	Advised
29	Brigade Trail	Heritage Trail	Advised
30	DeBeck House	Historic Site	Advised
31	St. Gregory Native Church, Inkaneep Reserve	Historic Site	Advised
32	Gartrell Barn	Historic Site	Advised
33	S. S. Sicamous	Historic Site	Advised
34	Haynes Ranch	Historic Site	Advised
35	Robinson Point Hotel	Historic Site	Advised
36	Green & Mahoney Lakes	Nature Reserve	Advised

SUMMARY OF HERITAGE AREAS IDENTIFIED

Group I - Natural Heritage:		
Protected Reserves		19
Wilderness Reserve	2	
National Park	1	
Provincial Park	4	
Regional Park	2	
Nature Reserve	10	
Group II - Natural Heritage:		
Partially Protected Areas		8
Recreation Area	7	
Heritage River	1	
Group III - Human Heritage:		
Historical - Cultural Reserves		9
Heritage Trail	2	
Historic Site	7	
Total for Forest Region		<u>36</u>

ESTABLISHED PROVINCIAL PARKS - 1985

Park Name	Class	Size (ha)	Year Established
Allison Lake	A	23	1960
Antlers Beach	A	2	1955
Apex Mountain	RA	575	1961
Bear Creek	A	167	1981
Blue River	C	121	1962
Bromley Rock	A	149	1956
Cathedral	A	32,272	1968
Cayoosh	C	3	1963
Celista	C	2	1958
Christie Memorial	A	3	1965
Cinnemouson Narrows	A	155	1956
Darke Lake	A	1,470	1943
Echo Lake	A	154	1956
Ellison	A	200	1962
Eneas Lakes	A	1,036	1968
Gardoms Lakes	C	24	1961
Goldpan	A	5	1956
Gun Lake	C	5	1963
Haynes Point	A	13	1965
Hearld	A	66	1975
Inkaneep	A	11	1956
Kalamalka Lake	A	890	1975
Kentucky-Alleyne	RA	144	1981
Keremeos Columns	A	20	1931
Kickininee	A	49	1970
Lac La Jeune	A	47	1956
Mable Lake	A	182	1972
Mara	A	5	1958
Mara Point	C	4	1962
Marble Canyon	A	335	1956
Monashee	A	7,513	1962
Monck	A	87	1951
Monte Lake	A	8	1956
Nickel Plate	A	105	1938
Niskonlith Lake	RA	238	1975
North Thompson River	A	125	1967
Okanagan Falls	A	2	1956
Okanagan Lake	A	80	1955
Okanagan Mountain	A	10,462	1973
Otter Lake	A	73	1963
Paul Lake	A	402	1961
Pearse Park	C	1	1974
Pennask Lake	RA	244	1975
Princeton	C	138	1928
Roderick Haig-Brown	RA	988	1977

Park Name	Class	Size (ha)	Year Established
Savona	A	2	1956
Seton Portage Historical	A	1	1972
Shuswap Lake	A	124	1956
Shuswap Lake Marine	A	460	1980
Silver Beach	A	75	1969
Silver Star	RA	8,738	1940
Skihirst	A	33	1956
Sicamous Beach	C	10	1961
Spahats Creek	A	306	1965
Stemwinder	A	4	1956
Sun-Oka Beach	A	15	1969
Sunnybrae	RA	25	1975
Sutherland Hills	C	23	1957
T. Dagnus Lockheed	A	7	1973
Vaseaux	A	6	1956
Victor Lake	A	15	1961
Wells Gray	A	527,307	1939
White Lake	C	16	1965
Yard Creek	A	61	1956

REGION TOTALS			PROVINCIAL TOTALS		
Class	Number	Size (ha)	Class	Number	Size (ha)
A	46	585,527	A	292	3,019,477
B	0		B	4	1,229,782
C	11	347	C	39	1,212
Subtotal	57	585,874	Subtotal	335	4,250,471
RA	7	10,952	RA	31	262,775
WC	0		WC	1	131,523
Total	64	596,826	Total	367	4,644,769

NO ESTABLISHED ECOLOGICAL RESERVES OVER 1,500 ha - 1985

**TABLE 3.6 PRINCE GEORGE FOREST REGION
HERITAGE AREAS IDENTIFIED**

Area No.	Area Name	Proposed Protection Designation	Need for Action
1	Stuart River Eskers	Provincial Park	Advised
2	Tete Jaune Cache Sand Dunes	Nature Reserve	Advised
3	Kakwa and Jarvis Lakes - Mount Sir Alexander	Provincial Park	Advised
4	Holliday (Baker) Creek Stone Arch	Provincial Park	Advised
5	Arctic - Portage - Pacific Lakes	Provincial Park	Advised
6	Wokkpask addition to Stone Mountain	Provincial Park	Advised
7	Premier Range addition to Wells Gray	Provincial Park	Advised
8	Chinlac Village	Historic Site	Advised
9	Our Lady of Good Hope Church addition to Fort St. James	Historic Site	Advised
10	Fraser River	Heritage River	Advised
11	Peace River	Heritage River	Advised
12	Crooked River	Heritage River	Advised
13	Nechako River	Heritage River	Urgent
14	Stuart River	Heritage River	Advised

SUMMARY OF HERITAGE AREAS IDENTIFIED

Group I - Natural Heritage:	Protected Reserves	7
	Provincial Park	6
	Nature Reserve	1
Group II - Natural Heritage:	Partially Protected Areas	5
	Heritage River	5
Group III - Human Heritage:	Historical - Cultural Reserves	2
	Historic Site	2
Total for Forest Region		<u>14</u>

ESTABLISHED PROVINCIAL PARKS - 1985

Park Name	Class	Size (ha)	Year Established
Andy Bailey	RA	174	1979
Beatton	A	312	1934
Beaumont	A	191	1960
Bijoux Falls	A	41	1956
Buckinghorse River Way	A	55	1970
Carp Lake	A	19,344	1973
Charlie Lake	A	92	1964
Crooked River	A	1,016	1965
Dahl Lake	A	749	1981
Dunlevy	RA	110	1978
East Pine	A	14	1982
Ft. McLeod Historical	A	2	1971
Ft. Nelson Centennial	C	8	1964
Ft. St. John Historical	C	2	1971
Gwillim Lake	A	9,199	1971
Hyland River	A	34	1964
Kiskatinaw	A	58	1962
Kledo Creek	A	6	1963
Kwadacha Wilderness	A	167,540	1973
Liard River Hotsprings	A	668	1957
Maxhamish Lake	A	520	1983
Moberly Lake	A	98	1966
Monkman	A	32,000	1981
Mount Robson	A	219,829	1913
Mount Terry Fox	A	1,930	1982
Muncho Lake	A	88,416	1957
One Island Lake	A	61	1978
Paarens Beach	A	43	1972
Prophet River	RA	115	1977
Purden Lake	A	140	1971
Racing River Way	A	69	1970
Spencer Tuck	A	4	1962
Stone Mountain	A	25,691	1957
Stuart Lake	A	315	1971
Sudeten	A	5	1969
Sukunka Falls	A	450	1981
Swan Lake	A	67	1918
Tatlatui	A	105,826	1973
Taylor Landing	A	2	1978
Tetsa River	A	115	1980
Tudyah lake	A	56	1981
West Lake	A	223	1981
Whiskers Point	A	52	1956

REGION TOTALS			PROVINCIAL TOTALS		
Class	Number	Size (ha)	Class	Number	Size (ha)
A	38	675,233	A	292	3,019,477
B	0		B	4	1,229,782
C	2	10	C	39	1,212
Subtotal	40	675,243	Subtotal	335	4,250,471
RA	3	399	RA	31	262,775
WC	0		WC	1	131,523
Total	43	675,642	Total	367	4,644,769

ESTABLISHED ECOLOGICAL RESERVES OVER 1,500 ha - 1985

E.R. No.	Name	Hectares
46	Sikanni Chief River	2,401

4. REASON(S) FOR NEED OF PROTECTION:
 - 4.1 Values represented (ecological quality; ecological diversity; scenic quality; outdoor recreation potentials, etc.)
 - 4.2 Conflicts known (either existing or forthcoming):
 - 4.3 Degree of threat to the continued existence of the area's values:
High
Moderate
Low
5. CURRENT LAND STATUS (if known):
6. SUGGESTED PROTECTED STATUS
7. MATERIAL DOCUMENTATION. If possible, please attach a map identifying the location and area and photos of prime feature(s). All 35 mm slides, etc. will be returned to the original contributor upon review.
8. CONTACT PERSONS (Name, Address, Phone Number).

SEND THIS FORM TO:

Dr. Peter J. Dooling, Chairman
British Columbia Caucus, Heritage for Tomorrow
Room 270, 2357 Main Mall, University of British Columbia
Vancouver B.C. V6T 1W5

or to the Regional Member for your Region, address inside front cover.

Prairie Provinces Caucus Report

Christian De Laet, Coordinator

Table of Contents

	<u>Page</u>
EXECUTIVE SUMMARY	320
Background	320
Meaning of Heritage	320
Themes	321
Aboriginal Peoples	321
New Approaches	321
Tourism and the Economics of Heritage	321
Human - Natural Ecosystem Interaction	322
Antiquities	322
Built Environment	322
Conclusion	323
CAUCUS ORGANIZATION	324
CAUCUS ACTIVITIES	324
THE MEANING OF HERITAGE	329
Problem	329
Discussion	329
FINDINGS A: THEMES AND PRESCRIPTIONS	332
Aboriginal Peoples	332
Problem	332
Discussion	332
Caucus Recommendations	333
New Approaches	334
Problem	334
Discussion	334
Caucus Recommendations	337
Tourism and the Economics of Heritage	338
Problem	338
Discussion	338
Caucus Recommendations	340
Human-Natural Ecosystem Interaction	340
Problem	340
Discussion	340
Caucus Recommendations	343

	<u>Page</u>
Antiquities	344
Problem	344
Discussion	344
Caucus Recommendations	345
Built Environment	346
Problem	346
Caucus Recommendations	346
FINDINGS B: CANDIDATE CONSERVATION AREA NOMINATIONS	347
Alberta	348
Saskatchewan	349
A SAMPLING OF PRAIRIE PROJECTS	350
Milk River Canyon: A Giant Step Forward	350
Renewing a Rare Aspen: Practical Preservation	353
Introduction	353
Background	353
Discussion	353
Project	354
Manitoba Heritage Federation: Networking in Action	354
Introduction	354
Discussion	354
Fort a La Corne Park: A Heritage Venture	355
Introduction	355
Discussion	356
Saskairie: Environmental Education Centre	357
Introduction	357
Discussion	357
University Field Research Stations: for Tomorrow	357
Introduction	357
Discussion	358
Examples	358
Notes	360
APPENDIX I: Heritage Values Bibliography	361

Executive Summary

BACKGROUND

The Prairie Provinces caucus of Heritage For Tomorrow (HFT) encompasses the provinces of Manitoba, Saskatchewan and Alberta. HFT activities began in the spring of 1984 and are projected to continue until the late fall of 1985. HFT included a wide variety of individuals and organizations by inviting nearly 1300 recipients to propose candidate areas for heritage designation and to identify themes and issues relevant to heritage conservation and appreciation. Numerous meetings were held across the prairie provinces.

This report describes the organization and activities of the Prairie Provinces caucus, explores the meaning of heritage, details the major themes identified by the caucus, lists the candidate area nominations, presents six innovative projects and offers a brief bibliography on the meaning of heritage. Only the thoughts on the meaning of heritage and the themes themselves are presented in this Executive Summary.

MEANING OF HERITAGE

Heritage: is the existing context of the past; includes all natural, historic and cultural resources; is a common property - its benefits, costs, and obligations are the inheritance of all persons present and future; and is of great value to present and future generations. Heritage appreciation/conservation is ultimately fulfilling. The subject of heritage and the process of preservation and stewardship embody what it means to be human. By bridging the present with the past and the future, and by bridging the individual with the rest of the species and with the myriad of life forms that are the ecosystem with which we coexist, heritage assists in providing meaning to our existence. The right-to-benefit/obligation -to-maintain aspect of coexistence with the ecosystem is vital to our human-ness.

THEMES

Aboriginal Peoples

The people of Canada's aboriginal cultures have been ignored in the course of heritage preservation in Canada. Consequently aboriginal peoples' heritage and their economic, social and cultural well-being has deteriorated. The future can be different. Careful preservation and management of aboriginal heritage can facilitate the economic, social and cultural well-being of aboriginal persons today. Particular actions that are useful include joint ventures and consultative arrangements between government, private institutions and aboriginal persons in heritage area designation and interpretation; and education for both aboriginal and non-aboriginal persons. Also important are resource harvesting rights for aboriginal people; and employment opportunities in the field of heritage management and tourism.

New Approaches

Current government benevolence will not be sufficient to preserve our valuable heritage. There is a need for a new covenant regarding our heritage. Heritage can no longer be consigned to the surplus of a paternalistic state and overworked voluntary organizations. Dichotomizing government responsibilities, business responsibilities and public responsibilities was the approach of the past. Now all persons as individuals and as participants in private, public and cooperative institutions must rediscover that our invaluable heritage belongs to everyone and is the responsibility of everyone.

Tourism and the Economics of Heritage

Heritage has been an unrealized resource that currently has no major effective economic caretaker. As a result it has suffered deterioration and destruction. Awareness of heritage as a tourism resource is increasing. However, the tourist industry will be most beneficial for heritage if development proceeds with the active maintenance of the integrity of the heritage resource as a primary

objective. Because heritage is a capital trust a regulatory framework which includes a systematic and comprehensive plan for the development and management of heritage resources would be of substantial value. Such a framework would inspire and guide tourism.

Human - Natural Ecosystem Interaction

Natural ecosystems have been and continue to be dangerously stressed by abuse. Examples of severely stressed ecosystems are the drastic obliteration of the native prairie ecosystems, the terrible soil erosion and loss of organic matter in most agriculturally modified ecosystems, and the dependence in forestry upon vanishing remnants of virgin forests. The "mining" of nature must be replaced by sustainable "harvesting." Change in societal attitudes is necessary before the shift can take place. Recognition of our human life-support systems of air, soil, water, forests, fisheries, and grasslands, is central. Alteration of current practices requires concerted education and governmental, business, community and individual action guided by publications like the World Conservation Strategy.¹

Antiquities

Archaeological resources in Canada are threatened primarily by natural resource exploitation practices. Government land is the major base of such activities. Currently archaeological resources are, in effect, ignored. Federal legislation to deal with this is sparse and, when existing, is difficult to enforce.

Built Environment

Heritage structures are dwindling. At present most taxation laws encourage demolition of heritage structures. Tax structure and planning guidelines should be altered to provide incentives for the rehabilitation of heritage structures. A systematic plan for inventorying and encouraging rehabilitation of heritage structures is greatly needed.

CONCLUSION

The right-to-benefit/obligation-to-maintain aspect of coexistence with the ecosystem is vital to our human-ness.

Caucus Organization

The Prairie Provinces caucus of Heritage For Tomorrow represents the geographic span of the provinces of Alberta, Saskatchewan and Manitoba. The coordination of caucus activities was provided by the Canadian Plains Research Center (CPRC), University of Regina. The work was fully supported by CPRC and by the wider facilities of the University. This coordination has been headed by Christian de Laet, assisted by Keith Neufeld, environment consultant, and by Wendy Whelen. Each province had a provincial representative as well. In Alberta the representative was Cliff Wallis. In Saskatchewan the representative was Peter Goode. In Manitoba the representation has changed over time and was finally vested with Terri Patterson, representative of the newly established Manitoba Heritage Federation.

Caucus Activities

The highlights of the Prairie Provinces caucus activities can best be understood when reviewed in their chronological order.

- 1) HFT activities began in earnest in spring 1984 and continued into early summer. A computerized search of CPRC's Canplains Database produced a listing of nearly 1000 names of individuals and organizations, the basis for a general mailing. Recipients were invited to join the caucus, propose candidate areas for heritage designation, and identify themes and issues relevant to heritage conservation and management. An extensive telephone follow-up was carried out to elicit support and interest.
- 2) Special contact was made with groups such as the Saskatchewan Museums Association, Heritage Regina, Manitoba Naturalists, National and Provincial Parks Association of Canada (NPPAC), the Alberta Wilderness Association, Man and the Biosphere, Federation of Saskatchewan Indian Nations, Gabriel Dumont Institute of Native Studies and Applied Research, government

departments, and national committees of international heritage activities.

- 3) In Saskatchewan, on April 15, 1984, an HFT meeting was held in Saskatoon in order to initiate involvement in central Saskatchewan. Invitations for participation were published in newsletters, e.g., in the April/May issue of the Canadian Water Resource Association (Saskatchewan Chapter), and in the summer and winter issues of the NPPAC journal.
- 4) In Alberta, where a clear-cut body of heritage issues is prevalent, productive public meetings were held which provided the basis for the direction of public participation in that province. In May an invitation to become involved was sent to over 100 persons and organizations in addition to the general Prairie Provinces caucus mailing. Notice of the May meetings was sent two weeks prior to the meeting. The meetings were workshop-style. The first meeting on May 12, 1984 held at Red Deer College, Red Deer hosted nine participants from tourism, wildlife, conservation, science, and land use planning backgrounds.
- 5) On June 8 - 10 a caucus workshop was held in Regina. The workshop presented the first opportunity to bring together varied interests from the three prairie provinces. It was agreed that the agenda would focus on candidate areas, on themes and issues, and on the Canadian Assembly process. Approximately 20 dedicated and committed participants attended the event, representing a great diversity of interests and skills.
- 6) Discussions between the various NGO heritage associations in Manitoba and the government of that province came to fruit with the release of a provincial "Discussion Paper on New Heritage Legislation for Manitoba" in October. The relevance of this discussion paper to HFT was strongly expressed by the various associations. They took the position that the paper highlighted important concerns and demonstrated potentially

valuable lessons for federal heritage legislation. The need for federal heritage legislation continues to be strongly voiced.

- 7) The Saskatchewan members of the caucus had an opportunity to further discuss HFT at a provincial caucus meeting in Saskatoon on November 3. Discussion of the National Parks Act dominated the meeting.
- 8) In Alberta, October and November of 1984 were busy months. Notice of the three November meetings was sent three weeks prior to the meetings. The notice included a four-page summary of the HFT process as well as a statement of the major themes and a listing of the areas of interest which had been identified to date. All meetings were workshop-style. The November 17 meeting was held at University of Alberta, Edmonton. There were nine participants from forestry, wildlife, science, recreation, parks, tourism, and conservation backgrounds. The November 18 meeting was held at University of Calgary, Calgary. There were seven participants from recreation, conservation and forestry backgrounds. The November 24 meeting was held at Lethbridge Community College, Lethbridge. There were seven participants from conservation, land use planning and science backgrounds.
- 9) General comments on the Alberta meeting could be summarized as follows:
 - a) most contact with Heritage for Tomorrow was on a one-to-one basis either through meetings or phone calls; involving over one hundred contacts in agricultural, tourism, forestry, petroleum industry, conservation, ranching, recreation, land use planning and science sectors
 - b) most activity came from conservation groups, particularly the Alberta Wilderness Association and its members
 - c) some activity came from agricultural, recreation, forestry, tourism and petroleum sectors
 - d) most people still do not have a good feel for the process; most are not into long-range planning, whether with industry

- or conservation organizations; most groups fight specific issues and are not into global thinking
- e) very good ideas came out even though there were a limited number of people involved
 - f) government has generally been unwilling to contribute but it has been willing to listen
 - g) communication has increased between various industry sectors and conservationists
 - h) conservation awareness has increased, as reflected in submissions to Alberta Parks Policy statements, Industrial and Science Strategy for Alberta, South Saskatchewan River Basin Planning hearings, and the Milk River Task Force.
- 10) The second major caucus-wide workshop was held in Regina on November 30. The workshop represented the second opportunity to bring together the varied interests from the three prairie provinces. It was agreed that this workshop would focus on specific heritage themes. The agenda included presentations by several participants, followed by work groups and then a general discussion. Thirty-five participants attended the event, representing a diversity of interests.
- 11) In December the proceedings of the November workshop were processed and subsequently a report was distributed. Included in the report was a request to persons involved with the HFT process for feedback on the coordinators' understanding and expression of the concerns, themes and issues raised to date.
- 12) A representative of the Manitoba Historical Society developed and submitted a statement on urban heritage to HFT in December. This was an important initiative for that province.
- 13) In January 1985 the climax of a long-running effort in Manitoba to establish a province-wide cooperating network of NGO heritage organizations was reached with the founding meeting of the Manitoba Heritage Federation. The first initiative of this fledgling federation was to invite Keith Neufeld from the

Prairie Coordinator's office to address the founding members about HFT, and to coordinate subsequent participation.

- 14) In Saskatchewan, in January, 1985 the prairie coordinators were invited to be present at a public meeting on the future of Grasslands National Park. This was also the occasion for the founding meeting of the Saskatchewan chapter of the Sierra Club of Western Canada. The concerns expressed were duly recorded as one aspect of the HFT process.
- 15) On February 18 a Heritage Day display in Regina was set up in a shopping mall in conjunction with the Parks Canada Centennial Coordinating Committee and Heritage Regina.
- 16) On February 27 the Fort a la Corne Project Symposium in Saskatoon was attended by Wendy Whelen from the coordinator's office. This symposium dealt with furthering the aboriginal heritage project being undertaken by the James Smith Band.
- 17) On March 27 the Prairie Provinces caucus coordinator's office sponsored a Heritage River Nomination meeting in Regina, with the Sierra Club as host. Approximately fifty persons attended this meeting. The Sierra Club chose to support actively the Saskatchewan government nomination of the Clearwater as a "heritage river" and suggested that the government designate the surrounding area as a "provincial wilderness park."
- 18) April 24, 25 and 26 was marked by a conference on "Networking for the Environment," hosted by the Saskatchewan Outdoor and Environmental Education Association. Over 100 public school teachers were in attendance. Christian de Laet delivered presentations on environmental ethics and on sustainable development.
- 19) Activities of the Prairie Provinces caucus are projected to continue until the Heritage for Tomorrow process completes its current phase in the autumn of 1985. These activities include continued correspondence with existing participants, further correspondence with persons and organizations identified more

recently. For example, the newly founded Manitoba Heritage Federation has a mailing list of 250 heritage associations in Manitoba. Many of these were hitherto unknown to the coordinators.

The Meaning of Heritage

PROBLEM

An active mythology of heritage is lacking in Canadian society. The meaning of heritage needs to be expounded upon and internalized by Canadians.

DISCUSSION

Heritage:

- is the existing context of the past
- includes all natural, historic and cultural resources;
- is a common property with its benefits, costs and obligations the inheritance of all persons present and future
- is of great value to present and future generations.

Heritage appreciation/conservation is ultimately fulfilling. Both the content of heritage and the process of preservation and stewardship embody what it means to be human. Heritage assists in providing meaning to our existence by bridging the present with the past and the future; and by bridging the individual with the rest of the species and with the myriad of life forms that are the ecosystem with which we coexist. In an increasingly complex and ever-changing technological world heritage helps transcend our isolation. Heritage re-creates us. It helps us overcome the alienation we experience.

Heritage may be classified into three broad categories. The first is "inspirational heritage." Heritage which is valued by

humans for its non-material products may be so labelled. Meaning, community, aesthetic fulfillment, spiritual uplift, and re-creation are some of the products of inspirational heritage. Examples of such heritage include wilderness, historic buildings, and ancient cultural artifacts.

The second category of heritage is "practical heritage." Heritage which is valued by humans for its material products may be thus labelled. Healthy functioning of essential ecological processes, continuing opportunities for sustainable renewable resource harvesting, agriculture, forestry and fisheries, healthy water and air, long-standing ecological benchmarks, and self-perpetuating resource banks are examples of practical heritage.

The third category of heritage is "intrinsic heritage." This label applies to the inherent value of all life forms of and for their own sake. Though in a strict philosophical sense, this too is anthropocentric, it is an attempt at distancing human evaluation of the worth of other life. Consciousness of intrinsic heritage means a reverence for all life forms and life-giving values and actions.

The place of heritage in overall human experience can be represented by Figure 1. Heritage is concerned with pattern maintenance and appreciation, and with contextual renewal (see column 4, lines 4-9).

Heritage necessarily only exists in a meaningful way in context. Isolation of heritage renders it meaningless.

Heritage appreciation/conservation or "heritage consciousness" can become a way of life for each person and community. Fulfillment of the obligation aspect of the right-to-benefit/obligation-to-maintain-equality combination is vital to our human-ness. Heritage consciousness is resident in certain values and ways of thinking, such as recognizing the interrelatedness and inherent value of all life forms. It is demonstrating actions such as appreciating historic buildings, practicing recycling and using less energy. Heritage consciousness can extend from individual values through to corporate actions such as designing technology that is ecologically

FIGURE 1

1983, Union of International Associations (Ed.),
Global Action Networks 1983/84, K.G. Saur, Munchen

Formal concepts	Pattern establishment and consolidation		Pattern maintenance and appreciation		Pattern adaptation and propagation		Pattern innovation and exploitation		Pattern (re)balance
Pre-condition	Domain definition	Organized relations	Differentiated order	Contextual renewal	Controlled movement	Communication reinforcement	Redistribution of resources	Environmental manipulation	Condition of the whole

		0	1	2	3	4	5	6	7	8	9	
Existential experience	Value experience	9	Consciousness 90	Leadership (Authenticity) 91	Love (Compassion) 92	Comprehension 93	Creative expression 94	Vigilance (Courage) 95	Transcendence (Detachment) 96	Freedom (Liberation) 97	Perseverance 98	Oneness (Universality) 99
		8	Principles 80	Purpose 81	Solidarity (Cooperation) 82	Idealism 83	Harmony 84	Integration 85	Meaning 86	Sharing 87	Resourcefulness (inventiveness) 88	Equanimity 89
Noosphere	Developmental principles	7	Innovative change 70	Logics 71	Fulfillment 72	Philosophy 73	Aesthetics 74	Security 75	Moral's ethics 76	Community 77	Peace (Justice) 78	Conservation 79
		6	Development 60	Policymaking (Futurology) 61	Language 62	Design 63	Inter-disciplinarity 64	Individualuation (Psychoanalysis) 65	Cooperative 66	Invention 67	Conservation 68	
Socio-technosphere	Theory	5	Science 50	History 51	Philosophy 52	Design 53	Inter-disciplinarity 54	Individualuation (Psychoanalysis) 55	Cooperative 56	Invention 57	Conservation 58	International relations 59
		4	Sociology 40	Management 41	Informatics (Classification) 42	Ecistics (Architecture) 43	Cybernetics (Systems) 44	Psychology (Behaviour) 45	Economics 46	Technology 47	Environment 48	
Bio-sphere	Praxis	3	Research, standards 30	Health care 31	Education 32	Recreation (Arts, sport) 33	Defence (Police) 34	Religious practice 35	Government, politics 36	Agriculture, fisheries 37	Law 38	
		2	Action 20	Society 21	Employment 22	Information (Documentation) 23	Amenities (Necessities) 24	Transportation (Telecommunications) 25	Communication (Media) 26	Commerce (Finance) 27	Industry (Production) 28	Societal problems 29
Cosmo-Geo-Hydro-Ammo-sphere	Nature	1	Life 10	Biology 11	Botany 12	Zoology 13	Invertebrates 14	Fish, reptiles 15	Birds, mammals 16	Anthropology (Man) 17	Medicine 18	Geography (Ecology) 19
		0	Fundamental sciences 00	Astronomy 01	Earth 02	Meteorology 03	Climatology 04	Oceanography 05	Hydrology 06	Geophysics 07	Geology 08	Resources (Energy) 09

sustainable, to implementing the National Parks Act. Heritage consciousness can become a way of life.

Great benefits will accrue from rapid response to reverse the current destruction and degradation of heritage. Government involvement has been invoked as a means of managing the commons. However, this action has not been, and perhaps cannot be thoroughly effective in reversing the destruction of heritage.

Heritage is a common good, not a public good. Responsibility for the maintenance of a public good can be designated to a caretaker. However, common goods do not allow for individual and community responsibility to be disowned.

Current societal values need to be modified to include the valuation of heritage. What is necessary is individual and corporate acceptance of the responsibility and obligations that accompany the inheritance of heritage. Active preservation and wise use are the responsibility of each person and institution.

Findings A: Themes and Prescriptions

The themes which have been identified through the HFT process on the prairies are presented below. The amount of detail presented on each theme and accompanying prescriptions varies from theme to theme.

ABORIGINAL PEOPLES

Problem

The people of Canada's aboriginal cultures have been ignored in the course of heritage preservation in Canada.

Discussion

There are three major expressions of the problem:

- development and management of parks and sites has and continues often to be at the expense of aboriginal peoples' heritage and their economic, social and cultural well-being
- parks and sites representing aboriginal peoples' heritage - with meaningful involvement from these people - are almost non-existent
- little effort is being made to meaningfully involve aboriginal resource people in the identification, development, interpretation, and management of the aboriginal heritage component in existing parks and sites.

A powerful quasi-colonial attitude has been implicit in much heritage preservation in Canada. As a result the aboriginal heritage and way of life have suffered. Examples include the establishment and expansion of land designations which have excluded aboriginal resource harvesting on traditional territory; and the utter disregard for important sites of aboriginal heritage which deserve respect. This situation is now a source of substantial discomfort for non-aboriginal persons as well.

Starting immediately, the future should be different. Indeed Canada's first heritage is its aboriginal cultures. Careful preservation and management of this heritage can facilitate the economic, social and cultural well-being of aboriginal persons today. This can be accomplished through joint ventures, consultative arrangements, education for both aboriginal and non-aboriginal persons, resource harvesting rights, employment opportunities in the field of heritage management, and through tourism.

Caucus Recommendations

- As part of the 1985 National Parks Centennial celebrations Parks Canada should establish a mutually acceptable mechanism for formally meeting and directly involving aboriginal peoples in national park management and

policy making. The first topics on the agenda should include:

- a) building a framework for different structures of national park management, development, and use
 - b) establishing special training programs to teach research skills, modern biological field techniques, field management skills, and interpretive skills to natives, to provide special opportunities and impetus for persons of aboriginal heritage to become employed as rangers, wardens, field technicians, and interpreters
 - c) directing and expanding interpretive programs to give more attention to aboriginal history and presettlement ecology in order to enhance and diversify the visitor's experience
 - d) giving priority to aboriginal names in the official designation of place names
 - e) giving priority to involving local aboriginal persons where thinning of game populations is required.
- When the Saskatchewan River is declared a "heritage river," the designation should include the Saskatchewan River from the fork to Fort a la Corne.
 - Selected significant heritage sites on, and in the vicinity of the James Smith Reserve should be declared of national significance.

NEW APPROACHES

Problem

In the current political atmosphere existing government benevolence will not be sufficient to preserve our valuable heritage.

Discussion

There is a need for a new covenant regarding our heritage resources. Heritage has been left to the benevolence of a

paternalistic state and overworked voluntary organizations. In more affluent times this approach was not altogether unsatisfactory. Government institutions, however, have not been designed to promote heritage concerns. Innovative approaches to heritage concerns are necessary for today's situations.

Action by government must continue to preserve and wisely manage heritage resources. But in addition to existing structures, government efforts should be focused on empowering their constituents to conserve heritage. The role of governments as facilitator is increasingly important. This will necessarily mean continued investment by all levels of government.

Little attention has been given to the true value of heritage conservation. Too often economic studies are used in ways which do not adequately deal with heritage resources. Conservation is viewed as a peripheral luxury item rather than the foundation of direct economic benefits. Recent public opinion polls indicate a much wider support for conservation than previously believed and that people are willing to forego substantial immediate benefits, indeed to pay to see their heritage conserved for sustainable benefits.

Innovative cooperation between government, NGOs, universities, and industry is timely. Each of these organizations can designate heritage areas and accomplish multiple objectives. There is a potential for the advent of institutional "hybrids."

A diversity of heritage areas can achieve goals for a diversity of institutions. An understanding of existing institutional arrangements paired with an organizations goals is essential. For instance, cooperation with Katimavik could result in a heritage youth corps. Isolation between potential collaborators must be met by establishing environmental networks. This will enable organizations to better communicate and work together.

Potential difficulties include:

- isolation between potential collaborators

- organizational unfamiliarity with the benefits of collaboration
- government bureaucratic inexperience with the role of facilitator
- government overinvestment of financial responsibility.

Conservation groups need to develop a systematic approach in identifying and working for specific objectives. A heritage system plan, clearer understanding of the political process, and willingness to be innovative, for example, preserving abandoned railway right-of-ways for remnant flora populations, is necessary.

All persons as individuals and as participants in institutions must rediscover the fact that heritage is their's and everyone's. Heritage belongs to each person and is the responsibility of each person. This must be the incentive to work together to realize the benefits of our heritage. The time for the government/people dichotomy is past. All persons have to be convinced to get involved in sustainable management of the common resource.

Increased involvement of local persons in heritage projects is important. Pseudo-colonial approaches to managing common resources are shredding. For too long national parks and historic sites have been developed and managed in isolation from their context. Preservation of heritage for persons who are distant to the area and with disrespect for local persons' heritage, autonomy, and social and economic well-being has been a problem in the past. Involvement of local persons can increase the success of heritage projects. In part, cooperating associations can inform local publics and create appreciation for heritage conservation. Grassroots involvement requires nourishment from government in the form of financing, education and facilitation. Innovation, communication and cooperation are all dependent upon the establishment and strengthening of heritage networks. Such networks are important for the continuance of heritage appreciation/conservation long after the 1985 assembly meetings.

Heritage/environmental networks are important. Conservationists have not been able to coordinate effectively either with themselves or with the government and industry groups that they have been trying to influence. Environmental networks have shown that by having various conservation groups interact, more can be accomplished. Resources developed by one group are then known and available to all groups. Even so, the networks have not expanded sufficiently to include all the target audiences. Better communication with government and industry will engage environmentally acceptable guidelines. The overriding purpose of the Prairie Provinces caucus is building an awareness of conservation and changing the value system to be more conservation-oriented. Strengthening the networks would be an ideal way of accomplishing this.

Caucus Recommendations

- The funding cuts to Environment Canada are deeply unacceptable to many publics and should be reversed. Cosmetic reversals are not appropriate.
- Government funding and support should be given for the establishment of a prairie heritage/environment network.
- The various small but significant existing heritage projects must be revitalized both for educational and preservation purposes. These include interpretive centres, NGO projects and field research sites.
- There should be continued funding and support for establishment and operation of cooperating associations.
- Governments should support local involvement in heritage appreciation and conservation through education, financing and other forms of facilitation.
- Provincial governments should provide increased funding and create more regionally specific materials for conservation education.
- A national heritage survey and data bank of heritage resources is needed. The survey should include a strong local, that is, grassroots involvement. It should include the interviewing of local historians. The data bank could

be similar to the Canadian Heritage Information Network now being developed for museums across Canada.

- More interpretation and education is needed with respect to heritage resources in order to build support for conservation action.
- All levels of government must be made aware of the economic benefits of conservation. Where data are lacking, comprehensive economic evaluations of conservation, including public opinion polls - not just fiscal evaluation - should be undertaken. This information should be a prerequisite to land use planning, especially where significant heritage resources could be affected.
- Conservation groups must become more active in the political sphere, education (schools and industry), and land use planning. Efforts must be made to expand the networks to include not only the traditional conservation organizations but also educators, industry, and all levels of government.

TOURISM AND THE ECONOMICS OF HERITAGE

Problem

Heritage is largely an unrealized resource that currently has no popular economic caretaker. To what extent could tourism be an economic advocate?

Discussion

Heritage resources have suffered deterioration and destruction as a result of not being recognized as possessing value relative to "economic resources." The provincial and federal governments have verbally, and to some degree financially committed themselves to supporting the growth of the tourist industry. Heritage is a demonstrated tourist resource and as such it is also an economic resource. Challenges in the tourist industry include the need for "destination" images and the underdevelopment of heritage resources. Many heritage attractions are not yet utilized. The long-term viability of certain sectors of the industry is dependent upon the

conservation of significant landscapes along the complete spectrum from undeveloped "wilderness" to "period" landscapes. Tourism could benefit from an advocacy relationship with heritage conservation. Tourism taps into some of the latent economic value of heritage.

The benefits of a tourist industry advocacy for heritage will be greatest if development proceeds with the active maintenance of the value of the heritage resource as a prime consideration. This rules out extensive privatization of park services and facilities. Heritage resources should not be reduced to mere means to monetary ends. The orderly development of heritage resources can be of great benefit to both the cultural and economic sectors of our provinces. However, it is essential that heritage resources be enhanced, not destroyed during the process. Heritage is a capital trust and must be developed hand-in-hand with careful research, planning, interpretation and staffing.

Heritage conservation and development presently proceed in a relatively unstructured environment. Various structures to guide such activity could be worthwhile. A systematic and comprehensive plan for heritage inventory, research and development is important.

Long-term arrangements will be necessary if tourist facilities are to be developed in association with protected areas. Development guidelines and regulations are important, as is an enforcement body. Such a framework could inspire and guide tourism.

A new cooperative approach is needed. All levels of government should work together for heritage concerns. Tourism will supplement, not replace, government responsibility. Collaboration between non-governmental organizations, industry and governments has great potential. Involvement of Canada's aboriginal peoples is important. And all persons, through education and other incentives, should be encouraged to get involved in the active enjoyment and conservation of heritage resources.

Caucus Recommendations

- The provincial and federal governments together should construct a systematic framework within which the development of heritage as a tourist resource could proceed. Development incentives, guidelines, and a regulation enforcement body should be included. The various levels of government should work together in this mutually beneficial project. The result should include presentation of the various alternatives for evaluation to heritage groups and tourism interests.
- Provincial and federal resources should be made available to municipalities and reeves to survey and map heritage resources in their localities. This would open the door for local involvement in the conservation and development of heritage resources in many communities.
- The Saskatchewan Minister of Tourism and Small Business should appoint a member of the heritage community to the Task Force on Tourism.

HUMAN - NATURAL ECOSYSTEM INTERACTION

Problem

Natural ecosystems have been and continue to be dangerously stressed by abuse.

Discussion

The transformation of nature into human goods and services must become ecologically sustainable in the lifetime of existing generations. Human survival requires that development become ecologically sustainable. Heritage resources include not only sites of beauty but also the life-support systems of air, soil, water, forests, fisheries, grasslands, etc. In our development practices we must be certain that we do not sell off our children's inheritance for survival. A global perspective reveals that healthy natural heritage is ultimately valuable and irreplaceable.

Unavoidable dependence upon natural heritage resources requires ecologically sustainable development today.

The overwhelming reality of abused natural heritage is evident in the nearly obliterated native prairie ecosystem. The majority of the northern plains have been converted to agricultural monoculture over the last 100 years. Destruction of native prairie for extremely marginal wheat farming continues as a result of provincial and federal agricultural department incentives. This is resulting in the loss of the remaining remnants of native ecosystem available as natural genetic resources, wildlife habitat and aesthetic heritage.

Agriculturally modified ecosystems are also fast becoming examples of abused natural heritage. An increasingly severe loss of agricultural capacity is being experienced on the prairies due to poor soil management. Terrible soil erosion and loss of organic matters are dangerous symptoms. Prevalent agricultural practices could ultimately lead to the desertification of the prairies.

It is imperative that as institutions and as individuals we become careful stewards of our living resource heritage. This means that natural heritage must be defined in a broader sense so that government conservation institutions, including Parks Canada, perform research and education in the broad sense of conservation as embodied by the World Conservation Strategy and the Bali Declaration.²

Parks Canada also needs to be active in fulfilling its dual conservation mandate. First, it must continue to complete a national parks system which includes representation of all major terrestrial and marine ecosystems in Canada. Establishing a conservation land base is more important than park management. Wilderness areas, self-perpetuating remnants of presettlement ecosystems, must be preserved. Wilderness areas within national parks should have legal standing or similar protection. Certain ecosystems, like the prairie grasslands, will soon be completely destroyed without establishment of a national park.

Widespread and deeply rooted popular support continues to be expressed about the need for the Grasslands National Park. The area proposed for the park has already been shrunk from the originally proposed 900 square miles to the 350 square miles agreed upon in the 1981 Federal-Provincial Park Agreement. The actions of the Saskatchewan government have threatened to shrink this even further. The Saskatchewan government should recognize the widespread support for a park area of 350 square miles, without which the self-perpetuating nature of a grasslands ecosystem will be less certain.

Parks Canada must also continue to maintain the ecological integrity of those parks that have already been established. The continuing pressure on Parks Canada from narrow development interests requires the implementation of a means of quality control in addition to the existing ones, in order to ensure maintenance of the highest quality heritage preservation and management. This is especially true with the intrusion of private development interests. Research is essentially linked to management. There should be ongoing monitoring of national park ecosystems. Permanent research staff should be placed in each national park. Substantial areas of wilderness must continue to be the major component of national parks. National parks management zones should be given legal authority. Regulated boundaries should be necessary for town sites, downhill ski facilities and other resort developments, and transportation corridors in national parks.

Existing legislation does not recognize the need for heritage conservation along a continuum. Existing legislation only allows for heritage protection for the most significant sites. Little attention is paid to the broad range of heritage conservation concerns over larger areas. The native grasslands continue to be looked at as more land to cultivate rather than as the soil and water conservation areas that they are. There is a need for a spectrum of conservation designations which protect everything from prime agricultural land to the most significant "wonders of the world." Ecological reserves, parks and wilderness cannot exist in isolation. They must be buffered by natural and semi-natural landscapes. By adequately protecting prime agricultural lands,

there will be less pressure placed on natural lands for cultivation. Guidance is available in the World Conservation Strategy and the Bali Declaration.

Research programs, inadequate for the last decade, are now facing further cutbacks. Research in biological and sociological fields related to heritage conservation has been declining relative to public demands on the environment. We still do not understand the environment or the way people interact or want to interact with it. Reversing the degradation of environmentally significant areas and the loss of economic productivity will require public research.

Caucus Recommendations

- Additional national park legislation should be passed which would establish legal areas of wilderness within national parks; and would require legal boundaries for town sites, downhill ski facilities and other resort developments, and transportation corridors in national parks.
- The Alberta government is urged to stop all plans and proposals to build the Slave River Dam. The federal government is urged to refuse the destruction of large parts of Wood Buffalo National Park, a World Heritage Site. The National Parks Act must not be changed to allow such violence. This dam would irreversibly damage the Pearce-Athabasca Delta and could shatter the integrity of Canada's priceless national parks system.
- The Saskatchewan government should act to help, and not hinder, the establishment of the Grasslands National Park to a full 350 square miles size without which the self-perpetuating nature of the native ecosystem will be less certain.
- Provincial governments should act to balance the existing dominance of high intensity recreation in provincial parks by placing greater emphasis on the preservation of natural, self-regulating ecosystems and unique or representative landscapes.

- The Saskatchewan government should seriously consider furthering its nomination of the Clearwater as a "heritage river" by designating the surrounding area a "provincial wilderness park."
- The definition of heritage should be broadened to include all air, soil, water and living resources and also developments compatible with their sustainable use.
- Legislation at all levels of government should be reworked to include conservation concerns. The legislation should be consistent with protecting air, land, water and living resources for sustainable development (as per the World Conservation Strategy) and with protection of the most significant heritage resources (consistent with the Bali Declaration). Regional, provincial and federal conservation strategies must be developed. And this legislation should embody means of enforcement.
- Parks Canada should be given the resources to broaden its interpretation and education program into all natural and cultural heritage areas including sustainable resource conservation and use.
- In order to offset the impacts on the environment caused by short-sighted exploitation there should be increases, not cutbacks, in research programs at all government levels which would enhance our ability to protect our heritage and derive the economic benefits from doing so.

ANTIQUITIES

Problem

Archaeological resources are threatened.

Discussion

Presently Canada's valuable and irreplaceable archaeological resources are under stress. The major threat to archaeological heritage in Canada is the result of primary resource exploitation practices. Federal and provincial crown lands are the major source

of primary resources and are also the area crossed by routes transporting these products. Currently, archaeological resources are largely ignored. An additional threat is the activity on military ranges. For example, Suffield in Alberta, Dundurn Saskatchewan, and Spruce Woods in Manitoba all have archaeologically important resources. A third, and particular problem, is the lack of awareness and policy concerning submerged or underwater resources. Two other threats specific to the known archaeological resource sites are: (a) the lack of legislation concerning illegal transport of artifacts across provincial boundaries; and (b) damage caused by tourists.

Currently in Canada, the only relevant pieces of federal legislation are contained within the National Parks Act, 1930; the Historical Sites and Monuments Act, 1953; and certain clauses of Indian Act, 1927. This legislation was passed long before the advent of increased knowledge and concern about heritage and natural resources. Other than this legislation, antiquities protection is a provincial matter. Provincial protection of heritage resources varies considerably among provinces. For instance Saskatchewan's legislation is well-written, with the main difficulty being policing.

Caucus Recommendations

- It is necessary to have effective input by Canadian heritage resource associations to develop legislation that serves scientific as well as cultural and legislative needs (e.g. Canadian Archaeological Association, provincial societies, museums, universities, and so on.
- All federal agencies whose activities impinge, or have the potential to impinge on heritage resources should be required to conduct project impact assessment and mitigation studies.
- All corporations, government agencies and individuals working on federal lands (and/or supported by federal money) should be required to conduct impact assessment and mitigation studies.
- Legislation to deal with illegal interprovincial transport

of heritage resources must be developed and utilized.

- A national research design, not necessarily in Act, but by administrative body in consultation with archaeological offices of federal agencies and provincial agencies should be enacted.
- Guidelines should be developed for evaluating the significance of resources and appropriate mitigation.
- All citizens should have input into future cultural and economic developments, including the incorporation of native people and their concerns into the development of heritage programs.
- Federal antiquities legislation therefore should be developed immediately in order to preserve our ancient heritage.

BUILT ENVIRONMENT

Problem

Heritage buildings and structures are a dwindling resource.

Caucus Recommendations

- Whereas our present tax laws encourage demolition of heritage structures and often the surrounding natural environment, the federal and provincial governments should change the tax system to encompass incentives to rehabilitate existing structures.
- That the National Building Code be amended to provide for the rehabilitation of older buildings with respect for their unique character while providing a satisfactory level of public safety.
- That the federal government take the initiative to involve the general public and the private sector in conservation of urban heritage, both buildings and neighbourhoods of historic and architectural value.
- Specifically, that the federal government eliminate disincentives to heritage property conservation, by:

- a) developing assistance programs with provinces and territories to rehabilitate individual historic buildings and neighbourhoods/districts
- b) continuation of the Canadian Inventory of Historic Buildings (CIHB), which identifies and inventories significant historic resources
- c) establishment of a National Register.

Buildings and neighbourhoods listed on the register would be eligible for federal grant funding for rehabilitation/restoration. Private owners of listed properties would be eligible for tax incentives encouraging rehabilitation and restoration of their properties (modelled after a similar US program).

- That the federal government provide funds for facilitating representation of heritage groups that have an interest in the history, architecture and restoration/recycling potential of historic properties in their communities, for example, Heritage Winnipeg, Inc., Heritage Regina, Manitoba Historical Society.
- That the existing Heritage Property and General Conservation Grant Fund under the administration of the Historic Conservation Section of Saskatchewan, Department of Culture and Recreation be increased from its present budget in order to encourage the proper recording, stabilization, preservation, management and interpretation of Saskatchewan's heritage property in 1985, Saskatchewan Heritage Year.

Findings B: Candidate Conservation Area Nominations

The following are the nominations received by the Prairie Provinces caucus coordinator's office as candidates for heritage site designation. The nominations are listed only; they have not been evaluated. More detailed descriptions of most of the areas nominated are available from the coordinator's office upon request.

ALBERTA³

- Athabasca River (Athabasca to Fort McMurray) - Provincial Significance
- Athabasca Sand Dunes - Richardson Lakeland - Provincial Significance
- Belly River-Oldman River - National or International Significance
- Birch Mountains - Provincial Significance
- Bow River (Bears paw to Blackfoot Indian Reserve) - National or International Significance
- Burnt Timber - Regional Significance
- Chalmers Trail (Fort Assiniboine to Grouard) - Provincial Significance
- Christina River - Regional Significance
- Clearwater River (Saskatchewan border to Fort McMurray) - National Significance
- David Lake/Wainwright - National Significance
- Elbow-Sheep Headwaters - Regional Significance
- Folding Mountain - Regional Significance
- Fort Assiniboine Dunes - Regional Significance
- Kakwa (including the Kakwa River) - Provincial Significance
- Kleskun Hill - National or International Significance
- Kootenay Plains, Banff - National Significance
- Lake Athabasca (North Shore) and Wylie Lake - Provincial Significance
- Lakeland - Provincial Significance
- Leduc No. 1 - Provincial Significance
- Little Fish Lake - National or International Significance
- Lower Red Deer River (Highway 36 to Saskatchewan) - National/ International Significance
- Macleod River (Mercoal to Edson) - Regional Significance
- Marshybank Lake - Provincial Significance
- Milk River - Lost River - National or International Significance
- Mount Yamnuska - Provincial Significance
- Neutral Hills - Provincial Significance
- North Porcupine Hills - Regional Significance
- North Saskatchewan River (Nordegg to Edmonton) - Provincial Significance

- North Shore Lesser Slave Lake - Provincial Significance
- Paine Lake - Beaverdam Lake - Provincial Significance
- Panther Corners - Provincial Significance
- Peace River (Cherry Point to Dunvegan, including Silver Valley) - Provincial Significance
- Plateau Mountain - National or International Significance
- Ram River and its tributaries - Regional Significance
- Ram-White Rabbit - Regional Significance
- Reflex Lakes - Manito Lake - Killarney Lake sand plain - National or International Significance
- Ribstone Marshes - Provincial Significance
- Rumsey - National or International Significance
- Sheppard Creek - Provincial Significance
- Slave River (Lake Athabasca to Great Slave Lake) - National or International Significance
- Sounding Lake - Sunken Lake sand plain - National or International Significance
- South Castle - Provincial Significance
- South Ghost - Regional Significance
- Suffield Military Reserve - South Saskatchewan River - National or International Significance
- Upper Oldman - Provincial Significance
- Upper Red Deer River (Banff National Park to Sundre) - National Significance
- Western Swan Hills - Provincial Significance
- Whaleback and Oldman River (Gap to Maycroft) - National Significance
- White Goat - Regional Significance
- Wild Hay River (Rock Lake to Athabasca River) - Regional Significance
- Writing-on-Stone (Police Coulee) - National or International Significance
- Zama Lake - National or International Significance.

SASKATCHEWAN

- Candle Lake, Homestead Park - Local Significance

- Churchill River System (Sask.-Man.) - National Heritage River Significance
- Cumberland House, 1774 Hudson's Bay Company post - Provincial Significance
- Dunwell School, N.E. corner of S.E. 13-42-6 - Local Significance
- Fort a la Corne, Saskatchewan River valley - National Significance
- Glen Logan P.O., Wilkie - Local Historical Significance
- Gray Mass Burial Site (EcNx-1) - National Prehistoric Significance
- Marr Residence, Saskatoon - Provincial Significance
- Moose Jaw Creek valley lime kilns - Regional Historical Significance
- Nipawin, Regional Cree gathering place "nipawiwini" - National Prehistoric Significance
- Prince Albert - Moose Mountain Nature Trail - Provincial Significance
- Saskatchewan Rivers' Heritage Area - Provincial Significance
- Sturgeon-Weir River - National Heritage River Significance
- Tipperary Creek - Provincial Prehistoric Significance

A Sampling of Prairie Projects

The following are brief introductions to some innovative heritage projects in the prairie provinces. They are included in this report for both interest and inspiration. These specific projects have not been vigorously selected but rather are those creative actions which the participants have drawn to the attention of caucus coordinators.

MILK RIVER CANYON: A GIANT STEP FORWARD

The Milk River Canyon of southeastern Alberta is wild, rugged country - vast rolling grassland cut by deep coulees and badlands. It has a unique geology and biology and is one of the few remaining wild grasslands, a tribute to the management of local ranchers.

One night in March, 1984 people from many different backgrounds went to Lethbridge from all over Alberta to demonstrate how important the Milk River area is to them. The room was packed beyond all expectations of the Alberta Wilderness Areas and Ecological Reserves Advisory Committee, who convened the public forum. Most briefs supported the Milk River becoming Alberta's first ecological reserve and about 200 people left the meeting elated at their "victory."

Another 50 left disgruntled and surly - ranchers, farmers and hunters - people who had lived near the Milk River for years, even generations. Some had protected the area over past decades but they were unhappy with the Ecological Reserves Act. There was little assurance that they would have much say in the area's future. They felt threatened and betrayed - conservationists, and government had ganged up on them. The next day, the local MLA's telephone nearly rang off the wall.

Unhappy with local reactions, and recognizing the value of past local management, the Alberta Wilderness Association asked for, and got, a task force comprised of local citizens and provincial conservationists, with no government members. It was asked to develop a plan to "protect the ecological character of the Milk River Canyon." The task force was comprised of: a local county councillor, two local ranchers, three members of the local Fish and Game Association, an instructor from the University of Lethbridge, a dentist from Lethbridge, a rancher from outside the immediate area, an instructor from Mount Royal College in Calgary, and a representative of the Alberta Wilderness Association (the coordinator for "Heritage for Tomorrow" discussions in Alberta). Many people thought the task force was too heavily slanted towards the local community, given the international significance of the natural features involved.

To the surprise of many, the task force came out with recommendations supporting the establishment of a 72 square kilometre natural area with appropriate regulations and management, including no grazing on a significant portion of the area. The task force also recommended that some non-government group be responsible for overseeing the long-term management of the site. This group would be comprised of local citizens and provincial conservationists. Government response is anticipated soon.

This is an example of how "Heritage for Tomorrow" is changing the way conservationists and others look at themselves and the world around them. Instead of drawing the traditional battle lines, representatives from the Alberta Wilderness Association formed alliances with the local people. This was partly in response to discussions through "Heritage for Tomorrow" which indicated a greater need for involving local communities in the conservation network. The prime candidates deserving protection as natural areas or ecological reserves were well known in Alberta, but mechanisms for achieving protection had been inadequately explored. Group discussions and networking such as "Heritage for Tomorrow" promotes are important elements in expanding conservation horizons.

Communication can work - it should be the first resort, not the last. Conservation networks must extend to the local communities where the areas of interest lie. The rural contribution is not only helpful, it is essential to long-term management. Successes in other areas like the Waterton Lakes National Park Biosphere Reserve, where local ranchers serve on a management committee, show how such arrangements work to the benefit of all parties.

There are still issues to be resolved. Global thinkers should not think less of these people because of their fears. There is a long history of government intimidating and ignoring the local residents. They have amply demonstrated their willingness to cooperate in a conservation framework but they are not yet, nor may they ever be, willing to fully embrace the philosophies of other conservationists. The situation should be allowed to develop at its own pace. For now, the task force has taken a giant step forward,

recommending more protection than was ever thought possible in March, 1984 in Lethbridge.

The situation is now in the hands of the government for a decision. Let us hope government shows as much wisdom as the non-government participants in this ground-breaking endeavour.

RENEWING A RARE ASPEN: PRACTICAL PRESERVATION

Introduction

This is an important example of the value of natural areas as genetic reserves. Such "practical heritage" is valuable for our continuing survival and adaptation to changing circumstances.

Background

Riding Mountain is an isolated "island" of boreal forest in the central Canadian prairie. This boreal forest has evolved following glaciation and the predominant method of natural renewal is fire. Modern fire suppression practices have contributed to forest stands which are predominantly even-aged forests of relatively few species.

Discussion

In 1956, during a forest inventory, the Canadian Forestry Service discovered an unusual trembling aspen clone in Riding Mountain. Growth plot 1452 contained a basal area of 60 to 337 square feet/acre of white spruce and aspen. The aspen value is more than twice the size of 100 year old aspen on the best sites in Ontario and Saskatchewan.

In 1959 two trees in the plot (20 inches d.b.h. and 90 feet tall) were determined to have an extra set of chromosomes in each cell. Since triploid aspen clones are rare in nature they are worthy of preservation for the benefit of all Canadians, potentially for pulp-wood production.

Due to the lack of major disturbances, the clone is declining. It is now approximately 150 years old (suggested Manitoba Forest Inventory rotation age 60 years), shrub vegetation has increased and is inhibiting suckering and the clone will likely soon disappear.

This proposal is aimed towards the rejuvenation and preservation of this rare triploid clone. It is particularly consistent with Parks Canada National Park System Policies 2.4.1, 3.2.1., 3.2.3 (iv) (v) (vii), 3.2.4 and 3.2.6.

Project

The Canadian Institute of Forestry, Manitoba Section in cooperation with Parks Canada - Heritage for Tomorrow Program has initiated a project to create an opening of less than one acre in this clone to stimulate regeneration by suckering. It is proposed that the patch will be fenced to prevent animal browse damage. An area of 0.12 ha surrounding the inner fenced patch will be completely brushed. A selective cut of large trees will be performed within 30 metres of the enclosure on the north, east and west sides to prevent fence damage. To the south the selective cut area will be enlarged to maximize the hours of solar radiation falling on the plot.

MANITOBA HERITAGE FEDERATION:- NETWORKING IN ACTION

Introduction

January 26, 1985 marked the founding of the Manitoba Heritage Federation. The Federation provides the opportunity for the nearly 300 associations with a common interest in Manitoba's heritage to coordinate their efforts. The Federation provides a focal point for heritage matters of provincial and local interest. It includes the following disciplines: archaeology, archives, environmental concerns, genealogy, history, historical architecture and museology.

Discussion

The purpose of the Federation is to provide a focal point

regarding heritage for provincial and local interests. The Federation will bring together associations and individuals with a common interest in Manitoba's heritage. The Federation will provide a forum for wider views, creating a sharing of knowledge, resource information and energies.

The Federation's objectives are:

- to promote, encourage, develop and preserve heritage in Manitoba
- to promote, encourage and support public interest in heritage in Manitoba
- to receive and raise funds for the promotion, encouragement, development, and preservation of heritage in Manitoba, and ensure a fair and equitable distribution of the funds received
- to encourage and provide assistance to individuals and organized bodies whose aims are directed towards heritage in Manitoba
- to coordinate projects of common interest, including administration, research, and communications relating to heritage in Manitoba

Support for establishing and maintaining networks such as the Manitoba Heritage Federation is important for achieving a positive political climate for heritage conservation/appreciation.

FORT A LA CORNE PARK: A HERITAGE VENTURE

Introduction

An outstanding venture in fostering the appreciation and conservation of aboriginal peoples heritage is developing in central Saskatchewan. The James Smith Reserve has initiated plans to develop Fort a la Corne Park, an innovative project designed to provide a wide range of cultural, educational and recreational activities for tourists, schools groups, and local and district

residents. Nine square miles of reserve land adjacent to the Saskatchewan River have been set aside for the project.

Discussion

The goals of Fort a la Corne Park are:

- to establish Fort a la Corne - a Canadian Indian Cultural centre and institute for the performing arts - to depict and interpret the history, culture and lifestyle of Indian nations across Canada
- to establish a historic park of national and international status to conserve and interpret the cultural resources of the area
- to establish a viable tourist industry on the reserve
- to expand the economic base of the reserve, providing training and full-time and seasonal employment.

The historic park will include prehistoric components, in addition to those relating to the fur trade, exploration, and early missions and settlement. Archaeological findings will play an important part in both research and interpretation. Because of the importance of over a dozen historic sites on or adjacent to the reserve, the area has national and international significance as well as provincial. Although interpretation at the park will be objective, it will include the Indian perspective that is missing at most heritage facilities.

A great deal of interest and enthusiasm toward this project has been voiced by all levels of government, including those ministries concerned with parks, tourism, and universities. Support and interest also exists in the private sector among travel and tour agencies. Many top-notch resource people have also expressed interest in the project, especially in the areas of planning, archaeology, history and environmental conservation.

SASKAIRIE: ENVIRONMENTAL EDUCATION CENTRE

Introduction

Saskairie is an outdoor environmental centre situated on the southern slopes of Moose Mountain near Arcola, Saskatchewan. It is a place where students and teachers can live, work and learn together in harmony with nature. It is being designed primarily for use by students from grades 5 to 12, although it is appropriate for use by university and many other groups.

Discussion

Four hundred and eighty acres of varied terrain - lakes, forests, hills, prairie and agricultural lands - have been acquired for Saskairie. The main site is adjacent to the southern boundary of Moose Mountain Provincial Park, thereby making the semi-wilderness resources of the park readily available to groups at Saskairie. Indian cultural programs are being developed in cooperation with resource persons from the adjacent White Bear Reserve.

Winterized facilities to accommodate up to 32 persons are now available, as well as two tenting sites.

Saskairie is being developed by the Prairie Lore and Living Society, a charitable non-profit organization dedicated to promoting outdoor and environmental education in Saskatchewan. It is independent in nature and not affiliated with any organization, school board or government.

UNIVERSITY FIELD RESEARCH STATIONS: FOR TOMORROW

Introduction

The prairie provinces have a number of university field research stations established for the pursuit of studies in natural science. The existence of most is unknown outside this small circle of users. Many are now experiencing serious challenges.

Discussion

Field research stations have been faced with two opposing problems in recent years. Scientists are becoming increasingly aware of the importance and value of established field stations for maintaining established study sites, conducting long-term research and having access to complementary long-term data bases. However, the financial constraints of recent times have stressed most field facilities severely.

These research stations will not only maintain but in fact increase in value as natural ecosystems, models of health and efficiency, become drastically scarcer. It is the intent of the Prairie caucus to draw attention to the valuable role universities can continue to play in maintaining their field research stations for all citizens of the globe. The universities of the prairie provinces are to be commended and encouraged in this role as caretakers of our common heritage.

Examples

Delta Marsh. Location: on the southern shore of Lake Manitoba, Manitoba - 28 km north of Portage la Prairie. Affiliation: University of Manitoba.

The station is on 929 ha leased from the province. Total accommodation for 60. Facilities include 10 research labs for two to six persons, two teaching labs with seating for 20, and Environment Canada meteorological station, herbarium and library.

Habitat: Delta Marsh is a 15000 ha, highly productive, eutrophic marsh. Habitats are diverse, shallow, open bays, isolated potholes, drainage sloughs, channels, emergent marsh and wet meadow, forested ridge separating the marsh from Lake Manitoba, sand dunes, nearby deciduous woodlots, aspen bluffs, prairie, abandoned and active farmland.

Taiga Biological Station. Location: 260 km northwest of

Winnipeg, East of Lake Winnipeg. Affiliation: University of Manitoba.

The station is on 9000 ha. There is accommodation for up to 13 in a bunkhouse and director's cabin. There is a lab/kitchen building, workshop, washhouse, storage facility, and equipment includes microscopes, balance, canoes, outboard motors, snowmobiles and sleds, radiotelemetry equipment.

Habitat: Northern coniferous forest; rocky ridges, bogs, major burn area.

Cypress Hills Biology Field Station. Location: in the west block of the Cypress Hills, Saskatchewan. Affiliation: University of Regina.

Located on 259 ha of leased land. There are six bedrooms, providing accommodation for 12, a kitchen/dining room, lab/lecture room and bathrooms. The University of Regina also leased a study plot from the Saskatchewan government at Strawberry Lakes, southeast of Regina, in a swampy area within aspen parkland, containing members of eastern, western and north biota.

Habitat: Coniferous forest/grassland. Flat, grassy benches, pure and mixed stands of conifers, some deciduous stands, lodgepole pine, aspen woodland, Alberta spruce forest, fescue grassland at higher elevations, northern wheatgrass/speargrass mixed prairie at lower elevations.

Matador Grassland Field Station. Location: North side of the South Saskatchewan River 48 km north of Swift Current, Saskatchewan. Affiliation: University of Saskatchewan.

The station is on three fenced sections of native grassland, with access to adjacent pastureland and cropland. There are nine buildings, including dormitories with accommodation for 20, 300 square metre labs, kitchen/dining room, administration/recreation building, garage, storage.

Habitat: On brown soil zone of Sceptre heavy clay, unspoiled, productive, native grasslands. This is probably the best documented grassland ecosystem in North America.

George Lake Field Station. Location: 16 km west of Bugsby, Alberta, 65 km west of Edmonton. Affiliation: University of Alberta, Department of Entomology.

The field site consists of 259 ha of densely forested land and lakes. Access to lake via two hectare plot leased from County of Barrhead. Building site on two hectare plot purchased in 1970. Facilities include laboratory and living quarters for up to eight persons, a meteorological building, storage building with freezers, refrigerators, incubators, and microscopes.

Habitat: Southern edge of boreal mixed forest subzone. Fire is an important feature of this zone. Lake access, bogs, sedge meadows, varied forest types ranging from poplar/birch/willow to spruce stands.

NOTES

1. World Conservation Strategy, Living Resource Conservation for Sustainable Development was prepared by the International Union for Conservation of Nature and Natural Resources (IUCN) in 1980 with the advice, cooperation and financial assistance of the United Nations Environment Programme (UNEP) and the World Wildlife Fund (WWF).
2. J.A. McNeely and K.R. Miller, editors, National Parks, Conservation, and Development, The Role of Protected Areas in Sustaining Society (Washington, D.C: Smithsonian Institution Press, 1984) p. xi.
3. For a fuller account see "Wilderness in Alberta, The Need is Now. A Status Report on Wilderness in Alberta" by the Alberta Wilderness Association in Volume 3 of these Proceedings.

Appendix I Heritage Values Bibliography¹

Compiling a list of required and supplementary readings on the subject, "mankind and nature" is chronically difficult not for want of material but rather deciding what to exclude. Philosophy in its most general form has always concerned itself with knowledge of natural and cultural things in the worlds. By definition many of the great works of philosophy pertain directly to the study at hand. The following readings have been selected for their relevance to contemporary problems in the relationship between mankind and nature. Their selection is eclectic to say the least. They range over a multitude of subjects, but together provide a great number of openings to new and existing concepts.

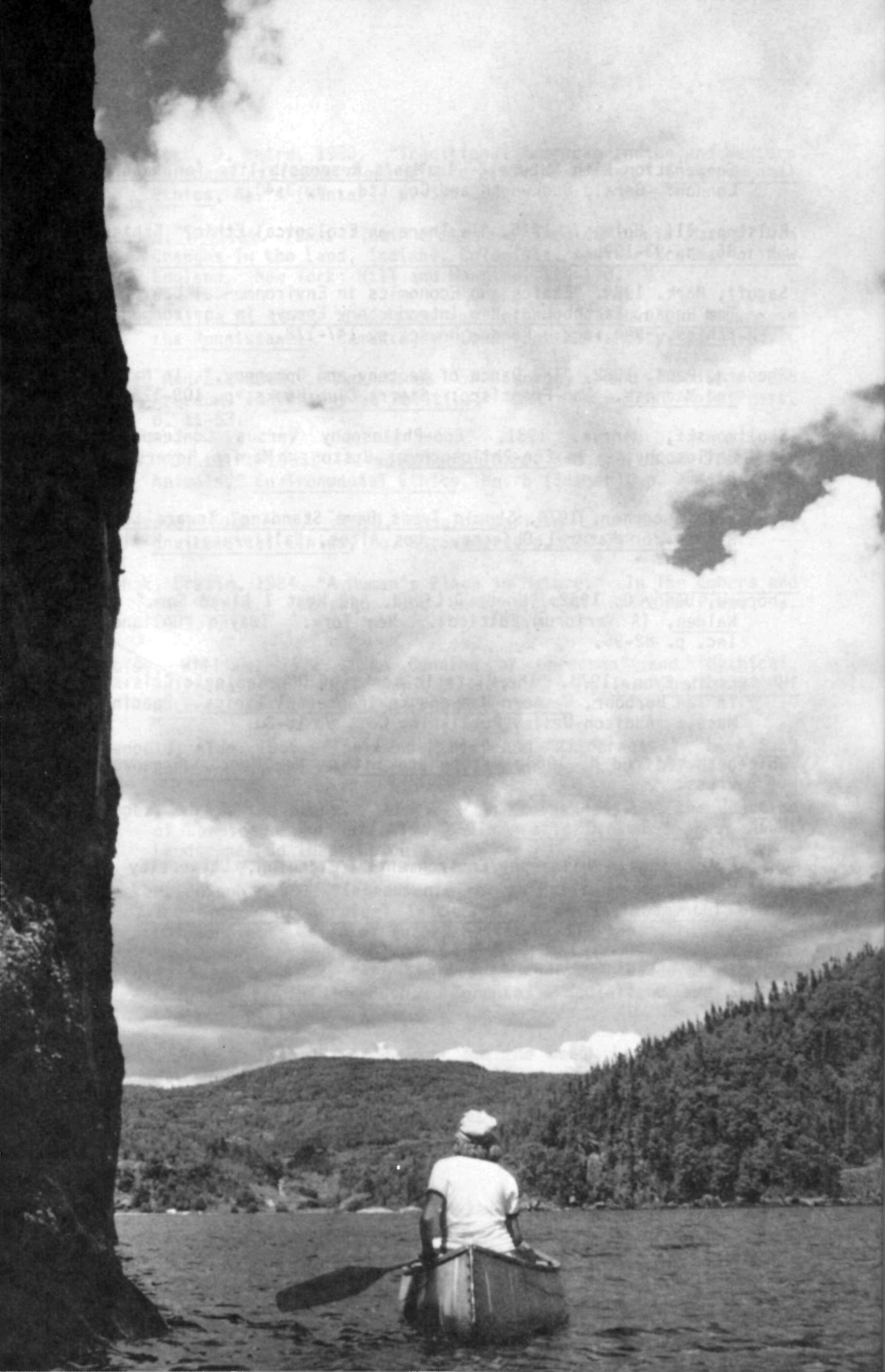
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NOTE

1. Eric Higgs, Philosophy/Environmental Planning, University of Waterloo.



From Taiga to Toronto Ontario Caucus Report

Donald W. Huff, Coordinator

Table of Contents

	<u>Page</u>
ACKNOWLEDGEMENTS	367
INTRODUCTION	368
GIVENS OF THE ONTARIO CAUCUS	371
ONTARIO INITIATIVES	373
HERITAGE FOR TOMORROW: ONTARIO CLIMATE	374
SPECIFIC CONCERNS OF THE ONTARIO CAUCUS	380
OTHER CONCERNS OF THE ONTARIO CAUCUS	382
CONCLUSIONS	385
BIBLIOGRAPHY	386
APPENDIX I: MEMBERSHIP OF STEERING COMMITTEE	388
APPENDIX II: NORTHERN MEETINGS: NOTES	389
Notes from the Kenora Meeting	389
Notes from the Sudbury Meeting	390
APPENDIX III: DISCUSSION NOTES, ONTARIO CAUCUS WORKSHOPS, TORONTO, NOVEMBER 8, 1984	391
Marine Parks	391
Can Parks be all Things to all People?	394
APPENDIX IV: PAPERS PRESENTED TO THE CAUCUS	396
<i>Remarks for Futures Planning Meeting</i>	
Dorothy Duncan	397
Your Wilderness Experience is my Home	
Wally McKay	402
Proposal Regarding Woodland Caribou	
Wilderness Park	
Roger Liddle	406
Park Issues of the Future	
John Alan Lee	410
What are the Park Issues of the Future?	
George Priddle	414
National Park Issues in the Future	
Lance Males	419
APPENDIX V: PROJECT FOR ENVIRONMENTAL PRIORITIES QUESTIONNAIRE	423

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Donald W. Huff,
Ontario Caucus Coordinator

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Ontario Caucus Chairman

Introduction

The province of Ontario, perhaps more than any other province, has benefited from the conservation legacy that commenced with the establishment of Banff National Park in 1885. The federal government order that withdrew lands for Banff clearly gave rise to the notion that spectacular, scenic and important wilderness landscapes and conservation lands should be preserved for the enjoyment, appreciation and welfare of future generations. Our forefathers in Ontario are to be commended for seizing this federal initiative and working diligently on the development of an impressive system of heritage lands and sites in Ontario.

Indeed this tradition has been maintained and enhanced by the establishment of 155 new provincial parks in 1983 and the proclamation of the Niagara Escarpment Plan early this summer, though this latter action by the former Conservative government in Ontario must be considered in the context that 26 years have elapsed since the idea was first presented by the Federation of Ontario Naturalists and the Bruce Trail Association.

The diversity of conservation lands is apparent in Table 1 (Eagles 1984). Opportunities to instill an awareness of our environment and heritage are perhaps best represented by national and provincial parks, historic sites and other conservation areas. It is disturbing, however, that Ontario, which has incorporated a sophisticated range of heritage protection vehicles, lags behind the nation and many provinces in such matters as "average park area per person" (Table 2).

While these shortfalls are partially explained by the existence of large tracts of Western Canada that form the early national parks, it is indicative of the challenges inherent in the establishment of parks and protected areas in regions of high populations such as Southern Ontario, or Northern Ontario with the attendant competition for resources. Though perhaps less obvious in Ontario than in other regions of Canada, the difficulties associated

TABLE 1
PARKLAND STATISTICS FOR ONTARIO

Program	Number of Parks	Total area in hectares	Total Visitation
Provincial Wilderness			
National Parks	4	191,171	811,354
National Historic Parks	8	405	419,786
National Wildlife Areas	10	5,055	unknown
Provincial Parks	136	5,475,728	5,948,528
Provincial Park Reserves	197	790,052	unknown
Provincial Historic Parks	6	340	773,434
Provincial Wilderness Areas	39	61,709	unknown
Niagara Parks Commission	1 (linear)	1,148	3,202,692
St. Lawrence Parks Commission	20	1,192	2,353,229
Conservation Areas	303	36,915	4,250,000
Conservation Area Reserves	-	53,414	unknown
Provincial Wildlife Management Areas	41	29,973	unpublished
Totals	568	5,857,050	17,759,023
Total with Provincial Park Reserves	675	6,647,102	unpublished

Source: Eagles 1984, p. 3.

TABLE 2
GENERAL ONTARIO AND CANADIAN STATISTICS

Total Area of Ontario	106,817,500 hectares
Ontario as a percent of Total Canadian Area	10.71%
Ontario Population	8,264,465 people
Ontario Population as a percent of Total Canadian Population	35.94%
Hectares/Person in Ontario	12.92 hectares
Hectares/Person in Canada	43.37 hectares
Total Park Area in Ontario	6,647,102 hectares
Ontario Park Area as a percent of Total Ontario Provincial Area	6.22%
Average Park Area per person in Ontario	.80 hectares
Average Park Area per person in Quebec	1.45 hectares
Average Park Area per person in British Columbia	2.02 hectares
Average Park Area per person in Alberta	3.25 hectares
Average Canadian Park Area per person	1.45 hectares

Source: Eagles 1984, p. 4

with land transfer from provincial to federal ownership are of some consequence.

The centennial of the establishment of Banff National Park provides a rare opportunity to review this legacy in Ontario. It was for this reason that the Ontario caucus of the Canadian Assembly Project was formed. As described in the agreement between Parks Canada and Reid Crowther - the Project Manager - the caucus role was to discuss and review issues, policies and areas related to parks and protected areas. It became immediately apparent that in the context of a "grassroots" public consultation exercise, many of these topics and issues had been addressed exhaustively in the Ontario Ministry of Natural Resources Strategic Land Use Planning (SLUP) exercise. The Ontario caucus therefore proceeded to concentrate on identifying the park issues of the future in Ontario.

The Strategic Land Use Planning exercise was a government action prompted in part by the challenges of ever increasing pressure on provincial crown land. The size and concentration of Ontario's population and the pressure of non-renewable extractive industries all combine to place tremendous pressure on crown land development in Ontario. The SLUP program involved an extensive public review with the focus on the establishment of a proposed 245 new provincial parks (under SLUP). In a companion document to this report, Heather Cook examines public input to this process (see Volume 3, these Proceedings).

Givens of the Ontario Caucus

In accordance with the policy of the Canadian Assembly Project (CAP), the Ontario caucus included representatives from a wide range of park and heritage interest groups (see Appendix I). Input to the Ontario caucus was from a wider range of interests than is evident in the composition of the Steering Committee. Efforts to incorporate such groups as the Tourism Industry Association of Canada and forestry interests were rebuffed, although cooperation did occur with the Northern Ontario Tourist Outfitters Association.

At the outset the Steering Committee prepared a general list of principles deemed acceptable to members of the committee. These "givens" formed the foundation of the Ontario caucus and served as a starting point for discussion of "Heritage for Tomorrow" in Ontario. The list stated:

- that there is a place in our society for publicly-owned resources
- that it is the responsibility of the government to protect endangered species
- that it is the responsibility of the government to protect species whose survival is of concern
- that the protection of land resources should be on a continuous or graded basis, for example, from heavy to minimal use
- in the context of the preceding point, there is a place for restricted access for purposes of protection of the environment
- multiple use of protected areas and resources is acceptable but only in the less environmentally sensitive areas
- a parks system in Ontario and Canada should be established.

The legacy of the Strategic Land Use Planning Process and its attendant differences in opinions and expectations by the different groups, combined with philosophical differences among Steering Committee members - on such issues as non-conforming use of wilderness parks, pressure for motorized water craft in Quetico and other northern parks, and hunting within the proposed Bruce Peninsula National Park - made adoption of these "givens" a necessity and an accomplishment.

Ontario Initiatives

With respect to parks and other protected areas, Ontario has achieved a number of notable successes. The development of the Ontario Provincial Parks Policy (the "Blue Book") in 1978 provided one of the finest available park management frameworks. Ontario also has a Provincial Parks Act which when established in 1954 was exceptional in comparative terms. However, the Act now needs to be carefully re-examined. Six principles articulated by Swaigen (1978-1982) merit consideration:

- the principles to which the managers of parkland are committed must be clearly articulated and available to the public
- to be effective in creating effective countervailing pressure to destructive pressures, these principles must be reduced to a form which will have a high degree of moral persuasion and permanence
- decisions affecting the planning and management of parkland or its loss must be subjected as a matter of right to public participation and scrutiny
- the onus of proving the necessity of their actions must be shifted from those who wish to preserve parkland to those who wish to destroy it
- those public bodies charged with holding and managing parkland must have a duty to preserve it
- this duty must be enforceable by any member of the public.

Other notable advances in Ontario have been the adoption of the Niagara Escarpment Plan which protects the world famous Bruce Trail and the land base of the Niagara Escarpment. Progress also has been made on the introduction to regulation of the 155 new "paper" provincial parks.

In a less definitive vein there has been a resurgence of interest in "environmentalism" as it pertains to the political arena. This was most apparent during the spring 1984 provincial

election when the media repeatedly reinforced the idea that a lack of sensitivity to environmental-related concerns was critical to the defeat of the provincial Progressive Conservative government (see Appendix V).

Amicable relations between Ottawa and Toronto have eased the establishment of Pukaskwa National Park and produced an agreement to examine the possibility of establishing the Bruce Peninsula National Park.

The provincial parks system in Ontario, like the national parks system both in Canada and Ontario, remains incomplete. The only active national park proposal is on the Bruce Peninsula. An important question is readily evident: how to complete the national parks and the provincial parks system in Ontario? The recently announced provincial "paper" parks do not provide "representativeness" of the natural regions, principally because of the allowance of uses which do not conform to provincial parks policy and the concept of wilderness.

The completion of a "representative" system of parks in Ontario will require the development of joint approaches to parks establishment and management at a combined federal and provincial level. This will require further examination of legislative, personnel, and financial commitment to such a process.

Heritage for Tomorrow: Ontario Climate

It is not inappropriate for Ontario to be very concerned about Heritage for Tomorrow. Remember that there is tremendous pressure exerted on land, water, and the historic built environment in Ontario. Ontario as a result of its large size and varied geography, faces the spectrum of land use issues common to cities, farms and forests.

The Ontario government is not averse to implementing cutbacks resulting in the reduction of personnel and programs in the environment field. Witness the dissolution of the Ontario Ministry

of Natural Resources (OMNR) park planning section with its personnel being transferred to the development section. The OMNR has already closed campgrounds, and is exploring the opportunities provided by privatization, having contracted out operations in 18 parks.

The Canadian Assembly Project has become more timely as events move forward. The federal and provincial governments of this country have reduced their financial commitment to heritage resources, and perhaps more subtly, their political commitment. The heritage issue of the future may well be that there will not be any expansion of programs, and only concerns about management issues and maintenance of the system. Hopefully, this is an overstatement of the case.

Half-way through the caucus procedure, the federal government imposed financial cuts on Environment Canada, and predicted more of the same. This must be considered in the context of a third party audit of Parks Canada in 1983 that concluded a \$50 million boost to its \$300 million annual budget was necessary, just to operate and maintain the existing system. In a perverse manner the budget cost may well have been advantageous to the assembly process, forcing participants to realize both the speed and manner in which change can occur. It would be impossible to measure precisely the negative and positive impacts of these actions, though reductions in personnel and services clearly would appear to be a retrograde step. However, the transparent folly of some program cuts should encourage the public to question and "watch-dog" the government's commitment to the environment. Though the public generally appears ill-informed on heritage issues beyond the horizons of its local area, perhaps the cuts will provide the incentive to pay more attention to government activities, problems and programs.

As public meeting input and questionnaires were analyzed, the obvious lack of public awareness of the broad range of concerns considered to be "heritage" became both an unofficial focus of and challenge to the Ontario caucus. Culpability for the low level of public awareness of heritage issues is difficult to assign to any one area or group. It may be a flaw in the school system, government agencies whose interpretation and educational programs

reach only a small portion of the public, or the media which practically enough must consider the need for a "story" and with rare exceptions do not regularly assign individuals to an "environment/conservation" beat. Until the values and benefits of heritage protection and conservation can be ingrained in the public's psyche to an extent parallel to that found in northwestern European nations (see Pritchard 1985), the hope of having a groundswell of support for "Heritage for Tomorrow" is bleak.

The Ontario caucus dealt with the concept of "Heritage for Tomorrow" at a variety of levels. Briefs were submitted by Steering Committee members outlining their personal concerns. Questionnaires were distributed, and the results used to identify general themes that concerned Ontario citizens about heritage issues. The Ontario caucus held public meetings in Kenora, Sudbury and Toronto, and cooperated with the Ontario Historical Society Heritage Workshop series (North Bay Nugget, April 30, 1984, p. 13). The Kenora and Sudbury meetings - the locations of which were suggested by the Northern Ontario Tourist Operators Association representative on the caucus Steering Committee - were organized in such a manner that regional points of concern became quite apparent. The Toronto meeting consisted of presentations by a range of speakers, and four workshops which discussed such topics as "legislating wilderness" and "can parks be all things to all people?"

During the caucus process it became evident that apathy towards the concept of "Heritage for Tomorrow" was quite pervasive. Associated with this was a lack of understanding of or consensus on the meaning of "heritage." This statement must be carefully examined from a number of viewpoints. Is the apathy due to a lack of awareness and interest, or a population which refuses to make efforts and explore new ideas? Or does the use of the term "heritage conservation" still confuse individuals when it is associated with both the built and natural environment (in the manner of the Canadian Assembly)? In Ontario the term "heritage" is most often associated with the "built" environment. This semantic problem was a stumbling block to people trying to understand both the assembly and caucus objectives and process. A more cynical perspective regarding the "apathy" would be that the "general

public" does not care or is not interested in the concept of heritage conservation.

This statement is undermined by the interest shown in specific i.e., local) areas involving parks, protected areas and the built environment, and clearly demonstrated by the Ontario Historical Society workshops and returned questionnaires.

Lack of overwhelming support does not suggest that the "good fight" should be abandoned, but suggests existing strategies be reassessed. Rather than this assembly focussing solely on issues of the future, it must consider issues in the context of caucus experiences. It must be realized that successful implementation will be more difficult than the formulation of any resolutions resulting from the Banff Assembly in September, 1985.

National parks are experiencing a return to an earlier theme - or better stated - an incremental closing of a circle. Any observer of early national parks establishment in Canada would agree that close connections existed between the parks and railroad companies, notably the Canadian Pacific Railway. We are currently at a stage where for a number of reasons an almost imperceptible return to this era may be occurring. This centennial is an excellent opportunity to examine the direction Parks Canada is planning to take with respect to tourism and development in national parks.

The erosion of the concept that parks are good in and of themselves has become apparent in the increased levels of marketing and promotion national parks are receiving as destinations. On a more subtle level the privatization of provincial parks in various parts of Canada and rumours of national parks privatization go hand-in-hand with "economic" arguments, and citing cost efficiency downplays the concept of parks as the public's trust; that trust which government has been given as a manager for the future. The stakes are high and careful consideration of the effects of commercialization, whether blatant or latent, should be considered, not only from an economic perspective, but also from social and philosophical perspectives. The question of whether "nature exists

for use to franchise" might be an interesting starting point for this discussion.

In Ontario, increasing pressure on both the natural and built heritage from development, resource exploitation, and recreation activities has intensified the need to examine these activities in the 1980s. Though numerous examples exist of government initiatives in these fields, there is a large gulf between creating policy and programs, and making them work. It is a fact of political life in Canada that even the "best" planning processes are often affected by political will and ministerial intervention. Though it is evident that a "science" or "art" associated with parks and protected areas is slowly evolving, often we do not consider the very real political aspects of park creation/establishment and retention. An example is the events surrounding the recent creation of Mingan Islands National Park, Quebec.

When examined in the cold hard light of day, most activities associated with parks are political. And as such, for the parks and protected areas' sake, perhaps it is wrong that politicians are involved. Most everyone involved in the Canadian Assembly will agree that with parks having both employment and financial component - which are often used to some political end - the original aims and objectives of some parks become subverted to realize much shorter-term goals. Until the public - and not just those who are park-literate - becomes aware that parks have values, and not just costs, it will be difficult to transcend the political cycle.

If the intent of parks and protected areas is being eroded from within, how can the government expect manifestations of support from the public and conservation groups? If the public:

- cannot identify the difference between national and provincial parks
- recognize that in Ontario a continuum of parks exists (wilderness, natural environment, waterway, historical, nature reserves and recreation)

- appreciate that each park is different from the rest by more than the fact of its location

we cannot hope to have a great deal of support for parks in the future. Education of the public about parks, protected areas, and heritage resources is essential if we hope to make any progress in the future. Witness the level of public outcry with respect to the budget cuts in November 1984. The volume of complaints should have been much larger, and for all intents and purposes, this signals to politicians that the majority of people are not interested, and perhaps not concerned.

No doubt Parks Canada is in a difficult position. It has restricted funds and a commitment to system planning. In a perfect world the caucus would suggest that Parks Canada implement its plan immediately, resulting in large environmental and economic gains. Environmental gains would occur because a complete representative system of parks would be in place, allowing Parks Canada personnel to manage rather than negotiate. Economically gains would occur because it is unlikely land will ever be more available and any less expensive. However, it is not a perfect world and Parks Canada is on the horns of a dilemma. Traditional government funding is less than plentiful. Large gaps exist in the terrestrial system plan - the marine system plan is still in its infancy.

The Government of Canada's enforced fiscal frugidity on Parks Canada will have serious negative effects on heritage conservation both in this country and elsewhere. In the past a sizeable number of Environment Canada personnel have been directly or indirectly involved in heritage preservation programs around the globe. One cannot ignore the number of professionals in this country who have had their education, experience and employment assisted by Parks Canada. Will this relationship continue to occur? Parks Canada is faced with a number of difficult choices, many of which are unpalatable to people who are concerned enough about the issues to attend the Banff assembly.

Some of the issues must be addressed and are fundamental to establishing the direction of Parks Canada in the future.

Specific Concerns of the Ontario Caucus

With respect to specific concerns of the Ontario caucus, it is suggested the following issues be considered although not necessarily in the order in which they are listed.

- The necessity of reviewing the Ontario Heritage Act of 1974. The importance of this issue is reflected in the joint committee that has been struck by the Ontario Archaeology Society and the Ontario Historical Society. Of particular concern is the inadequacy of the Act to protect archaeological sites, and the fact that government-owned buildings are excluded from this Act (pers. comm. D. Duncan).
- The Ontario Provincial Parks Act is outdated and should be reviewed (see Eagles 1984). Dr. Eagles offers 28 specific recommendations, which should be considered during the discussion of what is appropriate within a revised OPPA.
- Completion of a nature reserve system in Ontario. It is of interest to note that although the proposed Nature Reserve parks in the Monzon Report totalled 1,391,471 (+) hectares, the recommended area was reduced to 97,093 ha in the District Land Use Guidelines, a reduction of 93 percent (Cook 1984). Until the earth and life science resources surveys in the 149 recommended parks are completed, however, the discussion of the issue can only be based on opinion.
- In March 1982 the Monzon Report identified 245 candidate parks. The Hon. Alan Pope, Minister of Natural Resources in June 1983, announced that 155 new parks had been recommended through the Strategic Land Use Program (SLUP), and six were put into regulation immediately. Although the Minister had promised regulations on the remaining 149 "paper parks" by June 1985, there has been little indication of this happening.
 - The MNR should formulate and release a timetable for master/management planning for the five new wilderness

- parks. To date Woodland Caribou Park, north of Kenora and west of Red Lake, is the only one in process.
- Interim management guidelines should be released detailing park management objectives and park values for each of the 149 (new series) non-wilderness parks.
 - Increased information should be made available on the park selection system, notably why some parks from the original 245 were rejected, especially when some like the Aulneau Peninsula appeared to be a clear choice.
 - In future, emphasis on conservation in the built environment should be concentrated on smaller local projects and industrial sites (e.g., Don Valley Brickyards) and cultural landscapes rather than the larger fortifications.
 - The proposed Bruce Peninsula National Park should be considered in the context of both Terrestrial System Planning and the draft Marine Park Policy.
 - The Parks Canada draft National Marine Park Policy historic and habitat protection component be further strengthened and emphasized.
 - Marine archaeology licensing in Ontario should be supervised and documented at least in the same manner as all other archaeological investigations, although allusion has been made to the Ontario Heritage Act's weaknesses.
 - There is need for establishment of a framework for the continual training, upgrading and professional development of all park and protected area personnel. This goes beyond the traditional idea of formal education, and refers to courses and upgrading for practitioners, including individuals meeting the public, not just planners.
 - A higher level of monitoring and assessment of park resources and operations should be in place. A consistent bank of information which would be compatible with a wide range of protected area sites would be a valuable management tool. This is particularly relevant if the park as a "baseline" for the ecological information concept is to become more valid and accepted.
 - Increased attention is required to the needs of the handicapped population and suitable service delivery in parks and protected areas.

- There is a need for the completion of plans for all units in the various protected area systems. The Canadian public should be able to expect government to justify its actions explicitly. Park plans are one method of doing this.
- Resource inventories of parks and protected areas in Ontario should include historic and archaeological features, as well as natural ones.
- Management plans must include cultural resource management.
- New strategies for the preservation of heritage buildings, parks and protected areas should be developed to replace the traditional method of fee simple acquisition by government.
- This is not a replacement of government responsibility, but rather a supplement to it. Furthermore, heritage protection without government acquisition, but involving the assistance of private owners through grants and tax benefits, must be developed further.
- Park client groups must be better informed and encouraged to improve their presentation and negotiation skills. Government also must provide better access to information and provide appropriate forums for discussion.
- A distribution system and funding program should be developed to facilitate the circulation of publications, reports and documents produced by heritage-oriented non-government agencies (NGOs) with small or non-existent budgets for this type of activity. This would enhance the existing positive contribution of the NGOs.

Other Concerns of the Ontario Caucus

Political and economic influences will combine to see significant future organizational changes in provincial and national parks programs. These changes will impact upon both the effectiveness and efficiency of future parks operation and program delivery. The following is a list of predicted organizational challenges.

- There will be a greater centralization of management. Functions will become increasingly consolidated, more "top

down" management, all under the guise of administrative streamlining.

- Emphasis will be placed on future-oriented planning. As available funding shrinks, the ability of management to predict trends and make organizational changes quickly to take advantage of the situation will become increasingly more valuable.
- The promotion of corporate image, and increased profit of programs, will gain importance. Competition by divisions within government for funding will encourage this. To secure funds and protect the status of programs, efforts to increase profits and enhance the perceived importance of programs will become more important. It is not unreasonable to predict that this will be accompanied by a proportionally large share of program budgets being used for self-promotion. The National Parks Centennial and the increase in the Ontario Ministry of Natural Resources public relations staff over the past few years are both good indicators of this trend.
- Increased use of volunteers and cooperating associations. Though there are obvious benefits to both the agencies and individuals involved, the implications of this development, and professionalism in parks and protected areas staff, is worthy of discussion.
- Increased interaction between public park agencies and the private sector. Though it is obvious there are financial reasons for this development, the concept also has a philosophical component. The implications of this cooperation, and the attendant organizational changes, go beyond the short-term politics which encourage these actions.
- Normalization of parks. Visitor use of parks will increase. As such there will be increased pressure to remove the "sanctuary" concept surrounding parks. As land available for recreation activities traditionally considered inappropriate for park lands - outpost camps, hunting, trapping - becomes more restricted, the call to include these uses in the parks system will become more vocal.

"Purist" users will be challenged as never before to both identify and justify their needs.

- Because of an increased need to justify programs and budget allocations, the marketing of parks will increase. Special events such as those planned in conjunction with the National Parks Centennial will become an integral part of parks operations. It will become increasingly important for managers to increase visitor numbers and specifically non-traditional users.
- Public consultation. The role of public participation should become increasingly important, as individuals demand relevant involvement in the planning process. Though the public image of and confidence in public participation has been shaken by Parks Canada's actions regarding the Four Mountain Parks Management Plan, it is possible this incident revitalized the attention being paid to the process. The boycotting of public meetings forced many individuals and groups to re-examine their role and the concept of public consultation. In the aftermath of this experience, Parks Canada presumably also re-examined its role and position.

If a new era of public consultation begins to evolve, and it is "user friendly," greater strides could be made. There should be adequate warning of meetings, standardized procedures, advertising, and other support. "In-community" staff people in the Bruce Peninsula is an excellent example of a responsible attitude by Parks Canada in involving citizens in a park. If the proper vehicle for public participation appears, positive steps and greater involvement are likely to occur. After all, the Canadian population is becoming increasingly better educated, and the existence of the citizen scientist is becoming more apparent.

During the caucus meetings in Ontario, many opinions on the inherent problems of public participation and consultation were heard. Concern was expressed regarding the speed of some decisions and slowness of others, how responses and concerns were ranked, or whether they were ranked at all.

There was also concern that too often public consultation is a ritualized joust, the battle lines having been drawn previously. The available information is inadequate, but the meeting must take place to satisfy the tally sheet. The public consultation process requires a public education component. Background documents or files could be presented in an open house format where information is presented and opinions downplayed. The documents could be left in the community as part of the public record. These would be available for examination by citizens prior to the formalized public consultation hearing.

Careful consideration should be given to any method that can involve the public in decision making. Each level of government must improve its ability to interpret and explain the authority and meaning of policies, guidelines and strategies.

Conclusions

In conclusion there are two dominant themes to this Ontario caucus report. The first centres on parks and protected area policies and legislation and the need to change and update these documents to reflect adequately the challenges of contemporary heritage conservation. The second theme is that a "park literate" public must be created. It is important that a population of individuals who are aware of both the positive and negative aspects of parks and protected areas exist if the challenges of providing a "heritage for tomorrow" are to be met. These two themes cannot be divorced from one another and the goals of one are unlikely to be met without the support of the other.

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Appendix I

Membership of Steering Committee

Ms. Dorothy Duncan
Executive Director
Ontario Historical Society

Dr. Paul Eagles
Department of Recreation and
Leisure Studies
University of Waterloo

Mr. Arlin Hackman
Staff Environmentalist
Federation of Ontario
Naturalists

Mr. John Lee
Vice-Chairman
Sierra Club of Ontario

Mr. Lloyd Mayeda
Executive Director
Nature Conservancy of Canada

Dr. George Priddle
Past Chairman, Ontario
Parks Council
Director, Wildlands League

Mr. Bill Sargent
Ontario Heritage Foundation

Dr. John Theberge
Faculty of Environmental Studies
University of Waterloo

Mr. Kevin McNamee
Caucus Chairman

Mr. Donald Huff
Caucus Coordinator

Mr. Roger Liddle
Executive Director
Northern Ontario Tourist
Outfitters Association

Mr. Rick Morgan
Executive Director
Ontario Federation of Angles
and Hunters

Appendix II

Northern Meetings: Notes

The notes from the Kenora and Sudbury meetings are included here verbatim.

NOTES FROM THE KENORA MEETING

- People attending the meeting wanted to be made aware of and to better understand the process. There appeared to be a need for better education not only on park issues, but why parks are established in the first place. What process is used to decide where a park will be located?
- There was a concern that public consultation meetings tend to be broken into black and white/winners and losers. This is not an environment that encourages either discussion or compromise. Knowledge of park concepts and issues is important if we are to avoid the polarity that presently surrounds park-related questions.
- A need was expressed for a park on the Aulneau Peninsula in the Lake-of-the-Woods. Though 4000 names are on a petition, there still is no park. Why?
- It was asked how the provincial government could make a decision on Woodland Caribou Wilderness Park (extension) in less than three weeks after public meetings? Especially when one considers how long OMNR usually takes to make decisions. This suggests that there is considerable latitude in the decision making process.
- People thought parks to be good, but worried when they start to impinge on them as individuals.
- A need was expressed for more opportunity to discuss park and environmental issues, in a non-political forum. Information needs to be better distributed and an increased amount of environmental education - in the Kenora situation this was taken to be a nature study - should occur in the schools.

NOTES FROM THE SUDBURY MEETING

- There were questions about how the park selection and establishment process works.
- The majority of people attending were not aware that there was a continuum of provincial park categories in Ontario. Confusion existed on what the differences were between provincial and national parks - beyond the titles.
- There were concerns about the French River, and the "heritage river" concept. What are the implications, what about expropriation, and the effects of the "heritage river" concept on the traditional tourism of the area?
- There were concerns about the aging population, and whether the parks would be modified to fit the needs of a less healthy population. It was suggested that parks should evolve with more and more services as the population ages.
- A need was expressed for more information on parks, so decisions could be made sensibly, and the public can assist in a constructive manner.
- The question was asked as to what makes a "good park"? Should parks pay for themselves? Perhaps only small investments should be made in parks so that costs can be recovered.

Appendix III
Discussion Notes, Ontario Caucus Workshops
Toronto, November 8, 1984

MARINE PARKS

Resource Persons: Mr. Doug Yurick Chief Marine Scientist Parks Canada	Mr. Robert Graham Assistant Professor Department of Recreation and Leisure Studies University of Waterloo
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Those in attendance at Marine Parks workshop included:

- representative of the Ontario Advisory Council on Senior Citizens
- Past President of the Ontario Parks Association
- Parks Department, City of Welland
- a consulting firm representative
- student from Trent University
- student from University of Toronto - Applied Science
- students (5) from University of Waterloo
- representative from Federation of Ontario Naturalists.

Resource Material: Draft National Marine Parks Policy (3rd edition) distributed to all in attendance.

Discussion

The topics of discussion and the questions were wide ranging, reflecting a need to know more about marine park initiatives and possible directions of policy in the future. Those in attendance felt the concept of a separate policy for National Marine Parks was a good idea and that it should be implemented by the agency, as soon as possible. At present no other provincial or local program initiative can offer the kind of comprehensive yet appropriate protection for marine and aquatic areas as set out in the National Marine Park policy. Other benefits noted for the program included the development of a multitude of research projects for interested

students, additional educational opportunities for the public, increased recreation opportunities for Canadians, and development of long-term management/assessment programs for the marine/aquatic environment.

One of the most intriguing aspects of the discussion centred on the infinite number and varieties of focus for possible learning projects associated with marine parks on-site and/or off-site in urban areas. Broadening Canadians' understanding of marine/aquatic resources and impacts to them, appropriate recreational/leisure activities and interpretive programs (on-and off-site) were felt to be essential to ensure the long-term protection of Canada's unique marine heritage.

Interpretation both on-site and off-site was considered extremely important. As the nation looks seaward for its hydrocarbon supplies, food and recreation, it will be necessary to educate and inform the public about conservation of marine resources. Canada is a "maritime nation" with a rich and varied marine heritage that is often overlooked by Canadians. Marine heritage themes might include fishing, whaling, ship building, "drowned" archaeology, and man/ocean relationships. The centennial year offers a special opportunity to interpret the policy and proposed program to the public through the media, open houses, workshops and a Parks Canada house in urban centres throughout the country.

- Public consultation programs should attempt to be pro-active rather than re-active. Officers involved in a project should continue to live in the affected area and remain in the community throughout a project (i.e., from project conception to at least one year after implementation).
- Benefits to the host community should be stressed. An example from France was noted which involved an adjacent marine research facility with outreach programs to the community and visitor. The research unit was a cooperative effort with another branch of government and a private research organization. National Marine Parks can provide a valuable educational and informational service to increase

public awareness understanding and appreciation of marine/aquatic resources.

- A need was seen for visitor orientation, safety and control vis-a-vis exploitation of resources by visitor groups (e.g., scuba divers and residents).
- Commercial fishing and zoning in the parks were discussed. Temporal, vertical and spatial zoning were noted as being necessary on the water, in the column and on the foreshore and backshore. The views of fishermen and their support for a site were considered essential to any project's successful implementation.
- Is it possible to adapt the policy to smaller areas, such as lakes on the Canadian Shield? '
- Jurisdictional legislative difficulties (federal/provincial/local) were discussed, but it was felt that a concentrated effort should be made to have areas of overlap and/or duplication minimized.
- Access for the visitor on site was deemed important, especially opportunities to experience the site on the water.
- Use of local resources for contracting support services was considered.
- Native peoples' land claims issues and their use of land-fast ice were discussed.
- Criteria for site selection and visitor activity management planning was thought to be important at the beginning of the planning process.
- When established, the National Marine Parks policy and marine parks should fulfill a unique gap to "conserve heritage" throughout Canada and world-wide.
- The National Marine Parks policy offers a unique mechanism to protect "drowned" archaeological sites, including shipwrecks, something that is difficult under existing legislation.
- On resource extraction, why must resource assessments be completed before an area could be designated of national marine significance? Oil and gas and shipping interests will support the program and its goals in areas where there would be no conflict with their interests.

- On definition of a marine park, are there any accepted international definitions?
- Means are needed to reduce conflict between traditional activities (fishing) and appropriate visitor activities.
- There is a need to evaluate carefully both program and non-program benefits to ensure the proposed system is completed within a shorter period of time than the terrestrial system. What are Canada's international commitments to marine conservation?
- What is the role of consultants in developing plans for proposed areas?
- There is a need to consider the Great Lakes as an inland sea with potential for a National Marine Park.
- Marine parks will foster the development of marine/aquatic education programs in schools and among those interested in informal learning projects.
- There is a need to initiate more than one pilot project for a National Marine Park, preferably four regionally, including one in the Great Lakes area.
- The National Marine Park is the only alternative we have of protecting unique marine/aquatic areas, monitoring conflicting demands on these resources and providing conservation measures not currently included in other environmental programs.
- Many remarked that they felt the session did much to heighten their awareness of this initiative by Parks Canada and wished the agency well with this endeavor.
- Contact person for further information is Doug Yurick at Parks Canada.

CAN PARKS BE ALL THINGS TO ALL PEOPLE?

Those in attendance at the workshop came from the following groups:

- students
- academics
- NGOs (National and Provincial Parks Association of Canada
- public parks agencies (Parks Canada, NMR, Etobicoke Parks and Recreation).

Students composed the majority of this group.

The group's deliberations focused on the following six issues.

- Can a park be all things to all people? The group's response was a resounding "no."
- Can a system of parks be all things to all people? The group response was "yes" with the qualification that the term "system of parks" must be more specific.
- At this point there were concerns among members that the term "park" itself was troublesome. It was suggested that the wider term "lands set aside" be utilized. Accordingly, the group believed it necessary to differentiate between:
 - lands set aside for users and their needs, a category which implies recreation and tourism opportunities, supporting infrastructure and revenue/expenditures, and
 - lands set aside for the protection of functioning ecosystems, unique or endangered species, biophysical resources, a category which implies scientific research, monitoring of impacts, and the like.
- The members of the workshop saw a need for an overall classification for lands excluded from development of any kind. They heartily endorsed the attempt by the Natural Heritage League to develop such a classification. The members expressed a need for education regarding any such classification, education directed at:
 - the general public, to improve its understanding of heritage issues and to hone expectations about appropriate activities in constituent areas of the classification
 - members of the public and NGO parks agencies, to overcome gaps in communication especially between federal/province levels and local levels.
- There was general agreement that research needs for information on life and earth sciences and on user attitudes and preferences are high if informed decisions are to be taken. Possible alternatives to direct funding were discussed briefly; they included the use of high school and university student projects.

Appendix IV

Papers Presented to the Caucus

Authors and Affiliations

- | | |
|------------------|---|
| o Dorothy Duncan | Ontario Historical Society |
| o John Alan Lee | Sierra Club of Ontario |
| o Roger Liddle | Northern Ontario Tourist
Outfitters Association |
| o Wally McKay | First National Assembly |
| o Lance Males | Ontario Federation of
Anglers and Hunters |
| o George Priddle | Department of Man-Environment
Studies, University of Waterloo,
and Wildlands League |

Remarks for Futures Planning Meeting

Dorothy Duncan
Ontario Historical Society

It is a great pleasure to represent the Ontario Historical Society at this meeting sponsored by the Ontario caucus of the "Heritage for Tomorrow, Canadian Assembly on National Parks and Protected Areas" to be held in Banff in September of 1985.

The Ontario Historical Society was founded in 1888 because of a growing realization at that time that historical documents, artifacts, sites and buildings were being destroyed at an alarming rate; that Canadians should be publishing local history, erecting monuments and plaques, organizing historical pilgrimages and establishing museums to counteract the invasion of American history and culture. Combined with this realization was the concern that historic buildings such as Dundurn Castle in Hamilton, the Martello Tower in Kingston, the military sites along the Niagara frontier, and many archaeological sites such as the Southwold earthworks in Elgin County and Ste. Marie I in Huronia were deteriorating at an alarming rate without a concerned voice to speak for their preservation.

From its inception, the Ontario Historical Society had a very clear mandate in the field of preservation for no governmental policies for protecting the historical resources of Ontario existed. The society quickly became an effective pressure group urging all levels of government to preserve, restore, mark and maintain landmarks. It was quickly embroiled in several David and Goliath struggles including efforts to save Fort George in 1898, that was leased to the American-controlled Canadian Southern Railway, again in 1899 when Fort Erie was leased to a Buffalo country club, and in 1902 when Navy Hall was being used as an animal shelter. The society's greatest and most successful struggle was still to come, for from 1905 to 1909 it led the movement to preserve Fort York, slated to have a trolley line cut through its centre to move the

crowds more quickly to the Canadian National Exhibition grounds. In 1908 the Ontario Historical Society joined the Dominion-wide movement to nationalize the battlefields at Ste. Foy and the Plains of Abraham and that led to the creation of the Quebec Battlefields Commission.

This latter project, along with the sale of portions of Fort Malden at Amherstburg to private developers in 1909, gave impetus to the movement by the Ontario Historical Society and other local historical societies in Essex County to lobby the dominion government to "appoint a Royal Commission in perpetuity with power to acquire battlefields, Indian sites, forts, buildings, monuments, etc. worthy of preservation for historical and national purposes and that such acquisitions be restored, preserved and maintained at public expense."

After years of lobbying by historical groups in Ontario, Ottawa began to recognize the need to establish policies for the conservation of historic sites of national significance and this responsibility was given to the Dominion Parks Branch of the Department of the Interior. This branch took options on the Fort Malden property in 1914 and thereby ensured its preservation.

In addition to launching an historic parks program, the Department of the Interior also responded to the Ontario Historical Society petitions in 1910 to undertake a systematic survey of all historic sites in preparation for a program of plaquing those of national significance. By 1913 the survey was started, and after World War I the plaquing of sites began under the auspices of the new federal Historic Sites and Monuments Board. Clearly during the first twenty years of its life the Ontario Historical Society had crossed an important watershed in preserving Ontario's and Canada's heritage.

Conservation and preservation projects have continued to occupy the society throughout most of the intervening century, as well as a vigorous publication program, and workshop program, and very recently a Young Ontario program directed to young people between the ages of six and 16. This program focusses on the environment,

man-made structures, food, clothing, artifacts, transportation, communication, crafts and industries and assists young people to look at their families and their communities in the context of past, present and future.

In 1982 and 1983 the Ontario Historical Society sponsored a series of workshops in preparation for Ontario's Bicentennial in 1984. The focus during this year has been on local history and local issues - why did we come, why did we stay, why did some leave, how has man affected his environment, what effect has the environment had on our communities?

During the last nine months our society has cooperated with Parks Canada in the presentation of 16 workshops in the widely scattered communities of Kingston, Kitchener, Owen Sound, Thunder Bay, Amherstburg, North Bay, Norwich, Sault Ste. Marie, Smiths Falls, Williamstown, Peterborough, Penetanguishene, St. Catharines, Belleville and Toronto to alert them to the celebration in 1985 and to assist them in preparing for it.

The concerns for the future that I express today are not only those of our membership of approximately 3000 people but those articulated by the scores of participants attending those workshops as they reviewed past records in heritage preservation, assessed the present status and attempted to project future goals and objectives for themselves and for all levels of government concerned with heritage conservation. These concerns include:

- The need for educational programming on a scope never undertaken before to reach citizens of all ages from the youngest to the eldest, every ethnic group from the natives to the new Canadians, and with particular attention to those holding public office to raise public awareness about the importance and the fragility of both natural and our built environment. We are not only concerned about debating the quality of life, but more importantly "Will there be life?" We believe the question of survival must be raised with these social, educational and economic issues.

- For many years a sign stood on Church St. in Penetanguishene at the entrance to the maximum security prison for the mentally insane, the mental hospitals that surround the prison and the restored Historic Naval and Military establishments that said: "Historic Site and Mental Health Centre." That sign had a significance far beyond what was intended when it was erected for it emphasized the dual and complementary roles that natural and historic sites can fulfill in our everyday lives. Instead of designating historic sites and parks, or natural sites and parks, the dual importance of the landscape and traces of human occupation on it should be recognized, recorded, preserved and interpreted. Master plans, resource inventories and interpretive plans that are intended to be the blueprints of the future and too often become the blueprints of destruction, should deal with the total resources of every site that comes into public ownership, including natural features, structures, fragments, and archaeological remnants.
- Future emphasis for preservation, restoration and conservation should move away from the large military fortifications that have been the focus of many programs, and focus on smaller, local projects that reflect the everyday life and work of our ancestors and ourselves.
- Those fast-growing communities in Canada, with their fragile urban rural mix and sensitive fringe areas and neighbourhoods, should receive very special attention and urban cultural parks and historic themes should be developed to raise public awareness of both unique natural and historical environments.
- New strategies for the preservation of landscapes and structures must be developed. The traditional strategy of acquiring property should be supplemented, and perhaps eventually replaced, with new strategies that could include tax relief, grants and advisory services, to private owners.
- In conclusion, I would like to comment on the Heritage Ontario Act of 1974. Although it is of provincial interest, this Act has been widely studied across Canada and in some

areas used as a model for duplication. The Act has been the basis for several major initiatives, including: the archaeological investigations and the development of a community museum policy, new regulations for community museums and heritage organizations in Ontario and the implementation of minimum standards for community museums receiving support funding from the province. Now ten years old, the Ontario Heritage Act has been outgrown by the communities, organizations, institutions and individuals it was designed to serve. My final recommendation is that the Ontario Heritage Act must be reviewed, revamped, rewritten and reintroduced in the legislature in 1985 if it is to serve the people of Ontario for the next decade.

Your Wilderness Experience is My Home

Wally McKay
First Nations Assembly

I'm Wally McKay. I am the Ontario representative to the First Nations Assembly. I live in Sachigo Lake in the northwest corner of Ontario - 50°N, 92°W. If the boundary commissioner's hand had shaken we would have been in Manitoba. It would seem that native people and parks people should be natural allies; we all share a common desire to protect and conserve the land - aski in Ojibway - which really translates as "your environment."

I will try to explain why it is that Indians and parks people - both supporters and the planners - tend to end up in opposition. We have some very practical problems with parks, but more fundamentally the conflict over parks is rooted in our different cultures and our very different understanding of history.

In my language, Ojibway, we do have a word that we translate as "parks" but this is really not an adequate translation; better but more cumbersome is "land set aside." Here would seem to be a point of commonality - in both our cultures we set land aside. But we create ours out of such different perceptions. Land that we set aside, is different from land under the guardianship of a family or kin group. It is set aside for a particular reason. It may be land valuable to us for its spiritual importance or because it is a meeting place, a burial site, a particularly rich fishing or hunting area. We set aside land to support and enrich our communal lives. You set aside land so that you can escape your communal lives.

You create parks to protect and preserve the wilderness, or specific features such as the southernmost zone of continuous permafrost - Polar Bear Park. You believe that these protected areas should exist for future generations. We too believe the land - aski - must be protected for our future generations. However, we protect the land not just for educational and aesthetic reasons,

but also so that our future generations can survive - can feed, clothe and house themselves. I could continue with examples until you are dropping with fatigue because the way my culture views the land and the people - "Nishnawbe-aski" - is so different from your European world view.

Parks, and all other land uses, throw into sharp relief our differences over treaties, Treaty No. 9 in my case. Treaties, incidentally, seem to be the only document writ in stone since the Ten Commandments. A background paper on Polar Bear Provincial Park states that "the essence of Treaty 9 is contained in a section of an adhesion made in 1930: 'Now therefore we, the said Ojibway, Cree and other Indian inhabitants...do hereby cede, release, surrender and yield up...all our rights, titles and privileges'." For Ontario and Canada this of course is the essence of Treaty No. 9.

For the Nishnawbe, the essence of our agreement lies not in the legal terminology of the treaty - we still have not managed to find a way of translating this jargon - but in the commissioner's report as follows:

Missabay, the recognized chief of the band, then spoke expressing the fears of the Indians, that, if they signed the treaty, they would be compelled to reside upon the reserve to be set apart for them, and would be deprived of the fishing and hunting privileges which they now enjoy. On being informed that their fears in regard to both these matters were groundless, as their present manner of making a living would in no way be interfered with, the Indians talked the matter over among themselves.

For us this is the essence of the treaty. Eighty years show that Missabay's fears were not in the least groundless. However, courts have, in a very limited way, recognized our treaty rights to limited hunting and trapping on unoccupied crown land. This is where parks fit in. When a park is made, it is no longer unoccupied crown land and we lose our treaty rights. Parks people do realize that we use the land - this puts them light-years ahead of foresters and such - and will make deals to allow our continued use of a park until the land is needed for something else. For example, Opasquia Wilderness Park is planned for land south of my home. The West

Patricia Land Use Plan says that Indians can use this land in the interim until a master parks plan determines if our use can continue. This is a far cry from a sacred promise which will last as long as the sun shall shine and the rivers flow.

The closest analogy I can come up with is a home-owner who is expropriated for the vast sum of \$4/year in perpetuity, non-negotiable, and then rented back his home until he is evicted. There is a big difference between being an owner and a renter.

Parks do cause us practical problems. We lose trapping, hunting, fishing, ricing, logging areas - often our best, since muskeg does not make for great parks. We cannot use machinery in most parks. Southerners may need to get away from the internal combustion engine. We don't. It is much easier to get to our traplines by skidoo than snowshoe. Angling is fine for a few days vacation. Nets are better for feeding a family of 15 every day. If an area makes a good park, it also could support a tourism operation, but if it's a park it won't. Parks bring no jobs or money into our communities; tourist operations could. In Northern Ontario we are tending to move back onto our traditional lands. Winisk is a good example.

Winisk is surrounded by the Polar Bear Park. The people of Winisk originally lived not on the coast but inland where the hunting, fishing and wood supply are better. They were moved to their present site thanks to the Cold War. A mid-Canada early warning site was built at Winisk and it was easier to service our people at this site. The mid-Canada line is long since gone. Some people of Winisk want to return to their original area but it is now park land. Winisk people have another fear. They do use the Polar Bear Park, under agreement. They fear the park may become popular. The Hudson Bay lowlands are fragile. This is one reason the area was declared a park. Excess use, even for non-destructive activities such as hiking, can be an environmental disaster. We fear we will lose our land through its destruction.

Is there a way of resolving this conflict between Indians and parks? Of course. We do believe Indians and Europeans can live

together. That's why we signed the treaty and that's why we are involved in the constitutional talks. We are not opposed to parks, or to mining or to forestry, but we will fight for our survival.

Parks could be of real benefit to us all. First, however, you must recognize the primacy of our use of the land. We don't agree but do understand that we are likely to be sacrificed to mining and logging. We are too few and our economy contributes too little to compete with these industries. But we don't understand why we should be sacrificed to the "fairly affluent adult mainly from the large urban centres of central and eastern North America." This is a description of the likely users of Polar Bear Park. Secondly, parks must be planned and developed in cooperation with us. Parks planning in Ontario hasn't been overwhelmingly participatory. For example, it would cost many, many dollars for someone from my community to comment on the Opasquia Wilderness Park at MNR's open house in Sioux Lookout. We would have no reason to do so however, because the park is not on our land but on land traditionally held by Indians living in Manitoba. They have no way of even knowing what is planned for their land. Obviously, we didn't draw the provincial boundaries!

Parks planners miss out on a great deal because they don't seem to understand that we are experts on our land. For example, according to a background paper, Polar Bear Park is "one of the least altered tracts of land remaining in Ontario." The first records of our occupation of the area comes from 900 AD when this land emerged from the Tyrell Sea. We have been here 1000 years. A thousand years ago your ancestors were in the dark ages - William hadn't conquered anything. Yet our land is unaltered. We must know something about protection and preservation. We do have a lot of knowledge to contribute. And our knowledge, our protection and our use of our land deserves more respect than the pious hope stated in the Polar Bear Park planning document "that Native People will be interested in caring for the well-being of the parkland including the animal species which live therein."

Proposal Regarding Woodland Caribou Wilderness Park

Roger Liddle
Northern Ontario Tourist Outfitters Association

At the outset it is important to outline the basic premise upon which this position regarding Woodland Caribou Park is established. This park should be created for the benefit of the greatest number of people including individuals from all walks of life and all levels of ability and mobility. This expands the park user concept whereas existing proposals tend to reduce user potential. To achieve this objective parks must provide affordable, accessible recreational and vocational experiences to all residents and visitors. They must, therefore, be accessible and hospitable.

The commercial tourism industry has the ability to provide funding, hospitality and know-how to the benefit of both the government and the people of the province which would not be possible for the government sector alone in the present or foreseeable economic climate.

As noted by the Hon. Alan Pope, the Minister of Natural Resources, new and dynamic guidelines are required because the complexity of the user relationship precludes the establishment of static guidelines. In particular, without tourism industry operations, which would utilize motorized transport being planned within the park, the provision of a full range of hospitality services in Woodland Caribou is not possible.

NOTO will support changes in the operations, physical plant and equipment of tourism establishments in this park so as to be consistent with a revised set of guidelines. For example, it may be desirable and necessary to alter the colour and design of buildings and to adjust operating techniques to allow them to conform with the aforementioned amended guidelines.

It is the perspective of NOTO that a form of zoning may be required within this park to ensure that the needs of all segments of potential park users are met. This would, for example, allow specific areas to be set aside to provide nature reserves, wilderness preserves, or areas free from any lasting evidence of the presence of man so that all types of user resource relationships can be accommodated.

In terms of specific management strategies NOTO has adopted the following position with respect to Woodland Caribou Park. Commercial tourism development should continue unimpeded within the park and this will allow for the continuation of outboard motors, aircraft and other mechanized means of transportation. For example, the Gammon and Bloodvein River systems offer the best opportunity for interconnecting canoe travel, but the majority of tourism operations are located along this same river system. It is imperative that these tourism operations be allowed to operate as they have in the past and not be forced to change their method of operation to cater strictly to canoeists.

It is also NOTO's position that existing operators will be allowed to operate within this park and not be "grandfathered out" over time as was evidenced in some other provincial parks.

It is recognized that the opportunity for new commercial tourism operations exist and new ventures should be encouraged. These operations must, however, work within the confines of both the consumptive and non-consumptive resource base. All new tourism development proposals should be judged on their ability to generate both economic, social and employment benefits to the region.

It appears that the fishery resource base will be the limiting factor for development in many small lakes within this park. With innovative park planning techniques being considered there is also an opportunity to implement innovative fishery management techniques which would maintain or enhance the existing fishery resources. Such methods as catch and release, slot size harvest and trophy fishing should have a place within this wilderness park. By implementing such angling methods tourism operations can expand with

resultant increases in the economic benefits accruing to local communities, but at the same time protecting the valuable fishery resources of the area.

With the preparation of the master plan for Woodland Caribou it is anticipated commercial tourism development opportunities will be made available on the periphery of the park boundary. This is both acceptable and desirable. However, these developments should not impinge upon those developments located within the park. It is also imperative that tourism development both within and on the periphery of the park be coordinated in order that the resource base upon which these establishments have been created will not be depleted. As with all commercial tourism developments located within the area, Ontario-based establishments must have priority over those operations located outside the province.

Concerning other resource consumptive activities it is NOTO's contention that logging is incompatible with a "World Class Wilderness Experience" and as such should not be permitted in this park. Woodland Caribou offers such a world class wilderness experience and this experience should be jealously guarded since we continue to lose the "perception of wilderness" to logging activity within all of Northern Ontario. It is this perceived wilderness that is marketable and guest perceptions of this experience determine the availability of all tourism operations. The distance to urban markets and the availability of intervening opportunities make diversification to other types of tourism very questionable. Tourism within this park will continue to rely heavily upon the resources of this area. Therefore, we must protect these wilderness resources.

It is also questionable, given the fragile nature of the park, whether logging and planting could be undertaken without destroying the very character of the park we are setting out to protect. A flight over the park reveals with astonishing clarity the ravages of previous forest fires that occurred many years ago. The nature of the park is such that the evidence of logging would remain for our lifetime and given the sparsity of adequate soil cover successful regeneration would not be possible. This park cannot sustain the

effects of both logging and forest fires and as has been evidenced in the past few years forest fires cannot be adequately controlled. Therefore, logging activity must be eliminated.

Another area of concern with logging is the adverse effects that it may have on the woodland caribou populations in the park. It is NOTO's understanding that a mature forest is required to maintain this species; should logging occur what will happen to the caribou? With the park being strongly identified with this animal it is justifiable to protect the fragile habitat of this species.

The tourism industry is keenly interested in the development of this park and we should be able to discuss these and similar items with the steering committee to ensure that the park objectives are consistent with the needs of all users and the potential economic contribution of the tourism industry is maximized.

NOTO gives its full support to the Minister of Natural Resources in the designation of the park provided our concerns about commercial tourism are adequately addressed in the Master Plan.

Park Issues of the Future

John Alan Lee
Sierra Club of Ontario

I'm going to speak today as a sociologist, not as Conservation Chairman of the Sierra Club, and what I say should in no way be considered club policy. I've been asked to let my sociological imagination run free. Other speakers will no doubt discuss the parks of the foreseeable future. I'd like to look at the problems faced by Canada's parks in, say, 2024 - 40 years from now. I'll assume that Canada has been remarkably lucky. We survived the collapse of the banking system when Third World countries repudiated their debts. We lost only a couple of major cities during the last nuclear war; and none at all have been held up to atomic ransom. Nor has the United States considered it advantageous to incorporate us into their political system, so we still have some degree of policy control over our parks.

But, as predicted back in 1984, we have a population of more than 40 millions, three-quarters of it concentrated in a half-dozen cities. We have a permanent underclass of unemployed, racked with unrest and crime. We have no significant forests remaining to log, outside of a few treasured stands in national, provincial and municipal parks. Indeed, most large trees in city parks and on city streets have been logged. We are seriously short of fresh water supplies, since the United States siphoned off our major water resources in exchange for defending us in the most recent war.

Now, to the major issues facing our parks: I'll just run them by you point by point; we can elaborate later, if you're still interested.

- 1) Social control. Parks are a major locale for deadly crime such as killer games. The unemployed have developed a subculture of their own, linked to their typical twentieth century pastimes, such as hunting. By now, they have exhausted most of the big

game in all of Canada's parks. They are now hunting each other. It's an organized and - if you like blood-curdling suspense - an exciting and entertaining pastime. Gangs of hunters set down rules, declare an agreed national park a disputed territory, and play private war games in it. Unfortunately, as in all wars, quiet civilians still camping and canoeing in parks are among the victims. There's a special bounty in this game, on Park Militia and Game Wardens. They, in turn, travel the parks in armoured cars, helicopters and gunboats.

The Park Militia also do what they can to prevent human tissue theft. The medical marvels of the late twentieth century are now entirely out of hand, and there is a vast market for living human organs - from hands to eyes to hearts.

Life in the cities is risky at best, but it is extremely risky in the countryside and in the parks. As big game was once stripped of its most valued parts and the carcass left to rot, it is not uncommon now to come upon a campsite where the grisly remains of human torsos and skin are all that is left of butchered campers.

When things are quiet and the park staff aren't defending themselves and campers, they are constantly on the alert for log and floral theft. Well-armed and equipped gangs now enter remote areas of parks surreptitiously to carry off the few remaining large trees by helicopter. More difficult to detect is the steady theft of rare plant species. Already in the 1980s biologists were announcing the extinction of one life form per day; now it has reached the predicted extinction rate of one per hour. Expert gangs of plant hunters are commissioned secretly by universities and corporations to gather the few precious specimens of near-extinct plants, much as medieval academics paid criminals to bring in corpses for anatomical dissection.

- 2) Social diversion. The theme parks of the late twentieth century were mere toylands compared to the great Entertainment Worlds of 2024. Huge national and provincial park areas have been set apart for development, as predicted in the 1980 TV movie, "West

World." Quetico Park, for example, is now Voyageur Land. Sophisticated robots dressed like seventeenth century voyageurs now ceaselessly ply the waters of the park. In unhistorical but entertaining style, they periodically fight off raiding Indian bands (also robots). Campers have been replaced by spectator-travellers who thrill to the roar of battle and the running of rapids, then feast around artificial campfires at night, on soybean venison. Meanwhile, the embattled environmentalists inside and outside Parks Canada are trying to save Nahanni Park from a similar fate. Banff, the St. Lawrence and other parks have already been lost to Entertainment Parks. They are now a major Canadian industry, especially popular with Asian tourists. But they are also subject to guerrilla attacks from the underground extremist wing of the environmental movement. Last week, several dozen visitors to Voyageur Land were killed when the Indian robots, secretly misprogrammed, attacked spectators instead of robot voyageurs.

- 3) I was lucky this year. I won a camping permit for one week of canoeing in the national park lottery. I'll use it at Pukaskwa, one of the relatively safe and unspoiled parks. I won't qualify to buy another ticket in the lottery until 2030, so great is the demand of our 40 million people for the few square miles of natural environment parks left in the country. There is also a black market in camp permits; I've heard that this year, permits for Pacific Rim Park are fetching \$10,000 American dollars! It's hard to imagine that 40 years ago, Canadians actually got upset if they drove up to a park gate, and were told the park was full for the night!

In some parks, the militia have been forced to wound and kill insistent would-be campers and canoeists who entered the park illegally, complaining that the lotteries were unfair or fixed, and they had waited years to get a chance to enter a park. I've heard of cases where parks staff were murdered by organized camper groups.

- 4) And finally, from last night's national news, a heavily armed brigade of Greenspace International has seized Manitoulin and

declared the whole island an International Park. They have already been recognized by half a dozen foreign powers, and volunteer defence forces are pouring in. Caught off-guard, the North American Combined Armed Forces are planning a counter-attack, but they've been warned that if they attempt one, the Greenspace Brigade in California will destroy Los Angeles. "That city is hell on earth already; its loss means nothing to us, but Manitoulin is still green space," the secret international news service of Greenspace has announced. Other environmental groups are torn between admiration for Greenspace's usual bold tactics, and distaste for its increasingly violent methods.

I hear that back in 1984, defending Canada's national parks was a relatively peaceful activity carried out in meeting halls. What a contrast to this year's annual Sierra Club meeting, where a proposal to establish a private Park Defence Army, equipped with the latest raygun technology, was only narrowly defeated by the argument that if environmentalists adopted full-scale military tactics, it would be an open invitation to the Hunting and Fishing Alliance to do the same.

We have already witnessed the tragic consequences when these two forces confront each other in massed numbers, violently contesting the "preservation" of a park versus its "conservation" for hunting and fishing. It has taken the best diplomatic efforts of their leadership to remind the members that they share more common interest in protecting what's left of nature, than in fighting among themselves while the Killer Gangs, Organ Snatchers, Waterthieves, Lognappers, Plant Cullers, and sundry despoilers, rape and devastate the poor remnants of what was once a great Canadian park system.

It sure was a lot easier discussing parks, back in 1984! But then, we might not be facing many of the horrendous park issues of 2024, if these 1984 meetings had shown a bolder imagination!

What are the Park Issues of the Future?

George Priddle
Department of Man-Environment Studies
University of Waterloo
and
Director, Wildlands League

- 1) Parks should be planned and managed to play a critical role in maintaining sustainable development. For too long, parks have simply been places where mineral and timber extraction is curtailed and various forms of outdoor recreation are allowed. Parks must be much more than that.

Their primary function must be to sustain, maintain, even enhance the richness and diversity of life and to play a critical role in the maintenance of water both in terms of quality and in terms of quantity (catchments).

- 2) In order to serve their critical functions, parks must become integrated with national, provincial, regional and local land planning and management.
- 3) In order effectively to argue for and maintain parks serving these vital life support functions, economic, biological and social justification for their establishment, existence, and continued maintenance must be seen as part of policy and management planning.
- 4) Ironically three forthcoming publications from the International Union for Conservation of Nature's (IUCN) Commission on National Parks and Protected Areas (CNPPA) point the way on how this can and must be done in both terrestrial and marine environments. It is ironic that much of the material in these publications comes from the Third World. It is understandable because in the Third World it is impossible to justify wilderness dedication for low intensity recreation.

Publications forthcoming from the IUCN are:

- Managing Protected Areas in the Tropics: Principles for Managers of Natural Areas. This publication has much broader relevance than the title suggests and indeed would be of tremendous value as a reference to anyone involved or interested in the management of parks.
- Managing Marine Parks, by J. and K. MacKinnon, G. Child and J. Thorsell (in press, 1986). There is a great deal of international thinking and some experience now with the management of marine environments in need of protection as natural places. This book should be of tremendous use to Canadians interested in the establishment and maintenance of protected areas in marine environments, be they to protect and enhance our cultural heritage through the preservation of shipwrecks or the sustaining and enhancement of a lucrative fishery.
- Training Protected Area Personnel. This book attempts to determine in light of the above stated management needs what the personnel qualifications and hence educational and training needs are for the designers, managers and staff of an effective park system. What becomes readily apparent is that there is a need for the emergence of a very sophisticated new type of professional manager who is cognizant of economic, ecological and social issues as they relate to parks and who can effectively work within not only the walls of bureaucracy but also within the world of political reality.

Example

If this kind of professionalism had been brought to bear in the recent controversy over the new Woodland Caribou Wilderness Park in northwestern Ontario there is little doubt in my mind that we would have obtained a much larger park than we did. Proponents for a larger park would have been able to show why:

- 1) The logging that will take place west of Red Lake will be devastating; it will very much reduce the quality of the physical environment and hence the fishing and the hunting and hence the quality of life in the area as well as the future of the main growth industry: tourism.
- 2) Putting the area into parkland would enhance the quality of life now and in the future not only from a biological and social point of view, but more importantly from an economic point of view.

My comments so far have been from a rather broad philosophical perspective. Let me now take the time remaining to address more specific park issues in Ontario's future.

- 1) The Ontario Parks Act must be rewritten to give the parks in regulation the kind of legislative protection they require.
- 2) An effective meeting of the minds must determine how best to coordinate the initiatives of various governments to achieve heritage goals. For example how can Parks Canada's Heritage Rivers Program be effectively utilized to realize our system of proposed provincial waterway parks? A progress report on the French River initiative could be of use in this regard.
- 3) There needs to be a much more effective networking of heritage park agencies, with non-government organizations (NGOs) and educational bodies to determine:
 - what is needed in the way of parks and why
 - how parks and protected areas are to be managed
 - research needs, and
 - most importantly to oversee the protection and management of these critical resources.

A very positive initiative in this regard in Ontario is the Natural Heritage League (NHL). Although this is a positive initiative we've still got a long way to go. Natural area management to date in this country has largely been protection or simply locking it up to extraction and overseeing its recreational use with a very small cadre of people.

The movement towards the use of volunteers by the park agencies is encouraging as it helps in the fostering of a much needed clientele of concerned citizenry.

The Ontario MNR is to be commended for its effective use of sportsmen's clubs in stream improvement for fisheries and in its cooperation with Ducks Unlimited in the establishment of wetlands. The Federation of Ontario Naturalists and the OMNR should be applauded and encouraged in their outreach program to private landowners of Areas of Natural and Scientific Interest and Environmentally Significant Areas.

- 4) Great concern exists now about the future of Ontario's "new" paper parks and "Areas of Natural and Scientific Interest." Who's watching over them, let alone taking care of them? Some of the initiatives already alluded to should be enlarged upon to make sure these important sites don't become targets for the timber and mining industry.
- 5) The whole question of budget for parks and natural areas has been ignored for too long. In this province park agencies are terribly underbudgeted and understaffed given any consideration of their economic importance now and in the future.
- 6) In southern Ontario a great deal of work needs to be done enhancing the quality of our river basin management to improve the quality and flow of the streams and rivers and to make these riverine lands more park-like for the people who live there.
- 7) Effective monitoring mechanisms should be in place to make sure the parks are effectively taken care of and protected.
- 8) And most importantly, our 150 new parks should not only be put into regulation under the Parks Act but their management plans and interim management guidelines should undergo an environmental assessment under the EA Act.

- 9) And finally political action should be taken to establish a new National Marine and Terrestrial Park on the north tip of the Bruce Peninsula. Serious political thought should be given to turning over the wilderness parks in Ontario to Parks Canada, an agency with the mandate and the will to manage wilderness parks.

National Parks Issues in the Future

Lance Males
Ontario Federation of Anglers and Hunters

I welcome the opportunity to present the views of the Ontario Federation of Anglers and Hunters on issues which face the national parks system in the future. At the outset, I would like to have it read into the record that the points of view expressed here today by the participants are most certainly going to be biased. A majority of the citizens of Ontario who are directly concerned with the national parks issue are not able to attend due to the date and very short notice of the meeting. This week and next - a very short time out of the year - they are pursuing an activity that they love more than anything else: deer hunting!

To plan for the future it is imperative that we look into the past. This does not mean we are going backwards into the future, but simply offers us a more definitive road on which to travel so we do not deviate from our original objectives. One of the objectives of the national parks system as described in Park Canada's policy is to preserve our natural and cultural heritage.

To meet this objective for the future, it is necessary to examine what the past has taught us.

Heritage has been described by Parks Canada as an inheritance or legacy; things of value which have been passed from one generation to the next. Inheritance and legacy are both defined in Webster's Dictionary as "something that has been received from an ancestor" and is, in the case of "inheritance," a "tradition." So one of the original objectives of Parks Canada was, in part, to preserve the traditional, cultural continuity in social attitudes and values.

As with most things of value, our cultural inheritance increases with the passing of time. Therefore, if we plan to

protect them now, future generations may cherish them as of inestimable worth and beyond the value we place on them today.

As Canadians we are fortunate in that we have good historical documentation of our culture. Our ancestors passed traditions down to us not only by example, but also with the written, spoken and artistic recording of events that held meaning in their lives.

For this reason we know that this country was settled by hardy outdoorsmen who came to depend on the land to meet their needs. The requirement for food, shelter, clothing and recreation is was prevalent then as it is today. Hunting for game provided many of their needs, but also offered recreational opportunities that have come down to us through the years and remained an integral part of our heritage. The fur trade opened the doors, and wild game provided the bounty.

Yet somewhere in the plan to "preserve and protect our natural and cultural heritage," a decision has been made in the national parks scheme to arbitrarily, with a broad-brush approach, eradicate a priceless part of our inheritance.

Somehow a marked deviation from our natural heritage has occurred. The traditional pursuit of hunting has been dropped and in fact has been listed as a non-traditional activity in these wilderness areas!

While Parks Canada says it has been endeavouring to preserve our cultural heritage, it has been actively striving to eliminate, destroy or ignore parts of it. The Ontario Federation of Anglers and Hunters feels that hunting is a traditional activity that has been passed down from our forefathers as a legitimate recreational pursuit as well as a very important wildlife management tool. We do not see a user conflict in the parks system because the short hunting seasons have "traditionally" been in the late fall of the year when other users have concluded their activities.

There is, of course, no biological or ethical reason for not permitting hunting. On the contrary, looking into history again,

our forefathers recognized the need to harvest wildlife populations.

Between 1917 and 1927, hundreds of wildlife preserves were introduced in Ontario. They were established with the idea that all animals within the protected environment of the preserve would multiply and continuously supply the surrounding area with harvestable game populations. Over the years it became evident that wildlife resources could not be stockpiled in this manner without placing severe stress on the range and game populations within the preserves. Today most of these game preserves have been abolished as unworkable. Large numbers of animals were dying due to starvation and disease.

The preserve system in Ontario can be paralleled with the national parks system. These artificial boundaries have worked in some areas, but in others a game preserve system is just not feasible. The principles of sound management and ethical animal husbandry dictate that the wildlife resources must be harvested to maintain an overall healthy balance between land and animal. The unhealthy peaks and valleys in animal populations have been overcome through hunting and therefore a carte blanche broad-brush policy against hunting in parks does not make sense. Certainly there are some parks in which hunting should not be allowed. Hunting in national parks should be evaluated in each park on an individual basis.

Parks Canada has also offered to provide opportunities for outdoor recreation as a means for present and future generations to understand and enjoy heritage resources. The recreational opportunities that are available through hunting have been forsaken in all national parks despite the traditional values associated with it and the opportunity to become one with nature.

Today, park management is being viewed with respect to social and economic issues as well as the management of our natural resources. This increased concern, along with management in a regional context, must constantly be weighed within the overall national concerns outlined in the National Parks Act.

Let us learn from history and recognize our full traditional heritage and maintain it wherever practical. Let us learn from our mistakes so that we do not continue to make those same errors ad infinitum. Now is the time to plan for the future to ensure that we do not lose any of our valuable cultural heritage. Let us instead take steps to manage our resources wisely in the interest of all Canadians so that maximum benefit can be derived from the multitude of resources we have been blessed with.

Appendix V

Project for Environmental Priorities Questionnaire

Candidate responses to the Project for Environmental Priorities (PEP) (composed of 17 environmental/conservation groups) have been included as an additional resource to further understanding of the political provincial climate in which the Ontario caucus process was conducted. (The Ontario caucus was in no way associated with PEP.) The final response was incrementally higher than these tables indicate but the result remained proportional. The "Miller" category indicates the submission of a standardized 17 page response. This response was occasionally modified by candidates for the recent Ontario provincial election, or specific mention of concerns or disagreement was made in the covering letter that was often sent with the questionnaire.

The Project for Environmental Priorities

RIDING _____

CANDIDATE NAME _____

PARTY AFFILIATION _____ DATE _____

Please make additional comments regarding your answers on a separate piece of paper and attach to survey.

CODE: Y - YES N - NO U - UNDECIDED NR - NO RESPONSE

Y N U NR

A. PROTECTING OUR HEALTH AND THE ENVIRONMENT

1. Safe Drinking Water: Millions of Ontario residents draw their water from the Great Lakes and yet toxic chemical levels in the Lakes have been allowed to reach alarming proportions. Similarly, surface and groundwater sources of drinking water have been contaminated by industrial effluents. Do you support the establishment of a Safe Drinking Water Act which would guarantee Ontario citizens the right to safe drinking water?

2. Acid Rain: In 1982, an Ontario/federal task force on acid rain abatement put forward a workable plan which would produce an 86 percent reduction in sulphur dioxide emissions from Inco's Sudbury smelter. Yet, a 1980 control order issued by the Ontario government still allows 1770 tonnes of sulphur dioxide emissions per day. Do you support the issuance of a non-appealable regulation by the end of 1985 requiring Inco to reduce its sulphur dioxide emissions to no more than 275 tonnes per day by the earliest technically feasible date and in any case no later than January 1st, 1994?

3. Niagara Escarpment Plan: The Niagara Escarpment Plan recently proposed by former Minister for Resource Development, Norman Sterling, received general approval from environmentalists, with the exception of the section dealing with mineral aggregate policy. Over 60,000 acres of environmentally sensitive

land will be reserved for future pit and quarry development if the plan is accepted as it stands. Will you support changes in the plan so that aggregate production will be subject to the same planning regulations as recreational and residential development?

— — — —

4. Provincial Parks Policy: In June 1983, the Ontario government announced its intention to create 155 new provincial parks. The target date to put these parks "in regulation" - thus protecting the land for park uses - was June 1985. To date the government has acted on less than half the proposed parks. Do you support prompt government action to put all 155 parks into regulation by the end of 1985, to be followed immediately by the announcement of a schedule for planning and development of these parks?

— — — —

5. Forest Pesticides: This year, the Ontario Ministry of Natural Resources proposed for the first time that massive chemical spraying be used to combat the growing populations of forest budworms in northern Ontario. But these sprays pose health and environmental problems which could be avoided using biological controls. Moreover, the spraying will not get at the root of the budworm problem: poor forest management practices. Will you oppose the spraying of chemical pesticides and deal with the budworm problem using biological controls and improved forest management practices?

— — — —

6. Spills Bill: Every year there are about 1,000 spills of liquids and gases reportable to the Ontario Ministry of the Environment. Many of these involve hazardous materials. In 1979, the Ontario Legislature passed Part IX of the Environmental Protection Act, also known as the Spills Bill, which sets out emergency and safety mechanisms in the event of a hazardous spill. Nearly six years later, the Spills Bill has not been proclaimed by the Ontario Cabinet. If elected, will you support immediate proclamation of the Spills Bill?

— — — —

B. DEVELOPING A SUSTAINABLE ECONOMY

7. Farmland: Some of Canada's most valuable farmland is found in Ontario, and it is being removed from production through urban expansion. In the past 30 years, over 1 million hectares have disappeared - that's 90 hectares per day. The result is increased food imports into Ontario, and the permanent loss of an important economic resource. Will you support the establishment of a clear provincial foodlands policy which would set as its first objectives a halving of the rate of rural to urban land conversion by 1990? _ _ _ _
8. Energy: The price tag of the Darlington Nuclear Generating Station has risen to about \$11 billion, adding to the already massive \$22 billion Ontario Hydro debt. Meanwhile, there is an existing over-supply of electricity and no long-term energy conservation programme in the province.
- a) Do you support the establishment of a Task Force to examine Ontario Hydro's structure, policies and accountability? _ _ _ _
- b) Do you support an immediate cancellation of construction of the Darlington Nuclear Generating Station? _ _ _ _
9. Municipal Waste Management: To reduce the landfill problems of municipalities and to promote resource conservation, the favourable order of waste handling activities is "reduce, reuse, recycle" - known as the Three Rs. But the Ontario government has added a fourth "R" - recovery - and has thus contributed millions of dollars to "energy from waste" projects. These plants have been challenged because they compete with reduction schemes and are a possible source of toxic emissions. Meanwhile, provincial contributions to source separation and recycling schemes remain miniscule. Will you support legislative and funding schemes which promote a greater reliance on waste production, reusable containers and recycling programmes than on energy from waste? _ _ _ _

C. IMPROVING ENVIRONMENTAL DECISION MAKING

10. Intervener Funding: A recent Economic Council of Canada study found that taxpayers subsidize approximately 50% of private companies' costs during environmental hearings, while citizens' groups are forced to raise funds through membership drives, dances and bake sales. Do you support the establishment of an intervener funding programme where the resources of citizens' groups are supplemented with financing shared by project proponents and the Ministry of the Environment?

11. Right to Know Legislation: As the use of dangerous chemical substances in industry increases, the health and environment of the workplace and the community are threatened by possible accidents and the hazard of long-term exposure. Knowledge of the location and use of specific chemicals is the first step in ensuring that environmental regulations are followed, and in dealing with emergencies such as fire and spills. Will you support provincial "right to know" legislation requiring firms to inform their workers and the public of the chemicals used in or emitted from their operations?

12. Environmental Assessment Act: The Environmental Assessment Act was passed in Ontario in 1975. It was lauded by environmentalists because it required examination of the need for and the alternatives to projects being proposed. But the assessment process has been hampered by limited application of the Act, including over 300 exemptions to government projects. Will you support a strengthening of the Environmental Assessment Act by restricting the exemption process and by extending the full application of the Act to private sector projects?

D. LOCAL ISSUE(S)

13. Local groups may add their own question to deal with a specific local concern not dealt with in the other questions.

THE PROJECT FOR ENVIRONMENTAL PRIORITIES, 1985

SUBJECT: WATER QUALITY

Response	PARTY				Total	%
	PC	LIB	NDP	Other		
YES	13	58	56	5	132	41.3
UNDECIDED	2	1	0	0	3	0.9
MILLER	18	0	0	0	18	5.6
NO RESPONSE	1	0	0	0	1	0.3
NOT RETURNED	71	46	49	0	166	51.9
	105	105	105	5	320	
	32.8%	32.8%	32.8%	1.6%		100.0%

SUBJECT: ACID RAIN

YES	11	54	56	5	126	39.4
NO	1	2	0	0	3	0.9
UNDECIDED	3	3	0	0	6	1.9
MILLER	18	0	0	0	18	5.6
NO RESPONSE	1	0	0	0	1	0.3
NOT RETURNED	71	46	49	0	166	51.9
	105	105	105	5	320	
	32.8%	32.8%	32.8%	1.6%		100.0%

SUBJECT: NIAGARA ESCARPMENT PLAN

Response	PARTY				Total	%
	PC	LIB	NDP	Other		
YES	9	53	56	4	122	38.1
NO	1	1	0	0	2	0.6
UNDECIDED	4	3	0	1	8	2.5
MILLER	18	0	0	0	18	5.6
NO RESPONSE	2	2	0	0	4	1.3
NOT RETURNED	71	46	49	0	166	51.9
	105	105	105	5	320	
	32.8%	32.8%	32.8%	1.6%		100.0%

SUBJECT: PROVINCIAL PARKS POLICY

YES	11	50	54	4	119	37.2
NO	2	2	0	0	4	1.3
UNDECIDED	2	4	1	0	7	2.2
MILLER	17	0	0	0	17	5.3
NO RESPONSE	2	3	0	1	6	1.9
NOT RETURNED	71	46	50	0	167	52.5
	105	105	105	5	320	
	32.8%	32.8%	32.8%	1.6%		100.0%

SUBJECT: PESTICIDES

Response	PARTY				Total	%
	PC	LIB	NDP	Other		
YES	5	30	56	5	96	30.0
NO	4	21	0	0	25	7.8
UNDECIDED	4	7	0	0	11	3.4
MILLER	19	0	0	0	19	5.9
NO RESPONSE	2	1	0	0	3	0.9
NOT RETURNED	71	46	49	0	166	51.9
	105	105	105	5	320	
	32.8%	32.8%	32.8%	1.6%		100.0%

SUBJECT: SPILLS BILL

YES	15	56	56	5	132	41.3
UNDECIDED	1	2	0	0	3	0.9
MILLER	17	0	0	0	17	5.3
NO RESPONSE	1	1	0	0	2	0.6
NOT RETURNED	71	46	49	0	166	51.9
	105	105	105	5	320	
	32.8%	32.8%	32.8%	1.6%		100.0%

SUBJECT: FOODLANDS POLICY

Response	PARTY				Total	%
	PC	LIB	NDP	Other		
YES	10	53	55	5	123	38.4
NO	4	4	0	0	6	1.9
UNDECIDED	1	3	1	0	5	1.6
MILLER	18	0	0	0	18	5.6
NO RESPONSE	1	1	0	0	2	0.6
NOT RETURNED	71	46	49	0	166	51.9
	105	105	105	5	320	
	32.8%	32.8%	32.8%	1.6%		100.0%

SUBJECT: ONTARIO HYDRO

YES	9	59	56	5	129	40.3
NO	7	0	0	0	7	2.2
MILLER	16	0	0	0	16	5.0
NO RESPONSE	2	0	0	0	2	0.6
NOT RETURNED	71	46	49	0	166	51.9
	105	105	105	5	320	
	32.8%	32.8%	32.8%	1.5%		100.0%

SUBJECT: DARLINGTON NUCLEAR POWER STATION

Response	PARTY				Total	%
	PC	LIB	NDP	Other		
YES	1	39	49	4	193	29.1
NO	12	8	3	0	23	7.2
UNDECIDED	3	8	4	0	15	4.7
MILLER	16	0	0	0	16	5.0
NO RESPONSE	2	4	0	1	7	2.2
NOT RETURNED	71	46	49	0	166	51.9
	105	105	105	5	320	
	32.8%	32.8%	32.8%	1.6%		100.0%

SUBJECT: WASTE MANAGEMENT

YES	14	55	56	5	130	40.6
NO	2	0	0	0	2	0.6
UNDECIDED	1	3	0	0	4	1.3
MILLER	16	0	0	0	16	5.0
NO RESPONSE	1	1	0	0	2	0.6
NOT RETURNED	71	46	49	0	166	51.9
	105	105	105	5	320	
	32.8%	32.8%	32.8%	1.6%		100.0%

SUBJECT: INTERVENERS FUND

Response	PARTY				Total	%
	PC	LIB	NDP	Other		
YES	7	47	55	4	113	35.3
NO	7	5	0	0	12	3.8
UNDECIDED	1	5	0	0	6	1.9
MILLER	17	0	0	0	17	5.3
NO RESPONSE	2	2	0	1	5	1.6
NOT RETURNED	71	46	50	0	167	52.2
	105	105	105	5	320	
	32.8%	32.8%	32.8%	1.6%		100.0%

SUBJECT: RIGHT TO KNOW LEGISLATION

YES	16	59	56	5	136	42.5
UNDECIDED	2	0	0	0	2	0.6
MILLER	16	0	0	0	16	5.0
NOT RETURNED	71	46	49	0	166	51.9
	105	105	105	5	320	
	32.8%	32.8%	32.8%	1.6%		100.0%

SUBJECT: ENVIRONMENTAL ASSESSMENT ACT

Response	PARTY				Total	%
	PC	LIB	NDP	Other		
YES	6	52	56	5	119	37.2
NO	4	1	0	0	5	1.6
UNDECIDED	4	5	0	0	9	2.8
MILLER	18	0	0	0	18	5.6
NO RESPONSE	2	1	0	0	3	0.9
NOT RETURNED	71	46	49	0	166	51.9
	105	105	105	5	320	
	32.8%	32.8%	32.8%	1.6%		100.0%

**Environment, Resources and Society
A Collective Challenge
Quebec Caucus Report**

Jules Dufour, Coordinator

Table of Contents

	<u>Page</u>
FOREWORD	439
HERITAGE FOR TOMORROW	441
Quebec and the Environment	441
National Parks Centennial	441
Resources for Tomorrow	442
A Comprehensive Approach	443
AN INCREASINGLY THREATENED ENVIRONMENT	447
Forest Heritage	448
A Vast Forest	448
A Deteriorating Forest	448
A Forest for Everyone	451
Agricultural Heritage	452
Deteriorating Agricultural Land	452
A Biological and Regional Agriculture	456
Poisoned and Acidified Lakes and Rivers	457
Wetlands Left Without Protection	460
CONSERVATION EDUCATION. TOWARD A CONCERTED AND INTEGRATED PROGRAM	461
Conservation Education	462
Protected Areas	462
Acts Dealing with Orderly Occupancy of the Environment and Moderate Use of its Resources	462
Educational Programs	465
Groups Promoting Conservation	466
Conservation Parks. A Network to Complete	468
A Network of Heritage Rivers to Create	471
More Functional Ecological Reserves	473

	<u>Page</u>
Northern Heritage and Native People	476
Conquest of the North	477
Future of the Northern Heritage	477
Sites of Speleological Interest	478
Controlled Harvesting Zones (ZEC)	478
Wildlife Reserves	483
Protected Urban Space	484
Growing Accessibility of Outdoor Recreation	487
Recreation and Education	490
Recreation and Government	491
Recreation and Citizens	492
Historical and Cultural Heritage	493
A COMPREHENSIVE CONSERVATION STRATEGY IN QUEBEC	494
Issues	495
Principles	495
Genetic Diversity	496
Maintenance of Ecological Processes	496
Wisdom	496
Fairness	496
Recommendations	496
Notes	497
POSTSCRIPT	500
SELECT BIBLIOGRAPHY	504
APPENDIX I: Quebec Caucus Supporting Documents	507

Tables and Figures

	<u>Page</u>
<u>TABLE</u>	
1. Heritage for Tomorrow in Quebec: Issues Covered in Consultation and Analysis	444
2. A Network of Parks to Complete	472
<u>FIGURES</u>	
1. Main Forestry Problems	449
2. Status of Commercial Forestry	450
3. Relative Water Erosion Risk	453
4. Relative Water Erosion Risk, Modified by 1976 Cropping Practice	454
5. Relative Risk of Soil Organic Matter Loss and Compaction Estimated from 1976 Crop Distribution	455
6. Acidic Quebec	458
7. Log-Driving Rivers	459
8. Interpretation Centres	463
9. Migratory Birds Protection Areas	464
10. Quebec's Park Mosaic	469
11. Heritage Rivers	474
12. Ecological Reserves	475
13. Exceptional Natural Sites to Preserve	479
14. Sites of Speleological Interest	480
15. Controlled Harvesting Zones (ZEC)	481
16. Wildlife Reserves in Quebec	485
17. Archipelago Provincial Park	488
18. Outdoors Network	489

Foreword

Environment, Resources and Society: The Future of Quebec's Heritage A Collective Challenge

1985 marks the centennial of the creation of a hot springs reserve in Banff from which the first national park in Canada originated. In line with the National Parks Centennial celebration task forces were created in seven regions of Canada. In Quebec, l'Union québécoise pour la conservation de la nature is sponsoring the Quebec caucus which is responsible for putting together the State of Conservation in Quebec and recommending development strategies in this regard.

This report synthesizes the results of stocktaking, consultation, analysis and reflection by caucus members between February 1984 and July 1985. This final version of the document will be tabled at the Canadian Assembly on National Parks and Protected Areas in Banff, September 4 to 8, 1985.

Members of the caucus work in various organizations for the conservation of natural resources used for educational, recreational and outdoor activity purposes. They are drawn from the following organizations:

- L'Union québécoise pour la conservation de la nature
- Le Regroupement Loisir Québec
- La Fédération des sociétés d'histoire du Québec
- L'Association des biologistes du Québec
- La Société linnéenne du Québec
- Le Centre de conservation de la nature (Réserve de la biosphère), Mont St-Hilaire
- Les Laboratoires de géographie de l'Université du Québec à Chicoutimi.

It is worth noting that during the project, more than a score of papers were prepared by members of the caucus and by other citizens who were involved with the process. The list of these documents appears in Appendix I.

I take this opportunity to thank the caucus members and every organization, society and citizens' association who have contributed to the success of this project, members of Parks Canada Centennial Committee (Quebec Region) for their services, as well as Employment and Immigration Canada which gave us a "Challenge '85" project to prepare the maps for this report.

Finally, I hope the contents of this document will be widely distributed so that they may be used in discussions during the public debates which will take place in the years to come regarding the future of our natural environment, the ways in which resources are exploited, and the development of society in Quebec.

Jules Dufour
Quebec Caucus Coordinator

Heritage for Tomorrow

QUEBEC AND THE ENVIRONMENT

During the past fifteen years or so environmental issues have become more and more a subject of concern to Quebecers. The natural environment is the subject of many discussions in every milieu: in the cities, rural areas, industrial zones, forest regions, mining sites, harbour areas, cottage country. In a word, the protection of heritage and of natural spaces has become everybody's business.

These concerns have developed because of the concerted efforts of citizens' groups, regional and local communities and governments. Here and there committees of citizens concerned about environmental crises have emerged, identified and analysed environmental problems and proposed solutions. Little by little government has joined the process by intervening at times and then developing an overall approach which led the way to the Environmental Quality Act.

It is worth stating here that Quebec has been and still is considered a reservoir of natural resources essential to the industrial development of eastern Canada and the northeastern American states. It is therefore an hinterland which, for centuries, has lent itself to the extraction of abundant and cheap raw materials. This is why successive governments in Quebec have always encouraged the development of industrial activities which exert a significant impact on the natural environment: intensive logging, log-driving on lakes and rivers, and so on. Furthermore, the lack of an overall plan and of concerted action has created severe conflicts in land use and resource development.

All of this was brought about mainly during World War II and the subsequent phase of expansion of North American capitalism.

NATIONAL PARKS CENTENNIAL

The celebration of the National Parks Centennial in 1985 is a

very significant environmental event in North America. For Quebec it is perhaps less important as it occurs in the context of a very recent conservation experience in this province. The provincial parks created in Quebec during the past century were not established with an overall view to conservation, but on the basis of a very restricted definition of the environment and a limited knowledge of ecosystem components. Thus, the four parks created by Quebec starting in the 1880s were intended to preserve forest resources.

The first large areas designed to promote conservation education did not appear until 1977, with the creation of the provincial Parks Act. Since then, the limits of the old parks have changed¹, and a few other parks have been added, so as to form the basis of a genuine network of protected areas in Quebec.

RESOURCES FOR TOMORROW

Like areas in other northern countries and large interior basins, Quebec possesses natural resources that are strategic for the production machinery of industrialized countries. The most abundant of these resources are pulp wood, hydraulic energy, minerals and a variety of wildlife. Are the rhythms of natural renewal among forest and wildlife resources being respected? Is the development of rivers for energy purposes done with the utmost respect for the living areas of regional communities? Can agricultural land still support the production rhythms being imposed on it? Will the marine resources still be available to feed us in twenty years' time?

In other words, can we ensure abundant resources for future generations? Is the network of protected areas sufficiently large and functional, so that we can learn today to conserve existing resources and to develop them in such a way as to ensure that they remain plentiful for the future?

A COMPREHENSIVE APPROACH

Caucus members wished to consider these basic questions from the outset. They attempted to answer them by using a comprehensive approach, that is, by taking all of Quebec as the framework and examining both resources development and resource conservation practices. They drew up the following analysis outline:

- areas under development
- reserves or conservation areas
- tourist areas
- historical and cultural heritage
- research and education
- economic and social impact of conservation
- international aspects of conservation (see Table 1).

Members agreed to answer the following five questions for each issue:

- 1) What major aspects characterize resource development, protected areas and conservation practices?
- 2) What problems affect areas under development and protected regions?
- 3) What solutions does the government recommend for these problems?
- 4) What solutions are proposed by citizens' groups and associations for these problems?
- 5) What would be the suggested global strategy for 1985-2000?

The following consultation methods were used to answer these questions:

TABLE 1
HERITAGE FOR TOMORROW IN QUEBEC:
ISSUES COVERED IN CONSULTATION AND ANALYSIS

Issues	Responsibility	Agency or Person Consulted	Topic of Consultation	Period of Consultation
<u>1. AREAS UNDER DEVELOPMENT</u>				
1. Forestry sector	Michel Beaulieu	Assoc. des biologistes du Québec - UQCN	Problem identific.	Sept. - Dec. 1984
2. Agricultural sector	Claude Bernard	V. Boutin Majella J. Gauthier B. Vachon	Development plans of regional county municipalities (MRCs)	Sept. - Nov. 1984
3. Lake and rivers	Jules Dufour	J. Sylvain (CREEQ)	Acid rain	Oct. 1984
		J. Michaud (Env. Quebec)	Lumber runs	Oct. 1984
		CCE MRC RONLQ	Forest developments Recreational aspects	Nov. 1984 Oct. - Nov. 1984
4. Humid zones	Yves Bedard			
5. Coastal and marine environments	Yves Bedard	CCE	Problem identific.	Oct. - Nov. 1984
6. Urban environments	Jules Dufour	INRS - Urbanization and INRS - Water CRE CRL:	Impact of urbanization on the biophysical environment	Oct. 84 - Jan. 85
7. Northern regions	Jules Dufour	Cree Regional Authority Kativik Regional Authority Société Kativik	Wildlife management	Sept. - Nov. 1984

TABLE I (continued)

Issues	Responsibility	Agency or Person Consulted	Topic of Consultation	Period of Consultation
11. <u>RESERVES OR CONSERVATION AREAS</u>		MRC		Jan. - June 1985
8. Parks for conservation and recreation	Jean-Luc Bourdages	Numerous	Existing and potential network - creation and management methods	Oct. - Dec. 1984
9. Wildlife reserves	Daniel Banville	Fédération québécoise de la faune	Problem identification	Sept. - Dec. 1984
10. Controlled operation zones (ZEC)	Michel Drew	ZEC	Management and development	Sept. - Dec. 1984
11. Cavern. Sites	Daniel Caron	SQS	Overview of situation	Sept. - Nov. 1984
12. Ecological reserves	Chantal Dubreuil	CRL CCE		
13. Open-air activity centres	Luc Morel	RONLQ CRL	Overview of situation	Sept. - Dec. 1984
14. Urban Parks	Pierre Belec	CRL MRC	Inventory Legislation	Sept. - Dec. 1984
15. Migratory bird sanctuaries	Gilles Seutin	Fédération québécoise de la faune Canadian Wildlife Service	Regulations Impact on local citizens	Sept. - Nov. 1984
16. Interpretation centres	Michel Drew	Assoc. québécoise des interprètes du patrimoine		Sept. - Nov. 1984
17. Heritage rivers	Jules Dufour	Fédération québécoise du canot-camping Pierre Trudel CRE	Potential network of heritage rivers in Quebec	Sept. - Nov. 1984
18. Biosphere reserves	Michel Drew	Citizens of region near Mont St-Hilaire reserve	Impact on local citizens Potential network	Sept. - Dec. 1984
19. Natural districts			Current network Concepts and criteria for creation of new districts. Legislation	Oct. - Dec. 1984

TABLE I (continued)

ISSUES	RESPONSIBILITY	AGENCY OR PERSON CONSULTED	TOPIC OF CONSULTATION	PERIOD OF CONSULTATION
<u>III. TOURIST AREAS</u>				
20. Tourist and recreational facilities	Jean Désy	Regional tourist assoc. (ATR) CRL MRC	Outfitters Conservation - recreation problems Access to recreational areas Possible locations	Sept. - Dec. 1984
<u>IV. HISTORICAL AND CULTURAL HERITAGE</u>				
21. Historic sites and districts	Marc Beaudoin Louis Cabral	Soc. d'histoire MRC	Overview of situation	Sept. - Dec. 1984
22. Native heritage	Jacques Kurtness	Indian nations of Quebec	Land Claims	Sept. - Dec. 1984
<u>V. RESEARCH AND EDUCATION</u>				
23. Research and education	Harvey Mead	Environnement 1001	Overview of situation	Sept. - Mar. 1985
<u>VI. ECONOMIC AND SOCIAL IMPACT OF CONSERVATION</u>				
24. Econ. and soc. Impact of conservation	Yves Bédard	Françoise Bédard		Oct. - Dec. 1984
<u>VII. INTERNATIONAL ASPECTS OF CONSERVATION</u>				
25. Intern. aspects	Harvey Mead et al.	Numerous	Acid rain The North Migratory birds Biosphere reserves Education	Sept. 84 - Feb. 85

- inventory and analysis of major documents on the conservation of the natural environment and historical heritage
- inventory and analysis of major documents dealing with parks and similar areas
- consultations with the following non-governmental agencies: regional recreational councils (CRLs), regional environmental councils (CREs), recreational organizations, federations, historical societies, regional county municipalities, Kativik Regional Authority, Grand Council of the Crees, Attikamek-Montagnais Council, the regional chapters of the Association des biologistes du Québec, and the Union québécoise de la conservation de la nature (UQCN)
- analysis of consultation results and of various points listed
- formulation of a synthesis document
- graphs and maps of results
- printing and distribution of issues
- preparation and publication of a monograph or report for the general public, in Quebec and elsewhere.

An Increasingly Threatened Environment

Quebec's natural environment continues to suffer the pressures of transborder pollution, urbanization, industry, with the intensive utilization of the forest for wood, rivers and lakes for energy and transportation for lumber, and agricultural land for food produced on an industrial basis - all this without taking into account the numerous toxic waste dump sites in fragile ecosystems and the abusive exploitation of the fish resource by commercial fisheries.

Is today's heritage threatened? Can it still be cleaned up and reimbued with its original vigour? We would like to answer these questions.

FOREST HERITAGE

A Vast Forest

Forests cover 779,256 square kilometres, or over 47 percent of Quebec's total area. They are one of the essential components of economic, social and cultural life in Quebec, and the source of and preferred setting for many industrial, tourist and open-air recreational activities.

Quebec's commercial forests contain a gross standing marketable wood volume of over 4.1 billion cubic metres, 75 percent of which is coniferous and 25 percent deciduous.

Forests are largely the property of the Quebec government, which owns close to 90 percent of productive forested land. The remainder is privately owned.²

A Deteriorating Forest

During the twentieth century, industry has developed Quebec's forests in an attempt to extract the maximum amount of wood possible without contributing much to reforestation. The forests are now in an appalling state. They are overexploited, deteriorating, fragile, not very productive and badly damaged by insecticides, herbicides and acid rain (Figures 1 and 2).

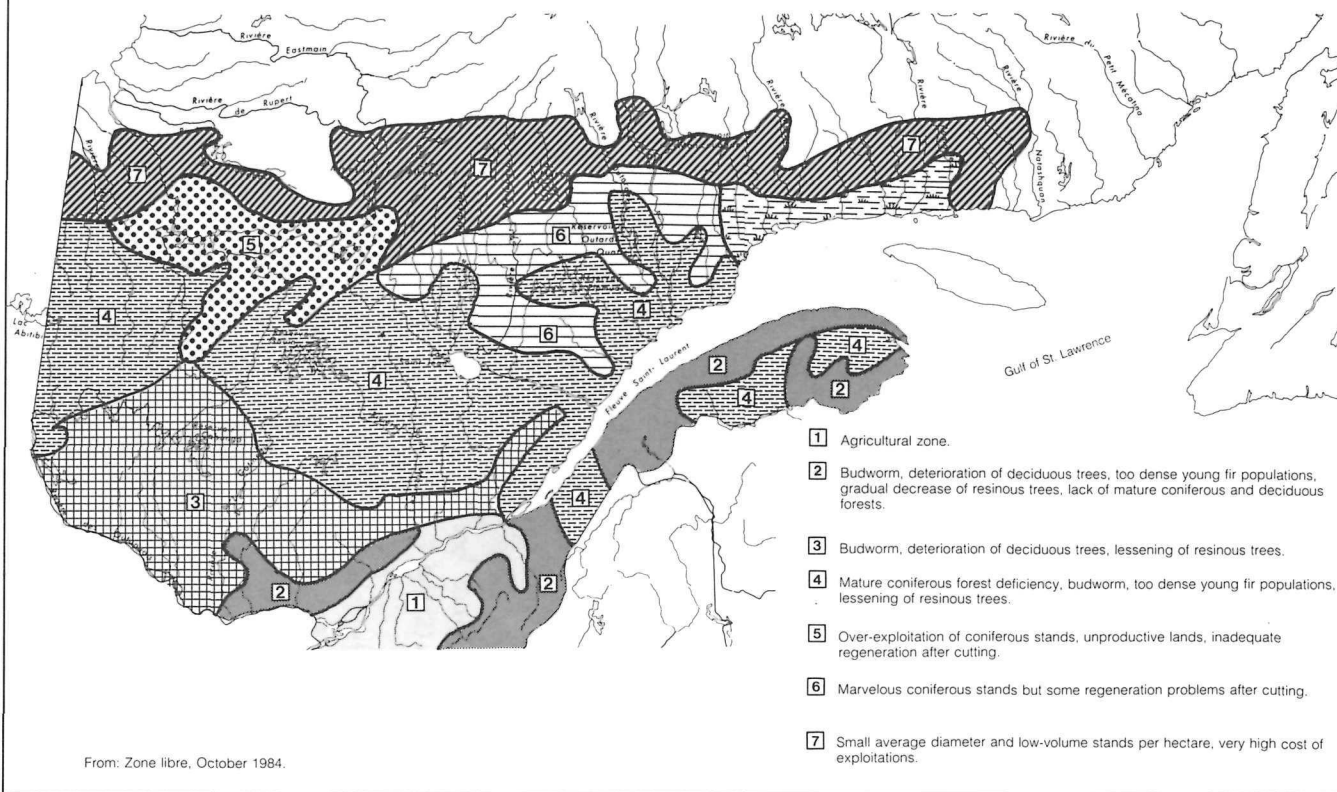
In order for this ecosystem to regain its natural vitality, the Quebec government recently proposed a policy whose basic objective is:

To promote the forestry industry by developing Quebec forests as much as possible, while respecting their use.³ (trans.)

The purpose of this policy is to maintain industry's competitive position by ensuring maximum harvesting, production and processing of wood.

Figure 2

STATUS OF COMMERCIAL FORESTRY



This government proposal was seriously challenged in recent months by citizens' groups and associations, particularly by the Regroupement pour un Québec vert,⁴ the Syndicat des travailleurs forestiers and Les amis de la terre.

A Forest For Everyone

The Regroupement pour un Québec vert believes that the government's proposed policy must be rejected immediately, and replaced by a fundamentally different attitude based on the following principles:

- recognize the forest as a collective heritage
- democratize forest management by involving residents, workers, users and the general public in the decision making process
- manage the forest so as to develop a multi-purpose use of the environment
- maintain and create acceptable jobs
- keep wood wastage to a minimum
- subject the forest manager and various users to strict environmental protection standards
- restructure present forest management
- restructure research.⁵

Les amis de la terre members believe that the Ministry of Energy and Resources' (MER) forestry policy favours the forestry industry. For the past twenty years, MER action has been socially irresponsible toward workers, causing a deterioration in rural life, and utopian in regard to the future possibilities of a forestry industry that is more "productivist" than ever.

The members of this movement recommend that the forest again become a source of social life rather than urban domination, and a source of ecological diversity rather than technological wastage.⁶ They propose the establishment of a policy based on seven main principles:

- 1) Participation of citizens and workers in any decision making involving forest development and management.
- 2) Decentralized decision making. Decisions must be made in the areas where the resources are located.
- 3) Regionally controlled economy.
- 4) Adoption of a soft-technology model that protects ecosystems and working conditions; this implies halting all chemical programs to combat insects and diseases, halting the use of chemical defoliants, practising multi-purpose development, and prohibiting clear cutting.
- 5) Adoption of a work- and income-sharing principle.
- 6) A fiscal policy that encourages the use of wood for energy production and for the production of objects currently made of plastic or aluminum, whenever possible.
- 7) Establishment of ecological zoning in Quebec's inhabited regions.

AGRICULTURAL HERITAGE

Deteriorating Agricultural Land

The increasingly intensive use of agricultural land results in a steady deterioration of its physical, chemical and biological characteristics, and in rising water pollution (Figures 3, 4 and 5).

This issue is all the more serious in Quebec, as potentially good agricultural land is scarce and accounts for less than four percent of the total.

It is believed that 90 percent of Class 1 to Class 3 land is already under development. Food production in Quebec cannot

Figure 3
RELATIVE WATER EROSION RISK

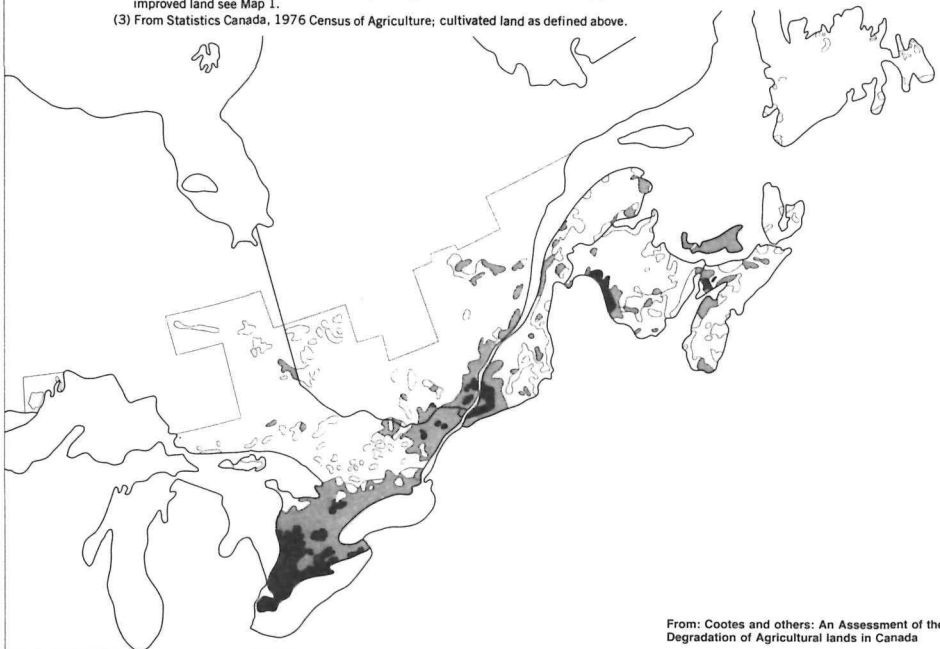
Low; see table below
 Moderate; see table below
 High; see table below

Relative Water Erosion Risk ⁽¹⁾	Cultivated Land (% of improved land) ⁽²⁾	Row Crops (% of improved land) ⁽²⁾								
		10			10-25			25		
		Summerfallow (% of cultivated land) ⁽³⁾								
		<30	30-40	>40	<30	30-40	>40	<30	30-40	>40
Low	<30									Not Applicable
	30-75									
	>75									
Moderate	<30									Not Applicable
	30-75									
	>75									
High	<30									Not Applicable
	30-75									
	>75									

(1) From Figure 4

(2) From Statistics Canada, 1976 Census of Agriculture; cultivated land = land under crops - total tame hay + summer-fallow; row crops = field peas + field beans + corn for grain + corn for ensilage + soybeans + sunflowers + potatoes + tobacco + sugar beets + other field crops + vegetables + small fruit + nursery products. For a definition of improved land see Map 1.

(3) From Statistics Canada, 1976 Census of Agriculture; cultivated land as defined above.



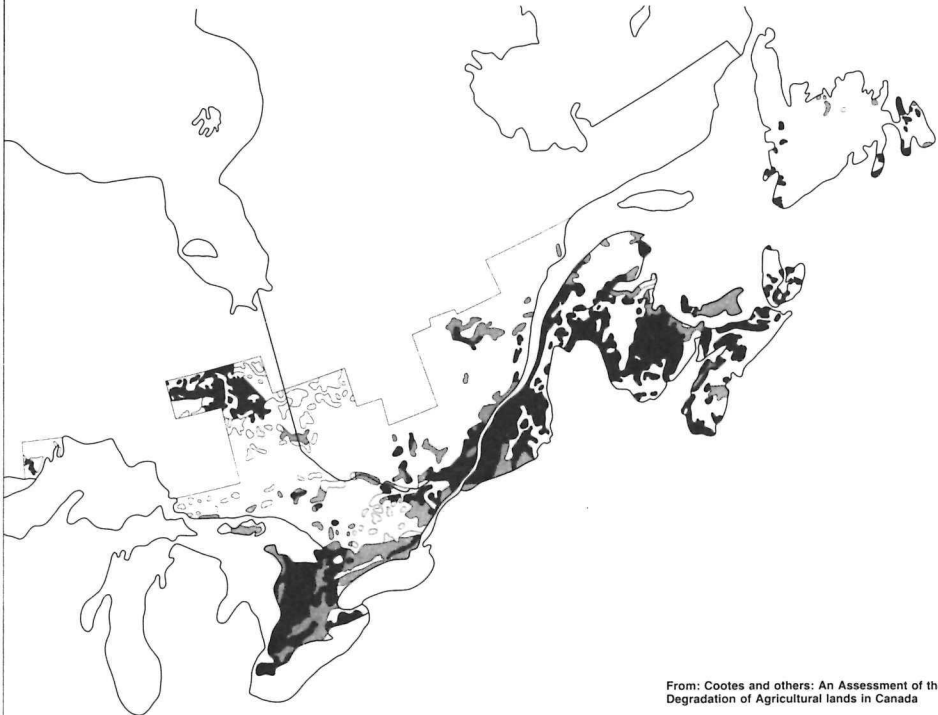
From: Cootes and others: An Assessment of the Degradation of Agricultural lands in Canada

Figure 4
RELATIVE WATER EROSION RISK, MODIFIED BY
1976 CROPPING PRACTICE

Low; see table below
 Moderate; see table below
 High; see table below

Surface Soil Texture ⁽¹⁾	Mean Annual Runoff (mm) ⁽²⁾											
	<100				100-500				>500			
	10 Year-60 min. Rainfall (mm) ⁽³⁾											
	<24	24-<40	40-<56	≥56	<24	24-<40	40-<56	≥56	<24	24-<40	40-<56	≥56 ⁽⁴⁾
Sandy	Low	Low	Low	Low	Low	Low	Low	Low	Low	Low	Low	Low
Loamy	Low	Low	Moderate	Moderate	Low	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	High
Clayey	Low	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate	High

- (1) Based on published and unpublished soil survey data.
- (2) From: Annual Runoff (mean annual unit-area water yield to stream channels); Hydrologic Atlas of Canada, Fisheries and Environment Canada, 1978.
- (3) From: Depth, Duration and Frequency of Point Rainfall; Hydrologic Atlas of Canada, Fisheries and Environment Canada, 1978.
- (4) Rainfall intensities greater than 56 mm. in 60 min. do not occur in runoff zones greater than 500 mm.



From: Cootes and others: An Assessment of the Degradation of Agricultural lands in Canada

therefore be increased by cultivating new lands, but rather by using existing resources more intensively.⁷

Monoculture and the excessive use of fertilizers and pesticides also deplete the soil and decrease its capacity for natural regeneration.

These observations demand radical attitudinal changes among all those involved in Quebec's rural and agricultural life. The government, producers and all Quebec citizens must act vigorously to take the necessary steps.

A Biological and Regional Agriculture

We must generally encourage the development of a diversified agriculture that respects the most basic ecological laws by improving cultivation practices. These practices, include rotating crops, allowing land to lie fallow, increasing the use of manure and compost, and progressively eliminating pesticides. Therefore, we must develop an essentially biological agriculture.

This new orientation also involves profound changes in today's economy and society. The current "productivist" model must be progressively eliminated and replaced by a community-based and interdependent food production system.⁸ In practice, this system must be built by:

- promoting self-sufficient food production methods using regional or local resources
- developing a cooperative system that integrates on a regional basis, agricultural producers and consumers, and basing the entire system on small businesses and food markets.

What would be the government's role in establishing this new system? Through appropriate legislation, it should enable regions to develop this operating model and should encourage integrated

resource development, that is, development "managed by and for those people living in the area, first and foremost."⁹ (trans.)

These government efforts should be combined with those of the Union des producteurs agricoles (UPA), the Office du crédit agricole and the unions. Only if all these forces genuinely work together can the proposed change in direction occur: the growth of smaller, more energy-efficient development units whose production depends on the environment's capacity.

POISONED AND ACIDIFIED LAKES AND RIVERS

On the whole, southern Quebec's lakes and rivers have undergone considerable changes in the twentieth century: construction of hydroelectric dams, liquid waste discharges from thermal and thermonuclear power stations and from municipalities, industrial waste discharges from factories and metal and wood primary processing plants, lumber runs and discharges of large quantities of insecticides, herbicides and chemical fertilizer (Figures 6 and 7).

The study committee on the St. Lawrence River has described this waterway's state of contamination:¹⁰ spreading of toxic substances, bacteriological contamination, contamination that encroaches on the territory of biological resources, destruction of esthetic value, abundance of suspended sediment, and eutrophication. More recently, the Société pour vaincre la pollution (SVP - Society to Overcome Pollution) has disclosed the extent of toxic industrial discharges,¹¹ the most affected regions being the following industrial zones: Valleyfield, Beauharnois, La Prairie, Montreal-East, Varennes, Contrecoeur, Sorel, Trois-Rivieres, Portneuf, Quebec City, Rivierer-du-Loup, Baie Comeau, Port-Cartier and Sept-Iles.

Studies conducted to date¹² on other rivers and lakes in Quebec reveal a number of matters.

- Water quality in inhabited areas has declined sharply, although the degree varies from one region to another. Waters are not pollution-free even in sparsely populated

areas (Bell and Quévillon rivers and lakes Matagami and Waswanipi).

- The main socio-economic participants and the general public do not realize the nature and importance of our water resource.
- The illusion of abundant water and its unlimited self-purifying capacity is still widely held.
- The concentration of industrial activities and increased sources of discharge and non-biodegradable materials have been the major pollutants of Quebec's rivers and lakes.
- During the 1980s, people have begun to realize the extent of the damage caused to lake and river environments by acid rain.¹³
- According to SVP, due to its vast size and the nature of the lithological formations and climatic conditions, Quebec has been greatly affected to date by acidic precipitation.

Over one-third of acidified lakes are endangered, thus threatening the reproduction, indeed the very survival, of fish populations. These lakes are located in the recreational and tourist areas of Abitibi, Outaouais, Laurentians, La Mauricie, La Sagamie and the North Shore. Those in the Eastern Townships, Gaspé and northern Quebec are resisting pollutants for a longer period.

WETLANDS LEFT WITHOUT PROTECTION

Wetlands¹⁴ have always been considered by planners and developers as spoilt, unhealthy regions, or areas to be flooded forever. Foreshores, particularly those within or near urban centres, have thus been greatly altered, or rural marshes have been drained in order to be converted to arable land. The result has been a considerably reduced living space for many wildlife species and a decline in their replacement potential.

These areas are currently given very little protection in Quebec. The coastal conservation policy has remained in the project stages and no legislation is being prepared on the matter. The wildlife habitat protection policy has been defined and the subsequent draft bill is still awaiting promulgation.

The federal Fisheries Act, particularly where it applies to fish habitats, is theoretically in effect, but has not yet been tested. It could effectively protect floodplains, with salt marshes and all wetlands serving as fish habitats. It was designed mainly to ensure the protection of fish used for commercial or sport fishing.

The preservation of wetland ecosystems can be genuinely ensured only by the provincial Environment Quality Act, impact studies and public hearings. However, only the increasingly active presence of conservation organizations will help protect this nature-capital. Their participation on some issues has to date produced mitigated, even deplorable results, particularly in the case of the Beauport sand bars, the Kamouraska and Lake Saint-Pierre dikes. Also, there is some concern as to what will happen to the banks of Lake Saint-Jean since the minister has not acted as yet, even though the BAPE report has been recently tabled.¹⁵

Conservation Education. Toward a Concerted and Integrated Program

In recent years Quebec citizens have made remarkable efforts to develop more respectful attitudes toward the environment among Quebecers. All participants - the government, regional communities, municipalities, local committees and citizens' associations and groups - have helped establish the basis for a collective awareness concerning the uncertain future of our natural heritage.

However, this awareness has not yet resulted in a genuine change in the orientation of natural resource development policies, nor has it made possible the establishment of a comprehensive conservation education program.

All parts of the program are described here and should be considered when it is being put together.

CONSERVATION EDUCATION

Quebecers have developed many ways of becoming aware of natural environment and historical heritage conservation problems, educating themselves and learning to respect the land, the water and life. These means are summarized below.

Protected Areas

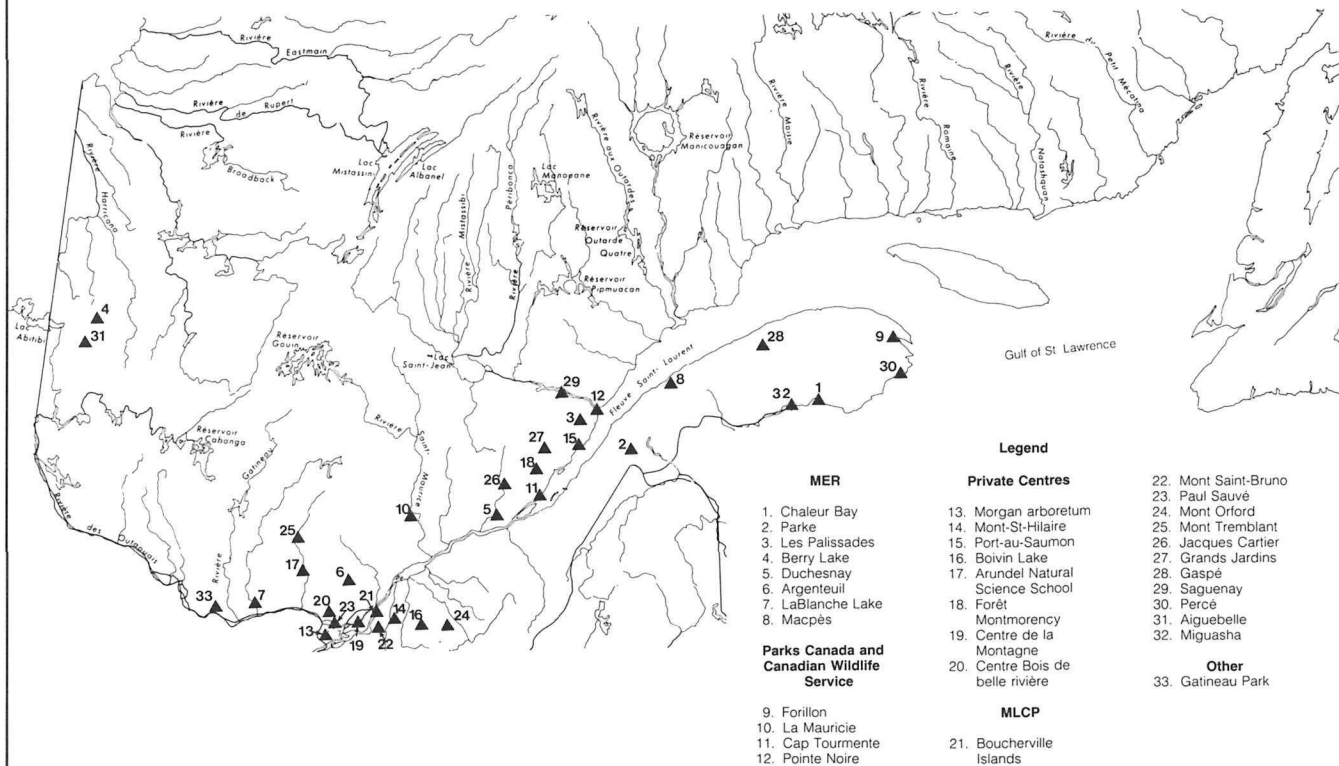
- Conservation parks: Aiguebelle, Bonaventure Island, Miguasha, Bic, Gaspé, Jacques Cartier, Grands Jardins, Mont Orford, Mont Tremblant, Yamaska, Saguenay, Pointe-Taillon, Mauricie and Forillon.
- Ecological reserves: Ristigouche, Ernest-Lepage, Manche d'Épée, Couchepaganiche, Riviere-du-Moulin, Tantaré, Ile-aux-Sternes, Pin-Rigide, Laurentians, Micocoulier, Malakisis and Pointe-Heath.
- Interpretation centres: Berry Lake, Duchesnay, Les Palissades, Parke, Chaleur Bay, Port-au-Saumon, Gatineau Park, Foret Montmorency, Morgan Arboretum and the Arundel Natural Science School (Figure 8).
- Migratory bird sanctuaries: Percé and Cap Tourmente (Figure 9).
- Biosphere reserves: Mont St-Hilaire.

Acts Dealing with Orderly Occupany of the Environment and Moderate Use of its Resources

- La loi de la qualité de l'environnement (Environment Quality Act): The purpose of this act is to formulate and propose an environmental protection policy to the government, implement this policy and coordinate its enforcement. The act also provides for supervision and protection of the quality of the environment, and encourages environmental clean-up. Certain provisions deal with advising the government, its departments and agencies about preventing the deterioration of the environment and protecting living species and property.

Figure 8

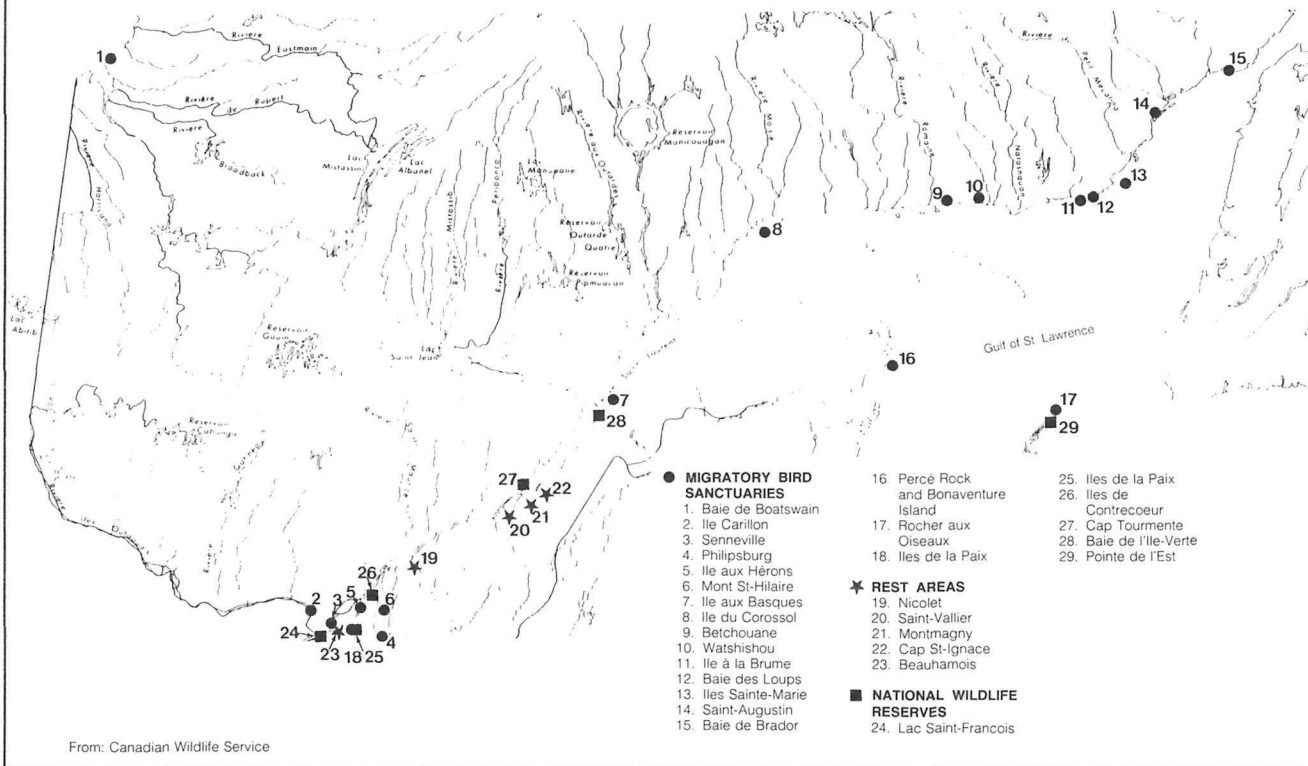
INTERPRETATION CENTRES



From: Quebec Caucus

Figure 9

MIGRATORY BIRD PROTECTION AREAS



From: Canadian Wildlife Service

- La loi sur l'aménagement et l'urbanisme (Development and Urbanism Act). The purpose of this act is to establish a framework for formulating and applying land development regulations and to make regional county municipalities responsible for preparing and implementing them.
- La loi sur le zonage agricole (Agriculture Zoning Act). This act has the conservation of Quebec's agricultural heritage as its objective.
- La loi sur la protection des arbres (Tree Protection Act). This act is designed to protect trees from all types of destruction or damage.
- La loi sur la conservation et la mise en valeur de la faune (Wildlife Conservation and Development Act). This act governs the exploitation of wildlife (hunting, fishing and trapping) and the conditions for managing privately owned land designated for wildlife resource development.
- La loi sur les parcs (Parks Act). The act was approved on 29 November 1977. It authorizes the government to reserve exclusively for park areas, any portion of public land it indicates. Parks will be classified as being either for conservation or recreation, depending on the main objective.
- La loi sur les réserves écologiques (Ecological Reserves Act): It authorizes the government to establish any public land, as an ecological reserve, if it believes that this measure is needed to preserve the land in its natural state; to reserve this land for scientific research and, if necessary, for education; or to protect animals and plants threatened by disappearance or extinction.

Educational Programs

- L'Arbre en tête (Trees First) (MER)
- Raising public awareness (MENVIQ)
- Raising awareness about conservation (Regroupement des organismes nationaux de loisirs - RONLQ)
- Educational program on safety and wildlife conservation (MLCP and Fédération québécoise de la faune)

- Natural sciences at the primary level (Quebec Ministry of Education - MEQ)
- Ecology and geography courses at the secondary level (MEQ)
- Program on acid rain, toxic wastes, forestry and the St. Lawrence (Environment Canada)
- Correspondence courses: Quebec's Environment, Balance and Quality of Life (MEQ, DCC)
- Télé-Université courses

Groups Promoting Conservation

Some movements are attempting to promote environmental conservation and knowledge about the natural environment.

- The Cercles des jeunes naturalistes try to instill amongst the young ones a spirit of discovery and interpretation.
- 4-H clubs participate mainly in the forestry sector. Recently they have been more conscious of the environmental issues.
- Environnement Jeunesse (ENJEU) attempts to involve young people in activities dealing with improving the quality of the environment.
- L'Union québécoise pour la conservation de la nature includes some 40 organizations, and seeks to make affiliates aware of conservation as defined by the World Conservation Strategy.
- La Fédération des associations pour la protection de l'environnement des lacs (FAPEL).
- Network of ecological groups seeks to promote social change directed toward a greater respect for nature and its limits.
- FAPEL-FAUNE is involved in defending wildlife and its natural habitats and in educating the users of the wildlife resource.
- L'Association des biologistes du Québec provides education on endangered species.
- La Société linéenne du Québec.
- La Fédération québécoise de la faune.
- La Société de biologie de Montréal.

A critical examination of these components enables us to bring out the conservation-related issues in Quebec, and to establish an overall strategy for ensuring the protection of the environment and its resources for future generations. The issues are summarized below.

- Existing protected areas that include conservation parks, ecological reserves, interpretation centres, migratory bird sanctuaries and biosphere reserves cover a very small area - less than four percent of the land - and contain only a part of the ecosystems representing Quebec's biogeographical regions. For this reason we recommend:

THAT the network of protected areas be extended so as to enable Quebecers to employ methods of protecting all representative habitats in Quebec.

- Current laws on clean-up and protection of the natural environment are most often subordinate to the demands of economic growth, are applied hesitantly, or are threatened by modifications that emasculate them. We recommend:

THAT the Environment Quality Act be applied according to the "polluter pays" principle, and that the Parks Act be retained in its present version.

- The many and varied educational programs about conservation are conducted by many different participants, with no dialogue among the various intervenors. For this reason, we propose:

THAT a comprehensive conservation education program be designed by the government, with the active participation of all intervenors in the environment, that this program be based on the World Conservation Strategy, and that it integrate all existing components of the public and citizen-organized education system dealing with conservation.

THAT a Quebec environment education network be established through a regrouping of conservation education organizations, environmental groups extending their roots into the schools and the teaching profession and that it find responsible people within the various departments concerned in the Province so that information dissemination is not blocked by political considerations and is free of governmental constraints and bureaucratic slowness.

CONSERVATION PARKS. A NETWORK TO COMPLETE

Topping the list of means Quebecers have given themselves to protect their natural heritage is the parks concept. It is founded mainly on a parks network managed by the Quebec government and on the establishment of a few parks by the federal government as part of its national parks system (Figure 10).

The Canadian government hopes to complete the national parks system in such a way that each of Canada's natural regions is represented by a national park. To achieve this objective, the federal government has to rely on the provinces' cooperation. In Quebec the establishment of national parks has always created serious problems, mainly because of the requirement in the National Parks Act to have parklands ceded to the federal government free of encumbrances. New means should be explored - for example, the joint creation, management and development of parks - in areas where the characteristics of the land are such as to conform to criteria which both governments consider essential for the establishment of a major park in a natural area. This method could be used, for instance, in the establishment of a marine park at the mouth of the Saguenay River where there already exists a Quebec conservation park.

Since 1977 Quebec parks legislation has provided for the creation of conservation parks and recreational parks. The former, much like national parks, are intended for the protection of representative samples of natural regions of Quebec or for exceptional areas considered for educational and recreational

purposes. Parks in the latter category permit various outdoor recreational activities while the natural environment remains protected. Of course, it is always hard to establish parks in a situation which the exploitation of natural resources is so attractive - as we can surmise from the following quotation:

Until Mr. Chevrette manages to give some substance to his meek Act 19, people will create parks with leftovers, on land that is not easily accessible and has been abandoned by big business, drained of its wealth - parks that do not disturb anyone's interests. (Germain, G.-H., L'Actualité, August 1984, p. 76). (trans.)

Moreover, these remarks are a good indication of the situation in Quebec as far as parks are concerned: a few parks established on the basis of the government being able to set aside an area that is being developed for its natural resources and governed by big money; citizens still not very aware of the need to protect nature, our capital, for present and future generations; an absence of political willingness to create a genuine parks network of international stature.

In this context it is important to recall that a conservation park is the best natural setting for environmental education, extensive recreational activities and development of open-air activities. It is therefore an essential laboratory in which Quebecers can learn more about natural ecosystems, understand them better and develop conservationist attitudes.

Existing laws, particularly the legislation and policy on parks, enable the establishment of a complete network of conservation parks in Quebec. They must help subordinate production demands to conservation needs, and enable people to better understand how very important conservation is to society.

Besides the other problems related to the establishment of new parks, the conservation/recreation debate and the pressures exerted for commercial exploitation of natural resources within park confines remain to this day pretty high stakes in Canada's national parks system as well as Quebec's parks system. Therefore, it does

not seem opportune at this time to question anew the objectives the two systems are aiming for. Quite the contrary, now, more than ever, is the time to make them better known and appreciated so that everyone understands his or her primary role in the protection and enhancement of our natural heritage.

As the second century of Canada's national parks begins - only ten years ahead of the centennial of Quebec's first two provincial parks - efforts must be aimed at keeping what we have in terms of protection of the natural milieu and in the broadening of Canada's and Quebec's parks systems. In the first instance, particular attention must be given to the northern areas and to the natural regions which are not yet represented. To this we must add the challenges presented by the creation of marine parks. In Quebec, the MLCP must ensure that there is an adequate geographical spread of parks in the southern part of the province and it must start thinking about establishing its first northern parks.

It goes without saying that there is still a lot to be done in Quebec where the first law relating specifically to parks dates back only to 1977 (Table 2). However, it is highly desirable that the two levels of government cooperate better with one another on the subject of parks and that they support the participation of citizens' organizations and regional and local governments effectively and continuously. The public cannot undertake the promotion of conservation all by itself; it behooves government to ensure a rational use of natural resources and to protect and enhance representative and exceptional areas of our collective natural heritage. The fate of Canada's and the province's natural parks depends directly on the political will of the elected representatives.

A NETWORK OF HERITAGE RIVERS TO CREATE

To the network of Canadian Heritage Rivers already proposed by Parks Canada should be added a few rivers in Quebec which have great heritage value (Figure 11). The network should be based on the following criteria:

TABLE 2
A NETWORK OF PARKS TO COMPLETE

IN THE SOUTH

- Bic
- Frontenac
- Mont Ste-Anne
- Pointe Taillon
- Malbaie River gorges
- Saguenay Marine Park
- Mont Mégantic

IN THE NORTH

- | | |
|--|--|
| <ul style="list-style-type: none"> ● Guillaume - Delisle Lake ● Mont Otish ● Colline Blanche and
 Temiscaming River ● La Baie aux Feuilles islands ● Assinica Lake and River ● Mont Torngat and Koroc River ● Cape Wolstenholme (St-Louis) ● Loups Marins (Lake and Little
 Lake) ● New Quebec Crater ● Opémisca Lake fish farm ● Bienville Lake ● Caribour calving sites ● Boatswain Bay | <ul style="list-style-type: none"> ● Yasinski Lake fish farm ● Pointe Louis-XIV ● Povungnituk and Youville
 Mts. ● Hutte Sauvage Lake ● Ministikawatin Peninsula ● Eaton Canyon ● Cambrien Lake ● Burton Lake and Roggan
 River ● Columbet Lake ● Delay River ● Douglas Harbour ● Albabel, Mistassini and
 Waconichi Lakes ● Kovic Bay |
|--|--|

- high natural and human heritage value for Quebec
- excellent possibilities for open-air leisure activities recreation and tourism
- only slight disruption of environment
- very accessible.

A river should be conserved within the context of the hydrographic basin. It would thus be essential to retain the entire basin.

Given the above criteria, the following rivers should be considered priorities when the Quebec heritage river network is established.

- Jacques Cartier
- Moisie
- Chamouchouane
- Mistassibi
- Malbaie
- Rupert
- George
- Saguenay
- Rouge

MORE FUNCTIONAL ECOLOGICAL RESERVES

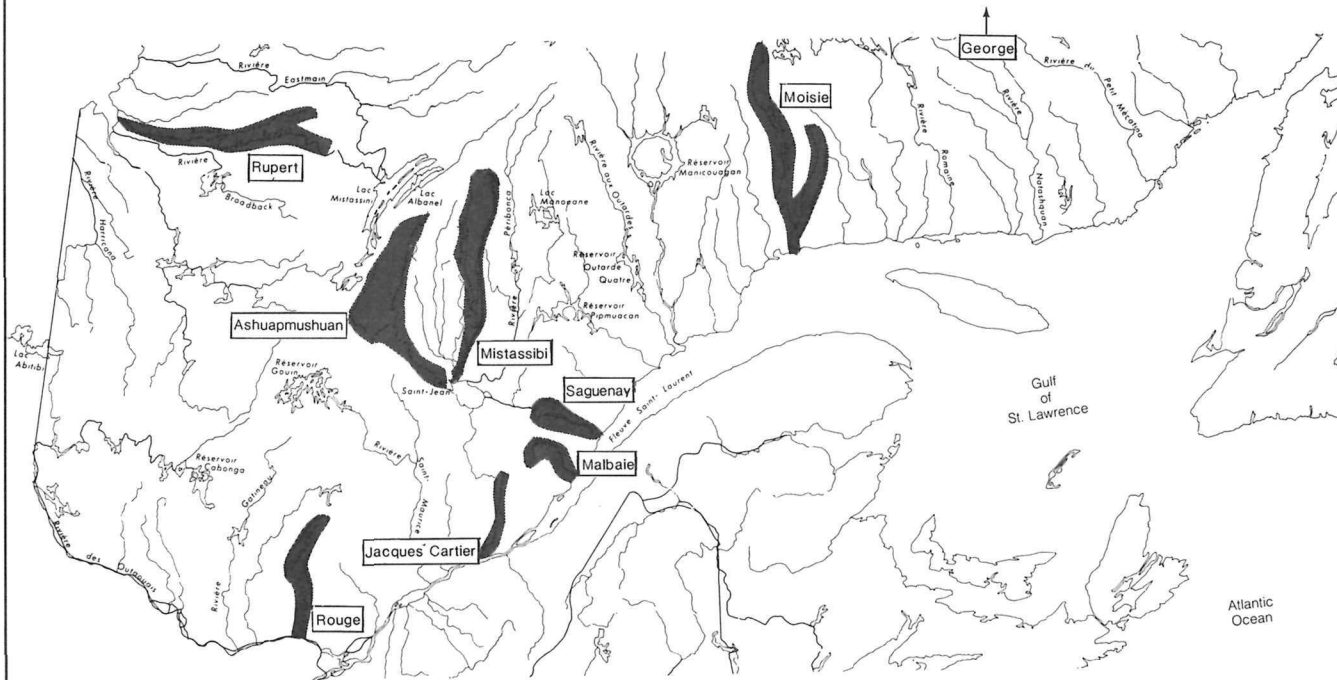
Ecological reserves established under the provincial act on ecological reserves (1976) are designed for conservation and for scientific research on natural ecosystems (Figure 12).

A short analysis of the present situation shows that the 12 ecological reserves established to date in Quebec meet their major objectives in a most inadequate way.

This situation is the result of a number of factors, the main ones being:

Figure 11

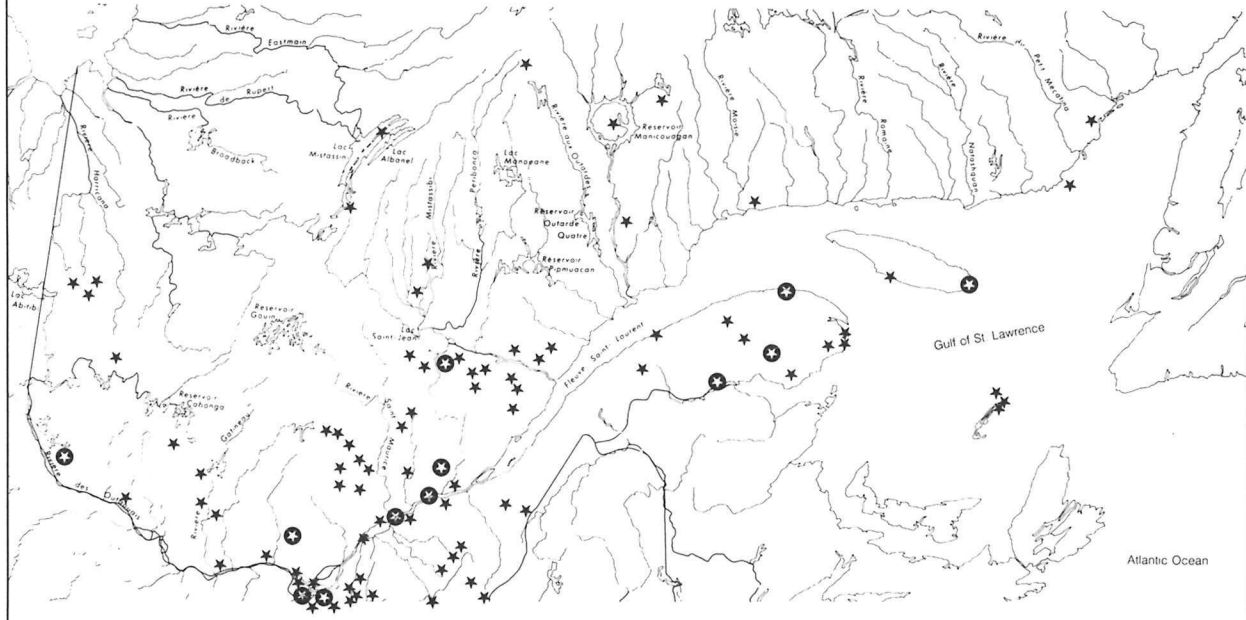
HERITAGE RIVERS



From: Quebec Caucus

Figure 12

ECOLOGICAL RESERVES



Established Ecological Reserves *

Projected Ecological Reserves *

From: Environment — Québec

- A law that is too rigid

Prohibiting the general public's access to all ecological reserves is a very unpopular measure, resulting in general indifference toward this form of protecting the natural heritage - at a time when the open air and conservation education are so highly valued.

- No integration of ecological reserves with surrounding area

Today's ecological reserves are the result of work conducted between 1974 and 1982 within ministries, in isolation and without consultation. They seem like areas that are padlocked and isolated within the various regions. The reserves are tolerated because they are small, and for most people, they are unknown or insignificant.

- No government awareness and willingness to act

The Quebec Ministry of the Environment exhibits no willingness to protect natural areas completely and permanently, and to develop research on natural ecosystems. Thus, today, 10 years after the act was passed, ecological reserves are still totally unsupervised. In addition, scientific research, which is supposed to be the very reason for the existence of these protected areas, is still in its infancy.

NORTHERN HERITAGE AND NATIVE PEOPLE

Since 1975 the stakes in Quebec's northern resource development have been set in new terms. With the signature of the James Bay and Northern Quebec and the Northeastern Quebec agreements, native people have a well defined role in the conquest of the North by Western capitalist economies. They can act only within a given framework and must increasingly meet the demands on the industrial economy's conquest of the periphery.

We are now confronted with two very separate northern regions: one is the communities and living spaces of the Inuit and Cree; and

the other turns out to be the land passed on to the Quebec government, with its mineral, energy and forest resources. We thus have two northern realities polarized by diametrically opposed and unequal forces confronting each other - for survival on the one hand and for trans-national big money on the other. It is in these terms that the future of the North is set out. Is it possible to ensure the survival or even the development of native people, while allowing the trans-nationals to continue extracting or pillaging resources? What should be the government's role in this process? Should it encourage native people or big business to invest in the North?

Conquest of the North

Like other peripheral regions in the world, northern Quebec is a reservoir of natural resources that are strategic for the development of industrialized countries. It must therefore be submitted to the Western economy's "productivist" rules: rules of the "dominating-dominated," thinking in the short-term, monovalence, in short, rules of poor development or non-development.

Quebec's North is a region whose conquest is continuing, at the expense of native people's living spaces. As in the Third World, the development model for northern Quebec has the following major characteristics:

- primary extraction production
- commercial export production
- monovalent economy
- economy controlled from a distance.

In northern Quebec, everything is sacrificed to the demands of the forest, mineral, energy and wildlife export economy. Most development projects take this direction.

Future of the Northern Heritage

The development model that native people are attempting to promote is endogenous and self-centred. Building a stable economy

for and by the North seems to be the only possible route in the present context. Since megaprojects have been shelved, northern communities can now build a production system based on the environment's renewable resources and ensure their survival by developing the major components of the cultural heritage that have helped identify them for thousands of years. Sites and exceptional natural areas could be preserved especially those listed on Figure 13.

SITES OF SPELEOLOGICAL INTEREST

Speleological phenomena, particularly karsts and caves, are part of our natural heritage. They generally occur in consolidated sedimentary formations. In Quebec their presence is a recent discovery and specific surveys have been conducted to determine their extent (Figure 14). Other remarkable sites, notably on Anticosti Island and that of Saint-Elzéar de Bonaventure, have thus been added to better known phenomena such as the Saint-Léonard cave.

Increased knowledge of these phenomena and of their heritage value, as well as the rise in impacts on many of them, should lead us to take the necessary steps for their conservation, in particular the following:¹⁶

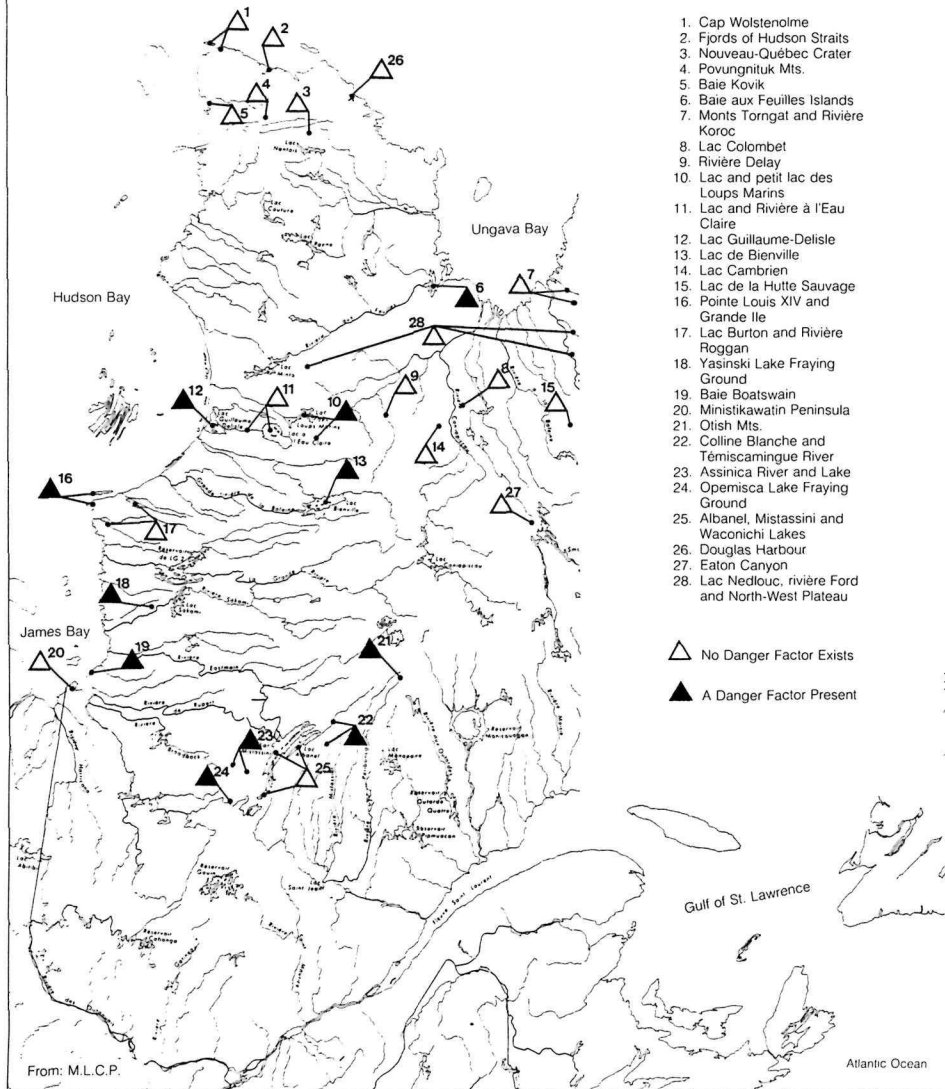
- continuing to inventory and study phenomena of speleological interest
- establishment of a network of prime sites and, to that end, taking appropriate conservation and development measures.

CONTROLLED HARVESTING ZONES (ZEC)

Lands primarily devoted to the development of hunting and fishing activities include wildlife areas, outfitting concessions and controlled harvesting zones. In February 1984, there were 66 controlled harvesting zones covering an area of 44,000 square kilometres (Figure 15). Six of these zones were devoted to salmon fishing.

Figure 13

EXCEPTIONAL NATURAL SITES TO PRESERVE

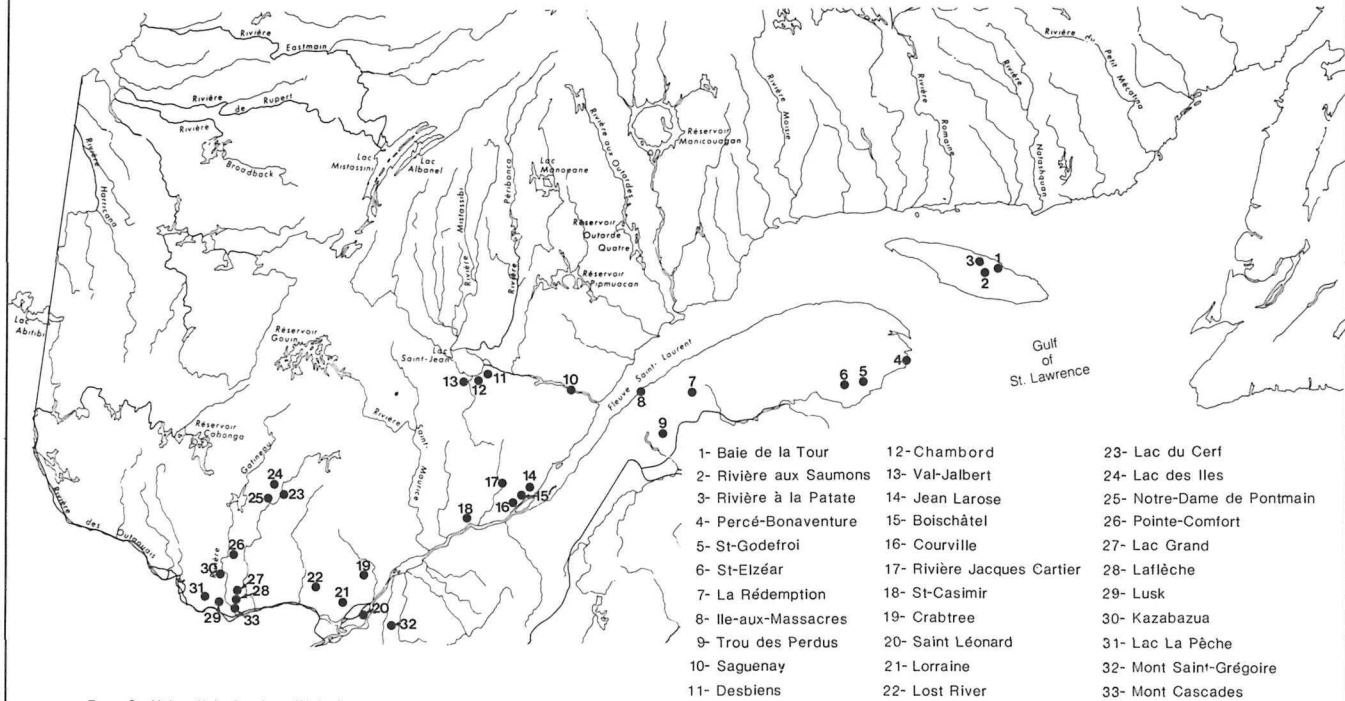


1. Cap Wolstenolme
2. Fjords of Hudson Straits
3. Nouveau-Québec Crater
4. Povungnituk Mts.
5. Baie Kovik
6. Baie aux Feuilles Islands
7. Monts Torngat and Rivière Koroc
8. Lac Colombet
9. Rivière Delay
10. Lac and petit lac des Loups Marins
11. Lac and Rivière à l'Eau Claire
12. Lac Guillaume-Delisle
13. Lac de Bienville
14. Lac Cambrien
15. Lac de la Hutte Sauvage
16. Pointe Louis XIV and Grande Ile
17. Lac Burton and Rivière Roggan
18. Yasinski Lake Fraying Ground
19. Baie Boatswain
20. Ministikawatin Peninsula
21. Olish Mts.
22. Colline Blanche and Témiscamingue River
23. Assinica River and Lake
24. Opemisca Lake Fraying Ground
25. Albanel, Mistassini and Waconichi Lakes
26. Douglas Harbour
27. Eaton Canyon
28. Lac Nedlouc, rivière Ford and North-West Plateau

- △ No Danger Factor Exists
 ▲ A Danger Factor Present

Figure 14

SITES OF SPELEOLOGICAL INTEREST



From: Société québécoise de spéléologie

Controlled harvesting zones were created in 1978 to replace private rod and gun clubs, and to provide all citizens on equal opportunity for hunting of wildlife. In 1983 these zones generated an income of over seven million dollars. The zones are managed by citizens' associations.

Controlled harvesting zones (53) received 676,920 visitors in 1983. Over half that number was recorded by the sixteen units in the Quebec City and Sagamie regions (343,676). Reported memberships in controlled harvesting zones (57) totalled over 45,293.

Controlled harvesting zones, through their managers, ensure control over the harvesting of wildlife within their respective areas. The following elements are coordinated in controlled harvesting zones:

- resort activity implementation or expansion projects
- public land occupation projects
- fur-bearing animal trapping projects (MLCP and Association provinciale des Trappeurs Indépendants).

What results have been achieved in this original wildlife resource management experiment in Canada?

- In principle, controlled harvesting zones ensure, for the benefit of all citizens, access to wildlife resource, wildlife conservation and user participation in land management.
- In the last six years (1979-84), harvested quantities have remained stable.
- Because control over the spatial distribution of users is difficult to exercise, the most accessible lakes are subject to overfishing.
- Adequate site supervision cannot be provided in many controlled harvesting zones.
- Major logging operations are conducted systematically within many controlled harvesting zones; this considerably reduces the value of natural ecosystems and compromises resource renewal.

To solve these problems, managers' associations have adopted a number of solutions, such as:

- closing lakes subject to overfishing
- ensuring rational development of resort activities
- enforcing the quota system in accordance with the productivity of each ecosystem
- apportioning access to various areas and ensuring balanced distribution of users
- participating in forest resource management
- conducting specific productivity inventories of waterbodies under exploitation.

WILDLIFE RESERVES

Wildlife reserves were established in Quebec in 1978 with the Enactment of the Wildlife Conservation Act. What were known formerly as hunting, fishing and parks reserves now all came under this act. Thus, in July 1983, there were 74 reserves with a total area of approximately one million km² in Quebec overall. These reserves form a system with dissimilar and diversified goals which has been regrouped into three main categories:

- reserves established for wildlife management
- reserves favouring activities other than hunting and fishing
- reserves aimed at protecting particular rights.

However, the establishment of wildlife reserves did not come into being through a policy of rational use of public areas for recreational or wildlife protection purposes. That is why the Ministry of Leisure, Hunting and Fishing (MLCP) instigated an in-depth analysis of that management system and, in 1985, it proposed to have a new Wildlife Reserves Policy.

Based on the fact that Quebecers seem satisfied with the system and services in wildlife reserves where hunting and fishing is allowed, it was thought necessary that the government retain the

responsibility for management of these areas. To this end, it defined "wildlife reserves" as government-managed territories where wildlife is managed for recreational purposes. As a corollary, these territories become baseline areas which will permit the MLCP to gather knowledge and know-how towards the accomplishment of its mandate in regards to wildlife. Wildlife harvesting activities (hunting, fishing, trapping) will be the top priority in the provision of activities and services, while non-depleting activities are expected to be developed much more than they were in the past.

Since the adoption of a new orientation for wildlife reserves would reopen the question of the current reserves, the MLCP will reconstruct its network of reserves based on criteria relating to wildlife potentials, demand, accessibility and the possibility of obtaining knowledge about wildlife and its uses. Furthermore the process of selection will be subject to guidelines that define the specific orientations of the various reserves (Figure 16).

It is a foregone conclusion that wildlife reserves will not initially favour conservation. It is truly wildlife harvesting which is enhanced. However, the particular regulations of the reserves will make it possible to limit the number of people who can enter these areas, as well as the species they can go after. Nevertheless, in regard to trapping, no structure presently exists which limits harvesting - except for beaver - other than restricting a specified area to only one trapper. This system, however, is equivalent to the allocation system which already exists on free-access public lands. As of August 1985, the Wildlife Reserves Policy had not yet been officially accepted by the MLCP.

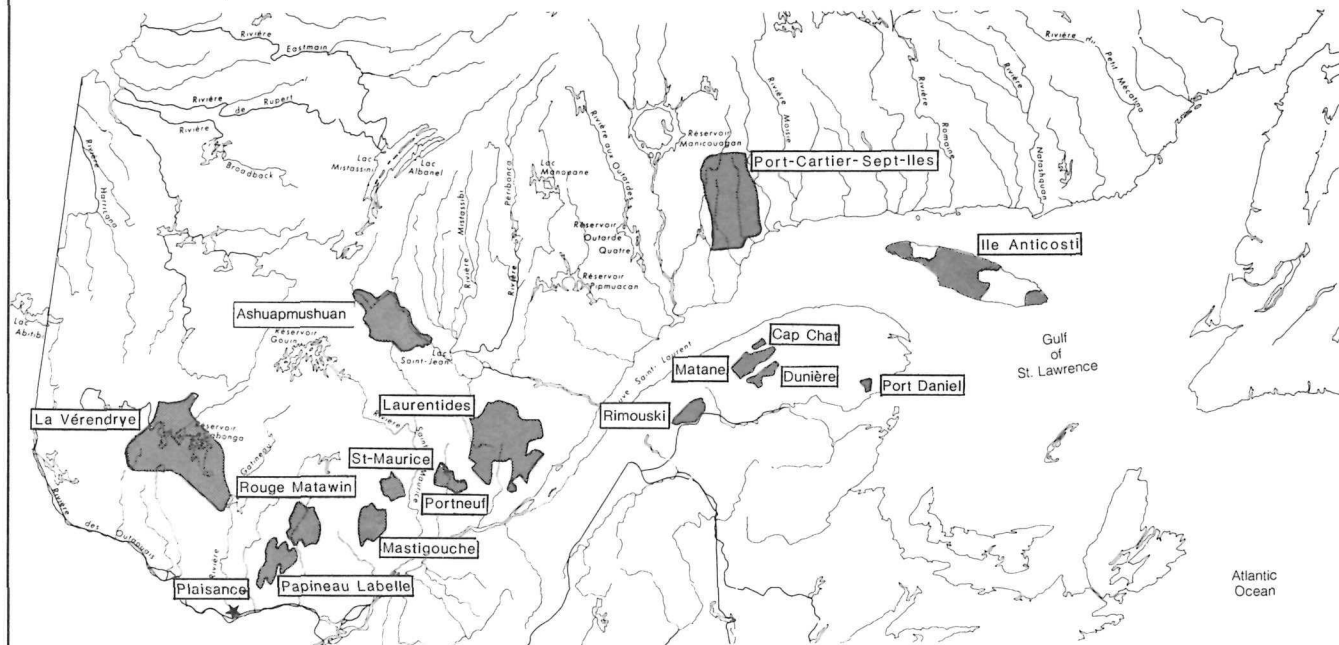
PROTECTED URBAN SPACE

There is a growing need for green space or protected natural zones within the urban environment. Such space performs a vital function: meeting the outdoor recreation and leisure needs of citizens.

In Quebec development of green space and green belt concepts came about mostly in the last decade thanks to the activities of

Figure 16

WILDLIFE RESERVES IN QUEBEC



citizens' groups (e.g., district committees, neighbourhood committees, citizens, local environmental committees and so on). Municipalities introduced this idea gradually into urban planning schemes, and it is now normal to have green space within the boundaries of built-up areas: community gardens, bicycle paths, strips of greenery, municipal woodlots and urban parks.

What seems to have gained wide acceptance at the conceptual level, however, is far less accepted in practice. The current situation in this area in Quebec is summarized below.

- The area occupied by green space inside Quebec cities is clearly insufficient.
- Road and railway networks are often expanded at the expense of natural space of considerable heritage value which had been previously left vacant within or between various industrial, commercial and residential districts.
- Little urban green space is set aside for strictly ecological purposes.
- It is difficult to preserve natural space bordering on commercial and industrial districts.
- Expansion of protected green space is difficult because most municipal managers and elected officials consider such space to have less commercial and political value.

Recommendations in this area are summarized below:

- The government should establish a policy on natural heritage protection in the urban environment.
- The urban park concept should be developed on the basis of the following:
 - an urban park must occupy a rather large area.
 - it must comprise natural wooded, wetland or aquatic ecosystems
 - it may be located within or on the fringe of the urban environment
 - it must make possible the practice of several outdoor recreation and leisure activities.

- The area occupied by green space should be increased in all Quebec cities of over 20,000 inhabitants.
- All urban renewal projects should take this aspect into account.
- The government should maintain its policy of supporting municipalities seeking to acquire lands for the creation of new green space, in keeping with the example set by its actions in the following projects: Archipelago Provincial Park (Montreal) (Figure 17), Des Prairies Park (Laval), Rivière-du-Moulin Park (Chicoutimi), Saint-Charles River Park (Quebec City), the Saraguay Woodlands, Bois de l'Orme, Cap Saint-Jacques, and others.

GROWING ACCESSIBILITY OF OUTDOOR RECREATION

A wide variety of outdoor recreation and leisure activities are practised throughout the province of Quebec (Figure 18). In addition to hunting and fishing, the last two decades have seen a rise in the popularity of cross-country skiing, whitewater rafting, canoe-camping, jogging, scuba diving, sailboarding and naturism.

Until quite recently, the most popular activities, in order of importance, were the following: hiking, cross-country skiing, swimming in outdoor pools, fishing, swimming in lakes and rivers, outdoor ice-skating, snowmobiling and snowshoeing.








Outdoor recreation sites preferred by citizens are:

- controlled harvesting zones
- recreation parks
- conservation parks
- resort areas
- wildlife areas
- outfitting concessions
- outdoor centres

There has been considerable growth in the popularity of outdoor recreation activities in the last decade (e.g., the spectacular development of cross-country and trail skiing centres, the

Figure 17

ARCHIPELAGO PROVINCIAL PARK

- Multi-Function Park 
- Major Wildlife Habitat out of Parks 
- Riverside Route 
- Waterway 
- Beach or Swimming Areas 
- Visitors' Out of Parks (Public or Private)
Reception Services, Rental Centres, Camping 
- Metropolitan Green Belt 

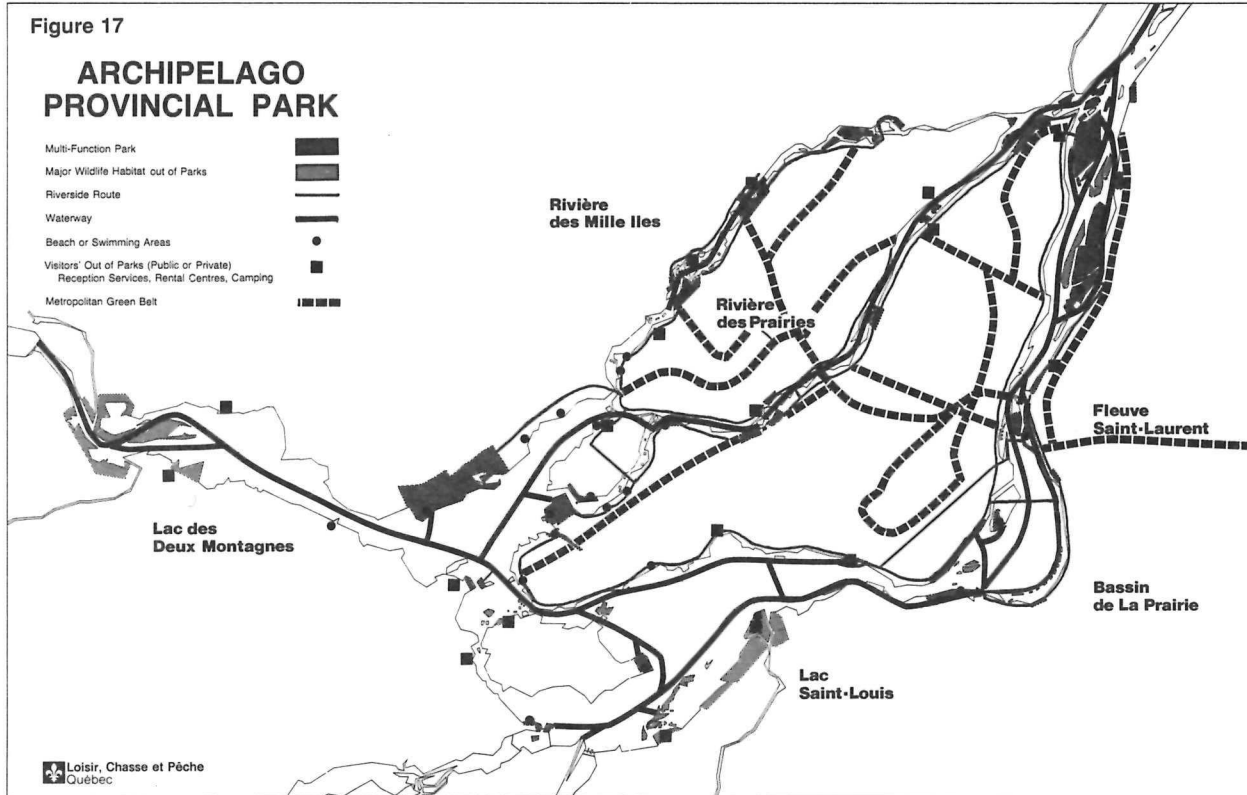
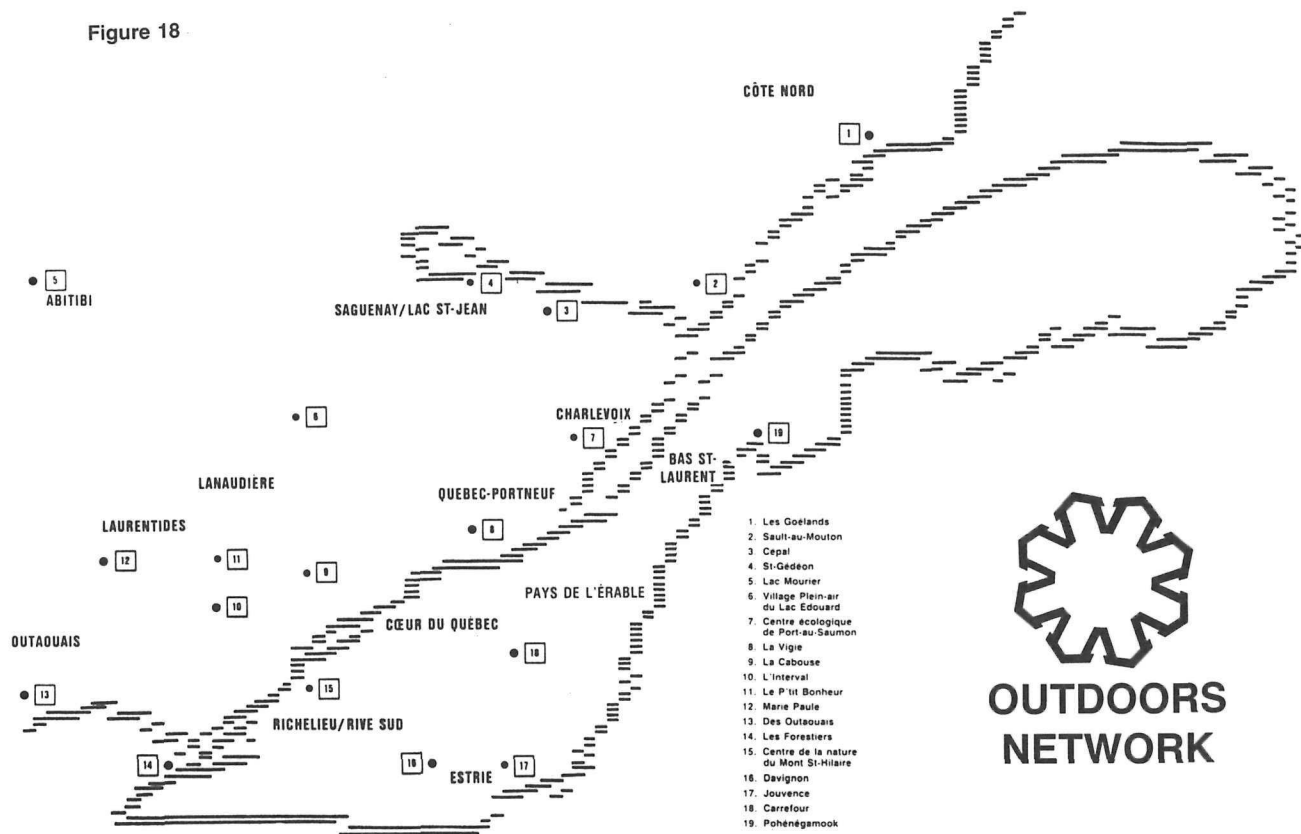


Figure 18



significant increase in the number of fishing enthusiasts¹⁷ with the creation of controlled harveting zones, and the appearance of jogging). Sport hunting continues to be a very popular activity; over 350,000 hunters (1981) practised sport hunting for more than five million hunting days.¹⁸

Much like organized sport and tourism, outdoor recreation has become an economic activity. Nature observation, whitewater rafting and even cross-country skiing are consumer activities which companies have begun to exploit systematically. Such activities have been progressively incorporated into the whole economic system and its basic values. Recreation time, like work time, is now governed by the rules of liberal and "productivist" economics.

Recreation and Education

The recreation time available to citizens has two major functions: rest and relaxation to recover from and prepare for work; or educational activities, or both. These two functions can be exercised indoors and outdoors. Those exercised outdoors make it possible to better achieve the objectives of these two functions. Nevertheless, two questions come to mind: why recreate?; and what knowledge must be acquired?

Recreation is a societal necessity. A significant amount of time is spent resting and recovering strength for work. The concept of a collective right to vacation time fits into this context. Recreation is a functional activity within the economy which has gained universal recognition in industrialized societies. The right to recreation is exercised differently according to social class, since more affluent members of society have more leisure time at their disposal than do wage earners.

Outdoor education pursues fundamental goals to ensure the collective future of society; learning to better understand the natural environment and to comply with ecological laws which govern the environment.

There has been progressive growth in the universal accessibility of outdoor recreation and education because of the substantial increase in leisure time available to all. A number of issues, however, still exist:

- excessive marketing of recreation
- growing industrialization of products necessary for outdoor activities
- protected areas are devoted more to natural resource exploitation (fishing, hunting, trapping and so on) than to conservation education
- unequal spatial distribution of recreation space and equipment
- excessive specialization of recreation facilities and space¹⁹
- forms of ownership and costs run counter to accessibility.²⁰

Recreation and Government

In 1979 the Quebec government proposed a comprehensive recreation policy, the major elements of which are as follows:²¹

- recreation is a universal right
- the citizen is the major intervenor in the development of recreation.
- the municipality is the prime contractor
- major orientations are determined by the government
- regional and national recreation agencies are preferred partners.

More recently the government presented to the public the framework of its activities in this area.²²

Based on the "quality of life" concept and on the policy set out in 1979, the government has identified the major concerns which guide its actions and the elements which define its program: the recreational policy must be comprehensive; recreation must be

democratized; major national health and culture objectives are followed up; the government acts as coordinator for all interested parties.

Eventually, in 1984, to better achieve these goals, the government created the Société des établissements de plein air du Québec (Quebec Outdoor Establishments Corporation), the purpose of which is to manage reception facilities in parks and reserves. At present, the Société operates Mont Saint-Anne Park, the Anticosti Island and De la Vérendry wildlife areas, the Fort Prével Inn and Golf Course, the Manoir Montmorency and Kénogami Park.

Recreation and Citizens

Citizens' committees and other associative organizations (unions) have proposed a series of measures to return the development and operation of outdoor recreation activities to the hands of regional and local communities. The principal measures are set out below:

- The Quebec government must have a general policy on access to vacations and social tourism.^{23,24}
- Cutbacks in public recreation budgets and services must be denounced (CSN).
- Public group access to recreational and outdoor space and equipment must be promoted (CSN).
- The Kino-Quebec program must be oriented to benefit public groups (CSN).
- The dominant model founded on the competition process and the value of performances must be opposed (CSN).
- Enriching physical and sporting activities by and for all persons must be promoted (CSN).²⁵
- Available accommodations with low annual occupancy rates (cottages, inns, hotels and farm residences), must be used more rationally.²⁶

HISTORICAL AND CULTURAL HERITAGE

The St. Lawrence Valley contains the most important traces of the history of European colonists in Quebec and their descendants. For the Indian and Inuit nations, the entire province testifies to the various stages of development of their civilization.

The Commission des biens culturels is responsible for the protection of historical sites and spaces under the Cultural Property Act. Adopted in 1972, this act confirmed a long legislative tradition in this area: the Act respecting the Preservation of Monuments and Objects of Art having an Historic or Artistic Interest adopted in 1922 had been followed, in 1951-52, by the Historic or Artistic Monuments and Sites Act.

The following areas and sites have been designated in the last 20 years.

1) Historic districts:

Historic districts in Quebec City, Montreal, Sillery, Chambly, Charlesbourg, La Prairie, Beauport, Trois-Rivières, Carignan and Orleans Island.

2) Natural district:

Mingan and Percé Archipelago.

Buildings, archaeological sites, forts and ships also have been designated historic monuments or property.²⁷ Trails,²⁸ old roads and other islands are now in the process of being designated natural districts.

Finally, several areas or sites could be designated historic parks and added to the list of parks classified as such by the Canadian government. A few examples are: Val-Jalbert, Pointe-au-Planton, Ile-des-Moulins Island in Terrebonne, Pointe-du-Moulin in Ile Perrot, the Blockhaus in Lacolle, the Grande Ferme at the seminary in St-Joachim, the Cuthbert Chapel in

Berthierville, the fur trading road, the King's highway, the Jesuit trail, and so on.²⁹

To that end, many means are available to Quebec citizens:

- continuing to create historical monuments and natural districts under the Cultural Property Act
- amending the Parks Act to introduce the "Historic Park" category
- continuing to establish historic parks of Canadian interest.

Since the adoption of the Land Use Planning and Development Act (Bill 125), it has been the government's policy to have municipal elected officials act as prime contractors in land use planning and development. The Ministère des affaires culturelles recently amended the Cultural Property Act to make possible direct delegation to municipal elected officials: the authority to identify and protect cultural property; the right to inspect modifications to or alterations in historical buildings; the authority to parcel or subdivide land in a heritage site; and authority over any new construction within the limits of a heritage site.

By placing such authority in the hands of the local government, can the protection and development of historical buildings and sites of national importance be ensured? Will such sites thus be protected against short-sighted land use and development plans?

A Comprehensive Conservation Strategy in Quebec

Quebecers must unite to establish a comprehensive conservation strategy. With governmental assistance, all political, economic and social agents must form a plan to ensure the protection of the natural and human heritage for present and future generations.

To do this it is important to point out again a few major issues concerning the state of the heritage and reaffirm certain basic development principles.

ISSUES

The major observations brought out in the first part of this report and dealing with the state of our natural heritage may be summarized as follows:

- forest renewal is threatened
- lakes and rivers are contaminated and acidified, to varying degrees
- agricultural land is deteriorating
- wetlands are left without protection
- wildlife is managed according to the demand without considering the habitat's support capacity.

The following points emerge regarding the development of conservation education.

- Existing protected areas cover a very small portion of the land and contain only a part of the ecosystems representing Quebec's biogeographical regions.
- The present legislation designed to clean up and protect the natural environment is most often subordinate to the demands of economic growth.
- There are numerous educational programs about conservation; however, no dialogue occurs among the many people conducting them.

PRINCIPLES³⁰

The principles that could govern our natural resource development and the establishment of a comprehensive conservation education program in Quebec must be drawn from ideas found in the Belgrade Charter (1975), the United Nations Environmental Program (UNEP), the UNESCO program on Man and the Biosphere, and the IUCN declaration at the Tbilisi Conference.

Genetic Diversity

Biological diversity is an essential condition for improvement of the quality of life and ecosystems stability.

Maintenance of Ecological Processes

Natural phenomena owe their stability and self-regulation to negative feedback.

Wisdom

This principle means respecting the limits set by environmental conditions.

Fairness

Ecosystems are a collective, not an individual, possession. "It is tied to the right to use the environment and its resources, a right that cannot be infringed upon without imperilling all living communities."³¹ (trans.)

RECOMMENDATIONS³²

Given these basic principles we recommend that:

- the forest again becomes the source of social life and that citizens and workers participate henceforth in the decision making process involving forest development and management
- henceforth, an essentially biological agriculture be developed within a regional cooperative framework
- wetlands be protected by promulgating the Wildlife Habitat Protection Act as soon as possible and that habitat management be the responsibility of a single department
- rivers and lakes be cleaned up using appropriate preventive and corrective measures, chiefly, by eliminating lumber runs, the balanced use of chemical fertilizers, pesticides

and herbicides, and treating all industrial and domestic liquid waste

- the network of protected areas be extended so as to afford Quebecers the necessary means to protect all representative habitats in Quebec
- the Environment Quality Act be applied according to the "polluter pays" principle, and that the Parks Act be retained in its present version
- a comprehensive conservation education program be designed by the government with the active participation of all intervenors in the environment
- the UNESCO concept of Biosphere Reserves be applied to ecological reserves in cooperation with universities so that conservation can be effective and generate research as well as public education.

NOTES

1. Only 10 percent of the former Laurentian Park has been used to create two conservation parks (Jacques Cartier and Grands Jardins). The remaining 90 percent form the present Laurentian wildlife reserve.
2. Quebec, La politique forestière du Québec. Problématique d'ensemble. Quebec City, Energy and Resources, June 1984, p. 15-25.
3. Ibid., p. 121.
4. This organization was formed in September 1984 among other things, to establish a basic platform of public and union demands and to make the public aware of existing problems in forests.
5. Zone Libre, "Notre forêt," October 1984, p. 70.
6. Les amis de la terre. Une forêt pour tous. Quebec City, June 1984, unpublished report.
7. C. Bernard, Le domaine agricole (Agricultural sector). Sectoral issue, February 1985, 16 p.
8. O. Drainville, Espoirs et défis de l'agriculture dans le Québec d'aujourd'hui, (working paper), Montreal, IRIS Diffusion Inc., February 1985, 88 p.

9. Ibid., p. 66.
10. Québec Science, "Pour un fleuve de qualité." Final report synthesis of study committee on the St. Lawrence River. Québec Science magazine supplement. Vol. 17, No. 3, Nov. 1978, 50 p.
11. Société pour vaincre la pollution, Carte du fleuve Saint-Laurent intoxiqué. Montreal, 1985.
12. Office de planification et de développement du Québec (OPDQ), L'eau et l'aménagement du territoire, Quebec City, 1980, 204 p.
13. Société pour vaincre la pollution. La carte acide du Québec: le diagnostic est inquiétant. Montreal, 1984, 15 p.

Quebec Ministry of the Environment (MENVIQ), Les précipitations acides au Québec et leurs effets sur le milieu aquatique. Quebec City, August 1984, 15 p.
14. Wetlands are the marshes, swamps, ponds, wet grasslands, peat bogs and water plant communities such as algae-covered marine sand bars. L. Lavoie, Les terres humides et la faune. Quebec City, Ministry of Leisure, Hunting and Fishing (MLCP) 1984, p. 4.
15. More than 115 papers were presented during the hearings.
16. D. Caron, La préservation des sites d'intérêt spéléologique au Québec: Etat de la situation et perspective. Heritage for Tomorrow, Montreal, January 1985, 21 p.
17. In 1980, one of five Quebecers over the age of 15, particularly men (69% men, 31% women) practised sport fishing an average of 10.4 days annually, and 50 percent of all Quebecers over the age of 15 had previously practised this form of recreation; in all, this corresponds to 912,000 fishing enthusiasts.
18. M. Lacasse, La chasse récréative au Québec en 1981. Quebec City, MLCP, 1983, 27 p.
19. CSN, Nos loisirs et nos vacances c'est pas un luxe! Platform of CSN demands adopted at the Conseil Confédéral of April 26, 1984.
20. Ibid.
21. Quebec. On a un monde à recréer. White paper on recreation in Quebec. Editeur officiel du Québec. 1979, 107 p.
22. Quebec. Le cadre d'intervention du Ministère du Loisir, de la Chasse et de la Pêche. Quebec City, 3rd quarter of 1985, 20 p.

23. CSN. 1984, p. 31.
24. Regroupement des organismes nationaux de loisirs du Québec. Le loisir, c'est rentable. Montreal, November 1984, 28 pages.
25. CSN, 1984, p. 44.
26. Jean Désy, "L'hébergement socio-touristique au Québec" in Téoros, Vol. 1, No. 3, 1982, p. 17.
27. Québec. Les biens culturels du Québec classés ou reconnus au 1er janvier 1981. Ministère des Affaires culturelles. Direction générale du Patrimoine. File No. 20, 1981, 108 p.
28. Jesuit trail.
29. P. Boucher, Des parcs historiques: peut-être? Paper presented to participants in the parks conference held at Manoir Montmorency, March 12 to 15, 1984.
30. Some differences will be noted between the wording of "Principles" and "Recommendations" in this version of the Quebec caucus report and those set out in Volume 1 of Heritage for Tomorrow (i.e., p. 91-93). These differences result from the fact that a translation of the third and final version of the Quebec caucus report was not available when Volume 1 went to press. The Principles and Recommendations circulated in this report therefore should be considered definitive - the editors.
31. Jurdant, M. Le défi écologiste. Montreal, Boreal Express, 1984, p. 79-83.
32. See Note 30.

Postscript

September 15, 1985

Quebec Caucus Members

Subject: HERITAGE FOR TOMORROW
Canadian Assembly
Banff, September 4-8, 1985

Dear Friends:

Without going through an in-depth analysis of our caucus' participation in the Canadian Assembly, I would nevertheless like to express a number of comments and thoughts regarding this event.

1) Active Participation of Caucus Members

Our committee was quite visible during the assembly's proceedings: participating actively in the presentation of the caucus' work, well thought-of interventions at the thematic workshops, well-received showing of the caucus' work, etc. As citizens, the members contributed significantly in every activity which figured in the agenda.

On your behalf I would like to express my warmest thanks to the members who were present for the work they accomplished: Louis Cabral, Jean-Luc Bourdages, Harvey Mead, Daniel Caron, Johanne Sarrazin, Pierre Trudel, Nelson Boisvert and Gilles-H. Lemieux. A very warm thank you must be handed to André Daigle for his efforts to have the synthesis report published in time, organizing the logistics for the transportation and lodgings in Montreal and in Banff; it was the first time in 15 years of participation in international meetings, that I did not have to concern myself with logistics, thereby giving me more time to concentrate on the assembly activities.

2) The Assembly

The Canadian Assembly on National Parks and Protected Areas is an event which has earned a place in the history of conservation in Canada. The make-up of the delegations, the presence of federal and provincial parks ministers, the unveiling of the commemorative plaque, the ideas produced and the recommendations, are all elements of this historical happening. The important stakes for Conservation's second century have been identified and a draught of the directions to be taken for establishing a global Conservation Strategy for Canada has been tabled. The minutes of the discussions will make this clear to us.

More than 300 citizens, men and women, participated in the assembly's work. All of them are concerned performers in their respective milieu and there were practically no passive observers. The discussions and exchange of ideas have shown a concerted feeling: that habitats and natural resources face an uncertain future; development of a concerted conservation strategy for Canada is urgently needed; the naming of the Commission of Inquiry; the creation of heritage conservation committees or districts; the establishment of an Heritage Protectors Cadet Corps; putting an end to the arms race - in other words, many novel projects were proposed. Many ideas, lots of hope and, most of all, a lot of enthusiasm....

3) Follow-up Activities

The future of our caucus is worth mentioning here. We previously tackled this question last August 16th. I would like to propose the following for 1985-86:

1. To proceed with the preparation and publishing of a document putting together the synthesis report, the thematic subjects and the minutes of the General Meeting including the ministers; speeches and the national update report to the assembly.

3. To act as Quebec's representative on the organizing committee during the writing of the General Meetings report
4. To ensure with Quebec's Conservation Strategy Committee that matters are followed up
5. To continue, if need be, the mapping work inherent to the project.

I would also like to say I found this project most stimulating and that it permitted us to have strong ties with one another, ties which will help us through our various involvements in the years to come.

I would like to take this opportunity to thank every member of the caucus, first the participants and everyone else who could not be in Banff, for the precious contribution they brought to the project, and more particularly I wish to mention Jacques Prescott, Michel Drew, Daniel Caron, Chantal Dubreuil, Harvey Mead and J.L. Bourdages.

Because of their support at one time or another during the process or for the papers they have produced, Benoit Gauthier, Marc Beaudoin, Yves Bédard, Francine Vinet, Michel Beaulieu, Claude Bernard, Jacques Kurtness, Daniel Banville, Claude Villeneuve, Pierre Trudel, Luc Morel and Pierre Bélec should be mentioned also.

I must not forget to say, on behalf of the caucus members, a very special thank you also to André Daigle for the numerous services he has provided to the caucus. I, for one, have been able to appreciate his organizational skills, his enthusiasm, his determination and his steady and loyal performance.

Lastly, I thank Gilles-H. Lemieux for his liaison work between the Canadian Assembly Project Management Committee and the Quebec caucus, for all the encouragement he brought us in the

course of the project and for his contribution to the workings of the assembly.

And, as a final word I must highlight in a very special way the Secretariat work which France Claveau managed so efficiently. In your name I thank her most heartedly. By the same token, I thank Nelson Boisvert for all the services he provided to the caucus, for his coordination of the cartographic work, for his dynamism and for his personal involvement in the conservancy cause.

Please accept, dear Friends, my very best regards.

Jules Dufour
Coordinator

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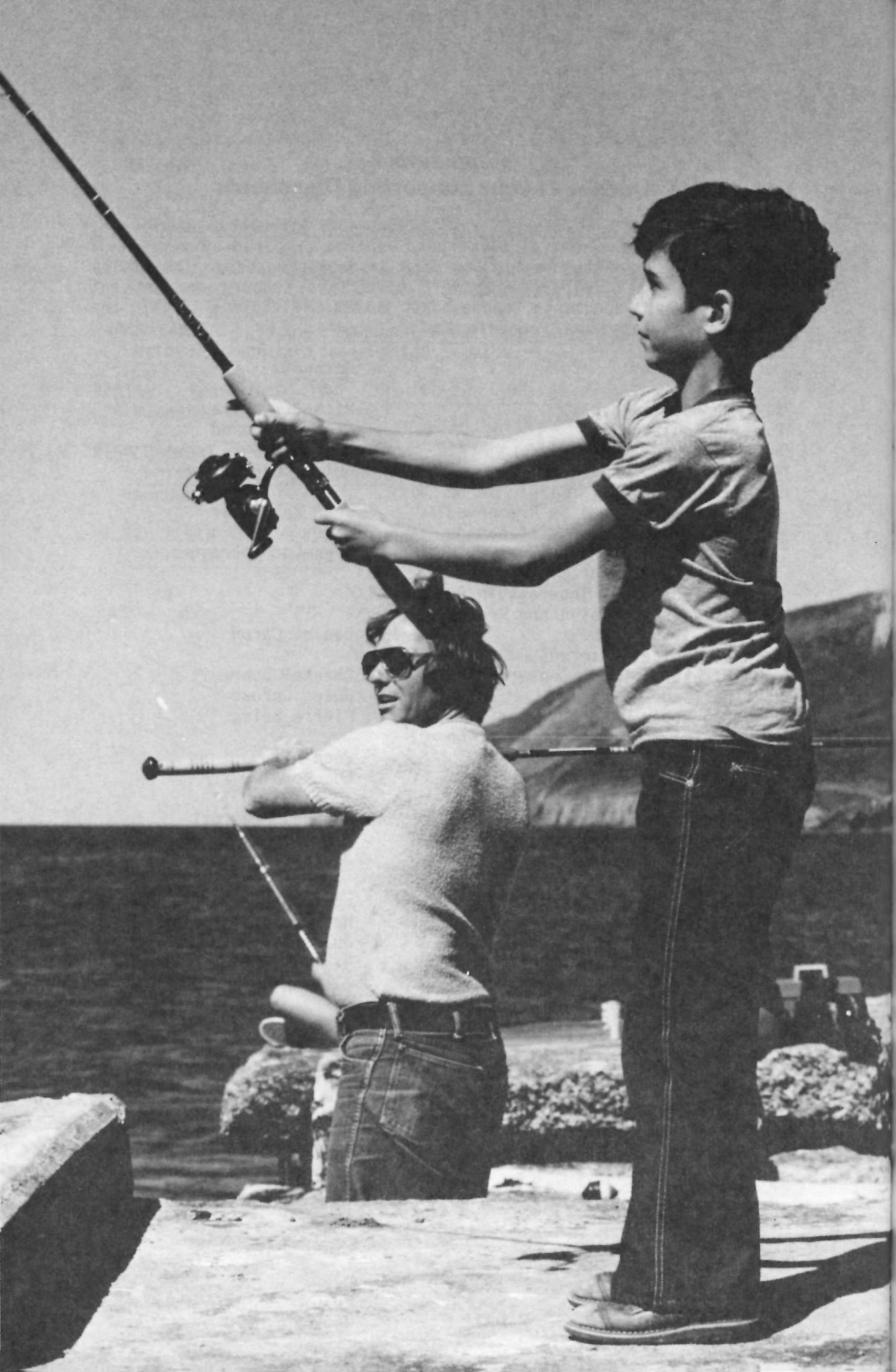
Appendix I

Quebec Caucus Supporting Documents

Environment, Resources and Society, A Collective Challenge, draws on a large number of background reports prepared by members of the Quebec caucus during the Canadian Assembly Project. The titles of these thematic papers and their respective authors are set out below. Most documents appear as a set in Volume 4 of the Heritage for Tomorrow Proceedings.

<u>Title</u>	<u>Author</u>
1. Quebec Forests	Michel Beaulieu
2. Agriculture	Claude Bernard
3. Lakes and Rivers	Jules Dufour
4. Northern Spaces	Jules Dufour
5. Quebec is a Big Park: To be Developed or to be Preserved?	Jean Pelletier
6. The National Parks of Canada and the Nature of Parks in Quebec	Jean-Luc Bourdages
7. Preservation of Sites of Speleological Interest in Quebec: Present Situation and Prospects for 1985 - 2000	Daniel Caron
8. Ecological Reserves: A Timid Effort at Total Conservation	Chantel Dubreuil
9. Heritage Rivers	Jules Dufour
10. The Urban Outdoors	Pierre Bélec
11. Social-Tourism Accommodation In Quebec	Jean Désy
12. Outdoor Centres in Quebec	Luc Morel
13. Safeguarding Endangered Species in Quebec	Jacques Prescott
14. Nature Interpretation Centres	Michel Drew
15. Native Heritage	Jacques Kurtness
16. Historic Sites and Monuments In Quebec	Louis Cabral
17. Conservation Awareness	Harvey Mead
18. *"Preliminary Suggestions: Quebec Heritage Tomorrow"	Jules Dufour and N. Boisvert

* This paper does not appear in Volume 4.



An Atlantic Overview Atlantic Caucus Report

Janice Brown, Coordinator

Table of Contents

	<u>Page</u>
PREFACE	511
PUBLIC PERCEPTION OF HERITAGE ISSUES IN ATLANTIC CANADA	513
Themes	513
Natural Heritage Preservation	513
Historical Heritage Preservation	514
Cultural Heritage Preservation	514
Existing Methods of Preservation and Their Effectiveness	515
Natural Heritage Preservation	515
Historical Heritage Preservation	517
Cultural Heritage Preservation	518
NATIONAL PARKS IN ATLANTIC CANADA	519
Mandate and Management	519
National Parks as Natural Preserves	519
Environmental Education and Interpretation	520
National Parks as People Centres	521
Conflicts and Opportunities	523
Tourism	523
Privatization	524
Expanding the System	524
Filling the Slate	524
Marine Parks: The Next Frontier	525
OPTIONS FOR PRESERVATION	526
Privatization	527
The Volunteer Sector	527
Options	528
POLITICAL CLIMATE FOR PRESERVATION	529
CANDIDATE AREAS FOR PROTECTION	530
RECOMMENDATIONS	530
Heritage Preservation	531
Heritage Education and Interpretation	532
National Park Expansion and Management	532
Marine Parks	533

Preface

This report is the outcome of a full year of public consultation activity in the Atlantic region directed towards participation in the September, 1985, Canadian Assembly on National Parks and Protected Areas.

From the beginning, it was determined that Parks Canada's administrative designation of the four Atlantic provinces as a "region" which could be dealt with as an entity was unrealistic for a project of this type. An approach which attempted to view the region in toto would undoubtedly homogenize the outcome, causing an unfair representation of responses and ideas on a province-to-province basis. Provincial organizers felt strongly that the complexions of the four provinces are unique, and therefore deserve their own accounting.

Consequently, the surveys were undertaken separately, with a minimum of joint provincial consultation on technique and tactics. This Atlantic report, then, is an overview of the results of four separate consultation activities. It cannot be seen as a summary but it does identify definite trends which appear to be of importance to participants region-wide. It also makes note of important differences in public feedback on issues of regional or national interest.

The provincial reports themselves are extensive, and are compilations of data which were gathered through questionnaires, public meetings and directed requests for specific information. They are all available in Volume 3 of these Proceedings, and should be consulted for more direct information on a provincial or specific issue basis.

Should the results of the Nova Scotia, Prince Edward Island and Newfoundland consultations be misrepresented here in any way, it is totally the responsibility of the caucus coordinator. This overview is intended in no way to diminish the work of any provincial caucus. My sincere apologies to those affected should this appear to be the case.

Finally, it was my very great pleasure to work with Maureen Vine of the Nova Scotia Division of the Community Planning Association of Canada, Rosemary Curley of the Island Nature Trust in Prince Edward Island, David Snow of the Wilderness Society in Newfoundland, and Jane Edgett of the Conservation Council of New Brunswick in the preparation of this material. I wish to publicly thank them for their perseverance, their patience, and the ultimate excellence of their products, despite the pitfalls that we encountered throughout the past year.

I also wish to acknowledge with thanks all the people in the four Atlantic provinces who responded to our requests for input and feedback, without whose participation this entire project would not have been possible. I trust that these efforts will not go unanswered.

Janice Brown
Caucus Coordinator

Public Perception of Heritage Issues in Atlantic Canada

THEMES

Natural Heritage Preservation

Throughout the four Atlantic provinces the message was resoundingly clear. Our natural resources are under stress and they need protection. Ecologically sensitive areas, rare and endangered flora and fauna habitat, scenic areas, and wilderness regions are all noted as critical.

Stresses on wildlife and the natural environments on which they depend were identified both within a "parks" context and without. Within parks, there is a concern for overaccess and overuse, which is causing a deterioration of habitats for wildlife and natural features. Outside this context, extensive attention was given, particularly in New Brunswick, to the plight of rare and vulnerable species which are being impacted by industrial development and competing land use problems.

Pollution was seen as a particular threat, both to preservation of our natural heritage and to commercial interests. Water pollution was cited as a particular concern for several species of fish, mussels and waterfowl in New Brunswick. Municipal and industrial wastes were identified as responsible for the degradation of coastal areas and rivers. Acid rain was noted as a factor in the demise of the Atlantic salmon and forests.

The implications of new industrial developments such as offshore oil were seen as potentially threatening as oil spills would interfere with waterfowl habitats. The spraying of chemicals to control forest weeds and insects was perceived to contribute to the overall demise of natural ecosystems.

Tourist associations and operators which depend upon visitors who want to sightsee also feel the pinch of pollution and erosion of natural quality. By definition, this is the strongest attraction of

the Atlantic region. A majority of visitors know before they arrive that they will not find a commercial resort area; consequently they enjoy this region because of its physical environment. When this environment deteriorates, it takes with it the prime impetus for much of the Atlantic tourist trade.

The message was very clear from members of the Kent County Tourist Association in New Brunswick that investments in tourism must be investments in permanent and ongoing environmental protection.

Historical Heritage Preservation

The provincial caucuses within the Atlantic region dealt with historical heritage preservation to differing degrees. Nova Scotia seems to have given this issue the most thorough screening. However, the issue was raised time and again throughout the process with several important points considered.

On the whole historical heritage preservation was seen as very important to our region. This was often paired with cultural heritage concerns, but several points can be distinguished, and will be dealt with in the following section on existing means of achieving the goal of historical heritage protection.

Cultural Heritage Preservation

While this category is often referred to within the historical realm, the preservation of existing cultures and lifestyles was seen as particularly important, and too often ignored within the framework of heritage preservation.

Newfoundland mentioned specifically the uniqueness of the island's cultural heritage, with isolated fishing villages and a diversity of ancestry colouring the picture. Not enough attention is given to this according to Newfoundland survey participants. A type of "Peggy's Cove" attraction was seen as desirable.

Another respondent pointed out that humans are part of the environment, and cannot be seen apart from those ecosystems within which we function. Consequently, an attempt to divorce local resource-based settlements from protected natural areas is perceived by many as falsely representing the picture. Many people feel that the human aspect of this region is as worthy of protection as the natural features.

EXISTING METHODS OF PRESERVATION AND THEIR EFFECTIVENESS

Natural Heritage Preservation

Three existing avenues for the preservation of natural features were identified through the public consultation process in this region. The first and most obvious is protection through the establishment of a national park, which has as its mandate to "preserve and protect" for all time.

The second is through existing ecological reserves or endangered species legislation, which is relevant only to Newfoundland and New Brunswick. The third is a rather ad hoc approach through other existing types of parks, either municipal or provincial, which regulate to some degree the type and locations of various activities within those boundaries.

The current mandate and management of national parks in this region was generally seen as appropriate and adequate, although, as in anything, room for improvement was noted. Specific criticisms were leveled at specific policies. However, virtually nobody disputed the value of and need for national parks.

Ecological reserves legislation exists in both Newfoundland and New Brunswick. In the case of the former, survey participants expressed great optimism for the potential of protecting critical ecological areas under this legislation. The questionnaire circulated in that province tested support for the designation of protected areas outside park boundaries, and found the concept desirable.

Ecological reserves legislation in New Brunswick, however, came under a more critical view. As a result of a major review of the existing Ecological Reserves Act conducted by Hajo Versteeg as part of a paper for the Ecology Law Quarterly (see New Brunswick report in Volume 3 for details), the effectiveness of the legislation was called into question.

The legislation itself is exemplary. However, the political will to implement the provisions of the act appears to be lacking. There is a danger of this legislation being "too good," in that its implementation is inhibited by the fear that it will bind the Crown unduly to specific management obligations. Seven ecological reserves have been designated in New Brunswick. Several more have been nominated for protection.

New Brunswick also has endangered species legislation which lists several species of fauna and one species of flora identified as legally protected. However, a major flaw exists in this legislation in that the habitats of rare and vulnerable floral species are not protected. It is, in fact, threats to these habitats which put the species at risk. Consequently, the effectiveness of the Ecological Reserves Act is called into question. Several recommendations are made in the New Brunswick report as to how these pieces of legislation can become efficient and important protection tools.

Prince Edward Island and Nova Scotia do not have any such legislation. Its existence in the other provinces, no matter what the shortcomings, is at least more encouraging than naught.

The ad hoc protection which occurs within the boundaries of other types of parks or designated areas is fortunate but not reliable, since direct responsibility for preservation is not usually part of the mandate of those areas.

A major deficiency in attempts to protect and preserve special

ecological features is the absence, in many cases, of a sound and comprehensive inventory of those features, sites or regions. The information is dispersed over several agencies or publications, and is incomplete at best. In an attempt to remedy this in New Brunswick, the Conservation Council launched an 18-month project to create such an inventory.

Senior citizens volunteering their time and energy are midway through their review of critical natural areas in New Brunswick and are soliciting information on special archaeological sites, scenic areas, rare flora and fauna habitats, and ecological areas which are unique. The preliminary results of their work are included in Appendix I of the New Brunswick report.

Historical Heritage Preservation

Preservation of Atlantic history is currently achieved through a variety of means, from the local village or town museum to reconstruction of sites such as Louisburg by Parks Canada.

Nova Scotia was seen to have a very impressive network of museums and historical interest areas which are accessible to the public. The sponsoring bodies of these range from villages to federal agencies, and they complement each other well. However, many people feel that the emphasis is too heavily military, and that there are a myriad of opportunities to enhance our understanding of the social and economic histories of our ancestors.

The Grand Pre area of Nova Scotia was cited as an excellent opportunity for the creation of an Acadian village, which depicts, not only the expulsion of Acadia's first settlers, but their agricultural know-how (dykes, some of which still exist) and their social milieu.

In New Brunswick, the establishment of an authentic Mic Mac village was suggested for Kent County, to complement the existing King's Landing and Village Acadien settlements. This would round

out the representation of our founding cultures and in particular, enhance the understanding of the first Canadians.

Minister's Island, also in New Brunswick, formerly owned by railroad magnate William Van Horne, has both natural and historical significance and is particularly worthy of note. Besides being the habitat for several rare marine species, it is archaeologically (Indian settlements and burial grounds) and architecturally (Van Horne's mansion and outbuildings) important. It is currently owned by the province and is not being utilized.

Both Nova Scotia and Prince Edward Island caucuses complained that often historically significant sites or buildings are designated as such and taken out of the mainstream, without any subsequent allocation of resources for maintenance and development of interpretation facilities. Fort Edward Blockhouse in Nova Scotia was given as an example of this. In this context, the opinion was expressed that, should such facilities remain in the private sector, opportunities might arise for interested parties to take responsibility and ensure its preservation. Government should go the distance if it takes the first step.

Cultural Heritage Preservation

As noted in the previous section, the public perceives this to be an area that is particularly lacking in this region. Villages and settlements have been uprooted and moved or destroyed in the interest of "natural preservation." This, to many, is hypocritical and contradictory to the goals stated by a national park.

There appears to be broad support for the inclusion of local, resource-based and largely self-sufficient communities within the boundaries of national parks. These are regarded as important components of the local ecosystems, particularly as those resources are managed in ways that are compatible with preservation or self-sustaining goals.

This is of particular concern in coastal areas where local

populations might be removed from their economic base (the shore and fishing grounds) in the establishment of coastal or marine parks.

Except in the historical context, little appears to be happening to enhance and preserve local cultures as they exist today. This is seen as a negative trend which needs to be addressed.

National Parks in Atlantic Canada

MANDATE AND MANAGEMENT

Over the spectrum of four provinces by far the most comprehensive discussion focussed on the current management and operation of national parks. What appeared to emerge from this is that many people do not have a clear idea of what the mandate of national parks entails, and how that is translated into action within the parks themselves.

If we start from the point of view that national parks are means of "preserving for all times" the special natural features of our country, the discussion evolves around questions about the degree of human involvement and interference within those guidelines. This is different from the perception that national parks have a role to play in meeting the recreational needs of a car-camping public. It is expedient, then, to divide the discussion of the role of national parks, as seen by the Atlantic public, along those lines.

National Parks as Natural Preserves

There appears to be strong support across the board for the continuation of a policy which makes Parks Canada the authority to provide for the maintenance of ecological regions which are set aside for special treatment. Many feel that it is the responsibility of the federal government to designate areas of national natural importance, and to take steps to ensure their protection.

However, increasing pressures are being brought to bear, for economic and other reasons, to dilute the protection policies to varying degrees. The role of resource extraction industries within national parks was an issue of debate in this region, particularly in relation to the forest industry. Many feel that, given the economic climate in this region, jobs and development opportunities are being lost through the "hands-off" policies within parks. They are nervous about trends to expand protected areas for this reason.

The survey results show, however, that the majority of people who responded are opposed to commercial development of resources within park boundaries. That parks constitute only one percent of Canada's land mass was cited as a strong incentive in favour of maintaining the natural integrity of those areas.

Exploitation of resources by local people for their own subsistence was seen differently. Most people seemed to approve of this type of resource use, as long as it is compatible with a goal of sustainability of and harmony with the surrounding ecosystems. This point reflects the opposition of most to the uprooting of local communities to make room for a national park.

Human interference with natural forces at work within protected areas such as national parks was also debated. Only with qualifications would most support the policy of leaving forest fires unchecked. Insect infestations were less contentious, as many see national parks as the last vestige of a chemical-free environment. There was support for the concept of letting forest diseases run their course, allowing for a natural rather than a manipulated regeneration. However, there was some concern for the aesthetic impacts of such policies, and complaints were laid about the dead wood left behind by such pests as the spruce budworm.

Environmental Education and Interpretation

Many respondents see national parks as an educational resource - a place where we can see natural forces at work, relatively

uninhibited by human interference. For this reason, there was strong support for the development of interpretive and environmental education programs which enhance the experience of visitors to national parks. Examples of public dissatisfaction with national park experiences can be traced back to a general lack of understanding about what national parks are trying to do.

The absence of interpretation and education programs within national parks, and the lack of outdoor and environmental education experiences within the school systems contribute to this misunderstanding. In fact, the establishment of a national park is only half the job. If support is not forthcoming because of a lack of understanding of the importance of that project, then little has been gained. National parks, then, become havens for wildlife biologists, with little relevance for the general public. Education and interpretation must go hand-in-hand with the establishment and management of a park established for preservation purposes.

National Parks as People Centres

"All things to all people." Many people find it difficult to accept the concept of creating something or undertaking a project which is not for human use or consumption. Our self-oriented society promotes a disposition which sees little value in something that cannot provide a service to humans. This seems to be a common criticism of the management of national parks.

As the Atlantic surveys point out, there are very valid points to be made in defence of people in national parks. However, the solutions do not necessarily require a compromise of standards or change of focus.

Many people noted the conflict between parks as "adult playgrounds" and parks as preservation areas. People need a variety of vacation or relaxation experiences, and these cannot be dictated. The fact that national parks tend to feel the brunt of the conflict suggests that the appropriate outlets for activities incompatible

with preservation principles do not exist or are inconvenient or inaccessible.

What is needed to resolve this conflict, our surveys said, is needed is a comprehensive planning system, of which national parks are only a part, that incorporates human recreational needs (apart from the wilderness experience) and the need for protection of natural areas. Hand-in-hand with this planning process goes the development of appropriate facilities, and the education of the public about the role of each component within the system.

This should reduce the problem of misplaced expectations and thus disappointments with national park experiences. This type of approach requires close cooperation between all levels of government and the active participation of the public in order to adequately assess and meet the needs expressed.

"Service centres." Even within the context of preservation-oriented parks, national parks are subject to criticism on either the existence of or lack of service facilities for their visitors. Current attitudes within "purist" circles are opting against the golf courses, swimming pools and restaurants which characterized many of the older parks.

For those who see national parks as natural areas which should be unimpeded by human intervention, even the border areas outside the park boundaries are seen as critical to the overall performance of the interior. For this reason commercial development of any kind is seen as threatening.

On the other hand, visitors to national parks who wish to combine an environmental education experience with the convenience of handy services, feel it is unrealistic to expect those facilities not to exist within park boundaries. This exclusivity, we are told, is part of the public acceptance problem that these parks experience. People who are not wilderness-oriented see the national park as a "private" retreat for an elite minority, and are

particularly threatened by the absence of the expected amenities, as well as by the admission fees.

This sense of separation from the familiar experiences of the majority of the general public is a barrier which must be addressed. Nova Scotia participants noted that national parks are seen to be retreats for the wealthy, since they are usually accessible only after long journeys in automobiles, and require a substantial time commitment. This logistical reality virtually excludes from experiencing national parks those who do not possess an automobile or who cannot afford the luxury of a vacation. Provision for regular public transportation to and from national parks was recommended.

The development of a service area directly outside the boundaries of a national park was seen by many as a reasonable compromise between purists and utilitarians; such an area would also be necessary for the convenience of those visiting parks in other than private vehicles.

CONFLICTS AND OPPORTUNITIES

Tourism

Overall, tourism was seen as a positive experience in this region. Perhaps with the exception of parts of Prince Edward Island, it was felt that the Atlantic area is not "over-touristed" in relation to the impact on the natural environment. In fact, a demand for the scenic, undeveloped beauty of this region was seen as a stimulus for more investment by government in environmental protection and enhancement schemes.

The reverse is also the case. Without the appeal of our natural areas, the tourism industry would be at a loss to maintain business. The message was sent, however, that traditionally tourism interests and involvement have not been seriously considered in the establishing and managing of national parks and the areas around

them. There is a desire among the tourist industries for this dialogue with federal and provincial agencies to improve.

Privatization

Privatization within existing national parks was a topic of extensive discussion throughout the consultation. The current trend towards turning existing amenities and facilities such as campground operation and lifeguard services over to entrepreneurial interests was generally viewed with skepticism. While some provincial park operations in other areas have had success with this approach, American comparisons showed a decline in quality of service and facility.

There was general agreement that to this point national park operations have been exemplary in their service to the public. The privatization of these operations is seen as the removal of the philosophical commitment to the *raison d'etre* of the park itself.

The survey indicated that privatization should only be implemented under strict supervision, with firm standards maintained and upheld. Some interpreted this trend as the forerunner of dissolution of the national parks system - itself within the move to distance Parks Canada from direct responsibility. This was seen to be totally undesirable.

EXPANDING THE SYSTEM

Filling the Slate

Since the existing system of national parks in Canada constitutes only one percent of total land mass, the goal of establishing parks in all 39 terrestrial regions as well as the marine areas, was seen as desirable. However, two points were stressed.

First, the establishment of new parks must not be done at the expense of local communities and residents. With the experience of

Kouchibouguac fresh in the minds of people throughout the four provinces, there is a real intolerance of any procedure that might in any way resemble the previous activity.

Local settlements must be left where they are, unless suitable agreements are reached with everyone concerned. Traditional subsistence resource use is desirable. Local residents should be the first to benefit from any economic development which occurs as a result of the park establishment. Creation of new economic opportunities should not necessarily occur at the expense of traditional ones.

Second, residents in the area must be able to participate in the planning for and management of the park. Public input and participation is essential for a smooth integration of a project which will set aside an area traditionally accessible to the local people. Every attempt must be made to implement meaningful and comprehensive public participation at every stage of the game.

Marine Parks: The Next Frontier

People in New Brunswick, the province targetted as a priority area for the establishment of the first marine park in Canada, are reluctant to share the enthusiasm that the concept of a marine park has sparked in other areas of the country. It is inevitable that people whose livelihoods depend upon the very resource being eyed by an Ottawa-based agency for a pilot preservation project will feel threatened and act accordingly.

The message from fishermen and the fishing industry is clear in the West Isles area of the Bay of Fundy. They will not be intimidated and they will not tolerate a development which would alter their economic, cultural and social patterns. While there is support for the establishment of the West Isles Marine Park within the tourist industry in the area, citizen groups are organizing to oppose it. Mistakes have already been made. It need not get worse.

Similar reservations were voiced in the Nova Scotia survey. Support for the concept itself exists; however, it was pointed out that existing parks in the Atlantic region already contain coastal areas and activity in these areas is already restricted. A Nova Scotia recommendation urges that Parks Canada maintain land areas contiguous to important coastal areas, and not pretend that we are going to preserve what is offshore. Other bodies are mandated to do that. Parks Canada should continue to deal with coastal areas, but add another component to that which provides access to, not preservation of, the marine environment.

This does not take into account the broader aspects of a marine park. A compromise which received general support was to restrict the establishment of such a park to an existing coastal park such as Terra Nova in Newfoundland. Once the potential conflict between resources users and preservation goals of such a park are resolved, then expansion into an unprotected area would be acceptable.

Options for Preservation

While there was wide acceptance of the concept of preservation, there was also agreement that there is room for more to happen in this field outside the purvue of the national park system.

The Atlantic region can probably be characterized by the strong, independent spirit of the people who live there. For the most part these people have been self-sufficient, depending on themselves and the natural environs for their livelihoods. This tradition, I would suggest, does not lend itself to an easy acceptance of the concept of turning large tracts of land over to a government agency, and relinquishing access rights.

On the other hand naturalists are alarmed at the apparent lack of understanding of the importance of the rare and vulnerable species and ecosystems, and thus the lack of action directed towards protecting them. Regardless of public perception, we cannot be negligent in our work to protect those special areas or species against destruction.

Within this context it appears that much more time, energy and money must be directed towards meeting those protection needs through means other than the expropriation of land and erection of barriers. With this in mind some discussion centred around options for preservation.

PRIVATIZATION

As stated earlier, most respondents were skeptical about proposals to turn over existing park operations to the private sector, fearing that the impetus to become "cost-effective" would result in a deterioration of the quality of national parks.

However, it was pointed out that in situations where an important heritage feature - be it natural, historical or cultural - is not being protected in any way, the private sector might very well play an important role and should be encouraged to do so. An example of this is evident in New Brunswick where the Irving Group of Companies has erected barriers to all-terrain vehicles on the very sensitive and unique Buctouche Bar, which it owns.

It is not unrealistic to expect that corporations which own significant heritage properties would assume responsibility for restoring and/or preserving them for posterity. Awareness programs aimed at corporations are necessary for the successful and consistent implementation of such programs.

THE VOLUNTEER SECTOR

For the most part today's volunteer sector is suffering the impacts of a slow economy and a drastic reduction in philanthropic activity. Consequently, it is unrealistic to expect that this sector can contribute extensively to protection programs without the support, either financially or in kind, of government agencies.

However, conservation and preservation organizations can play an effective role as initiators and monitors of preservation programs, if not managers. It is generally accepted that volunteer organizations can do more; more effectively and with many fewer

resources than a bureaucracy. Consequently a partnership of a resource base (bureaucracy) and the acumen of volunteer agencies would be a powerful tool to implement a variety of approaches to preservation.

OPTIONS

The Maine Critical Areas Program was held up as an example of a program which operates on a minimum budget and achieves maximum results. Mr. Hank Tyler is responsible for this program which is financed through the Maine state government. A key feature of the Maine operation is that legislation is not involved. Lands are not purchased by the government, and protection and preservation are not forcibly imposed. It involves the creation of an inventory of critical areas which require protection, and then making arrangements for protection agreements without the traditional regulatory attachments.

Owners of critical natural areas are provided with a special certificate to inform them that they have something special on their land. The owner thus becomes a steward of the land, and develops an incentive to protect this special feature.

In a stewardship agreement, a management plan is developed jointly with the owner, which could be an individual, a company, a municipality or a provincial government. Various action groups could become involved in this such as Boy Scouts, Girl Guides, naturalist clubs and garden clubs. Owners of such sites could entrust them to organizations rather than requiring outright purchase.

A second option is renting or leasing agreements for privately owned land. A compatible agreement could be made with the landowner and a group interested in managing the land in order to preserve its unique features. The group would require funds in order to assume this responsibility.

With a right of first refusal agreement in place, in the event that the land which contains the special site is going to be disposed of, the landowner would agree to offer the land to a protection agency. The price would reflect the altruistic nature of the agreement.

A "conservation easement" would allow the owner and a preservation organization access to the special area, but access would be restricted to other individuals. Joint management plans could be developed to ensure this.

These are only a few of the options which might relieve the pressure on traditional preservation agencies to implement expensive and complicated protection programs.

Political Climate for Preservation

Since parts of the Atlantic surveys were undertaken after the federal election, the discussions within the meetings often took on a political tone, particularly after the November 11, 1984, budget cut announcements.

It was ironic, many people noted, that Environment Canada, in the 100th anniversary year of National Parks in Canada, would make such drastic changes in policy and approach. The increases in park fees, the trend towards privatization of park operations and facilities, and the freeze on acquiring new lands for preservation were all seen as threatening messages of a political climate that sees no value in the natural resources of this country, except in an economic sense.

Recent polls have stated that a majority of Canadians see the environment as worthy of protection, and believe that environmental quality should not be sacrificed on the altar of economic and industrial development. A majority also agreed that more tax dollars should be spent on environmental protection programs.

Apart from the economic value of a clean environment as

manifested in tourism revenues, Canadians place a high premium on a lifestyle which enjoys clean air, safe water and an abundance of wildlife. It seems that these things have not appeared on the balance sheets of the current government. Hence Environment Canada's programs to ensure these things are seen as non-essential services which are expendable for the sake of budget deficit reduction.

What is not taken into account is the environmental deficit which will undoubtedly be created by the pursuance of such an attitude. A sound economy cannot exist without a sound environment, and losses in the latter will eventually be evident in the former.

As Atlantic caucus coordinator, I have the responsibility to stress the importance of a reevaluation of the current cutbacks in environmental protection and preservation programs. The people in the Atlantic region who responded to our appeal for input and ideas did so in the good faith that government considers their opinions to be important and that this government is serious about improving the quality of our parklands, and our preservation methods. Above all, they want to know that this government understands why these things are important. It is critical that a positive message be received by caucus participants in response to this assembly, and that future actions reflect that positive response.

Candidate Areas for Protection

Each of the four provincial caucuses received suggestions for candidate preservation areas. These data are contained in the respective provincial reports to be found in Volume 3 of the Proceedings.

Recommendations

The following recommendations were developed on the basis of eighteen months of public consultation as described in the Atlantic caucus reports, supplemented by comments made during the workshop at the Banff assembly.

HERITAGE PRESERVATION

We have an excellent system of national parks in all four Atlantic provinces, of which we are very proud. However, there is a desperate need to protect areas outside these parks.

We must protect our critical natural areas, the habitats of our rare and endangered species (flora and fauna) and our scenic lands and seascapes. Much has been lost already. Part of our heritage in Atlantic Canada is a history of natural exploitation, by corporate logging interests, corporate fishing interests, and corporate agricultural interests.

The woodland caribou and the eastern wolf have been lost from the Maritimes forever. Our bald eagles, peregrine falcons, and Atlantic salmon are in serious trouble. We no longer have good examples of virgin Acadian forest. In fact, we no longer have many examples of the kind of wilderness that is still relatively plentiful in the North, in British Columbia, and in Alberta.

We in the four provinces of Atlantic Canada must work out regional strategies for heritage preservation; strategies that are sensitive to traditional cultures and lifestyles. And strategies that involve all of those with a stake in the area to be protected.

- Parks Canada, in concert with the four Atlantic provinces, should play a lead role in initiating a meaningful and comprehensive consultation process to develop a heritage preservation strategy that can serve as a model for the entire region. The Atlantic caucus has effectively scoped many of the public concerns, and highlighted the issues. The challenge is to build on this work to effectively preserve, and in some cases, enhance our natural heritage.
- Prince Edward Island and Nova Scotia should join New Brunswick and Newfoundland in enacting specific ecological reserves legislation, along with legislation to protect the habitats of rare and endangered species. And it is critical

that the provinces commit themselves to the spirit of these laws, allocating the time and money to afford adequate protection. New Brunswick is one province that has such legislation, but appears to have little concern for the principles articulated in the statutes.

HERITAGE EDUCATION AND INTERPRETATION

Heritage preservation activities provide the perfect opportunity to make people more ecologically aware, to educate the public about the dynamics of our ecosystem, and our place in it. In fact, for preservation activities to be successful, they require this knowledge. Education and interpretation must go hand-in-hand with the establishment and management of protected areas. Establishing these areas is only half the job.

- There must be no further cuts to Parks Canada's interpretive and education systems; rather the new environment minister should make environmental education one of his priorities. The resources and expertise that Parks Canada has in this area must be built on and expanded.
- Heritage interpretation and education activities must be expanded outside our national parks. Parks Canada should be reaching out into our schools and into our communities to provide people with greater access to environmental experiences. This will, at the very least, eliminate the lack of understanding about what heritage preservation is trying to accomplish, and lead to greater public support for these efforts.

NATIONAL PARK EXPANSION AND MANAGEMENT

Generally there needs to be much better communication and consultation with the public in regard to the establishment of new parks and the management of those that now exist.

- new parks should not be created at the expense of the traditional communities in the area. Traditional

subsistence resource is desirable and should become a cultural component of any new park

- local residents should be the first to benefit from any economic development which occurs as a result of park establishment
- local communities must participate in the planning and management of national parks. Comprehensive and meaningful public participation must be implemented at every stage of the game
- Parks Canada should adopt the regime for consultation that has recently been developed through consensus by representatives of industry, government, labour, and environmental interest groups. This was sponsored by Environment Canada and conducted through the Niagara Institute.

MARINE PARKS

Marine Parks, the new frontier for Parks Canada and natural heritage preservation, is in danger of becoming a non-starter because of the way the proposal for a pilot project in the West Isles of the Bay of Fundy was handled. Citizens in the area have already organized to oppose the establishment of a marine park. The situation is polarized. Mistakes have been made. It need not get worse.

- The National Marine Parks policy must be finalized and approved before any further work is done on the feasibility of the West Isles Marine Park.

