

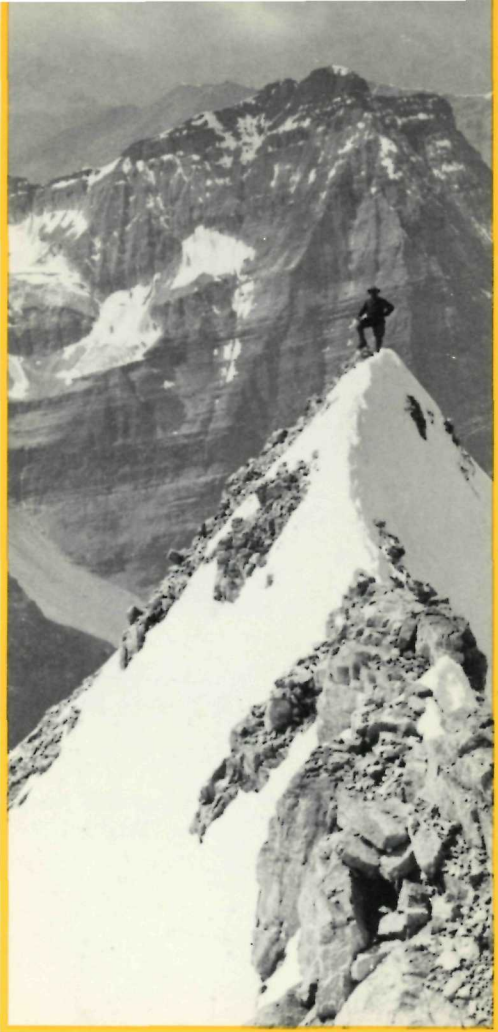


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Heritage for Tomorrow

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 3

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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We extend to Environment Canada, Parks our appreciation for both its sponsorship of the Canadian Assembly Project and its support in the publication of the Proceedings.

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

"Heritage for Tomorrow" provided Canadian citizens with an opportunity to express their views about the best means of achieving heritage conservation in this country in the future. More specifically Heritage for Tomorrow provided a forum for expression of policy concerns and future alternatives as well as identification of prime candidates for designation as national parks, provincial parks or other means of planning and managing heritage areas.

Guidelines prepared to assist caucus groups requested each regional organization - among other tasks - to prepare a report on policy concerns and recommendations, accompanied by a list of heritage conservation candidate areas, including priority areas. The caucuses responded with a comprehensive set of documents that far exceeded organizers' original expectations!

Not only were main caucus reports prepared for distribution at the Canadian Assembly in Banff (Volume 2) along with the national issues paper and related documents, but many other supporting documents were completed which explored in depth an array of heritage matters in Canada. These supporting caucus documents are set out in volumes 3 and 4 of the Proceedings. Volume 3, the current volume, contains papers and reports prepared by six of the seven caucus groups. Volume 4 contains the Quebec caucus supporting materials.

The thirteen documents in Volume 3 are both a reflection and an extension of matters set out in the main caucus reports. Accordingly, theme and orientation vary according to interests and approaches expressed by each regional group. In the Yukon documents were prepared on the definition and current status of a range of heritage matters, as well as on the challenging issue of selection criteria for northern national parks. In British Columbia six supporting documents were prepared on special issues in the province - on wilderness, marine ecosystem protective designations, less-than

-fee simple protection techniques, coordination among heritage agencies, and the concept of native heritage parks.

In the Prairie Provinces a major supporting document was prepared on wilderness in Alberta. In Ontario a critical review was prepared of the public consultation process undertaken by the Ontario Ministry of Natural Resources (OMNR) in the final stages of its Strategic Land Use Planning Program conducted in the years immediately before to the Canadian Assembly. In the Atlantic Provinces a number of questionnaire/surveys and public meetings were held. The resulting portrayals of the heritage attitudes and thinking of the people in the four provinces were compiled and presented to the Assembly. The results are also published here as a basis for wider public knowledge in Canada and for changes in the provinces of the Atlantic region.

In addition to their relationship with the papers, workshop recommendations and other materials in Volumes 1 and 2, the documents in Volume 3 - and 4 on Quebec - are linked to some of the documents in Volume 5, which were submitted by various interest groups in Canada in response to a general public call for views on perceived issues and desirable future directions. For example, the Ontario paper on the OMNR public consultation program should be compared to the numerous papers on public participation in Volume 5.

In sum then the five volumes of the Proceedings of Heritage for Tomorrow constitute an interrelated, original, and potentially very useful statement about heritage concerns and directions in Canada as seen through the eyes of major interest groups and concerned citizens. This statement can be widened by further referral to documents prepared in association with the Canadian Assembly but not strictly as part of it. A key publication here is the Proceedings of the Arctic Heritage Symposium,¹ a meeting of scientists, scholars, responsible officials, and interested persons held in Banff just prior to the Canadian Assembly. Many of the attendees were from other countries so that the Arctic Heritage volume provides not only information on natural and cultural heritage in the North - a region of key interest to Canada - but does so from an

international perspective, a perspective that is increasingly important in all aspects of heritage.

The Canadian Assembly documents make a revealing statement on what Canadians think about, and want, in regard to heritage futures in this country. Immediate action is deemed essential on many matters, for example, effective protection and management for hundreds of the areas identified as of special quality during the Heritage for Tomorrow process. In other cases the aim is to work more slowly and steadily to meet long-term needs, such as greater heritage knowledge through continuous educational and interpretive efforts, in which citizens themselves can play a stronger role. The basic goal is more long-term and pervasive stewardship of heritage and other resources vital to sustainable development in Canada.

The Editors

NOTE

1. Readers interested in the use and management of northern lands and other aspects of Arctic Heritage may wish to consult Arctic Heritage Symposium, edited by J.G. Nelson, R.D. Needham and L. Norton (Ottawa: Association of Canadian Universities for Northern Studies, 1987). 651 p.



Yukon Caucus

Heritage for Tomorrow - In the Yukon¹

Linda Johnson

I have no money to leave for my children and grandchildren. What I have to leave is my stories.²

(Mrs. Angela Sidney 1977)

A nation cannot separate itself from the past any more than a river can separate itself from its source, or sap from the soil whence it arises. No generation is self-sufficient.³

(Canon Lionel Groulx 1984)

The price which a people pay for the loss of their history is a misunderstanding of their roots, a confusion in their identity and the misinterpretation or misrepresentation of the nature of their country.⁴

(Public Archives of Canada 1984)

Our people looked after them (the white people).... They shared their land.... They even fought the gold for them ... then they ignore our history.⁵

(Clara Shinkel 1985)

I never looked at it that way before. Still I don't understand how those words got into the web. I don't understand it, and I don't like what I can't understand.⁶

(E.B. White 1952)

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What is Yukon Heritage?

Yukon heritage is all around us, in every part of the territory, on every day of the year. It is identified as many different things by many different people, depending upon their origins, their length of time in the Yukon and exposure to various types of preservation and interpretation programs. To you Yukon heritage might be stories about your Tlingit ancestors told by your grandmother in the Tutchone language at a fish camp. It might be a photograph of the steamer Tutshi at the Yukon Archives, mining artifacts at the Keno Museum, or a church at Ft. Selkirk. It might also be the Klondike Gold Fields, or palaeontological specimens from Bluefish Cave now located in the collections of the Archaeological Survey of Canada in Ottawa. Perhaps your view of Yukon heritage is some combination of all of these themes, sites, objects, institutions and the people associated with them. No matter what your particular interest you share a common goal with many others who may have a different idea of heritage, but the same desire to cherish, protect and preserve Yukon heritage and to pass it on to future generations. For that is the essence of heritage - something of unique and rich significance that is passed on and highly valued.

Yukon heritage should be highly valued both by us who live here and by the rest of the world. There are exciting archaeological sites and specimens here that are critical to developing theories about early human migrations into the Americas, plus evidence of changing flora and fauna over thousands of years. There are more recent aboriginal sites and artifacts that are equally important to understanding the travels and land use of Yukon cultures prior to the arrival of Europeans. There are post-European contact sites, artifacts and documents, as well as the mass of sites, buildings, artifacts and archival records pertaining to the world renowned Klondike Gold Rush, and later major developments such as the Alcan Highway and pipeline projects. Some of the more recent buildings and structures that we cherish may be little different from similar ones elsewhere, and may not be of national or international

significance - but if they represent a particular era or event or person important to the Yukon, they should be given serious consideration within our own priorities for preservation.

Some of the oldest and truly unique aspects of our heritage are the languages, cultural ways and values of Yukon Indian people. Indeed the strongest and most consistent statements about heritage that I heard while preparing this paper were made by Indian people, who described heritage as a way of conduct, learning and doing that is passed on by elders to their descendents, and which is essential if they are to know who they are and where they are going. For them, heritage is a matter of survival. Without their heritage, children become confused and lost, generations are separated, and the terrible social problems seen so often today among Yukon Indian people are the direct results. Since their traditional lifestyle was not centred upon specific built structures, an Indian inventory of heritage resources may differ markedly from that of a non-native. The Indian focus may be on places of seasonal activity or spiritual significance plus such things as languages, legends and always, the elders themselves. These resources are often difficult to pinpoint or explain, and they are very fragile since they may not be marked in an obvious way or heard or understood by non-natives. What appears as empty wilderness and frontier to the non-native newcomer may be a location of great importance to a native person, providing connections with countless ancestral generations in the Yukon.

In addition to these profound cultural values, heritage is a generator of economic returns to the whole community. Tourism is a major industry here, and there can be no doubt that visitors come to enjoy our unique cultural and historical resources in their setting of natural splendour. According to the Manitoba Heritage Branch, "Rough estimates of the spin-off effects of tourist dollars are usually made with multipliers ranging from 1.5 to 2.5. In other words, for every \$1.00 directly spent in a local community, between \$1.50 and \$2.50 in resultant wages, sales and taxes can also be expected." Tourism Yukon estimates tourist spending to have been approximately \$77 million in 1983. The activities required for curating museums, archives and heritage sites, plus research in archaeology, ethnology, and linguistics, all draw substantial

financial resources into the Yukon, from numerous outside sources including the federal government, international and Canadian academic institutions, and charitable foundations. Employment opportunities are created, and the resultant wages and spin-off benefits to the Yukon are greatest when these activities are fully managed here with resident staff. Rehabilitation of buildings and other heritage structures such as sternwheelers and dredges, created further opportunities for the local construction industry and suppliers.

In summary, Yukon heritage is a multi-faceted resource capable of bringing together various interests and people with obvious cultural benefit. As well, heritage makes a substantial contribution to the diversification and stabilization of our economy. These two areas of importance do not always co-exist harmoniously. If heritage objectives are seen mainly in terms of economic benefits and/or as attractions for visitors, their real significance for Yukoners is liable to be overlooked, and serious imbalances or misinterpretations occur. The challenge then is to develop a balanced approach to the cultural and economic objectives, to produce heritage programs for Yukon people and visitors, today and tomorrow.

Heritage Management and Development

Just as there is a wide diversity of views regarding the concepts and significance of heritage, so there is a broad range of opinions about the processes required for heritage preservation. Only a small proportion of our total wealth of heritage resources is managed currently within the parameters of any established criteria to promote long-term preservation. Although we are celebrating a century of heritage conservation in Canadian national parks, most formal heritage programs have been active in the Yukon for less than two decades. Many essential elements are still very rudimentary or non-existent. For the most part this late development is attributable to the relatively recent establishment of local responsible government, the small population, and narrow economic base. In 1976 the Yukon Government Executive Committee member (a

federal appointee) responsible for historic sites issued a press release stating "The Yukon Government does not anticipate becoming involved in an extensive historic resource stabilization, restoration or interpretation program YTG [Yukon Territorial Government] funding for this type of program simply does not exist now, and probably won't be available in the foreseeable future."

Following this scenario the only work that would have been undertaken here would have been Parks Canada's efforts with respect to nationally designated sites. Fortunately, neither this scenario nor this attitude have prevailed, and considerable progress has been made in the past five years, especially towards building political support for heritage management.

The precise methods of management vary somewhat from one type of resource to another, but they all share some broad requirements. The initial need for identification and inventory of known resources is obvious in order to permit subsequent research, assessment and selection of the most significant for protection, restoration, conservation and interpretation. Inventory leads ultimately to the overall management of a coherent series of artifacts, sites, structures, plus oral, written and visual records, for all time. Planning, plus public awareness and support for heritage preservation are critical to all phases of the management system.

Numerous individuals, organizations, and government agencies are devoting time, energy, and monies to these preservation processes yearly, with the result that some components of our heritage are approaching adequate standards of conservation. Yet important questions remain to be answered. Are we preserving enough of our past to present a balanced view of the Yukon as it has been and as it has developed? How can our institutions such as archives and museums be improved so that collections can be preserved for the future yet remain accessible to us today? How can historic site selection, development and interpretation be structured to reflect the impact on all cultural elements of our society? How can we capture the knowledge and understanding held in the memories of elders and long time residents? Can we recover artifacts and documents that have gone out of the Yukon in the past? What can we

do to mitigate the loss of heritage resources through the actions of vandals, major and minor development projects, natural disasters and the general ravages of time?

In order to make constructive suggestions on any of these matters, current policies and programs need to be assessed in relation to each type of resource, identifying strengths and weaknesses or gaps, plus possibilities for future development and coordination of programs and resources.

Archaeological Sites and Objects

A mix of exciting prehistoric and historic sites extends from the far north at Herschel Island to the southern lakes, and from Kluane to the Northwest Territories' border. For the most part, sites which have been identified and studied to date are located along corridors of non-native development and transportation routes. Although some early scientists and surveyors made observations of fossil bones, the first modern archaeological surveys were not undertaken until after World War II. Very little of the total Yukon landscape has been surveyed, and archaeologists agree on the great potential and need for additional research. The following brief summary will provide some idea of the range of dates and potential significance of Yukon archaeology.

The northern Yukon is part of the unglaciated region, including much of Alaska, known as Beringia. It has been a field of intensive interest and activity for several decades, with the discovery of numerous important palaeontological and archaeological sites. There has been considerable speculation about the age of human occupation of the area, with estimates ranging from 10,000 - 60,000, or even 150,000 years. The area is certainly critical to research into the prehistoric migration of humans into the Americas from Asia, via the Alaska/Yukon corridor. Two major research projects have focused on the Old Crow area in recent years, one sponsored by the Archaeological Survey of Canada (ASC), the other based at the University of Toronto. Both projects have concluded field work and are in the process of analysing data and writing reports. Artifacts

and other research materials collected in the area were taken to the respective institutions in Ontario; some artifact reproductions or casts were given to the Old Crow Museum and McBride Museum by the Archaeological Survey of Canada. Research reports are required to be deposited in the Yukon and will constitute the main tangible result of this work to remain in the Yukon.

Several researchers have worked at sites on Herschel Island and on the North Slope, identifying important prehistoric Inuit sites and later non-native historic sites. The new Beaufort Sea Project, jointly sponsored under NOGAP (Northern Oil and Gas Action Program) by the federal and Yukon governments, will pursue these indications plus other sites over the next three years. This project represents a major step forward for the Yukon since this area will be systematically surveyed and inventoried in advance of major development actions, and as preparation for decisions relating to site selection for research, designation, preservation and interpretation. For the first time also, a full time, resident archaeologist will be employed by the Yukon government and this will enhance the capability of the Yukon Heritage Branch to respond to other archaeological issues.

Only a few projects, sponsored by a variety of agencies including ASC, and various universities have focused on the central Yukon, establishing human occupation dates between 3,000 - 10,000+ years BP (before the present) at Ft. Reliance, Moosehide, Tatchun-Frenchman Lake, Pelly Farm, Burwash and along the Dempster Highway. Most of these sites have not been researched exhaustively. However, it is clear they could yield important data regarding prehistoric animal ranges - such as wood bison - plus early human land use and trading patterns. Other important historic archaeology is being undertaken by Parks Canada in Dawson City and the Klondike Gold Fields with a full-time resident archaeologist in place. The Yukon Government has undertaken some preliminary surveys of historical remains at Fort Selkirk, and a few other Yukon River sites in advance of site stabilization programs, usually using archaeologists from outside the Yukon on a contract basis.

In the southern Yukon several surveys and inventory projects have occurred at major lakes in the Whitehorse vicinity, in conjunction with Yukon government resource inventories, using short-term contract services. In the early 1960s some sites were excavated at Canyon Creek and on Talbot Arm of Kluane Lake by the ASC, yielding artifacts ranging from 4,000 - 7,000 \pm BP. A detailed survey plus selected excavations have been completed for the Bullion Creek site related to the Kluane Gold Rush, as part of the Kluane Park inventory of historic resources. A unique project was sponsored by the Tagish Indian Band at Carcross a few years ago involving elders and an archaeologist, to identify and survey important sites within the band's areas of interest. For the past two years the Council for Yukon Indians (CYI) has sponsored a summer student archaeological project at a prehistoric site in Whitehorse. This project was conducted by the CYI staff archaeologist, and created considerable interest in the community.

Although archaeological projects have been undertaken since World War II, only in the past decade has there been an ability to monitor these activities within the Yukon. Few of the research results or collections have been accessible to Yukon residents, in part because we lack the appropriate facilities to care for artifacts, and the people to use them. Moreover, no systems have been in place to assure a rational, planned, Yukon-wide approach to inventory and evaluation of sites. Until very recently, there has been no local ability to respond to site-threatening activities such as road construction or other developments, or even natural erosion problem areas. Similarly, expertise was lacking to permit a local response to the myriad boards, panels and enquiries that have responsibility to assess environmental impacts, and which could promote mitigative measures - or in some cases - prevent specific activities that would damage or destroy our archaeological heritage.

We are now at the crossroads, however, and it is time to take positive new steps to build upon recent gains in this field. There is a small group of local archaeologists with professional experience, who can promote an informed debate and point the way to the future. One important step is to improve the legislative

framework for archaeology, and to clarify areas of responsibility between federal and territorial agencies.

Territorial legislation related to archaeology is virtually non-existent, although local communities can enact bylaws to provide a minimum of protection for specific sites from hazards such as dirt bikes, as was done in Whitehorse in 1983. Unfortunately, shortly afterwards, vandalism highlighted the type of problem which can never be solved through legislation alone. At present, the federal Archaeological Regulations of the Yukon Act form the principal instrument for the minimal monitoring that is occurring, with the prescribed permitting system administered by the Yukon Heritage Branch, in consultation with ASC officials in Ottawa. In addition, other federal legislation provides a mandate for the activities of ASC and Parks Canada's Historic Archaeology Program, with respect to select nationally significant sites. ASC's mandate includes responsibility to provide for management of all archaeological resources on all federal crown lands, which in the Yukon virtually means the entire land mass. However, this situation will undoubtedly change in the near future as Indian bands take control of some lands through a claims settlement, and other lands are transferred to the Yukon government. Neither Parks Canada nor ASC programs could or should provide for the overall management of Yukon archaeology, even in the unlikely event that either would obtain sufficient funding to do so. Such an attempt would be counterproductive to the development of a Yukon-based commitment to archaeology, which is essential to building public understanding and support for the necessary regulatory mechanisms.

New Yukon heritage legislation to include appropriate modern provisions for archaeology should continue to be a priority of the Yukon Heritage Branch. Where necessary, informed outside experts should be consulted to ensure our new legislation can fulfill our needs. The Director of Heritage now estimates this process could take a further one to two years (to the fall of 1986 or 1987). In the interim, the Beaufort Sea Project offers fortuitous opportunities for building cooperative relationships between ASC, Yukon government, and Indian groups, to serve as a model for future legislation and management structures. Furthermore, educational

programs and public awareness can be developed so that the protective measures needed in the new Act will enjoy a large measure of public understanding and political support. Other jurisdictions, such as Alberta, have substantive and highly successful regulations and programs for impact assessment and mitigative measures related to heritage resources. These measures are applied in advance of all development projects, including those sponsored by government agencies. Experience has shown these measures most often require a very small percentage of the total development costs, and this information should be passed on to our mining operators and other developers, plus government departments. The goal should be to minimize confrontation on these issues, and to maximize the knowledge of and pride in our outstanding archaeological resources. Organizations such as community museums and Yukon Historical and Museums Association (YHMA) could play an important role in the successful development and delivery of such information in conjunction with the Heritage Branch.

It is also time to develop our local curatorial facilities so that Yukon artifacts do not of necessity have to be located elsewhere. We should ensure that Yukon people benefit from the results of archaeological work here, as well as the research community abroad.

Archives

Scrutiny and analysis of issues pertaining to Yukon archival heritage sometimes receive less than adequate attention due to the urgency and frequency of debate over other things. Archival records are an essential research tool and a foundation for most other heritage activities. Yet there are serious deficiencies in the current situation which could have detrimental effects on other heritage management objectives.

There are varying levels of archival activity in several communities. The Mayo History Project is soliciting documentation to publish a local history, but as yet has no staff or permanent facility to preserve the material. Community museums have varying

quantities and types of documentary records, preserved with varying degrees of structural security and staff attention. There are also collections of original research materials ranging from the small and specialized ones at the Yukon Native Languages Centre and Parks Canada offices - of which only the Dawson office has a comprehensive curatorial capacity - to the comprehensive facility and program of the Yukon Archives. The Public Archives of Canada occasionally pursued an active acquisition role here in the past, but now coordinates its activity through the Yukon Archives.

Since the Yukon Archives is the major proponent of archival management in the territory, its program will be examined in some depth. It was the first, and remains the only, Yukon government heritage facility, providing a level of archival administration comparable to the provincial and federal archives. Beginning in 1972, equipped with a comprehensive Archives Ordinance, plus Regulations for Records Management and Public Access, a public Reading Room, environmentally secure storage area, professional and technical staff, plus enormous support from the Yukon public, this institution has been able to tackle many of the goals expressed by Yukoners for broadly-based, multi-media documentation to be preserved and available in the Yukon. The presence of a credible institution reversed the outward flow of original documentation, and led to substantial transfers of Yukon records from the Public Archives of Canada. One facet of Yukon Archives which is unique, is the mandate to acquire a broad range of current scientific and socio-economic data to create a core collection of Yukon-generated, northern-related information. Researchers can thus consult a combination of current and historical publications and government records at one location.

While it has not outgrown the original broad mandate described in the Ordinance, the resultant influx of maps, films, photos, private, corporate and government records, and sound recordings, now has certainly outgrown the original storage facility which was designed to serve for ten years. The yearly surge in numbers of researchers has created crowded conditions in the Reading Room that are difficult for researchers and staff, and sometimes hazardous to the documents. Fortunately, planning is in progress for a new,

expanded facility, to be located circa 1987-89 at the new site of Yukon College in the Takhini area of Whitehorse. The new site will have the added benefit of removing the archives from the Whitehorse flood plain, and the sometimes severe air pollution of the downtown core. There is considerable need for prompt action on this plan to relocate the Yukon Archives, and it is one area in which YHMA and the Yukon Conservation Society (YCS) might wish to lobby actively.

A further serious problem is the lack of a professional archival conservator. The total collection is in need of continual assessment and monitoring, while large quantities of original documents require substantial conservation treatment to survive for future use. Conservation is an area where YHMA and others perhaps, could assist the Archives in finding sponsors and/or cooperative funding possibilities.

The present priority of the Yukon Archives is to reduce the backlog of unprocessed and undescribed material to maximize user access, and ensure that records are efficiently and carefully stored. This emphasis on processing necessitated a reduction in public reference hours in 1981, which continues to be a serious handicap to Yukon researchers - especially from outlying communities - as well as visitors. Without staff increases, this situation will not improve in the future.

The combination of lack of space, staff, and limited acquisition budget, has discouraged the Archives from embarking on any systematic, large-scale acquisition projects, apart from the program conducted in the first years of operation. Nevertheless, an impressive, varied and fairly balanced collection appears to have accrued over the years, representing both native and non-native themes, and many regions of the Yukon. Staff are aware that much important Yukon documentation exists in numerous other institutions and in private ownership throughout the world, but they must rely presently on interested Yukoners and others to bring significant new sources to their attention for purchase or copying.

The original legislation appears to have only one deficiency, and that is with respect to providing a formal means for public

input to developing archival policies and programs. There are two key areas where this would be useful. One is related to the overall mandate of the Archives and might be satisfied by utilizing whatever public advisory board is developed for Heritage Branch programs under new legislation. The other key area is related to the management of Yukon government records; some other jurisdictions provide for public appointees to their Records Management Committees which approve records disposition schedules. Public members would broaden the perspectives considered when decisions are made about what to preserve out of the massive volume of government records. This is another issue which YHMA and YCS might wish to pursue in future.

The Yukon Archives has an important role to play in fostering appreciation for and understanding of archival preservation, and in particular to assist other organizations to fulfill their archival mandates, so that records located outside the Yukon Archives can be assured a secure future as part of the total documentary heritage of the Yukon. These smaller collections are particularly vulnerable if they are used as display items, and there is a need for the Museums Advisor, YHMA and the community museums to coordinate new training programs and other measures to minimize such risks. Photoduplication and microfilming are important considerations for these smaller collections especially when they cannot be maintained under fireproof conditions. Copying can also ensure easy exchange of information, and provide the possibility of enhancing collections for different purposes at different locations, while serving the needs of researchers for comprehensive collections at a central location.

Ethno-History

Ethno-history is a relatively new term being applied to cross-cultural studies that approach the history of an area on the basis of some of the techniques and perspectives of traditional ethnology. This approach is very effective in analysing areas where very different cultures have met and gradually formed a new society, while still maintaining some of their traditional cultural

differences. Much of the recent history written about the fur trade in Canada is ethno-history, with the objective of fleshing out the previous exclusive emphasis on the viewpoints of English and French traders to include the perspective of native people, and of the children of native and non-native parentage. In the prairie provinces a concerted effort has been made to document the experiences of the many other groups that have immigrated to Canada. These studies are often initially undertaken by academics at post-secondary institutions, frequently separate ethno-history institutes are funded with the express purpose of conducting such research. The result is an ongoing, comprehensive, local program generating multi-disciplinary, multi-cultural analyses which can be utilized by heritage management agencies in their work.

Yukon is different. Yukon College is a new institution in the early stages of developing relevant local programs. One course, called Yukon Studies, offered multi-disciplinary, multi-cultural perspectives on Yukon development, but it has not been offered since 1983.

Graduate studies must be pursued at outside institutions at great expense, often involving complicated logistics. Furthermore studies that take place outside lessen the possibilities for fruitful exchange and discussion within the Yukon while new research and ideas are developing. Many specialists who have worked on Yukon topics in the past are scattered at numerous southern universities, so there is no one place at which to pursue Yukon studies, and no easy method of building communication between those people and ourselves.

Not only are we lacking the intellectual stimulation that could be derived from a Yukon Studies Institute, but the present historical literature pertaining to Yukon has serious gaps both in terms of time periods and thematic coverage, and more serious, in terms of cross-cultural analysis. There are substantial ethnographies for most Indian groups, but only one pre-Klondike survey of non-native history, and one comprehensive Gold Rush history, plus shorter single theme publications. The entire post Gold Rush era is lacking any sort of overview and there are very few

studies which attempt to connect native and non-native perspectives on any theme.

This situation has serious implications for all other areas of Yukon heritage management. It is especially serious for those involved in site selection, development and interpretation. A real attempt must be made to see themes and events from various perspectives - at the very least to represent the two main cultural groups here - native and non-native, and also take account of distinctions between Yukon native groups, as well as the various multi-cultural components of the non-native community.

In view of the gaps identified earlier with respect to literary and academic resources, how can these objectives be met? The first step is a general recognition of the principle that cross-cultural perspectives should be the goal of every heritage management program in the Yukon, especially those funded by public monies. The next step is to identify and utilize the resources we do have, particularly the knowledge of native elders and long-time non-native residents, plus specialists in organizations like the CYI Curriculum Department, and the Yukon Native Languages Centre. Perhaps the greatest gain to be made is through more frequent and consistent communication among heritage workers throughout the Yukon. Some innovative projects are not well known and therefore are overlooked, or unconnected to other programs where they could be of enormous benefit. There is a real need for some improved mechanisms for cross-agency and cross-cultural communication. YHMA could tackle some of these problems through an expansion of its newsletter and through research exchange sessions at its conferences. Perhaps it is time to develop a multi-disciplinary Yukon journal with the assistance and participation of the major heritage agencies. There is a need to promote more indepth research, and YHMA could also search for funding some new Yukon Lifestyles Projects as it did several years ago.

One area of research which warrants special mention is oral history. Native oral history is well in hand through the excellent programs of the Yukon Native Languages Centre, which are geared to preserving and enhancing the use of all native languages in the

Yukon, as well as recording native cultural data and mythology. The program is an example of how local native specialists and academic expertise can be combined to meet the needs of local people and contribute to international linguistic research. There is also a small program of recording native folklore associated with the CYI Curriculum Branch, and new work being done in this area by CHON-FM, the northern native broadcasting station.

There is no comparable program for preserving the oral history of non-native Yukoners in a systematic and secure fashion. Small oral history projects have been conducted by numerous agencies, including CBC Whitehorse, to acquire specific information on particular topics. Some of these recordings are deposited in the Yukon Archives; many others are not. The Archives has neither the staff nor the space and budget to pursue a systematic recording program. Meanwhile, the memories of long-time Yukoners are fading, and each year sees the loss of important information not available in written records. YHMA could play a major role in fostering the development of an oral history program.

In summary, ethno-historical research should be receiving much greater emphasis within all heritage programs. This will require an increased level of cross-cultural, cross-agency communication. YHMA, local museums, and native organizations have an important responsibility to ensure these communications take place. The new Yukon heritage legislation must provide an advisory board that fairly represents Yukon cultures and it must have purposeful functions to be effective. The Heritage Branch could benefit from the addition of a trained ethnologist and/or some local native specialist, to round out the current complement of research staff and other specialists. Parks Canada could utilize similar staffing arrangements to augment its ability to reflect native values in interpretive programs.

Of all areas managed by governments, heritage programs have the greatest potential for fostering cross-cultural understanding and wellbeing in this community. Conversely, heritage problems which fail to present a balanced interpretation will inevitably create

feelings of frustration and bitterness that will affect all other areas of community life.

Historic Sites, Parks and Structures

This is by far the most active component of heritage management in the Yukon, with programs planned or in operation by federal, territorial and municipal government, CYI, YHMA, museums, corporations and private individuals.

Parks Canada began to mark historic sites in the Yukon in the 1950s and began active restoration and preservation activities in the mid-1960s, focused on gold rush and transportation themes. The restoration of the S.S. Klondike in Whitehorse and the designation of Dawson City and the Klondike Gold Fields as a national historic site represent major investments in Yukon and national heritage resources, that could not have been made by local governments. There is also a small heritage exhibit at the Kluane Park Interpretation Centre, and there may be some activity planned for the new North Slope Park, although the entire Herschel Island site has been transferred to the Yukon government. The other activity includes some minimal interpretation and maintenance of the historic Chilkoot Pass trail, in conjunction with plans for an International Golf Rush Park, including sites from Seattle to Dawson. This latter project is in limbo currently, due to the complexities of coordinating budgets, planning and legislation, not only for two national jurisdictions, but three governments at the state/provincial/territorial levels as well (Canada-USA; Alaska-British Columbia-Yukon).

In terms of heritage management policies and programs, Parks Canada has a comprehensive structure in place, and an enviable budget to see many projects through to successful, even state-of-the-art completion. Parks Canada policies require both national and regional site inventories to be carried out prior to selection for designation and subsequent work. Sites are selected across the country, researched and presented to the National Historic Sites and Monuments Board for consideration and approval, before designation

by the Minister of Environment. There is a place on the national board for a Yukon representative, although the appointment is currently pending. After designation, detailed master plans for site development must be completed and presented for public input before funds can be allocated for any major restoration or interpretive work. Once a plan has been approved, a vast array of research and technical expertise is available in regional offices, and in the case of Dawson City, on the site. The restoration of the S.S. Klondike was carried out largely under the direction of Ottawa-based staff, in contrast to work in Dawson City which is being planned and managed by resident staff. These very different approaches have had significant impacts on the Yukon; in the first instance, the whole project was completed with minimal involvement of local people, and little ongoing conservation capability was built into the local support structure. In Dawson City several professional curatorial positions are a permanent feature of the site management staff, and these people not only are able to encourage local involvement on a continuing basis, but observe local environmental conditions closely, to develop appropriate storage and conservation models specifically for the Yukon. Also, they augment the number of trained heritage specialists resident in the Yukon, who can respond to emergencies and other concerns promptly and efficiently.

A new and interesting feature of Parks Canada's public awareness program is the cooperating society known as Heritage North. Composed of volunteers, the purpose of this society is to promote and support Parks Canada activities through fund raising events, and special interpretive initiatives. As a non-profit organization, it will be able to draw on government grants not otherwise open directly to Parks Canada. By involving the public directly in a society closely linked to its daily operations, there should be great possibilities for expanding general awareness of the processes and importance of heritage conservation. Some concerns have been expressed that this group will create confusing and undue competition for previously established heritage groups, however well defined goals and good communication among groups should minimize any problems of this nature.

The Yukon Heritage Branch is the agency responsible for selecting and managing territorial sites, parks and structures, and it has grown slowly in the decade since a historic sites officer was first hired. Most of its policies and programs are at a preliminary stage of development. The legislation authorizing its activities is seriously deficient and currently under review in preparation for the enactment of a comprehensive new law. A written policy and criteria are available for site selection as well as theme interpretation guidelines, plus procedures for recording site data. These recently developed policies and procedures are not generally understood within the community, and it would be very beneficial to the branch and other heritage organizations to have an informed discussion of them soon. The Yukon government has jurisdiction over approximately 20 sites, mostly located along the Gold Rush transportation corridor from Carcross to Forty Mile, including former townsites at Fort Selkirk and Forty Mile, plus a few buildings in Dawson City and elsewhere along the Yukon River, the roadhouse at Robinson, and the sternwheeler Tutshi at Carcross. A recent addition to its responsibilities is Herschel Island, another complex site that will be surveyed and stabilized during the Beaufort Sea Project.

The permanent staff involved with this enormous range of responsibilities is one professional historic sites officer, supplemented by several researchers and planners on a temporary and usually short-term contract basis, plus seasonal construction workers for site stabilization activities. Despite this meagre staff complement, the Branch has been able to develop a small interpretation centre at Carcross for the S.S. Tutshi, begin stabilization on structures at several sites, and work towards the development of new legislation, policies and procedures. Research on Fort Selkirk has included extensive consultations with long-term residents, a native elder and an ethnologist at the site. This would be a valuable initiative for the Branch to continue to pursue, and it would be useful to have this type of work made available in a public forum, to encourage exchange and discussion among others who are interested in this site.

Since work was begun on developing new heritage legislation some five years ago, the Branch has been without any formal process for assuring public input to policy development. An advisory board is proposed for the new Act; its composition and functions have not yet been defined. The Yukon Historical and Museums Association presented a brief last year outlining some possibilities for giving this board a real mandate to act as a public and strong advocate for heritage. The Yukon Indian Land Claims Settlement agreement on government structures proposes a board with a minimum of 25 percent of seats guaranteed to native people. Both of these proposals need more discussion to determine appropriate size and functions for the new advisory board.

One of the major deficiencies of the present Yukon Historic Sites and Monuments Act is the lack of provisions for ensuring adequate planning and public input prior to site selection and development. Currently work is proceeding at Fort Selkirk for example, in the absence of a master plan, and since that site is also a territorial park, the planning process is not even within the mandate of the Heritage Branch. As well, provisions are required to ensure impact assessment and mitigative measures are applied to historic sites prior to development projects, as discussed above for archaeological sites.

Currently there are no sites being developed that relate specifically to Yukon Indian people. Branch officials anticipate such sites would be developed by Indian organizations after a land claims settlement. CYI and various bands have identified numerous sites to be included in land selections made under a future agreement, but no development of these sites is possible at this time. In the meantime, no sites interpret Indian lifestyles, leaving a large gap in the possibility for either visitors or residents to develop a balanced understanding of Yukon history. Pending the passage of a Land Claims Act it would seem appropriate for Heritage Branch and CYI or other Indian groups to discuss possible areas of immediate action - building bridges for future cooperation and coordination when other sites are being developed.

At the municipal level only two communities are actively involved in conserving heritage sites and structures. In Dawson City the municipality participates in a tri-partite board (including Parks Canada and Yukon government members) which specifies standards for new construction and renovations within Dawson's heritage zone, and the city also conforms to these standards.

In Whitehorse, the City Council has allocated funds for the preservation of heritage buildings for about five years, and formed a historic buildings committee to review and prioritize a list of significant buildings to guide councillors in dealing with structures scheduled for demolition. This internal committee has not been active of late, and the YHMA Heritage Buildings Committee has been performing this role since its inception in 1983. With neither senior government actively involved in preserving buildings in Whitehorse, the stock of historic buildings has been dwindling at a rapid rate, to the consternation of many local residents. The city has moved several buildings to its compound, but has no plans for dealing with these or other currently threatened structures. However, it recently became involved in the Donnenworth/Smith restoration project of the YHMA, and purchased the property associated with these buildings. This includes sufficient space for future relocations of additional heritage buildings.

As well, the city has contributed to funding for a Heritage Canada Mainstreet Program in Whitehorse known as Target Downtown. The original intent of Heritage Canada's Mainstreet Program was to help communities revitalize their downtown core, and in the process rediscover and preserve the essence of their building heritage traditions. The Target Downtown project in Whitehorse is in its initial phase of organization so it remains to be seen what impact it can have on heritage building rejuvenation.

Several heritage organizations are preserving heritage structures, including the Dawson City Museum, the Old Log Church Museum, MacBride Museum and YHMA. For the most part, these groups have utilized seasonal make-work grants to undertake structural repairs, and in the case of YHMA's Donnenworth/Smith project, major adaptive reconstruction work. All of these groups face similar

problems in trying to implement ongoing and long-term preservation measures with short-term restricted grants and little professional expertise.

Both private corporations and individuals have a major role to play in conserving Yukon's built environment. Corporations can be encouraged to preserve buildings they occupy, and help sponsor documentation or restoration programs elsewhere. Many heritage buildings are private homes, and the owners need help in identifying appropriate maintenance procedures, and in some cases, zoning protection to prevent inappropriate development nearby.

There is a great need for more public education in this whole area and for new initiatives to augment the staff and financial resources available, and to improve communications among existing organizations.

Museums and Artifacts

Museums have the longest history of formal heritage programs in the Yukon, with the Dawson City Museum dating from the turn of the century, and MacBride Museum, from the 1940s. In addition community museums currently are located in Teslin, Keno, Burwash, Old Crow, an information centre housing some artifacts at Watson Lake, and the Old Log Church Museum and a proposed Transportation Museum in Whitehorse. They all operate as volunteer societies under the Yukon Societies Act, usually with a few seasonal staff for summer visitors. Some have grant-sponsored winter cataloguing and maintenance project staff. Only Dawson Museum has a full time director (since 1976) maintained by precarious but determined pursuit of grant monies. All the museums have serious structural deficiencies, and thus, many difficulties in achieving and maintaining appropriate environmental standards for their collections. Few of them, other than Dawson Museum, have been able to develop themed exhibits or address the questions of conservation in any consistent manner. Nevertheless, the museums represent a spirited, active and forward looking contingent within Yukon's heritage community. The appointment of a Yukon government Museum

Advisor last year has injected much needed new energy, and positive direction into their activities.

One of the most critical requirements for effective artifact conservation is long range planning, and this year, combined Yukon government and National Museums of Canada funding enabled MacBride and Dawson museums to hire professional museum consultants from outside to help them analyse their needs, and produce specific short- and long-term action plans. The planning process should be continued so that every Yukon museum has an appropriate plan. With these plans in place, a Yukon-wide assessment of future needs will be possible to help coordinate acquisitions, artifact exchanges, exhibits plus the development of conservation programs, and other specialized requirements.

These plans will also permit a new and better informed discussion of the long debated need for a Territorial Museum. Heritage activists in Yukon have often looked eastward - enviously - at the magnificent Prince of Wales Northern Heritage Centre in Yellowknife. Not only has funding never materialized for such a comprehensive institution in the Yukon, but it now appears that we might be better served by a coordinated network of community and special theme museums instead. The network concept could embrace a Yukon Native Heritage Centre if that is decided upon by the Indian people after their claims settlement. A central support service including conservators, design and display specialists, plus researchers, could circulate among the museums, assisting the societies to fulfill their local heritage aspirations, and responsibilities for conserving important components of the overall Yukon artifact collection. One drawback in this scenario is that volunteer societies sometimes lack the long-term consistency, direction and stability needed for proper heritage management. However, the new purpose and direction which a network would offer, plus closer association and communication with other like groups should minimize these problems. The challenge to preserve local artifacts is what inspired these groups to form in the first place. Now the possibility of adequate support to maintain standards and go forward with new dreams should re-energize long time members and attract new people. Indeed a major goal of these societies should be the

expansion of their membership to ensure vitality, and adequate members to take on the many new and existing possibilities for projects.

Another question is how to arrange for the return of Yukon artifacts that have gone to outside institutions for over one hundred years, due to lack of facilities for proper conservation here. Many of these are Indian cultural items and a new Native Heritage Centre would need to meet international standards to ensure the return of these items.

Currently, the focus of the Museums Advisor is on assisting museums to put their basic records and procedures in order, and eliminate such obvious potential hazards as live ammunition from public displays. Training programs, cooperative marketing strategies, and displays are under discussion and in the planning stages. New artifact regulations and other legal requirements must also be developed for the new Heritage Act.

The Yukon Historical and Museums Association formed in 1977 to provide a Yukon-wide forum for discussion of heritage concerns. It has sponsored museum training workshops in conjunction with annual theme conferences, bringing in specialists from the Canadian Conservation Institute, National Museums Assistance Program, and elsewhere to provide the first and only formal training for museum workers. The YHMA lobbied strongly for the appointment of a Museum Advisor and sponsored the first Yukon-wide museums report (Kyte Report 1980). It is an essential forum for encouraging a wide range of activities and discussions related to museums, and should continue to work closely with the Museums Advisor and member museums in the evolution of a Yukon Museums Policy.

Priorities for Heritage

The foregoing has been but a brief overview of a very active and complex series of programs in the Yukon. People closely associated with one facet or another of heritage management could expand greatly on particular issues and requirements, and hopefully

this paper will generate such discussion. One goal of this paper is to develop recommendations for moving towards a system for protecting heritage areas in the Yukon. Since heritage is concerned so directly with the record of human activity, and there is a great diversity of ways and means of preserving that record, one system would be difficult to formulate or manage. What we have instead, and need to expand and enhance, is a network of interconnected interests and institutions. This paper has tried to pinpoint specific areas of deficiency and suggest some possibilities for future improvements.

For discussion purposes, it is possible to extract a list of common needs and to prioritize actions which could mitigate current serious problems.

Suggested Action Plan for Heritage Preservation

HIRING AND TRAINING SPECIALISTS

The number of professional or trained specialists in every heritage discipline is inadequate. More professional personnel are required and more options for specialized training should be developed for volunteer and paid workers.

COORDINATION, COOPERATION AND COMMUNICATION

New processes for coordination and communication must be developed and a greater commitment made to cooperation between agencies, individuals, and organizations. Some specific attention must be paid to enhancing and ensuring cross-cultural communication.

RESEARCH AND PUBLIC COMMUNICATIONS PROGRAM

The many gaps in Yukon historical research and analysis must be overcome and more balanced ethno-historical interpretations made available to the public.

LEGISLATION

The development of comprehensive Yukon heritage legislation must be completed as soon as possible.

INSTITUTIONAL UPGRADING

Our heritage institutions are below minimum standards and require planning, step-by-step improvement, and ultimately some major funding to upgrade and expand facilities.

SITE DESIGNATION AND DEVELOPMENT

More sites need planning, public discussion, and funding to be preserved adequately.

RETURN OF ARCHIVES AND ARTIFACTS

Once facilities are upgraded, a full scale assessment and acquisition (where possible) of Yukon documentation located outside the territory should be initiated.

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NOTES

1. The purpose of this paper is to review current policies and programs for the protection of Yukon heritage resources, and to make recommendations for a comprehensive system for managing and protecting these resources. It is based upon selected reports and statements pertaining to heritage management, plus a series of interviews with officials in a variety of cultural heritage agencies and organizations, as well as private individuals. The author gratefully acknowledges the time and thoughtful reflection contributed by these people. Their information and perspectives have shaped much of the contents of the paper, full responsibility for the opinions and data presented resides with the author.
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**Selection Criteria for
Northern National Parks:
A Critical Review**

Tom G. Munson

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Introduction

We must strive to touch the land gently and care for it as true stewards, that those who follow us and assess our record may see that our mark on the land was one of respect and love, not cruelty and disdain.

(Robert B. Oetting)

In the year of the National Parks Centennial, the creation of new parks north of 60° - a vision begun with enthusiasm in the early 1970s - has ground to a slow pace. Each new park proposal which comes to fruition faces a challengingly complex set of problems specific to the North.

This paper will discuss the criteria used to select new areas for northern parks. Do these criteria suit the mandate of Parks Canada, the aims of territorial and federal governments, and the needs of local native and non-native people? Do they suit the unique characteristics of northern lands?

Discussion will focus on two recent examples: the new Northern Yukon National Park (created in July, 1984) and the proposal for Northern Ellesmere National Park Reserve (due for designation in 1985). Other northern parks will be referred to when applicable.

Parks Canada in the North

The National Parks Act (NPA) states that:

The National Parks are hereby dedicated to the people of Canada for their benefit, education and enjoyment, subject to this Act and the regulations, and the National Parks shall be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations. (NPA, Sec. 4).

The NPA has often come under criticism in its attempts to fulfill the dual roles of "preservation" and "use." As one goes farther and farther north into progressively more sensitive

environments, these two conflicting themes - use and preservation - create inescapable contradictions (England 1982, p. 5).

There were no northern parks when the NPA was approved in 1930. National Parks policies have been updated since 1930 - in 1964, 1968 and 1979. The changes which had the most bearing on northern parks came in 1968 and 1979.

In the late 1960s, Parks Canada policy guidelines were revised extensively and patterned after the US National Park Service system. The national park system was given a new mandate:

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 (Parks Canada 1979, p. 83).

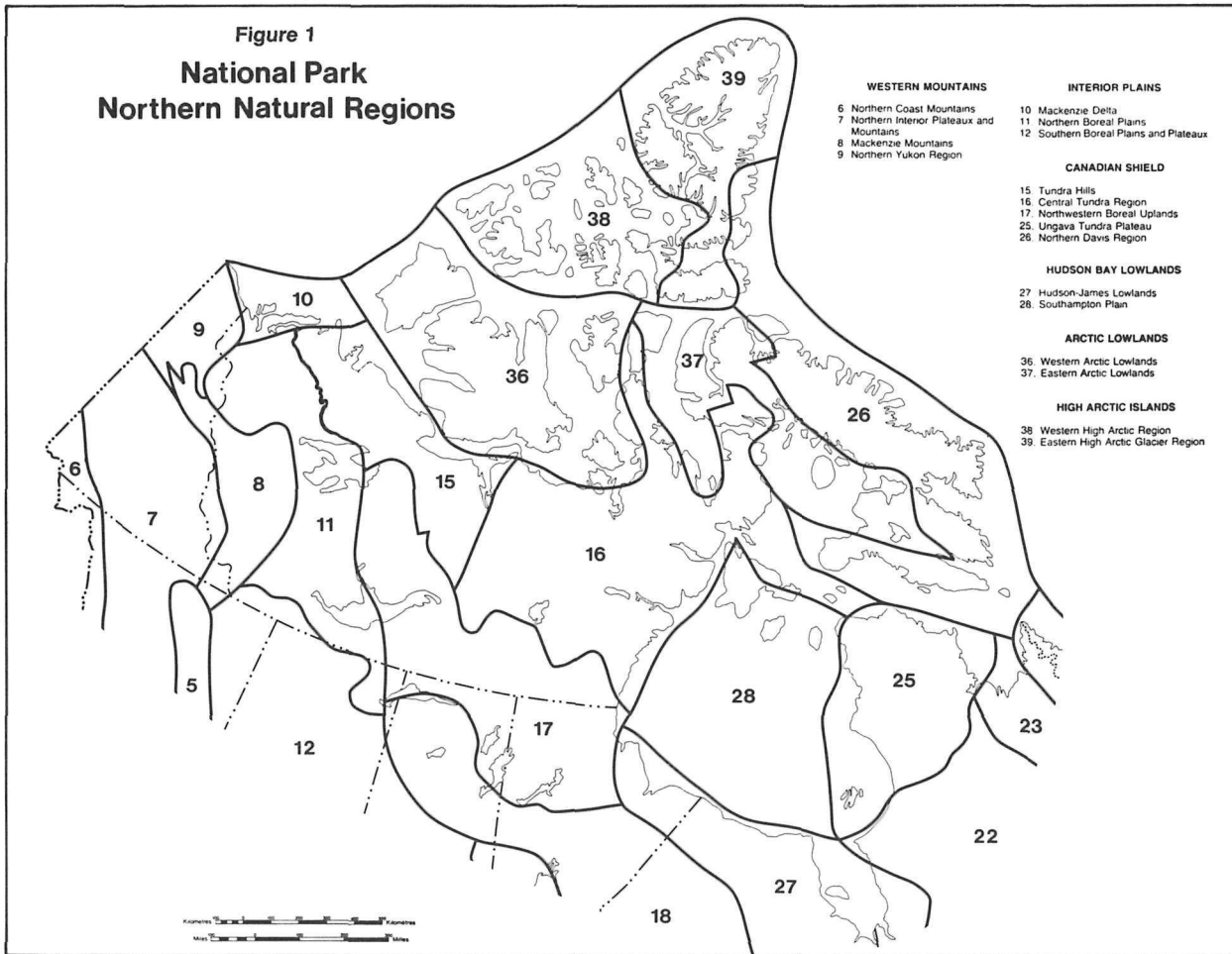
Potential national parks are selected from representative natural areas of Canadian significance (NACS) identified in each of Canada's natural regions. Parks Canada has divided the country into 39 natural regions which represent distinctive terrestrial landscapes. The northern natural regions are shown in Figure 1.

NACS within natural regions are identified according to the following general criteria:

- i) the area must portray the diverse geological, physiographical, oceanographical and biological themes of a natural region; and
- ii) the area must have experienced minimum modification by man (Parks Canada 1979, p. 38).

This scientific identification is the first step in applying criteria which will determine the creation of a national park. Several NACS are identified in each natural region which could be representative of that region.

Figure 1
National Park
Northern Natural Regions



Potential national parks are then selected from among identified NACS according to the following criteria:

- i) the area will be within a natural region which does not already have sufficient representation in the system of national parks; and
- ii) the area will be of a size and configuration so as to:
 - a) include a definable ecological unit whose long-term protection is feasible; and
 - b) offer opportunities for public understanding and enjoyment; and
 - c) result in minimum long-term disruption to the social and economic life in the surrounding region; and
 - d) exclude existing permanent communities. (Parks Canada 1978, p. 38-39).

The first northern parks to be established in the Yukon and Northwest Territories (NWT) were introduced to the Government in 1972 by Jean Chretien, Minister of Indian Affairs and Northern Development (DIAND). The parks were proclaimed as "national park reserves" in 1975. Kluane (in southwestern Yukon), Nahanni (in southwestern NWT) and Auyuittuq (on Baffin Island, NWT) had been planned separately from the new Parks Canada planning framework. The reserve status indicated that final park boundaries would be settled by the aboriginal land claims in each area.

In 1978 DIAND Minister Hugh Faulkner announced that Parks Canada would begin a period of public consultation regarding wilderness areas in the Arctic; the purpose would be to assess the feasibility of setting aside six new areas in the North as reserves for future national parks (DIAND, 1978a). The "Six North of 60°" proposal was designed to reactivate interest in completion of the northern park system.

The areas chosen were Bathurst Inlet, Wager Bay, Banks Island, Ellesmere Island and Pingos of Tuktoyaktuk (all in NWT) and the Northern Yukon (Figure 2). Minister Faulkner proposed that the new park areas would be designated in a new category of "national wilderness parks" which would have a higher level of environmental protection than afforded under the National Parks Act, while

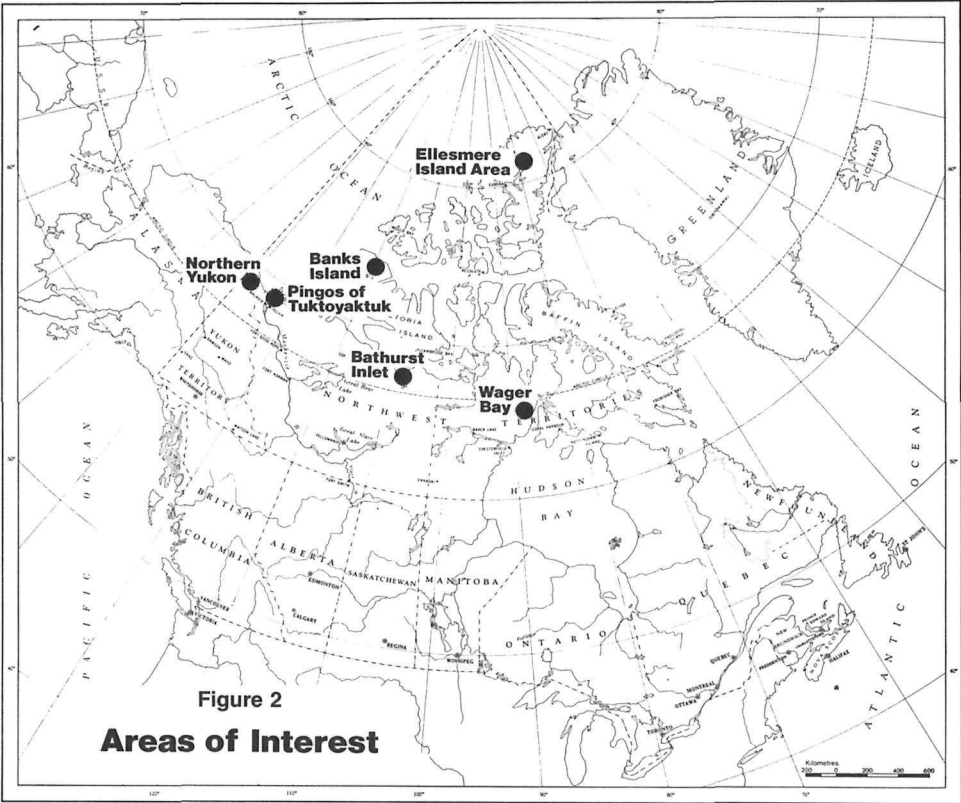


Figure 2

Areas of Interest

allowing for continuation of traditional native uses of hunting, fishing and trapping (Parks Canada 1978, p. 231).

The Parks Canada Policy was revised and released in 1979; the new wilderness park designation was deleted and the site selection process was refined to include some socio-economic criteria. A land use zoning system was incorporated to accommodate "wilderness use," but this remains without a legislative basis (Fenge 1982, p. 361).

Since 1979 only one new national park has been established in the North. The current status of Parks Canada protection can be seen in Figure 3. Parks Canada has adopted a public consultation process for new parks, arising from Yellowknife, Calgary, Winnipeg and Ottawa. The consultation process focuses on northern publics, native organizations, mining and hydrocarbon companies, the tourism industry and territorial governments (Fenge 1982, p. 363).

Selection Criteria for Northern Parks

Two park areas will be used to highlight this discussion of selection criteria: Northern Yukon National Park and Northern Ellesmere National Park Reserve.

NORTHERN YUKON NATIONAL PARK

An area of the northern Yukon adjacent to Alaska has been considered for protective status since the 1960s (Figure 4). Initial recommendations were for a Canadian Arctic Wildlife Range contiguous to the Arctic National Wildlife Refuge in Alaska (LeBlond 1983). Justice Thomas Berger recommended withdrawal of lands north of the Porcupine River to create a National Wilderness Park in his report of the Mackenzie Valley Pipeline Inquiry (Berger 1977). A national park was proposed for the area by DIAND in 1978 (DIAND 1978a) and the Minister of DIAND withdrew lands from development for conservation interests later that year (DIAND 1978b).

Figure 3

Existing and Proposed National Parks in The Yukon and Northwest Territories

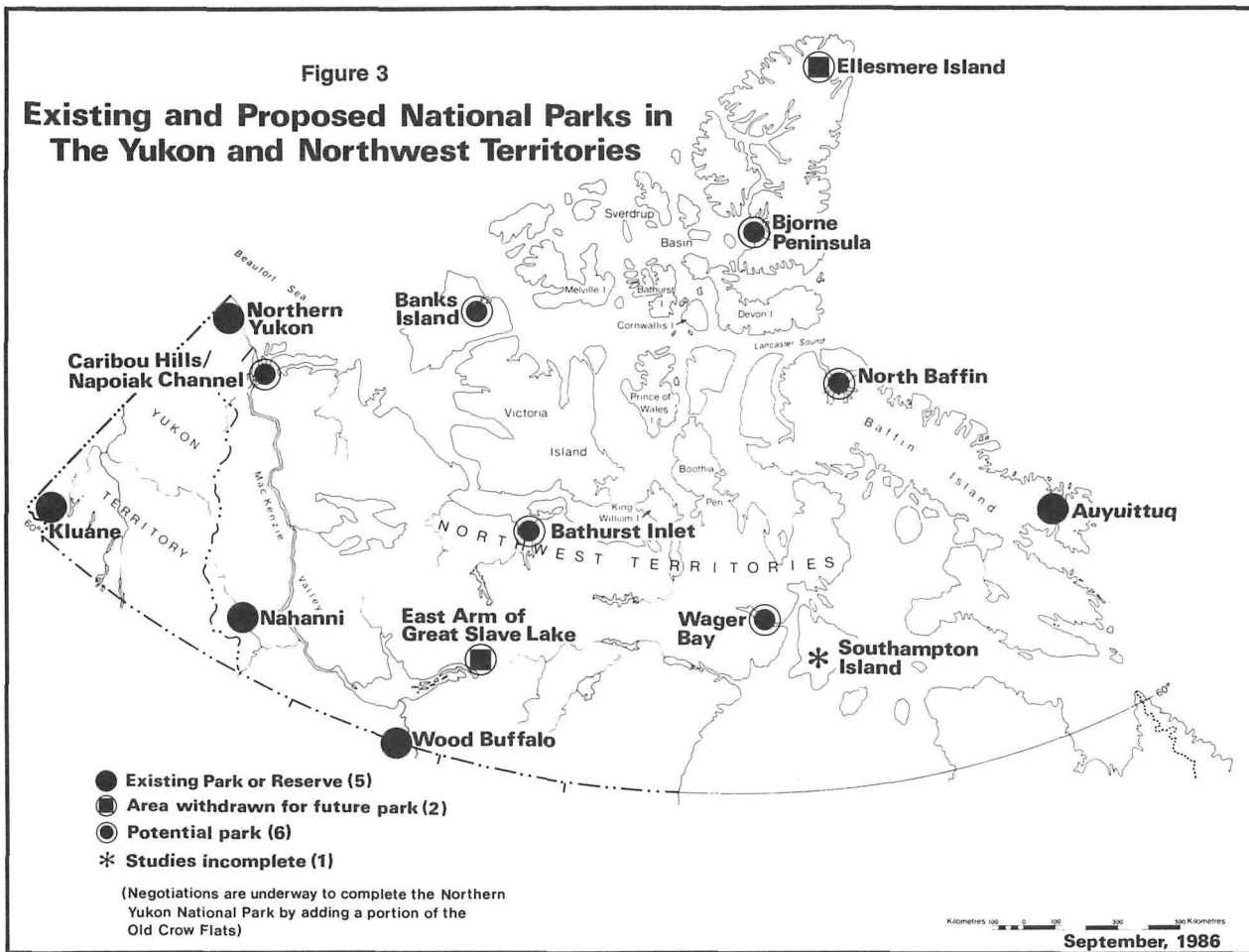
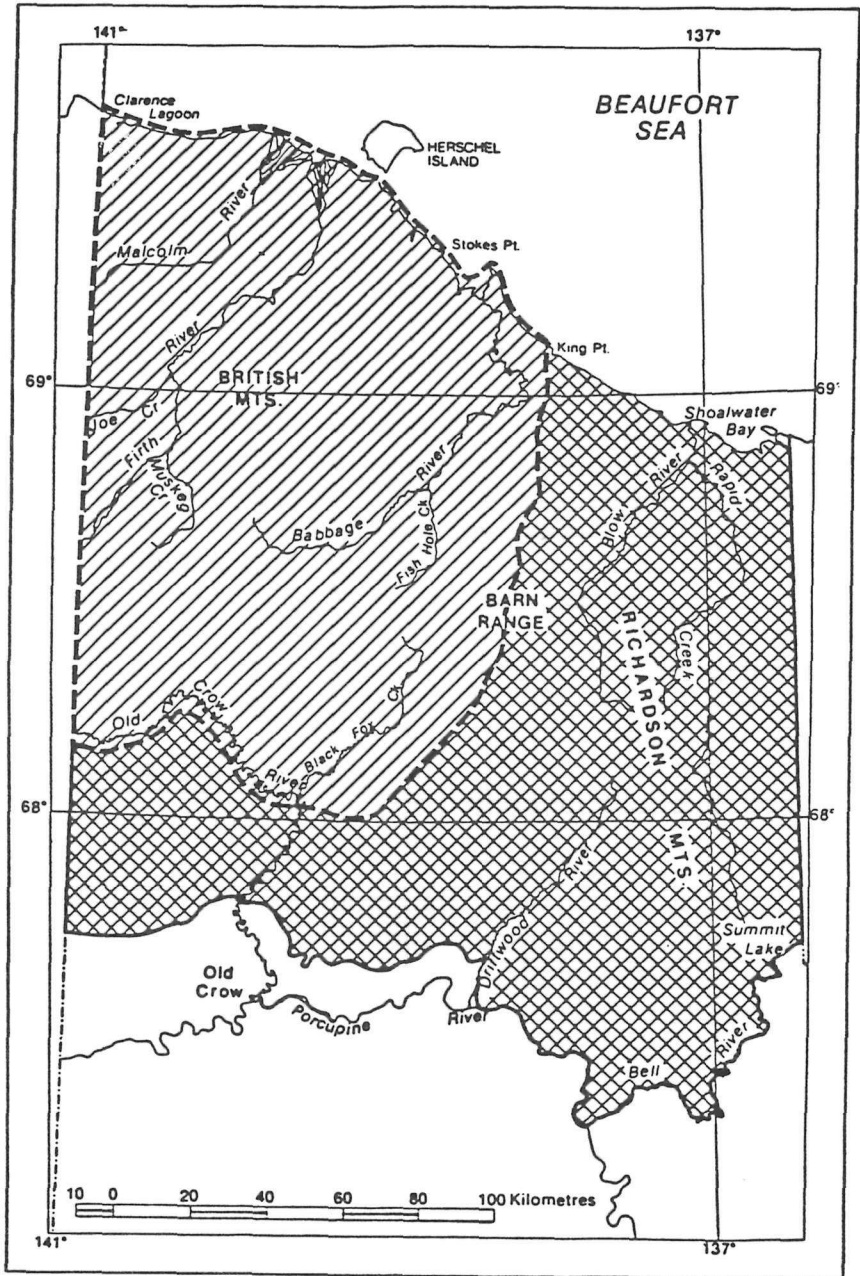




Figure 4
**NORTHERN YUKON NATIONAL PARK PROPOSAL
 AND WITHDRAWAL LANDS**



-  Proposed National Park
-  Remaining Withdrawal Lands

The Committee For Original Peoples' Entitlement (COPE) Agreement-in-Principle called for the establishment of a National Wilderness Park for the northern Yukon in 1978 (LeBlond 1983, p. 20). In July of 1984, the COPE land claim agreement was ratified, finalizing the act of national park creation (Yukon News, July 6, 1984). Lands south of the park may be included in the park pending the settlement of the Council for Yukon Indians (CYI) land claim.

NORTHERN ELLESMERE NATIONAL PARK RESERVE

An area of Northern Ellesmere Island and part of nearby Axel Heiberg Island were identified as a NACS in 1978, for proposed development as a national park (Figure 5). Consultation between the federal government, the Government of the NWT (GNWT), the Inuit Tapirisat of Canada (ITC) and the residents of Grise Fiord and Resolute Bay - the closest settlements - resulted in the signing of a "Memorandum of Understanding (MOU) for the Establishment of a Reserve for a National Park on Northern Ellesmere Island" in February of 1982 (Lawson 1984, p. 89). Land was withdrawn for conservation purposes by DIAND and the Axel Heiberg Island component was deleted from the proposal. A final agreement may be signed between Parks Canada and GNWT in 1985.

REVIEW OF SITE SELECTION CRITERIA

The park establishment process for the Yukon and NWT is based on a wide range of criteria applied at different stages in the process. Figure 6 shows this process in graphic form. To simplify the site selection process, the criteria can be organized into a broad range of categories, as shown below:

- o parks Canada NACS and parks policy criteria
- o biological criteria
- o socio-economic factors
- o native group/interest group criteria
- o political factors/criteria of other government departments.

Figure 5

PROPOSED ELLESMERE ISLAND NATIONAL PARK RESERVE

Location



Park reserve boundary

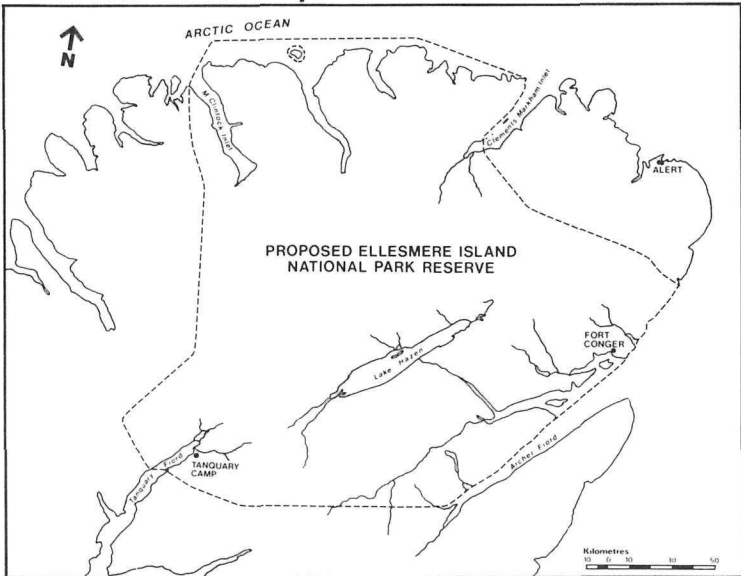


FIGURE 6

NEW PARK ESTABLISHMENT PROCESS FOR NWT AND YUKON

STAGES 1 AND 2

IDENTIFICATION/SELECTION

1. Regional Analysis and Identification of NACS
2. Initial Discussion with Territorial Government and DINA
3. Selection of Potential Nature Park(s)
4. Informal Discussion with Local Communities and other Interest Groups
5. Approval/Authority to Consult, Study and Negotiate

Headquarters
Responsibility

Letter of Intent

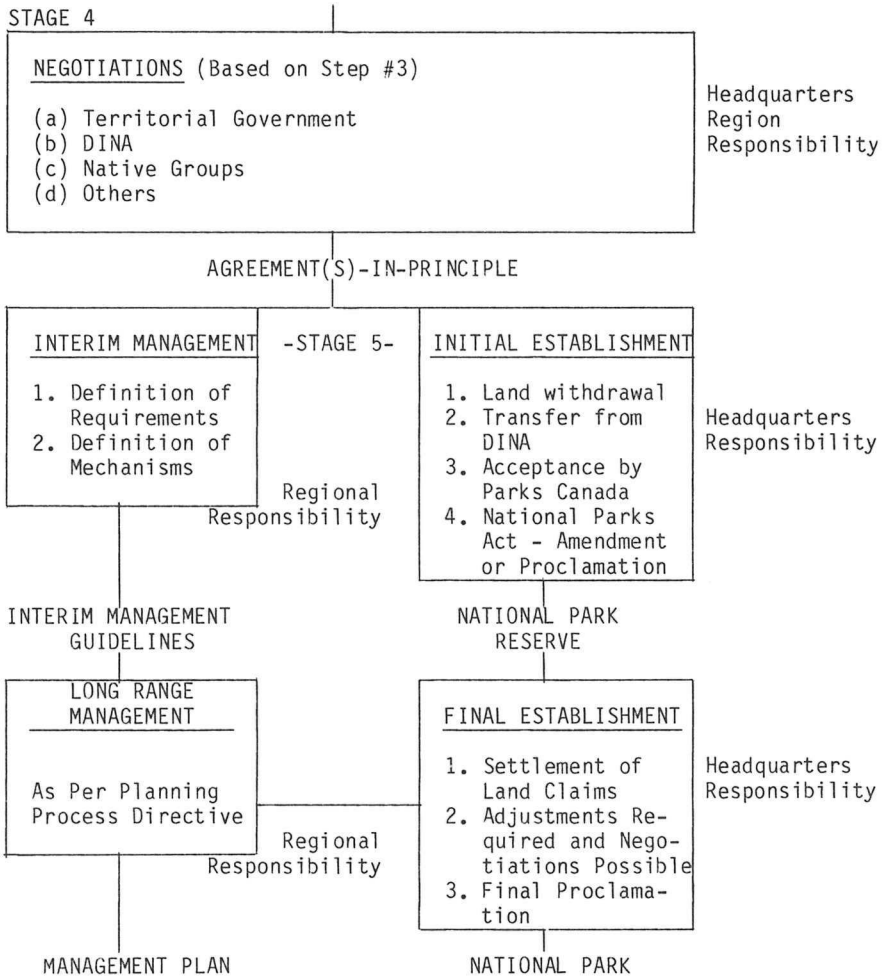
STAGE 3

FEASIBILITY/NEGOTIATION

1. Planning and Consultation Program (including team establishment)
2. Public Announcement of Study and Intent of Public Consultation
3. Feasibility Study
 - (a) Inventory and Analysis:
 - i) Natural and Cultural Resources
 - ii) Socio-Economic Factors
 - iii) Existing Uses
 - iv) Competing Uses
 - v) Public Input
 - vi) Visitor Use Potential
 - vii) Regional Integration Potential
 - viii) Joint Management Potential
 - ix) Non-Renewable Resource Inventory (DINA/EMR)
 - x) Other
 - (b) Issue Identification and Investigation
 - (c) Purpose and Objective Statement
 - i) Boundary Delineation
 - ii) Conditions of Establishment
 - iii) Issues to be addressed in Management Plan

Headquarters
Region
Responsibility

FIGURE 6 (continued)



Note: Stages refer to the steps identified in the National Park Selection and Establishment Process -- the involvement of GNWT.

The criteria will be examined in relation to their applicability to a northern situation. Ideally, the selection process would be well developed before political influences or other government departments affected the outcome, but this is seldom the case. Parks Canada's process cannot operate in isolation in the present day, as may have been the case at other times.

Parks Canada NACS and Park Policy Criteria

- diverse geological/physiographical/biological themes of a natural region
- representative features of NACS
- international criteria for parks
- minimum modification by man
- geographic balance of parks in system
- park establishment record in other areas
- internal Parks Canada priorities
- opportunities for public education and enjoyment

In the early stages of planning, areas are identified and selected for further study based on a complex "resource inventory analysis." Common criteria used to support designation of conservation areas are such factors as diversity, rarity, naturalness and potential size of area for protection (Yapp 1982, p. 10). Such criteria are applied at the national and international level and have been developed by agencies such as the International Union for Conservation of Nature and Natural Resources (IUCN 1978).

The Northern Yukon has been recognized as a potential national park for more than 25 years. Outstanding representation of four Arctic ecosystems (Arctic Coastline, Yukon Coastal Plain, British Mountains and Old Crow Basin) in close proximity and with little human disturbance to date have given the area special significance (LeBlond 1983, p. 3). The new park fills a large gap in the northern park system, and was the first breakthrough for the "Six North of 60°" plan. Northern Yukon remains one of three parks which Parks Canada has internally prioritized for completion (McComb 1985).

Northern Ellesmere is also on Parks Canada's priority list, and contains some outstanding physical and biological features which rate it highly for parks selection. The highest mountains in eastern North America, the world's largest lake north of the Arctic Circle and an extensive area of ice shelves and glaciers on the northern coast offer rarity and diversity (Parks Canada 1978). Being Canada's most northerly point, the area has seen little human disturbance. Along with Auyuittuq Park Reserve, Northern Ellesmere will serve as a model for further park system expansion in the NWT.

It may be that selection criteria such as rarity, diversity, naturalness and aesthetic value are too generalized and subjective to provide a strong argument for protecting an area (Yapp 1982, p. 10). Consensus by many individuals is necessary to substantiate the need for protection based on such imprecise terms, but parts of the North have received this consensus:

In the Northern Yukon lies a land richer in wildlife, in variety of landscape and vegetation, and in archaeological value than any other in the Canadian Arctic. (Calef 1974, p. 4).

Northern Ellesmere is undoubtedly the most scenically dramatic of all northern lands. Its grand scale, rich colours and unique geographical location leave an indelible impression on the visitor. (Kovacs 1983, p. 38).

Initial visual impressions in the strikingly beautiful and simple northern landscapes cannot be discounted as a starting point from which to build consensus on protection of an area. But the applicability of theoretical concepts such as representivity to a real physical setting remain a weak link in the park planning system. The decisions, though based on "theoretical" values, will be professional judgements based on personal prejudices and priorities, and will reflect the competence of the planners. The general public plays no part in these crucial early stages.

Only small remnants of wilderness will remain by the end of this century, except perhaps in boreal and polar regions (Gaston 1982, p. 11). Canada's lands north of 60° may represent the last

possibility for protected areas which have had minimum disturbance by man; this criteria is especially applicable to the North.

The last general selection criteria - areas offering opportunities for public understanding and enjoyment - creates the first conflict in discussions of northern conservation lands. The "preservation vs. use" arguments have been avoided by Parks Canada, most critically in the North. Lands seemingly cannot be set aside on the basis of their significant natural features and preserved intact. In a world becoming increasingly compartmentalized for human use, the preservation of areas for intrinsic value alone may be a dream.

Biological Criteria

- outstanding wilderness values
- genetic diversity of flora and fauna
- environmental integrity
- protection of wildlife habitat
- value for scientific research

The reasons for safeguarding wilderness are intensely ecological; natural areas preserve the diversity of organisms, thus constituting a "bank" of irreplaceable genetic materials (Rowe 1982, p. 14). Areas can be saved as "outdoor laboratories," but the low priority placed on understanding the natural world has reduced the present effectiveness of the scientific argument. Nonetheless, the only way to ensure survival of the world's remaining flora and fauna is to set aside areas in which natural ecosystems can maintain themselves (Gaston 1982, p. 11). Preserving the biological integrity of an area means protection along natural ecosystem boundaries such as watershed divides.

The wilderness values of the Northern Yukon are unquestioned, and wildlife varied and extensive. The Porcupine caribou herd has become the principal symbol of the cultural and ecological wealth of the area (LeBlond 1983, p. 3). Full protection of the caribou range is an ideal for a migratory species; as an extension of Alaska's Arctic National Wildlife Range, the Northern Yukon National

Park offers only partial protection of the Porcupine herd's critical habitat.

Further compromises of park area during boundary discussions have sacrificed the ecological integrity of the Northern Yukon Park. The original Parks Canada proposal for use of the Babbage River watershed divide as the eastern park boundary was revised to use of the watercourse itself. In the arid Northern Yukon, rivers change course over time and do not retain fixed boundaries. Similarly, the Old Crow Flats has been artificially divided along a contour line, eliminating areas of the Old Crow Pediments from the park (Yapp 1982, p. 2-4).

Northern Ellesmere has suffered less in ecological terms. Wildlife populations there are small and not as internationally important as the Porcupine herd; boundary conflicts were minimal, and integral ecosystems have been protected - such as the Lake Hazen plateau and Tanquary Fiord (Lawson 1984). The unique "thermal oases" of these two areas have interested scientists for years, and have been recognized sites by the International Biological Programme (Revel 1978, p. 244).

Because of lack of wildlife expertise and experience within Parks Canada, a national park may not be the best means of protecting wildlife or natural ecosystems (Hunt et al. 1979). Failure to design a park along ecosystem boundaries will cause an artificial fracturing of wildlife habitat and result in unequal pressures being applied to wildlife in different areas of its range.

For land to be a meaningful concept in the Arctic, it must include wildlife (Nelson 1978, p. 113). But the parks site selection process does not place great emphasis on biological values; as a result, these values are compromised when land use decisions are made later in the process. The Northern Yukon is one example of such a compromise; the eastern portion of the Yukon North Slope is now in need of protection under the Canada Wildlife Act for preservation of remaining areas of the range of the Porcupine caribou herd (Rennie 1983, p. 26).

Socio-Economic Factors

- minimum disruption of socio-economic life of surrounding region
- exclusion of existing communities
- support of local people
- existence of threats to the natural environment
- minimum of resource use conflicts
- economic development opportunities
- tourism potential and access
- sovereignty.

A number of Parks Canada Policy criteria are exercised through the long negotiation and consultation stage with local people in the territories. The site selection based on NACS program criteria and biological factors enters the socio-economic arena and is changed irrevocably. The challenge for Parks Canada is to accommodate the desires of the public while maintaining the biological integrity of the area to be designated as a park. The compromises can pose serious dilemmas.

One advantage of establishing parks in the North is the possibility of avoiding immediate disruption of local communities. Neither the Northern Yukon or Northern Ellesmere parks will enclose a community within their respective boundaries. However, this is not to suggest that the nearest settlements will not be affected by a new park.

In the Northern Yukon, the community of Old Crow lies just south of the park boundary. Being the Yukon's only community without road access, Old Crow has remained relatively untouched by the influx of southerners into the territory. Should Parks Canada choose to build a headquarters in the new park, Old Crow is a possible site for it, a gateway to the park (CBC News, July 6, 1984).

Because of the isolated nature of most northern native communities, the impact of visitors and facilities for a new park is

a serious concern. Parks Canada's caution in leaving settlements outside park boundaries in the North is praiseworthy; minimum disruption of the community life may then be possible. At the same time, the native people can assess a park's ramifications from a distance and get involved in a manner which is compatible with their own socio-economic values.

The consultation stage of the park selection process will reduce conflicts and gain the support of local people who will be affected by a new park. Meaningful consultation takes time and requires finding a common starting point that includes a mutually supportable perception of what the new park will be (Robertson and Gryba 1984, p. 2). The consultation process can be agonizingly slow but this is an improvement in practice over the autocratic manner of park creation of past eras.

The existence of threats from development should be a more important factor in hastening decisions on park area selection. No doubt the threat of oil and gas pipelines across the Northern Yukon prompted concerted action to preserve the area. Parks Canada should not retreat from controversial land use discussions if the areas in question are of major conservation value. The development threats in the North are omnipresent and relentless; Parks Canada must maintain a strong lead in countervailing arguments for protection of the land base.

Too often, a series of concessions is made in the process of minimizing resource use conflicts in the ideal park area, with the result being a compromised park boundary. For example, the land withdrawal area of 38,700 km² in the Northern Yukon, made in 1978, was reduced to a national park of 6,000 km² in 1984. Proposals for port development on the Beaufort Sea coast and the Yukon Territorial Government (YTG) demand for access to the Beaufort greatly influenced this area reduction. The desire to keep part of the Yukon "open for potential use" by developers could not compare with the need to protect the area in the national interest, as expressed in numerous proposals for a park and wildlife reserve (LeBlond 1983, p. 33). However, the battle was lost.

Conversely, Northern Ellesmere was favoured as a new park because of a relatively non-contentious situation - no opposition from developers, no local people directly affected by the proposal, and low potential for mineralization (Parks Canada 1982, p. 6). The lack of controversy may have been a key selection criteria in this case.

However, in the process of incorporating economic development and tourism potential criteria into the Northern Ellesmere proposal, Parks Canada has unleashed the "preservation vs. use" conflict. The GNWT/Parks Canada MOU signed for northern Ellesmere in 1982 adopts a number of principles which guide the GNWT in its policies for national park development in the territories. These include: the potential economic and social development opportunities for local communities, and the potential contribution to the achievement of GNWT environmental, social and economic goals and objectives (Parks Canada and GNWT 1982, p. 1).

The park's first objective is listed as "protection and preservation of natural and cultural resources" but three others follow: "appreciation, understanding and enjoyment," "visitor use" and "regional integration and economic development." Parks Canada has agreed to consult with GNWT in the development of a regional tourist vacation package with the involvement of the communities of Grise Fiord and Resolute Bay (Parks Canada and GNWT 1982, p. 4).

This "regional tourist vacation package" would inevitably attract a level of human interest in Northern Ellesmere that the present environment has never experienced. In the Arctic, where the environment is highly susceptible to long-term disturbance, the southern approach of repeatedly targetting people into special areas will seriously endanger preservation of natural heritage (England 1982, p. 6).

In trying to meet the broad public interests of the National Parks Act in the North, Parks Canada is unable to reconcile the "preservation vs. use" conflicts. By meeting the demands of the GNWT for maximization of economic opportunities, Parks Canada may find itself with an overused and damaged natural environment in

Northern Ellesmere. If this park is to serve as a model for future park development, caution is a necessity.

The remote location of many proposed northern parks has given rise to questions of Parks Canada's responsibility to the general public - what is the point of establishing parks that are inaccessible to most people? (Parks Canada 1985, p. 2). Northern Ellesmere park will include Canada's most northerly tip of land, and the Northern Yukon will be isolated and extremely expensive for people to reach. Is there sense in this approach?

Parks Canada officials say that both parks are meant to be wilderness-oriented and not intended to draw large numbers of people (CBC News, July 13, 1984). Canada is fortunate in having the rare privilege to set aside wilderness areas in the North before development has altered them. Wilderness is a Canadian "resource."

If Parks Canada officials were only interested in completing the natural parks system - to fill holes on a map of natural regions - then this approach could not be supported. If there is foresight and an eye for investment in the future, then isolated northern parks do have a purpose.

The recent voyage of a US icebreaker through the Northwest Passage has raised the issue of Canada's sovereignty in the Arctic Islands (Globe and Mail, July 29, 1985). The closest communities to the Northern Ellesmere Park - Grise Fiord and Resolute Bay - were established in the 1950s when the Canadian government moved natives from northern Quebec and Baffin Island to assert claim over the Arctic (Lawson 1984, p. 92). Flying the flag on Northern Ellesmere may be a more important symbol than Parks Canada first realized.

Native Group/Interest Group Criteria

- status of native land claims
- native protection concepts
- support of conservation groups
- protection of cultural heritage.

Perhaps the most influential factor in establishing new northern parks since 1972 has been the role of native peoples and the land claim process. Kluane National Park Reserve was fought over by conservationists and miners, but in the process of its establishment an amendment to the National Parks Bill allowed for the final drawing of park boundaries to await the settlement of native land claims (Bella 1982, p. 9). The decision was a landmark for native rights.

Aboriginal claims agreements are now the controlling factor in park creation, determining if park proposals will proceed, the size and configurations of a park and the way it will be managed (Parks Canada 1985, p. 2). The COPE Agreement which established the Northern Yukon National Park is a model for change.

Parks Canada now presents northern park proposals to the land claims forum to establish cooperative plans for parks with the native groups. Agreements on maintaining renewable resource harvesting within park boundaries are the most sensitive issue. Land claims values are only compatible with parks values to a point. If parks are being created as gene pool reservoirs or scientific reserves, how can this be compatible with native hunting, fishing and trapping? If parks are being promoted as tourist destinations, how will wilderness tourists react to native hunting? Will no land in the North be fully protected so as to maintain natural wildlife populations?

In national parks traditional subsistence resource harvesting will be regulated:

Subject to the requirement to protect the ecosystem and maintain viable populations of fish and wildlife species. (Parks Canada 1979, p. 42).

The vagueness of the definitions of "traditional" and "subsistence" leave some doubt as to Parks Canada's real intentions. In the 1979 re-drafting of the Parks Canada Policy, a native selection criteria for "renewable resource harvesting upon which native people depend" was eliminated (Fenge 1982, p. 361). This

action disappointed many natives, who see Parks Canada as having completely different perceptions about man's place in nature.

ITC has taken a strong stand on park establishment in the North:

Where Inuit have expressed interest in national parks, this has arisen from a perceived local threat to wildlife resources, not from the application of park system planning methodology; ITC makes a distinction between protection of natural systems, largely an objective goal, and provision of 'wilderness character', which refers more to the expectations of visitors from southern Canada. (ITC 1979, p. 1).

Dene Nation concerns expressed at a Parks Canada workshop in Yellowknife in March of 1985 echoed the comments of the ITC. The Dene have an interest in protecting areas of historical and spiritual significance, areas of important wildlife habitat which support continuation of hunting and trapping, and environmentally sensitive areas identified over generations of land use (Dene Nation 1985).

Parks Canada must focus its efforts in conjunction with these native concerns. Land claim agreements will establish exclusive rights to hunt and fish in parks, local native involvement in park management and operation, preferential business employment and training opportunities and integrated wildlife management regimes (Parks Canada 1985, p. 2). However, the concerns of other publics must also be taken into account.

The efforts of conservation groups have been a significant factor in establishing parks in Northern Canada. Environmental lobbyists have supported Parks Canada's plans since the late 1960's, when the National and Provincial Parks Association of Canada (NPPAC) began focusing on northern parks. The three northern parks created in 1972 were a victory for conservationists (Bella 1982, p. 8).

The key to park establishment in the Northern Yukon may have been the coalescence of native and environmental interests in the land claim forum (Robertson 1985). The Arctic International

Wildlife Range Society (AIWRS) was formed in 1971 to carry the momentum for protection of the Northern Yukon. Support came later from groups such as the Yukon Conservation Society, the Alaskan Conservation Society, Canadian Arctic Resources Committee, Canadian Nature Federation and Sierra Club of Western Canada (AIWRS, 1979). Meetings in the 1970s between environmentalists and natives resulted in joint recognition of the need for legal protection of critical areas of the Northern Yukon of importance to the Porcupine caribou herd.

The priorities of renewable resource conservation and wildlife habitat were reflected in the COPE Agreement-in-Principle which proposed the creation of a National Wilderness Park (COPE 1978). The Inuvialuit accepted the view that park establishment was in their best interest, and conservation groups were rewarded with a new national park in 1984.

The use of parks for protection of archaeological and historical sites may be more important as a selection criteria for the national historic park system. Both Northern Yukon and Northern Ellesmere parks have important cultural sites within their borders: some of the oldest artifacts in North America have been uncovered in the Old Crow Basin (MacNeil 1977, p. 15), and remains of Inuit cultures dating back 4,000 years have been found on Northern Ellesmere (Lawson 1984, p. 94). These cultural sites add a significant human component to the outstanding wilderness values, making the areas even more valuable for scientific research.

Political Factors/Criteria of Other Government Departments

- competing interests of federal departments
- territorial government support
- political will of the Minister

The current Parks Canada consultation program is part of the agency's effort to make its policies more politically acceptable (Fenge 1982. p. 363); however, enthusiasm has dissipated through resource exploration disputes, competition with DIAND and Energy, Mines and Resources, and the evolving relations with territorial

governments. Ministerial changes within DIAND and DOE have also short-circuited current park proposals.

DIAND still controls the majority of the land base in the North and maintains paternal control over land use decisions. While Parks Canada boldly asserts that: "commercial exploration, extraction or development of natural resources will not be permitted in a national park" (Parks Canada 1979, p. 42), a DIAND policy was approved which "ensures that an inventory of non-renewable natural resource potential of areas be compiled prior to the formal establishment of new national parks" (Parks Canada 1979, p. 39).

This Mineral and Energy Resource Assessment (MERA) work is carried out by the Geological Survey of Canada. The field work only identifies high, medium or low "potential" for mineralization, and does not correlate factors such as the economic development potential of any minerals uncovered. An area of high or medium potential can prevent a park proposal from proceeding (McComb, 1985). In fact, there is no limit to DIAND's "need to know" policy for non-renewable resource inventories; field studies can proceed indefinitely if mineralization potential is identified. Technical studies for both Northern Yukon and Northern Ellesmere areas recommended further field work despite the fact that neither identifies areas of high mineral or oil and gas potential (Parks Canada 1982, p. 12).

Such criteria put a stranglehold on Parks Canada's actions unless the agency fights back. Parks Canada was forced to compromise drastically on the final boundary for the Northern Yukon National Park due to DIAND's prevailing interests in keeping coastal areas open for port development (McComb 1985). Dome Petroleum's interest in King Point as a deep water port influenced the westward movement of the park boundary from the Babbage River watershed divide to the watercourse; DIAND's resource development orientation is well known.

Territorial government support has always been a decisive factor in park creation in the North, despite these governments' smaller mandate when compared to provincial counterparts. In the

Yukon, the YTG has tried to block park proposals since discussions first began for Kluane. In the 1973-74 debate on the National Parks Bill for Kluane, Federal M.P. Erik Nielsen tried for an amendment which would have required territorial consent for new parks rather than just a "consultation" requirement (Bella 1982, p. 9).

YTG's Resource Management Model for the Northern Yukon, produced in 1980, allowed for a small national park and a large "special resource management area" which permitted mineral development, port facilities and transportation corridors to the southern Yukon (YTG 1980). The YTG refused to participate in negotiations for protection of the Porcupine caribou herd and rejected the COPE Agreement-in-Principle in 1978 (LeBlond 1983). YTG's hostility toward the national park proposal contributed to the westward movement of the park boundary to the Babbage River (McComb 1985).

In the NWT the GNWT has been more influential in directing the course of park selection by taking an active approach. The GNWT developed a set of policy guidelines for park developments in the territories, and took the initiative away from Parks Canada. The results have included the MOU for Northern Ellesmere, which reads like a copy of GNWT policy guidelines (Parks Canada and GNWT 1982).

Legally, Parks Canada does not have to support the demands of the GNWT because the federal government owns the land. However, the assertive approach of the GNWT has placed many northern park proposals in jeopardy if cooperation is not forthcoming (Globe and Mail, October 13, 1983). By compromising early in the process, Parks Canada may destroy the credibility of its preservation mandate.

The presence (or lack thereof) of a strong Minister for Parks Canada has greatly influenced the progress in northern park establishment. With Parks Canada under DIAND's mandate during the 1970s, Ministers Jean Chretien and Hugh Faulkner led strong campaigns to complete the northern park system. But Parks Canada's mandate was passed to DOE in 1978, and a succession of weaker ministers in the more junior portfolio has caused Parks Canada to

drift in recent years. Conflicts of interest between DIAND and DOE have presented new land dispositions. Without the controlling interests in the land base, Parks Canada and DOE have ceased to be major players in the North.

The most recent Minister of the Environment - Madame Blais-Grenier - has expressed little interest in advocating a stronger role for Parks Canada. Serious conflicts between the Minister and Parks Canada staff have led to a collapse of morale and disorganization within the department. In addition, budget cuts and plans for park privatization threaten the national system.

With no strong advocate at the Parks Canada helm, current proposals have languished. No money or manpower has been provided for the Northern Yukon National Park since its legislation in July, 1984; the signing of the agreement for Northern Ellesmere National Park Reserve has been delayed, and no new money is available for park development (McComb 1985).

National parks are not a political priority, even in the 100th year of Parks Canada's history. In the current climate of fiscal restraint, new park proposals could be delayed for years. Without the political will to change the situation, the malaise that has settled over northern parks programs may become a long-term reality.

Conclusions

In the south, we are accustomed to setting aside natural areas for protection, or for our recreation or study, by means of putting fences around them and letting the process of urban-industrial development continue outside and around them....

In the north, we would have the opposite of this. The fences would enclose industrial man, not nature. Outside the fences, the sea of heterogeneity would be permitted to continue around and past these industrial caissons ... The sheer physical vastness that is required for healthy unimpeded life processes in the arctic indicates a completely different approach to the establishment of defended

areas from the "island" technique we use in the south. But since the arctic is wholly unlike any other living community the application of any form of conventional wisdom must be considered risky. (Livingston 1981).

Livingston's vision has not been followed by Parks Canada in its expansion of the national parks system to the north. Wilderness management may be primarily concerned with management of human use and not necessarily involve the control of nature (Thorsell and Zivot 1979, p. 4). However, Parks Canada does not seem to have the means or the desire to manage humans so that wilderness remains inviolate.

The first question that begs an answer is one often ignored: why do we want national parks in the North?

- for preservation of wilderness character?
- for protection of wildlife and habitat?
- for preservation of representative natural areas?
- for wilderness reaction and tourism?
- for maintenance of renewable resource harvesting?
- for educational and scientific research?
- for archaeological and historical site preservation?

National parks are not the panacea for all these desires; yet the growing list of criteria which influence a site selection process for national parks would suggest that Parks Canada is trying to satisfy as many of these desires as possible.

The rejection by the federal government of other protective measures which could be used in the North has left Parks Canada with the sole responsibility of conservation. IBP proposals have been shelved, old conservation reserves have disappeared, and national wildlife areas are too restrictive to development. The national park establishment process remains, to run through the gauntlet of conflicting criteria from all sides. The will to succeed must be rekindled, with the support of other legislative means. National parks must stop being all things to all people. Parks Canada must review its own program with an eye to improvement.

- 1) Parks Canada NACS and Park Policy Criteria. Sadly, the general public has little chance for involvement in park resource analysis studies. Both local natives and non-natives should be actively involved in the on-site resource inventory and analysis which accompanies NACS selections. Such involvement would give local people the opportunity to understand first-hand a knowledge and appreciation of values and purposes of parks (Gamble 1978). Of equal importance would be communication of local natural knowledge to Parks Canada staff.

The park system planning methodology is a foreign concept to many northern people. Even the perception of what a national park is can create confusion:

In the absence of an acceptable definition and an equivalent Inuktitut term for national park, Inuit have relied upon their observations and developed two expressions used in reference to parks: the expression in Pangnirtung, literally translated, means 'the place where white men come to play'; the term current in the Keewatin means "the place where animals rest." (ITC 1979, p. 34).

With such differing constructs of reality, the possibilities for misunderstanding are magnified. Parks Canada faces a major task in translating the "methods to its madness" into terms that northerners can understand. The "reasons for decision" in the NACS selection process must be stated publicly in more concrete terms, and resource values must be well-documented and used as the basis for site selection.

The great size and special qualities of the Arctic require thinking on a scale far different than in the relatively rich south. Areas ceded to conservation agencies must be very large because of the relatively low carrying capacity of the Arctic (Nelson 1978, p. 113). Livingston's concept of encircling man and allowing nature the space to function may not be far-fetched in the North. That construct of reality might be better understood by Northern people.

- 2) Biological Criteria. The protection of wildlife and habitat is an admirable gesture by Parks Canada but it has never been a departmental priority. Parks Canada Policy contains few specific program criteria related to wildlife or habitat protection.

Despite strict hunting regulations and "management with minimal interference to natural processes" within national parks, the permitting of traditional native harvesting may destroy the utility of areas for scientific research or genetic diversity. Both increased visitation by tourists and resource harvesting may be incompatible with wildlife protection if these situations are abused.

Parks Canada must clearly define its goals and establish policy and principles which are directed toward prevention of decline of wildlife species within national park boundaries. If this is not done, then more effective legislative mechanisms must be enacted to protect wildlife outside the parks. Biological criteria can provide a stronger argument for protection than the more generalized criteria of NACS selection. With the aid of agencies such as the Canadian Wildlife Service, Parks Canada could better substantiate its park proposals based on biological values; these values must then be defended more strongly during consultation stages.

- 3) Socio-Economic Factors. By accommodating various socio-economic factors in its park proposals, such as economic development and tourism interest, Parks Canada faces its most serious problem - the sacrificing of its wilderness preservation mandate. The promotion of park areas in the North will bring more visitors to sensitive Arctic environments. The weakness of the land use zoning policy in protecting wilderness is at the core of the problem.

National parks in the North may satisfy the conflicting criteria of preservation and use for extended periods of time. In the Arctic:

It may be better to encourage the widespread dispersal of small groups over a vast area than to over-tax a few specific areas. With dispersal, all areas could become parks in the natural sense and the decentralization of visitors would effectively serve to meet overall environmental limitations.

All existing Arctic settlements would have the opportunity to receive and disperse visitors. Dispersal would also provide visitors with a broader and more balanced perspective on the diverse arctic landscape.

At the same time, those areas designated as culturally or ecologically critical would be isolated, essentially for non-use and long-term protection (as national wildlife areas, ecological reserves or Canadian landmarks). (England 1982, p. 6).

Other measures must be taken to counterbalance Parks Canada's drift toward tourism promotion. A more comprehensive conservation system is needed in the North, of which national parks would be one element (Fenge 1982, p. 360).

- 4) Native Group/Interest Group Criteria. Site selection criteria of importance to native people are often not understood or rated highly by Parks Canada; conversely, the park system planning methods are foreign to the native view of the land. Parks Canada's definition of protection should reflect an understanding of unique northern conditions - simplistic ecosystems, low species productivity and numbers, slow recovery, wide-ranging ecological links, and harshness of the environment.

In 1979, in the re-drafting of Parks Canada Policy:

Advocacy of native renewable resource harvesting rights by environmental groups was a judicious stand taken to increase the political ability of Parks Canada to establish new northern national parks. (Fenge 1982, p. 359).

However, the groups were only endorsing the subsistence harvesting in traditionally used areas, and with caution. Despite Parks Canada's commitment to continuation of hunting, public pressure may build up to support the criteria of

"preservation of wilderness character" which would only happen at the expense of hunting (ITC 1979, p. 40). This battle is still looming.

The Joint Management Regimes (JMR) recorded under Parks Canada Policy could prevent this confrontation, but JMRs must be more clearly defined and activated from the present theoretical construct. The structure would involve federal, territorial and native representatives in discussions of issues such as renewable resource harvesting rights and limitations within national parks.

Native people must be involved at earlier stages of the parks planning process if park proposals continue to be funnelled through land claims settlements. Natives must be allowed to compare areas where they wish to implement conservation measures with the areas of Parks Canada's proposals (ITC 1979, p. 36).

Use of land claim process unfortunately reduces the opportunities for the general public to influence park selection decisions. Parks Canada must find the means to involve concerned non-native northern citizens in the early planning process.

- 5) Political Factors/Other Government Department Criteria. Parks Canada has a long record of compromise with other federal departments and is seen as a weak player in land use decisions in the North (Hunt et al. 1979). With no solid set of planning principles, Parks Canada suffers setbacks against more development oriented agencies. The GNWT has stolen the initiative from Parks Canada on new national park establishment and selection in the North; rather than accepting this position, Parks Canada must develop its own objectives, principles and policy guidelines specifically for northern parks. By operating from strength as opposed to reacting to other agencies' demands, Parks Canada might build more credibility in the North.

The lack of widespread support for conservation areas and Parks Canada processes among northern citizens has also impeded the progress of park creation. Parks Canada needs a "northern conservation constituency," and the long consultation and negotiation stages of the park establishment process may fill this need (Robertson and Gryba 1985, p. 2).

Most importantly, a well informed Minister of the Environment is needed to meet new challenges. Environment Canada is not a priority with the federal government; neither are national parks. Economic benefits may be the only criteria which the government understands.

Without the political will of a strong Minister to guide Parks Canada proposals through the legislature, these proposals will never succeed. Too many politicians (and the general public) are short-sighted and fail to perceive conservation of natural areas as a worthwhile objective or a legitimate land use. Parks Canada must actively work to change these perceptions.

Change must also come to society as a whole. A conservation ethic is needed - an attitude toward nature which is based not on immediate gain but on an understanding of the inherent value in natural systems. The park establishment process would ideally not be needed if this conservation ethic was pervasive in our society.

In a future national and global context, the North will be cherished for its wilderness value. This vision of wilderness will not survive without action.

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British Columbia Caucus

The Provincial Paper: Volume II
Special Issues Review

Wilderness: A Heritage Resource

Stephan Fuller¹

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Preface

This theme paper was prepared as part of the BC caucus submission to the Canadian Assembly and provides a summary of a monograph published by the Federation of Mountain Clubs in 1986.

Introduction

The wilderness resources of British Columbia are equal in quality to those remaining anywhere on the planet. Complex, diverse ecosystems remain virtually untouched. Spectacular, breathtaking landscapes abound. Recreational and exploration opportunities are outstanding. While other regions may have higher mountains, longer rivers or more diverse ecosystems, few areas include such a broad combination of resources.

It is also true, however, that there are few places that remain so unprotected in the face of imminent and continuing development by a resource-hungry population. While the frontiers of North America were declared closed during the last century, for many individuals the frontier remains vivid within the imagination. As a result, the treatment of the environment by individuals and governments often reflects a sense of limitless plenty, which in truth does not remain.

Within British Columbia, the caucus recognizes both the present and future need for new forms of preservation of wilderness heritage resources. The recommendations contained in this paper are considered to be of critical relevance to the second century of Parks Canada's efforts by Parks Canada and similar agencies.

Wilderness as a Natural Resource: Fundamental Values

Wilderness constitutes an important, perhaps an invaluable part of modern day life; its preservation is a contribution to, not a repudiation of, the civilization upon which we depend.²

The basic premise for the preservation of wilderness must be the recognition of wilderness as a natural resource. Recognition as a resource, with identifiable value to human society, provides the philosophical *underpinning* to any system of wilderness management and helps us avoid the de facto treatment of wilderness as those areas remaining after other exploitable resources have been developed. Too often we have seen undeveloped lands described as waste lands, or unharvested trees described as "stored on the stump," whereas there is a broad range of other identifiable values associated with the wilderness in an unaltered state.

The concept of wilderness as a resource has two distinct dimensions. Foremost, it is a physical attribute of natural environments, inherent in and inseparable from any tract of land as yet undeveloped by man. We can neither create nor replicate the wilderness characteristics of unmodified natural environments. There is no means by which we can relocate the wilderness resource. It is independent of land tenure, and is simply where we find it.

Second and less easily stated, wilderness is a "state of mind," including the personal experience of freedom, challenge, spiritual discovery and solitude. This recreational or cultural wilderness experience is dependent on the physical resource, but it is a subjective interpretation of the resource which determines the quality of the experience. Wilderness qualities may therefore be identified in a broad range of environments, including those which may not meet the strictest definition of wilderness as a physical resource. This implies that wilderness values may be managed and protected in combination with other resources and not simply through formal preservation which excludes other resource uses.

Wilderness is already recognized as a resource with value to human society by the United Nations Environment Program (UNEP) and also by the International Union for Conservation of Nature and Natural Resources (IUCN).³ Formal designation of wilderness occurs in the United States,⁴ Alberta and Newfoundland. In addition, park systems and forest and land management agencies in the US, Europe, Canada (including BC),⁵ New Zealand,⁶ Australia and others, have management zones designed to provide various types of protection for wilderness values in addition to that provided through formal designation.

The Benefits of Wilderness Preservation

The concept of wilderness as a resource may include subjective and personal components, but there are a number of important identifiable, and often quantifiable values: ecological values; scientific and educational values; option values for future generations; other economic values; and social values.⁷ These, in sum, provide such undeniable benefit for society that it is clearly wasteful to ignore them.

While the various benefits have been described and re-stated in many standard references on wilderness, it is worthwhile to reiterate the list. Not all wilderness areas will provide the complete list of benefits, of course, and in some instances they may, in fact, conflict. Recreational use of scientific reserves, for examples, may be inappropriate.

- Maintenance of undisturbed ecological systems for maintenance of the processes upon which human life is dependent. Indirectly, this also provides ecological benchmarks against which we can measure the change occurring in disturbed ecosystems.
- Provision of large reserves for scientific research and public education about ecological processes. Such research and education will eventually contribute to our attempts to reconstruct or rehabilitate previously damaged ecosystems.

- Preservation of genetic diversity for each plant and animal species, recognizing that a diverse gene pool for individual species allows natural selection and adaptation to occur during environmental change.⁸
- Preservation of diversity of species within ecosystems. Although the extent to which species diversity contributes to the robustness of ecosystems remains a controversial subject, we tend to place an aesthetic value on complex ecosystems, which may be reason enough to preserve them.⁹
- The potential discovery of new uses for common or exotic species. Often called "serendipity values," there have been many examples¹⁰ of new, almost overlooked uses for plant materials in particular.
- Protection of important renewable resources produced from reserved lands, potable water in particular.¹¹
- Preservation of resources for future generations. "Option" values, "bequest" values, or "birthrights" are all terms used to describe what is essentially a moral decision to reserve areas for our children's use.¹²
- Recreation benefits for society. There are direct and indirect economic benefits to be garnered from the maintenance of areas for dispersed recreation.¹³
- "In absentia" benefits for human society. These include the residual benefits for recreationists after leaving wilderness areas, educational benefits and the enrichment of human society due to artistic endeavours based on wilderness resources.¹⁴
- Option values. The separate value, identified by individuals based on the knowledge that they have the opportunity to use the area, if they wish to.
- Existence value. The value to individuals and society from the simple existence of other species and knowing that natural habitats exist for fish, plants, wildlife, etc.

when the [simple] existence of a grande scenic wonder or a unique fragile system is involved, its preservation and continued availability are a significant part of the real income of many individuals.¹⁵

- Spiritual benefits. Although this category is often met with disbelief or uncomfortable squirms from resource managers and politicians, it may be one of the most significant benefits derived from preservation. The religious, ethical and symbolic values of wilderness have been described by many authors and have been recognized in the art and literature of North America for two centuries. Although spiritual values may be acknowledged in land allocation processes or related benefit-cost assessments, they often receive short shrift in decision making.

The extent to which each of the above listed values is quantifiable is debatable, and to attempt to do so in all categories may trivialize the fundamental significance of a particular benefit. Existence or spiritual values, for example, are clearly not quantifiable. They are non-instrumental, lacking a valuation on the basis of the uses to which they may be put. They do not necessarily serve a specific individual or economic interest and as such, any decision to preserve wilderness on the basis that there are spiritual benefits will remain subjective and difficult to defend in any conventional assessment of benefits and costs.

Difficult to defend or not, for most advocates of wilderness preservation the spiritual benefits remain a powerful motivating influence, even though within that group of individuals there are further subdivisions of the motivation, ranging from the "metaphysical"¹⁶ to the applied.

Ultimately, the spiritual benefits of wilderness will be recognized by those who benefit and ignored by those who do not, but this in no manner reduces the significance of the benefit. The challenge for the wilderness preservation advocate, sustained by an understanding of the spiritual benefits, is to redouble the effort to interpret and explain the complete range of societal benefits.

A healthful environment, the warmth of kinship, right sounding moral stricture, sure-bet economic gain and a stirring of nostalgia and sentiment are the chief components of the [conservation] ethic. Together they are

enough to make a compelling case to most people...for the preservation of organic diversity. But this is not nearly enough: every pause, every species allowed to go extinct is a slide down the ratchet, an irreversible loss for all. It is time to invent moral reasoning of a new and more powerful kind, to look at the very roots of motivation and understand why, in what circumstances and on which occasions, we cherish and protect life.¹⁷

We cannot expect the benefits from wilderness preservation to be either obvious or universally acceptable. There is much more investigation and analysis required before we can approach a more complete, explicit valuation of the benefits. It is clear that a far more persuasive and demonstrable case will be required before more effective wilderness preservation is achieved in British Columbia.

To say this, however, is not to imply that wilderness preservation must be put on hold until a complete evaluation is undertaken. We need to develop a new legislative framework which provides the context and procedures for such an evaluation. Within such a system we can then debate and decide on the appropriate quantities and areas for protection, with some assurance that the best areas will not be lost through simple neglect or incremental resource development.

A Rebuttal of the Standard Arguments Against Preservation

Wilderness would sink the mining industry...there are some people who would like to lock up the province and throw away the key.... I have my doubts that's what the people of BC want.¹⁸

The general arguments used in opposition to the suggestion that there is a need for wilderness preservation are well known. They have changed little since the beginning of the campaign for the US Wilderness Act (1964) which began some twenty years before its passage. During the continuing implementation of the US Wilderness Preservation System the same arguments are used. Today in British Columbia, they are also raised, but comprehensive rebuttals are available in each case, leading to increased recognition that

protection of wilderness resources in North America is an idea whose time has come.

ARGUMENT 1: EXISTING PROVISIONS FOR WILDERNESS PRESERVATION IN BRITISH COLUMBIA ARE ADEQUATE

It is frequently argued that wilderness is already well protected in British Columbia, but if we apply even general objective criteria against this argument, it falls apart. Wilderness is not recognized as a resource in any provincial legislation. Wilderness is only partially designated and largely unmanaged within the provincial park system, which is focussed on the protection of representative landscapes and significant recreation opportunities. Wilderness or natural areas may be reserved in theory by the BC Ministry of Forests (MOR) - which manages approximately 85 percent of the total area of the province - but that Ministry has yet to approve any definition of a "natural area." The existing de facto wilderness throughout much of the northern part of the province is alienated on an opportunistic basis, and there is seldom any consideration of wilderness as a resource in the various approval and referral processes used to regulate resource developments. A case in point is the recent, in-house approval of government subsidized roads into the Desan and Toodoggone River areas without any form of public review or comment.

If we measure the protection of wilderness under the existing BC land management system against the successful criteria and processes already established in the United States, we can further observe that the BC system is inadequate in terms of the procedures available for protection. With the partial exception of the incomplete and as yet unadopted provincial park system plan, there has been no systematic objective evaluation of wilderness resources in the province. There are only adversarial methods available for public nomination of candidate areas for protection. Within Provincial Forests there is only discretionary protection available which has often only been implemented after adversarial positions have been pressed. There are only limited and discretionary opportunities for public participation in either the park or forest

planning processes. There are limited funds available for the management of wilderness. These points are more fully developed later in this paper.

ARGUMENT 2: WILDERNESS DESIGNATION IS A SINGLE USE NOT IN KEEPING WITH THE SPIRIT OF MULTIPLE USE

The wilderness issue is like any other resource allocation problem in that it can have an economic answer. This answer can be provided by weighing and comparing the benefits and costs of alternate land uses, choosing that alternative which results in the highest and best use of land or the greatest net benefit, and at the same time provide the greatest social welfare (they are synonymous)!¹⁹

Wilderness is not a single use designation. It provides a multiple set of benefits and is certainly no less appropriate than single use designations for mining, hydroelectric development or private developments. When placed in a regional perspective, wilderness is one of many land uses, fully in keeping with the spirit of multiple use. This point is completely recognized in the US Wilderness Preservation System and should be at the centre of any similar system implemented in British Columbia.

The related argument that "highest and best use" economic evaluation should determine the mix of land uses in the multiple use system is fallacious. Conventional economic analysis often ignores many identifiable non-priced benefits, historical market distortions, difficult distribution issues, and public wishes. A true multiple use system would not exist using the single criterion of economic efficiency in the allocation of land, and as a society we seldom apply such a simplistic approach to any aspect of land use planning. While narrow economic valuation techniques may be appropriate in urban settings, they are inadequate when applied to the wilderness preservation question.

It is also well understood that private management of land resources, while it may provide efficiency from a business management perspective, may not adequately preserve benefits for other users. Profit-maximizing private firms will seldom preserve

the non-priced benefits of wilderness lands without inducement from government. We continue to need public management and control if the land planning time horizon is to exceed the discount-rate dictates of the private market.

ARGUMENT 3: WILDERNESS USERS AND ADVOCATES ARE AN ELITIST MINORITY WHO REPRESENT NARROW SPECIAL INTERESTS

The environmental vision is an aristocratic one, conjured at the point where idyllic past blends nicely with an imaginary future. It can only be sustained by people who have never had to worry about their security. They are... "industrially exempt" from the normal fluctuations of the economic system.²⁰

The claim that the wilderness movement is elitist has been shown to be incorrect by several different analysts,²¹ adequately demonstrating that environmentalists are not of one economic class. The most recent of these analyses undertaken in the United States have demonstrated that the age, sex and income distribution of the environmental advocates and wilderness users closely match the distribution in the population as a whole.

In addition, three basic related points can also be made in rebuttal:

- Wilderness cannot be valued solely for anthropocentric reasons. Other species have an intrinsic right to exist, whether or not they have a use for human society. The economic position of an individual who espouses this view is irrelevant to the point.
- The wide range of benefits from wilderness accrue to society generally, not simply to those who choose or can afford to recreate in the area. General social welfare is improved, not just a limited set of individuals.
- We do not, as a society, value great works of art on the basis of the number or economic circumstances of the individuals who choose to view them. Art and art galleries are recognized as valuable for aesthetic and non-economic

reasons. Similar reasoning also applies to nature or wilderness preserves. The larger society is enriched by the simple existence of these areas.

ARGUMENT 4: WILDERNESS DESIGNATION WILL DEPRIVE SOCIETY OF NEEDED JOBS

Preservation of South Moresby will cost our industry one thousand jobs and the federal Minister's offer of compensation is ridiculously low.²²

Statements by forest and mining industry representatives about potential loss of jobs due to the creation of new parks or other reserved lands are frequently misleading because they are often based on an optimistic estimate of the total supply of resources, all extracted at one point in time, ignoring existing rules and regulations, the vagaries of markets, and the technical operability of the areas in question. Statements about the "value" of a particular resource are frequently made with little of the necessary qualification about both the benefits and costs of resource extraction, proper reforestation or other reclamation, and the long-term costs of proper management.

Many of the present-day problems within the mining and forest industries in British Columbia are the result of poor industrial planning, lack of competitiveness, historical mistreatment of land, and classic market failure.²³ Nevertheless, it is obvious that if too much land is removed from production, there would be a negative economic effect and disruption to existing industry. In the polarized debate ongoing in British Columbia, however, there is a continuing tendency for industry representatives to overstate the effect of land withdrawals. This may be good public relations, but it does nothing to aid a rational settlement of the land allocation debate.

In fact, less than five percent of the province is included in the provincial park system, and a relatively complete list of protected area proposals represents approximately an additional

three percent. Less than one-third of the proposed additional land area is productive forest. There is ample room to accommodate these proposals and many others.

Statistics such as these, however, may not do justice to the very legitimate concerns of industry on a local or regional basis, where historic trends and other factors may place very severe restrictions on wood supply. In such areas we must undertake much more detailed analyses before unilaterally proposing new land withdrawals. This is not to say that industrial needs should take precedence over preservation interests, but simply acknowledges the need for more careful and sophisticated consideration of the economic impacts of preservation.

Ultimately, it may be shown that land withdrawals will indeed require adjustments to the rate of harvest in areas of the province. This in itself should not necessarily be considered a problem. Ministry of Forests analyses²⁴ suggest a gradual diminution in harvesting is advisable and there are long-standing disagreements about whether or not all timber that can be cut should be cut. It is also important to emphasize again that there are other ways to receive economic benefits from the forest.²⁵

If a broad consensus evolves that supports substantial wilderness preservation and that, in turn, requires reductions in the rate of forest harvesting and a transformed forest industry, then so be it. With adequate time for adjustment the dislocations can be adequately mitigated. It is also important to remember that jobs are seldom lost in an absolute manner. Capital can be invested in other ways. Jobs will be reallocated, over time, into the forest companies' next best use of their resource.

Also significant in this debate is the fact that a large number of the potential wilderness areas likely do not have an economically or technically feasible basis for resource extraction.^{26,27} To argue against wilderness preservation based on a few site-specific cases where there may be some economic changes due to the land withdrawals ignores the significant alternative benefits

to be derived from a more systematic form of wilderness preservation.

These four basic arguments (and others) against better wilderness preservation in British Columbia will continue to find expression in future years, and it is incumbent on preservation advocates to continually develop and refine the counter-arguments. To some extent, however, the greatest single counter-argument that will emerge will be the coexistence of wilderness areas with viable mining, ranching and forest industries in the United States. Although significant debates have occurred during the long period of implementation of the US Wilderness Preservation System, the development of an enduring set of wilderness areas has been remarkably successful.

The US approach to resource management is often considered too legalistic for Canadian tastes, so it is likely neither appropriate nor politic to argue for a complete transfer of the U.S. model into our jurisdictions. However, the spirit and intent of the model, and perhaps many of the management principles, are clearly applicable. The procedures for area nomination, the opportunities for public involvement, the exceptionally sophisticated approaches to evaluation, and the growing experience with thorny management issues might easily provide the basis for a British Columbian or Canadian wilderness preservation system.

The Need for Additional Protection

Federal, provincial and regional park systems within British Columbia all include natural areas that are retained and sometimes managed as wilderness. These park systems are incomplete, however, and at present contain only a small proportion of the valuable wilderness resource of the province. Wilderness outside parks is most commonly under the jurisdiction of the Ministry of Forests where it is not formally recognized as a resource.

Individuals within these agencies may personally espouse proper protection, but the regulations, policies and management practices do not allow the full application of these intentions.

As a result, the remaining wilderness landscape of British Columbia is largely unprotected under the existing approaches to land allocation and management in the province. In most areas wilderness is not managed and little attention is afforded until some form of resource extraction is proposed. The situation is summarized below.

- There is no formal recognition of wilderness as a resource in any provincial legislation, and only limited implied recognition in various agency policies.
- There is no common definition of wilderness among the relevant land management agencies. Wilderness is often treated as the residual area remaining after other valuable resource lands are allocated for some form of specific resource harvesting or production.
- Both provincial and federal park system plans allow for the preservation of wilderness, but this is limited to areas of representative landscape units. It is administratively and politically difficult to designate more than one or two areas within each unit. A less restrictive designation framework is required, and wilderness areas should be protected using broader criteria than is presently possible within the park system plans. Wilderness preservation should not be limited to the representation of significant landscapes or selection of high quality recreation resources.
- The recognition of wilderness as a resource or the need for active management varies greatly between and within each provincial or federal agency. The provincial Parks and Outdoor Recreation Division staff are generally the most aware of the need for wilderness preservation, but many agency personnel persist in the belief that the provincial park system provides adequate protection. Recent changes in park policy,²⁸ however, may change the level of protection for many parks without any assurance that

wilderness resources will continue to be protected or enhanced.

The existing provincial park system provides some protection for wilderness using the Nature Conservancy Area designation, but as described in Table 1, this is only a small proportion of the total area of the system - although they are very well protected.

Although much of the area outside the Nature Conservancy Areas are de facto wilderness, particularly in northern parks, the level of protection varies with the status of the park and the management practice varies at the discretion of the regional management staff. This is not an adequate recognition of the wilderness resource, nor is there a systematic approach to management of the resource.

The one wilderness conservancy referenced in Table 1 is the Purcell Wilderness Conservancy, which is not established under the Park Act (RSBC 1979 c. 309), but rather under the Environment and Land Use Act (RSBC 1979 c. 110) as special regulations, Purcell Wilderness Conservancy Regulations (BC Reg. 801/74). As such, the Conservancy is maintained at the discretion of the Cabinet.

Recent provincial park master planning processes for Strathcona, Valhallas and Wells Gray provincial parks all have vetted new proposals for increased development and commercialization of areas previously considered as wilderness.²⁹ Potential provincial park sites along the new Coquihalla corridor will reportedly be offered for private sector development prior to any decisions about park status.³⁰ These actions, taken as indicators of policy shifts within the provincial system in conjunction with public statements by both provincial and federal Ministers of Tourism, do not provide any confidence that the respective park systems will retain existing levels of protection, let alone provide a vehicle for further protection in the future.

TABLE 1
SUMMARY OF ALL PROVINCIAL PARK LAND
(to December 31, 1983)

<u>CLASSIFICATION</u>		<u>TOTAL AREA</u> (Hectares)
Class "A" Parks	291	3,019,522
Class "B" Parks	4	1,229,782
Class "C" Parks	40	1,216
<hr/>		
TOTAL PARKS:	335	4,250,520
Recreation Areas	30	230,494
Wilderness Conservancies	1	131,523
<hr/>		
TOTAL PARKS, RECREATION AREAS AND WILDERNESS CONSERVANCIES:	366	4,612,537
<hr/>		
Natural Conservancy Areas		
- in Class "B" Parks	5	426,536
- in Class "A" Parks	2	230,562
<hr/>		
TOTAL:	7	657,098
<hr/>		

- There are only ad hoc or very general processes for public input to resource management with provincial parks, 31 and no process for systematic nomination or designation of new areas. There are often opportunities provided by the Parks and Outdoor Recreation Division (PORO) for the major non-government groups to provide comment, but there are only general policy statements to guide this consultation. The opportunities are granted at the discretion of the managers responsible. Public groups often must repeatedly ask for access to the planning process on an issue by issue basis. This is unsystematic and inefficient.
- The Ministry of Forests manages approximately 85 percent of the land area of British Columbia, but the Forest Act (RSBC 1979, c. 140) does not recognize wilderness as a resource. Ministry of Forests management policy may eventually provide for preservation of "natural areas," but this policy is not yet adopted. Preservation of wilderness using this mechanism will remain a responsibility of regional and district staff and it is not clear how designation would be initiated or how management goals or direction would be established. A "natural area" zonation may therefore be only a theoretical designation unless there is a new mandate provided to the MOF to undertake a systematic evaluation of potential wilderness areas. It is also not clear that these areas will represent a significant portion of the remaining wilderness within provincial forests, nor is it clear that these areas will be protected from occasional harvesting. A new mandate is required to allow the MOF to fully protect these areas. Boundary revisions, alterations in size, and management planning should all be undertaken with an opportunity for public involvement. It will be difficult to "stretch" the existing Forest Act to fully protect wilderness resources and new government initiatives will likely be required.
- Ministry of Forests planning processes allow for a reevaluation of land allocation within each Timber Supply Area (TSA) every five years. During this process there is also an opportunity for a modification of Annual Allowable Cut (AAC) to adjust to modified land allocation. Before

setting the AAC, the forest planning staff is expected to determine land areas that are to be "netted out" from the land base available for forest harvesting - including inoperable areas and many other types of reductions. This process, in theory, is to include the recommendations of various Ministry personnel, other provincial and federal agencies, local planning teams, and the public. In practice, however, there are many examples where single use land alienations for new highways, hydroelectric projects, mines and occasional parks have required adjustments to the AAC and these have been dictated to the MOF by Cabinet (often requiring the Ministry to find alternative sources of timber to meet its legal commitments to forest companies). There are no clear examples where the government, as a result of analysis of local and regional resource planning teams, has voluntarily reduced the land area available for harvesting to protect wilderness environments. There are, however, several examples where Cabinet has virtually ignored the recommendations of planning teams, choosing instead to implement other alternatives.

- Approximately 30 percent of the forested crown land is privately managed within Tree Farm Licenses (TFL) with government monitoring of planning and forest practices. Recent changes in government policy have led to the creation of Forest Partnership Agreements that further reduce the Ministry of Forests' involvement in resource management. Although there is provision for public involvement, it is difficult for large-scale land allocation issues to be raised and considered in these processes. Preservation of wilderness lands is unlikely to occur within these tenures unless there are legislative changes that provide a mandate and resources to the MOF to allow for protected area status.
- There are formal but only intermittently applied mechanisms for public input to MOF resource management activities on forested land. The Ministry of Forests' public involvement process, when used, has often been successful when applied to the prescription of forest management activities, but

has significant problems when applied to land allocation issues. The MOF personnel are often placed in the unenviable position of administering a process which has only a limited mandate to recommend changes in land allocation. The Forest Act and existing policy cannot adjudicate major conflicts in a balanced manner. In addition, it is clear that the public involvement process is inconsistently applied in different areas of the province, and the discretion of individual District Managers plays a large, subjective role in land management decisions. The wilderness resource will not be adequately protected using ad hoc mechanisms, and it seems inevitable that adversarial positions will continue to be necessary unless there is a legislative requirement for evaluation and designation of wilderness areas.

- The existing system of Ecological Reserves, established under the Ecological Reserve Act (RSBC 1979, C. 101) is managed by the provincial Parks and Outdoor Recreation Division. The existing designated areas as well as areas listed as Ecological Reserve Proposals are generally small and although untouched are also largely unmanaged. In theory, the system could provide for the preservation of large land areas, but in application it does not and the criteria for selection are narrower than those needed for a proper wilderness preservation system.
- There is continuing incremental destruction of wilderness under the existing management structure, before it is properly evaluated as a resource. Throughout most of the province there is only an interagency referral system used when new resource developments are proposed, but only site-specific issues are normally addressed. As a result claim staking, resource development road construction, and other developments are permitted with limited consideration of the alternative uses of the area. A "no development" option is rarely if ever considered.
- Within the context of the existing land and forest management legislation in British Columbia, there is a web of formal regulations, resource management policy statements, and documented management practices which are

intended to provide direction to resource managers. Yet there is, quite appropriately, much room left within this network for the discretionary judgement of the individual agency staff and managers. Unfortunately for wilderness advocates, however, the traditional attitudes of the majority of resource managers lead to a considerable undervaluation or a complete lack of recognition of wilderness as a resource. In the past decade there has been a litany of examples of "judgement" calls which have led to development in areas already assigned some sort of "administrative" protection (e.g., Depot Creek, Silver Skagit, McGillvray Pass, etc.). In most cases these have occurred without public review or comment. There is also a general attitude of "managerial elitism" which pervades agencies such as the Ministry of Forests and the Ministry of Energy, Mines and Petroleum Resources, which tends to exclude the public. The role of these attitudes in resource management decision making is difficult to objectively assess and, of course, there are many individuals who stand as counter examples. The preponderance of evidence, however, shows a considerable underappreciation of wilderness values and this bias can only be counterbalanced if the various policy and management manuals are modified to dictate new approaches to wilderness designation, protection, and management. To do this adequately requires new legislation which dictates that wilderness be treated as a resource. The necessary attitudinal changes will take much longer to achieve, of course, but wilderness cannot wait.

In summary, we see that the existing circumstances in British Columbia do not provide for systematic preservation of wilderness resources. The existing forms of protection are an incomplete patchwork, often only intermittently applied. A more consistent, systematic process is needed with enhanced protection provided for at least some of the remaining wilderness areas in British Columbia.

Wilderness Legislation

Although the inconsistency of the existing system is apparent, there is a continuing debate within the conservation community about the degree of formal protection that is necessary for British Columbia wilderness. It has been argued many times that there remain huge areas of the province that are de facto wilderness, which will most likely never be developed. Many of these areas have non-intensive human activities occurring, such as guide-outfitting, ranching and trapping, which depend on the wilderness characteristics of the land base to remain viable. Do these areas then need protection?

The alternative view, expressed frequently by groups in the southern portion of the province, is that too few areas remain where forest environments are protected from harvesting. They argue that the incremental development seen in the south will continue to extend throughout the province, reducing any opportunities for true wilderness preservation. Better planning is therefore needed now if wilderness areas are to be protected in perpetuity.

The point which clearly emerges from the general debate and from the earlier description of the range of wilderness values is that more than one level of preservation is appropriate and that a mixed strategy is necessary (see Table 2). Wilderness legislation, therefore, rather than being limited to the establishment of formal "Wilderness Areas," should make a statement about general wilderness values and indicate and provide a mandate for a range of preservation techniques (which of necessity would rationalize existing legislation). Formal Wilderness Areas would be one form of preservation within a spectrum.

Establishment of designated Wilderness Areas would require a formal definition and criteria for selection of the candidate areas. Two provincial non-governmental organizations³² have already adopted a general definition, which could serve as an adequate

TABLE 2
 POSSIBLE METHODS OF RELATING WILDERNESS VALUES TO A WILDERNESS
 CONTINUUM AND TO MANAGEMENT METHODS

	<u>Wilderness Values</u>					
	Educa- tion	Scien- tific	Soli- tude	Aes- thetic	Wild- life	Recre- ation
Remote, untouched	H	H	H	L	H	H
Rural landscapes with wilderness characteristics	L	L	0	H	M	L
Pocket Areas in more populated areas	H	L	0	L	M	0
Ecological reserve	H	H	V	0	H	0
Fully designated wilderness	L	M	H	L	H	H
Wilderness management in multiple use areas (e.g., provincial forests, tree farm licenses)	L	L	L	L	M,V	M-H
Additional large parks	M	M	L	H	L	M
Small parks and reserves	H	L	0	L	M	0

H = High M = Medium L = Low 0 = Zero V = Variable

Source:

The subjective allocation of nominal categories in this chart was developed after considerable discussion about the ability of the existing park systems to adequately protect wilderness resources. These discussions were held under the auspices of the Recreation and Conservation Committee of the Federation of Mountain Clubs of B.C. This particular categorization is based on a substantial contribution by Tom Nichols.

starting point for a definition that would be included in legislation.

Wilderness areas would be designated using three principal criteria:

- the area should appear to have been primarily affected by natural forces
- the area should be large enough to provide for the preservation and continuation of natural ecosystems and ecological processes unmodified by man
- the area should provide non-mechanized wilderness recreation opportunities and should be large enough to provide the users with a sense that they are in a wilderness.

In addition to providing a mandate for selecting formal wilderness areas, and to providing a mechanism and timetable for formal designation, wilderness legislation should provide a mandate and requirement for various land and resource management agencies to manage wilderness values on land outside formally designated areas. This would require modifications to existing statutes (Lands Act, Forest Act, etc.) to recognize wilderness as a resource and require that it be managed along with other resources.

Wilderness Management Within Designated Wilderness Areas

This concept of wilderness is becoming increasingly difficult to attain in the modern world, and will become even more difficult in the future. Our world is becoming increasingly accessible and interdependent in all its parts. We are learning that wilderness areas must be managed; there may well be differences of opinion as to how best to manage a particular wilderness but the alternative of no management at all becomes less tenable to everyone. In all of this, wilderness gradually emerges as no different than any other land and resource use; under increasing pressures, more careful management becomes imperative.³³

Wilderness Area management techniques, problems and issues have been quite extensively documented by management agencies in the United States^{34,35} and elsewhere, and it is reasonable to expect that similar problems would be experienced in British Columbia.

The list of common threats to Wilderness Areas, particularly in the case of small reserves, includes those indicated in Table 3 (no priority intended).

Human influence, direct or indirect, continues to be the major influence or threat to preservation. Each formal Wilderness Area must therefore have management prescriptions designed on an area-specific basis, responding to the issues and problems that will probably be area-specific as well. The magnitude and significance of the potential management problems and eventual "threats" will be scaled to factors such as overall size, proximity to human settlements, heterogeneity of resources and the economic value of those resources.

Experience elsewhere also suggests that it is critically important, within any wilderness management system, for the goals and objectives to be explicitly stated.³⁶ This allows management techniques to be better prescribed, and allows "reasons for decisions" to be somewhat rational and objective. If a management system allows public access to, and involvement in, decision making then controversial actions will less frequently lead to adversarial public debate. With a public and well understood decision-making system in place, there is a reduced likelihood for political interference in decision making and management decisions.

To achieve such ends, a provincial or national Wilderness Preservation System, mandated in legislation, would require at least two tiers. A Strategic Plan would be developed, providing a framework for the system. This would establish general management goals, the basic aims of preservation, an administrative framework and decision making system and a public nomination process. Within the general context of the system, there would be an explicit set of management prescriptions for each Wilderness Area, including local

TABLE 31,2
COMMON MANAGEMENT PROBLEMS IN WILDERNESS AREAS

1. Imbalance in animal populations.
2. Natural fluctuations in small populations.
3. Human management of imbalances or changes with insufficient data.
4. Succession and human dislike of the changes.
5. Introduction of exotic pests, diseases, animals and plants.
6. Natural disturbances (fire particularly).
7. Suppression of natural disturbances.
8. Air and water pollution.
9. Human-caused changes in hydrologic regime.
10. Visitor pressures due to recreational use of areas.
11. Pressure to develop facilities to accommodate visitors.
12. Pressure to allow consumptive uses, collectors, hunters, fishermen.
13. Impacts from scientific research.
14. Unenthusiastic administrative agencies.
15. Lack of data, research activities and management priorities or plans.
16. Political pressure, unilateral decision making, and lack of public involvement.^{3,4}

NOTES

1. After: White, P.S. and S.P. Bratten, 1980. "After Preservation: Philosophical and Practical Problems of Change," Biological Conservation, Vol. 18, p. 241-255.
2. Stankey, G.H. et al. 1985. The Limits of Acceptable Change (LAC) System for Wilderness Planning. General Technical Report INT-76. USDA, Forest Service, Intermountain Forest and Range Experiment Station, Ogden, Utah.
3. Corner, H.J. and M.R. Richards. 1983. "The Political Component of National Forest Planning," J. of Soil and Water Conservation Vol. 38, pp. 79-81.
4. Because of the displeasure within the 97th US Congress at the efforts of James Watt to open the designated wilderness areas to oil and gas leasing, special measures were adopted in the Interior and Related Agencies Appropriation Act (Pub. L. No. 97-394 (1982)). The Act prohibits the expenditure of funds by the President for processing or issuing permits or leases pertaining to exploration or development of oil, gas, coal, coal shale, phosphate, potassium, sulphur, gilsonite, or geothermal resources within the National Wilderness Preservation System, lands recommended for Wilderness Roadless Area Review and Evaluation Program areas, and the Wilderness Study Areas designated by Congress.

aims of preservation; an identification and ordering of priority for resources within the area; management goals; policies for area-specific threats; research and monitoring programs; and a periodic, publicly accessible review process.

A Wilderness Research and Evaluation Project: How Much is Enough?

Philosophical incantation about wilderness values and the repetitious theme of saving wilderness everywhere are too abstract for the average administrator faced with unshakeable realism. Wilderness supporters have been chiefly defence minded, rushing to prevent developments that may have been carefully drawn and justified. The majority of areas now called wilderness exist because recreation and industrial developments have not as yet been economically feasible. If there were well defined purposes and plans for a rational wilderness system which could generate common support, the wilderness movement might well be irrespressible.³⁷

A common complaint levelled at the wilderness preservation advocate in British Columbia is: "Where will it all end?" or "How much is enough?" It is an important question and a difficult one to answer. More research is necessary and a systematic evaluation is important.

The present circumstances are displayed in Table 4 and Figure 1. Table 4 demonstrates the minimal additional alienations of forested and other lands that would be required to implement the protection of the 187 candidate areas identified during 1985 by the BC caucus. This is only a very approximately analysis, however, and further work would be required, particularly if additional major new wilderness area proposals are forthcoming.

To aid in the eventual implementation of wilderness legislation, therefore, there is a need for a systematic wilderness research project in British Columbia. In all likelihood this will require some initiative and funding from non-governmental groups, although such a project quite rightly should be undertaken, or at least funded, by government following passage of wilderness legislation.

TABLE 4
PRESENT LAND ALLOCATION IN BRITISH COLUMBIA¹

Total Land Base (all figures approximate)	94.86 million hectares
<hr/>	
- Federal and private lands (8.6%)	8.20 m. ha
- Provincial parks (4.9%)	4.70 m. ha
- Non-forested or non-productive forest (40.8%) (alpine, subalpine, open range, water)	38.70 m. ha
- Forested land (45.6%)	43.26 m. ha
- inoperable areas/problem species	14.71 m. ha
- not satisfactorily restocked	3.56 m. ha
- environmentally sensitive areas (ESA)	2.38 m. ha
- anticipated adjustments and alienations	1.32 m. ha
- <u>net</u> presently available forest land	21.29 m. ha

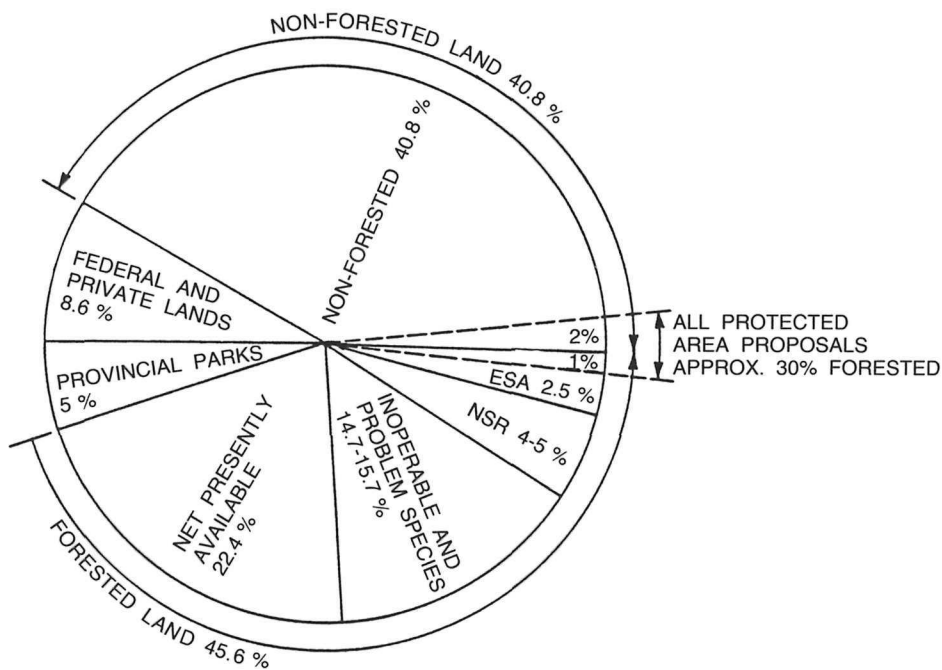
Note: All park and protected area proposals in BC require only an additional 3 percent of the total land base. Approximately one-fifth to one-third of this area contains available, productive forest resources.

1. After Ministry of Forests. 1984. Forest and Range Resource Analysis Report 1.

FIGURE 1

PRESENT LAND ALLOCATION IN BRITISH COLUMBIA¹

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- Inoperable Areas/Problem Species	14.71 million ha
- Not Satisfactorily Restocked	3.56 million ha
- Environmentally Sensitive Areas (ESA)	2.38 million ha
- Anticipated Adjustments and Alienations	1.32 million ha
- <u>Net Presently Available Forest Land</u>	21.19 million ha



All park and protected area proposals in B.C. require only an additional 3% of the total land base. Approximately 1/5 to 1/3 of this area contains available, productive forest resources.

¹ After Ministry of Forests. 1984. Forest and Range Resource Analysis Report 1.

The objectives of such a project would include:

- to develop a broad definition and understanding of wilderness values to provide the basis for regionally appropriate wilderness designation and management
- to refine legal and "working" definitions for formal Wilderness Areas (similar to the objectives of the World Wildlife Fund "Minimum Critical Size" Project)
- to evaluate the US experience and to suggest modifications to BC practices as a result
- to apply the above criteria to select candidate areas throughout British Columbia (boundary reviews)
- to refine and complete the candidate area lists including a public nomination process allowing meaningful public involvement
- to evaluate the impacts of the system on the other resource industries in British Columbia and provide a legitimate evaluation of the need for compensation
- to propose regionally appropriate wilderness management prescriptions
- to establish cooperating associations and assist government in the management of Wilderness Areas.

For many of us, it is distressing that although we have the successful US example available as a model and international recognition³⁸ of the need to preserve our natural heritage resource, we continue to have to fight on an area-specific basis for preservation. We face a tradition of managerial elitism within our land and resource management agencies, and we continue to use unsophisticated land evaluation and allocation techniques. We are also expected to accept Ministerial discretion as the basis for decisions when instead we need a far more objective process for decision making.

The wilderness resource is far too valuable to continue to treat in this manner. We risk the permanent loss of this heritage unless we redouble our efforts, and it is essential that Parks Canada, the BC Parks and Outdoor Recreation Division, and other

agencies enhance and rebuild their advocacy role and provide the resources necessary to develop comprehensive wilderness legislation and a Wilderness Preservation System.

ACKNOWLEDGEMENTS

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This paper is dedicated to the beauty, perseverance and unsurpassed commitment of Nancy MacPherson, Yukon Conservation Society.

NOTES

1. At the time of writing, Stephan Fuller was an environmental and resource management consultant in private practice in Vancouver. He is Past-President of the Federation of Mountain Clubs of British Columbia and served on the Executive of the Outdoor Recreation Council of British Columbia. He is presently a policy advisor with the Policy and Planning Branch, Department of Renewable Resources, Government of Yukon.
2. T.R. Berger, Northern Frontier, Northern Homeland. Report of the Mackenzie Valley Pipeline Inquiry. Vol. 1 (Ottawa: Supply and Services Canada, 1977).
3. IUCN World Conservation Strategy and other documents. In October, 1982 the United Nations General Assembly adopted a World Charter for Nature (based on work by the IUCN). "[The General Assembly is] convinced that:...Every form of life is unique, warranting respect regardless of its worth to man.... Nature shall be respected and its essential processes shall not be disrupted."
4. The US Wilderness Act (Public Law 88-577, 88th Congress, S.4) and the National Wilderness Preservation System thereby enacted, with the various procedures for nomination evaluation and management, is recognized as unsurpassed in any other nation or jurisdiction.

5. In British Columbia however, wilderness is not formally recognized as a resource and protection of wilderness is not systematic.
6. For example: New Zealand Forest Service, Tasman Wilderness Area: An Evaluation and Proposal for Northwest Nelson (Wellington, New Zealand: Government Printer, 1983).
7. For a theoretical, rather academic "taxonomy of values," see Holmes Ralston, "Valuing Wildlands," Environmental Ethics, Vol. 7, No. 1, 1985.
8. R. and C. Prescott-Allen, "Park Your Genes, Managing Protected Areas for Genetic Conservation." Paper presented at the World National Parks Congress, Bali, Indonesia, 1982.
9. N. Myers, The Sinking Ark: A New Look at the Problem of Disappearing Species (Oxford: Pergamon Press, 1980).
10. Several good examples of this phenomenon are cited in E.O. Wilson, Biophilia (Oxford: Pergamon Press, 1984).
11. Community watersheds are recognized and designated using a variety of methods in British Columbia. Some are fully protected and remain off-limits to any form of trespass, others allow resource extraction, and still others are de facto wilderness. For additional information see Guidelines for Watershed Management on Crown Lands Used as Community Water Supplies, published by the BC government.
12. Several classic examples are examined and analysed in J. Krutilla and A. Fisher, The Economics of Natural Environments. Resources for the Future (Baltimore, Maryland: John Hopkins University Press, 1975).
13. For a good synthesis of available evaluation techniques see G.L. Peterson and A. Randall, Valuation of Wildland Resource Benefits. (Boulder, Colorado: Westview Press, 1984).
14. For a comprehensive profile of virtually every possible permutation of these, see S.H. Pearsall, "In Absentia Benefits of Nature Preserves: A Review," Environmental Conservation, Vol. 11, No. 1 (Spring, 1984), p. 3-10.
15. J. Krutilla. "Conservation Reconsidered," American Economic Review, Vol. 57, p. 777-786.
16. For a good example of native American writing on spiritual subjects, see Scott N. Momaday, "An American Land Ethic," Western Wildlands Vol. 3, No. 3 (Winter, 1977), p. 4-9.
17. E.O. Wilson, Biophilia.

18. Tex Enemark, Mining Association of BC, The Vancouver Sun, Tuesday, October 23, 1984.
19. L.E. Silvertson, "Wilderness Legislation and Management in British Columbia - A Mineral Resource Management Perspective". In Proceedings of the 1983 Outdoor Recreation Council Wilderness Conference, Vancouver, BC, May, 1983.
20. William Tucker. Progress and Privilege (Garden City, New York: Andron Press Division, Doubleday and Company Inc., 1982).
21. For a good summary of this rebuttal see W.I. Bennetta, "Progress and Privilege: A Book about Environmentalism Meets the Press," Environmental Management, Vol. 8, No. 6 (1984), p. 455-462.
22. Bill Dumont, Past President, Association of BC Professional Foresters, speaking in a CBC Radio interview, February, 1985 (paraphrased).
23. For a range of opinions on this subject, see Valhalla Wilderness Society, The Conflict Between Mining and the Environment: Myths and Realities. Unpublished manuscript, New Denver, BC, or Sten Nilsson. Information Report 85-1, Forest Economic and Policy Analysis Project, University of British Columbia, Vancouver, 1984, 58 p., 1985.
24. Both the 1979 and 1984 Forest and Range Resource Analysis reports acknowledge the so-called "fall-down" effect that results from the gap between the completion of harvesting of old growth forest and the availability of second growth timber.
25. M. Moore, "Economic Concepts and Methods for Valuing Protected Natural Areas." Paper presented at the World National Parks Congress, Bali, Indonesia, 1982. 13 pages.
26. Institute of New Economics, Stein Watershed and the Future of the Regional Economy. Draft Report.
27. T. Jones, Wilderness or Logging? Federation of Mountain Clubs of British Columbia, Vancouver, BC, 1983. 93 p.
28. The new Park Land Designation Policy and Wildlife Policy both provide new mechanisms to undertake significant changes in management direction. Class B and C categories will no longer be utilized. Re-evaluation of all Class A areas may result in downgrading to Recreation Area status (which may allow resource extraction). There is no formal provision for public participation in these changes; it remains at management discretion.

29. Federation of Mountain Clubs of BC, personal communication, 1985.
30. Robert Mitton, Deputy Minister, Lands, Parks and Housing, personal communication, 1985.
31. To the credit of PORD, it is seeking Cabinet support for a public "White Paper" to discuss the future of the park system. In this exercise and in ongoing Park Master Planning processes PORD continues to make verbal commitments to public participation.
32. The Outdoor Recreation Council, representing 43 member groups and the Federation of Mountain Clubs of BC, representing 34 regional clubs, each adopted a Wilderness Policy during 1984. Copies of the policies are available at 1200 Hornby Street, Vancouver, BC, V6Z 2E2.
33. From a classic short monograph by Marion Clawson, Wilderness as One of Many Land Uses, (Resources for the Future, 1980).
34. J.C. Hendee, G.H. Stankey and R.C. Lucas, Wilderness Management. Misc. Publication No. 1365 (Washington, DC: US Dept. of Agriculture, Forest Service, 1978).
35. R.F. Washington and D.N. Cole, Problems and Practices in Wilderness Management: A Survey of Managers. Research Paper Int. 304. (USDA, Forest Service, Intermountain Forest and Range Experiment Station, 1983).
36. J.S. Owen, "Some Thoughts on Management in National Parks," Biological Conservation Vol. 4 (1972), p. 241-246.
37. C.W. Allin, The Politics of Wilderness Preservation. Contributions in Political Science, Number 64 (Westport, Connecticut: Greenwood Press, 1982).
38. At the 1984 Madrid General Assembly, the IUCN reaffirmed its long-standing recommendation that "all nations identify, designate and protect wilderness areas on public and private lands."

Appendix I

Land Access Reservation Options Available to the Provincial Government

I. LAND ACT

AGENCY RESPONSIBLE

Minister of Lands, Parks and Housing.

DESIGNATION/RESERVATION CATEGORY

Free Crown Grant

Grant made or approved by Lieutenant-Governor in Council (OIC).

In this instance the crown land grant is made limiting the use to a specific public purpose. For example, conveyance of crown land to a Municipality for parks purposes.

Reserve

Established by Order-in-Council under Section 11 of the Act.

A reserve may be established for a stated purpose or may be established to reserve land from alienation. For example, the Powder Mountain area in the Whistler Corridor has been reserved from any other uses while it is studied as a potential site for a new downhill ski resort.

Reserve for the Use, Recreation and Enjoyment of the Public (UREP)

Established by Order-in-Council under Section 11 of the Act.

Established to prevent unwarranted alienation of crown land recognized as possessing significant recreation potential.

May include foreshore.

Map Notation

Simple map notations may be made for internal use by Lands, Parks and Housing officials to alert them to a pre-existing land use. This is not a formal, gazetted designation but ensures that certain existing uses are not overlooked when future developments are proposed.

Letters of Agreement

Lands, Parks and Housing officials may allow "transient" uses of unoccupied crown land simply by providing a letter of agreement to the users. Trail bike and snowmobile areas in the Whistler Corridor have been acknowledged in this manner.

Policy Development for New Land Use Proposals

New policy has been developed for the licensing of new recreation activities. During the last five years the heli-skiing industry has moved from a largely unregulated sport to one with a special license category providing specific ski runs for the individual operators. New policy to deal with new land uses is often initiated by public interest groups or as a reactive response to emerging problems (e.g., safety concerns about river rafters led to new provincial regulations).

Notes

The mix of land designation categories available to the Ministry should not be considered to be fixed. Much LPH policy has been created "reactively" in the past and the available legislation allows for considerable Ministerial Discretion. If the caucus wishes, therefore, it is entirely realistic to recommend a new "special" category of designation or map reserve for a special purpose. If acceptable to the government, this could be established by Order-in-Council.

Lands, Parks and Housing, Parks and Outdoor Recreation Division is considered to be the strong link in the chain of agencies that will be involved in the new Corridor Policy (described below).

II. FOREST ACT

AGENCY RESPONSIBLE

Ministry of Forests.

DESIGNATION/RESERVATION CATEGORY

Recreation Site or Trail

Designated by order of the Chief Forester under Part 9, Section 104 of the Act.

In these areas the primary management emphasis will be for recreation. Recreation resource inventories will be maintained and recreation considerations will be incorporated in forest and range integrated resource use plans. (Not applied to lakes or rivers.)

Map Notation

A map notation is placed on Forest Service maps and records to indicate the agency's interest in an area; in this instance recreation interests are noted.

Such a notation may apply to rivers, shorelines and trails.

Currently policy along with the new Corridor Policy place the management responsibility for such interests at the Regional Manager's level, rather than at the District Level.

Recreation resource inventories will be maintained and recreation considerations will be incorporated in forest and range integrated resource use plans.

New Category Proposed

A new management category called a "recreation priority area" has been proposed internally in the Ministry that would expand the concept of a "Recreation Site" to include larger areas. These areas would continue to include logging, but with stricter guidelines. Many within the Recreation Branch of the Ministry are opposed, however, as they are concerned that this system would tend to imply that recreation values need not be considered elsewhere on forested crown land.

III. PARK ACT

AGENCY RESPONSIBLE

Ministry of Lands, Parks and Housing, Parks and Outdoor Recreation Division.

DESIGNATION/RESERVATION CATEGORY

Class "A" Park

Established by Order-in-Council or statute.

Managed to preserve their natural environments for the inspiration, use and enjoyment of the public. Impacts are limited to those necessary to the preservation, public enjoyment and recreational use of these areas. No use of resources or alienation of interest in land will be permitted unless necessary to the preservation or maintenance of the recreational values involved.

Recreation Area

Established by Order-in-Council.

Managed to ensure that the recreation values are retained and permit the non-recreational use of resources and/or the alienation of interest in land as noted in the stated purpose(s) for the area.

Note

The Park Act also provides for two further categories of Provincial Park designation: Class B and Class C. Neither will be used in the future, according to the August, 1984 Parkland Designation Policy issued by the Ministry. All existing parks will be re-evaluated and either upgraded to Class A or downgraded Recreation Area status. It is anticipated that several existing Class A parks will have borders modified and will be downgraded to Recreation Area status (PORD, personal communication).

IV. HERITAGE CONSERVATION ACT

Agency Responsible

Ministry of the Provincial Secretary and Government Services,
Heritage Conservation Branch.

DESIGNATION/RESERVATION CATEGORY

Provincial Heritage Site

Established by Order-in-Council.

Managed to protect the resource and prohibit alteration.

Access is not considered as a requirement of designation.

Any management actions that are proposed subsequent to designation will require an additional permit issued by the Minister.

Management actions may be cooperative endeavours.

V. ECOLOGICAL RESERVE ACT

AGENCY RESPONSIBLE

Ministry of Lands, Parks and Housing.

DESIGNATION/RESERVATION CATEGORY

Ecological Reserves

Certain portions of British Columbia have been reserved specifically to protect the unique natural environment of the area. The Ecological Reserve Act (RSBC 1979, c.101) empowers the Cabinet to reserve public lands within the province for ecological purposes. Areas that (a) are suitable for the research of the natural environments, (b) are examples of natural ecosystems, (c) contain endangered plants and species, or (d) contain unique and rare examples of botanical, zoological or geological phenomena, qualify to be established as ecological reserves (s.2). The Cabinet has the power to add, delete or cancel in their entirety, ecological reserves. No lands within an ecological reserve can be disposed of in any way.

Regulations published pursuant to the Act (Regulations for Ecological Reserves, BC Reg. 335/75) prohibit the entry of persons into reserves to prospect for minerals, cut timber, camp, light fires, trap or molest animals, build roads or trails, use motorized vehicles or remove plants, animals or material (s.1). Research or educational use of an ecological reserve may be undertaken only when authorized by a permit

issued by the Administrator of Ecological Reserves (s.2). Subject to the terms of a permit, no person shall deposit, discharge or emit sewage, waste materials, contaminants or any other substance within the boundaries of an ecological reserve (s.9).

VI. MUNICIPAL ACT

AGENCY RESPONSIBLE

Ministry of Municipal Affairs.

DESIGNATION/RESERVATION CATEGORY

Municipal Parks and Public Open Space

The Act provides the authority for municipalities to establish and manage parks and public open space.

Municipal bylaws establish management standards for such lands.

Public Access Strip

This applies to land being subdivided that adjoins a lake, river, stream or other body of water within a municipality.

Under specified conditions the Approving Officer may require the dedication, without compensation, of a strip of land not exceeding 7 m in width along the bank or shore for the purpose of providing public access, if, in his opinion, it is in the public interest to do so.

Such lands would be managed as public, open space or parks.

VII. PARK (REGIONAL) ACT

AGENCY RESPONSIBLE

Parks and Outdoor Recreation Division, Ministry of Lands, Parks and Housing.

DESIGNATION/RESERVATION CATEGORY

Regional Park and Regional Trail

The letters patent of a regional district incorporated under the Municipal Act will identify whether the regional district has the power to acquire, develop, operate and maintain regional parks (park function).

The regional district passes bylaws that establish the management standards for regional parks and regional trails.

Note

The most extensive regional park system is operated by the Greater Vancouver Regional District.

VIII. NEW CORRIDOR POLICY

A new planning policy for recreation corridors was announced by the Minister of Environment on September 27th, 1984.

In essence, the policy calls for integrated planning of recreation corridors using criteria that identify the recreation values as a primary focus. Land would not be reallocated between agencies; rather, the linear features would be managed cooperatively between agencies using a common set of policies. In most cases such an exercise would not modify the pre-existing land uses but would affect new or expanded uses.

The policy is intended to be applied across a spectrum of environments, urban to wilderness.

The Corridor Policy has been used to blunt outside criticism about the provincial refusal to participate in the Canadian Heritage Rivers System (Parks Canada). It is not expected that there would be formal federal agency participation in the planning corridors (although in special cases it may be requested).

It is likely that the initial list of rivers and streams that are nominated for inclusion in the corridor system will include most of the Thompson/Fraser Corridor. (Corridors will be planned and designated in a three year repeating cycle - the first list is being prepared by the Ministry of Lands, Parks and Housing, the Forests and the Outdoor Recreation Council of BC at the present time, and it will be presented to ELUTC in January, 1985).



Marine Ecosystem Protective Designations in British Columbia¹

Philip Dearden

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Introduction

The purpose of this theme paper is to outline briefly the relevant biophysical and human use characteristics of the Pacific coast of Canada, summarize current and proposed protective designations for the coastal environment and present recommendations for future marine environment protection. In such a short paper, it is not possible to discuss any of these topics in great depth. The paper draws on published sources, interviews with marine-oriented resource people and the author's knowledge of the coast.

Although it is only some 850 kilometres from Prince Rupert in the north to Victoria in the south, the actual length of 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 punctuated by fiords extending deep into the heart of the Coast Mountains. Burke Channel, for example, extends 90 kilometres and Dean Channel 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 (1981). Langford (1983) has summarized some pertinent biological material in the preliminary environmental assessment for offshore hydrocarbon exploration and development.

Man's use of this coast is equally complex and impacts on the natural environment involve a wide range of different technologies. Native Indians have subsisted here for centuries, sustained by bountiful marine life. The next few years may witness some of the most advanced technology in the world being used off the coast in the search for hydrocarbon resources. Currently, the West Coast Offshore Exploration Environmental Assessment Panel is conducting 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 to allow offshore petroleum exploration in B.C. waters will be based.

The coastal lands are used for fishing, aquaculture, hunting, logging, mining, recreation and a host of other uses. All of these can, to some extent, be considered threats to the ecological integrity of the coast and marine environment. 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 areas before the opportunity to do so vanishes.

The establishment of marine reserves is complicated by the complex 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 ruling gave the province jurisdiction over the "inland" waters 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 exclusion 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 has consistently been indicated by many resource management specialists as being one of the major barriers to effective coastal zone management. The same applies to the attempts to achieve protective designation for coastal areas. The following section will briefly review the major actual and potential protective designations for the coast and some of the current difficulties being experienced in each.

Protective Designations

ECOLOGICAL RESERVES

Ecological reserves are provincially-designated protected areas established because of their ecological value. They are administered under the Ecological Reserves Act (1971) by the Ecological Reserves Unit of the Ministry of Lands, Parks and Housing, and range in size from 34,650 hectares (Chelcleset Bay Sea Otters) to 0.6 hectares (Canoe Islets sea bird colony). They are not designated for recreational use although most reserves - with the noted exception of sea bird colonies - are open to the public for non-consumptive recreation use. A system of volunteer wardens helps oversee the preserves.

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. In addition, some of the reserves in the process of being formally designated have a marine emphasis (e.g., Agamemnon Channel). Each reserve with a marine component is listed in Appendix I.

Several concerns surround the Ecological Reserve Program. The primary one relates to concerns suggested over its continued existence. The program has made very significant steps in helping not only to protect but also to preserve the natural heritage of British Columbia. It would be tragic to witness the decline of such an important program. The resignation of the director of the program, reductions in staff, plus the disbanding of the Ecological Reserves Advisory Committee all give cause for concern as to the future. Although a considerable number of reserves have been designated it is only more recently that subtidal reserves have become more numerous. There is still a considerable way to go before a representative system of marine reserves is established in the province and every effort should be made to ensure that the goal is completed forthwith before the chance to preserve pristine ecological sites no longer exists.

A second problem relates to the lack of manpower available to enforce on-site regulations. 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 the 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 are, 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 readily 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 fishermen to deliberately shoot marine mammals which are seen as competitors for fish.

In sum, the Ecological Reserves Program plays an extremely important part in protecting the natural heritage of British Columbia in that permitted usage of the reserve deliberately excludes intensive recreational use, unlike park areas. No substitutes exist for the program and it is essential that continued support be forthcoming from the government, that efforts be made to complete the system as soon as possible and that steps are taken to ensure protection of the ecological integrity of current reserves. Ecological reserve designation is the most appropriate protective mechanism for relatively small ecologically significant areas that cannot tolerate much human pressure.

NATIONAL WILDLIFE AREAS

National Wildlife Areas are a federal initiative administered by the Canadian Wildlife Service (CWS), under its mandate for the

management and protection of migratory birds and other forms of wildlife. Significant wildlife habitats are acquired under the authority of the Canada Wildlife Act of 1973. Those owned and managed by the CWS are known as National Wildlife Areas; others managed in cooperation with the province 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.

British Columbia has several National Wildlife Areas. 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 haul out, harbour seal haul outs and some unusual vegetation features. Unfortunately the recent drastic cuts in the CWS make it extremely unlikely that any new initiatives will be undertaken in the near future. Every effort must be made to retain the already existing areas.

NATIONAL MARINE PARKS

Parks Canada has moved recently to extend its mandate for the protection of the national heritage into the marine environment to create a system of marine national parks. A separate policy specifically directed at marine parks (equivalent to the 1979 policy statement for terrestrial parks) is currently in the final stages of preparation. A completely different policy articulation, albeit with the same overall goals as the terrestrial system, has been required due to the different physical, biological and

jurisdictional characteristics of the marine environment. It is envisaged that the parks will include the sea bed, its subsoil, the overlying water column, plus coastal lands owned by Canada and protected under the National Parks Act (1974). The following will briefly outline some of the major characteristics of this policy with special reference to the potential problems on the Pacific Coast.

The overall purpose of the national marine parks system is akin to that of the terrestrial parks, that is:

To protect and conserve for all time representative marine natural 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.

Such parks would be selected so as to represent each of the 29 marine regions identified thus far, and from their further subdivision into marine natural areas of Canadian significance (NACS). Final designation of the number and boundaries of such regions on the Pacific coast have yet to be made. However, there are currently six such regions. 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. The regions as currently designated are summarized in Appendix II² and further details on the criteria used are given by Harper, et al. (1983).

Arguments have been made that the coastal fiord region 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 on 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 criteria. Personal observation suggests that if some form of protective designation is not granted such areas in the near future then no sites will meet this criteria. 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 have so often been considerable stumbling blocks to terrestrial park information in the last decade but also with other federal departments such as Fisheries and Oceans Canada, and Transport Canada, 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 agreement on timber values and compensation in the area. 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

that of surrounding regions - a park in name only - and yet they will also attract larger numbers of recreational fishermen than other regions and hence in all likelihood, be subject to higher fishing pressure than non-park areas. Past evidence leaves no doubt that Fisheries and Oceans Canada has not been able to manage harvesting successfully on a sustained yield basis; it is open to speculation whether the agency will fare any better in the 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 a park once established 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 Canada 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 (PORD 1983). These figures and overall recreational use of the Pacific coast are discussed in greater detail by Dearden (1984). It is likely that a national marine park would constitute a recreational magnet similar to the provincial parks. There needs to be a clear articulation within the policy as to how such demands are to be managed.

PACIFIC RIM NATIONAL PARK

Pacific Rim is one of four national parks (the others being Kouchibouguac in New Brunswick, Forillon in Quebec, and Auyuittuq in the Northwest Territories) having a marine component. The seaward boundary extends to the 10 fathom contour for the Long Beach and West Coast Trail units and a designated geometric boundary

around the Broken Group Islands Unit. Within this boundary all existing fisheries are allowed under the jurisdiction of Department of Fisheries and Oceans Canada. Transport Canada 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.

A further problem, not unique to Pacific Rim, is, however, well exemplified by the situation there. After a given area has been designated for protective status and boundaries demarcated, should all concern cease as to land use on immediately adjacent lands? Should hunters be allowed to stake boundaries waiting for a target animal to step on the wrong side of the line; or, more immediately in the case of Pacific Rim, should logging activity be undertaken on highly-visible areas immediately adjacent to the park. In France, for example, peripheral areas surround the parks where there is some attempt to gradually phase in activities not compatible with park use, rather than maintaining a strict dichotomy between park and non-park. In the case of Pacific Rim, a highly visible island from the most popular parts of the park (e.g., Wikkaninish Beach, Grice Bay), Meares Island, has had logging allowed on 86 percent of its area although immediate logging plans account for only 53 percent of the area. Attempts by local residents, an officially-convened planning team, Parks Canada officials and others, to protect the most visible parts of the island - those facing the park - were rejected by the BC Cabinet. Development of peripheral zones where

concern can be expressed and compromises worked out over non-compatible land uses, may be an important step in improving heritage conservation in both terrestrial and marine situations. In this regard, it may well be worthwhile to more thoroughly investigate another category of protective designation, the Biosphere Reserve, which is discussed later.

CANADIAN LANDMARKS

The Canadian Landmarks System is a federal initiative administered by Parks Canada. The purpose of the system is to bestow special protective designation on exceptional natural features for their educational and scientific value. They are generally smaller than national parks and are oriented toward protection of unique features rather than encompassing representative natural areas. Use levels are controlled. Sites need not necessarily be owned by Parks Canada to be included in the system which strives to include all exceptional sites of Canadian significance identified in consultation with the provinces and territories. This specifically includes marine sites.

At this time no such sites have been recognized within the coastal zone of British Columbia although Parks Canada did commission a report on Robson Bight which 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 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 provincial 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. Appendix III lists all 52 parks and their salient characteristics.

In addition, some marine parks also have "Recreation Areas" associated with them. Such areas recognize the existence of a non-park use or tenure. The foreshore and subtidal portions of some coastal 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, Juan 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 B.C. parks system within its conservation mandate also seeks to provide protection for exceptional features such as rare or endangered biotic resources, unusual natural 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 documented in the introduction, many different agencies have jurisdictional powers that supercede the National Parks 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 boaters 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 a 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

The Biosphere Reserve Program is an international initiative under the UNESCO Man and Biosphere Program. Each reserve is composed of a protected core of undisturbed landscape surrounded by nearby areas showing ways in which similar landscapes are being managed to meet human needs. It is envisaged that the worldwide network will eventually include examples of all the world's main ecological systems with their different patterns of human use and adaptations to them. To be included in the system, the protected areas must be representative of some of the natural features characterising a biogeographical province of which there are 193 terrestrial ones in the world. Canada has twelve. Work is currently being undertaken to define coastal environments in similar terms. A candidate area must also have examples of an adjacent managed landscape which often requires arrangements with land owners

other than the protective agencies in 55 countries. Two are in Canada, Mont-Saint-Hilaire (Quebec) and Waterton (Alberta).

This kind of protective 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 coastal 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 as if the program holds some potential for coastal British Columbia.

Discussion and Conclusion

The concern of this paper has been to outline the main forms and current status of various protective designations for the coastal environment in British Columbia. Attention has not been directed towards identifying specific coastal sites requiring protection. This aspect has been dealt with by the regional committees whose areas include a marine component. It is interesting to note, however, that in the Vancouver Island region, 18 of the 21 areas suggested for protection by the public have a marine emphasis, thereby indicating the importance placed by the public on the immediate and more extensive protection of the coastal environment.

Furthermore, no special attention has been directed toward the protection of estuaries, the most biologically productive coastal areas. The importance of protecting estuarine ecosystems has been recognized by all levels of government and a substantial amount of

research has been undertaken to document biophysical characteristics and suggest appropriate management strategies (e.g., ELUC 1980). However, it is worthy of note that Indian Reserves often occupy what are the remaining relatively untouched parts of the southern coast estuaries and that 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.

One factor common to all other established protective mechanisms is that none of the systems are complete. The national and provincial parks have systems plans 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 systems plans and then a concerted and combined effort to ensure that representative areas are preserved before the opportunity to do so passes. Although it was not the intention of this paper to discuss specific geographical areas, South Moresby Island, due to imminent logging and mining threats, would seem to be top priority in that the need for a park in this area has been recognized in both federal and provincial park systems plans. In the case of the Ecological Reserves Program, a careful inventory procedure specifically of 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 the 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 discussed in the preceding section where considerable impact is being sustained by the ecosystem as a result of recreational pressures. Some attempt at 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 educate the public 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 indefinitely preferable to encourage voluntary restrictions on disturbance through education.

Finally, 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. If some effort is not made in the system of protected areas then no relatively pristine coastal ecosystems will remain in British Columbia in the none-too-distant future.

NOTES

1. This paper summarizes the current and proposed protective designations for the Pacific coastal environment of Canada and presents recommendations for future marine environment protection.
2. Editors' note. The table entitled "Pacific Coast Marine Resources" which accompanied Appendix II in the previous version of this paper has not been included in the Proceedings.

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Appendix I

Coastal and Marine Ecological Reserves

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 Tow Hill, Graham Island	Sand dunes and peat bog	514.2
10	1572	Rose Spit, Graham Island	Coastal dunes of Graham Island	170.4
11	1573	Sartine Island, part of Scott Islands	Sea bird colony	13.0
12	1574	Beresford Island, part of Scott Islands	Sea bird colony	7.7
13	1575	Triangle Island, part of Scott Islands	Largest sea bird and sea lion colony In province: the Anne Vallee Ecological Reserve	85.4
17	1579	Canoe Islets near Valdes Island	Sea bird colony	0.6
18	1580	Rose Islets, Trincomall Channel	Double Crested Cormorant colony	0.8
23	1585	Moore Islands, Whitmore Islands, and McKenney Islands, Hecate Strait	Sea bird colony	72.9
24	1586	Baeria Rocks, Barkley Sound	Sea bird 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	Sea bird colony	121.4
45	1827	Port Chanel, west coast of Graham Island	Virgin littoral environment, Sitka spruce, rare mosses, sea bird 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	Sea bird colony	3.6
94	2055	Oak Bay Islets: Alpha, Jemmy Jones and the Chain Islets	Spring flowers, a sea bird colony and marine life	170.0**
95	2056	Islets of Anthony Island	Twenty small islets with nine species of nesting sea birds and rich marine life	324.0**

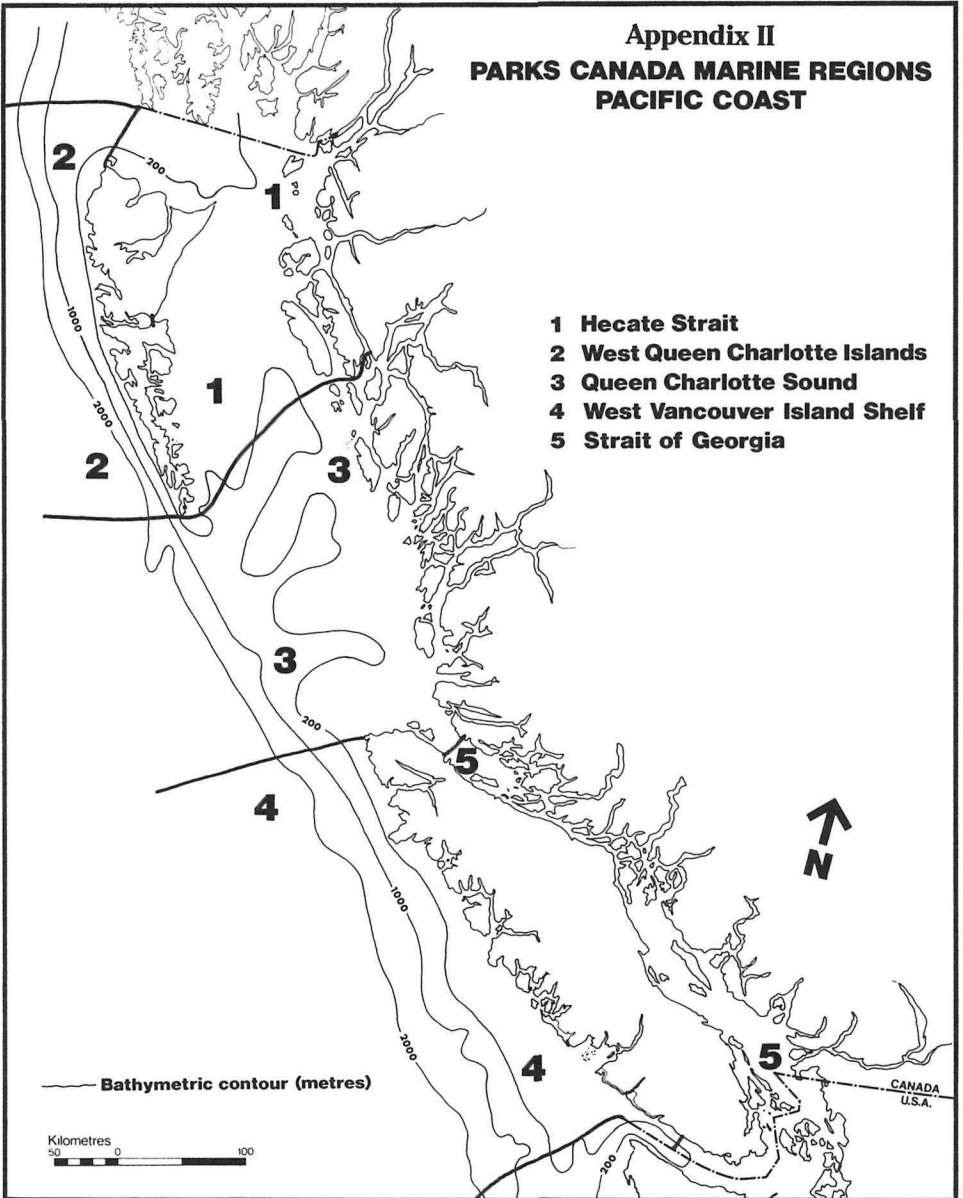
Coastal and Marine Ecological Reserves (continued)

No.	Order-In-Council No.	Location	Object of Community-type Preserved	Area (hectares)
96	2057	Kerouard Islands Reserve	Major sea lion rookery, sea bird colony and rich marine life	130.0*
97	692	Race Rocks	Outstanding marine community including a sea lion haul-on site.	220.0**
103	876	Harvey, Conroy and Byers Islet et al, west of Aristazabal Island	Important sea bird and marine mammal breeding areas	12,205.0**
109	2566	Checleset Bay Sea Otters, 10 km. south-west of Kyuquot, Vancouver Island	B.C.'s prime sea otter population and rare native oyster population	34,650.0**
111	1134	Robson Blight, midway between Port McNeill and Sayward on northeast coast of Vancouver Island	To protect killer whales and a crucial part of their habitat	1,248.0***

- * partly subtidal
- ** mostly subtidal
- *** entirely subtidal

**Appendix II
PARKS CANADA MARINE REGIONS
PACIFIC COAST**

- 1 Hecate Strait**
- 2 West Queen Charlotte Islands**
- 3 Queen Charlotte Sound**
- 4 West Vancouver Island Shelf**
- 5 Strait of Georgia**



Appendix III

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

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	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		x
Princess Louisa Marine		44			x			x	x						
Princess Margaret Marine		194		x				x		x	x				

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.)

Protecting our National Parks: Less-Than-Fee Simple Techniques¹

Sandra K. McCallum

The present objective of Parks Canada is to protect for all time, representative areas of Canadian significance and to encourage public understanding and enjoyment of the natural heritage.² In pursuit of this general objective, thirty-nine terrestrial and nine marine areas have been identified as worthy of protection. Yet a large percentage of these areas are not yet represented in Canada's national park system. Given the objectives of parks policy and the apparent awareness of what should be included within the parks system, one must ask why there is such a substantial gap between the desired objective and the state of the present parks system.

This paper suggests that one of the stumbling blocks to the realization of an effective parks system in Canada is the requirement that fee simple ownership, namely, clear title to all park land, be vested in the federal government as a condition precedent to establishing a national park.³ One author has already suggested that the provinces are unenthusiastic about the present system of acquiring land for national parks because once the land is transferred to the federal government, the provinces not only lose control of the land but also the tax from the land.⁴ The same author recognizes that the reasons for insisting upon federal ownership of national park land are attractive. For instance, federal ownership gives ease of administration and also removes the land from the economic, industrial and other pressures that may be threatening if the land remained in provincial or private ownership. Although there are cogent reasons for federal ownership, one must question the desirability of continuing to rely on total ownership when it appears to be one of the major hurdles to creating a representative and effective parks system.

If ownership of the fee simple in the federal government is not the only or most effective means of protecting our national parks, consideration should be given to other options that may be more or at least as effective and more attractive. As land near cities and recreational areas becomes increasingly expensive, it will be more difficult for governments to acquire sufficient land to meet the objectives of the national park policy. For this reason, it seems *appropriate to consider whether the public can still have access to*

areas and whether those areas can be adequately protected if they are not under public ownership.

In England national parks are basically private. Indeed, the original national parks in England were privately owned reserves. Today, in England it is still common to protect parks through a series of mixed private and public property rights. For example, areas such as the Lakes District and the Cornwall coast have been protected by creating a system of national parks. However, these areas were largely in private ownership and large-scale land acquisition by the government, especially in a difficult economic period, appeared prohibitive. Instead of relying on outright purchase of title, the English parliament relied on land use controls to protect the surrounding private property. Interestingly, under English law, there is a distinction between the right to use the land and the right to develop it; only minor development is permitted as of right, and for any change of use a planning permit must be obtained. There are interesting lessons for us in the English experience with parks.⁵

Reliance on acquisition of clear title to property by the federal government fails to recognize two important factors. First, national parks are not a resource in themselves but a use to which a resource, namely the land, is put. Once this is recognized, it should be apparent that the boundaries that our present park system creates are somewhat artificial and do not necessarily bear any relationship to the habitat and features of the area. In other words, our present method of creating parks does not recognize the wholeness of the resource, but rather creates an enclave, where everything within the park is protected but very little protection is provided outside the boundaries of the park. Our existing parks are threatened from outside as population and industrialization move closer and closer to those boundaries.

Second, reliance on acquisition of the title to land fails to recognize that ownership of property is in fact ownership of a whole bundle of rights, which may be separated. In order to protect heritage and natural areas, it may not be essential to buy out the entire bundle of rights. It may be equally or in some cases more

effective to buy out some part of that bundle of rights and not all of it.

The two problems which need to be addressed in protecting our parks are first, whether there are mechanisms which can be used to protect the present park system, namely threats on the boundaries, and second, whether there are equally effective or more effective means of acquiring new areas for the national parks system. Both these issues can be addressed by examining the lesser property interests that are available to assist in furthering the stated parks policy objectives.

Parks Canada Policy (1979) contemplates that in relation to landmarks, there may be sites which are in private or provincial ownership which could be protected effectively by agreements between the owners and the federal government. Again, in relation to historic parks, there is recognition that there may be a need to create buffer zones through zoning or the use of easements. From these examples, it is clear that the parks policy recognizes the need to look at other concepts beside expropriation or purchase of the whole interest in the property. However, there is little development of these ideas in the parks policy document. Moreover, there are diverse private and public planning tools which should be examined more fully and articulated in a more detailed policy paper.

The 1979 policy statement does seem to recognize that although parks policy initially may have been sufficient to ensure the creation of an extensive parks system at a time when land was cheap and settlement was sparse, today it seems appropriate to consider whether public ownership of the title to the land is the most effective means of protecting the natural and cultural heritage for Canadians of present and future generations. In particular, it seems obvious that just as the park concept has expanded to include marine parks, landmarks, wild rivers and historic parks, so the legal tools appropriate to protect the parks should expand in order to accommodate the new park concept.

Over the last 100 years, the law of property has responded creatively to the complex area of property rights, attempting to balance the public interest in a permanent indestructible resource, namely land, with the needs and wants of private use and tenure. Parks Canada, and other parks agencies, can utilize these concepts to more effectively fulfill the mandate to protect and preserve the diverse new park concept as well as enhancing the protective mechanisms for the existing traditional parks system.

The parks policy statement refers to lesser interests in property such as leases and licenses. However, these interests are occupational or possessory interests and are but a few of the property concepts which could be utilized. In particular, consideration should be given to using non-possessory property rights as protective mechanisms. The parks policy paper makes a fleeting reference to use of zoning and easements in buffer zones to historic parks. Apart from this, there is little consideration of the variety of property concepts that could be used. The purpose of this paper is to explore tentatively, some of the non-possessory property tools which can be utilized. In order to understand the potential for using various property mechanisms to effectively implement parks policy, it is necessary to consider the meaning of ownership in real property.

Land, unlike other property, such as books and cars and boats, is virtually indestructible. Land is also capable of division into various interests in order to make the same area of land serve diverse and sometimes conflicting needs of different persons. We tend to think of land as simply a linear area which we can measure. But like the concept of ownership, land itself is quite complex and three-dimensional. Ownership appears to be straight forward, especially when I say "I own a book." I am saying that my title is indisputable and that my rights in relationship to the book are shared with no one. Yet, with respect to land, it is not usual to think of ownership as a whole, more commonly it is fragmented. Indeed, it is not ownership in the same sense at all. It merely describes the way in which we hold land. In other words, the closest thing to ownership in land comprises a whole bundle of rights which may be in many hands. Ownership really represents the

sum total of all the things that can be done with such a thing. When that thing is land, there are many possibilities.

It may be that a purchaser wants to acquire the entire bundle of rights, but it is quite common in relation to land to detach some sticks from the bundle and yet vest them in different persons. Ownership of the entire bundle of rights virtually enables the owner to use the land as he pleases. By separating some sticks from the bundle of rights, a landowner may bind himself to another by giving up the right to unlimited use (e.g., agreeing not to build by the shore), or by allowing another to acquire a limited right in relation to the use of his property (e.g., a right of access).

The separation of some of the ownership rights or of fragmenting parts of the ownership can be done in two ways. There can be an agreement between two parties, a personal relationship, or there can be an agreement between an owner and another that he will attach the rights in that other, or the duties burdening himself to the land. This latter creates a relationship between the persons and things and is thus a real relationship, that is, one dealing with real property. In this situation, the rights and duties continue to exist irrespective of the continued existence of the persons; they depend on or attach to the land.

In the law of real property some of these sticks which comprise but part of the bundle of holding rights are called covenants and easements. They are simply written legal agreements whereby a property owner voluntarily accepts restrictions in relation to his exclusive enjoyment and use of his property in return for a sum; in other words, he agrees to sell a portion of his total bundle of rights to the land. The owner benefits from receipt of a purchase price for the rights and the land is protected from unnecessary development. At the same time, the owner's retention of most of the bundle, ensures his continued possession and enjoyment of the land.

There are restrictions and limitations in the law dealing with covenants and easements. It is not suggested that covenants and easements create a panacea for all parks problems. The paper merely suggests that these concepts should be utilized in appropriate

circumstances. The possibility of using these old common law concepts is enhanced in many jurisdictions where statutory provisions have modified or expanded the concept to give more effective protection. For example, in British Columbia, B.C. Hydro has a right to enter property to repair lines, to put through drains and sewers. Also the Heritage Conservation Act⁶ empowers the British Columbia Heritage Trust to enter agreements for the acquisition of a covenant or an easement with a person, including the Government of Canada or province. This provision which has been created to enable the Trust to protect British Columbia's heritage (including the scenic heritage), has been enacted to overcome the limitations previously referred to in the common law provisions respecting covenants and easements. Use of the provision may enable parks agencies to effectively protect many aspects of parks, particularly in relation to land in private ownership and land outside park boundaries.

Another concept which also relies on fragmentation of ownership rights deserves mention, namely the transfer of development rights. This concept allows for the development rights to be separated from the right to use the land. This concept recognizes that land has a hybrid status as a community resource as well as a private asset. When, through zoning or acquisition, we deny greater density use to a landowner, we make him an unwilling financier of a resource that the community desires. By transferring development rights, we recognize both the private and public aspects of the land resource. In order to use this concept, it is necessary to designate a development rights transfer district, where the amount of the rights that are stripped from the land for any given site can be utilized. With the transfer of its development rights, the land loses its speculative appeal and therefore eliminates the pressure that exists at present to develop land on-site to its full potential. This concept has the added advantage of allowing land to remain in private hands and avoids the public outlay of funds for acquisition of the fee simple. Just as any property scheme, the transfer of development rights concepts has its problems. For instance, there is a need to ensure sufficient demand for new construction in any area proposed as a transfer district.

Covenants, easements, transfer of development rights, together with zoning and contractual agreements are all mechanisms that should be more fully utilized if parks policy is to achieve its objectives in the next century. One of the major stumbling blocks to the greater utilization of these concepts is probably a lack of familiarity with them, by planners, parks personnel and lawyers alike. Yet, as the present system of acquiring absolute ownership in property becomes too costly to be feasible and too unwieldy to be effective, and fails to represent the holistic and systems nature of park preservation, other modes will have to be experimented with. The future of our national parks systems will depend on our creative use of all available legal mechanisms. Purchase of title is one mechanism, planning and zoning is another. Acquiring covenants, easements and transferring development rights is a third option, one which to date has been little utilized. Each tool is complementary; no one tool is adequate to effectively protect all aspects of our parks system. The diverse tools provided by the law have different strengths and weaknesses; they are not mutually exclusive.

Effective preservation of the existing parks system demands that we recognize the potential of private planning tools such as covenants, easements and transfer of development rights as well as private agreements generally. These mechanisms, in appropriate cases, can be used to take the pressure off park boundaries and to enhance the parks concept by recognizing the wholeness of the resource which we are attempting to protect and the artificiality of the boundaries which the federal ownership of title creates. In addition, in pursuing the parks policy objectives to have all significant areas represented in our parks system, we need to create new parks and this will require abandonment of the federal ownership concept. It seems impractical, artificial and outmoded and may inhibit rather than enhance the creation of any new parks.

NOTES

1. This paper examines the potential for use of covenants, easements and the transfer of development rights in

preserving park values and suggests that these legal tools can be more effective than acquisition of the clear title to land in creating new parks and in protecting existing ones.

2. National Parks Act, RSC N-13, s. 4.
3. National Parks Act, s. 3.1.
4. Rosemary E. Nation, "The Acquisition of National Park Land, A Challenge for the Future," Dalhousie Law Journal, Vol. 7 (1983), p. 260.
5. Similar private-public components exist in the Swedish system where the public is given wide rights of access to private lands for recreation.
6. RSCB 1979, c. 165, s. 20(b).

Coordinating Cooperation: The Need for Understanding¹

Julian A. Dunster

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Introduction

Coordinating cooperation between neighbouring land use agencies that have divergent operating philosophies is never simple. This paper examines some of the interactions between the British Columbia Ministry of Forests and Parks Canada. The location of the discussion area, outlined in Figure 1, is the Golden Timber Supply Area which lies in the Rocky Mountain Trench of British Columbia and is surrounded by five national parks and one provincial park. Two additional park proposals are pending; one would be an extension of Hamber Provincial Park and the other would be in the Selkirk Adamant ranges to the north of Glacier National Park.

Before cooperation between different land use agencies can be achieved, impediments to cooperation must be identified carefully; problem solving can then be a proactive planning approach, anticipating who the critical actors are and where the weak linkages and impediments will be.

In the first part of this paper I have classified, very broadly, how responses and attitudes arise; the reason for them and their implications (Figure 2). Figure 3 then outlines how some responses interact. The second part of the paper examines some specific issues, demonstrating how the responses and attitudes relate to Part 1. The discussion in Part 1 is rather theoretical but in order to appreciate the nature of the issues in Part 2, it is essential to understand how responses and attitudes originate.

Undoubtedly there will be some doubt as to whether or not the classification is correct. Is it too simple? Too complex? Are the examples fair or incorrectly classified. Such questions are appropriate. The classifications have been drawn together to stimulate further thought about how to achieve closer cooperative ties between these two land use agencies.

Because only two agencies are involved in this discussion, the linkages in the response and interaction process are relatively

Figure 1

THE GOLDEN TIMBER SUPPLY AREA AND
SURROUNDING NATIONAL PARKS

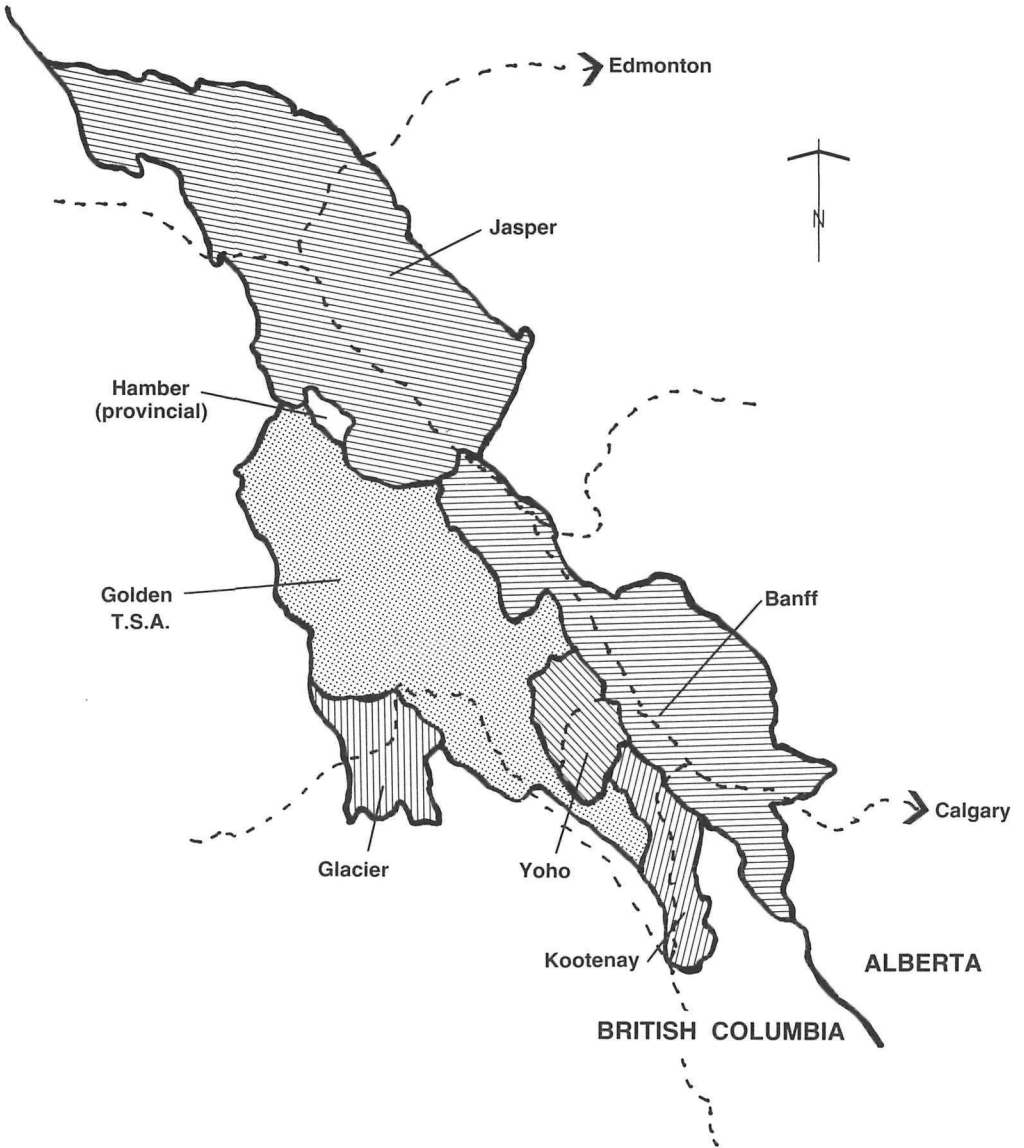
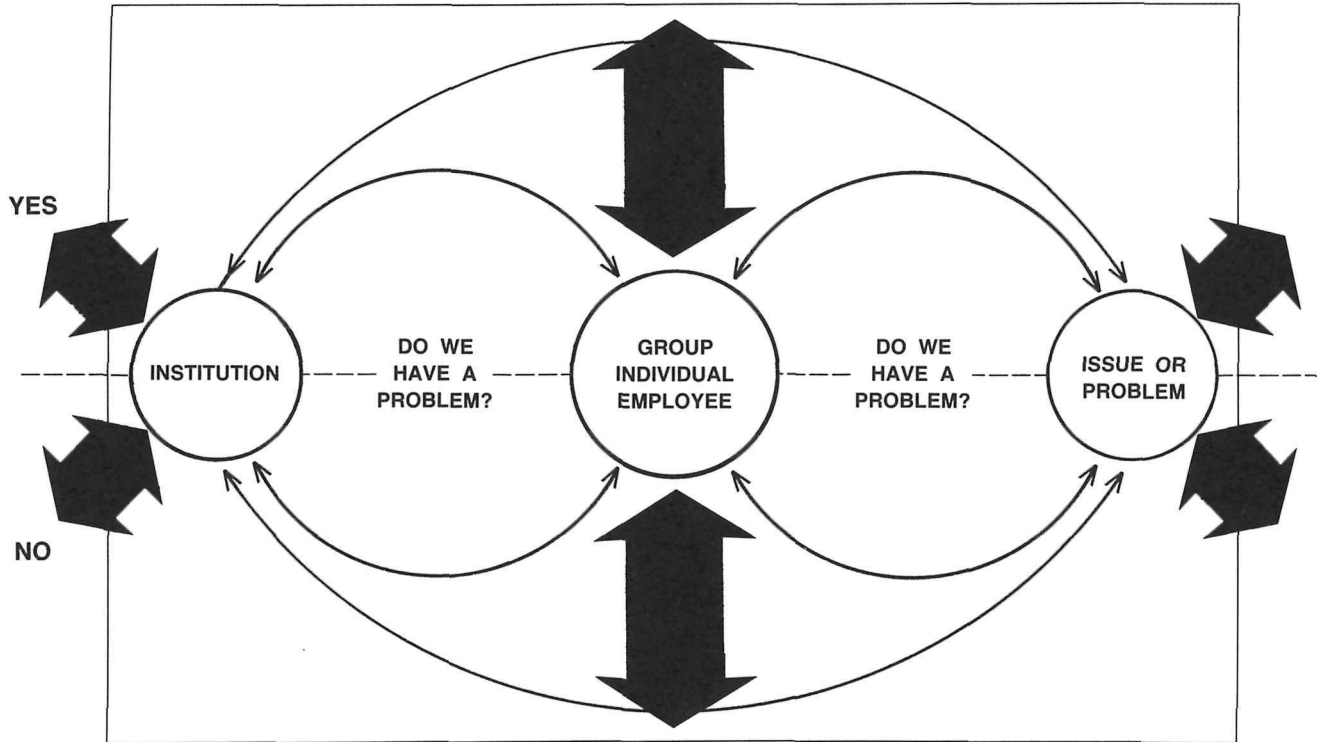


FIGURE 2
RESPONSE ORIGINS AND THEIR IMPLICATIONS

	Reason For Response	Result of Response
COGNITIVE/PERCEPTUAL	1 Problem not recognized due to lack of experience or knowledge.	1 No response.
	2 Problem acknowledged as minor or misinterpreted. Low priority if any. No further investigation.	2 "Not an important problem."
	3 Problem acknowledged. Higher priority. Examine problem. What action is needed?	3 "May be a problem."
ATTITUDINAL	1 Potential problem acknowledged but not very seriously.	1 "Not worth worrying about." "Sensitive issue. Ignore it." No immediate action.
	2 Problem acknowledged but still not considered high enough priority for action.	2 "More important things to do." No immediate action.
	3 Problem acknowledged explicitly. Ramifications researched. Active planning to promote a solution.	3 "Yes, we have a problem." Problem resolved sooner than later.

Figure 3

POSSIBLE INTERACTIONS IN RESPONSE TO THE QUESTION
'DO WE HAVE A PROBLEM?'



simple. Some controversies involve five or six land use agencies which not only makes the problem solving process very complex, but also delays a unilaterally acceptable solution. Reducing this complexity into a smaller, more understandable interaction, makes the planning process easier to follow and helps to reveal previously unknown or misunderstood impediments.

The opinions expressed in the paper do not reflect any one agency's point of view; rather, they are based on the author's experience as the former Ministry of Forests Planning Forester in the Golder Timber Supply Area. My overall perspective is as a Forester who believes that single use philosophies are not always valid; Canada's lands can surely offer us more than the mining of mineral and timber resources, and the Golden Timber Supply Area in particular, by virtue of its location, could, if managed differently, provide an example of properly integrated resource management.

Part One: In Theory

MANAGEMENT PHILOSOPHIES

Parklands usually embrace a preservation or conservation philosophy. By contrast, provincial land not in parks is usually designated for exploitation by mining, forestry, agriculture or urban development. As a first step in coordinating interagency cooperation, we must clearly understand the two philosophies; what do they represent and how are they being implemented?

PARKS CANADA

According to policy (Parks Canada 1982, p. 38) "National Parks are intended to protect representative examples of the diversity of Canada's landscape and marine areas for the benefit of future generations." Under Section 3.0, it is stated that:

Land Management within national parks differs markedly from that of most other lands, where effort is directed

towards modifying or controlling nature, producing crops or extracting natural resources. Within national parks, effort is directed towards protecting our natural heritage by maintaining the physical environment in as natural a state as possible. This fact has far reaching implications for the resource management of national parks in that many concepts or ideas which are relevant or essential to the successful management of other lands have limited relevance to the management of national parks. (Ibid., p. 41).

This preservationist outlook, which encourages nature to run its course, does have "far reaching implications" for the neighbouring land uses, especially with regard to the movement of pests and wildfires into or out of the national parks.

Under Section 3.2.3, it is stated that:

Manipulation of naturally occurring processes such as fire, insects and disease may take place only after monitoring has shown that:

- i) there may be serious adverse affects on neighbouring lands; or
- ii) public health or safety is threatened; or
- iii) major park facilities are threatened; or
- iv) natural processes have been altered by man and manipulation is required to restore the natural balance; or...(Ibid.)

Section 3.2.10 then states "Commercial exploration, extraction or development of natural resources will not be permitted in a national park." (Ibid., p. 42). As we shall see later on, implementing these policies requires understanding and tolerance on both sides of the park boundaries.

THE BRITISH COLUMBIA MINISTRY OF FORESTS

Crown land in British Columbia has a long history of resource exploitation. Today much of the province is administered under Provincial Forests, a mechanism which allows the Ministry of Forests (MOF) to closely scrutinize proposals for non-forest uses of the land. The Ministry of Forests Act, 1979, states that:

The purposes and functions of the ministry are, under the direction of the minister, to:

- a) encourage maximum productivity of the forest and range resources of the Province;

- b) manage, protect and conserve the forest and range resources of the Crown, having regard to the immediate and long-term economic and social benefits they may confer on the Province;
- c) plan the use of the forest and range resources of the Crown, so that the production of timber and forage, the harvesting of timber, the grazing of livestock and the realization of fisheries, wildlife, water, outdoor recreation and other natural resources are coordinated and integrated in consultation and coordination with other ministries and agencies of the Crown and with the private sector;
- d) encourage a vigorous, efficient and world competitive timber processing industry in the Province; and
- e) assert the financial interest of the Crown and its forest and range resources in a systematic and equitable manner (BC Ministry of Forests 1979).

Obviously the Ministry of Forests' primary interest lies in harvesting timber and not with preserving the lands and its resources.

DISCUSSION

On the boundaries of the Golden Timber Supply Area, these two divergent philosophies are trying to coexist, but a lack of inter-agency cooperation or an unwillingness by either party to incorporate neighbouring lands use issues into their respective planning schemes has the potential to leave the National Parks as "islands" in a sea of exploitation.

However, we would be naive to think that any land use agency will routinely seek innovation and change from outside agencies. Twilight (1983), in discussing the US Forest Service, points out that:

...organizational decision making consists of a sequence of activities carried out by agency members, whose behaviour is determined by three influences: structural, informational and shared motivational factors of the organization. In the case of the [US] Forest Service, the shared motivational factors include both the agency's internal value orientation and a second, hidden value implicit in all organizations which serves as a primary reference group for the members: the organization itself. Thus, in the event of any conflict, all of the above

values and premises comprising the Service's frame of reference would be expected to be ordered in such a way as to sustain and enhance the welfare of the organization.

These comments could just as easily apply to Parks Canada or the British Columbia Ministry of Forests. D'Amore (1973) takes a similar argument one step further by identifying two other important pressure groups: the Professional Foresters and the forest industry.

A number of persons...question if forestry is truly a profession. Their sentiment is that foresters, until the last few years, have been trained in the tree farming and harvesting, and little else. One Deputy Minister stated quite frankly that "much of the inadequacy of current forest use can be traced to the inadequacy of the forester - he is a technician trained to produce wood - a professional has to have social concern." Foresters also seem to generally align with industry on major issues regardless of whether they are employed by industry, government or the university.... Forestry services in Provincial Governments seem to illustrate the same traits as US regulatory agencies, i.e., they build up a sense of identity with the industry they are supposed to regulate. They adopt an advocacy role on behalf of the industry towards other departments. (D'Amore 1973).

So it becomes easy to see that the Ministry of Forests is not only responding to its own perceptions of what its organization should be, but it is also being influenced by the Professional Foresters and the forest industry and what they think it should be. All of these external pressures not only influence how policies are implemented, but they also make cooperation on non-harvesting issues much more difficult to achieve.

With such incompatible land use philosophies, the question remains: is cooperation possible? The answer is yes, but to be successful we must understand what impediments exists, where they are located and how they can be overcome.

IMPEDIMENTS TO COOPERATION

Many responses and impediments arise as a result of inherent deficiencies in the institutional framework; deficiencies in

understanding, experience or job freedom which effectively block cooperation until they can be resolved. An understanding of individual and organizational behaviour will help to reveal how responses and attitudes are derived.

A three stage process must be executed before cooperation can be possible:

- review the philosophy of the organizations
- review how this philosophy is being promoted
- review the individuals within the organizations.
- Find out their biases and if they are receptive to inter-agency cooperation.

These three stages will yield a set of responses which must be understood.

CLASSIFYING RESPONSES

Figure 2 outlines some typical responses and how they arise. These responses have been split into two types, the first of which is labelled cognitive/perceptual and the second attitudinal. In strictly theoretical terms, the first type could be further subdivided since there are subtle differences between cognition and perception, but for our purposes these differences are not too important (Newman and Newman 1983).

In either type of response there are three basic levels ranging from negative, through neutral to positive. Within this classification there is room for a range of problems and issues, each one of which, depending on its stage of evolution, may actually apply at one or more levels. Factors affecting the response will include what the respondent thinks his or her organization wants him or her to say, and what the listener interprets the response to mean. This may lead to some very complicated social interactions.

COGNITIVE/PERCEPTUAL RESPONSES

Cognition, the process of learning and perception, and the arrangement of sensory experience into meaningful information

together influence the initial stages of responses. The no response situation (level 1) may be due to an individual's inability to recognize the problem, either due to a lack of previous experience or a lack of knowledge. In either case, there is no response because no problem is seen. The simple remedy is education; outline the problem, its potential effects and possible ways in which it could be resolved. Having educated the individual - or organization - another response can be solicited. If the response is still negative then the education process has not been successful. If the new response is at a second level, that is, neutral, then further education may yield a third response, the third level.

Although the neutral and positive responses both acknowledge the existence of a problem, it is only at the third level that serious reviews are put into action. The problem is examined and then a decision is made as to whether or not the problem merits further action.

ATTITUDINAL RESPONSES

The second type of response is attitudinal, that is, how we match new information to previously held beliefs. A negative attitude may derive from a neutral response in the cognitive/perceptual area; the problem is acknowledged but is misinterpreted - perhaps as a result of training, education, professional or institutional bias - and is therefore assigned a very low priority, if any. A second reason for a negative attitude may be that the organization is exerting pressure to avoid a positive response because the issue is sensitive or somehow unsavoury. In this case the response may not be a personal attitude, but rather one that is being enforced by "higher authorities." This type of response is difficult to understand because the enforcement is usually by way of confidential memoranda which are rarely available to all the employees, far less the people outside the organization.

A neutral or positive attitudinal response will derive from a neutral or positive cognitive/perceptual response. Either the problem is recognized but misinterpreted and therefore not

considered important, it is examined but then given a low priority, or it is recognized as a high priority for action. In the latter case the problem will be examined and reviewed and possibly resolved sooner than later.

RESPONSE INTERACTIONS

Having classified the origins of typical responses we can now examine how some of these interact. Figure 3 outlines the basic interactions possible in response to the question "do we have a problem?" The institution (or organization) represents the people who have the mandate and authority to effect change. The individual, employee or group represent the next level of interaction and the problem or issue is represented by any of the above, depending on the specific nature of each question.

Beyond this three part interaction is the general public; an amorphous mixture of individuals and organizations with varying opinions on many issues. The public can exert influence at any of the three stages, either in a positive or a negative manner. Additionally, the people beyond the interaction receive responses or perceive attitudes from each of the three stages. This in turn will determine further levels of response at other points.

As an example of how this interaction might work, let us consider a hypothetical example. The institution - for example, Ministry of Forests - as a result of external pressures and a third level of cognitive/perceptual response, asks one of its recreational staff at the local level: "Do we have a problem with access planning on the park boundaries?" The individual - in this case, an employee - then examines the issue and responds. If the individual fits into a cognitive/perceptual level one category - that is, through lack of experience or lack of knowledge, they are unable to see any problems - the response will be "there is no problem," a negative or at best a neutral response. This response may or may not satisfy the questioner. That will depend upon how well the organization knows and trusts its employees. If the questioner is still uncertain, he can bypass this employee - or ask another one - and examine the issue directly. If the questioner is also in the

first level of cognition/perception then the institution will not recognize the problem; the issue will remain and ignorance will continue to be bliss.

Such a response should not eliminate the chance of further activity. If the issue, access planning on park boundaries, receives the negative feedback, so that Parks Canada hears the Ministry of Forests is apparently not concerned about this issue, they still have the opportunity to exert influence upon the issue and thus raise its profile. Note that any attempts to influence the other two actors in the interaction - the individual or the institution - have a low chance of success because they have recently examined and rejected the issue; but if the issue is thought to be a serious problem by Parks Canada and the agency exerts enough pressure on the issue to raise its profile, the other actors will be forced to reassess it. This may lead to another response; "yes, we do have a problem with access planning on the park boundaries."

The ideal situation would be to have a cognition/perception response at the third level from both the institution and the individual at the start of the interaction. The worst scenario then becomes that the problem is acknowledged but no immediate action takes place. The best scenario is that acknowledgement leads to resolution. If a positive attitude can be maintained, the question will eventually change to "do we still have a problem?" Success comes when the answer is "no, we have resolved it."

Of course the above example is rather simplistic when explained this way. In reality, there are many such interactions taking place simultaneously. In Figure 3 there are six possible responses (excluding the question which is posed in a neutral manner) which give twenty potential interactions. By adding additional interaction, the complexity will increase very rapidly.

Figure 3 makes no mention of the time lag in these interactions; they could take place over days or many months. One way of initiating a series of fairly rapid responses and interactions would be to feed positive information ("yes, we do have

a problem") into all three stages simultaneously. In this manner each stage will receive the positive message at the same time which will raise the level of awareness throughout the institution and will also raise it in the public consciousness as well. If the message is effective it will automatically shift the responses to the third level of cognition/perception and if the momentum of inputs can be maintained, there is a good chance of gaining a third level of attitudinal response as well.

This technique is limited in its application because it will necessitate large changes in existing priorities and therefore the technique is probably best used in response to a situation that required immediate action; mobilizing people and resources to cope with large disasters such as the Ethiopian food crisis, or at a smaller scale, responding to crises which threaten life and property, such as out-of-control wildfires.

Part Two: In Practice

ORGANIZATIONAL CONSTRAINTS

Now that we understand how responses and attitudes originate, we can use this information as a "response predictor;" a guide to help us move ideas or suggestions for cooperation through a bureaucracy. As a first step, it is useful to look more closely at some more organizational constraints; namely institutional, individual and planning constraints that affect Parks Canada and the British Columbia Ministry of Forests.

Institutional Constraints

As we saw earlier, institutions have their own identity based on their perception of what they feel their attitudes and philosophies ought to be. In this particular case, Parks Canada promotes wilderness in the National Parks and the Ministry of Forests promotes timber exploitation on provincial crown land. Both bureaucracies are constrained by an entrenched sense of institutional idealism which, in some instances, will preclude

cooperation. This will be especially true if cooperation is perceived to mean compromise of the institutional philosophy.

Take for example, the ever-increasing pressure by the forest industry, some professional foresters and parts of the Ministry of Forests, who collectively are trying to gain logging concessions in National Parks. The Beaver River in Glacier National Park is a good example. It has been informally targeted by these groups as a "rational" area for land exchange. This "rationality" is based on the notion that national (or provincial) parks should contain snow, ice, rocks (as long as they cannot be mined) and any timber which is non-commercial. Such an ideal virtually eliminates trees from the parks. Naturally the parks' proponents reject such notions as being incompatible with their philosophy, so no solution is possible or offered by them.

Continual rejection by the parks people gives a negative response to the forest industry and we have already seen that the industry influences the Ministry of Forests. Conceivably, when another, unrelated issue arises which has the potential for cooperation, institutional biases will make resolution little harder to achieve. Downing (Dooling 1975) touches on this briefly.

The opinions of managers on matters of this kind are important. Attitudes and biases of managers may influence the degree of effort they put forth in attempting to meet the needs of various clientele groups....

Managerial attitudes might also be determined by considerations such as work loads, budget cutbacks, continually changing demands from more senior levels, and the proximity of any one person to retirement or promotion. All of these factors will engender a "why bother" attitude throughout the various levels of the organization.

Individual Constraints

The factors affecting the institution may also affect the individual but there are other, more subtle constraints as well. Within any one peer group, it is always difficult for an individual to propose and achieve major changes. Not only is there strength in

numbers (weight of opinion), behind which many people are content to shelter, but there is also the fear of being ostracized by the system or by peers. Loss of face is a fear which tends to help in maintaining the status quo. Brown (1984) cites this as one reason why professional foresters are not more outspoken; the system always closes ranks to protect itself first.

Lack of morale in an organization, which is basically an accumulation of individual dissatisfactions will also tend to create negative responses. Finally, there are many individuals, both bureaucrats and members of the general public, who are always willing to let someone else do the work. This attitude is usually unhelpful and needs to be identified early in the impediments analysis.

Although individual constraints tend to be very complicated, it is at this level that a personal contact can be established most easily. Recognizing and working with these constraints (or helping to modify them) is the simplest way to start the cooperation process.

Planning Constraints

The planning process is initially determined by the institution or the individual, but if the time limits or problem definitions are set up in isolation of all other affected parties, the process will restrict the extent of possible cooperation.

The Four Mountain Parks planning process is an example. The planning committee does not have any outside agencies, such as the Ministry of Forests, represented on it. Yet, some of the publicity during the public involvement process acknowledges that the "National Parks are not islands isolated from the surrounding lands. Parks Canada seeks to cooperate with provincial agencies in order to resolve problems of mutual concern and maintain parks' role in resource protection." However, contact with the Golden Ministry of Forests was initiated by the author attending a public involvement meeting and not by the Parks planning team seeking comments from the Ministry.

Even after the discussions that subsequently occurred, the draft statement A Planning Scenario for the Four Mountain Parks Block, (Parks Canada 1984), dated November, 1984 contains only one very brief reference to the interagency cooperation and no mention of several of the issues discussed. The main focus of the statement appears to be on recreational opportunities and how to manage them. Management of the biophysical resources receives much less attention.

Does this paucity of discussion indicate that the Four Mountain Parks planning team did not consider boundary issues a problem? Perhaps there were very few responses to the question: "Do you have any concerns about activities along the park-provincial boundaries?" Perhaps boundary issues are seen as a politically sensitive issue, better kept out of such a public planning process and best left to the individual parks to wrestle with as they see fit.

Whatever the reasons are, the overall Four Mountain Parks planning response seems to fit into the second level of cognition/perception and the first level of attitudinal response. Perhaps if the individual concerns develop into more significant issues, this response will move up to a more positive level.

SPECIFIC ISSUES AND THE PRESENT LEVELS OF RESPONSE

So far discussion has focussed on the philosophical aspects of interactions between Parks Canada and the Ministry of Forests. Some very specific issues will now be discussed. Because of the complexity and interrelationship of these issues, they are not presented in any priority.

Pest Problems

In the past five years there have been epidemics of mountain pine beetle, spruce bark beetle and hemlock looper in the Golden Timber Supply Area. Most of the infested timber has been well away from the park boundaries and has not been a threat to the parks. There was a minor infestation in Kootenay National Park which was

controlled by a cut and burn program, jointly executed by the Ministry of Forests in Golden and the federal Northern Forest Research Centre in Edmonton.

A small infestation in Yoho National Park at the west gate was not treated but if this results in future infestations on neighbouring crown forest land, a cost sharing commitment for control has been made (Gill, Fisk 1985).

These cooperative efforts were successful and fit into the third level of attitudinal response (Figure 2). There are other examples which fall short of this ideal.

The Canadian Pacific Railway (CPR) runs through Glacier National Park and as a part of the new track twinning project through the Rockies, the CPR was obliged to participate in public hearings. Part of the project involves a ventilation shaft for a tunnel under Rogers Pass. The shaft, carefully screened by trees, is located on the south side of the Rogers Pass summit. During the hearings I asked the CPR or Glacier National Parks, whether any studies had been conducted on the susceptibility of the tree cover to insect infestations. The answer was no, and clearly the response fitted into the first level of cognition/perception. Nobody had thought of the problem. In subsequent discussions after the formal hearings, the response changed to the third level and presumably has been investigated. The final outcome of this was a recommendation that new trees should be planted to "maintain continuity of the visual screen in future." (FEARO 1983).

Another example, at a much larger scale, involves the highway corridor from Golden to Banff along the Trans-Canada highway. Approximately 100 years ago most of this valley was burnt over by the early railway builders. Today it forms an almost homogenous stand of lodgepole pine; ideal territory for a major mountain pine beetle epidemic. As we have already seen, the National Parks philosophy is to let nature run its course when possible. If the infestation was moving from west to east, that is, into the parks, then the Ministry of Forests has little to be concerned about since

its timber responsibilities are not threatened. It could, however, pose a dilemma for the parks.

There is a hypothetical line established in the National Parks beyond which the beetle must not migrate. This line runs north/south and bisects Yoho National Park through the Yoho Valley and Lake O'Hara region (Fisk 1985). Obviously, there has been some examination of the issue and the attitudinal response currently sits at the second level; there is not a problem at the moment.

It will be interesting to see how this develops in the event of a major beetle epidemic. Certainly we can expect to hear a strong lobby from the local forest industry. They will want to enter the parks and start "salvaging" the attacked wood. Parks Canada will respond that this is not permitted within the National Parks unless neighbouring land uses are threatened (in accordance with policy). The Ministry of Forests will come under some pressure to join the pro-logging lobby but will be able to pass the decision to Parks Canada without making a commitment either way. The unknown factor will be public reaction.

Many people travel along this highway and the sight of so many dead and dying trees is bound to be controversial. To some extent, this controversy will be determined by the state of the economy. If the forest industry is in good health at the time of the epidemic, the public outcry will be less because people will be employed and not as concerned. If the forest industry is not in a healthy state and wood costs are high relative to the end product value, the outcry may be much greater, as people see accessible, low cost wood being wasted.

Time will bring additional problems after such an epidemic. So many dead pine trees will be a major fire hazard, especially if the fire moves close to Banff townsite. Of course if nature was allowed to run its course, fire, lodgepole pine, pine beetle and another fire would be the normal cycle of events. If this beetle epidemic does take place, there will probably be some very heated debates and interactions between the resource exploiters and the resource

preservers. Some advance understanding of the philosophies and likely responses would serve both parties well.

Fire Problems

There are two forms of fire which are of concern; wildfires started by lightning strikes or careless people, and prescribed fires which are used to manipulate the area in some manner. The Canadian landscape has been largely determined in response to factors such as natural and cultural fires. Many ecosystems are fire dependent and the lack of fire is an unnatural sequence (Thompson and Nelischer 1979; and Hendee et al. 1978). This presents a problem for Parks Canada because the agency has usually tried to suppress wildfires. Within the National Parks, the lobby in favour of letting wildfires burn is gaining ground, evidence of which is shown in the draft statement A Planning Scenario for the Four Mountain Parks Block.

Cooperation on wildfires between Parks Canada and the Ministry of Forests is already established. A fire cooperation zone, one mile wide, exists on either side of the common boundaries. Within this zone either agency will help to suppress wildfires. In the past five years the agreement has been required only once.

In the absence of wildfires within the National Parks, consideration is now being given to the use of prescribed burning, usually in an effort to improve ungulate habitat, either as browse or to help animal movement. This reflects a change of attitude by Parks Canada from negative to positive. While this change of attitude is evolving within the parks, there is still room for more cooperation beyond the park boundaries.

During the spring of 1984, the Ministry of Forests assisted the British Columbia Fish and Wildlife Branch to prepare and burn some areas of land alongside the Trans-Canada highway, just to the west of the Yoho Park boundary. Undoubtedly the fire will have increased the amounts of browse available and thus ungulate usage, but the location of this prescribed burn is uncertain.

Parks Canada, during the public hearings on the twinning of the highway through Banff National Park, came under criticism for the high mortality rates of ungulates on the road. This resulted in fencing large parts of the new road and providing underpasses for the animals (Canada Public Works 1981). Yet, on the other side of the parks, Fish and Wildlife personnel are encouraging animals to feed right next to the road; presumably due to a first order cognitive/perceptual response. Again, interagency cooperation would benefit both parties and since the animals experience difficulty in knowing exactly where the park boundaries lie - except during the hunting season - more cooperation might benefit them as well.

Access Problems

Within the boundaries of the National Parks the extent of wilderness areas is rapidly shrinking, even though the physical boundaries are not changing. This reflects the increasing activities beyond the boundaries with logging on the western side and oil/gas exploration on the eastern side. Much of the common boundary between the Golden Timber Supply Area and the National Parks lies along mountain tops and ridges and therefore the effects of exploitation are not visible to park users. There are some major exceptions. Logging activity defines the boundary (or is visibly close to it) in the Beaverfoot Valley (Kootenay and Yoho national parks), Blaeberry River (Howse Pass), Bush River (Columbia Icefields) and Wood River (Athabasca Pass).

In many of these areas evidence of exploitation is visible from a long way within the park, thus eliminating the sense of isolation that these areas once had. In the Beaverfoot Valley, the boundary and this effect is likely to become more prevalent in future years.

If logging proceeds right up to the boundary, there are additional questions about edge effects and how ungulates and other animals will react to this. Generally ungulates need thermal and hiding cover as well as a source of browse (USDA Forest Service 1979, 1980). So there is a transition zone from open areas through the edge of the forest into the enclosed canopy areas. The question is, which side of the boundary should the transition zone start and

finish? Parks would clearly prefer that the transition zone be located beyond their boundaries. The Ministry of Forests and the forest industry argue that logging should proceed right up to the boundary, in which case the transition zone starts at the boundary and moves into the park. To date this issue has not been serious but with increasing pressures to clear cut the area, some proactive planning would help.

Increased harvesting activity also provides more road access, thus opening up previously inaccessible areas to cars, trucks, hunters, bikers, snowmobilers and skiers. This may be a positive aspect in that these are potentially multiple uses for a logging road, but increased harvesting puts the remaining wildlife under more pressure and leads to greater concerns about poaching from the parks and fire hazards in the backcountry.

Another problem with the use of logging roads for recreational access is that many of these roads are not continually maintained, so there may be occasions when roads are impassable. A good example would be the West Columbia Forest Service road which gives access, via trails in Palmer and Swan creeks to the alpine areas of the Selkirk-Adamant ranges. In some cases, if there is no active logging in the area, the justification for maintaining the road would be for fire access or because of anticipated work in the near future. If the only other justification is for recreational access, there is reasonable chance that the road may be closed to vehicular traffic. Once an access plan has been drawn up - so far it is only complete in the Beaverfoot valley, next to Yoho and Kootenay National Parks - it will be simpler to know which roads are open and which are closed.

The response levels on the issue of access planning on the boundaries are quite different. Parks Canada is generally quite concerned and has a level three attitudinal response. The Ministry of Forests, although it is aware of the broad issue, has not yet seriously studied it and therefore has a first or second order response in both the cognitive/perceptual and the attitudinal categories.

Trail Access Problems

Trail access is generally limited to foot, horse, ski or snowmobile traffic. The problem is not that the trails exist, but that the standards of the two agencies are quite different. Not only does Parks Canada advertise its trail network, but it generally has high standards for maintenance. By contrast the Ministry of Forests, under its recreation policy of providing "rustic" recreational facilities, has lower standards for trails, many of which start in cut blocks. As a result of more remote harvesting, many trails are becoming much shorter because people follow the logging roads to the end first, before starting their hike.

With greater cooperation there is a potential for some very good trail networks linking both areas but recreation activities within the Ministry of Forests traditionally receive very little or no attention and even less funds. Thus the Ministry of Forests responses on trail maintenance are in the first or second levels of cognition/perception and at the first level of attitudinal response.

The two historic trails in the south of the Golden Timber Supply Area are the Howse Pass and Wolverine Pass. Logging has proceeded to within a few kilometres of both passes. In the north end of the Timber Supply Area lies the historic Athabasca Pass, one of the main fur trade routes which helped to open up British Columbia. It is no longer possible to follow all of the trail, because of the construction of the Mica Dam and subsequent flooding by the Columbia River. However, by following the Wood River upstream and by looping back to the east around Fortress Lake (Hamber Provincial Park) it would be possible to create a very high quality trail traversing some of the finest wilderness areas in the Rockies.

The forest along the Wood River and leading to Pacific and Jeffrey creeks is slated for logging. If a cooperative effort was made now to establish a new trail network before logging took place, it would be possible to preserve parts of the historic trail.

If the opportunity is not taken, logging activity may well eliminate forever the upper end of the trail and its wilderness setting.

Strangely, there has not been much pressure from Parks Canada to pursue this opportunity which seems to be a neutral response. The Ministry of Forests is aware of the potential for a linking trail, but it is not actively pursuing the idea and the forest industry is pushing ahead with its plans to log the area. Of all the undeveloped areas in the Golden Timber Supply Area, this is the one that has tremendous potential for a cooperative trail network.

At the present time there is a provincial park proposal covering this area (Pacific Creek and the upper part of Wood River, and the Clemenceau Icefields) since Parks Canada has apparently declined to extend its boundaries. As a result of this proposal and another one covering the Selkirk-Adamant ranges, these two areas have been left out of the recently gazetted Kinbasket Provincial Forest, pending further evaluation by the provincial Parks Branch. This is a third order cognitive/perceptual response by the Ministry of Forests although what the attitudinal response ultimately will be has not yet been determined.

Another example of the lack of interagency cooperation which often pervades the region is seen in the Sunshine meadows in Banff National Park. With the installation of a year-round gondola facility, it is now possible to gain easy hiking access to the meadows during the summer months. The increase in foot traffic caused Parks Canada to build a gravel footpath through the meadows leading to a lakeside resting point. The contrast between this path, which blends into the landscape quite well, and the tracks leading off into Assiniboine Provincial Park, is very noticeable. In the provincial park there are five or six deep ruts running alongside each other. This is a prime example of an area where interagency cooperation would provide more consistency.

The Future

So far the discussion has been about specific issues that already exist or issues sufficiently well anticipated that action can be taken when necessary. But what of the future?

The Ministry of Forests in British Columbia has initiated several medium and long-term planning strategies, one of which involved identifying the timber supply for the next twenty years. In the Golden Timber Supply Area, this supply amounted to approximately 16 or 17 years. Beyond this time, the wood supply is questionable and major changes could be expected. Considering that this supply included most of the remaining timber left in remote and environmentally sensitive areas, it is clear that the future options for the forest industry are very limited.

One of these options might be to lower the present annual allowable cut of 650,000 m³, thus making the wood last a little longer. The second Yield Analysis for the Golden Timber Supply Area, which was started in June, 1984, will probably address this option amongst others. A second option would be to start a very extensive reforestation and intensive forest management program. This option is not likely to happen for a while though, given the present government's lack of interest in forestry - a first order cognitive/perceptual response which appears to be based on misplaced economic priorities.

This anticipated shortage of wood supply will lead to increasing pressure on the surrounding parks. Logging will take place along the park boundaries, up to the alpine areas and into the farthest parts of the remotest drainages.

In addition to the shortages already predicted there is a further problem. The Canadian Council of Resource and Environment Ministers decided in the early 1980s that for Canada to meet the anticipated increase in world demand for wood fibre products, would require a 40 percent increase in the harvest levels between the early 1980s and the year 2000 (Roberts 1981). Since the wood supply

is already dwindling very rapidly, where will this extra 40 percent come from? One source will be the second rotation forests planted some years ago, but these will not be enough to sustain the present harvest levels, far less an increased one. A second source would be national and provincial parks, especially those that contain easily accessible wood.

The scenario at the turn of the century - or earlier - might be thus. Due to a lack of government commitment little or no silvicultural work will be carried out for the next decade or more. This will follow the status quo option presently developing in British Columbia. Wood supplies will be located in increasingly remote areas, and on more sensitive sites, and thus will be increasingly expensive to harvest. Government subsidies will increase to keep the industry, and therefore community stability, intact. An industry lobby, backed by the professional foresters and tacitly agreed to by the Ministry of Forests, will put pressure on the so-called "single use" areas to allow logging of timber. If this lobby coincides with an epidemic of pine beetle in the parks, there will be some very bitter debates and the two sides will become polarized. Environmental concerns may be sacrificed to meet the needs of a timber hungry and heavily subsidized industry.

Although this is a depressing scenario to envisage, it should not be treated too lightly. An alternative scenario might be that the harvesting costs prove too much to subsidize, in which case the annual allowable cut will fall drastically (already acknowledged in the 1981 Yield Analysis for the Golden Timber Supply Area as likely at about 2030 to 2040). Again, major changes will take place. Some form of forest industry will continue in the area but it may well be at a very reduced level, operating on a smaller land base and with greater intensity.

In either scenario major changes can be expected, but in the meantime logging activities will continue to make the National Parks "islands" of nature surrounded by a sea of exploitation. One way of changing this "island" perception might be to actively manage the neighbouring crown land as a buffer zone between the wilderness and exploitation areas. Within the Golden Timber Supply Area only one-

third of the land is classified as productive forest land (BC, Ministry of Forests 1981), the remainder being rock, ice or inland waters. Parts of this non-productive land, particularly the upland alpine areas, could be designated as provincial wildland or wilderness or even as a provincial park. If this was done, the land base could then be managed to promote recreational activities over a broad spectrum, ranging from uses compatible with harvesting (snowmobiling, hunting, all-terrain vehicles) through a zone of restricted use (foot traffic only and helicopters) to the true wilderness areas of the National Parks (foot traffic only; no helicopters).

The exact details of how this would work still need attention, although preliminary thought has been given to the concept by the Association of British Columbia Professional Foresters (1982) and the Ministry of Forests (1982). Experience in the United States with this concept of varying use zones, suggests that the way in which land use is designated and the labels attached to the land designation, may be just as important as the concept itself (Anderson 1981).

The Man and the Biosphere program operating in and around Waterton Lakes National Park in Alberta, provides a useful example of what can be achieved if cooperation is properly coordinated. Many of the local residents in the Golden area have been promoting the concept of integration for many years; not only would it help to buffer the National Parks but it would also help to strengthen Golden's potential secondary industry, namely tourism opportunities.

As a first step in promoting further cooperative efforts between the Ministry of Forests and Parks Canada, both agencies should form a joint liaison group to discuss how and where greater cooperation can be achieved.

Conclusion

This paper has outlined, primarily by reference to the Ministry of Forests and Parks Canada, some of the complexity which determines institutional and individual perceptions and attitudes, and how these affect problem identification and resolution. Coordinating cooperation between such philosophically different agencies is not simple but several examples have been shown where this has been successfully achieved.

We have also seen examples where cooperation is difficult or impossible to achieve unless one of the parties seriously compromises its beliefs, and we have seen examples where establishing or furthering cooperation would help promote the aims and interests of both parties.

The theoretical discussion in Part 1 has a broad applicability to many organizational and individual interactions. Here it is a first step in understanding why certain types of response arise and what their implications will be. Further debate and refinement of these ideas should promote more ways of coordinating cooperation between agencies, particularly the Ministry of Forests in British Columbia and Parks Canada.

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NOTES

1. This paper addresses a range of constraints found to exist exist between neighbouring land use agencies that have divergent operational philosophies. Ways of "working together" are suggested to resolve management issues within and adjacent to Kootenay National Park, British Columbia.
2. Julian A. Dunster is a graduate of the Faculty of Forestry, University of British Columbia and formerly Ministry of Forests Planning Forester in the Golden Timber Supply Area, Nelson Forest Region, British Columbia. He is currently a graduate student at the University of Waterloo, Waterloo, Ontario.

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**Native Heritage Parks:
What They Are, Why We Need Them,
How They May Be Achieved**

David S. Marshall and Heather M. Koulas

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Introducing the Concept

This paper introduces and outlines the concept of Native Heritage Parks, their possible utility and route of implementation.

The general nature of "native heritage parks" may be understood if they are thought of as being equivalent to National Historic Parks, as these exist in Canada, provided that it is kept in mind that the heritage referred to is the history and pre-history of the aboriginal peoples in Canada rather than the history of the development of the Canadian state and its predominant society.

While this comparison is perhaps a useful way to introduce an unfamiliar concept, the parallel with National Historic Parks is not entirely complete. Differences in the two concepts arise from differences in the native, as compared to the non-native, past.

The most obvious one is that the native presence in North America extends into the past at least 10,000 years further than does the non-native presence. All of the great "extra" span of time is pre-historic, in the sense that it predates the written record and consequently scientific evidence about it is obtainable only through recourse to archaeological methods.

A second difference is that while the historical period in North America is roughly the same for both native and non-native groups - it began with the advent of the Europeans - the histories of the two groups are clearly not. As Everett C. Hughes has observed, "Many are the parts of the world where a number of tribes, separate in organization and more or less different in culture, have been brought under a single authority by invaders."¹ And so it is clear that the advent of the Europeans holds a very different significance for the nation-states which arose out of that event, than it does for native society and government, which in consequence suffered a protracted disintegration.

It is in this sense that the histories of the two groups are not only different, but are different histories. To use the language of National Historic Parks, "the persons, places and events" which are of importance to one history, are not necessarily those of importance to the other. And where the events, and so on, are the same, their significance is likely to differ - rather markedly.

Because of these differences we have coined the covering term, "native heritage parks," which as a concept may be subdivided into "archaeological parks" and "historial parks," depending on the principal method used to recover and reconstruct the past. While this distinction is related to that of the periods before and after European contact, it is not identical to that division. This is because all heritage parks which deal with pre-contact times are necessarily archaeological, but those which deal with post-contact times may be either archaeological or historical, depending on the predominant method employed.

But regardless of the type of park, we might ask ourselves, those of us who are non-native - why does there not currently exist a suitable commemoration (if that is the appropriate term) of a place as important as the site of the last great potlatch on the British Columbia coast, and of the RCMP raid that broke it up. And why there is not a heritage park to commemorate the events surrounding Maquinna, the great Mowachat chief? He is accounted by the prestigious Dictionary of Canadian Biography as "one of the most important Indian leaders in the area during the early contact period...(whose) role in this phase of northwest coast history is as significant as that of any of the Europeans who sailed into Nootka Sound."

The general neglect of the native past results, we suspect, simply from the fact that it is a distinct history and pre-history; distinct from that of the groups who hold majority membership in the Canadian state. And so none of the usual reasons that people want to know about the past - such as "where did we come from" and "how did we get where we are today" - apply to this legacy. Or rather,

these reasons apply only to native persons, who are distinctly in the minority.

A CLOSER LOOK AT ARCHAEOLOGICAL PARKS

Because "history" is a more widely familiar concept than is "archaeology" and because so much of the native heritage parks concept depends on archaeology, it requires a short separate treatment.

Scientific archaeology proceeds mainly by means of controlled excavation, to recover cultural artifacts in context. Contextual information is as important as the recovered objects themselves, since it is "context" that helps to explain or "locate" the artifact and its function. And artifacts themselves - as the remains of the material culture of a people - are of importance only insofar as they help to reconstruct the non-material culture of the society which produced them. "Archaeology" is thus "anthropology" by a different method.

If this last point is understood, then the nature and purpose of archaeological parks may be readily understood as well. In its most abbreviated form, the purpose is to present to the lay public, cultural artifacts and reconstructions, in such a way and in such a place that they are made intelligible in terms of the non-material culture of a past society, and to do so with an effectiveness which is not possible to achieve in a museum.

Utility of the "Native Heritage Park" Concept

While the general nature of the concept should now be clear, its usefulness or value to society may not be quite so evident. We believe that the utility of native heritage parks may be expressed in terms of the interests of three principal groups: native people, scientific specialists and the general public. In what follows we will attempt to describe these interests, and to show how each may be furthered by the native heritage parks concept.

NATIVE PEOPLE

The relationship between native people and the Canadian state is undergoing a profound redefinition. One evidence of this is 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." Talks are currently underway in native claims negotiations to define aboriginal and treaty rights. Concurrently, the Penner Committee of the House of Commons has recommended acceptance of a new federal relationship with what it called "Indian First Nations," an essential element of this new relationship to be recognition of Indian self-government.²

It is against this background that any proposal for native heritage parks must be seen. One aspect of claims negotiations is governmental: increased native control of all things native is likely to exist in the future. A second aspect is proprietary: the archaeological resources and sites, and even the land itself on which native heritage parks might be developed, may belong to native people. These two factors combined are likely to result in a strong native role in determining the content of any native heritage park program that might evolve, as well as in developing specific arrangements for the establishment of particular parks.

A second aspect of the native interest, as it is likely to be defined by natives themselves, is economic. Indians, for example, have an average income of one-half to two-thirds the national average, with unemployment rates averaging 35 percent of the working age population, and reaching 90 percent in some areas. Properly planned, a program of native heritage parks could provide jobs and incomes otherwise unavailable to natives in remote areas.

A third aspect of the native interest is likely to involve pride and prestige. Just as native historic parks are a source of feelings of pride (or "recognition") on the part of those who identify with the history they represent, so native heritage parks may be expected to perform a parallel function for native people.

If there is a difference in this regard between the two types of park, it will likely involve prestige. "Pride" has to do with an individual or group's self-esteem, whereas "prestige" has to do with the esteem in which one is evidently held by others. The simple act of recognition of another people's past, in tangible form, is likely to enhance both.

And finally, a native cultural interest may exist capable of being furthered by activities associated with native heritage parks. It is possible that native persons will view work of an archaeological, historical, artistic, or artisanal character, which they may undertake by virtue of such a program, to be a source of skills or perspectives useful in giving contemporary expression to past traditions.

We suggest this only as a possibly important aspect of the native interest. How a people wishes to exist in relation to its ethno-cultural past is a matter for the group itself to decide. We therefore consider this aspect of the potential of native heritage parks to be properly a matter for discussion with native leaders in shaping any such program.

SCIENTIFIC SPECIALISTS

The utility of the concept to scientific specialists (archaeologists, anthropologists, oral historians, and so on) is the opportunity it provides to communicate to the lay public, something of the methods and results of their professional activity. Archaeology in particular has suffered from high levels of public incomprehension and disinterest, and correspondingly low levels of public funding.

One of the problems which archaeology faces is that its resources are non-renewable, yet many valuable sites have been lost through hydroelectric flooding, vandalism, and other interventions. Archaeology has the distinction of being not only "the science that destroys its own data" (this occurs in the very act of seeking it,

during excavation) but also of being the only science whose data is so blithely destroyed by others.

This situation is unlikely to change until there is greater public understanding of the contribution archaeology can make to our knowledge of the past. Archaeological parks can be an effective medium through which this knowledge is communicated.

GENERAL PUBLIC

The interest of the general public in the native heritage park concept is simply that such parks would provide the opportunity for a new type of experience and understanding otherwise unavailable. Partly, this experience would be scientific - the chance to learn how knowledge of the past is obtained by scientific methods. Partly, the experience would be cultural - the opportunity to realize how another people lived, how different they really were, yet how essentially human, and therefore similar. Perhaps through this experience, members of the general public would learn that they, too, like everyone else in the world, are made of culture.

Opportunities for fruitful contact between the native and non-native worlds are few enough in Canada. With the exception of contacts involving scientific researchers or officials of the Department of Indian Affairs, the two societies for the most part live in classic Canadian fashion--as two solitudes. Native heritage parks would furnish the opportunity for a structured cultural encounter, in an enjoyable social setting.

Thoughts on Implementation

We believe that any attempt to implement the native heritage park concept which does not involve all three of the interest groups above is bound to fail. Each group has something to gain and something to lose, and it is therefore vital that each interest be represented.

The interests of the general, or parks, public must be represented to ensure that native heritage parks remain a subset of all parks, and are not transformed into something else instead. In this regard it is worth noting that all parks combine recreation and conservation. The public recreational interest should be represented either directly, through public involvement, or indirectly, through park professionals, during the evolution of any such program.

The scientific interest must also be represented if native heritage parks are to fully benefit such disciplines as archaeology. In terms of advancing the scientific interest, it is vital that the information disseminated by a native heritage park interpretive program be scientifically accurate.

As for the native interest, it is apparent that no one except natives can any longer claim to speak authoritatively on this matter.

We therefore foresee a process of negotiation, in which each of these interests participates, to jointly determine the shape and content of an overall parks program. What such a program would look like is hard to say. But gazing into our crystal ball, we think it might resemble the Parks Canada program, "Agreements for Recreation and Conservation" (ARC). Essentially this is an administrative arrangement which permits integration of effort by various public and private agencies, to create and manage "cooperative heritage areas."

Perhaps something broadly along the lines of ARC will emerge to serve as the framework for a system of native heritage parks in Canada - a system complementary to, and in that sense integrated with, other elements of federal and provincial parks systems.

NOTES

1. Everett C. Hughes "Foreword." In F.E. LaVoilette, The Struggle for Survival: Indian Cultures and the Protestant Ethic in British Columbia (Toronto: University of Toronto Press, 1973).
2. Keith Penner, Chairman, Special Committee of the House of Commons on Indian Self-Government. (Income and employment statistics as used herein appear in the Minutes and Proceedings of the Committee).

Prairie Provinces Caucus

Wilderness in Alberta: The Need is Now

**A Status Report on Wilderness in Alberta
Alberta Wilderness Association**

1924: Today it is hard for us to understand why our prodigious waste of standing timber was allowed to go on - why exhaustion of supply was not earlier foreseen....In fact, our tendency is not to call things resources until the supply runs short.... The next resource, the exhaustion of which is due for "discovery," is the wilderness.

Aldo Leopold in "The Last Stand for Wilderness"

1927: A constant vigilance will be required to preserve their wilderness and unspoiled character, to develop a policy which will permit the freest of use but which will jealously guard what is perhaps their richest endowment.

J.B. Harkin, First
Commissioner of Canada's
National Parks, in 1927
Annual Report on National
Parks

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Executive Summary

- 1) Alberta is swiftly falling behind other areas of the world in the esconcing within legislation, policy and management of public lands, the internationally accepted concept of wilderness. A wealthy region by measure of GNP and average income, Alberta is an area of poverty by measure of protected wilderness and natural landscapes. Indeed, while other nations and regions have increased their amount of legislatively protected lands, Alberta has 13 percent less wilderness protected under legislation today than it had in 1965. Meanwhile, Alberta's population has grown by 54 percent since 1965.

- 2) Wilderness is the product of centuries of natural processes. Therefore, Alberta has a finite amount of wilderness land. Through Alberta's history as a province, the inventory, designation and appropriate management of wilderness has been virtually non-existent in the face of continual and often rapid growth in resource exploration, development and extraction. Thus, Alberta not only has a finite, but a rapidly shrinking wilderness land base. The seriousness of the shrinking of this irreplaceable land base is compounded by:
 - the increasing demand for wilderness
 - the increasing use and even overuse of some existing designated wilderness areas
 - the fact that only one quarter of the natural landscape or biogeographic types in Alberta have sufficient representative areas protected under any park or wilderness designation.

- 3) Within the short span of a human lifetime, Alberta's truly wild places that are within practical reach of the most populated areas have been degraded through development, or are already lost. Since 1974 there has been a recognized scarcity of designated wilderness in the southern Eastern Slopes of

Alberta's Rocky Mountains. Alberta is now left with only small pieces of native aspen parkland (Rumsey, David Lake), and is down to its last two native prairie wilderness landscapes (Milk River, Suffield).

- 4) Less than 0.9 percent of Alberta is legally designated as wilderness with a further 4.7 percent managed as wilderness in the remote Wood Buffalo National Park and 2.16 percent managed as such within the mountain national parks.
- 5) Whether wilderness is the backdrop to a drive along a road or to a place of accommodation; an assurance of a refuge intact for wildlife requiring large tracts of land such as the grizzly bear, wolf and mountain caribou; or whether it is an area enjoyed first hand by travelling through it by foot, horse or canoe; those citizens who value it are those who will be left with the fewest recreation alternatives, should the concept of wilderness and its protection be further compromised in Alberta.
- 6) In Alberta there presently is:
 - no government policy with the objective to inventory Alberta to identify and protect wilderness lands and rivers found best suited for primitive recreation and conservation
 - no provincial government agency with the mandate to inventory, assess and designate wilderness lands and rivers, and to present the case for wilderness within the decision making process
 - no provincial government recognition of wilderness as a resource.
- 7) The most blatant official disregard for wilderness in Alberta has been demonstrated with respect to wild and scenic rivers. With no provincial system for assessing and designating natural and recreational rivers, the Alberta government has refused to participate in the federal-provincial-territorial cooperative Canadian Heritage Rivers System. This system, which does not

alter current jurisdiction, is for the designation and management of rivers of outstanding national/international significance.

- 8) Prior to 1930, while Alberta's present lands were under federal government jurisdiction, five national parks were established in Alberta. With the exception of the remote Wood Buffalo National Park - which accounts for 66 percent of Alberta's national park lands - demand for use of those wilderness lands remaining within the mountain national parks is beyond capacity. Restrictions and use quota for most of the areas are now in effect.
- 9) National park legislation does not define and designate wilderness. Rather, the wilderness lands within the national parks have been afforded protection from road, tourism and recreation development only through policy. Policy can be changed at the discretion of the federal cabinet in power, or even the single minister in charge of the national parks. The federal government's 1985 draft long-term management plan for Banff and Jasper national parks proposes a reduction in the amount of wilderness lands, and emphasizes instead "semi-primitive" areas which permit a larger degree of recreation and tourism development, and resource impairment.
- 10) Although the Alberta Provincial Parks Act does provide protection of land from resource development, the traditional wilderness uses of hunting and horseback riding are generally prohibited. The vast majority of Alberta's provincial parks are very small; averaging 21 square kilometres (8 square miles) in area.
- 11) Legislation in Alberta has produced three designated "Wilderness Areas" which are essentially ecological reserves and as such, by law, do not provide for several forms of wilderness recreation. The scientific and social value of these areas as ecological reserves is high, and they are used to some extent by wilderness recreationists. However, they fall short of meeting the need expressed by the majority of

Albertans for wilderness which permits the full spectrum of non-mechanized recreation.

- 12) The Wilderness Areas Act was brought forward in 1971 by the Social Credit government as a very restrictive act, with a 144 square mile size limit. Despite the change to the present Progressive Conservative government and a very negative public reaction to the shortcomings of the 1971 Wilderness Areas Act, the new government, in fourteen years, has not responded to public wishes to broaden the Act. Despite removal of the size limit, in 1973, the government carried through with a reduction in the amount of designated wilderness by cutting the White Goat Wilderness to one-third its original size. Government commitments such as, "We the Government are certainly aware of your concerns, and share the desire to provide protection for adequate recreational wilderness in Alberta," have not been followed by any action to legally designate and protect such lands.
- 13) Due to the very restrictive nature of Alberta's unusual Wilderness Areas Act, public interest groups have not lobbied for further lands to be designated as "Wilderness Areas" under the Act. Rather, they have lobbied for the recognition of the international concept of wilderness, better wilderness legislation, and the protection of lands terms as "Wildland Recreation Areas" or "recreational wilderness" (to avoid confusion with the existing Wilderness Areas Act).
- 14) Willmore Wilderness Park, under its own separate act, is the only large protected tract of wilderness land outside the national parks where recreationists can engage in lengthy trips and traditional forms of wilderness recreation - travel by horse, foot or canoe; fishing; hunting; and picking of wild foods. However, the Willmore Wilderness Park Act provides no protection for the area against reductions in size, mineral exploration and development, motorized use and tourism facility development.

- 15) Responses from the provincial civil service during the period of 1983 - 1985 indicate that land use planning programs for public lands will only consider proposals for wilderness protection first, in the context of a "true wilderness" under Alberta's Wilderness Areas Act, or second as a multiple use area with a management focus on extensive recreation and resource development permitted.
- 16) Though no provincial public hearings with a scope to consider wilderness lands have been undertaken in Alberta since the 1979 hearings on forestry operations, results of more recent opinion surveys leave little doubt as to the continuing support by the majority of Albertans for the legal protection of more wilderness lands within the province.
- 17) Due to the absence of a provincial body responsible for identifying and protecting wilderness, a public interest group, the Alberta Wilderness Association, has assessed and put forward a list of high priority wilderness lands and wild rivers requiring immediate action to protect their wilderness attributes and values for Albertans. These are part of a more complete "Areas of Interest" list which describes fifty-three wilderness lands, rivers and candidate ecological reserves requiring protection. Of these, fourteen are of international or national significance, four of national significance, twenty-three of provincial significance and twelve of regional significance.
- 18) It has been estimated that an additional approximately 12,900 square kilometres (5,000 square miles) of lands require protection to complete a parks and wilderness system in Alberta which would preserve representative landscapes and sufficient wilderness for this and future generations. This would leave at least 95 percent of the provincial lands open to present and future development. If federal national parks are taken into consideration, over 89 percent of Alberta (federal and provincial lands) would still remain open to development.

- 19) It has only been fifty-five years since the province gained control over its natural resources and lands. This is the last generation of Albertans who will have the choice of preserving or not preserving sufficient representative examples of their wilderness heritage. The timetable for final decision ranges from perhaps a few weeks for areas like the South Castle and Upper Oldman, to possibly ten years for more remote areas like the Caribou Mountains and Lake Athabasca sand dunes.

- 20) Indications are that the irrecoverable economic loss to Albertans of not protecting their significant wilderness lands and rivers would be substantial, both in the magnitude of the dollar values and in the reduction of potential economic stability for adjacent communities.

Recommendations

The following is a set of recommendations and required actions regarding wilderness lands and rivers in Alberta. This set is a compilation of what has most recently been represented by the Alberta Wilderness Association to the federal and provincial governments regarding their respective jurisdictions within Alberta:

- September, 1983 - presentation to Agriculture Caucus Committee, Government of Alberta
- September, 1984 - submission on the Alberta government White Paper "Proposals for an Industrial and Science Strategy for Alberta"
- December, 1984 - presentation to Alberta Associate Minister of Public Lands and Wildlife
- 1983-1985 - submissions to the federal Four Mountain Parks Planning Program and the Minister of Environment for Canada.

PROVINCIAL PUBLIC LANDS

The Top Priorities

These lands and rivers were chosen according to the significance of their natural attributes and the high probability of their demise within the very near future should protection action not be immediately forthcoming.

1) Wilderness Lands

Eastern Slopes Region:

South Castle
Upper Oldman
Whaleback
Panther Corners

Non-Eastern Slopes:

Milk River/Lost River
Rumsey Aspen Parkland
David Lake

Given Alberta's present wilderness legislation, the most efficient protection which can be invoked now is for the designation of these wildland recreation areas as "Wilderness Natural Areas" under the 1981 Wilderness Areas, Ecological Reserves and Natural Areas Act.

Eastern Slopes Region:

Cardinal Pass

Kootenay Plains

Panther Corners

Ram-White Rabbit (Scalp, Skeleton, Forbidden areas)

South Castle

Upper Oldman

White Goat (Blackstone Gap, Brazeau, Mons, George, Job Lake areas)

Given Alberta's present wilderness legislation, the present policy status of these lands, and the severe environmental damage occurring as a result of motorized use, the most effective protection which can be invoked now is the prohibition of motorized use through the designation of these areas as Forest Land Use Zones under the 1971 Forest Act. The Alberta government has recently placed such a designation for a one year trial period on the Wild Kakwa; Blackstone-Wapiabi and Job Lake portions of the White Goat; Upper Clearwater portion of the Ram/White Rabbit; and Panther Corners areas.

2) Wild Rivers

A system of designating and managing natural and recreational river corridors is urgently needed. Discussions should be immediately initiated with Alberta Lands and Parks divisions, and Department of Environment to discuss legislative and other approaches to resolving this complex problem. The federal-provincial-territorial cooperative Canadian Heritage Rivers System serves as a model system for those Alberta river reaches of outstanding national/international significance.

Wild or scenic rivers with high priorities as candidate natural or recreational rivers:

Lower Red Deer River (Highway 36 to Saskatchewan border)
Bow River (Calgary to Blackfoot Indian Reserve)
Clearwater River (Saskatchewan border to Fort McMurray)
Slave River (Lake Athabasca to Great Slave Lake)

3) Wilderness and Ecological Reserves Legislation

A review and amendment of legislation applying to wilderness and ecological reserves is needed to encompass the establishment of wilderness lands which permit appropriate non-mechanized recreation (travel by horse; fishing; hunting) and to provide a system for designating and managing recreation on public lands outside provincial parks. Current wilderness legislation is viewed as too narrow by the public. This has resulted in a major stumbling block for the designation of additional wilderness lands similar to Willmore Wilderness Park, and the realization of the economic and social benefits of these lands in a preserved state.

FEDERAL PUBLIC LANDS

The Top Priorities

1) National Parks

Wilderness within the national parks of Alberta has suffered from steady incremental loss. Wilderness must not simply be the lands left over after the recreation and tourism infrastructure has been put in place and commercial ventures have realized their full potential market. Maintaining the majority of these parks in a wilderness state or under special preservation status is imperative if the mandate of preserving natural resources and processes for present and future generations is to be met. Specific priorities for the remaining backcountry areas of these parks are:

- an emphasis on maintaining the wilderness character
- an emphasis on the provision of what Parks Canada is now terming "wildland opportunities," with preference given to those opportunities which expose the user to the natural environment and have little reliance on facilities
- no roofed accommodation facilities, with an emphasis on relocating or removing existing facilities causing detrimental impacts
- management on the principle of modifying visitor use to fit the social and physical carrying capacity of these wilderness lands, rather than through the expansion of the physical carrying capacity (e.g., site hardening, accommodation facilities)
- legislative protection of these lands through legislative control over the present Wilderness and Special Preservation zones.

FEDERAL - PROVINCIAL ACTIONS REQUIRED OVER THE LONG-TERM

- Recognition must be given to the significant contribution wilderness lands and rivers make to Alberta's economic well-being and sustainable economic development; especially when major projects and/or policies detrimental to wilderness are being considered.
- The facilitation of increased communications amongst federal and provincial governments, industry, wilderness users and wilderness supporters is required.
- In order to meet current and projected demands, and to ensure a flow of economic values associated with wilderness, a diversity of wilderness should be protected, including wilderness lands within practical access of the populated areas of Alberta.
- Hand in hand with appropriate legislation and public consultation, a provincial government agency should be given the mandate and resources to carry out the evaluation, designation and management of wilderness lands and rivers.
- Local economies and initiatives centred on sustainable, low-impact use of natural landscapes and wilderness should

be encouraged. The utmost intergovernmental cooperation should take place on a regional basis with the objective of encouraging recreation and tourism facility development in existing communities outside the national parks and proposed wilderness areas.

Introduction: What is Wilderness?

Because wilderness can accommodate a variety of appropriate uses, and because of the many types of benefits and values wilderness holds for modern society, wilderness has as many personal meanings and descriptions as there are individuals who value it. However, this multiplicity of descriptions should not be misinterpreted or abused as a convenient scapegoat for arguing that there is no consensus on the concept and definition of wilderness, and therefore no such thing as a wilderness resource warranting identification and protection.

In North America the concept of wilderness has been discussed and defined in the literature since the turn of the century. The definition further crystallized as the wilderness resource became scarcer, and the urgent need arose to protect and maintain the remaining wilderness lands and rivers legally. In Alberta public interest groups have consistently promoted the international concept of wilderness, beginning with the public hearings of 1970. More recently, the groups have had to coin terms such as "Wildlife Recreation Areas" and "recreational wilderness" to avoid confusion with Alberta's unusual Wilderness Areas Act. The definitions used to promote protection of wilderness lands in Alberta are consistent with those embodied in legislation elsewhere, such as the 1964 US Wilderness Areas Act and the 1980 Newfoundland Wilderness Areas and Ecological Reserves Act. The definitions used are also consistent with the international definition put forward in 1973 by the International Union for Conservation of Nature (IUCN) headquartered in Switzerland:

An area in this category has two principal purposes, that of protecting nature (defined as primary) and that of providing recreation for those capable of enduring the vicissitudes of wilderness travel by primitive means (without motorized transport, roads, improved trails and developed campgrounds, etc.). The area is maintained in a state in which its wilderness or primitive appearance is not impaired by any form of development, and in which the continued existence of indigenous animal and plant species

is assured. However, it is available to wilderness travellers, essentially in its entirety, and thus does not have the limits on use that are imposed on strict or managed natural areas. Some modifications of natural conditions resulting from wilderness recreational use may be expected, but major modifications need to be avoided through restricting either the number of visitors or their activities. (Ecological reserves are examples of "strict or managed natural areas.")

Arising at the same time as the public pressure for protection of wilderness lands, has been pressure for protecting what have come to be known in Canada as "ecological reserves." These are selected unique or representative areas of natural ecosystems preserved as benchmarks and for scientific research. The designation of ecological reserves assumed an international perspective in 1964 with the International Biological Programme. This was a United Nations Education, Scientific and Cultural Organization (UNESCO) project, with Canada being one of fifty-eight participating nations to have a team of scientists undertaking site selection work between 1964 and 1974. In Alberta the concept of ecological reserves became embodied in legislation and land management with the 1971 Wilderness Areas Act and with the 1974 establishment of the Ecological Reserves and Natural Areas Coordinator position within the provincial civil service.

The concepts of wilderness and ecological reserves overlap in that an ecological reserve can be contained within the lands of a wilderness area. The two designations differ in their goals, and objectives, use and management aspects.

This paper discusses the status of wilderness in Alberta. With regard to ecological reserves, people are advised to read Taschereau (1985). Appendix III of this report contains a summary of the top priorities regarding the ecological reserves in Alberta as assessed by a public interest group, the Alberta Wilderness Association.

An Overview

Unlike the City park, however, the wilderness cannot be recreated when the need for it is determined by

hindsight. The need for it must be determined by foresight, and the necessary areas segregated and preserved. Wilderness is one kind of playground which mankind cannot build to order. (Aldo Leopold 1925).

Since the early 1900s and the writings of J.B. Harkin, first Commissioner for Canada's fledgling national parks, individual Canadians and public interest groups have emphasized that our decision makers must act with foresight and preserve the Canadian wilderness heritage before the best and most representative wild lands and rivers were lost. In November 1962, the Canadian Society of Wildlife and Fisheries Biologists presented "A Wilderness Policy for Canada." The preamble to that policy states:

The concept of 'wilderness' as a soothing balm for troubled spirits comes down to us from Biblical times. Unfortunately, 'wilderness' also carries another connotation, particularly in North America. Here 'wilderness' was first of all an enemy to be conquered physically. Now that little physical conquest remains to be done, 'wilderness' has become a whipping boy in the sense that it is the antithesis of the fashionable North American concepts of 'progress and development'....We are coming full circle, just as the older industrial nations of Europe have done, and realizing again the health-restoring function of wilderness - re-creation in its true sense.

It seems to be characteristic of our species that we do not recognize the value of a natural resource until we are in real danger of losing it, then frantic efforts are made to preserve isolated examples here and there.

For the past few years the Alberta government, through widely distributed tourism pamphlets, boasts of the resource few industrial nations have left;

Alberta. Sparkling rivers, forested foothills. Dramatic mountains and northern lakes. All waiting to be explored and experienced by you.

Choose an adventure that is active, challenging and exploratory, or perhaps quiet, relaxing and serene. The excitement and wilderness beauty of an Alberta adventure await you....Visit an area where the land is still

untouched. Trace the paths that brought early explorers, and visit historic sites along the way.

Yet, within the short span of a human lifetime, Alberta's truly wild places that are within practical reach of the populated areas, are swiftly being degraded by development or are already lost. What the Alberta tourism ads don't tell is that much of this "wilderness beauty" has no protection - by the time the prospective visitor arrives, it may well be gone. Once covering a vast area, Canada's native aspen parkland has been reduced to a few remnants. The largest remnant exists in Alberta at Rumsey. Only 12 kilometres by 19 kilometres in size, extensive exploration and drilling for oil and gas continues within this last wilderness island of aspen parkland. The prairie was also once an expansive natural region in Alberta. Now Alberta has but two sizable areas of prairie wilderness left; the 285 square kilometre Milk River - Lost River area which is accessible to the public; and the 2,600 square kilometre Suffield Military Reserve which remains under military control. Within the Milk River - Lost River area, in 1984, the provincial government allowed the excavation of dugouts for cattle watering. The dugouts were placed in the last ungrazed portion of the 42 square kilometre candidate Milk River ecological reserve.

In November 1983, the Alberta government approved clear cut logging within the more than 400 year-old, high elevation continental divide forest of the Upper Oldman. Located adjacent to the highly populated corridor from Calgary south to the US border, this is the last sizable unlogged watershed in the forest reserve of Alberta's southern Rockies. Southern Albertans are already facing a future with too few wilderness lands to meet public demand. By 1974 the 526 square kilometre Wateron Lakes National Park was reported to be too small to handle increasing use. People were turned away at the gate, and use quotas and designated campsites were set for the park's small wilderness area. In 1983 the Alberta Minister of Recreation and Parks wrote that his department "recognizes the scarcity and sensitivity of the few remaining wildland and recreation areas of southern Alberta."

No legislation has been invoked to protect even these most critical remnant wild lands.

Whether wilderness is a backdrop to a drive along a road or to a place of accommodation; an assurance of a refuge intact for wildlife requiring large tracts of land such as the grizzly bear, wolf and mountain caribou; or an area enjoyed firsthand by travelling through it by foot, horse or canoe; the Albertans who value it are those left with the fewest alternatives should the concept of wilderness and its protection be further compromised.

Most of Alberta's decision makers remain unconscious of what the impending disappearance of wilderness lands and rivers will mean. Most of us are conscious of the full long-term cost of such an irrecoverable loss, "just as we are unconscious of what the disappearance of winds or sunsets would mean" (Aldo Leopold 1925). With the Alberta government's continued reluctance to protect our wilderness heritage and the fact that no government agency is responsible for identifying and protecting this heritage, "figures" on amount of use and economic value are virtually non-existent for wilderness in Alberta. One can draw on the information collected in other regions or dig out the few figures available for Alberta. Yet, one need only examine a popular guide such as the Reader's Digest Canadian Book of the Road which includes "Willmore Wilderness Park - a last true wilderness" among the 182 areas featured for Canada, to find an example of the value of wilderness. A sense of its value can also be found in the responses of the over 2,000 people who visited the Upper Oldman during the summer of 1984, many of whom have been going to this "de facto" wilderness for over thirty years, some since 1905. Europeans who travel at great expense to see the wilderness their homeland has lost are also a testimony to its value.

One could also look to the local history of a former wilderness area for further insight into the irreplaceable value of wilderness. In 1914, in the federal department of the Interior report on "Bow River - Power and Storage Investigations," M.C. Hendry felt obliged to report:

The Upper Lake is worthy of special attention from a scenic point of view - it is studded with islands and has snow-capped mountains to form a background, the addition of well-timbered shores and islands form a picture which rivals in beauty any of the better known lakes which are to be found in the Rockies....The fishing in these two lakes is excellent...in considering any scheme of storage on this lake [the Upper Kananaskis Lake], the beauty of the lake in its natural state and the extreme probability of its becoming a summer resort in the near future should not be lost sight of.

With the large and increasing numbers of people who now seek such wilderness settings, Alberta would have benefited immeasurably by retaining those once breathtaking Kananaskis lakes. But despite the foresight of Mr. Hendry over 70 years ago, Albertans have highly fluctuating power reservoirs at Kananaskis instead of the lakes. Over half-a-billion in public funds have been spent on the Kananaskis Country Recreation Development project to date, but the money spent has not replaced the lakes which once rivalled the beauty of other, now world-renowned lakes in the Canadian Rockies.

CURRENT STATUS OF WILDERNESS PROTECTION IN ALBERTA

Provincial Parks

Although the Alberta Provincial Parks Act does provide protection for land, the traditional wilderness uses of hunting and horseback riding are generally prohibited. The vast majority of Alberta's provincial parks are very small, averaging 21 square kilometres (8 square miles) in area. The provincial and national park system in Alberta only provides protection for less than one-quarter of Alberta's seventeen diverse landscape types.

Wilderness Areas Act

Legislation in Alberta has produced three designated "Wilderness Areas" which are essentially ecological reserves, and as such, by law, do not provide for several forms of wilderness recreation. The scientific and social value of these areas as ecological reserves is high, and they are used to some extent by wilderness recreationists. However, Wilderness Areas fall far short

of meeting the need expressed by the majority of Albertans for wilderness which permits the full spectrum of non-mechanized recreation.

National Parks

Prior to 1930, when Alberta's present lands were still under federal government jurisdiction, five national parks were established in Alberta. With the exception of the remote Wood Buffalo National Park (which accounts for 66 percent of Alberta's national park lands), demand for use of the wilderness lands remaining within these parks is beyond their capacity, necessitating restrictions and use quotas for most of the areas.

Willmore Wilderness Park

Willmore Wilderness Park, under its own separate Act, is the only large protected tract of wilderness land outside the mountain national parks where recreationists can engage in lengthy trips and traditional forms of wilderness recreation - travel by horse, foot or canoe, fishing, hunting and picking wild foods. However, the Willmore Wilderness Act provides no protection for the area against reduction in size, mineral exploration and development, motorized use and tourism facility development.

The Impediment of the Wilderness Areas Act

Due to the very restrictive nature of Alberta's Wilderness Areas Act, public interest groups have not lobbied for further lands as "Wilderness Areas" under the Act. Rather, they have lobbied for recognition of the international concept of wilderness, better wilderness legislation, and the protection of lands terms as "Wildland Recreation Areas" or "Recreational Wilderness" to avoid confusion with the existing Wilderness Areas Act.

In a Global Context

A wealthy region by measure of GNP or average income, Alberta is an area of poverty by measure of protected wilderness and

natural regions. In the inventory, protection and management of wilderness lands, Alberta has fallen far behind other regions of the world. Indeed, while other nations have increased their amount of legislatively-protected lands, Alberta today has less wilderness protected under legislation than it had in 1965. The amount has already been reduced by 13 percent.

It has only been fifty-five years since the province gained control over its natural resources and lands. Today, Alberta is left with only remnants of its wilderness landscapes; areas which were too small, too remote or too poor in developable resources to render their industrial development economically viable. The end of Alberta's remaining wilderness lands and rivers is now within sight. This is the last generation of Albertans who will have the choice to preserve or not preserve Alberta's remaining wilderness heritage. This generation may witness the disappearance of Alberta's last wilderness lands and rivers, except for the few areas already protected - too few, too small, or too far removed from where people reside. But if it acts now, this generation could protect some of the regionally, nationally and internationally significant examples of our rich wilderness heritage, and thus enrich the quality of life for Albertans well into the future. The timetable for holding on to this irreplaceable resource ranges from perhaps a few weeks (for areas like the South Castle or Upper Oldman) to possibly ten years (for the more remote northern areas like the Caribou Mountains and Lake Athabasca sand dunes).

Initial Protective Steps Become Eroded Through Indifference

THE NATIONAL PARKS WITHIN ALBERTA

Formulation

The first set of legislation which resulted in the protection of some wilderness lands within Alberta was formulated prior to 1930, while the federal government still controlled provincial lands and natural resources. From 1885 through 1922, five national parks - including some of Canada's first - were established in Alberta:

Banff (1885), Waterton Lakes (1895) and Jasper (1907) in the Rocky Mountains; Elk Island (1913), and Wood Buffalo (1922). The sizes of the three Rocky Mountain national parks were drastically reduced in 1911 only to be enlarged by 1917, and then again to be reduced by 1930 to their present sizes. Many of the wilderness lands deleted from these Rocky Mountain national parks are today again being proposed by public interest groups for protective status. For example, the South Castle, Upper Elbow-Sheep, South Ghost, Burnt Timber, Panther Corners, Ram-Whiterabbit and Folding Mountain areas proposed by the Alberta Wilderness Association for protective wilderness status, all contain former national park lands.

The 1930 National Park Act states:

The Parks are hereby dedicated to the people of Canada for their benefit, education and enjoyment, subject to the provisions of this Act and the Regulations, and such Parks shall be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations.

Thus, in addition to highways, railways, and recreation and tourism developments, the national parks in Alberta encompass sizable tracts of wilderness. Protected wilderness within national park boundaries encompasses 45,367 square kilometres (17,516 square miles) of land. But 69 percent of these wilderness lands lie within Wood Buffalo National Park, in the extreme north of Alberta. 4.7 percent of the province is protected as wilderness within Wood Buffalo, and 2.16 percent of the province is protected as wilderness in the three more accessible Rocky Mountain national parks.

However, national park legislation does not define and designate wilderness. Rather, these wilderness lands have been afforded protection from development through policy; policy which can be changed at the discretion of the federal party in power or even the individual minister responsible for national parks. The 1979 Parks Canada Policy set up a zoning system for park lands. This system includes a wilderness zone:

Extensive areas which are good representations of each of the natural history themes of the park and which will be maintained in a wilderness state. Only certain activities

requiring limited primitive visitor facilities appropriate to the wilderness experience will be allowed. Limits will be placed on numbers of users. No motorized access will be permitted. Management actions will ensure that visitors are dispersed.

The contiguous parks of Banff and Jasper presently encompass a total of 14,000 square kilometres (5,405 square miles) of wilderness zoned land; the largest block lies in northern Jasper National Park.

Present Management Direction

The 1985 draft management plan for Banff and Jasper national parks proposes a reduction in wilderness. The plan proposes that the management emphasis now be placed on providing developed backcountry facilities (commercial lodges, shelters, high standard trails; areas defined as "semi-primitive" in the draft plan). Proposals in the draft plan for increased recreation and tourism development on park lands adjacent to the present wilderness zone lands, further threatens protection of the park wilderness resource; particularly the wildlife. Implications of the draft plan have been outlined in two Environment Canada environmental screening reports:

The options to accommodate and to encourage increased demand, have potential major consequences related to the natural resources of the parks including water and air quality and impacts on vegetation and wildlife....It is stated that proposed future development on lands bordering the national parks may result in significant changes to the parks' existing wildland areas. However, even without knowing the magnitude or extent of these impacts on the parks' wildland areas, option C proposes to actively add to these impacts by developing some of these wildland areas within the parks themselves. ['Option C' was chosen by park managers as the future management direction for wilderness lands.]

The federal Minister of Tourism's April, 1985 statements seem to sum up the prevailing attitude of provincial and federal tourism agencies and the tourism industry towards national parks:

The national parks are a major tourism attraction and parks policy is tourism policy...too often park policy proceeds in the ends of conservation and the environment.

In June 1985, the federal Minister of Environment indicated that she would not rule out consideration of mining, logging and tourism development proposals within national parks. Later, clarifying that mining and logging would not be permitted in existing national parks, the Minister went on to reject arguments that regional alternatives to tourism development within the parks exist outside the already intensively developed Rocky Mountain national parks. In a June 14, 1985 meeting with Alberta environmental groups, the Minister indicated that people should have a right to move into the parks and make a living there.

Canadians only learned of the Environment Minister's intention to review the 1979 Parks Canada Policy in the fall of 1985, through a media story based on a letter from her in response to a group wishing to build a second golf course in Jasper National Park. Such are examples of the precarious protection of government policy. Until legislation is enacted to define and designate wilderness lands within Canada's national park system or on federal lands in general, the future of wilderness lands within the national parks hinges on government policy and continued public pressure. The management plan approved for the contiguous block of four Rocky Mountain national parks (Banff, Jasper, Kootenay, Yoho), together with the outcome of the Minister's review of national park policy, will set the precedent for wilderness preservation within Canada's national park system, and specifically determine the degree to which wilderness will be protected within the heavily used national parks of Alberta.

ALBERTA'S FOREST LANDS

Initial Steps Towards Wilderness Protection in Forest Reserves

In 1911, with the federal government's establishment of a 39,731 square kilometre forest reserve in the Eastern Slopes of Alberta's Rocky Mountains, the national park lands in the Eastern Slopes were correspondingly reduced by 18,494 square kilometres. Even the tiny Waterton Lakes National Park was cut; being cut from 140 square kilometres to 35 square kilometres. However, as a result

of public pressure, by 1917, 12,481 square kilometres had been returned to these national parks.

By 1928 it appeared that the initial ground work was being laid whereby the protection of wilderness areas could, in the future, be considered part of sound forest land management in the forest reserves. A 1928 pamphlet describes the role of forest reserves:

These forests are areas of non-agricultural land established primarily for the protection and reproduction of timber, for the protection of watersheds, and for the maintenance of conditions favourable to a continuous water supply and for the protection of animals, birds, and fish. The scenic and recreational values of these forests are now deemed to be resources of major importance.

Early Enthusiasm for Wilderness in Forests Dwindles

Five forest districts were established within the 1911 Rocky Mountains Forest Reserve. These remain today as part of the ten forests within the now 338,025 square kilometre (130,443 square miles) Forest Reserve, administered by the provincial Alberta Forest Service. However, the 1928 sense of inspiration over the valuable scenic and recreation resources of these public lands did not flourish and evolve into protection of these values as it did in other countries. Along the way sight was lost of the value of these forest resources. For example, in the southern Rocky Mountains, all lands with merchantable timber were allocated to timber harvesting. Such single objective quotas were still being established as late as 1966. Provincial activities with regard to the designation and management of non-timber resources, particularly wilderness, regressed and fell behind the work being done by forest management agencies, such as the US Forest Service. Recognition of and planning for the wilderness resource has now regressed to the state where the Alberta Forest Service could be accused of being sixty years behind the US Forest Service.

Wilderness Within the US Forest Service's Multiple Use Policy

In 1921, while Chief of Operations for the Forests of Arizona and New Mexico, Aldo Leopold wrote "The Wilderness and it's Place in Forest Recreation Policy." The paper was subsequently published in the National Journal of Forestry. Also in the 1920s, the National Chief of the US Forest Service set the foundation for the US Forest Service's policy that the designation and protection of wilderness is an integral component of the agency's mandate for the multiple use of forest lands. In 1924 he stated:

We all recognize what the forest background of the United States has meant to this country - how it has given stamina and resourcefulness and mental and physical vigor to every oncoming generation of Americans. We must preserve something of that forest background for the future....It seems to me that in the National Forests, while we are building roads, as we must; while we are developing areas for the utilization of timber, as we must; while we are opening up extensive regions for the camper, the summer vacationer, the homesteader and the masses of people who have the God given right to enjoy these areas - we should keep here and there, as part of the picture, some bit of wilderness frontier, some hinterland and mountain and upland lake, that the roads and automobiles will have to pass by....I think we can all agree that the greatest good of the greatest number of American citizens in the long run does require that in their own National Forests, there should be preserved some bits of unspoiled wilderness where the young American of the future can take to the outdoors in the right way.

In the year following this speech the national society for professional foresters, the American Forestry Association, strongly endorsed the idea of preserving tracts of wilderness and printed Leopold's article "The Last Stand for Wilderness" in its journal.

The US Forest Service established the United States' first wilderness area in 1924. To date, the US Forest Service has designated and continues to manage 129,950 square kilometres of wilderness areas under the 1964 Wilderness Areas Act; just over 36 percent of the designated Wilderness Areas within the US. One hundred and twelve of the 122 national forests include designated

wilderness areas. For example, in Montana the Forest Service established and manages the 6,216 square kilometre Bob Marshall Wilderness Complex. This Wilderness Complex is three contiguous Rocky Mountain Wilderness Areas established in 1940, 1972 and 1978, and exceeds the size of Alberta's Willmore Wilderness Park by 1.3 times. Together with the Bureau of Land Management, the US Forest Service in 1980 established the Frank Church-River of No Return Wilderness Area in neighbouring Idaho; a 9,064 square kilometre Wilderness Area, twice the size of Willmore Wilderness Park.

In a pamphlet widely distributed to the general public entitled "Keeping the Wild in Wilderness," the US Forest Service outlines its objectives for wilderness management:

- To perpetuate for present and future generations, a long-lasting system of high quality wilderness that represents the natural ecosystems found in the National Forest System.
- To provide opportunities for public use, enjoyment and understanding of the wilderness experience.
- To maintain plants and animals native to the area by protecting complete communities of plant and animal life.
- To maintain watersheds in a healthy condition.
- To protect threatened or endangered plant and animal species.
- To maintain the primitive character of wilderness as a benchmark for comparison with lands that have been developed.

Absence of a Wilderness Policy Within the Alberta Forest Service

In sharp contrast to the US, the Alberta Forest Service has no written policy with regard to wilderness, nor is wilderness considered to be part of the multiple use concept for public forest lands. Thus, this government agency which has jurisdiction over greater than 50 percent of the lands in Alberta, has undertaken no inventory, assessment and designation program for wilderness lands within Alberta. It simply continues to function as a custodian of (a) the 4,598 square kilometre Willmore Wilderness Park established in 1959 through the work of the provincial Lands and Forests Minister, and (b) lands withdrawn from exploration and development dispositions for the 1974 proposed Kakwa Provincial Park. Ten years

later, the Wild Kakwa lands remain without any legislated protection, except for the 1985 regulations to control public off-road vehicle use. The fact that the public management planning process begun in 1982 to determine the future of the Wild Kakwa lands has been left uncompleted is indicative of the low priority given the wilderness resource by the Alberta government. A management plan for Willmore Wilderness Park begun in 1980 is likewise inactive and on indefinite hold.

WILLMORE WILDERNESS PARK

Alberta's first designation of wilderness lands outside the national park system came in 1959 with the passing of the Wilderness Provincial Park Act. Renamed in 1962 as the Willmore Wilderness Park, it is, to date, Alberta's only established wilderness area which through legislation, does not prohibit recreational uses normally considered compatible with wilderness preservation. For example, the Act does not prohibit non-motorized uses such as travel by horse, fishing, hunting and picking mushrooms or berries.

In effect, Willmore Wilderness Park is maintained as a wilderness only through public pressure and government response to that pressure. The Act does not limit coal and mineral exploration and development, nor does it prohibit motorized use. These activities, as well as changes to the wilderness park boundaries can be effected at the discretion of the provincial party in power, without any debate in the Alberta Legislature, nor with any public notification of proposed changes. Since 1959 the original 5,566 square kilometre (2,149 square miles) Willmore Wilderness Park has undergone two reductions in size (1963 and 1965) in just such a manner. The reductions amounts to the removal of just over 17 percent of the area from protected status. The steep mountain slopes and alpine meadows of Grande Mountain and Mount Stearn in the north, and the Rock Lake area in the east, were removed for the purpose of coal exploration and development. These lands were once the wintering range for bighorn sheep and elk from the Smoky River, Roddy and Malcolm Creek vicinity. These lands were also the winter range of the mountain caribou, migrating from summer ranges inside

present day Jasper and Willmore Wilderness parks. The numbers of mountain caribou in the area have plummeted from over 1,200 in the 1960s to less than 300 today. The loss of these lands is proving to be of great significance to the ecological integrity of Willmore Wilderness Park.

More recent government development proposals for Willmore have centred around recreation and tourism facility development such as roads, lodges and ski areas. Such a development scheme was thwarted in 1979 through a petition signed by over 40,000 Albertans; one of the largest public petitions ever received by the government. Though the park was closed to motorized use in 1962, proposals for jet-boat use and helicopter based recreation are still periodically considered by the Alberta government. With inadequate wilderness, legislation and the economic "boom and bust" experiences of the neighbouring town of Grande Cache, the political stage is set for the continuation of government proposals for recreation and tourism development within Willmore Wilderness. A proposal for a multi-million dollar recreation development such as Kananaskis Country west of Calgary, with the aim of bolstering the economy of Grande Cache, would not be out of character with the political and management history of Willmore.

Ironically, the root of these development threats to Willmore Wilderness is the single-industry town of Grande Cache which was developed with the aid of public funds in the 1960s, on lands withdrawn from Willmore Wilderness Park.

Wilderness Areas Act: A Vindictive Act

FORMULATION

The second attempt by the Alberta government to establish protection for wilderness lands began in 1961. In January of 1961 the 1,259 square kilometre White Goat and 412 square kilometre Siffleur wilderness areas were awkwardly established under the Forest Reserves Act. Regulations prohibiting use in these areas followed in 1962. In 1965 these lands were transferred to an Act

and jurisdiction almost as cumbersome for wilderness preservation; the Public Lands Act. Two years later a fourth wilderness area, also in the Rocky Mountains, was established. This 152 square kilometre Ghost River Wilderness Area was enacted under yet a third piece of legislation - the Provincial Parks Act. To this complexity of legislation can be added the Willmore Wilderness Park Act; in sum, three different pieces of legislation to establish four areas of wilderness.

Because of growing public pressure for protection of ecological benchmarks and wilderness, and broad public concern for the environment as a whole in the face of rapid resource exploration and development in Alberta's Eastern Slopes, consideration of specific legislation for the protection of wilderness lands was politically unavoidable. In the spring of 1970 the Minister of Lands and Forests introduced Bill 106, "An Act Respecting Wilderness Areas."

BILL 106: PUBLIC HEARINGS IGNORED

Bill 106 left open the possibility of the prohibition of hunting and fishing within established wilderness areas, and this sparked widespread public reaction. The Bill was tabled and the government held public hearings in major Alberta centres during the summer of 1970.

There was a very high degree of public interest in wilderness demonstrated at the public hearings, with 130 written briefs formally presented. However, contrary to the wishes expressed by the majority of the public at the hearings, the government introduced to the Legislature a revised Wilderness Act which (a) set a size limit of no more than 373 square kilometres (144 square miles), (b) prohibited the use of horses, fishing, hunting and the picking or removal of any natural object (which included, for example, berries and mushrooms) and (c) asked an advisory committee to report on "which portion" of the White Goat, Siffleur and Ghost River wilderness areas should be protected under the Act. Unlike the previous wilderness Bill, this revised Bill did not require an annual meeting of the Advisory Committee on Wilderness Areas (ACWA), nor did ACWA retain its power to call public hearings on wilderness

areas. Subsequent debate in the Legislature revealed that key politicians felt wilderness areas should be no larger than what could be walked across in a day - twelve miles by twelve miles. Others specifically referred to and understood the wilderness areas to be ecological reserves, a benchmark or research area where natural resources and processes would be protected from any disturbance by man (e.g., consumptive recreation activities such as fishing and hunting).

In March, 1971 the elected representatives received a flood of letters from the public about the size restriction and the prohibition on horses, fishing and hunting. The Calgary Herald, on March 18, printed a letter from the Alberta Wilderness Association which pointed out that the public interest group's request for the removal of the size limit and the inclusion of Willmore Wilderness Park under the Wilderness Act, had been ignored. The letter went on to indicate that the Association had suggested that hunting, fishing and horseback riding be managed through regulation on an area-by-area basis and not forbidden outright by law within the Act.

The Wilderness Areas Act, including the restrictive clauses regarding size and prohibited recreational uses, was passed in April, 1971 by the Social Credit majority government which held fifty-four seats in the sixty-five seat Legislature.

The effect of the prohibition on some forms of traditional wilderness recreation within Alberta's Wilderness Areas Act was outlined by an Alberta newspaper column:

[B]ecause of the ceiling on size, ban on hunting, fishing and horse use, there is less wilderness protection because interest groups will not push for favourite areas to be included [under the Wilderness Areas Act]. (Calgary Herald, 1971).

A CHANGE IN GOVERNMENT YIELDS NO HELP FOR WILDERNESS

In the midst of very negative public reaction to the restrictive clauses in the Wilderness Act, a provincial election

was called August 30, 1971. The Social Credit government was overwhelmingly defeated in favour of a Progressive Conservative government under the leadership of Peter Lougheed.

In March, 1970 Peter Lougheed, as leader of the Opposition, had written the Alberta Wilderness Association as follows:

In my view - and apparently in yours - a considerable number of our citizens think that the time has come for us to set aside wilderness areas which will not, in any way, be disturbed by way of resource development. The...Progressive Conservative M.L.A.'s...feel that this is a good policy for the people of Alberta. For this reason, we have submitted a bill to the Alberta Legislative Assembly to illustrate our concern and our interest. It is not our intention to be heroes - it is our intention to be representatives.

However, after the election, the newly appointed chairman of the ACWA turned down the public interest group's request to be allowed to submit briefs on amendments to the Wilderness Areas Act and on the White Goat, Siffleur and Ghost River areas before their designation under the Wilderness Areas Act. In November, 1972 the new Progressive Conservative government passed a Bill amending the Wilderness Areas Act to include the White Goat, Siffleur and Ghost River wilderness areas and to remove the size limit. However, no changes were made to the prohibitions on recreational activities and the White Goat Wilderness was reduced by two-thirds of its size upon inclusion in the Wilderness Areas Act. To date, this reduction in legislatively protected wilderness remains unaltered. Now, 12 years later, 806 square kilometres of the original White Goat Wilderness remain without legal protection, except for the 1985 enactment of regulations to prohibit all-terrain vehicle parts in parts of the area (helicopter use continues).

During debates in the Legislature on the 1972 amendment Bill, the Progressive Conservative government defended its apparent disregard of the public's wishes by stating that the objectives of the Wilderness Areas Act and Willmore Wilderness Park were quite different, and by saying that substantial portions of the parks in Alberta were functioning as recreational wilderness. Again, as with the previous government and the previous Wilderness Bills, the

"wilderness areas" were referred to and understood by several MLA's to be ecological reserves.

Thus, despite a change in government, the desires of Albertans expressed during and after the 1971 public hearings, remained unfulfilled, with the exception of the removal of the size limit on "Wilderness Areas." The new Progressive Conservative government's actions left Albertans with no legislation which would protect wilderness lands while allowing for traditional forms of wilderness recreation, and with no legal mechanism to protect such lands under the very weak Willmore Wilderness Park Act.

It is logical that wilderness recreationists would not propose areas for inclusion under the Act because they would be prohibited from continuing to fish, hunt and ride horses in these areas. Thus, a number of people continue to view Alberta's Wilderness Areas Act as a "vindictive" Act, designed to quash public support for legal protection of wilderness lands.

In pressuring for protection of wilderness lands since 1971, public interest groups have had to coin new terms to avoid confusion with "Wilderness Areas" as defined by Alberta's unusual Wilderness Act. Since that time public interest groups such as the Alberta Wilderness Association and the Alberta Fish and Game Association have continued to lobby for appropriate legislation and the establishment of what are now called "Wildlife Recreation Areas" or "recreational wilderness." No additional wilderness lands have been given protection under the Wilderness Areas Act since the inclusion of the initial three areas.

Broad Public Support for Wilderness

Despite the hampering effects of Alberta's wilderness legislation, public support for the protection of wilderness lands has continued to grow from that first demonstrated at the 1970 public hearings. One measure of this is the growth of Alberta's wilderness - focussed public interest group, the Alberta Wilderness Association. The Alberta Wilderness Association was first organized

at a meeting in Lundbreck in southwest Alberta in 1968, and has grown to where it is now one of the largest public interest groups in the province. Its membership size roughly equals that of other much older groups such as the Western Stock Growers Association. Other measures of interest are the outcomes of relevant public hearings and surveys which have been conducted in Alberta since 1970.

1973 EASTERN SLOPES HEARINGS DEMONSTRATE BROAD SUPPORT

In 1973 the Alberta government established an "almost successful moratorium" on development for a 90,650 square kilometre region of public land, and requested that the Environment Conservation Authority hold public hearings on land use and resources development in this, Alberta's most prized region - the Eastern Slopes. The Eastern Slopes are provincial lands primarily within the Rocky Mountains Forest Reserve, stretching from the US border along the Rocky Mountains and foothills north to Grande Prairie. Paralleling the province's population core, from the Lethbridge area to Edmonton and Grande Prairie, the Eastern Slopes contain the headwaters for Canada's prairie rivers. For the purpose of the 1973 public hearings, the Eastern Slopes were divided into major watershed basins: the Oldman, the Bow, the Red Deer and North Saskatchewan, the Athabasca, and the Smoky River basins.

At these province-wide hearings, comprehensive proposals for the protection of eleven defined areas of wilderness were presented. Ten of these were presented by the Alberta Wilderness Association under the name of "Wildland Recreation Areas" and one, the Kakwa, was proposed as a 259 square kilometre Wilderness Area under the Wilderness Areas Act by the Wild Kakwa Society. Wilderness lands proposed by the Alberta Wilderness Association totalled 4,885 square kilometres and together with the Kakwa, amounted to seven percent of the Eastern Slopes' provincial lands. Even if all eleven areas - ranging in size from 98 square kilometres (38 square miles) to 1,450 kilometres (560 square miles) - were established, together with the four existing wilderness areas, over 86 percent of the Eastern Slopes would still remain open to other activities and uses.

The Wildland Recreation Area proposals and the concept of protecting such wilderness lands won very broad support at the hearings, and from the majority of Albertans surveyed in a poll. During that period, support came from such broad sectors as municipal governments, chambers of commerce, recreation organizations, politicians, conservation groups and individual citizens. For example, one alderman for the City of Calgary wrote:

The City, in my opinion, bears a major responsibility in the conservation of wilderness and park/recreation areas on its fringe, for it's the people of the cities primarily that require a wilderness experience or recreational space. (February 13, 1973, letter to Alberta Wilderness Association).

After reviewing a specific Wildland Recreation Area proposal, the Alberta Minister of Culture, Youth and Recreation, wrote:

It is also recognized that we must reserve our areas of natural beauty for future citizens and by having associations such as the Alberta Wilderness Association actively involved in working for this, our province will remain a beautiful place to live and visit. (January 29, 1973 letter to Alberta Wilderness Association).

A 1973 public opinion poll revealed that the majority of Albertans (65 percent) were in favour of establishing "wild land areas...where most outdoor activities, including hunting, are allowed, but where motorized vehicles and natural resource industries are forbidden." This same poll found public opinion on the need for more lands to be included under Alberta's Wilderness Act was split: 40 percent felt there should be more such areas, 49 percent felt the amount should remain about the same.

1973 AND 1979 PUBLIC HEARINGS LEAD TO RECOMMENDATIONS FOR WILDERNESS

The 1974 report on the Eastern Slope public hearings recommended that wildland recreation areas be established in each of the five river basins, beginning with the Elbow-Sheep in the Bow River basin, and including the Smoky River basin with the core of the Kakwa designated as a Wilderness Area under the Wilderness Areas

Act. The report also recommended that provision be made outside the national parks to relieve the "stresses and strains already apparent."

A 1979 report on public hearings held on "The Environmental Effects of Forestry Operations in Alberta" also made recommendations on wilderness lands. It was recommended that a Western Swan Hills Wildland Recreation Area be established and that investigations be undertaken into the possibility and location of a Boreal Wilderness Area. A Boreal Wilderness Area was viewed as a useful addition to the three established Wilderness Areas.

RECENT SURVEYS: STRONG PUBLIC SUPPORT CONTINUES

Results from more recent public opinion surveys indicate that Albertans are now as concerned or more concerned about wilderness and the natural integrity of their Eastern Slopes as they were in 1973. In April, 1985 the Chief Executive Officer of the Environment Council of Alberta concluded:

From the attitudes expressed by members of our Public Advisory Committees and by extrapolating results of environmental surveys from other areas, I find it difficult to believe that Albertans are less protective of the Eastern Slopes than they were in 1973. On the contrary, the public seems to be more concerned with environmental matters and more willing to pay to see that environmental quality is maintained.

A 1984 survey of Calgary and Edmonton area residents found that, when asked how important it is that the Alberta government develop and maintain areas for a variety of listed purposes, people rated as "most important" the protection of plants and animals, the protection of natural regions and the setting aside of wilderness areas from development.

Though no provincial public hearings with a scope broad enough to consider wilderness lands have been undertaken in Alberta since 1979, results of more recent opinion surveys leave little doubt as to the continuing support of the majority of Albertans for the legal protection of more wilderness lands within their province.

Unfulfilled Commitments for Wilderness Preservation

PUBLIC PRESSURE AND 1973 HEARINGS FOSTER POLITICAL COMMITMENTS

During the 1972 Legislative debates on Alberta's Wilderness Areas Act, some MLAs viewed the Act as a "modest beginning" and concurred with public opinion that more needed to be done. The Attorney General responded on behalf of the government by acknowledging the need, but instead of action, directed the public to express its concerns at the 1973 public hearings on the Eastern Slopes region.

We, as a Government are certainly aware of your concerns, and share the desire to provide protection for adequate recreational wilderness in Alberta. The subject will no doubt play a major role in the public hearings on the Foothills area to be held next year. (November 22, 1972 letter to Alberta Wilderness Association).

With the outcome of those public hearings being strong support for the establishment of "recreational wilderness" or "wildland recreation areas," the government placed a moratorium on development within the eleven areas proposed at the public hearings. However, while a decision was pending on the public hearing recommendations, some developments were still approved within the proposed wildland recreation areas. For example, a logging license was let in the spring of 1975 for the Oyster, Pasque and Straight Creek drainages in the proposed Upper Oldman Recreation Area.

Then in July of 1975, the Minister of Environment released the government's short Policy Statement on Development of the Eastern Slopes, which stated in part:

Development of the Eastern Slopes will adopt a Multiple-Use Policy as the basic concept. This will ensure that while some carefully selected projects will proceed in certain areas, vast tracts of land will be kept in natural and wilderness states. A conservative estimate is that a minimum of 70 percent of the Eastern Slopes Region will be maintained in present natural or wilderness

areas. This represents an area in excess of 15.5 million acres....

All the wilderness lands proposed for protection at the public hearings, taken together with the four existing Wilderness Areas, totalled less than 15 percent of the Eastern Slopes provincial lands and less than two percent of the province. Thus, the prospect for government acceptance of the wilderness concept and the protection of these specific lands appeared promising.

At a public forum in October, 1975, the Minister of Environment elaborated on the government's decision with respect to the major recommendations emanating from the 1973 public hearings:

Their fifth major recommendation [was that] certain land should be reserved for a limited use or a limited combination of uses such as wildland recreation areas, provincial parks and wilderness areas. More sensitive areas should be protected by limited access and I think I can say that we have accepted that recommended 100 percent and I expect during the next couple of years to see various pieces of legislation and regulations introduced that will bring in protection to, and definition of, those kinds of areas.

A SORRY POLITICAL RECORD

In the ten years since 1975 and notwithstanding the continuance of a Progressive Conservative government, no legislation has been introduced for wilderness and wildland recreation area protection. No wildland recreation areas or additional wilderness areas have been established. Only one provincial park has been designated in the Eastern Slopes during the fourteen years of Progressive Conservative government.

Despite the strong commitments of the early 1970s, government action never did materialize. Each approval of development within one of the proposed wildland recreation areas sparked a further round of public inquiries as to the status of the wildland recreation areas and the 1973 public hearing recommendations. In 1976 Don Getty, then Minister of Energy and Natural Resources, wrote to the Alberta Wilderness Association:

Some time ago, Energy and Natural Resources agreed to curtail issuance of dispositions in the proposed Wildland Recreation Areas and will continue to do so pending decisions on your proposals. Certain timber harvesting rights were also adjusted to protect the areas from further disturbance....

Your Association was advised some time ago that separate legislation is not being contemplated for Wildland Recreation Areas as has been done for Wilderness Areas. However, the Department of Recreation, Parks and Wildlife is evaluating the excellent reports that your Association has prepared and will consider whether or not areas of this nature should be identified and defined as a class of Provincial Parks when the Park classification system is developed.

...there has not been an official decision on the concept as presented by your Association. (April 27, 1976 letter to Alberta Wilderness Association).

The Eastern Slopes Policy Falls Short of Wilderness Preservation

The public never was informed of an "official decision." In 1977, a year after Mr. Getty's letter, the government released a much more detailed Eastern Slopes Policy, complete with regional land use zoning of Eastern Slope lands. Later, in 1980, correspondence from the Deputy Minister of Energy and Natural Resources, in response to issues raised over oil and gas drilling in the proposed Burnt Timber Wildland Recreation Area, revealed:

In developing The Policy for Resource Management of the Eastern Slopes, the association's proposals were given due consideration in the identification of lands to be included in the Prime Protection Zone. It was felt that a Prime Protection designation would recognize the association's interests, but would also serve a much wider spectrum of interests than would a specific dedication to Wildland Recreation exclusively. (August 14, 1980 letter from Deputy Minister of Renewable Resources to Alberta Wilderness Association).

The 1977 Policy for Resource Management of the Eastern Slopes defines the intent of the Prime Protection Zone as:

to preserve the environmentally sensitive terrain and the valuable aesthetic resource....Land use will be strongly

oriented toward dispersed 'backcountry' recreation activities such as hiking, fishing, hunting and other non-mechanized forms of recreation.

The Prime Protection Zones does permit development for a "much wider spectrum of interests" than would be appropriate within wilderness. The Prime Protection Zone consists primarily of the high-elevation forests and steep, rocky slopes of the major mountain ranges in the Eastern Slopes, with the lower boundary of the zone generally corresponding with the 6,500 foot elevation south of the Bow River, the 6,000 foot elevation from the Brazeau to the Bow, and the 5,000 foot elevation north of the Brazeau. Thus, not all of the proposed wildland recreation area lands were given Prime Protection status, nor is such zonation equivalent to the wilderness concept.

Given the statements of flexibility contained in the Policy, the regional zoning could not be said to protect any one area from any number of uses. A 1982 "Review and Analysis of Wilderness Legislation in Alberta" concludes:

Examination of the document leads one to question whether implementation of the East Slopes Policy can ever satisfy the objectives of protection of wildland recreation areas.

Policy only has the force and effect that the cabinet and individual government ministers choose to give it. Policy can be significantly altered at the discretion of a single minister, without public notification or debate of the contemplated changes. such was the case in 1984, when the Eastern Slopes Policy was "revised" by the Associate Minister for Public Lands and Wildlife. Neither does government policy have the force and effect of legislation and regulation, nor can it be enforced as such. Since the release of the Eastern Slopes Policy, there have been few changes in legislation and regulation to enforce the Policy, including the Policy intent and land use restrictions of the Prime Protection Zone.

When the 1977 Eastern Slopes Policy came into effect, the moratorium on development referred to in 1976 evaporated, and almost no legislation or regulation has been invoked by the government to

prevent the steady erosion of the wilderness quality of the eleven wildland recreation areas proposed in 1973. For example, only a small fraction of these proposed wildland recreation and wilderness areas, and less than 15 percent of the entire Prime Protection lands have been legally closed to rapidly increasing motorized use. Sales of petroleum and natural gas leases and licences have continued for Prime Protection lands, with some sales only stipulating that surface access (as opposed to directional drilling from outside the area) may not be permitted. "Step-out" drilling from petroleum bearing rock structures identified outside the area is permitted within Prime Protection zone lands. Most recently, management plans for regions, particularly south of the Bow River, propose that the Prime Protection Zone be reduced to above treeline; protecting mountain peaks and alpine vegetation only.

No resource management policy similar to the Eastern Slopes Policy exists for public lands outside the Eastern Slopes region. Therefore, there is no public policy focus for addressing protection of wilderness in the planning area and use of these public lands, with the absence of planning and protection mechanisms for wild rivers being the most conspicuous.

Provincial Parks Classification: Inadequate for Wilderness

In 1979 a new classification system for provincial parks materialized. The four-tier classification which was established included "Wildland Parks." The Wildland Park classification was introduced:

so that areas may be retained in their wild and primitive state, and the opportunity is offered to the public to participate in dispersed recreational activities compatible with the preservation of the wild and primitive state of parks in this class.

However, the only Wildland Park to be established has been the 1977 Kananaskis Provincial Park, which encompasses the 129 square kilometre Upper Kananaskis Wildland Recreation Area proposal. This 508 square kilometre provincial park includes such developments as highways, paved bicycle paths, four vehicle access campgrounds, high

development standard backcountry trails and campsites, and a restaurant.

As of 1985 there is no government initiative underway to carry out the 1973 public hearing recommendations for the designation of wildland recreation areas by establishing Wildland Provincial Parks on these lands. Also remaining are the problems that horse use and hunting are generally prohibited within provincial parks; that the provincial parks are usually quite small; and that the Provincial Parks Act contains no definition or provisions for wilderness.

Thus, provincial commitments for wilderness protection which began in 1970 with statements from the Progressive Conservative opposition party and were carried into the early years of its term in government, fifteen years later still have not materialized into official acceptance of the wilderness concept, and a legislated framework for protection of such lands and rivers in Alberta.

Government Disregard: Some Examples

With all Alberta public lands except the national parks, military reserves and Indian Reserves under provincial jurisdiction since 1930, and with the long history of strained federal-provincial relations, it is highly unlikely that any sizable portion of Alberta land would be transferred to federal jurisdiction for the creation of another national park. The degree to which the Alberta government has continued to refuse to acknowledge the international concept of wilderness and act on protecting remaining wilderness lands can be demonstrated by an examination of government decisions on other major land use proposals heard along with the wildland recreation area proposals at the 1973 public hearings. Current trends can also be found in the Integrated Resource Planning Process for the Eastern Slopes.

THE 1973 "MAJOR TOURISM DEVELOPMENT PROPOSALS"

In 1973 the provincial government gave the Alberta Wilderness Association approval to have the proposed Elbow-Sheep Wildland

Recreation Area considered as one of the major tourism development proposals at the 1973 Eastern Slopes public hearings. The Wildland Recreation Area proposal had approval in principle from the City of Calgary. At the conclusion of the special hearing, it was decided that the Elbow-Sheep should be the first of the wildland recreation areas to be established in the Eastern Slopes. These lands later (1977) became part of the government's multi-million dollar Kananaskis Country Recreation Development. Later still in 1979, the areas was included in the integrated resource planning process for the whole of Kananaskis Country. The terms of reference for this planning process did not identify wilderness as a resource to be assessed and planned for within the planning area. The Elbow-Sheep area remains without legislated protection, without government recognition as a wilderness and thus, also without a management plan designed to identify and maintain it as a wilderness.

In contrast, the Odyssey tourist, recreation and convention complex proposal only received the 1973 hearing recommendation that further examination of alternative sites be made and that it be further considered by the Red Deer Regional Planning Commission after the commission's land use plan for the Red Deer River basin was completed. However, this proposal received provincial government approval and a lease of land on the site originally proposed - adjacent to the White Goat Wilderness. The provincial government also identified this sizable development as an approved development not open to debate within the integrated resource planning program for the area.

The 1973 public hearings did recommend that the Westcastle Recreation Resort proposal near Pincher Creek proceed as a four-season recreation resort, and that it be ensured in part through impact studies, that environmental damage be minimized. However, later government studies concluded that a four-season resort catering to national and international tourists would not be economically viable at this location. In 1985, prior to completion of the integrated resource plan for the region, just such a resort was given approval in principle by the Cabinet. It was then stipulated that the final integrated resource plan for the region would accommodate future development requirements of the proposal

when these became known. None of the wildland recreation area proposals recommended by the 1973 public hearings have been given approval in principle by the Alberta government. All are to undergo further consideration through the government's integrated resource planning process.

INTEGRATED RESOURCE PLANNING FOR THE EASTERN SLOPES

The Integrated Resource Planning Program for the Eastern Slopes is a land use planning process which, thus far, does not accept wilderness as a resource to be considered, even though ecological reserves have been identified as a matter for consideration. Nor does this planning process allow for any moratoria on development on lands proposed for wilderness protection.

Through the integrated resource planning process the government has continued to demonstrate a reluctance to accept the international concept of wilderness and to allow for appropriate designation of such lands, as was recommended following the 1970 and 1973 public hearings. As there is no government agency with the mandate to assess and designate wilderness lands and rivers, representation for these concerns within the planning process falls entirely to the public and public interest groups. Public interest group representatives concerned about protecting wilderness lands of the Elbow-Sheep, were presented the following statement in 1983:

I would like to first deal with the point you raise several times concerning identifying wilderness as a resource and as a major concern and issue....The planning team has attempted to avoid using terms which have no 'legal' status in Alberta (e.g., wilderness, wildland, wild river) while we do use terms which have legislative mandate (e.g., provincial recreation area, ecological reserve). Instead we try to achieve objectives relating to these terms through other channels such as zoning and management guidelines. We have basically considered wilderness as part of the recreation spectrum and also, to lesser extents, as part of ecological and wildlife resources. (February 15, 1983 letter to Alberta Wilderness Association from Resource Planning Branch, Energy and Natural Resources).

Most recently, in May 1985, a lengthy document requesting the protection of the wilderness attributes of the proposed South Castle Wildland Recreation Area through Prime Protection zonation in the integrated resource plan was rejected by the civil service. The South Castle area was once part of Waterton Lakes National Park and in 1977 the Eastern Slopes Policy described it as having "a very high potential for wildland recreation." The response of the civil service, in part, was:

Both the planning team and Resource Integration Committee, ... held the view that traditional recreation uses could be maintained in the South Castle to partially meet demands for extensive recreation in the region as a whole. We concluded that this could be accomplished without the designation of a true wilderness area in the South Castle. Instead, a 'wildland' management philosophy was adopted which stresses the primacy of extensive recreation values in the area and holds that secondary objectives for uses such as domestic grazing, timber harvest and petroleum and natural gas development may be achievable under strict operational guidelines. It has become very apparent that our definition of 'wildland' differs from yours in that we recognize that wildlands include areas where management strives to hold types and intensities of resource uses to the lower end, but not extreme end, of the development continuum (i.e., completely untouched to totally developed). The position of the planning team and Resource Integration Committee on this matter was adopted in subsequent reviews by senior interdepartmental resource management committees. (May 21, 1985 letter to Alberta Wilderness Association from Resource Planning Branch, Energy and Natural Resources).

Thus, the 1973 public hearing recommendation that wildland recreation areas be established and the 1972 statements that the government "share(s) the desire to provide protection for adequate recreational wilderness in Alberta" have now been distorted to the point where the civil service now informs the public that it will only consider wilderness as delineated by Alberta's unusual Wilderness Areas Act, or as areas of multiple use with a focus on extensive recreation.

Wild Rivers: Blatant Disregard for Protection

The most blatant disregard for the protection of wilderness in Alberta has been demonstrated by the Alberta government with respect to wild rivers. In 1978 growing government and public concern across Canada over the rapid disappearance of rivers in their natural state due to their commitment to consumptive uses, led to a federal-provincial parks ministers' conference recommendation that a cooperative program to identify and protect outstanding examples of Canada's river heritage be established. A "Canadian Heritage Rivers Task Force" composed of federal, provincial and territorial government representatives in 1981 completed the framework and guidelines for the Canadian Heritage Rivers System.

This cooperative designation program would leave the ownership and management of the designated river reach under its present jurisdiction.

Nominations of rivers to the system require the approval of the government holding jurisdiction over the river. Since the the program began, the Athabasca River and the North Saskatchewan River within the boundaries of the national parks in Alberta have been nominated.

Although involved in the development of the program, the Alberta government has since refused to participate actively. In December, 1983 the Alberta government wrote to the federal government:

While the concept of a Canadian system of natural, historical and recreational rivers is supportable in principle, the designation of an Alberta river or reach of river as a Heritage River would raise expectations that other current and future use would not be considered. Given the importance of water resources to Alberta for domestic, municipal, agricultural, hydro-power and industrial supplies, in addition to recreation use, it is in the best interest of Alberta to plan and manage its water resources for multi-purpose use. (December 6, 1983 letter from Minister of Alberta Recreation and Parks).

The Alberta government is continuing with its plans to undertake a massive interbasin transfer of water for irrigation from the northern part of the province through a series of dams, reservoirs and connecting canals or pipelines to the southeast of the province. Leaked government documents have verified that at least the most recent dam, the Dixon Dam on the Red Deer River, was built primarily because it fitted within the water transfer scheme. Alberta is currently proceeding with yet another dam - one which the government's own studies have shown to be uneconomical - with severe environmental and social impacts. This Three Rivers Dam on the Oldman River will flood three river valleys for 24 kilometres upstream, twenty-two family farms and parts of an additional twenty farms. The flooding and environmental damage to the river ecosystems will include a reach of the Oldman River which a public interest group study of 32 southern Alberta rivers identified for protection as a candidate recreational river.

Increasing Demands in Alberta for a Diminishing Resource

TRENDS IN DEMAND FOR WILDERNESS AND THEIR IMPLICATIONS

In an atmosphere of indifference on the part of the Alberta government and the newly-elected federal government, indications are that present demand, let alone the future demand for wilderness in Alberta, is outstripping the supply of designated wilderness areas. The economics of conservation show that rising populations and income lead to increased demand for protection of wilderness. Not only has the demand for wilderness increased in Alberta since 1965, as elsewhere in North America, Alberta's population has grown by 54 percent. Alberta now has a projected annual population growth rate of 1.5 to 3.0 percent to the year 2011. The amount of legislatively protected wilderness in Alberta has decreased 13 percent since 1965.

Assessing the demand for wilderness by only considering the numbers of people who use wilderness can be very misleading as many value wilderness even though they may not presently use it. Even

so, studies project the direct use of wilderness to continue to increase annually, providing there is sufficient supply.

Unfortunately, with the lack of interest in wilderness shown by the Alberta government, almost no statistical information has been collected on use levels and trends for provincial wilderness lands and rivers, even for the four designated provincial wilderness areas. The federal government, however, has compiled some trend data for wilderness lands within Alberta national parks. During the period of the mid-1960s to the mid-1970s, there was an eight-fold increase in use of these lands. The rate of increase has levelled out since that period of rapid growth. The national parks, with the exception of Wood Buffalo, now have various use restrictions and quota systems in place for their wilderness lands. Growth in use of these lands is expected to continue, but at a slower rate of increase than in the 1960s and 1970s.

Similar trends have been found in the US with the growth in use of some areas not being as marked as that experienced in the Alberta mountain national parks. Between 1965 and 1980, use of the US Wilderness Areas almost doubled and projections are for continued increase in use.

Studies of market realities for recreation and tourism in Canada indicate that a greater concern and appreciation for the natural environment is evident, and that the demand for wilderness experiences is expected to increase. Additionally, a 1981 Alberta Recreation and Park's public opinion survey found that Albertans now rank non-motorized outdoor recreation as one of the top four preferred leisure activities. The other three top activity groups were exercise-oriented; racquetball/handball and team sports. Albertans indicated that the overcrowding of facilities and the lack of close areas/facilities were two major barriers to their participation in their preferred leisure activities. These barriers exceeded the constraints provided by economic barriers.

Concerns regarding overcrowding and lack of close opportunities are further accentuated by Canadian tourism studies which predict a continued trend to shorter duration and more frequent holidays

(e.g., extended weekends) with shorter travel distances from residence. Surveys on wilderness use in Canada and the US have consistently found that the majority of visitors come from the surrounding region. This trend is predominant for Willmore Wilderness Park, even though Willmore is the only designated wilderness area in Alberta where the full range of traditional non-motorized outdoor recreation activities is permitted. The largest number of visitors to Willmore Wilderness Park is from the local area (41%) with the next largest group from the adjacent Edmonton area (21%).

Such information indicates that if the demands of the public are going to be met, wilderness areas and the opportunities they provide to the public should be widely distributed within practical access of populated areas. Thus, for example, the 31,122 square kilometres of wilderness within Wood Buffalo National Park in extreme northern Alberta does not relieve the existing shortfall of wilderness in southern Alberta. For southern Albertans, it is even cheaper to travel to many of the US Wilderness Areas than to the wilderness of Wood Buffalo National Park.

Alberta Lags Behind Other Areas of the World

Unlike Alberta, a number of areas of the world have been responding to the growing demand for protection of natural landscapes and ecosystems, including wilderness areas. During the last ten years, the number of national parks in 124 countries has jumped from 1,500 to 2,611; an increase of 82 percent. Some countries have a considerable portion of their lands within protective park status (e.g., 17% of Kenya, 9% of Indonesia and 10% of New Zealand). In addition to national and state parks, and National Forest Primitive Areas, almost four percent (89 million acres) of the US is now designated as wilderness under the 1984 Wilderness Areas Act - with a further 24 million hectares (60 million acres) under reservation for study as potential Wilderness Areas. This includes over 3.3 million hectares (8.2 million acres) of wilderness land designated by the Reagan administration in 1984. Almost 15 percent of Alaska is designated as wilderness, with

Colorado, Florida, Idaho, Washington and Wyoming all having four percent or more of their lands designated. All but one natural landscape or biogeographic type has a representative area protected within the U.S. parks and wilderness system.

Less than 0.9% of Alberta is legally designated as wilderness, with a further 4.7% presently managed as wilderness within Wood Buffalo National Park and 2.16% managed as such within the mountain national parks. More telling than these figures is the fact that representative areas of three-quarters of the seventeen recognized natural landscape or biogeographic types in Alberta do not have sufficient protection within any park or wilderness area.

Appreciation and use of wilderness increases with increased leisure time, increased levels of education and population growth. At the 1984 General Assembly of the International Union for Conservation of Nature, countries from around the world passed a resolution that "all nations identify, designate and protect their wilderness areas on both public and private lands." Unless Alberta now adopts a policy and appropriate legislation for the assessment and protection of wilderness, Albertans, ten years from now, will find that far too little wilderness was saved today. Indeed they are now finding that there is a shortage of wildland and recreation areas in Alberta's southern Eastern Slopes only twenty years after the allocation of all mature timber to logging and 64 years after the reduction of Waterton Lakes National Park to half its former size.

The Urgency - The Priorities

ALBERTA'S SHRINKING WILDERNESS LAND BASE

Wilderness is the product of centuries of natural processes. What Alberta now has in the way of wilderness land will ever have. Throughout Alberta's history as a province the identification, designation, protection and appropriate management of wilderness has been virtually non-existent in the face of continuous and often rapid growth in resource exploration,

development and extraction. Thus, Alberta has not only a finite, but a rapidly shrinking wilderness land base. The seriousness of this shrinking and irreplaceable landbase is compounded by (a) the increasing demand for wilderness, (b) the increasing use and even overuse of existing designated wilderness areas, and (c) the fact that only one-quarter of the natural landscape types in Alberta have sufficient representative areas protected within any park or wilderness area. At public hearings in Alberta in 1970 and 1973, a broad spectrum of Albertans demonstrated considerable foresight with the respect to the need to identify and protect wilderness in Alberta. The Calgary Chamber of Commerce, for example, presented the following to the 1973 Eastern Slopes public hearings:

The Calgary Chamber of Commerce recognizes that it is essential to the continued financial well-being of this Province that resource exploration and development be encouraged and continued.

This Chamber also recognizes that the quality of human life is an asset now possessed by this Province but which in terms of natural surface resources could be eroded without a sound maintenance and preservation policy.

This Chamber further submits that it is not too late for a comprehensive and cohesive recreation and wilderness plan to be established as the policy of this Province but that at the rate of expansion of the population of cities, another five years without such a policy could result in irrecoverable losses in natural areas which need not occur.

Twelve years without such a policy has brought Alberta to a recognized scarcity of wilderness in the southern Eastern Slopes and to the point where it has only one small piece of aspen parkland wilderness (Rumsey), and one last accessible prairie wilderness (Milk River-Lost River). Developments continue to press forward into the habitats of wilderness-dependent wildlife species; the grizzly habitat of the Glacier-Waterton Lakes International Biosphere Reserve; the home range of the Swan Hills grizzly - the most inland race of grizzly bears in North America; the winter range and migration routes of the mountain caribou of the Willmore-Jasper region; and the habitat of the woodland caribou of west-central

Alberta. All these are now species and populations with an uncertain future in Alberta.

THE PRIORITY AREAS

Because of the absence of a provincial body responsible for identifying and designating wilderness, a public interest group, the Alberta Wilderness Association, has been doing much of this work. In December, 1984 the Alberta Wilderness Association placed before Alberta government, a list of high priority areas requiring immediate action to protect their wilderness attributes and values for Albertans. The priority wilderness lands are:

In the Eastern Slopes:

- South Castle
- Upper Oldman
- Whaleback
- Panther Corners

Outside the Eastern Slopes:

- Milk River/Lost River
- Rumsey Aspen Parkland
- David Lake

Appendix III is a chart which summarizes the attributes of each of these areas, the current issues threatening the integrity of the land, and the area's present status (see too Figures 1 and 2).

A system for the designation and management of wild rivers (natural and recreational) in Alberta has been identified as an urgent priority. River reaches assessed as priorities for designation are:

- Lower Red Deer River
- Bow River (Calgary to Blackfoot Indian Reserve)
- Clearwater River (Fort McMurray to Saskatchewan border)
- Slave River

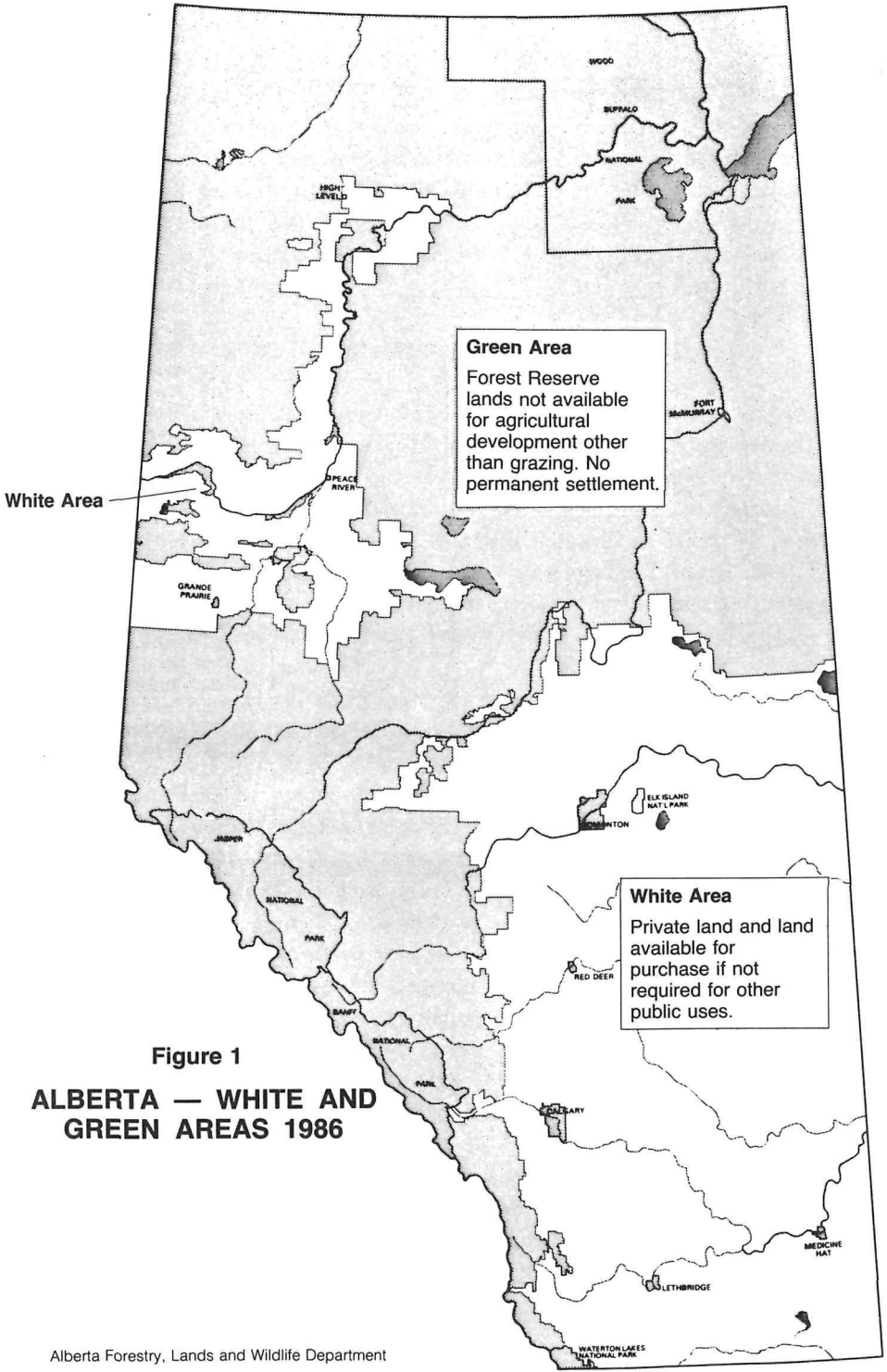
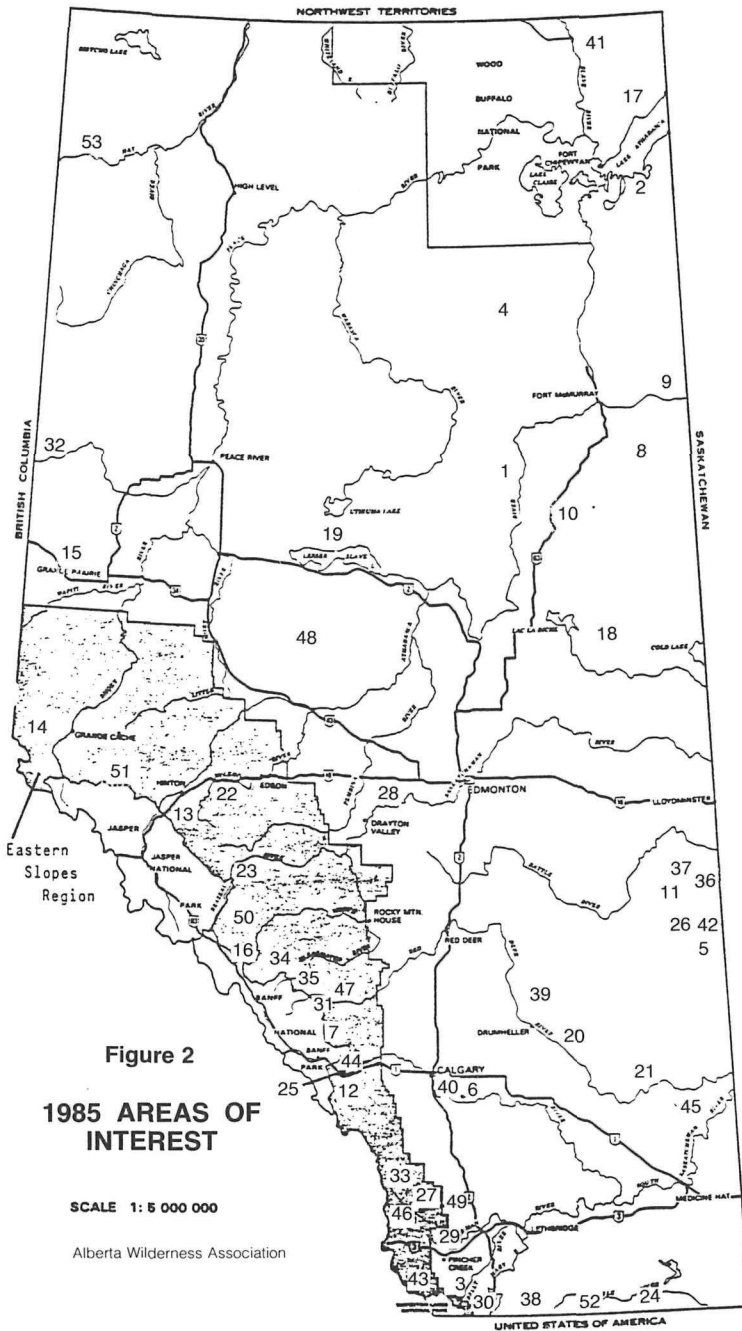


Figure 1
ALBERTA — WHITE AND GREEN AREAS 1986



1. Athabasca River
2. Athabasca Sand Dunes
3. Belly River — Oldman River
4. Birch Mountains
5. Bodo
6. Bow River
7. Burnt Timber
8. Christina River
9. Clearwater River
10. Crow Lake
11. David Lake/Wainwright
12. Elbow-Sheep
13. Folding Mountain
14. Kakwa
15. Kleskun Hill
16. Kootenay Plains
17. Lake Athabasca — Wylie Lake
18. Lakeland
19. Lesser Slave Lake — N. Shore
20. Little Fish Lake
21. Lower Red Deer River
22. Macleod River
23. Marshybank Lake
24. Milk River — Lost River
25. Mount Yamnuska
26. Neutral Hills
27. North Porcupine Hills
28. North Saskatchewan River
29. Oldman River
30. Paine Lake — Beaverdam L.
31. Panther Corners
32. Peace River
33. Plateau Mountain
34. Ram River
35. Ram-Whiterabbit
36. Reflex, Manito & Killarney L.
37. Ribstone Marshes
38. Ross Lake
39. Rumsey Aspen Parkland
40. Sheppard Creek
41. Slave River
42. Sounding-Sunken Lakes
43. South Castle
44. South Ghost
45. Suffield & S. Sask. River
46. Upper Oldman
47. Upper Red Deer River
48. Western Swan Hills
49. Whaleback
50. White Goat
51. Wild Hay River
52. Writing-on-Stone, Police Coulee
53. Zama Lake

An "Areas of Interest" list which briefly describes fifty-three wilderness lands, rivers and candidate ecological reserves in Alberta requiring protection has also been produced by the Alberta Wilderness Association (see Appendix IV). Of these areas, fourteen are of international or national significance, four of national significance, twenty-three of provincial significance and twelve of regional significance.

THE ECONOMIC VALUE OF PROTECTING ALBERTA'S WILDERNESS

It has been estimated that approximately an additional 12,900 square kilometres (5,000 square miles) of lands require protection to complete a parks and wilderness system in Alberta which would preserve representative landscapes and sufficient wilderness for this and future generations. This would leave at least 95 percent of the provincial lands open to other present and future uses. If federal national parks are included, over 89 percent of Alberta (federal and provincial lands) would remain open to other uses.

The irrecoverable economic loss to Albertans of not protecting their significant wilderness lands and rivers could be substantial. Unfortunately, lack of government legislation, policy and interest in wilderness has meant that there are presently no economic studies to quantify just what Albertans could realize from protection of additional wilderness lands and rivers. Other regions where such assessments have been done give an indication of the magnitude of these dollar values. Recently, a representative of the Colorado Department of Natural Resources indicated that, for every dollar spent in cost attached to Colorado's Wilderness Areas during 1984, the public realized a \$23 return in benefits. The department was quick to point out that this compares to a net loss of 19 million dollars during 1984 in harvesting public forests. It is now known that tourism and wilderness are the stabilizing factors for some local economies of Colorado which in the past, followed the boom and bust cycles of the lumber and mining industries. The value of British Columbia's newest Wilderness Park, the 498 square kilometre (192 square miles) Valhalla Wilderness, was estimated to be 229 jobs and 3.4 million dollars in additional revenue with 16 million dollars in new capital investment for the neighbouring communities.

Again, the stabilizing factor of wilderness preservation for the slumped mining and logging economies of these communities was also stressed.

In 1925, while Chief of Operations for the forests of New Mexico and Arizona, Aldo Leopold wrote:

Can not we once foresee and provide? Must it always be hindsight, followed by hurried educational work, laborious legislative campaigns, and then only partially effective action at huge expense? Can not we for once use foresight, and provide for our needs in an orderly, ample, correlated, economical fashion? The next resource, the exhaustion of which is due for 'discovery' is the wilderness.

Appendix I

Definitions

The first wilderness area to be formally established in North America (the Gila Wilderness Area) was established in 1924 by the US Forest Reserve. The Forest Service has gained considerable experience since that time and the following definitions have been reproduced from the Service's "Wildland Planning Glossary," issued in 1976. Definitions adapted by the Alberta Wilderness Association for use in Alberta are also presented below.

WILDERNESS (US FOREST SERVICE)

1. Popularly, any tract uncultivated and uninhabited by human beings. (Ford-Robertson 1971).
2. "Wilderness area." Undeveloped federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least 5,000 acres or is of sufficient size as to make practical its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or features of scientific, educational, scenic or historical value. (Wilderness Act 964).

A tract of land, including interior bodies of water, open to overnight public use and entry by foot, horseback, or hand-propelled vessel; primarily in public ownership, in the continental US; not less than 100,000 acres in extent; containing no roads constructed for passenger car traffic in mountainous terrain, or suitable for passenger car traffic in desert or plains; existing as a single unit with boundaries reasonably free of indentation; without interruption by on-site influence, except that effects of domestic livestock are acceptable; effects of selection logging before 1920 are acceptable east of the 98th meridian; ecological effects of fire suppression are acceptable in all areas. California, University, Wildland Res. Centre 1962).

A continuous stretch of country preserved in its natural state, open to lawful hunting and fishing, big enough to absorb a two week's pack trip, and kept devoid of roads, artificial trails, cottages, or other works of man. (Leopold 1921).

An area where the earth and its community of life are untrammelled by man, where man himself is the visitor who does not remain. (Wilderness Act 1964).

In common usage, "wilderness" refers to those backcountry types of wildlands which show no obvious evidence of present or previous human uses other than foot or pack animal trails. Some use the terms primitive and wilderness interchangeably to refer to all areas displaying no obvious evidence of present or previous human uses-other than foot or pack animal trails. Others makes a distinction between the two, using 'primitive' to refer to all areas possessing wilderness qualities and restricting the use of "wilderness" to only those portions of the larger primitive area which have officially been designated as "wilderness" areas. (After AWM).

WILDERNESS (ALBERTA WILDERNESS ASSOCIATION)

The AWA uses a combination of the above definitions. Undeveloped public land retaining its primeval character and influence, without permanent improvement or human inhabitation, which is protected and managed so as to:

- conserve its natural conditions and
- provide opportunities for primitive forms of recreation.

The land:

- generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticed, or is capable of being reclaimed to this state within a relatively short time period
- has opportunities for solitude and the viewing of natural processes
- is of sufficient size as to make practical its protection and use in an unimpaired condition, including the opportunity for extended foot, horseback and/or hand-propelled boat trips

- may also contain and be managed for the maintenance of ecological and geological features and/or features of scientific, education, aesthetic, historical or archaeological value. By definition, mechanized travel, and resource exploration, development and extraction are not permitted, with the exception of domestic grazing in warranted cases.

Due to the nature of the current Alberta Wilderness Act, which does not encompass the establishment and management of such areas, the AWA generally refers to wilderness lands proposed for protection under appropriate legislation (when such legislation is developed) as "Wildland Recreation Areas" or "Recreational Wilderness." Other lands of wilderness quality are variously referred to as wildlands, primitive areas, or de facto wilderness.

WILDERNESS DE FACTO (ALBERTA WILDERNESS ASSOCIATION)

A term used by the AWA for wilderness lands which are not managed nor protected as wilderness, i.e., roadless areas. The area retains its wilderness character only due to resource activities not occurring yet; not as a result of policy and/or legislation.

WILDERNESS AREA (ALBERTA WILDERNESS ASSOCIATION)

A term used by the AWA to refer to those areas established under the Alberta Wilderness Area Act.

WILDLAND (US FOREST SERVICE)

1. Non-urban areas that are not intensively managed and manipulated. They include most managed forests but not city parks with their exotic plants, "manicured" lawns, and sprinkler systems. The term is not exact because it includes lands that are under management and are not truly wild. Through long usage it has come to apply to lands that are sparsely settled and present a fairly natural appearance. Forests, deserts, mountains, grasslands and other extensive lands are normally included. (Wagar 1964).

This term is most often used as one of several terms of comparison contrasting the differing degrees of utilization and alteration of land which occur, e.g., urban lands, agriculture lands and wildlands. The dividing lines between these states cannot be defined in any generally acceptable quantitative terms. The only firm sense of differentiation between these terms exists when they are used to describe broadly contrasting natures and intensities of land utilization. "Wildlands" are simply those natures and intensities of use on the least utilized and altered side of the continuum from totally developed to completed untouched. (CFS).

2. Lands unoccupied by crops, pastures, urban, residential, industrial or transportation facilities.

Lands over which man has not extended his complete and permanent domain with his bulldozers, plows and asphalt spreaders. (After California, University, Wildland Res. Centre 1959).

3. Uncultivated land, except fallow lands. (Ford-Robertson 1971).
4. Land that is uncultivated or unfit for cultivation. (Webster 1963).

Appendix II Statistics on Wilderness

WILDERNESS IN ALBERTA

Areas with Legislated Protection

	mi ²	km ²	% of Alta.
Willmore Wilderness Park (Willmore Wilderness Park Act)	1,775	4,598	0.7
Wilderness Areas (Wilderness Areas Act)			
Siffleur	159	412	
White Goat	171	443	
Ghost River	59	152	
	389	1,007	0.15
			0.85%

Areas with Protection Through Policy

	mi ²	Total km ²	%	(Wilderness Zone Lands)	
National Parks (Parks Canada Policy Designates Wilderness Zones)					
Wood Buffalo (Alta. section only)	13,482	34,918	5.29	31,122	4.7
Jasper	4,200	10,878	1.65		
				14,000	
Banff	2,564	6,641	1.00		
Waterton	203	526	0.08	245	2.16
Elk Island	75	194	0.03		
	20,524	53,157	8.05	45,367	6.86

Proposed Wildland Recreation Areas

	mi ²	km ²	% of Alta.
<hr/>			
Eastern Slopes:			
Wild Kakwa (Wild Kakwa Society)	184	476.6	
Folding Mountain	42	108.8	
White Goat	311	805.5	
Ram-White Rabbit	661	1712.6	
Panther Corners	73	189.1	
Burnt Timber-Waiparous	135	349.7	
South Ghost	93	240.9	
Elbow-Sheep	555	1437.5	
Upper Oldman	115	297.9	
North Porcupine Hills	50	129.5	
Whaleback	91	235.7	
South Castle	183	474.0	
(Upper Kananaskis is now within Provincial Park)			
	<hr/>		
	2,493	6457.8	0.98
Boreal Forest, Aspen Parkland, Prairie:			
Western Swan Hills	432	1118.9	
Lakeland	197	510.4	
Rumsey-Aspen Park	70	181.3	
Milk River-Lost River	110	284.9	
	<hr/>		
	809	2095.5	0.32
Total of Proposals:	3302	8553.3	1.30
<hr/>			

Wild Rivers

Proposed Natural Rivers:

Corridor Length

	<u>mi.</u>	<u>km.</u>
Athabasca (Athabasca to Ft. McMurray)	392	630
Christina	121	195
Clearwater (Saskatchewan border to Ft. McMurray)	60	97
Kakwa	72	115
Milk River (secondary road #880 to US border)	89	55
Ram River	16	25
Red Deer-Lower (Highway 36 to Saskatchewan border)	125	201
Slave Lake (Lk. Athabasca to Great Slave Lake)	106	170
	<hr/>	
	981	1528

Proposed Recreational Rivers:

Bow River (Bears paw to Blackfoot Indian Reserve)	75	120
MacLeod River (Mercoal to Edson)	103	165
North Saskatchewan (Nordegg to Edmonton)	211	340
Oldman (Upper to North Fork Bridge)	56	90
Peace (Cherry Point to Dunvegan)	84	135
Ram-North and South Ram	71	115
Red Deer-Upper (Banff National Park to Sundre)	57	92
Wild Hay (Rock Lake to Athabasca)	84	135
	<hr/>	
	741	1192

BASELINE STATISTICS

	mi ²	km ²	% of Alta.
Total Area of Alberta:	255,285	661,185	
Privately Owned Land	69,093	179,950	27.0
Federally Controlled Land (National Parks, Research Stations, Military Reserves)	24,354	63,077	9.5
Indian Reserves	2,535	6,566	1.0
Eastern Slopes Region (Federal and Provincial)	35,549	92,072	13.9
(Provincial)	28,582	74,027	11.2
All Parks (Federal and Provincial Including Designated Wilderness and Recreation Parks)	23,153	59,963	9.1
-total provincial	2,629	6,806	1.03
-total federal	20,524	53,157	8.04

NATIONAL PARKS IN ALBERTA-HISTORICAL SIZES

Waterton Lakes National Park

	<u>Sq. mi.</u>
1985 - established	54
1911 - reduced to	13.5
1914 - enlarged to	500
1921 - reduced to	220
1945 & 1955 - reduced to	203

Jasper National Park

	<u>Sq. mi.</u>
1907 - established	5,000
1911 - reduced to	1,000
1914 - enlarged to	4,400
1927 - 980 sq. mi. added; then removed and put in Rocky Mountain National Park in 1929	
1929 - enlarged to	4,517
1930 - reduced to	4,082
present	4,200

Elk Island National Park

1913 - established	75
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Banff National Park

1885 - Hot Springs Reserve established	10
1887 - enlarged, Rocky Mountain	
1911 - reduced to	1,800
1917 - enlarged to	2,751
1930 - Banff National Park reduced to	2,580
1964 - reduced to	2,564

Wood Buffalo National Park

1922 - established	10,500
1926 - enlarged to	17,300

Appendix III

Alberta Wilderness Association Top Priorities

Presented to Hon. Don Sparrow, Associate Minister of Public Lands and Wildlife, December 6, 1984.

EAST SLOPES

High Priority for Natural Area Establishment
(AWA Proposed Wildland Recreation Areas):

South Castle

Upper Oldman

Whaleback

Panther Corners

High Priority Forest Land Use Zones:

White Goat (Job Lake, Blackstone Gap)

Ram-White Rabbit

NON-EAST SLOPES

High Priority for Natural Area Establishment
(AWA Proposed Wildland Recreation Areas):

Milk River/Lost River

Rumsey

David Lake

RESPONSIBILITY FOR CROWN LAND RECREATION

1. A system for designating and managing river recreation corridors is needed. Discussions should be initiated with Lands, Parks and Environment to discuss legislative and other approaches to resolving this complex problem.

High Priorities for wild or scenic river designation are:

Lower Red Deer River

Bow River (Calgary to Blackfoot Indian Reserve)

Clearwater River (Saskatchewan border to Fort McMurray)

Slave River

2. A review of the legislation applying to wilderness areas and ecological reserves is needed to provide more flexibility and include the definition of wildland recreation areas and to provide a system for designating and managing recreation on crown lands outside provincial Parks.

ECOLOGICAL RESERVES

We still feel uncomfortable recommending a four square mile limit on ecological reserves and feel that the best interests of the program could be served by a change in the legislation (see above) and by setting up task forces (similar to Milk River Task Force) to decide on specific regulation, management, and boundaries of each area. If a four square mile limit is decided upon, then the remainder of our area of interest should at least have natural area status with appropriate regulations. The importance of involving conservationists and local concerns in developing the approach to these areas (well before establishment is proposed!) should be recognized. In addition, many of these areas fall within lands that we would like to see designated for wildland recreation and do not constitute additional lands to those identified above. As some of the seventeen biogeographic sections are still unrepresented, interim reservations are needed on lower priority areas (see areas of interest).

Our top priority areas for ecological reserves are:

Mixed Grassland: Milk River/Lost River (two distinct areas within our proposed natural area)

Dune Point/Bindloss (two distinct areas within
our proposed river corridor)

Northern Fescue Grassland:

Little Fish Lake

Foothills Fescue Grassland:

Ross Lake

Central Parkland: Rumsey (part of proposed natural area).

David Lake (part of proposed natural area).

Peace River Parkland:

Northern Outliers Foothills:

Goose Mountain (Swan Hills)

Mixed Wood Boreal Forest:

Crow Lake

Clearwater River (part of proposed natural area).

Montane Rocky Mountain:

Whaleback (part of proposed natural area).

Kootenay Plains (entire area).

Alpine/Subalpine Rocky Mountain:

Plateau Mountain (entire plateau).

Athabasca Plain Canadian Shield:

Athabasca Dunes

APPENDIX III (cont'd)

AWA PRIORITY AREA	NATURAL/RECREATIONAL ATTRIBUTES	STATUS (ALBERTA GOV'T)	CURRENT ISSUES
Eastern Slopes South Castle	<ul style="list-style-type: none"> ● scenic mountain wildland popular as recreation area for residents of SW corner and potentially able to accommodate summer overflow from Waterton Lakes N.P. ● largest wildland in Eastern Slopes south of Hwy. 3 ● contains interesting and unusual vegetation associations restricted to SW Alberta ● land base for outfitting industry (though potential reduced by 1980's logging) ● provincial significance 	<ul style="list-style-type: none"> ● only land above 6,500' elevation zoned as prime protection with some Critical Wildlife Zones ● land below 6,500' elevation zoned as General Recreation or Multiple Use in draft Castle River IRP ● natural area proposal for one side valley in the area (Grizzly Creek) 	<ul style="list-style-type: none"> ● off-road vehicle use not regulated ● logging of valleys and headwaters ● P & NG development proposed for Jutland Creek area ● lands below treeline (i.e. 6,500' elevation) not given adequate protection by East Slope Zoning
Upper Oldman	<ul style="list-style-type: none"> ● scenic mountain wildland, a de facto wilderness, popular among fishermen, hunters and hikers, including out of province tourists (AWA survey) ● land base for outfitting and guiding industry ● Class 1 trout fishing and spawning streams for cutthroat trout and dolly varden ● summer habitat for very large elk population ● largest unlogged basin remaining in entire Southern Eastern Slopes (Hidden Creek) ● provincial significance 	<ul style="list-style-type: none"> ● only land above tree line (6,500' elevation or higher) zone as Prime Protection of Critical Wildlife <ul style="list-style-type: none"> - all land from tree line down zoned as Multiple Use in draft Livingstone - Porcupine IRP ● natural area proposal (Beehive) (zoned Special Use in the draft Livingstone - Porcupine IRP) 	<ul style="list-style-type: none"> ● off-road vehicle use not regulated; reclamation work being destroyed, loss of wildlife habitat and siltation of trout streams ● proposed logging of Hidden Creek basin ● all lands below 6,500' elevation not given adequate protection by East Slope Zoning
Whaleback	<ul style="list-style-type: none"> ● extremely scenic montane landscape which is uncommon in Alberta ● wintering area for largest numbers of elk in Alberta ● popular fishing (Oldman River and Camp Creek) and hunting area ● national significance 	<ul style="list-style-type: none"> ● approx. 80% Zoned Critical Wildlife, 10% Special Use and 10% Multiple Use in draft Livingstone - Porcupine IRP ● ecological reserve proposal (northern Whaleback) (Special Use Zone) 	<ul style="list-style-type: none"> ● off-road vehicle use not regulated ● proposed change of Special Use Zone to Multiple Use ● cattle grazing affecting wetlands and water quality ● timber harvesting proposal for small stands of conifers including Douglas Fir ● lands not given adequate protection by East Slope Zoning

APPENDIX III (cont'd)

AWA PRIORITY AREA	NATURAL/RECREATIONAL ATTRIBUTES	STATUS (ALBERTA GOV'T)	CURRENT ISSUES
Panther Corners	<ul style="list-style-type: none"> ● scenic mountain and montane landscape adjacent to Banff N.P. used by several summer and fall outfitters and popular among hunters and trail riders ● critical elk wintering area ● provincial significance 	<ul style="list-style-type: none"> ● approx. 90% Zoned Prime Protection and 10% Critical Wildlife in draft Nordegg - Red Deer River IRP ● natural area proposal 	<ul style="list-style-type: none"> ● off-road vehicle use not regulated (proposed FLUZ will rectify this however) ● interest in high sulphur gas exploration and development by Canterra and Shell
Milk River/Lost River	<ul style="list-style-type: none"> ● highly scenic grassland and river valley landscapes including extensive badlands ● supports several plant and animal species uncommon and of localized distribution in Alberta ● national significance 	<ul style="list-style-type: none"> ● public lands, some with no disposition, some under grazing lease and some leased to federal government for Onefour Agricultural Research Station ● two ecological reserve proposals (Lost River, Milk River Canyon) 	<ul style="list-style-type: none"> ● off-road vehicle use not regulated ● unnecessary disturbance from P & NG exploration ● conflicts among grazing lessees, recreationist and conservationist suggest need for integrated planning
Rumsey	<ul style="list-style-type: none"> ● largest remnant of native aspen parkland remaining in Canada ● scenic, rolling area well-suited for wildland recreation ● presently receives some use by naturalists, hikers and hunters ● important wildlife habitat ● national significance 	<ul style="list-style-type: none"> ● public lands under four grazing leases ● ecological reserve proposal (Rumsey) ● 1/4 section O/C natural area (Big Valley) 	<ul style="list-style-type: none"> ● off-road vehicle use not regulated ● disturbance by P & NG exploration and development
David Lake	<ul style="list-style-type: none"> ● one of largest remnants of native aspen parkland in Alberta ● scenic, diverse area well-suited for wildland recreation ● environmentally sensitive sand dune and wetland habitats ● provincial significance 	<ul style="list-style-type: none"> ● public lands under one grazing lease ● ecological reserve proposal (David Lake) 	<ul style="list-style-type: none"> ● range improvement program involving clearing and planting of non-native species is planned ● need to integrate grazing management with recreation and conservation concerns

Appendix IV

Areas of Interest: Alberta

FOREWORD

This list outlines significant natural areas of interest in Alberta. Full consultation with landowners, lessees, and other affected interests is essential to adequately protect these areas. While the proposed status should be viewed as tentative, the goal of achieving adequate protection should always be a primary consideration.

1) Athabasca River (Athabasca to Fort McMurray) - Provincial Significance

- 360 kilometre corridor
- candidate natural river

This is a challenging wilderness in north-central Alberta for the canoeist and it is an important historical transportation corridor. The river has carved a deep valley harbouring enclaves of mature forests which are otherwise uncommon in the region. It is important for wildlife including its role as a major waterfowl migration route. There are several archaeological sites along the river. The eight to twelve-day canoe trip involves a major portage around the impressive Grand Rapids and requires advanced paddling and wilderness camping skills.

2) Athabasca Sand Dunes - Richardson Lakeland - Provincial Significance

- approximately 3,491 square kilometres
- candidate wildland recreation area with ecological reserve core; boundaries require further study

This area is located south of Lake Athabasca. It is an extensive area of sand dunes in the west and a rolling sandy

plain dotted with numerous small lakes in the east. Within the sand dune complex are two large active dunes which have been the subject of major study and a large area of longitudinal paleo-dunes. Park-like jack pine forests dominate the strongly expressed ice contact features such as the eskers and fluted and drumlinized terrain of the lakeland. Bald eagles and osprey are abundant.

3) Belly River - Oldman River - National or International Significance

- approximately 40 kilometres on Oldman River from secondary road 785 east to Macleod Island; 40 kilometres on Belly River from secondary road 505 north secondary 511.
- candidate natural river with core ecological reserve (this is largely native land and designation should not and could not be attempted without the landowners' full involvement and agreement).

These areas, located principally on the Blood and Peigen Indian reserves in southwestern Alberta, constitute the largest relatively intact stands of narrow-leaved cottonwood forest and associated vegetation in Canada. In Canada this vegetation type is restricted to southwestern Alberta. There is an abundance of breeding birds and other wildlife, including some species which are uncommon in Alberta. The meandering rivers have created numerous wet meadows and marshes in the abandoned channels and there are numerous grassy openings as well.

4) Birch Mountains - Provincial Significance

- approximately 5,080 square kilometres
- area requires further study to determine appropriate boundaries

This is a large plateau northwest of Fort McMurray supporting unusual combinations of boreal, subarctic, and foothills plant communities and a variety of strongly expressed geomorphic features such as flutings, eskers, drumlins, and broken

terrain. Lakes on the upland are used by nesting osprey, bald eagles and white pelicans. Namur Lake supports a fly-in fishery. Two small Indian reserves are located in the area.

5) Bodo - Regional or Provincial Significance

- 39 square kilometres
- candidate natural area

The Bodo area is a remnant aspen parkland located on a hill system with rolling topography. Major habitats include aspen and willow groves, fescue grasslands, wet meadows and ponds. The condition of the fescue grasslands is exceptional and the area provides a refuge in east-central Alberta for a variety of waterfowl, upland birds, deer, and other native aspen parkland plants and animals.

6) Bow River (Bears paw to Blackfoot Indian Reserve) - National or International Significance

- 120 kilometre corridor
- candidate recreational river

This is an internationally renowned trout stream running through the city of Calgary. Wildlife viewing, fishing, boating, photography, bow-hunting and picnicking are common recreational activities in the Bow River valley. Cottonwood woodlands on large meander lobes below the city are particularly important habitats for wildlife.

7) Burnt Timber - Regional Significance

- 350 square kilometres
- candidate wildland recreation area

This is densely forested foothills wildland with the Front Ranges forming a backdrop along its western boundary. Less than two hours by road northwest of Calgary, the area attracts hunters, fishermen, hikers, nordic skiers, snowshoers, outfitters and climbers.

8) Christina River - Regional Significance

- 195 kilometre corridor
- candidate natural river

This is a small boreal forest river and tributary to the Clearwater River located near Fort McMurray. It was an historical exploration route. The setting varies from a shallow gentle valley near the headwaters to a deep steep-sided valley bounded by extensive wildlands near its confluence with the Clearwater. Its waters range from gently flowing to challenging rapids. Fishing and wildlife viewing opportunities abound and fossil deposits and trappers' cabins serve as reminders of the past.

9) Clearwater River (Saskatchewan border to Fort McMurray) - National Significance

- 97 kilometre corridor
- candidate natural river, including a candidate ecological reserve

This is a boreal forest valley near Fort McMurray offering scenic beauty, wilderness solitude and challenge to the river traveller. It is also a river route steeped in the history of the fur trade. Significant features include bedrock stack islands in a gorge eroded into a Devonian reef, Whitemud Falls, and several sets of rapids, valley bottom jack pine woods on bedrock, mature white spruce forests in classic meander loops, and fens associated with mineral springs. Historic portage trails skirt Whitemud Falls and the major rapids.

10) Crow Lake - Regional/Provincial Significance

- 130 square kilometres
- candidate ecological reserve

This area contains an excellent example of upland mixed wood boreal forest as well as wetland features.

11) David Lake/Wainwright - National Significance

- approximately 45 square kilometres plus area to be determined inside Military Reserve
- candidate wildland recreation area with core ecological reserve

This area is located south of Wainwright and is one of the few large blocks of natural aspen parkland landscape remaining in Canada. It exhibits considerable geomorphological and biological complexity including fens, stream-side marshes and swamps, small lakes, and aspen groves intermingled with grasslands and sand dunes and moraine. Its diversity and scenic beauty contribute to its high value for recreation and tourism. The principal area of interest lies south of the Military Reserve; however, further studies need to be undertaken to assess the values of wildlands on adjacent portions of the Military Reserve.

12) Elbow-Sheep Headwaters - Regional Significance

- 1,438 square kilometres
- candidate wildland recreation area, with two ecological reserves (21 and 6 square kilometres)

This is a wildland 40 kilometres southwest of Calgary whose peaks and bowls are the beginning of several major streams including the Elbow, Jumpingpound, Sheep, Highwood and Kananaskis rivers. Important range for bighorn sheep, mountain goats and elk lies within the wildland's boundaries. The area is easily accessible and outdoor recreation opportunities are manifold including hiking, camping, hunting, fishing, climbing, nature appreciation and horse packing.

13) Folding Mountain - Regional Significance

- 109 square kilometres
- candidate wildland recreation area

This is a small wildland which was once part of Jasper National Park. It is characterized by dense forests, grassy slopes and alpine meadows. About 100 bighorn sheep move between Jasper Park and Folding Mountain which serves as critical winter range.

14) Kakwa (including the Kakwa River) - Provincial Significance

- 115 kilometre river corridor plus 477 square kilometres
- candidate natural river and wildland recreation area

The Kakwa forms the most northerly portion of the Rocky Mountain chain in Alberta. The Kakwa, Torrens and Narraway rivers, which originate across the provincial border in British Columbia, make their way, rich with fish, through this beautiful country. The area varies from high mountains and lush alpine meadows in the southwest corner, to rounded forested hills in the northern and eastern sections. Kakwa Falls is an impressive landmark and popular destination along the northern edge. The area is used mainly by residents of Grande Cache and Grande Prairie. Several plant and animal species found here are near the southern and eastern limits of their range.

15) Kleskun Hill - National or International Significance

- 0.6 square kilometre public land plus adjacent private land (needs study)
- candidate ecological reserve

Kleskun Hill is located east of Grande Prairie and constitutes the largest block of upland Peace River Parkland left in Alberta and possibly, in Canada. It is a small but diverse area with woodlands, minor badland formations and open grasslands. The grasslands are diverse with spectacular flower blooms occurring during wet years.

16) Kootenay Plains - Provincial Significance

- 28 square kilometres
- candidate ecological reserve

This is the largest northern outlier of relict montane grassland, limber pine and Douglas fir vegetation in Alberta. It has many unique features including calcareous springs and limestone cliffs as well as a wealth of native history.

17) Lake Athabasca (North Shore) and Wylie Lake - Provincial Significance

- approximately 800 square kilometres
- candidate wildland recreation area with 259 square kilometres ecological reserve core; requires further study to determine boundaries

The north shoreline of Lake Athabasca varies from rugged rock outcrop of considerable scenic beauty to stunning long beaches of fine sand. Special features are a 2.5 kilometre long sand spit, park-like white spruce forests, offshore islands, peregrine falcon nesting sites, an archaeological site dating to 700 A.D. and disjunct or rare species of plant life. At present the area is inaccessible except by boat or airplane. The Wylie Lake unit contains representation of biophysical features characteristic of the Kazan Upland section of the Canadian Shield natural region. Large lakes have good sport fishery potential and their sandy beaches and interconnecting channels suggest wilderness recreational canoeing opportunities.

18) Lakeland - Provincial Significance

- 510 square kilometres
- candidate wildland recreation area

This is picturesque area of lakes in a boreal mixed wood forest within a few hour's drive northeast of Edmonton. The high

diversity of good fishing lakes in a wildland setting and easy accessibility to a major urban centre is unique in Alberta. Excellent potential exists for lake and river canoeing, uncrowded camping and wildlife viewing.

19) North Shore Lesser Slave Lake - Regional Significance

- 80 kilometre corridor
- area of interest

This is a narrow corridor in north-central Alberta having diverse beach environments, abundant nesting sites for bald eagles, and an historic trail running the length of the lake. The historic trail offers opportunities for trail riding, aesthetic views, and serves as a connector between two provincial parks.

20) Little Fish Lake - National or International Significance

- 315 square kilometres
- area of interest with core candidate ecological reserve

This is an extensive area of northern fescue grassland east of Drumheller. It may be one of the largest tracts of this type left in Canada. The area is capped by a remnant tertiary plateau. On the higher slopes aspen groves have recently become established; however, most of the area is lush tussocky fescue with typical northern fescue species and a few disjunct Cordilleran types. Breeding birds and mammals, some of which are uncommon elsewhere, are those typical of ungrazed grasslands.

21) Lower Red Deer River Corridor (Highway 36 to Saskatchewan border, including Dune Point-Bindloss) - National or International Significance

- 201 kilometre corridor
- candidate natural river

This is a wild meandering river in southern Alberta which flows through a spectacular valley bounded by broad expanse of native

grassland. Extensive badlands containing internationally renowned fossil beds, extensive cottonwood and Manitoba maple woodlands rich with wildlife, coulee springs, sand dunes with kangaroo rats and vast sagebrush flats are among its many attributes. The riparian habitats and river terraces are the most extensive and diverse in the Grassland Region of Canada. Its value for recreation and tourism is outstanding.

22) Macleod River (Mercoal to Edson) - Regional Significance

- 165 kilometre corridor
- candidate recreational river

A foothills river for the experienced canoeist and wilderness camper. Major rapids and log jams provide challenges in the upper reaches.

23) Marshybank Lake - Provincial Significance

- 32 square kilometres
- candidate ecogocial reserve

This is an area in the central Alberta foothills which appears to have the greatest representation of the Main Foothills natural region. There is a diversity of wetlands, lake, stream valley and upland vegetation.

24) Milk River-Lost River - National or International Significance

- 500 square kilometre (285 square kilometre wildland recreation area proposal)
- candidate wildland recreation area encompassing two ecological reserves (68 and 22 square kilometres) and the candidate Milk River natural river

This area lies along the international boundary in extreme southeastern Alberta and is part of one of the largest intact natural tracts of grassland left in Canada. It is a diverse and highly scenic wildland in the mixed grassland region. The area includes extensive badlands, igneous intrusions, varied

coulees, rolling grassland vistas, the spectacular Milk River Canyon, and plains cottonwood woodlands in the valley. The latter are very important for many wildlife species who use them as feeding or breeding areas or stops on migration routes. There are numerous geological and biological features which are of provincial and Canadian significance.

25) Mount Yamnuska - Provincial Significance

- 10 square kilometres
- candidate ecological reserve

This area is located at the edge of the mountains west of Calgary and has an important collection of calcareous seepage springs. Orchids and several rare plants abound. Beaver ponds and diverse wetland shrubbery attract a high density of breeding birds.

26) Neutral Hills - Provincial Significance

- 50 square kilometres
- area of interest

This area is located in east-central Alberta west of Sounding Lake. It is an ice-push ridge rising 120 metres above the surrounding plain and supports one of the most scenic of the few remaining large areas of aspen parkland in Alberta. The aspen groves, shrub communities, sloughs, and fescue and mixed grassland occupy the rolling surface of the hills. Wooded coulees dissect its edges, providing food and shelter for a variety of wildlife. Several archaeological sites are found on this neutral ground of wintering Indian tribes. Gooseberry Lake, a large, shallow, saline water body, abuts the hills on the south and is an important shorebird migration area.

27) North Porcupine Hills - Regional Significance

- 130 square kilometres
- candidate wildland recreation area

This is part of the Porcupine Hills system which lies on the western edge of the Alberta Syncline west of Claresholm. Montane forests of Douglas Fir and limber pine, subalpine forests of Engelmann spruce and lodgepole pine, aspen groves, and fescue grasslands all converge here. A west-facing cuesta offers breathtaking views to the Front Ranges. It is thought to have the highest density of cougars in Alberta. The area is within a two hour drive of Calgary and Lethbridge.

28) North Saskatchewan River (Nordegg to Edmonton) - Provincial Significance

- 340 kilometre corridor
- candidate recreation river

This is a reach of river rich in Alberta's history which offers a diversity of recreational opportunities in a largely wildland setting. David Thompson's Rocky Mountain House, now developed as a national historic park, was one of the major trading posts between Hudson Bay and the Rocky Mountains. The river is accessible at a number of points and provides ideal canoeing opportunities for intermediate paddlers including challenging rapids and long reaches of gentle waters.

29) Oldman River - (source to North Fork Bridge) - Provincial Significance. (See also Whaleback-Oldman and Upper Oldman areas of interest

- 90 kilometre corridor
- candidate recreational river

This upper portion of southern Alberta's Oldman River is known for its majestic river and wilderness scenes, for superb whitewater experiences and for some of the finer stream angling in Alberta. It flows from its source on the Continental Divide within the proposed Upper Oldman Wildland Recreation Area, southeast along the eastern edge of these wildlands, and then cuts through the impressive gap in the sheer walls of the Livingstone Range. From here it forms the southern boundary of the nationally significant Whaleback Montane landscape.

30) Paine Lake-Beaverdam Lake - Provincial Significance

- 20 square kilometres (7.1 public land)
- candidate natural area/ecological reserve

This is an area of foothills aspen parkland just east of Waterton Lakes National Park in extreme southwestern Alberta. There is an incredible abundance of species which are rare or occur only in this very restricted area within Alberta. Some species are found nowhere else in Canada.

31) Panther Corners - Provincial Significance

- 189 square kilometres
- candidate wildland recreation area

The Panther, Red Deer and Dormer rivers form the boundary of this wildland which lies to the east of Banff National Park. Its high, gentle and open south-facing slopes constitute one of the two most important and extensive winter ranges for elk in Alberta. It is also excellent sheep winter range. The herds move freely between Panther Corners and Banff National Park which shares the area's western boundary. More than fifty archaeological digs have taken place on the grassy plains just north of the wildland (Ya Ha Tinda Ranch). Research findings suggest that native inhabitants considered Panther Corners bountiful hunting grounds much as today's hunters do.

32) Peace River (Cherry Point to Dunvegan, including Silver Valley) - Provincial Significance

- 135 kilometre corridor, includes Silver Valley within corridor
- candidate recreation river; Silver Valley is candidate ecological reserve (8 square kilometres)

This area is located west of Grande Prairie. It is a broad and deep valley cut by the mighty Peace through the northwestern Alberta parklands. Grasslands and aspen woodlands occupy south

-facing slopes while coniferous forests cover north-facing slopes; black cottonwoods border the river. The river and diverse mosaic of valley vegetation provide ideal habitat for abundant wildlife. The river and valley offer several potential opportunities for recreation in a natural setting.

33) Plateau Mountain - National or International Significance

- 15 square kilometres
- candidate ecological reserve

This is a mountain plateau in southwestern Alberta which displays extensive patterned ground features including polygons and stone nets. Ice caves with delicate ice crystal formations may be unique in the world. Disjunct populations of some flora and fauna are found here.

34) Ram River and its tributaries - Regional Significance

- 140 kilometre corridor
- candidate Ram River natural river; candidate North and South Ram River recreational rivers

The North and South Ram rivers, originating in the Ram Range east of Banff National Park, offer scenic beauty, wildlife viewing, good fishing for trout and mountain whitefish, and opportunities to hunt for elk, deer, moose and bear. The Ram River boasts a magnificent canyon, several waterfalls and sulphur springs. It is popular among whitewater enthusiasts.

35) Ram-White Rabbit - Regional Significance

- 1,713 square kilometres
- candidate wildland recreation area

This is a wilderness sprawling over the Ram Range and bald, high, rolling foothills between the Red Deer and North Saskatchewan rivers. The wilderness-dependent grizzly bear, cougar and wolf maintain healthy populations within its bounds. An elk herd is establishing and is dependent on the area's

grasslands. It is a popular recreation area for residents of Red Deer, Rocky Mountain House and Edmonton. As a wildland it provides a buffer for Banff National Park.

36) Reflex Lakes - Killarny Lake sand plain - National or International Significance (adjoins Manito Lake-Reflex Lake sand plain area of interest in Saskatchewan)

- shorelines and backshore of all lakes and large ponds in a 100 square kilometre area, principally, Reflex and Killarny lakes; boundaries need further study
- candidate ecological reserve/migratory bird sanctuary

This area is located east of Wainwright in east-central Alberta and west-central Saskatchewan. Together with the Sounding Lake-Sunken Lake sand plain, this area constitutes the largest shorebird migration and staging area in Alberta and western Saskatchewan. Hundreds of thousands of shorebirds of all sizes, in numbers unheard of elsewhere in the plains of Canada, may be seen here each spring and fall. There are extensive alkaline shorelines with rocky, sandy and muddy shore types as well as extensive wet backshore meadows. The shores also provide nesting habitat for numerous rare Piping Plovers. The uplands provide a scenic backdrop of aspen parkland woodlands and grasslands.

37) Ribstone Marshes - Provincial Significance

- two stretches of Ribstone Creek, totalling 40 kilometres
- candidate natural area with core ecological reserves; also adjoins David Lake of interest; boundaries need further study in the Ribstone-Chauvin area to determine if adjacent uplands are in need of protection

This area incorporates a considerable portion of Ribstone Creek in the Wainwright area. It is one of the most extensive stretches of willow swamp, oxbow lakes, permanent marsh, and sedge meadow remaining in the aspen parkland region. There is a diversity of breeding songbirds and abundant waterfowl. The

creek flows through a relatively undisturbed aspen parkland sand plain with impressive dune formations.

38) Ross Lake (Milk River Ridge) - Provincial Significance

- 8 square kilometres
- candidate ecological reserve

This is an excellent example of foothills fescue grassland in the Milk River Ridge area. The area has been well managed and the native flora is lush and diverse.

39) Rumsey - National or International Significance

- 180 square kilometres
- candidate wildland recreation area with 34 square kilometre ecological reserve core

This area is located north of Drumheller and is the largest (180 square kilometres) contiguous unit of native aspen parkland left in the world. It is a representative mosaic of fescue grasslands, shrublands, aspen woodlands, and wetlands developed over the centuries on rolling knob and kettle topography. Wildlife species, characteristic of the aspen parkland find breeding sites and refuge here. Rumsey is a relict wildland of international significance.

40) Sheppard Creek - Provincial Significance

- 3 square kilometres
- candidate ecological reserve

This area is small (about 3 square kilometres) but constitutes one of the most extensive areas of moist willow parkland shrubbery in the foothills of Alberta southwest of Calgary. The area is part of a former glacier lake basin and is fed by seepage from surrounding montane ridge systems.

41) Slave River (Lake Athabasca to Great Slave Lake) - National or International Significance

- 170 square kilometres
- candidate natural river with Pelican Portage ecological reserve

This area is located in extreme northeastern Alberta and the southern Northwest Territories. It is an historic fur trade route and present day canoe route from the Peace, Athabasca or Fond du Lac Rivers to the Mackenzie River and hence the Arctic Ocean. It includes the formidable Slave River Rapids which flow over Precambrian ledges. Historic portage trails and accompanying archaeological and historic sites are found on both sides of the rapids. Islands in the rapids support the world's northernmost nesting White Pelican colony. The river follows the eastern boundary of Wood Buffalo National Park.

42) Sounding Lake - Sunken Lake sand plain - National or International Significance

- approximately 500 square kilometre area including only lakes, ponds and backshores areas
- areas needs further study; candidate migratory bird sanctuaries, ecological reserves and natural areas

This area is located near the Saskatchewan border in east-central Alberta. It is an important sand plain aspen parkland area which still exists in a relatively intact condition. The area has extensive woodlands intermingled with grassy meadows and alkaline water bodies with extensive wet meadows and shorelines. These shoreline and moist backshore habitats are extremely important each spring and fall to hundreds of thousands of migrating shorebirds, as well as tens of thousands of geese, cranes and other waterfowl. Together with the Reflex-Manito-Killarney system, they constitute the major shorebird migration area in Alberta and western Saskatchewan.

43) South Castle - Provincial Significance

- 474 square kilometres
- candidate wildland recreation area with a small 3 square kilometre ecological reserve

This area is located in extreme southwestern Alberta and boasts spectacular montane, subalpine, and alpine scenery, wide and heavily forested valleys, and a diversity of plant and animal life - many species of which are restricted in Alberta to the southwest corner. It is a popular destination for residents of Lethbridge, Pincher Creek and the Crowsnest Pass area because of its accessibility and the opportunities it provides for hunting, fishing and hiking. The area shares a boundary with Waterton Lakes National Park and as a wildland provides a buffer to the park.

44) South Ghost - Regional Significance

- 241 square kilometres
- candidate wildland recreation area

This is a rugged mountain wildland within 70 kilometres of Calgary. Its western border is shared with Banff National Park. The area is used by outfitters, hikers and climbers.

45) Suffield Military Reserve - South Saskatchewan River - National International Significance

- 2,600 square kilometres
- area of interest

This area is located north of Medicine Hat and is one of the few large wilderness grasslands left in Canada. It harbours a diverse natural and cultural heritage, the full extent of which is still poorly understood. The area includes extensive mixed grass plains, an extensive sand dune complex, and deeply gullied valleys. Abundant pronghorn, mule deer, kangaroo rats,

numerous raptorial birds, and fascinating archaeological sites are among its noted features.

46) Upper Oldman - Provincial Significance

- 298 square kilometre and 45 kilometre river corridor
- candidate wildland recreation area and recreational river (see Upper Oldman River)

This is a beautiful and diverse wildland with mature subalpine forests and extensive alpine meadows in the Front Ranges of southwestern Alberta. It abuts against the Continental Divide at the headwaters of the Oldman River. Some of the largest herds of elk and bighorn sheep in Alberta use the Upper Oldman drainage basin as a summer range. The Upper Oldman River and Hidden Creek, its major tributary in the wildland, are rated as Class 1 fisheries and provide spawning and rearing sites for dolly varden and cutthroat trout. The area is within 2.5 hours of Calgary and Lethbridge. It receives heavy use from fishermen, hikers, campers and hunters.

47) Upper Red Deer River (Banff National Park to Sundre) - National Significance

- 92 kilometre corridor
- candidate recreational river

This is a national class, whitewater river, boasting twenty-one rapids and ledges in a short reach, in a scenic natural environment. The river and its tributaries support dolly varden, brown trout, brook trout, and mountain whitefish. The river is easily accessible through most of its length and is popular among fishermen and whitewater enthusiasts.

48) Western Swan Hills (including Goose Mountain) - Provincial Significance

- 1,119 square kilometres
- candidate wildland recreation area including 58 square kilometre Goose Mountain ecological reserve

This is an area of boreal coniferous forest in north-central Alberta. There is a strong influence of Cordilleran vegetation which reaches its eastern limit along the escarpment of Goose Mountain. Special features include mature spruce-fir forests with subalpine and foothills species, large patterned fens, diverse slump areas, steep ravines and habitats for the large Swan Hills grizzly.

49) Whaleback and Oldman River (Gap to Maycroft) - National Significance

- 236 square kilometre and 45 kilometre river corridor (see Upper Oldman River)
- candidate wildland recreation area with 24 square kilometre ecological reserve core; also candidate recreational river

This area is located west of the Porcupine Hills west of Claresholm. It is the largest relatively undisturbed representative landscape in the montane section of the Rocky Mountain Natural Region in Alberta and possibly in Canada. The Oldman River in this reach is rated as an excellent rainbow trout stream and as it plunges over several ledges, it is also an expert-class whitewater river. The landforms, flora and fauna of the area are rich and highly varied. It has self-contained watersheds, impressive viewsapes, and offers unique high quality wildland recreation opportunities.

50) White Goat - Regional Significance

- 806 square kilometres
- candidate wildland recreation area

This is a rugged, isolated mountain wilderness north of the North Saskatchewan River bordering Banff and Jasper national parks. Scenic high elevation lakes, some of which are productive fisheries (e.g., Landslide Lake, Pinto Lake) lie within its boundaries. These traditionally have been popular destinations for hikers and outfitters. Sheep, goat, elk, bear

and moose are hunted in the area. Several rare or uncommon alpine plant species occur in the area.

51) Wild Hay River (Rock Lake to Athabasca River) - Regional Significance

- 135 kilometre corridor
- candidate recreational river

This is a wilderness canoe route through foothills clothed in white spruce and lodgepole pine. It offers challenging beauty to the river traveller with rapids, log jams and steep canyons.

52) Writing-on-Stone (Police Coulee) - National or International Significance

- 8 kilometre length of Police Coulee
- candidate ecological reserve

This area lies adjacent to the international boundary east of the town of Milk River. It is an area unique in the plains of Canada. Sandstone cliffs tower over extensive coulee shrubbery, grasslands and beaver pond complexes. There are numerous archaeological sites as well as rare birds of prey and rare flora, and a variety of wildlife. It lies just to the south of an existing provincial park.

53) Zama Lake - National or International Significance

- 460 square kilometres
- ecological reserve/natural area

This area is located in extreme northwestern Alberta and constitutes one of the most extensive sedge wetlands in western North America. It is identified under the international Ramsar Wetlands Convention.

Ontario Caucus

**Public Consultation and
the Ontario Ministry of Natural Resources
Land Use Planning Program**

Heather Cook

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Introduction

In the summer of 1982 the Ontario Ministry of Natural Resources (OMNR), as part of its Strategic Land Use Planning Program (SLUP), held a series of open houses (184) throughout the province. The Ministry estimates that these open houses were attended by approximately 10,000 people and that it received in excess of 10,000 written submissions related to the land use proposals put forth for discussion through these forums.¹

The results of the Ministry's land use planning program are contained in the 42 District Land Use Guideline documents that have been produced to date² and in a concise summary document released in June, 1983 - prior to the publication of the individual District Guidelines.

The results of its extensive public consultation process are contained in over 70 black binders housed in OMNR's main office library in Toronto. While some districts made an attempt at summarizing the contents of the submissions, for the most part the data exists in a raw, unprocessed form. Although the submissions reportedly were reviewed by Ministry staff for internal purposes, to date there has yet to be a public summary or analysis of the public consultation process either for information purposes or relative to the decisions made.

Purpose

Initially, the primary purpose of this study was to identify the major issues and concerns expressed by participants in the land use planning process as these concerns were reflected in the 1982 submissions. Parks had emerged as the number one issue in the planning process, particularly wilderness parks, and it was felt that the submissions made would shed light on the attitudes of a large number of Ontarians towards parks and issues related to parks.

After reviewing the contents of the ominous black binders, however, it became clear that the real value in these volumes of comment sheets, letters and briefs lay in what they revealed about the public consultation process much more than in what they revealed about the subject of the consultation; that is, land use planning and parks. The kind of response OMNR received during its 1982 public consultation process was very much a reflection of the context within which the process was carried out and how it was carried out. What was said through this process, therefore, can only be examined within this framework.

This study will focus on the treatment of parks within the context of the broader land use planning effort, the public consultation process and the results of this process. This information will then be used as the basis for an analysis of the effectiveness of the public consultation process relative to the park issues put forward for discussion. From this analysis methods for improving public consultation processes will be identified and discussed.

Background

STRATEGIC LAND USE PLANNING

The primary purpose of OMNR's land use planning program was to provide a comprehensive framework for the implementation of the Ministry's varied and often competing land and resource use programs (for example, timber and mineral resource development, wildlife management and provincial parks and recreation areas). In response to increasing demands on a finite land base, increasing land use conflicts and increased dissatisfaction of land users with the seemingly ad hoc decision making processes used by the Ministry to resolve land use conflicts, OMNR initiated a broad based land use planning program that was originally intended to culminate in 1975 with the production of a Strategic Land Use Plan.³ Needless to say the land use planning process did not develop quite as it was originally planned; the 1975 deadline was not met and the concept of the Strategic Plan underwent significant revisions during the late

1970s.⁴ For the purposes of this paper, however, these changes will not be examined and the framework for land use planning as it was established in 1980 will serve as the starting point.

The land use planning process adopted by the Ministry was implemented through a three-tiered hierarchy of planning areas: (1) provincial (2) regional and (3) local. The boundaries selected for the third level were OMNR's Administrative Districts. There follows a brief, "bare bones," description of the purpose and products of each level:

The purpose of the provincial plan is to give policy direction to the regions. The purpose of regional plans is to give policy direction and some land use designations to the districts. For example, the planning region should indicate the general location of all large wilderness areas. At the district level of planning, policy is translated into resource targets with the identification of discrete land and water requirements. The planning process is then complete.

For land use planning at the regional level, each Ministry program undertakes its own strategic planning. Taking the policy provided from provincial policy planning, programs refine their objectives and targets and determine the land and water requirements to achieve given targets. Parks system planning is an example of such refinement. Analysis (target testing) then determines whether there is enough land and water to achieve the targets of all programs combined.⁵

Public consultation is a component of regional and district planning but is not directly sought during policy formulation at the Provincial level.

PARKS PLANNING

Ontario Provincial Parks Policy

In 1978 the Ontario government approved a Provincial Parks Policy. The parks policy goals were "to provide a variety of outdoor recreation opportunities and to protect natural, cultural and recreational environments in a system of provincial parks."⁶ (emphasis added).

Six classes of park - wilderness, natural environment, waterway, nature reserve, recreation and historical - would accomplish this system, each contributing in some manner to realizing the four objectives of: protection, recreation, heritage appreciation and tourism.

The key principles captured by this policy are best expressed in the description of the park system, park classification and park zoning:

System - The park system, rather than individual parks, provides the diversity of experiences and landscapes which are sought.

Classification - No individual park can be all things to all people. Park classification organizes Ontario's Provincial Parks into broad categories each of which has particular purposes and characteristics as well as distinctive planning, management and visitor services policies.

Zoning - Ontario's Provincial Parks are zoned on the basis of resource significance and recreational potential ... Planning and management policies appropriate to each zone type are applied consistently throughout the park system.

Following from the approved parks policy was the Ministry's release, in the same year, of its park planning and management policies.

Ontario Provincial Parks Planning and Management Policies

Due to its long title and to the colour of the binder in which the document was bound, OMNR's Ontario Provincial Parks Planning and Management Policies quickly became known as the "Blue Book." This document was the "principal organizational tool in the implementation of the provincial parks policy" and as such, was once described by a former Deputy Minister as "the gospel relating to parks."⁷

The "Blue Book" defines what Ontario's park system should look like and how it should be managed, based on the six park classes. It is an extension of the parks policy, a comprehensive description

of the Ministry's position on how park policy objectives can be met.

First, it describes class targets which identify the number and/or physical distribution of each park class that would be required to fulfill the objectives of the park system. For example, the representation or class target for wilderness parks is to represent each of Ontario's 13 site regions. To achieve this representation standard would require one wilderness park per site region and at least one wilderness zone in a park of another class (e.g., Natural Environment) per site region.

The "Blue Book" also sets out appropriate management principles for each of the six park classes related to the objectives of each class as defined in the approved parks policy. The management principles cover a wide array of issues; zones that will and may be present in a particular class of park, land and water uses, development and management of the park environment, recreation and visitor services.

Specifically, the "Blue Book" identifies uses and activities that are not compatible with each class of park and the proposed means of treating non-conforming uses or activities that may be present (e.g., cottages or commercial tourism operations) or are carried out (e.g., trapping or hunting) when the area is identified and recommended for provincial park status.

Together, the Provincial Parks Policy and the "Blue Book" provided the foundation for a parks system that, if implemented, would be second to none.

Park System Plans and the Task Force Report

By 1981 it had become apparent that parks system planning was not keeping pace with the broader land use planning effort. Regional parks systems plans were still not complete although Strategic Land Use Plans had been developed for all three planning regions,⁸ and land use planning was proceeding to the local (District OMNR) level. Targets for other programs - timber

production for example - had been established much earlier and were well integrated into land use planning. In response OMNR established a task force headed by R. Monzon to review park system planning efforts to date and attempt to coordinate parks planning and land use planning.

In March 1982, the Report of the Task Force on Park System Planning (commonly referred to as the Monzon Report) was released. It identified 245 candidate park areas and was the first public disclosure in the planning process of the full range of candidate parks that would be given consideration in local land use plans. Estimates of parks target achievements with this slate of 245 candidates were not possible in some regions because inventories of significant natural features were not complete.⁹ The proposed candidates clearly would not meet OMNR program targets or "Blue Book" class targets one hundred percent.¹⁰ Acceptance of the 245 candidates would have represented a major step toward meeting the promise of the "Blue Book." However, at the same time the Monzon Report was released to the public, OMNR announced its intent to subject the "Blue Book" planning and management policies to public review and comment during the District Land Use planning process. Furthermore, the Ministry unveiled policy and implementation guidelines for interim uses in candidate parks. These principles were to be "applied to the management of candidate parks following their identification in approved land use plans or strategies and until their formal establishment as parks under The Provincial Parks Act and The Wilderness Areas Act."¹¹

Mineral exploration and extraction was identified as an interim use which might be permitted in candidate park areas. This was a radical departure from the "Blue Book" policies and the traditional practice of removing future parks and parklands (e.g., park reserves) from mineral exploration and extraction.

These guidelines were also to be available for public review and comment through the open houses. There were a number of items on the parks agenda for the district level public consultation:

- the proposed candidate parks

- the "Blue Book"
- the interim management guidelines.

The District Open Houses

THE TIMETABLE

With the March 1982 announcement then Natural Resources Minister Alan Pope made it clear that he intended to have the entire process completed by December 1982. The schedule for District open houses was then developed to ensure that the Ministry could meet this deadline.

Open houses were originally scheduled to be held in 35 of the Ministry's 47 Administrative Districts in June (12 Districts indicated that open houses would not be held until later in the summer). The initial deadline for receiving submissions was July 17.

THE AGENDA FOR PARKS

With respect to the parks program there were three major items on the agenda:

- the fate of the proposed park candidates
- "Blue Book" planning and management policies
- the interim uses policy and guidelines.

Proposed Candidates

Each District had prepared two, three or four land use options - or optional plans - for discussion.

It was through this medium that alternate park proposals were put forth and, in many cases, the preferred land use option an individual selected would coincide with his or her support for or opposition to the proposed parks.

The "Blue Book"

The review of "Blue Book" policies was not carried out consistently across the province. In the Northern Ontario Planning Regions comment sheets distributed at the open houses specifically asked:

- what uses should be allowed in each park class
- what uses should not be allowed in each park class.

There was however, no indication that this was related to any existing policies nor what the existing provisions were for the different classifications. Comment sheets distributed in Southern Ontario did not include this section on parks policies.

Interim Management Guidelines

No questions were directed to this item. Presumably the method for reviewing these policies was entirely in the hands of OMNR staff in attendance at the open house. Although it was "available for comment" the Ministry did not facilitate the review as it had with "Blue Book" management policies, by drawing public attention to it.

DECISIONS

While OMNR's decision making process was not articulated, Mr. Pope had made it quite clear that public response, particularly from local residents, would weigh heavily in determining how many and which parks would be recommended.

Public Response

In retrospect, within the framework established by OMNR, it is difficult to ascertain what the Ministry expected from this "consultation" or what it hoped to accomplish.

In 1982 the Ministry had indicated that open house and drop-in centres had "already proven to be successful forums for constructive comment and creative criticism." Furthermore, OMNR stated that these forums "are more effective than formal public hearings which can lead to tension, misunderstanding and polarized positions."¹² However, the Ministry imposed a deadline for public submissions that provoked many comments similar to the following:

five years of active planning and five weeks for public review
indicate that comment is not wanted

Red Lake

impossible time schedule

Atikokan

ridiculously short amount of time to digest vast amount of
material and comment intelligently

Red Lake

Comments of this type were not limited to individuals. Although OMNR acknowledged that there were participants whose interests were beyond their local area their time frame did little to accommodate provincial agencies or groups who would have to review over 40 documents. This provoked complaints even from an agency as large as Ontario Hydro¹³ which in terms of human resources alone is far better equipped to respond than a provincial and regional trappers or prospectors association.

In addition, there was clear evidence of tension, misunderstanding and polarized positions.

A mineral resources interest group objected to OMNR's deluge of requests for comments when the "finishing touches" were being applied to a "fait accompli."¹⁴ This group felt that the main purpose of SLUP was the creation of parks and cottage lots and that by limiting the amount of land available for exploration, it "hits hardest at the frontier of the industry."¹⁵ Another mineral resources group objected to the pro-park bias in open house comment sheets¹⁶ while parks advocacy groups claimed an anti-parks bias had prevailed throughout the entire process.¹⁷ And, to round out the general climate within which this "more effective" procedure

for public consultation was carried out, a forest products company paid for a series of advertisements in local newspapers which denounced parks as the primary means of restricting the "working man's" freedoms and distributed form letters advocating the "multiple use" concept for all of northwestern Ontario, that is, no wilderness parks.

Even in the relatively sedate and "civilized" atmosphere of Southern Ontario many residents of the village of Barry's Bay (led by the clerk of the village) effectively were charging that OMNR was spearheading a communist or fascist style plot to seize and control private land and/or land use through SLUP.

While the latter example is one of the most extreme, it serves as a dramatic example not only of the diversity of comments, but of the depth of misunderstanding that existed at the time of consultation.

That the Ministry experienced difficulties utilizing the data is best illustrated by the District of Red Lake. In this District staff had attempted to provide a summary of comments received within the framework of issues OMNR had put forth, (see attached sample of one issue - Figure 1). This example, which is illustrative of the reception to all issues in this District, clearly demonstrates the problem. Out of 224 tabulated submissions, 187 fall into the catch-all category "unclear/no comment/other" - approximately 84 percent of the tabulated submissions. The verbal analysis provided with Figure 1, therefore, is based on 37 of the 224 submissions - approximately 16 percent of respondents who expressed a clear opinion on the issue at hand.

Furthermore, in Red Lake only 30 percent of respondents commented on land use plan options (that is, indicated support for any of the options presented by OMNR). While this latter occurrence is not necessarily indicative of other Districts, the former problem is. Very few Districts even attempted to provide summaries - the major exceptions being Districts in the West Patricia Land Use Planning Area - and after reviewing the documentation it is clear that, to a large extent, the result in Red Lake is representative of

PARKS POLICY - CHANGES SHOULD BE MADE TO PRESENT PARKS POLICY I.E. BLUE BOOK

REPRESENTATIVE CATEGORY	AGREE					AGREE WITH RECOMMENDED MODIFICATIONS					DISAGREE					UNCLEAR/NO COMMENT/OTHER					TOTAL
	D ¹	PR ²	P ³	O ⁴	TOTAL	D	PR	P	O	TOTAL	D	PR	P	O	TOTAL	D	PR	P	O	TOTAL	
Members of Parliament																					
Agriculture Industry																					
Anglers & Hunters Groups																					
Commercial Fishing	1				1										1	1	0	0	2	3	
Conservation Authorities																					
Environmental/Parks															0	2	0	4	6	6	
Forest Industry															1	2	0	0	3	3	
Government			1		1										0	1	4	0	5	6	
Individual	10	2			12						4	3		7	91	26	13	1	131	150	
Mining Industry															0	0	3	0	3	3	
Municipal Agencies	2				2										4	2	0	0	6	8	
Native Organizations															4	1	0	0	5	5	
Tourist Industry	5	3			8										16	2	0	1	19	27	
Trapping Industry	6				6										4	2	0	0	6	12	
Other															0	1	0	0	1	1	
TOTAL					30									7					187	224	

(1) D = District; (2) PR = Planning Region; (3) P = Provincial; (4) O = Other

ANALYSIS

The vast majority of respondents wish to see the Parks Policy blue book changed to allow certain existing resource uses, which they perceive as not affecting park values, to continue. Members of the trapping industry were most specific in their views; "Trapping and ricing should be permitted, and should be allowed to continue within the family."

This viewpoint is strongly supported, although somewhat less specifically, by both the tourism industry and the local individuals: "Parks that restrict further development but permit existing resource users, should be allowed".

The uses that individuals thought should be allowed ranged from hunting and trapping to power boating. Several individuals also commented that master planning should be done at this stage.

The general feeling of most of those agreeing with the statement is perhaps best summed up by the following statement from the Ministry of Tourism and Recreation: "With specific management controls, commercial tourist facilities will not interfere with and can enhance the values of the park and at the same time maximize the economic benefits accruing from both the park and the tourism industry."

Of those who disagreed, most thought that resource extractive activities of any type should be disallowed. Many also mentioned prohibitions against motorized vehicles.

what would have been produced from the majority of Districts. This is particularly so when the comments are of a subjective nature and often require some measure of interpretation which, for obvious reasons, leads Ministry staff into a grey area and leaves individuals open to charges of bias. There are clear indications that staff at the District level were not prepared to take on the burden of interpretation.

For example, in the Districts of Cochrane and Sioux Lookout the summaries were made up of direct quotes from various respondents compiled by issue to give a representative sampling of public opinion. Reference could then be made to the submissions for clarification or more detail.

This broad perspective on nature of the responses received reveals one of the most fundamental issues agencies conducting "public consultation" must face if these efforts are to be effective: how can the public consultation effort be organized and implemented to promote the collection of data that can be utilized without undue restrictions being placed on participants? Obviously, there is no simple solution or tried and true method that will produce guaranteed results. Nevertheless, if attempts are not made to address these issues prior to carrying out the consultation, the relative value of the data collected and ultimately the entire effort, is open to criticism.

This is, indeed, the case with OMNR's District Land Use Planning consultation. Although the Ministry received over 10,000 submissions there was little evidence that the Ministry was either prepared to able to handle, process, or use this data. Moreover, in this case, criticism came even from within the Ministry. Herein lies the fundamental failure of the District Land Use Planning consultation: after expenditure of inestimable amounts of money, time and human resources on the part of the Ministry and participants the results were seen to be of dubious value or use. This only was the view of critics outside the Ministry but also from within the Ministry itself.

The key questions then are: why and how did this happen? While not all of the problems stemmed from the process, to a large extent the framework within which the consultation took place influenced not only the results but the ultimate utility of the data obtained through the process.

PROBLEM AREAS

Inadequate Notification

Most comments received on this subject fell into one of two categories:

- individuals or groups that had not received notification of either the District open houses or any of the meetings held prior to them
- those groups or individuals that received notification either very close to the date of the meeting or after an open house had been held.

Many of the individuals or groups that had not received notification had some specific interest in the land: they either owned land adjacent to or within a proposed park area; or they held a lease on crown lands that were within areas being considered for inclusion in the parks system.

Although this was a widespread problem, there were exceptions. For example, Thunder Bay District sent letters to all residents of the United States who had cottages or lodges that could have been affected by the recommendation of the proposed La Verendrye candidate Waterway Park. There was, however, a demonstrated lack of consistency in approach to informing all landowners or persons with interests in potentially affected land areas.

At the present time the activity of placing the parks recommended through the land use planning process into regulation under the Provincial Parks Act is subject to an exemption under the Environmental Assessment Act, 1980. A condition of this exemption

is that the Ministry notify all landowners within and adjacent to the park area prior to regulating the park.

In many cases prior to this notification the landowners were unaware of any Ministry plans for the area - or at least claim not to have been.

In at least one case, the Madawaska River Waterway Park, local opposition voiced long after the planning process was completed has resulted in a reduction of approximately 50 percent to the recommended size of the park. While this may be an isolated incident, it certainly reinforces the case for identifying and directly notifying individuals that clearly have special interests in an area rather than relying on the more traditional forms of publicizing events (e.g. advertisements on local radio and in newspapers).

Deadlines for Submissions

The short time frame allowed for the submission of public comments needs little further elaboration. The roster of items on the agenda for review were, in themselves, of sufficient import and complexity to warrant a minimum response time of 90 days. Furthermore, this estimate is based on the assumption that participants have some prior knowledge of the land use planning program and familiarity with its history. The review of submissions, particularly from individuals, reveals that this was not the case.

Background Information and Supporting Information

Comments regarding information were of two kinds:

- requests for background and/or additional information
- concerns that the manner of information presentation encouraged an either/or response.

Examples of the former kind abounded, even at this late stage in the planning process. As a result, too many comments were

dealing with fundamental issues - for example, the purpose of the exercise, the status of the land use plans, how the Ministry intended to influence use of private lands - when the focus of discussion at this stage ideally should have been the presentation of options and alternatives to MNR's proposals. Effort was expended clearing up misunderstandings.

Fewer comments fell into the second category. These expressed concern that the effects of the various options on other uses was not dealt with adequately. In other words, the presentation did not detail the consequences of the various options and, therefore, did not provide a sound basis for determining which option would be preferable. While many expressed concern with what they felt was an undue emphasis on resource extraction throughout the documents, one individual caught the spirit of many opinions by stating that the options presented promoted the view that parks and resource development are mutually exclusive. As a result, the process did not promote a rational resolution of conflicts but seemed to encourage the "either/or" mentality that came to dominate the process in northwestern Ontario.

SUMMARY

Most public consultation processes are subject to criticisms of the kind discussed above. However, in this case, these problems were identified sufficiently consistently to indicate that they were not just "complaints." They came from sufficiently diverse interests to show they could not be written off as "whining" from any identifiable interest group. Moreover, it was not just one item that was frequently cited, rather a full range of items that, when combined, add up to a very weak starting point for obtaining valuable, useful comments from the broad spectrum of participants approached.

WHAT PUBLIC?

The ultimate usefulness of the comments received revolves around the question of what "public" was represented in the

process. While many interest groups felt the stakes in the process were high - parks advocacy groups, for example, knew that this would be the final opportunity to establish wilderness parks - the Minister's indication that the fate of the candidates would be determined largely by the amount of support demonstrated for them at the local level did not go unnoticed by other interest groups. Park proposals already had been a source of controversy among established competing interests and this statement simply added fuel to a slowly burning fire.

The major battleground was northwestern Ontario and here the public consultation exercise rapidly deteriorated into a number-crunching competition rather than a forum for rational consideration of land use options.

It was in this region that petitions, form letters and comment sheets with conspicuously similar comments abounded - all calling for some form of "multiple use" in the province that would effectively eliminate the wilderness class of park. In Thunder Bay, for example, 193 comment sheets which advocated "no new parks - multiple use for Ontario" were submitted as well as form letters advocating multiple use that required only a signature. The preponderance of the "multiple use" philosophy evidenced in northwestern Ontario was not found elsewhere in the province in any significant numbers or emphasis in individual submissions, though variations of this theme had been expressed by specific interest groups. For example, the Federation of Anglers and Hunters advocated hunting in most classes of parks throughout the province. In contrast, parks and parks policy received a strong, and broad based support throughout both the Southern and Northeastern planning regions. Nevertheless, the entire process became mired by the "parks/no parks" issue. The simplicity of the "for" or "against" submissions became a source of controversy and contention, as well as a means of discounting the validity of whichever approach one did or did not favour. In other words, if the method of conveying the opinion was not considered one could argue that in terms of numbers the support for parks - or more specifically, parks managed according to the "Blue Book" - was not evident. By the same token, one could view the support for candidate parks at the local level

and the overall support demonstrated for "Blue Book" policies and make a strong case that respondents supported a parks system like that envisioned by the parks policy.

The Decision

In the final analysis, the decision taken by the Ministry was the ultimate compromise. Ontario was to have 155 "new" provincial parks but the range of uses that might be allowed in many of these parks threw into question the status of the previous management and planning policies articulated in the "Blue Book."

Submissions received from members of the public during the 1982 public consultation process did not provide the basis for carte blanche changes to the existing policies that emerged from the land use planning exercise. Moreover, the framework within which this consultation process was conducted and the problems it generated begs the question of whether this was an appropriate forum in which to review a comprehensive and complex policy statement (i.e., the "Blue Book").

Public Consultation: The Challenge

The District Land Use Planning process public consultation was an enormous but not entirely laudable undertaking which was carried out within the context of a precedent-setting land use planning exercise.

In a 1982 document OMNR stated that the land use planning program "will pay dividends to Ontarians far into the future." One of the most significant dividends from which both OMNR and Ontarians could benefit, however, is seemingly being ignored. Within these volumes of documents lies a wealth of information with respect to how future public consultation can be more effectively implemented, whether on a large or small scale.

The challenge facing administrators charged with implementing public consultation programs is twofold. First, they must ensure that the basic principles of effective consultation are adhered to:

- early and adequate public notification (i.e., this would require several mediums and should include information that will allow individuals to make a rational decision on whether or not their interests are affected and whether or not they will participate. It should also contain information on both points below
- ease of access to information and provision of relevant information prior to the consultation
- the establishment of reasonable time frames for public response relevant to the task at hand (i.e., the amount of information participants are expected to absorb and the complexity of issues involved).

Second, administrators need to ensure that the consultation is effective so that:

- the participants perceive it to have been worthwhile - i.e., that their needs have been satisfied;
- the sponsoring agency is able to use and benefit from the consultation.

There is evidence that just as public consultation is increasingly perceived as a necessary component of government decision making, so participants' expectations have increased. In earlier times the thought may have been that providing the public with a decision after consultation was a sufficient form of government response. Increasingly in the future, however, participants will require some clearer demonstration that there is consideration of their responses by the sponsoring agency.

In small forums individual responses may be possible but in larger forums an aggregated summary of issues and concerns may be required. This type of approach serves a dual purpose:

- it promotes and encourages future participation rather than disaffection
- it clarifies and defines the multiple interests that were involved and considered in the process and provides participants with a clearer view of how the decision was made.

Ultimately, this approach promotes understanding by participants of what the sponsoring agency was faced with and what other interests perceived the issues to be. The approach can serve as a means of identifying where common ground exists and how the respondents' efforts can be improved. However, this can only be effective if the sponsoring agency has identified and appropriately resolved the fundamental issues in designing the framework within which the public consultation will occur.

The key questions that must be addressed are:

- what kind of information is wanted and for what purpose?
- how can this information be procured to encourage utility without unduly restricting participants?

Once these questions have been answered the approach to the more traditional-but-important considerations, such as what are the most appropriate methods (e.g., hearings, open houses) should be consistent with the need, purpose and use.

The District open house consultation, while not the only forum for public participation in SLUP, was charged by the Minister with an import far exceeding its capacity and completely inconsistent with the kind of information encouraged at these forums. Also, as to the advertisements OMNR had prepared, these asked "What do you think?" Yet, when 10,000+ Ontarians told OMNR what they thought the Ministry was ill-prepared to deal with the responses and the process appears to have done little to aid the Ministry in reaching decisions.

NOTES:

1. OMNR, Backgrounder, Land Use Guidelines, 1983.
2. Land Use Guidelines have yet to be produced for the West Patricia Land Use Planning area (3 districts) and Moosenee.
3. See Guidelines for Land Use Planning, Revised January 1, 1974.
4. See Guideliens for Land Use Planning, 1974 and the same document produced in 1980.
5. OMNR, Report of the Task Force on Parks System Planning, p. 7.
6. The "Blue Book."
7. Letter received by Arlin Hackman, Federation of Ontario Naturalists.
8. OMNR, Report of the Task Force on Parks System Planning, September 1981.
9. Ibid.
10. Ibid.
11. OMNR, Backgrounder Land Use Planning and Parks System Planning, March 1982.
12. Ibid.
13. Submission by Ontario Hydro, Atitokan District.
14. Submission received in Terrace Bay District.
15. Ibid.
16. Ibid.
17. Submission by "Parks for Tomorrow" in all Northwestern Regions.

Atlantic Caucus



The New Brunswick Experience

Jane Edgett and Janice Brown

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In the Beginning ...

The work of the Atlantic caucus of "Heritage for Tomorrow" began in the spring of 1984. It was determined to be appropriate that the necessary surveys and analyses be undertaken on a provincial basis for ultimate inclusion in an Atlantic summary of results. The New Brunswick caucus was thus created and eventually reached approximately 600 individuals across the province to solicit input and advice.

From the outset, an effort was made to expand the discussion of the future of protected areas in New Brunswick to include, not only the consideration of national parks per se, but a variety of options to meet the need for comprehensive heritage preservation and protection.

CONSULTATION FRAMEWORK

Three components of a consultation process would be undertaken. First, a special newsletter was produced, which outlined the goals and objectives of the Canadian Assembly Project, provided a overview of the activities of Parks Canada in New Brunswick, and solicited participation in the New Brunswick component of the Assembly through the provincial caucus. This was sent to approximately 400 people drawn from various appropriate mailing lists.

Second, a provincial questionnaire was circulated with the newsletter. A self-addressed, stamped envelope was included to facilitate response. Third, a series of three public meetings was scheduled to give individuals the opportunity for discussion and direct involvement in the process. Details on these components follow.¹

The Questionnaire

The questionnaire was distributed to approximately 400 individuals in New Brunswick. Sixty-nine responses were received, representing a 17 percent response rate. Respondants represented membership in or association with the following organizations:

Canadian Nature Federation
Canadian Wildlife Federation
The Concerned Parents Group
New Brunswick Federation of Naturalists
Friends of the Earth
Canadian Arctic Resources Committee
Conservation Council of New Brunswick
Committee for Public Awareness (Kent County, NB)
Pollution Probe
Energy Probe
Society for the Prevention of Cruelty to Animals
Fredericton Field Naturalists
Audubon Society
Heritage Canada Foundation
Museums New Brunswick Association
National and Provincial Parks Association of Canada
Canadian Museums Association
Ecology Action Centre (Halifax, NS)
World Wildlife Fund
Mirimichi Naturalists Club
Saint John Naturalists Club
Ducks Unlimited
Sunbury Shores Arts and Nature Centre
Canadian Institute of Forestry
Taxes for Peace
York-Sunbury Historical Society
International Wildlife

RESPONSE TO QUESTIONNAIRE

Demographic Information

1. Age

Under 30	07
30 - 39	16
40 - 49	17
50 - 59	16
Over 60	13

2. Annual Household Income

Under \$12,000	04
\$12 - \$15,000	05
\$15 - \$22,000	03
\$22 - \$30,000	17
Over \$30,000	35
No Response	05

3. Education

High School Incomplete	05
High School Graduate	03
Some University	09
University Graduate	22
More Than 1 Degree	27
No Response	03

4. Have you visited a National Park in the last 5 years?

Yes, once	12
Yes, 2 - 4 times	15
Yes, 5 or more	29
No	11
Not certain	02

MANDATE FOR NATIONAL PARKS

1. Parks Canada's objective is "to protect for all times those places which are significant examples of Canada's natural and cultural heritage, and to encourage public understanding, appreciation and enjoyment of this heritage in ways which leave it unimpaired for future generations."

a. How would you rate Parks Canada's performance in pursuing the above objective?

Very good	12
Good	29
Satisfactory	14
Poor	04
Don't know	07
Other comments	01
No response	02

b. In your opinion, is the establishment of and protection of areas designated as national parks, national historic parks, and national marine parks an effective means of raising Canadians' awareness of their national and cultural heritage?

Yes, very much so	27
Yes, reasonably so	34
No, there are better means	04
Don't know	03
No response	01

Comments:

i. No, there are better means. I don't feel blanket policies and programs are necessarily best. Residents of parks should not be forced to give up their way of life.

ii. It is not enough though. We should have schools,

classrooms in the parks. A nation-wide outdoor education program with environmental centres.

- iii. It's OK but not enough of policy of other government departments. Policy of industry runs counter to what Parks Canada attempts to accomplish.
- iv. Our cultural heritage, particularly our architectural heritage, is too much ignored in favour of museum pieces.
- v. I don't think Canadians relate parks and recreation sites to their cultural heritage. National historic sites maybe, but not parks.
- vi. Parks raise awareness of present environmental resources. Heritage connotes history to me.

2. Parks Canada has identified 39 terrestrial and 9 marine regions in Canada and pursues a policy of endeavouring to establish a national park or national marine park in each of these regions. In principle, how do you feel about this policy?

Strongly support	39
Support	19
Oppose	00
Strongly oppose	02
Don't know	09

Comments:

- i. I feel the creation of 39 plus 9 more regions is overkill. The situation now is becoming of more problem to Canadians (ex. relocation) than a benefit (increased awareness). There is a saturation point.
- ii. I generally support the concept of parks. I see no reason why Parks Canada should limit itself to one per region in 48 regions. This should be considered a strict minimum.
- iii. If not enough of these parks are not established soon, it will be too late or too difficult to do so in the future.

POLICIES

1. Present policy in National Parks generally prohibits the commercial harvesting of the natural resources of that area (i.e., logging, fishing, trapping). This policy should continue unconditionally.

Yes	41
No	26
No response	02

Comments:

- i. Cape Breton Highlands has a nice compromise whereby Parks skirts several communities. Within limits, Parks preservation is compatible with the traditional commercial harvesting.
 - ii. You need thinning out of dead trees and you need a little trapping and control of populations.
 - iii. Nothing should continue unconditionally! Wise resource management can improve some areas and increase public acceptance of larger protected areas.
 - iv. I believe some logging may be beneficial for the public and will provide a safe place to recreate.
 - v. This should be the right of the traditional residents of the park area.
 - vi. In the best of all worlds, it would be possible to do so, but to allow establishment of future parks, this policy will have to bend.
 - vii. Our country needs a policy of "ecosystem management." More developed in open areas and slightly developed in Parks. This may sound like heresy, but unconditional prohibitions are very shortsighted.
-
- 2.(a) Parks Canada in conjunction with the provincial or territorial government, consults with local communities and the interested public prior to the establishment of a new

national park.

Policy adequate and should continue	27
Public hearing before an independent board should be mandatory component of process	33
Other	09

- 2.(b) The establishment of a National Park interrupts traditional economic patterns of the region, and presents a variety of new economic development potential. At the present time:

Federal and provincial governments are dealing with the adjustments adequately	07
There needs to be more direction and assistance	57
No response	05

Comments:

- i. Economics should not be a priority with regard to the establishment of a park.
- ii. A lot more direction and assistance is needed because the new economic development potentials created generally aid small businesses around the park area and not the park residents per se.
- iii. In some cases, use of renewable resources should be allowed but under strict rules of management, as an example wise use to develop and maintain productivity of all values, social as well as economic. This could add to their interest and help meet growing demands.
- iv. Proper debriefing should be essential in a case of expropriation.
- v. Need a commitment from government just to promote/allow private development outside parks but to exercise some responsibility to plan/control this activity.
- vi. National Parks established in recent years have ruined the traditional livelihoods of many people. Action of the federal government in expropriation has been a disgrace.

- 2.(c) Where private lands and interests cannot be acquired by

negotiated settlement, expropriation is used to acquire lands essential for park purposes. Do you:

Strongly support	07
Support with conditions	41
Oppose with conditions	11
Strongly oppose	06
Don't know	04

Comments:

- i. There is a great number of other deals that could be attained in order to leave people on the land. And at the same time teaching better the visitors and new generation about the cultural heritage of the area.
 - ii. Under no condition should people be forced in their lifetime to turn land over to the government for park development. I favour a slower form of land acquisition whereby needed lands be designated as "unsaleable" and "untransferable" except to the Crown, with value to be determined by an independent person or agency at the time of designation and then indexed to the cost of living until it is turned over to the Crown.
- 3.(a) Management of resources is responsible for the maintenance of the delicate ecological balances within Park boundaries. One form of management is zoning regions according to the level of protection required.

Resources are overprotected generally	10
Protection is adequate and appropriate	27
More attention must be given to proper and effective methods of protection	20
No response	07
Don't know	05

Comments:

- i. More attention is definitely needed. Goals must be established even for very small units of landscape (i.e., few hectares). General zoning is in itself very inadequate.
- ii. As a society, as a nation, we follow absurd and dangerous exploitation of resource policies. Parks Canada is helping to influence the public to change for the better, these dangerous and destructive development policies. There is still more to be done in education the public.
- iii. We need a broad based "ecosystem management" approach.
- iv. Humans are wildlife too; don't forget that man is part of the ecosystem.
- v. But this depends on specific situations. Difficult to have a general policy on this. Decisions probably have to be made on an individual case basis.

3.(b) Wherever possible, human interference with naturally occurring processes such as fire, insects and disease will not be allowing within Park boundaries.

Strongly agree	23
Agree	17
Disagree	20
No opinion	07
No response	02

3.(c) In new National Parks, certain traditional subsistence resource uses by local people will be permitted if they are essential to the local way of life.

Strongly agree	28
Agree	32
Disagree	07
No opinion	01
No response	01

Comments:

- i. If this means continued use as human population grows, a private hunting reserve would be the result.
- 3.(d) As far as possible, commercial facilities such as hotels, stores, service stations, will be located outside Park boundaries.

Strongly agree	39
Agree	24
Disagree	05
No opinion	01

Comments:

- i. I believe that facilities which are kept close to the scheme of the park will not hurt a park in any way and will increase public awareness, use and acceptance of parks.
- ii. Designated areas of park for such areas is feasible. Who wants to visit a park if they have to go twenty miles for necessities?

WEST ISLES MARINE PARK CONCEPT

1. Parks Canada and Tourism New Brunswick are investigating the suitability of the West Isles, an area in southwestern New Brunswick, as a National Marine Park.
- (a) Have you heard or read anything about this other than in the Conservation Council newsletter?

Yes	34
No	30
Not certain	04
No response	01

(b) Do you support Parks Canada's and Tourism New Brunswick's interest in establishing a National Marine Park in this area?

Yes, strongly	34
Yes, somewhat	18
No	04
Don't know	12
No response	01

(c) What particular concerns/issues would you see as necessary to address in the establishment of a Marine Park in West Isles and the development of management plans for that Park?

- Great efforts on part of Parks Canada to allay local fears/objections - usually truly good explanations needed throughout establishment process.
- Public input.
- Integration of fisheries and protective management.
- To resolve the issues of local population, the fishermen and the adverse effects of greater influx of visitors.
- The manner in which resource use problem is resolved, particularly in the fishery, will make or break this park idea. It has to be more than a tourist trap. Resource protection must be a major part of it.
- Commercial fishermen and existing economic patterns must be weighed more heavily in assessing the value of the marine park.
- Traditional fishery and its place in park planning. Visitor access and safety. Protection of the resource from both of the above.
- Currents and pollutants; potential effect of future aquaculture; establishment of boundaries - what are marine ecosystems and how are they linked?
- Commercial exploitation of local natural resources.
- The overwhelming benefit would be that of providing a window on the interdependence of all living things, in a manner impossible to illustrate on land sites.

- Protection from pollution and exploitation for short term financial profit.
- Established fisheries of various types should not be completely displaced.
- Careful preparation to avoid expropriation problems - quite probably by inclusion of traditional sea harvesting; public hearings; careful federal-provincial co-planning; citizen involvement.
- Protection of adjacent coastline.
- Disruption of traditional lifestyles for local populace, including summer tourist business, fishing industry, access to the islands.
- Protection of and compensation for existing rights.
- Fishing rights; shore rights; concern for the number of people using the park. Could change the way of life of the people. The only ones to benefit would be those catering to tourists.
- I don't feel a park should be established there.
- Protection of the rights of the residents of the area.
- Some concern for established fishing grounds and fishermen.
- How would it affect traditional fishery?
- Protection of fishing rights.
- That it does not greatly harm local commercial fishing.
- Study dumping of wastes in that particular area.
- All areas of impact - commercial use; recreational use; is one area which needs protection the most; is area accessible for public use; future plans for and needs of park area?
- Must provide for the continuation of traditional habitation and economy.
- Area should remain as it is without federal government interference.
- I think that because of what happened with Kouch [Kouchibouguac] I would avoid expropriation at all costs.
- Impacts on local fishing activity, if any, should be addressed. Access restrictions/ease of access - a

problem for park users: How will "ordinary" people visit this park?

- Fishing in the area - what regulations will apply?
- The effect of the park on local residents.
- That no economic hardships be suffered by local residents.
- Conflicting rights of fishermen in area.
- What about Americans' involvement?
- Negative impact on livelihood of inshore fishermen.
- Do people who live there want it? Will they support, show interest, etc.? Will they suffer because of it?
- Acceptance of the people in that area.
- Concerns of fishermen and moss harvesters.
- All negative aspects must be considered. Will there be more harm than good?

FUTURE PROTECTION NEEDS

1. Please indicate any ideas you may have concerning alternatives to what Parks Canada is doing to protect and preserve our natural heritage.

- Thought be given to urban parks.
- Hire more staff.
- More effort should be made to protect places of natural and cultural heritage from industrial pollution and destructive exploitation while leaving the people and their traditional way of life intact. Farms and fishing communities are much more attractive and worthwhile than sterile parks.
- Areas where industrial wastes affect the environment (Saint John, Lepreau) should be carefully monitored.
- Where parks are not established, appointment of wardens or guardians.
- Historic parks seem to be lost in this survey. Is it lost in Parks Canada? More emphasis/profile needed for these elements.
- Acquire and designate more parks lands.

- Besides the parks, there should be walks established along rivers, lakes and coastline so that people can enjoy the natural beauties. At the moment, cottages and private land are depriving people of their heritage.
- People who travel to our national parks seem to have a fair to good appreciation of our natural heritage. There are a great many people who are not interested in the natural environment other than for hunting, trapping and garbage dumping. Is there some way of reaching and influencing these people?
- Possible involvement of Parks with wilderness areas in various provinces and integration of these with the NACS program. A system of smaller specified places that could be offered for protection. Miniature parks to accent the messages of the larger parks system.
- An alternative to inactivity on Minister's Island would be good.
- All the other options should be looked into to protect natural heritage before any decisions on the Parks options is taken for future areas requiring preservation.
- To create parks where nature and man can co-exist in harmony (ex. national parks in UK and Europe).
- Must cooperate more closely with population in fixing priorities and developing plans.
- Need to explain more clearly to the public what a national park is and why it is important. New Brunswick is full of people who can't figure out why the forests in National Parks aren't managed (i.e., exploited).
- Extension of Fundy National Park.
- Parks Canada personnel generally lack quantitative prediction of changes in vegetation, etc.
- Little concern to Parks Canada is that our commercial and sports fisheries are in grave danger, over-administered and under-managed. We shall soon have to visit a museum to see a New Brunswick salmon.
- The current Parks policy preserves a natural heritage that is often distant from large population areas. It can only be enjoyed by people with enough money and time to get to it. You should investigate smaller park areas closer and where all can take a day to visit.

- Total abolition of any resource exploitation within parks, phasing out of native privileges, better protection of wilderness zones.

2. An important component of the 1985 Centennial celebrations will be the designation of critical ecological areas for protection. What areas in New Brunswick do you feel are priority areas needing protection? Provide a brief explanation of your choices.
- a) Parks Canada and New Brunswick should combine efforts to upgrade, protect and preserve our long stretches of shoreline. Erosion and garbage are destroying much of this rich heritage.
 - b) I consider every clearcut area a critical ecological area as well as every sprayed acre.
 - c) salt marshes and wild rivers.
 - d) areas sheltering endangered/rare/uncommon flora and fauna. The existing environmentally oriented organizations in the province should play a major role as they are free of "hidden agenda."
 - e) Portobello River area - although a very attractive and relatively wild area which supports a wide variety of creatures, little interest seems to be shown in it aside from a local dump at the northend of Church Road.
 - f) nationally significant botanical and zoological sites.
 - g) Maliseet Trail, major canoe and portage route from the St. John River to Maine that was in use from the time of the first Maliseet settlement up to about 150 years ago. It runs from near Meductic to cross the US border through the lakes between Canterbury and McAdam. On the way, it passes near Hayes Falls (the highest waterfall in New Brunswick) and over a succession of hardwood ridges, through the Benten headwater and through a representative cross-section of New Brunswick environment (with the exception of the sea coast). It thus has both historical and environmental importance and could use the protection as it is threatened along its route by uncontrolled clear cutting of hardwood, NB Power has plans for Eel River, and other encroachments.

- h) Kennedy Lakes area and Fowler Lake north of Plaster Rock, Renous Highway.
- i) all shorelines should be crown land. Marshes seem particularly threatened by "drainers" or "developers." Foreign ownership should be forbidden or strictly limited.
- j) watershed on the Restigouche River for its quality of wilderness.
- k) the Escuminac Point for its unique peat bogs and flora.
- l) any areas where the present stand on budworm and other toxic sprays is in effect require protection.
- m) where pulp mills and sawmills are cutting and not replacing. This will produce erosion.
- n) Miscou Island - beautiful but delicate area; wide stretches of sand dunes and wild orchids. Because of transport problems to date, the island's natural setting has not been exploited.
- o) like the idea of West Isles Park.
- p) Lower Saint John River valley, salt marshes, tidal flats and estuaries.
- q) an Atlantic Salmon stream in north central New Brunswick. Salmon are becoming an endangered species.
- r) internal land along rivers that gets flooded naturally by spring floods. It is excellent for growing crops and some unusual plants, but most has been lost to power dams, roads and buildings.
- s) small, relatively undeveloped rivers in southern New Brunswick should be designated as worthy of special protection.
- t) Big Bald Mountain west of Newcastle.
- u) there is a listing of critical New Brunswick ecological areas that should be reserved. I saw this in the Forestry Department at UNB.
- v) Rivers such as Digdeguash and Magaguadavic should be given special protection to prevent developments such as that in the L'Etang Estuary.
- w) a coastal zone management plan is crucial to prevent further decline of the Bay of Fundy, due to poor siting of industries (L'Etang) or power plants.

- x) Upper Saint John / Restigouche River flows; Wilson Brook gypsum area.
- y) perhaps Parks Canada would make sure that New Brunswick ecological reserves have not again been cheated.
- z) Shea Lake, Orchid bog, Furbish's Lousewort sites, Hillsboro Gypsum Cliffs.
- aa) central highlands, water quality of headwaters, some unexploited forests and valley habitat.

See Appendix I for an expanded list of critical natural areas.

The Meetings

Three meetings were held in three different areas of the province to allow people to gather and discuss some of their concerns in more detail. Several meeting participants had responded to the questionnaire; most of them had not. Attendance at the meetings was relatively low, in spite of excellent and thorough publicity.

The meetings were held in Moncton, Shippegan and Fredericton. In each case, anywhere from 50 to 100 personal invitations were sent to appropriate organizations, government departments and individuals. Press releases and public service announcements preceded the event by several days.

THE MONCTON MEETING

There were approximately 40 people in attendance at the Moncton meeting, representing residents of Albert, Westmorland and Kent Counties (southeast New Brunswick). Since these are the counties which host both Fundy National Park and Kouchibouguac National Park, the discussion centred primarily on the management details and the role of the parks in that area.

Resource Managers Harry Beach (Kouchibouguac) and Steven Woodley (Fundy) were on hand to briefly describe their work and to

field questions regarding their respective parks. Following are the issues raised at this meeting:

1. WILDERNESS PRESERVATION: A brief, entitled "In Support of a Biocentric Approach to National Park Management" was submitted for consideration by Dr. Louis LaPierre, biologist at Université de Moncton. He explains a biocentric approach as one which places primary emphasis on preservation of the natural order. Its principal goal is to "encourage management programs that most nearly approximate natural energy flows within wilderness ecosystems; that is, those that match the energy budgets of ecosystems as they exist in the absence of human influence."

The concluding point is made that "wilderness management should not mold nature to suit people. Rather it should manage human use and influence so that natural processes are not altered." Features such as golf courses (Fundy) and restaurants (Kouch.) have no place in such a managed park system, according to Dr. LaPierre. The entire brief is appended as Appendix II.

2. FOREST HARVESTING AND MANAGEMENT IN PARKS: Spruce budworm - damaged trees were the topic of much discussion. Such trees line the scenic road into Fundy National Park. Many are dead and have fallen. Some participants described this area as "an eyesore" and a "disgrace." The opinion was expressed that such an untidy appearance could be overcome by the implementation of a tree harvesting policy within park boundaries. It was pointed out that this could also create employment. It was suggested that these trees are a fire hazard.

The owner of a local lumber mill advocated the harvesting of select trees in Fundy. He pointed to the example of Sweden, where national parks are harvested the same way as any other forest, with the strong trees left standing and the others removed.

To counter, the point was made that all of Canada's parks constitute only one percent of Canada's land mass; therefore, we should not have to revert to the process of tree harvesting and

select cutting in this small, protected area. It was noted that the intrinsic value of maintaining the forest far exceeds the dollar value to the forest industry which might exist in Fundy National Park and surrounding area.

Two people expressed the opinion that the dead trees contribute to the diminishing number of visitors to Fundy. However, it was pointed out that the philosophy of park development is for man not to interfere but to let nature take its course. Resource Manager Steven Woodley explained that there is a tremendous number of spruce trees in the park (Fundy) and that spruce budworm infestations will come every 40 years regardless of how they are treated. He said the infestation has not killed the forest, and has, in fact, regenerated the animal and plant life in the forest. The new forest has allowed for a higher population of mammals, notably the white-tailed deer. By letting the budworm take its course, the woods are regenerating into white birch, spruce and fir.

3. EXPANSION OF FUNDY NATIONAL PARK: Dr. Thomas Edgett, a local resident and naturalist, feels there is a great potential for Fundy Park to extend its boundaries to take in several bordering regions worthy of heritage preservation. A full description of the areas proposed for inclusion by Dr. Edgett are contained in Appendix III.

Response to his suggestion was very positive. It was noted that, at present, there is no active policy for parks expansion; unsuccessful negotiations have taken place with the Province of New Brunswick. This type of negotiation requires a strong public voice in order to be taken seriously. The expansion proposal was unanimously supported by naturalists at the meeting as certainly a direction to be taken for future planning for Fundy National Park.

4. EDUCATION AND INTERPRETATION: Mary Majka, past president of the New Brunswick Federation of Naturalists pointed to the serious need for a Visitor Interpretation Centre in each of New Brunswick's national parks. She believes that Fundy deserves an

interpretive centre since it has tremendous potential to teach and explain our heritage resources to park visitors.

In addition, Mrs. Majka advocated the implementation of children's educational programs on natural and cultural heritage. Without these, she fears that younger generations will be ignorant of our natural environment. This will lead to the ultimate neglect of natural preservation priorities, including the commercialization of national parks. She added that there is a tremendous need to educate park visitors regarding wildlife, aesthetics and operations of the facility.

5. ECOLOGICAL RESERVES ACT: David Christie, past curator of natural history at the New Brunswick Museum and resident of the Fundy Park region, questioned the effectiveness of the current "Ecological Reserves Act" in this province. He pointed out that all areas considered as part of this protection program are on crown land and that not all of our most important habitats are well represented on crown land.
6. FUNDY AND LOCAL ISSUES: A resident of Alma, the village bordering the entrance to Fundy National Park, pointed to an apparent contradiction concerning preservation within Park boundaries. She spoke on behalf of village residents who object to the current tree planting occurring near park headquarters.

THE SHIPPEGAN MEETING

This meeting was announced and conducted in French.

The meeting was held on November 28, 1984, at the university centre in Shippegan. Dr. Louis LaPierre acted as chairperson for the evening to facilitate simultaneous interpretation. Participation was from three countries: Gloucester, Restigouche and Northumberland.

Publicity took the form of public service announcement, press releases, cable television announcement, and specific invitations to

individuals and interest groups. The following is a summary of the issues and comments of participants.

1. TOURISM AND KENT COUNTY: Mr. Leo Johnson, President of the Kent County Tourist Association presented a brief to the meeting in which connections between tourism and environmental concerns were discussed. To maintain our reputation as Canada's "Picture Province," Mr. Johnson called for environmental protection programs which have teeth, "programs that are both permanently and prominently aimed at environmental enhancement."

He pointed to the outstanding ocean side cliffs in Kent County which are slowly being eroded as one example of a "correctable concern." Without action, "then tomorrow we will be minus one wonderful natural attraction."

Mr. Johnson called for the creation of an authentic native Micmac village, to complement the existing King's Landing and Village Acadien, and to "finally guarantee our acceptance and understanding of the first Canadians."

He called for the environmental education programs throughout Canadian schools that encourage students to become involved.

Improved dialogue between citizens and government is necessary. He said that the public "demands, respects and deserves the truth from Parks Canada. People will respect Parks Canada when Parks Canada shows concern for people, the public and sincere dedicated organizations."

2. ROLE OF NATIONAL PARKS: People travel to parks for the purpose of enjoying them. Canada's national parks have a mandate to protect, rather than to satisfy the needs and comforts of domestic living. Meeting participants expressed the feeling that Parks Canada owes the people of Canada an education experience focussed on our natural surroundings and the importance of ultimately protecting these natural assets.

3. PRIMAL VS. DEVELOPED: Rose-Aline Chiasson, a naturalist, cited Kejimikujik National Park in Nova Scotia as an example of a "primal" area, possessing none of the facilities which exist at Fundy and Kouchibouguac. She believes this is the main reason why she enjoyed it so much. She described the campsites as evolving around the many wild animals and accessible natural features in the park.

She pointed out that there are very few commercial facilities bordering Keji, and argued that there is very little need for these establishments. By maintaining a primitive style park, there is more appeal for many people. In this regard, she is opposed to catering to trailer and cabin users within national parks. This only serves to further destroy nature.

4. NATURAL AND CULTURAL EDUCATION: Meeting participants expressed the opinion that New Brunswickers, generally, are unappreciative of nature. There is very little in the way of educational experiences in the schools to develop such appreciation. The best method of nature education is through observation, field trips, walking tour, etc. It was suggested that Parks Canada should be travelling to the schools on a regular basis and that students be taken regularly to the national parks for interpretive tours.
5. FETE DES ARBRES: It was mentioned that at one time the public used to celebrate "Fete des arbres." one day set aside in New Brunswick to celebrate the beautiful forests in this province. This type of recognition is no longer evident and thus exemplifies our diminishing public acknowledgement of our natural heritage.
6. POLLUTION: It was noted that pollution must be monitored as it will inevitably be the one major contributor to the degradation of our natural heritage. There is a need to look at this much more closely in New Brunswick.
7. PUBLIC PARKS VS. PRESERVATION: If there is a desire for such facilities, then we must "go with the flow," according to one

participant. In so doing, we must attempt to cope with and resolve conflicts.

8. FUNDY NATIONAL PARK: The question of fewer tourists travelling to Fundy was raised. One explanation was that fewer Americans are spending time there during the summer months. There seems to be more interest in provincial parks, and perhaps national parks are also charging too much.
9. KOUCHIBOUGUAC: One participant felt that Kouch needs more publicity now that local people have overcome the touchy expropriation issues and again seem to be united as a group. Cooperation is more evident now between park officials and the area residents. Also, it should be recognized that although development within the park has been gradual, it has reached a point where more publicity - even local and provincial - should be undertaken.
10. JOB CREATION AND PRESERVATION: Job creation was expressed as a potential problem if not monitored in a proper manner. The development of tourist attractions and services seem to be job-related. However, we are not aware of the destruction of natural features at the same time. Money-makers override the heritage preservation aspect. Unfortunately, we notice only when it is too late.
11. ENVIRONMENTAL RESOURCES AND TOURISM: Does there exist a potential for using the unique environmental resources in northeastern New Brunswick as a basis for promoting the tourism industry, that is, the broad sand plains along the coast; the unique bogs surrounding the area; the peat harvesting process?
 - Hilaire Chiasson, a naturalist from the Shippegan area, pointed out that Miscou Isle possesses extremely unique natural surroundings such as sand plains. However, he feels there is definitely no room for tourists in any number on the island. This would only ruin the island's natural features eventually.

- The peat moss is abundant in this region and represents a market of international renown. Although the local residents comprehend the uniqueness of this delicate ecosystem, such resources are looked upon as "a way of making a living." Therefore, there is no feeling among local residents that tourism should be built upon these resources.

12. THREATS TO REGION: There is great concern in the area that the lakes are slowly disappearing as a result of salt water penetrating the fresh water bodies inland.

There is also concern for the effect of industry on wildlife. The actions of NB TEL while constructing new lines on Miscou Isle were pointed to as an example. The lines crossed a well-established nesting ground of herons. The result was the eventual abandonment of the colony by the herons. Nothing was said publicly either before NB TEL pursued this project, or after the damage had been done to the wildlife. This type of wrong-doing could have been avoided if caught in time by concerned citizens.

13. WRITTEN COMMENTS: The following comments were received following the Shippegan meeting (translated from French).

"Since I did not participate in your meeting in Shippegan concerning national parks of Canada, please permit me to give you some comments at this time on the subject.

"Being a regular user of national parks, i.e., Forillon, Kouchibouguac, Fundy, Cape Breton Highlands and La Mauricie, I find that it is necessary at all expense to keep these areas intact and non-commercial. For the size and uniqueness of these parks is rightly the safeguard of our nature and heritage. It is necessary that the standards of protection and conservation are maintained and that the use of our parks is controlled. One of the goals of national parks is to respect nature and it is a sort of apprenticeship which must be pursued by all Canadians.

On the subject of interpretive programs, I think there has been an improvement but it is still necessary that the number of bilingual Parks employees be increased, above all at Fundy and Cape Breton Highlands.

Finally, it seems that Parks Canada has to study the concept of ecological reserves on a more diversified basis, so that there will be more protected areas accessible to our schools, universities, etc.; and "laboratories" in natural settings where it is possible to observe the evolution of species within an ecosystem. It is necessary that diverse regions are chosen; regions where national parks do not presently exist should also be taken into consideration.

Original signed by Jean-Claude Losier.

THE FREDERICTON MEETING

The final meeting of the series was held in Fredericton on December 11, 1984. Approximately 100 invitations were distributed to targeted individuals who had expressed interest in the process. These, along with the public service announcements and press releases, were directed towards residents of the Fredericton, Saint John and St. Andrews areas. Town and city clerks were notified in these areas.

Because of the population base and the previously expressed interest in the caucus, the attendance (approximately 15 plus press) was surprising. Nevertheless, the discussion was of great quality, with significant recommendations made, and overall agreement reached on potential directions to pursue in the field of preservation of our natural heritage.

Chairperson for the evening was Harold Hatheway, a member of the Board of Directors of the Conservation Council of New Brunswick.

The following are the main discussion points at the meeting.

1. ENVIRONMENT CANADA'S NEW PARKS POLICIES: As a result of fiscal

cutbacks, it was pointed out that the new Environment Minister, Suzanne Blais-Grenier, has a new agenda for Parks Canada. In a meeting with members of the National Steering Committee of the Canadian Environmental Network, she made it clear that any expansion of national parks is out of the question in the short term. That suggests that no immediate action will be taken on the establishment of the West Isles Marine Park.

2. PRIVATIZATION OF PARK FACILITIES: The Minister of Environment has taken steps to turn current park tasks over to the private sector, in particular, certain interpretive centres. Future trends seem to be towards expanding this to include the operation of camping facilities and canteens, lifeguarding responsibilities, and the running of recreational aspects such as golf courses and boat cruises.

There was concern that such a move is in contradiction to the objectives set out in the Parks Canada mandate. The new philosophy is to turn these facilities over to the private sector or the provincial government to reduce federal involvement and expenditure. There was a call for the involvement of citizens to guarantee that our system of national parks, both existing and planned, doesn't deteriorate through such a change in direction.

One participant said that he has no objection to Parks Canada being put into the hands of individuals and private business if the main principles of promoting an awareness of the need of a National Parks System and protected areas, of encouraging a new sense of responsibility among Canadians of the significance of the heritage, and to suggest additional areas for establishment of protected natural areas, are guarded intact.

Some participants thought it could be a good thing. Services provided by golf pros and lifeguards as seasonal employees, could combine into private organizations to create their own profits. The seller is now his own show, and thus there would be an all-out incentive to maximize profits. If such services are offered under Parks Canada, the employee is still making

his/her salary regardless of the dollar business being generated.

However, overall opposition to privatization was evident as the discussion closed. In New Brunswick, campgrounds have been tendered for five years. Many believe that the results have not been very good, and that the upkeep has deteriorated. However, it was pointed out that Ontario has had quite satisfactory results from this method of operation.

One participant mentioned that in travelling extensively through the US parks, he found the parks were extremely commercialized and "terrible." He felt that this might happen in Canada under a similar policy of privatization.

Another stated she did not think park services would be properly run if privatized, i.e., not kept to a standard. She believes that educational services are highly important as they inform visitors of the various options to pursue in the park. Such services could cease to exist if the private sector took over this area within national parks.

It was suggested that perhaps a type of "user pay" system may be a feasible option in the light of interpretation cutbacks. It was also pointed out that the long-term effects of what we do now must be considered. If we go to privatization, things such as citizen input on a permanent basis will be necessary. This citizen input would ensure that there is a measure of control brought in to guide private enterprise initiatives.

Another participant stated that it boils down to parks becoming a money-making endeavour. This sudden federal encouragement of private sector involvement may end up in direct conflict with the objectives set out for Parks Canada.

There was consensus that privately - run services such as swimming pools and golf courses might be a feasible move if we continue to recognize and make known what it is we want maintained as supporters of national parks objectives. This

would require a continual reminding to the private sector of the critical need to preserve our heritage resources.

The importance of the existence of non-profit/non-governmental organizations was noted, since these groups could play an important role in regard to the new direction of Parks Canada.

3. CRITICAL NATURAL AREAS: Dr. Dorothy Farmer, President of the Critical Natural Areas program of the Conservation Council of New Brunswick, described the work of the committee. The objective of this project is to identify significant natural areas and critical ecological sites in New Brunswick by means of a concentrated study. This study is being aided by a survey sent to many individuals and groups throughout the province. The objective is to prevent the future destruction of nesting sites, rare wild plants, feeding areas for migrating birds and fossil sites that will be lost forever if they are not protected.

The committee, made up primarily of seniors and funded under the New Horizons program of Health and Welfare Canada, has consulted with groups such as the Woodsmen Association, the geological department of the University of New Brunswick, and several naturalists clubs. It has also made several individual and public appeals for information through news interviews and referrals.

Once all the information on sites which may need protection is gathered, the nominated sites will be assessed by slotting places and species into categories. Each classification will then be given a detailed report pointing out specific areas where each may be observed. Ultimately, each nomination will be prioritized in terms of the need for protection.

Dr. Farmer mentioned three areas as examples of sites which will appear in the report: a) Tantramar marshes at Sackville; b) Bay of Fundy region with salt water bogs; c) Hillsboro gypsum mines.

There is a barrier in researching critical sites and collecting information, according to Dr. Farmer. People who know of a "special area" are usually hesitant to tell others about it for fear of despoilage or increased use of the spot. Consequently it becomes difficult to get a total inventory of critical New Brunswick sites.

For a listing of the critical natural areas nominated for inclusion in the report, as of March 1985, refer to Appendix I.

4. OPTIONS FOR PROTECTION: Hal Hinds, a botanist with the University of New Brunswick, presented a list of options for protection of critical natural / ecological areas, other than the traditional means of establishing a Park surrounding the site.

He pointed to the model of the Critical Natural Areas program in Maine, USA as worthy of duplication in New Brunswick. The Maine program is funded by the state, and employs one person to undertake the work. It involves the creation of an inventory, much the same as the New Horizons groups is doing in New Brunswick, and arranges protection agreements without the traditional regulatory attachments.

Land is not purchased or expropriated, but rather protection is taken on by the owner in many cases, or by other means. It usually focuses on preservation of rare plant and animal habitats. Nature Conservancy funds are given to provide expertise to the program and have been responsible for the creation of the inventory, which is registered with the state government.

The program provides landowners of critical areas with a special license to let them know they have something special on their land. The owner thus becomes the steward of the land, and develops an incentive to protect this special feature.

New Brunswick has legislation which can protect critical natural areas under the Ecological Reserves Act. Currently, this

legislation has listed seven "ecological reserves" for protection under the Act. These are all forest areas and do not necessarily acknowledge those most sensitive or "critical" areas which need protection. Several others have been proposed for protection but processing the proposal is taking time. This Act is administered by the Department of Natural Resources.

Mr. Hinds questioned the effectiveness of this Act. It is a low priority with the New Brunswick government, the program for establishing ecological reserves is poorly funded, and does not have the luxury of a staff person responsible for administering the Act alone. A problem identified by the government is that all these reserves have to be surveyed, and this is a very expensive process. All currently designated sites are on crown land and nothing seems to have been done on any proposed sites which exist on private land.

It appears that the Ecological Reserves Act is not going anywhere. Designation of public parks has specific usefulness. For example, O'Dell Park in Fredericton protects several unique plants and animals. According to Hal Hinds, there is a need for a larger portfolio for protection, and then we will see that larger possibilities are available.

Alternatives to current protection methods were proposed by Mr. Hinds as follows:

- a) Stewardships: this would consist of a management agreement made with the landowner. Various action groups should be involved in this such as Scouts, Guides, women's groups, naturalist clubs, garden clubs. Each group could adopt an area in its local vicinity and work to preserve it by keeping it free of litter and discouraging destructive activities through local education about the site, etc.

This would develop a pride in natural features so that people begin to appreciate them more and overcome the idea that development of all areas is desirable. Since apparently there is no money to make outright purchases of land

requiring protection, landowners could entrust the sites to local service groups.

- b) Renting/Leasing of Privately Owned Land: A compatible agreement could be made with landowners and a group interested in managing the land in order to preserve its unique features. However, the group would require funds in order to take on this responsibility.
- c) Rights of First Refusal: A landowner agrees to offer the sale of land containing the special site to a protection agency in the event that he/she wants to dispose of the land. This sale involves special arrangements.
- d) Conservation Easements: Owner and preservation/conservation organizations have the right to access the area but access would be restricted in the case of other visitors. Organizations could receive permission from the landowner to maintain the site in its natural state.

Hal Hinds feels there is great need to investigate these options. He also stated the need for "Land Use Awareness" which could be incorporated through provincial circles. However, there is an overall need to approach the provincial government in order to set up a position such as this.

It was noted that Habitat Canada lost its two employees in the recent cuts to Environment Canada's budget. This was to be a promising project with \$1.2 million set out to protect critical wildlife habitat in Canada, but the project has been terminated.

Ducks Unlimited was pointed to as an example of a private sector organization which successfully raises money to carry out protection of habitat activities. Although the group's activities are designed to conserve waterfowl to enhance hunting activities, it was suggested as an organization one could learn from. It could mean a "Wildlife Unlimited" or "Parks Unlimited" and approaching the private sector in the same manner as "Ducks Unlimited." It was stated that the cutbacks in protection budgets are ruining non-consumptive resources.

5. YOUTH, JOBS AND ENVIRONMENT: The point was made that there is a desperate need to give our youth a feeling of self-worth in a society with such high unemployment. Katimavik was given as an example of a program which addresses this need. It was suggested that the conservation field is certainly one which could make use of all this energy and enthusiasm potential.

One way to get government interested in conservation issues is to appeal to another level of interest within government and approach it indirectly. Since government is interested in youth employment, we should devise a plan to involve the country's youth as a partner in conservation and employ it in much the same way as the Company of Young Canadians and Katimavik.

Someone has to provide leadership in conservation issues in this province and the Conservation Council and other groups like it are more trusted than our government departments which have direct legal jurisdiction.

In this Year of the Youth, government may very well be interested in such an approach. Government may see this as a means to endow more responsibility to youth, and ultimately to create more jobs and stimulate the economy. This would create an interface between government and the non-profit sector. It might stimulate a new sense of wildlife oriented activities, and youth might be regarded as fully equal partners in a program called something like "Youth and Conservation."

Comments were made on the need for manpower in order to clean up our province so that nature can be enjoyed more. Trails should be developed in a more systematic manner throughout New Brunswick.

6. FEDERAL ENVIRONMENT CUTBACKS: One participant is going to write to his Member of Parliament and express to him that if he has "to cough up" more money to go to government, then he wants it to be directed towards environment programs. Decisions involving the environment, endangered species and habitats are

not reversible. What the government decides now is what we have to live with in the future. He continued by saying that decisions involving the CBC, for example, are always reversible with no particular harm done from temporary cutbacks. His concern is that in the case of endangered species, the effects of cutbacks are irreversible. There was general consensus on this.

Participants also recognized that Canadians place a very high value on wildlife. It is difficult to understand how the federal government can justify such a high percentage of budget cuts in environmental protection programs.

The role of non-governmental organizations such as the Conservation Council was again noted as being crucial at times like this. It has a continuing role in examining the status of Environment Canada and pressing to assure that the department is not dismissed as a "non-essential" service to Canadians. This sort of short-term vision will produce long-term failure.

Although the Environment Minister declares that the environmental cutbacks are non-negotiable, the public should lobby incessantly and insist they be renegotiated - that the government re-evaluate its present stand.

All participants concluded that although we are presently confronted with questionable moves in the Canadian government with the cutbacks in environmental protection and research, we cannot forget to acknowledge our excellent and outstanding national parks system, and that we must insist that this not be jeopardized for future generations.

7. CORPORATE PRESERVATION ACTIVITIES: Irving Ltd. has moved to preserve a significant heritage area in New Brunswick which the corporation owns. The Buctouche Bar in Kent County has been equipped with large fences in order to assist in keeping all-terrain vehicles off the famous sandbar. Perhaps this type of "social responsibility" or "corporate citizenship" will set an example for further action by other corporate owners of significant areas.

8. TOURISM POTENTIAL: It was pointed out that Tourism New Brunswick does not have a listing of designated natural areas in the province. Available information for tourists is limited to national and provincial parks, hotels and motels, and the like. It was suggested that there is a tremendous need for providing listings of such areas.

Tourism New Brunswick has recently published a birdwatching pamphlet guide, telling where, when, and what to view in all regions of New Brunswick. This should be made into a series, expanding to include other important and unique natural areas. Good relationships between government and conservation groups are needed. Hiking brochures would be an obvious inclusion in this series.

Public tours to watch whales and birds are very popular with tourists. It appears that the market exists to develop tourism around New Brunswick's natural features. New Brunswick is not "touristed-to-death," as some provinces are, so there is room for growth in this area, outside the established park system.

Parks Canada and the Canadian Botanical Society have initiated a nation-wide survey to identify critical botanical areas throughout Canada. Some New Brunswick areas were submitted for designation and were accepted as being of national significance. Hal Hinds feels that these designated areas in New Brunswick should be brought to provincial attention as he does not believe that anything more has been done with the survey.

9. INTERPRETATION PROGRAMS: There is a strong sense that interpretive centres are desperately needed in New Brunswick. Those that were available at provincial parks (New River Beach, Mactaquac) have been dropped as they were not cost effective, regardless of the fact that these programs were very significant to a specific group of users. The centres are very much missed.

It was noted that one interpretive centre which was cut in the federal cutbacks will be reopened in British Columbia through a joint agreement among the provincial and federal governments and a non-governmental organization.

ENDANGERED SPECIES IN NEW BRUNSWICK

The following remarks are those of Hajo Versteeg, President of the Conservation Council of New Brunswick and Professor of Law at the University of New Brunswick Law School. Professor Versteeg presented this portion of his major paper entitled "The Protection of Endangered Species: A Canadian Perspective" for inclusion in the New Brunswick caucus report.

The full paper is printed in Volume 11, No. 3, 1984 of the Ecology Law Quarterly, School of Law, University of California, Berkeley. All portions reprinted below are followed by a page reference to the Ecology Law Quarterly publication. All footnotes made throughout the previously published paper are assumed within the page reference.

1. New Brunswick's Flora

"In an intensive effort to fill information gaps, the National Museum of Natural Sciences has been cataloguing since 1975, the rare vascular plants of the ten provinces and two territories. At least seven plants are endemic to New Brunswick or to immediately adjacent areas. Presently, the endemic Furbish's Lousewort is the only species of flora that is legally protected. Four more plant species found in New Brunswick are rare throughout Canada.

"Legislators should carefully assess the remaining ten species for immediate inclusion on the legal endangered species list." (Page 282)

"The New Brunswick report documents a number of plant species that have been extirpated because of human activity. The flooding of land behind hydroelectric dams on the St. John

River resulted in the extirpation of at least four known plant species. Industrial and residential development near the mouth of the St. John River led to the extirpation of two more plant species. The New Brunswick report also warns that the proposed oil shale strip mining in southeastern New Brunswick will seriously diminish the rare plant resources in that area." (Page 283)

2. New Brunswick's Fauna

"Currently the eastern panther, the Canadian lynx, the bald eagle, the osprey and the peregrine falcon are legally classified as endangered in New Brunswick. Also, available data suggests that extinct or extirpated species formerly resident in New Brunswick include the Labrador duck, the great auk, the woodland caribou and the eastern wolf.

"The Legislature should consider the Maritime Ringlet butterfly, the Pigmy smelt, the dwarf wedge mussel and the piping plover for immediate protection because these are endemic to New Brunswick or rare throughout their North American range." (Page 283)

"The New Brunswick Endangered Species Act protects the habitat of endangered flora but not fauna One of the most effective ways to eradicate a species is to destroy its habitat. This glaring oversight should be corrected immediately." (Page 293)

3. Advisory Board

"A critical component of endangered species legislation is the establishment of an advisory board to oversee the daily administration of the Endangered Species Act. However, neither the Ontario or the New Brunswick statute provides for such a board.

"It is of utmost importance that a board be established so as to act as the official liaison between scientists and legislators." (Page 295)

"Acting as a provincial COSEWIC, an advisory board could effectively document and classify the status of vulnerable species within the province. The board should include wildlife experts from government, private organizations and universities, and must be empowered to call before it any persons having specialized knowledge concerning any pending issues.

"The board should be obligated to submit a detailed report to the Minister on all matters dealt with by the board. The Minister should then table the report in the provincial Legislative Assembly. This procedure would educate the public and the politicians about the status of vulnerable species within New Brunswick." (Page 296)

4. New Brunswick Ecological Reserves Act (ERA)

There is little doubt that the ERA and its accompanying regulation are progressive enactments. They will remain useless, however, until the provincial government commits itself to the letter and the spirit of the law.

- (1) "The government must immediately assess its administrative policies to determine the reasons for the lack of progress in developing ecological reserves in New Brunswick.
- (2) "It must review the membership of the Environmental Council to ensure its personnel are qualified experts with an active interest in ecological reserves.
- (3) "It must make a firm commitment to spend time and money needed to protect properly the sensitive areas of the province." (Page 302)

5. Conclusions

- (1) The endangered species statute of New Brunswick provides an example of legislation which will not adequately protect a vulnerable species without serious amendment.
- (2) "New Brunswick's ERA and the administrative regulation accompanying it provide an example of excellent legislation administered by a government with little apparent concern for the principles clearly articulated in its statute. Interest groups devoted to preserving our flora and fauna must be extremely diligent in lobbying for effective conservation legislation administered by agencies that believe in the spirit of the law Otherwise, the modern tragedy of species extinction will continue unabated. (Pages 303 - 304).

NOTE

1. Editors' note. This edition of the New Brunswick report does not include the following materials: Appendix V, Details of Moncton Meeting; Appendix VI, Details of Shippegan Meeting; and Appendix VII, Details of Fredericton Meeting.

Appendix I

Critical Ecological Areas of New Brunswick

As Compiled by the Nature Conservation Committee
of the Conservation Council of New Brunswick

A NEW HORIZONS PROJECT

1. ALBERT COUNTY

Barn Marsh Creek Salt Marsh

Location: On Chignecto Bay east of Fundy National Park
Description: A salt marsh unaltered by human activities
Protection: An outstanding example of an upper Bay of Fundy salt marsh
Possible Threats: Possible agricultural activities
Ownership: Not known
Information: A.D. Smith, P.O. Box 1590, Sackville, NB, EOA 3C0

Grindstone Island

Location: In Shepody Bay
Description: The only New Brunswick island in the upper Bay of Fundy
Protection: Contains a mature coastal spruce forest, a colony of the Great blue heron (over 70 pairs) and a colony of Great black-backed gulls
Possible Threats: Cutting of spruce forest and tidal power
Ownership: Anglican Church, Sackville
Information: A.D. Smith; K.H. Deichmann, Terra Nova National Park, Gloverton, NFLD, AOG 2L0

Long Marsh Creek and Lockhart Lake Complex

Location: Inland from Chignecto Bay, east of Fundy National Park

Description: An inland tidal creek; salt marsh and transitional wetlands from salt to freshwater types

Protection: Unique example of wetland dynamics in a small well-defined area

Possible Threats: Possible alteration of the tidal regime of Long Marsh Creek

Disturbance: None

Ownership: Not known

Information: A.D. Smith

Lockhart Creek

Location: Outflow from Lockhart Creek to Long Marsh Creek

Description: The lake acts as a settling basin where nutrients are given up as the tide settles

Protection: Large numbers of blue mussels, green crabs and algae

Possible Threats: Logging and erosion

Disturbance: None noted

Ownership: Possibly Crown

Information: K.H. Deichmann

Marven Lake

Location: in Fundy National Park

Description: Sphagnum bog around Marven Lake

Protection: Only National Park in Canada where *Hemidactylium scutatum* is found (four-toed salamander)

Information: Noted in "Rare and Vulnerable Species in New Brunswick," p. 40

Riverside-Albert

Location: Inland from Chignecto Bay
Protection: Home of *Sorex dispar*, Rock or Long-tailed shrew
Possible Threats: Destruction of habitat and over-trapping
Information: "Rare and Vulnerable...", p. 73

Waterslide Salt Marsh

Location: On Rocher Bay, east of Fundy National Park
Description: Very versatile ecosystem
Protection: Well-developed marsh vegetation and staging area for migrant birds
Possible Threat: Damage by ATVs
Disurbance: Gravel removal, dyking and ditching
Ownership: Mostly provincial Crown. Access private
Information: K.H. Deichmann

Wilson Brook

Location: Southwest of Albert Mines
Description: Gypsum cliffs
Protection: Site of following plants: *Salix myrtilifolia*, *Dryas integrifolia*, *Solidago multiradiata*, *Anemone parvifolia*, *Shephardia canadensis* (Buffalo-berry)
Information: Harold Hinds, University of New Brunswick, Fredericton

2. CARLETON COUNTY

Becaguimac Island

Location: First island in Saint John River upstream from Hugh John Flemming bridge on the Trans Canada Highway at Hartland

Description: Alluvial floodplain
Protection: Alluvial bottomland flora typical of protected floodplains
Disturbance: Electric wires pass over the island. No other disturbance.
Ownership: Dr. Joseph Kyle, 6150 Valley Way, Niagara Falls, Ont. 416-358-8742 or 416-354-6047
Information: Harold Hinds

Moody Hill

Location: Northwest of Upper Woodstock
Protection: Site of the following plants: *Cynoglossum boreale*, *Viola canadensis*, *Carex hirtifolia*, *Dryopteris goldiana*
Information: Harold Hinds

Peabody Sharp Nursery Site

Location: Between route 2 and route 28 at Upper Woodstock
Protection: Includes the home of the first sheriff of Carleton County
Ownership: Mrs. Hugh John Flemming
Information: Jean Adams, Lincoln Road, Fredericton

3. CHARLOTTE COUNTY

Campobello Island

Location: Island in the Bay of Fundy southeast of Deer Island
Protection: Major nesting, feeding and staging location for migrating birds; nesting site for bald

eagles and ospreys; aquatic feeding grounds for fish and marine birds. Contains two historic houses - Admiral Owen House and the Roosevelt Cottage

Possible Threats: Fish plant and industrial wastes

Ownership: Private

Information: Noted in "Environmentally Significant Areas in the Saint John Planning Region," p. 80

Castalia Marsh

Location: On the east side of Grand Manan Island

Description: A tidal marsh with salt water flowing in each flood tide; one mile long and one half-mile wide

Protection: A haven for many kinds of birds and visited during summer by bird watchers

Possible Threats: Loss of the sea wall. If not repaired will allow the inside area to flood with spoilage of the bird habitat

Disturbance: Unrestricted use of all-terrain vehicles; hunters

Ownership: Province of New Brunswick and David Lindsay, Castalia

Information: Merle Lambert, Castalia, Grand Manan, NB; Brian Dalzell, 87 Allison Drive, Moncton, NB, E1E 2T7

Chamcook Lake

Location: North of St. Andrews

Description: Cold water lake

Protection: Meadows of the northwest arm are nesting sites for ospreys

Information: "Environmentally Significant Areas...", p. 79

Deer Island

Location: Northwest of Campobello Island

Protection: Nesting area for Bald eagles and ospreys.
Southern tip of island is a major feeding,
breeding and staging area for marine birds

Possible Threats: Fish plant and industrial wastes

Information: "Environmentally Significant Areas...", p.
103

Friars Head

Location: On Campobello Island

Protection: Site of *Draba arabisans*

Information: Harold Hinds

Frye Island Group

Location: Island in the L'Etang Estuary west of Black's
Harbour

Protection: Supports breeding pairs of ospreys

Information: "Environmentally Significant Areas...", p. 95

Grand Manan Archipelago

Location: Small coastal islands in the Grand Manan
archipelago

Description: Grassy and wooded coastal islands

Protection: Nesting site of *Oceanodroma leucorhoa*, Leach's
Storm-Petrel

Possible Threats: Introduction of terrestrial predators to the
island breeding sites; oil spills

Information: "Rare and Vulnerable Species," p. 52

Grand Manan Long Pond

Location: On Grand Manan Island
Protection: Site of *Senecio pseudoarnica*
Information: Harold Hinds

Hardwood Island

Location: Island in the Passamaquoddy Bay east of Chamcook
Protection: Site of Great Blue Heron colony; nesting site for ospreys and herring gulls; stopover area for migrating birds in spring and fall
Possible Threats: Effect of human activity
Disturbance: Erection of camps and introduction of plant species
Ownership: Private
Information: "Environmentally Significant Areas...", p. 104; noted in "Ecological Reserves in New Brunswick," p. 95-97

Head Harbour Passage

Location: Between Deer Island and Campobello Island
Description: Important waterway
Protection: Major feeding, breeding and staging area for marine birds. Southern end of area particularly important area for northern Phalaropes
Information: "Environmentally Significant Areas ...," p. 100

Lake Utopia

Location: North of St. George
Description: Fresh water lake

Protection: Only home of *Osmerus spectrum* or Pygmy smelt in New Brunswick. Bald eagle breeding sites

Possible Threats: Pollution, over-fishing, introduction of competitive species

Information: "Rare and Vulnerable Species...", p. 36;
"Environmentally Significant Areas...", p. 72,73

L'Etete

Location: Coastline between L'Etete and the road to Deer Island

Description: Rocky intertidal coastline

Protection: Rocky intertidal site containing diversity of plants and animals. Useful for teaching marine biology and for marine biological research

Possible Threats: Housing development and garbage pollution

Information: Dr. Philip V. Mladenov, Biology Department, Mount Allison University, Sackville, NB

Machias Seal Island

Location: Island southwest of Grand Manan

Description: Treeless island with lush vegetation in open ocean; rocky coastal island

Protection: Nesting area for sea birds, particularly the arctic tern and the Atlantic puffin. Breeding area for the puffin. Only known nesting area of *Alca torda*, Razorbill, in New Brunswick; also of *Fratercula arctica*, Atlantic puffin. Summer residence of *Uria aalge*.

Threats: Unintentional disturbance by tourists; introduction of predators; oil spills

Disturbance: Tourists

Ownership: Government of Canada

Information: "Ecological Reserves...", p. 123-125;
"Environmentally Significant Areas...", p.
112; "Rare and Vulnerable Species...",
p.60,61

Minister's Island

Location: Between Chamcook Lake and Bartletts Mills
Protection: Good concentration of breeding ospreys
Information: "Environmentally Significant Areas ...," p.
80

Kendrick's Lake

Description: Lake and bog
Protection: Site of the following plants: Carex comosa,
Glyceria obtusa, Polygonum arifolium var
pubescens
Information: Harold Hinds

Ross's Island

Location: In Grand Manan archipelago, on east side of
Grand Manan
Protection: Site of following plants: Carex swanii,
Gerardia purpurea var. parviflora, Bartonia
paniculata, Scirpus rufus, Aster borealis,
Drosera rotundifolia var. comosa, Teucrium
canadense (wood sage)
Information: Harold Hinds

St. Croix Mountain

Location: East of Oak Bay
Protection: Bald eagle nesting site: tree on side of hill
Information: "Environmentally Significant Areas ...,"
p. 82

St. Stephen

Description: Wet woods and rocky slopes
Protection: One of two sites where *Adlumia fungosa*,
Alleghany-vine, is found
Information: "Rare Vascular Plants of New Brunswick," p.11

South Wolf Island

Location: In the Wolf Island archipelago
Protection: Site of *Lomatogonium rotatum*
Information: Harold Hinds

Sprague's Falls

Location: On the Saint Croix River between St. Stephen
and St. Andrews
Protection: Site of *Desmodium glutinosum* and *Pedicularis
canadensis*
Disturbance: Hydroelectric development
Information: Harold Hinds

White Horse Island

Location: Small island to the east of Deer Island
Protection: Breeding site for Guillemots
Information: "Environmentally Significant Areas ...," p.96

The Wolves

Location: A series of islands in the Grand Manan
Channel, east of Campobello Island
Protection: Interesting floristically. Important sea bird
breeding area including eiders, guillemots,

petrels and gannets. Wintering area for harlequin ducks

Possible Threats: Use by fishermen and grazing of domestic stock

Information: K.H. Deichmann; "Environmentally Significant Areas ...," p.93

Yellow Murr Ledge

Location: South of Grand Manan Island

Description: Small rocky island

Protection: Only breeding site of *Uria aalge*, Common Murre, in New Brunswick

Possible Threats: Introduction of predators and oil spills

Information: "Rare and Vulnerable Species...," p.61

4. GLOUCESTER COUNTY

Bathurst

Location: Salt marshes in city of Bathurst

Protection: Only area where *Coenonympha inornata nipisiquit*, Ringlet butterfly, is found

Possible Threats: Destruction or contamination of the salt marsh habitat, e.g., by growth of city. A mosquito control program would be a danger

Information: "Rare and Vulnerable Species...," p.23-25

Bathhurst Harbour

Description: Estuary

Protection: Oldest known nesting site of *Larus delawarensis*, Ring-billed gull. Transient in spring and fall in New Brunswick

Possible Threats: Disturbance of nesting sites

Information: "Rare and Vulnerable Species...," p.59

Pokeshaw Island

Location: Island in the Bay of Chaleur south of Grand Anse
Description: Sandstone stack
Protection: The only significant double-crested cormorant colony in this section of the province
Possible Threats: The colony is close to the shore and therefore vulnerable
Ownership: Possibly provincial crown land
Information: Harold Hinds

5. KENT COUNTY

Buctouche Bar

Location: Long sandspit stretching across Buctouche Bay
Protection: Nesting area for piping plover and common terns. Site of *Gnaphalium obtusifolium*, *Lechea maritima* (Pinweed)
Possible Threats: Damage from three-wheeled vehicles
Disburbance: Channels dredged through spit
Ownership: Irving
Information: Harry Beach, P.O. Box 226, Richibucto, EOA 2M0; K.H. Deichmann; Harold Hinds

6. KING'S COUNTY

Arnold Falls

Location: Near Waterford, southeast of Sussex
Description: Beautiful falls in a lovely area
Protection: Beauty spot
Information: Erica Gregg, Fredericton, 454-9441

Bloomfield Marsh

Location: On the Kennebecasis River below Bloomfield
Description: Floodplain marsh
Protection: An important Canada goose staging area in the spring
Information: "Environmentally Significant Areas....," p.34

Fundy National Park

Location: Point Wolfe River escarpment
Protection: Site of the following plants: *Poa glaucantha*,
Saxifraga paniculata, *Primula laurentiana*
(Bird's Eye Primrose)
Information: Harold Hinds

Grassy Island

Location: In the lower Saint John River near Oak Point
Description: Good quality marsh
Protection: Feeding area for spring migrating waterfowl;
nesting and loafing by waterfowl. A small
tern colony is present.
Disturbance: Severe erosion due to overgrazing
Information: "Environmentally Significant Areas....," p.44

Hampton Marsh

Location: On Kennebecasis River between Darling's Island
and Lower Norton shore
Description: Marshland
Protection: Breeding ground for ducks and all wildlife.
Resting area on Atlantic flyway for Canada
geese and many ducks
Possible Threats: Duck hunting area. Muskrat, beaver and mink
trapping
Disturbance: Too many duck hunters have reduced the number
of ducks

Ownership: Province of New Brunswick
Information: L. Foster Hill, RR #1, Hampton, EOG 1Z0;
"Environmentally Significant Areas...", p.40

Hog Island

Location: In the lower Saint John River near the
confluence with Belleisle Bay
Protection: Nesting tree for Bald eagle. Protection
required for ducks arriving annually
Possible Threats: Duck hunters
Disturbance: Grazing by cattle disturbs the breeding birds;
duck hunters
Information: "Environmentally Significant Areas ...," p.43;
Beryla Gorham, PO Box 314, Station A,
Fredericton, NB E3B 4Y9

Isle of Pines

Location: In the lower Saint John River (Long Reach)
Description: Island surrounded by marsh
Protection: Important area for nesting, feeding and
loafing waterfowl; habitat for furbearers
Information: "Environmentally Significant Areas ...," p.45

Kennebecasis River

Location: Lower Kennebecasis River
Protection: One of three sites where *Alosa aestivalis*
(Blueback herring) is found
Possible Threats: Water pollution and over-fishing
Information: "Rare and Vulnerable Species...", p.34

Minister's Face, Long Island

Location: On the southside of Long Island in
Kennebecasis Bay
Description: A steep conglomerate cliff; escarpment

Protection: Unusual rock formation probably supporting unusual plants. Site of the following plants: Woodsia alpina, Woodsia glabella, Saxifraga paniculata, Draba glabella

Possible Threats: Possible erosion from logging or rock climbing

Ownership: Private: Irving group of companies in Saint John

Information: K.H. Deichmann; Harold Hinds

Nerepis River Mouth

Location: Mouth of the Nerepis River at Westfield

Description: Marsh

Protection: Breeding area for waterfowl; important during migration; nesting site for ospreys

Information: "Environmentally Significant Areas...", p.46

Rockville

Location: South east of Sussex

Protection: Site of the following plants: Selaginella rupestris, Allium tricoccum

Information: Harold Hinds

Shamper's Bluff

Location: South west end of Bellisle Bay; south of Evandale

Description: Cliff area

Protection: Site of Cardamine arenicola var. parviflora (Bittercress)

Information: Harold Hinds

Walton Lake

Location: West of Fundy National Park

Description: Landlocked lake
Protection: Site where *Salvelinus alpinus* (Arctic char) is found
Possible Threats: Clearcutting or construction of dams on the tributaries of the lake. Also introduction of Lake trout
Information: "Rare and Vulnerable Species...", p. 35 - 36

7. NORTHUMBERLAND COUNTY

Big Bald Mountain

Location: Between sources of two Savogle rivers and south branch of Nepisiquit River
Description: Subalpine mountain summit
Protection: Site of the following plants: *Hudsonia tomentosa* (False heather); *Juncus trifidus*; *Vaccinium borealis*; *Betula glandulosa*; *Lycopodium selago* (Clubmoss)
Information: Harold Hinds

Mirimichi River

Location: Lower Mirimichi River
Protection: One of three sites where *Alosa aestivalis* (Blueback herring) is found
Possible Threats: Water pollution and over-fishing
Information: "Rare and Vulnerable Species...", p.34

Mount Carleton

Location: In Mount Carleton Provincial Park
Protection: Site of the following plants: *Betula glandulosa*; *Carex bigelowii*; *Botrichium minganese*; *Betula minor*
Information: Harold Hinds

Pabineau Falls

Location: On the Nepisiquit River south of Bathurst
Description: Scenic waterfalls
Protection: *Dichanthelium xanthophyllum*; *Oryzopsis pungens*;
Dichanthelium depauperatum vac. *psilophyllum*
site
Possible Threats: Cutting of pine trees; littering
Disturbance: Pine trees already cut, and litter bad at
times
Ownership: Consolidated Bathurst Inc.
Information: Harold Hinds; Henry Melanson, RR #5, Box 2
Site 16, Bathurst, NB

Point Escuminac

Location: At south east of Mirimichi Bay
Description: Bog land
Protection: Site of following plants: *Bartonia virginica*;
Rhynchospora capillacea (Beak-rush)
Possible Threats: Threatened by sea erosion
Information: Harold Hinds

Portage Island

Location: Island in the Mirimichi Bay
Description: An exposed sandbar island
Protection: Exposed area with stunted trees and poison
ivy
Possible Threats: Visitors to the very accessible island
Ownership: Crown land
Information: K.H. Deichmann

Quarryville

Location: On S.W. Mirimichi River southwest of Chatham

Protection: Site of following plants: Anagallis purpurea var. parviflora (pimpernel); Podostemum ceratophyllum; (Riverweed); Spiranthes lucida (Ladies' tresses)

Information: Harold Hinds

Stewart Brook

Location: Mouth of Stewart Brook on Northwest Mirimichi

Description: Tidal mud flats

Protection: Site of the following plants: Eriocaulon parkeri; Scirpus smithii; Cyperus diandrus; Cyperus rivularis

Information: Harold Hinds

Tabusintac Blacklands

Location: South of the mouth of the Tabusintac River

Description: Open black spruce - jack pine forest

Protection: Largest nesting osprey population in New Brunswick; nesting area for Great Blue Heron

Information: "Ecological Reserves in New Brunswick," UNB, Reserve No. 33

Tabusintac Gully

Location: At mouth of Tabusintac River

Description: Estuary

Protection: Nesting site of the Larus delawarensis, Ring-billed gull; transient in spring and fall

Possible Threats: Disturbance of nesting areas

Information: "Rare and Vulnerable Species...", p. 59

Upsalquitch Lake

Description: Landlocked lake

Protection: Site where *Salvelinus alpinus* (Arctic char) is found
Possible Threats: Clearcutting or construction of dams on the tributaries of the lake. Also introduction of Lake trout.
Information: "Rare and Vulnerable Species...", p. 35,36

8. QUEEN'S COUNTY

Big Timber Lake

Location: Adjacent to Maquapit Lake at south end of Grand Lake
Protection: Nesting site of the Black Tern, Pied-billed Grebe and many other species of waterfowl
Possible Threats: Sport fishing and hunting
Information: K.H. Deichmann

Hampstead

Location: On Saint John River
Description: Wet woods and rocky slopes
Protection: One of two sites where *Adlumia fungosa*, Allegheny-vine is found
Information: "Rare Vascular Plants of New Brunswick," p.11

Indian Point, Grand Lake

Location: Indian Point near Scotchtown on Grand Lake
Description: Grand Lake meadows
Protection: Waterfowl haven
Possible Threats: Massive over-hunting
Ownership: Multiple farmers
Information: M.F. Palmer, 161 Winslow Street, Fredericton

Jemseg River

Location: Along a small tributary of the Jemseg River
Protection: One of three areas where *Lyogyrua granum* (Say), Rusty Spire Snail is found
Possible Threats: Pollution of water leading to low oxygen concentrations
Information: "Rare and Vulnerable Species...", p.15

Long Island

Location: In the Saint John River between Hampstead and Queenstown
Description: Island, half of which is marsh
Protection: Nesting, feeding, moulting and resting area for waterfowl
Disturbance: Erosion caused by overgrazing by free-roaming cattle
Information: "Environmentally Significant Areas...", p.20

Lower Musquash Island

Location: Island in the Saint John River at entrance to Washademoak Lake between Gagetown and Hampstead
Description: Island with marsh surrounding open water in the centre
Protection: Important nesting, feeding, moulting and resting area of waterfowl. Nesting area for ospreys.
Disburtance: Erosion by overgrazing by free roaming cattle
Information: "Environmentally Significant Areas...." p.19

Princess Park, Grand Lake

Location: Keyhole area
Protection: Site of *Thelypteris simulata* and *Polygonum arifolium* var. *pubescens*
Information: Harold Hinds

Saint John River

Location: Lower Saint John River below Gagetown
Protection: One of three sites where *Alosa aestivalis* (Blueback herring) is found
Possible Threats: Water pollution and overfishing
Information: "Rare and Vulnerable Species...", p.34

Spoon Island

Location: Island in the Saint John River south of Long Island
Description: Good quality marsh
Protection: Important moulting area for ducks
Disburbance: Much of the marsh has been destroyed by over grazing
Information: "Environmentally Significant Areas...", p.21

9. RESTIGOUCHE COUNTY

Dalhousie

Location: Slash pile near the pulp mill at Dalhousie
Protection: Nesting site of a colony of *Larus delawarensis*, Ring-billed gull, recently relocated from a nearby site
Possible Threats: Disturbance of nesting site
Information: "Rare and Vulnerable Species...", p.59

Flemming Island

Location: New Mills between Jacquet River and Dalhousie
Description: Forested circular island of about two acres
Protection: Largest eider nesting colony is eastern New Brunswick
Possible Threats: Boat traffic and visitors

Ownership: Province of New Brunswick crown land
Information: A. Madden, PO Box 277, Campbellton, E3N 3G4

Heron Island

Location: In the Bay of Chaleur south of Dalhousie
Protection: Contains an early Potato Research Station.
Nesting site for Black Guillemots,
Double-crested cormorants, ospreys, Great Blue
Heron, Black crowned night heron
Possible Threats: Logging
Information: K.H. Deichmann

Morrissay Rock

Location: In Morrissay Provincial Park
Protection: Site of the following plants: Woodsia alpina;
Woodsia glabella, Gentionella amarella
Information: Harold Hinds

Sagamook Mountain

Location: In Carleton Provincial Park
Protection: Site of the following plants: Betula
glandulosa; Carex bigelowii; Botrichium
minganese; Betula minor
Information: Harold Hinds

10. ST. JOHN COUNTY

Little Salmon River

Location: West of Fundy National Park; where Little
Salmon River enters the Bay of Fundy
Description: River with adjacent bogland; a steep river
gorge created by water erosion

Protection: Site of following plants: *Bartonia paniculata*;
Scirpus cespitosa var. *delicatulus* (Bulrush);
Lycopodium selago (Clubmoss). Beauty spot.
Interesting geological formations.

Ownership: Crown land

Information: Harold Hinds; "Ecological Reserves...",
p.35-37; "Environmentally Significant
Areas...", p.49

Manawagonish Island

Location: Island located off Saints Rest Marsh southwest
of Saint John

Protection: Breeding site of Double-crested cormorants,
Great Blue Herons and gulls

Possible Threats: Possible tourist disturbance during breeding

Disturbance: Dumping of dredged materials

Information: "Environmentally Significant Areas...", p.58

Martin Head

Location: On the Bay of Fundy at east end of St. John
County

Protection: Site of *Draba arabisons* and *Poa glaucantha*

Information: Harold Hinds

Musquash Salt Marsh

Location: At the mouth of the Musquash River

Description: Salt marsh on tidal flats which are subjected
to high tides

Protection: Nesting area for a variety of aquatic and
terrestrial birds and for migrant shorebirds.
Feeding and nesting area for waterfowl. An
important elver habitat

Possible Threats: Air pollutants from Saint John. Possible site
of major port to unload coal for Coleson Cove

Generating Station, should it be converted to coal.

Information: "Environmentally Significant Areas...", p.59; Conservation Council of New Brunswick

Red Head Marsh

Location: On the coast east of Saint John

Description: Several acres of freshwater marsh including cattail marsh

Protection: Breeding area for Green heron, Common moorhen, Black-crowned heron, Least bittern, Long-billed marsh wren, Sora and Virginia rails, Coot, American widgeon, Red-winged blackbird, and several species of ducks and Common terns

Possible Threats: Threat of development by industry which surrounds the site and pollution by industry from industrial waste

Information: James G. Wilson, 2 Neck Road, Quispamsis, EOG 2W0; "Rare and Vulnerable Species...", p.52,62; "Environmentally Significant Areas...", p.55

Saint John River Estuary

Location: Saint John River from the estuary to the tidehead above Fredericton

Description: Area with partial mixing of the inflowing saline water and the outflowing fresh or brackish water

Protection: Summer habitat and feeding groups for *Acipenser brevirostrum* (Shortnose sturgeon). Also spawning ground and wintering areas.

Possible Threats: Pollution of the river and the use of pesticides may affect the food supply. Overfishing may reduce the numbers but there

is sufficient fish to make it not an endangered species.

Information: "Rare and Vulnerable Species...", p.33, 34

Point Wolfe River

Location: Point Wolfe River, St. John County, between Keyhole and the confluence

Protection: Site of the following plants: Selaginella selaginoides; Woodsia glabella; Asplenium viride; Epilobium hornemannii (Willowherb)

Information: Harold Hinds

Quaco Bay

Location: A bay south from St. Martin's to Quaco Head

Description: Mud flats

Protection: Important feeding grounds for shore birds

Information: "Environmentally Significant Areas...", p.51

Saint's Rest Marsh

Location: Between Saint John Throughway and sandy beach fronting the Bay of Fundy

Description: Saltwater marsh with creek flowing through it

Protection: One of the best areas in the province for birds, particularly during migration. These include black ducks, Savannah sparrow, American widgeon. Nesting area for other birds including Snowy egret, Glossy ibis, Tricoloured heron.

Possible Threats: Expansion of sewage lagoon at upper end although this may attract some waterfowl and shore birds. Proposed asphalt plant. Intrusion by small hovercraft when available.

Disturbance: Sewage lagoon at top end. Traffic, noise and smoke from urban areas.
Ownership: J.D. Irving
Information: C.L. Johnston, 29 Coronation Avenue, Saint John, E2M 3Y9; "Environmentally Significant Areas...", p.57

11. SUNBURY COUNTY:

Baker Brook

Location: Along Baker Brook east of Lincoln
Protection: One of three areas where *Lyogyrus granum* (Say), Rusty Spire Snail, is found
Possible Threats: Pollution of the water leading to low oxygen concentrations; polluted run-off from nearby, proposed landfill site for Fredericton
Information: "Rare and Vulnerable Species...", p.15; Conservation Council of New Brunswick

Gilbert Island

Location: In the St. John river at McGowan's Corner
Description: A floodplain - wetland
Protection: A mature hardwood forest with sloughs containing a diversity of aquatic vegetation
Possible Threats: Overgrazing threatens the regeneration of the hardwood forest
Disburbance: Cutting of the hardwood forest and transplanting of the aquatic vegetation
Ownership: Province of New Brunswick and Government of Canada
Information: A.D. Smith, Sackville

Sunpoke Lake

Location: On the Oromocto River east of south end of Sunpoke Lake

Protection: One of three areas where *Lyogyrus granum*,
Rusty Spire Snail, is found
Possible Threats: Pollution of water leading to low oxygen
concentration
Information: "Rare and Vulnerable Species...", p.15

12. VICTORIA COUNTY

Aroostook River Gorge

Location: On Aroostook River
Description: Gorge
Protection: Site of the following plants: *Woodsia alpina*;
Solidago spathulata ssp. *randii*, var.
racemosa
Information: Harold Hinds

Aroostook River Mouth

Location: Near mouth of Aroostook River
Protection: Northeastern limit of range of *Ferrissia*
rivularis (Say), Sturdy River Limpet. Only
provincial record
Possible Threats: Effects of acid rain and water pollution
Information: "Rare and Vulnerable Species...", p.15, 16

Grand Falls Gorge

Location: Grand Falls on St. John River
Description: Gorge
Protection: Site of *Equisetum variagatum*
Possible Threats: People from tourist park
Information: Harold Hinds

Plaster Rock Escarpment

Location: On a backwater of the Tobique River opposite
downtown Plaster Rock

Description: High sheer cliff of gypsum rising above the river
Protection: Site of many rare plants including the only site in New Brunswick where *Astragalus robbinsii*, var. *fernaldii* is found ; *Carex consinna* and the orchid, *Cyprideium parviflorum*.
Ownership: Fraser Mill (Noranda)
Information: Harold Hinds

Shea Lake Area

Location: Source of Shea Brook, south of Plaster Rock
Protection: Site of about 16 species of orchids and *Ranunculus lapponicus*. Also large mature Eastern hemlock on the ridge.
Information: Harold Hinds

Sisson Gorge

Location: On the Sisson Brook east of Grand Falls
Protection: Site of following plants: *Solidago spathulata* spp. *randii* var. *racemosa*; *Carex concinna*; *Gymnocarpium robertainum*; *Carex atratifomis*
Information: Harold Hinds

13. WESTMORLAND COUNTY

Aulac River Lake

Location: Lake on West Branch of the Aulac River, 13 km northeast of Sackville
Protection: One of three sites where *Lampsilis ochracea* (Say), Ocher Lamp-mussel, has been collected
Possible Threats: Pollution and alteration of physical habitat. Habitat required - ponds, slow flowing rivers

and ponds on sandy or muddy bottoms, near sea coast

Information: "Rare and Vulnerable Species...", p. 17

Baie Verte

Description: Salt marsh and coastal beaches

Protection: Recent expansion of the breeding range of *Catoptrophorus semipalmatus*, Willet

Possible Threats: Disturbance or destruction of habitat, particularly by dyking

Information: "Rare and Vulnerable Species...", p. 58, 59

Jolicure

Location: Near the New Brunswick - Nova Scotia border northeast of Sackville

Description: Grass and sedge marshes, bogs and wet fields; bordering the Jolicure Lakes

Protection: Nesting site of *Cistothorus platensis*, Sedge wren. Only known site in New Brunswick where *Hyllolycaena hyllus*, bronze copper is found

Possible Threats: Change in habitat; alteration of destruction of habitat, e.g., by a major change in the water level of the lake

Ownership: Government of Canada

Information: "Rare and Vulnerable Species...", p.25, 26, 63; "Ecological Reserves...", Reserve No. 7

Jourimain Island

Location: North of Cape Tormentine

Protection: Site of *Juncus greenei* and *Polygonum ramosissimum* var. *prostrata*

Information: Harold Hinds

Midgic Area

Location: Between the Tantramar River and the Jolicure Lakes

Description: Wet meadows and shallow marshes

Protection: Nesting site for *Coturnicops noveboracensis*, Yellow rail, a very rare summer visitor; *Cistothorus palustris*, Marsh wren; *Cistothorus platensis*

Possible Threats: Loss of habitat

Information: "Rare and Vulnerable Species...", p. 62, 63

Morice Lake

Location: Between Upper Sackville and Middle Sackville

Protection: One of three sites where *Lampisilis ochracea* (Say), Ocher Lamp-mussel, has been collected

Possible Threats: Pollution and alteration in physical habitat. Habitat required - ponds, slow flowing rivers and ponds on sandy or muddy bottoms, near sea coast

Information: "Rare and Vulnerable Species...", p. 17

Shediac Island

Location: Offshore island in Shediac Bay

Protection: Heron rookery; Red Oak and other interesting vegetation

Possible Threats: Summer visitors and campers

Disturbance: Summer visitors and campers

Information: K.H. Deichmann

Petitcodiac River

Location: Petitcodiac River and tributary, North River

Protection: Only New Brunswick site of *Alasmidonta varicosa*, Swollen Wedge-mussel; only recorded

Location of *Alasmidonta heterodon*, Dwarf Wedge-mussel, in Canada

Possible Threats: Pollution and alteration in physical habitat. Habitat required - gravel or rocks in flowing streams, or riffles or rapids; gravel, sand or muddy bottom (Dwarf)

Information: "Rare and Vulnerable Species...", p. 16

Northumberland Strait, Southern

Location: Eastern tip of Westmorland County

Description: Salt marsh and coastal beaches

Protection: One of two breeding sites of the rare summer resident, *Catoptrophorus semipalmatus*, Willet

Possible Threats: Disturbance or destruction of habitat, particularly by dyking

Information: "Rare and Vulnerable Species...", p. 59

Ram Pasture Marsh and Coles Island Salt Marsh

Location: In the upper Bay of Fundy, SSE and ESE of Sackville

Description: Salt marsh and coastal beaches; mature salt marshes, possibly largest remaining salt marshes in the upper Bay of Fundy

Protection: One of two breeding sites of the rare summer resident, *Catoptrophorus semipalmatus*, Willet. Breeding and staging areas for waterfowl and shore birds. The only known breeding site of willets in the upper Bay of Fundy

Possible Threats: Disturbance or destruction of habitat, particularly by dyking

Disturbance: Areas formerly dyked for pasturage but reverted to tidal influence. Reclamation improbable

Ownership: Not known but probably many owners

Information: "Rare and Vulnerable Species...", p. 58,59;

A.J. Erskine, P.O. Box 1327, Sackville, NB
EOA 3X0

Salisbury

Location: Fields near Salisbury
Description: Open grassy uplands, hayfields, pasture lands
Protection: Breeding area for rare summer *Bartramia longicauda*, Upland sandpiper
Possible Threats: Habitat disturbance or alteration
Information: "Rare and Vulnerable Species...", p. 58

Sunken Forest

Location: At the mouth of the Missaquash River on the border between New Brunswick and Nova Scotia
Description: A post ice age front drowned by rising sea levels
Protection: This sunken forest is being exhumed as the marine muds which buried it are washed away
Disturbance: Most change is natural due to tide and current action
Ownership: probably Government of Canada
Information: K.H. Deichmann

Tantramar Copper Bog

Location: 7 miles north of Sackville
Description: Bog with emerging springs carrying copper which is organically precipitated
Protection: Area contains a number of unusual copper tolerant plants, particularly *Pohlia nutans* moss. The bog is unique in the world.
Possible Threats: peat mining is not economical and unlikely to be a serious threat
Disturbance: Peat removed

Information: Donald W. Hattie, Box 480, Sackville, EOA 3C0

14. YORK COUNTY

Barker's Point

Location: On the north side of the St. John River, east of Fredericton

Description: Overgrown flooded area

Protection: The only known breeding site for *Hyla versicolor*, the Gray Treefrog, in New Brunswick. Also breeding site for the Brown thrasher

Possible Threat: Continued landfill and industrial development in the area

Disurbance: Some gravel removal and landfill

Information: Donald McAlpine, New Brunswick Museum, 277 Douglas Avenue, Saint John, E3K 1E5, Sheila Washburn, RR #8, Fredericton; "Rare and Vulnerable Species..," p. 40,41

Buttermilk Falls

Location: On the Nashwaak River northwest of Nashwaak Bridge, north of Red Rock

Description: Small brook falls over escarpment into the river

Protection: Beauty spot

Information: Harold Hatheway, Fredericton

Currie Mountain

Location: Near Nackawic

Protection: Site of the following: *Pterospora andromedea*; *Pedicularis canadensis*; *Hepatica nobilis*

Information: Harold Hinds

Bolton Lake Island

Location: Island in Bolton Lake
Protection: Remains of old cabin in which Thornton Burgess wrote most of his books
Possible Threats: Natural elements, weather
Ownership: Crown land. Camp on island owned by Henry Louder, St. Croix
Information: G. Myles DeLong, 19 Thompson Ave., St. Stephen E3L 2M2

Dunbar Falls

Location: At the junction of the north and south branches of the Dunbar Stream, south of Taymouth and north of Durham Bridge
Description: Well-known beauty spot
Possible Threats: Building
Ownership: Dr. Herbert Hauffe, Medical Clinic, Strathray, Ontario
Information: Mildred Barnes, 56 Grey Street, Fredericton; Jean Adams, Lincoln Road, Fredericton

Fall Brook Falls

Location: Near junction of Fall Brook with S.W. Mirimichi River near the boundary between York County and Northumberland County on the bend of the river
Description: Impressive waterfall with 90 ft. drop
Protection: Beauty spot
Information: Paul Meyer, 441 Needham St., Fredericton

Keswick Ridge

Location: South end of the ridge on the Saint John River below the dam
Protection: Site of the following plants: Selaginella

rupestris; Saxifraga virginiana; Pterospora
sندromedeae; Hedysarum alpinum, Hedeoma
pulgioides; Triosteum aurantiacum; Arabis
drummondii; Allium canadense; Equisetum
variegatum

Information: Harold Hinds

McKinley Ferry, St. John River

Location: South side of the McKinley Ferry on the St.
John River

Protection: Recently reported finding of Lampsilis cariosa
(Say), Yellow Lamp-mussel, thought to be in
Canada only west of Sydney, Nova Scotia

Possible Threats: Pollution and alteration of physical habitat.
Habitat required - swift currents on shoals
and on sandy bottoms

Information: "Rare and Vulnerable Species...", p. 17

McLeod Hill

Location: Between Keswick and Penniac

Description: Escarpment

Protection: Site of Draba lanceolata and Carex backii

Possible Threat: Residential development

Information: Harold Hinds

Shogomoc River Mouth

Location: Where Shogomoc River enters St. John River
west of Pokiok

Description: Swamp

Protection: Site of Boehmeria cylindrica (False nettle)

Possible Threats: Raising of Mactaquac Headpond

Information: Harold Hinds

Reference:

The following resources and individuals were mentioned several times throughout this listing.

Publications:

Clayden, Stephen R., Donald F. McAlpine and Carol Guidry. 1984. Rare and Vulnerable Species in New Brunswick. New Brunswick Museum Publications in Natural Science No. 2. Saint John, New Brunswick.

Hinds, Harold R. 1983. The Rare Vascular Plants of New Brunswick. Syllogeus Series No. 50. National Museum of Natural Sciences, National Museums of Canada.

Stocek, R.F. Environmentally Significant Areas in the Saint John Planning Region. Environmental Services Branch, Environment New Brunswick. Fredericton, New Brunswick.

Resource People:

Harold R. Hinds
Connell Memorial Herbarium
Biology Department
University of New Brunswick
PO Box 4400
Fredericton, NB E3B 6E1

K.H. Deichmann
Terra Nova National Park
Gloverton, Newfoundland
A0G 2L0

Appendix II

In Support of a Biocentric Approach to National Park Management

Louis LaPierre, Ph.D.
Department de biologie
Universite de Moncton
Moncton, N.-B. E1A 3E9

The biocentric perspective of park management places primary emphasis on preservation of the natural order. Its principal goal is to encourage management programs that most nearly approximate natural energy flows within wilderness ecosystems; that is, those that match the energy budgets of ecosystems as they exist in the absence of human influence.

The biocentric approach to wilderness management also has specific implication for both the environment and the user. Over an extended period of time, we would expect to see evolving environmental conditions that reflect historical patterns of ecological succession. The natural processes (e.g. erosion, fire) that have shaped and altered the landscape in the past should continue to operate much as they always have. One consequence of this is that our parks might appear to be aesthetically unattractive as insect infestations, erosion, fires and forest disease would be allowed to run their course without human interference.

In light of our knowledge of the diversity of tastes held by recreationists, we must assure that those persons who prefer a wild and pristine setting would not be displaced in favour of users whose tastes can be met in many other locations. The supply of pristine settings is diminishing, and a philosophy that maintains diversity of opportunity ought to be encouraged.

Recent research suggests that as people gain outdoor experience through such activities as car camping, they seek out progressively more demanding kinds of experiences. Thus it is reasonable to expect that many persons using car-campground facilities might in

future opt for a more wilderness setting. Decisions based on a biocentric philosophy will help ensure maintenance of opportunities to meet this increased level of demand.

The response of parks managers to demands by the public can dramatically change the kind of opportunity offered. Applying a biocentric philosophy's criteria of naturalness and solitude would minimize the extent to which artificially stimulated changes occur. Management decisions that increase use through facility development can accumulate into a series of irreversible decisions that narrow the range of available opportunities through the elimination of this type of area.

Wilderness management should not mold nature to suit people. Rather it should manage human use and influences so that natural processes are not altered.

Appendix III

The Expansion of Fundy National Park¹

J.T. Edgett

... I propose that this is a very opportune time to consider enlarging the Fundy National Park, which is the smallest area park in Canada, I believe. There are areas around certain borders of the park which are uninhabited, and in recent years have been thoroughly worked over as woodland, and would be of very little use to anyone over the next 40 to 50 years. Although much of this wood land is very delicate, and although it has been stripped very severely, it could perhaps be acquired and allowed to regenerate to a natural state over the next half-century.

Specifically, I would propose that the park might be enlarged in the following manner:

1. The southwestern border on the Fundy Coast could be extended past Martin Head and farther to just past the mouth of the Middle Salmon River. Then an approximate north line would meet the salmon spawning grounds of the Big Salmon River approximately below the old Walton dam area, then farther to meet the old Shepody Road. The old Shepody Road - then eastward - would connect back to the original border and continue to form the north border of the park. I would estimate that this alone would nearly double the size of the park and would involve acquiring completely cut over lands.
2. Acquire Waterside beach and Dennis beach and the Cape Enrage area. If possible one could also acquire the cliff sides involving Owl's Head and Joel Head. From the Cape Enrage - Waterside beach area, a long area of land involving the Newfoundland Creek marsh might be acquired as a source for migrating waterfowl for which the park has no area.
3. On the east border of the park at the Forty-Five Brook, a new border of the park might at least follow this brook to the old

Shepody Road (New Ireland Road) and as this is a clear cut area, might gradually reforest into useful park land.

From the meetings, I have learned that it is very difficult to acquire new park lands, and they they must be first acquired by the province concerned. Although this seems like an insurmountable problem considering the economy of New Brunswick, the lands I have described have almost all been completely clear cut, and therefore might be more readily acquired or expropriated.

NOTE

1. The text is from a letter submitted to the New Brunswick caucus. The original letter was signed by J.T. Edgett, M.D., F.R.C.P.(C).

Appendix IV

Kent County Tourist Association Conservation Brief¹

Mr. Chairman, members of the board, ladies and gentlemen. We, the Kent County Tourist Association, believe that tomorrow can be better in both the tourism and environmental fields. They are interrelated and they must, for positive development, be interlinked.

Let us look to the field of environment; marketing figures released by the New Brunswick Provincial Tourism department show that the major objective of 68 percent of provincial tourists is sight seeing. We therefore submit that in order to maintain our picturesque status quo - our proud and internationally recognized status as the Picture Province - we must immediately develop environment protection programs that are both permanently and prominently aimed at environmental enhancement. We cannot afford to cut back on environmental programs, concerns and development.

As children we enjoyed the magnificent beauty of this great country, its changing seasons and scenery, its rippling streams and brooks, its thick forests. These areas must be protected. In Kent County, we have some of the most outstanding ocean side cliffs in the Richibucto Cape area, and yet these are slowly being eroded. This is but one example of a correctible concern, correctible now, but if we advance slowly, then tomorrow will be minus one wonderful natural attraction.

We believe in order to attract tourists the Kent County area needs a major tourist attraction and we contend that an authentic native Mic Mac Village is a dream, but a dream which we vigorously pursue. On a provincial tri-sectional basis this project would complement both Village Acadien and King's Landing and would finally guarantee our acceptance and understanding of the first Canadians.

But we have attractions already, natural attractions that must be identified, promoted and protected. Environmental educational

programs should be developed throughout the Canadian school systems, programs that encourage students to become involved. This will have the necessary spin-off effect through children encouraging parents.

Improved dialogue is required on both sides. Parks Canada and the public must approach these future meetings with honesty, candor and an open mind. Conservation parks, parks designated as conservation parks, such as Kouchibouguac, must remain as such. Park authorities must not open subsidized restaurants that compete unfairly with existing entrepreneurs. The public demands, respects and deserves truth from Parks Canada. People will respect Parks Canada when Parks Canada shows concern for the public and sincere, dedicated organizations.

NOTE

1. Presented at the Shippegan Meeting, November 28, 1984. Original signed by Leo Johnson, President, K.C.T.A., P.O. Box 421, Richibucto, NB, E0A 2M0.

**Attitudes to Heritage
Conservation
and Parks on
Prince Edward Island:
Results from a Questionnaire**

Rosemary Curley

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Summary

- 1) A questionnaire was sent to 150 Prince Edward Island residents to determine their level of satisfaction with current heritage conservation efforts in Prince Edward Island (PEI) and Canada. Fifty-nine persons responded and made suggestions for future conservation efforts. All respondents were familiar with Parks Canada sites on PEI and all had visited a provincial park, usually at least once a year.
- 2) Most respondents felt that Parks Canada does an effective job of protecting examples of Canada's natural and cultural heritage, while at the same time promoting public use of the protected areas. Entrance fee increases in national parks were considered by many to be a deterrent to public enjoyment of the sites.
- 3) Ninety-eight percent of respondents believe national parks are an effective way to heighten awareness of Canada's natural and cultural heritage. About 20 percent of the respondents added that Parks Canada should expand advertising, promotion and educational efforts for heritage conservation.
- 4) Fifty-nine percent of respondents are satisfied with the level of separation of wilderness and recreation areas in national parks. Most approve of the level of effort in endangered species preservation in national parks, although many think more might be achieved.
- 5) Sixty-five percent of respondents agreed that Parks Canada policy should specify minimal human interference in natural processes such as fire and disease in national parks. Agreement was usually qualified by considerations of practicality of a particular situation.

- 6) Ninety-three percent favoured traditional subsistence resource use by local people in new national parks. Respondents included any local resident in the term "local people."
- 7) Ninety-three percent of persons disapproved of commercial development in national parks.
- 8) Respondents were polarized on the tourism promotion role of Parks Canada. Twenty-two percent felt that Parks Canada should actively promote tourism, while 18 respondents (40%) indicated that attracting tourists is not the primary role of a national park and is undesirable in itself.
- 9) There is a strong demand for the Government of Prince Edward Island to become more involved in protecting ecologically unique areas and historic sites. Further expansion of campgrounds is the least desirable path for the provincial Parks Division to follow. However, respondents felt that provincial parks could better advertise programs, events and facilities and provide more educational events.
- 10) Respondents felt that sand dunes, waterways, forests and coastal islands are all in need of protection on PEI. Specific areas were identified.
- 11) Archaeological sites, early cemeteries, Acadian settlement sites, older buildings, old-style communities, and some "special places" are in need of protection or upkeep on PEI. Specific areas were identified.
- 12) Fifty-three percent of respondents felt that Parks Canada should be more involved in preserving small ecologically unique areas, but it was obvious that respondents (92%) felt this was more a provincial government responsibility. In conserving small historic sites, Parks Canada was allotted a stronger mandate (66%). Although persons favoured more involvement by the provincial government, it was noted that efforts to date have been poorly funded or ineffective.

- 13) There was strong support for local community involvement in both natural and historic site preservation. Local committees, community groups, volunteer or service organizations, and municipalities were seen as alternative vehicles for protection.
- 14) The PEI Museum and Heritage Foundation and the Island Nature Trust were cited as two provincial organizations that deserve more funding. More cooperation between government and private agencies should be explored, according to many respondents.
- 15) How should heritage sites be protected? Government acquisition, legislation, designations, and use restriction are desirable to many, but local, municipal and private ownership were also considered adequate or even a better means to protect heritage sites.
- 16) Fifty percent of respondents do not feel that Parks Canada should establish a second national park on PEI. Limited land availability and cost were among the reasons for objection, as well as competition with the private tourist operator.
- 17) Sixty-five percent of respondents feel that a national marine park should be established on PEI or at least discussed further.
- 18) Any new recreational facilities established on PEI should be the responsibility of private operators or an amalgamation of provincial government and private interests. Most respondents feel facilities are already adequate.

100 Years of Heritage Conservation: A Time to Reflect

In 1985 Canadians began a year of celebration marking 100 years of heritage conservation in Canada. The Government of Canada in 1885 made an impressive beginning in conserving an area of national interest, Banff National Park. Today, Canada boasts a nation-wide network of national parks and historic sites. Provincial and municipal governments and private agencies have also been involved in preserving our past. The National Parks Centennial celebration is an opportunity to enjoy our accomplishments and set future goals.

Questionnaires have been sent out across Canada by various groups to find out what local citizens think about conservation of both natural and historic sites. Some of the questions asked were: Are you satisfied with the number of sites already protected? Can you suggest better ways to protect areas? Do you know of areas that need protection?

The Prince Edward Island Survey

On Prince Edward Island caucus participants collected opinions from a cross-section of the general public. At the same time, opinions of people who have shown a particular interest in parks and historic sites were also solicited.

A covering letter and 150 questionnaires were sent to various sectors of the PEI population as follows:

General public	- 60
Environmental group members	- 30
Historical society members	- 30
Tourist operators	- 30

The respondents were asked to specify to which category they belong. A stamped addressed return envelope was supplied to each recipient (see Appendix I).

THE RESPONSE

Five questionnaires were not deliverable. Of the 145 actually delivered, 59 (40.7%) were returned. The response by sector was as follows:

(GP) General Public	- 16
(E) Environmental Group Members	- 6
(H) Historical Society Members	- 14
(T) Tourist Operators	- 11
(HE) Environmental Group/Historic Society	- 7
(HT) Tourist Operator/Historical Society	- <u>5</u>
Total:	59

The high rate of overlap in the sectors was not anticipated, but reflects the Islander's general tendency to join a variety of organizations.

SOME CHARACTERISTICS OF RESPONDENTS

Only eight respondents were in the 16-29 age group, 24 were 30-49 and 26 were 50 years old or older. One respondent felt that age was not relevant to the survey. All respondents had visited a national park or historic site on PEI at least once a year. Twelve had not visited national parks in other provinces but 42 had visited two or more times in five years. Tourist operators appear to have visited two or more times in five years. Tourist operators appear to have visited parks at a rate slightly lower than other sectors, probably due to their own commitments during the summer season. All respondents had visited a provincial park, 48 of 59 at least once a year.

Perceptions of National Parks

PRESERVATION AND ENJOYMENT

There was general approval for the performance of Parks Canada in protecting examples of natural and cultural heritage with 37 of 58 (64%) replies of "good" or "very good." The general public (GP) was more likely to categorize the performance as "satisfactory," but only one person felt Parks Canada was doing a "poor" job.

Comments indicated that efforts might be termed exemplary, something Canadians should be proud of, although they were also termed as "less than good" in some instances (3HE)¹. The educational aspects of national parks were lauded (1HT, IT, 1GP), but more protection of historic artifacts, valuable natural areas (2GP), marine and prairie habitats (1HE) and more value for money spent (1GP) were seen as desirable. One person stated that policies might need review to meet changes (2E). Another (T) felt that Parks Canada defeated its purpose of protecting areas by commercializing them for financial gain.

In the task of promoting use while maintaining the area in its pristine condition (use but not abuse) most (38 of 59) rated Parks Canada's performance as good to very good. Five felt the performance was poor.

Comments indicated that many recognized this mandate as requiring a balancing act, on the one hand encouraging people to visit and enjoy these national monuments, but at the same time protecting them from garbage, vandalism and environmental damage. The HE group suggested that there was always the danger of the protection mandate being abandoned to recreational demands, and two suggested that extra protection is needed for some areas, perhaps as some kind of private park where public use is not encouraged. One person (GP) felt that larger fines should be levied for disturbing protected areas.

Another felt that the sand dunes in Prince Edward Island National Park need more protection, but that the Park had done a good job in protecting the endangered species, the Piping Plover, on a high traffic beach (1H). One person commented that park wardens are preoccupied with mindless tasks while real problems of protection are ignored in favour of a development emphasis.

In the area of promoting use, some felt that fee increases were prohibitive to free enjoyment (1GP, 2H, 1T) or "exorbitant and mercenary" (1E). The idea was also advanced that fee increases alone would ensure protection in Prince Edward Island National Park, while encouraging destruction of unmonitored areas outside the Park (1H). As well, commercial development just outside the Park is thought to encourage users to move to less developed areas away from the Park (1GP). More promotion of historic sites is desirable (1HE).

Are national parks an effective way to heighten awareness of Canada's natural and cultural heritage? On PEI, 98 percent said "yes."

However, comments indicated that people felt that advertising and promotion of heritage conservation efforts could be expanded (1GP, 1E, 1HT, 4 HE, 3H, 1T). Better interpretation, television coverage, integration into school systems and everyday life were seen as necessary. Heritage conservation should not stop at park boundaries. More specifically, Fort Amherst, PEI should be better advertised (1H), and Prince Edward Islanders should be made to appreciate that not all national parks are like Cavendish Beach in PEI National Park. Fees will discourage use, unfortunately (1H).

WILDERNESS IN NATIONAL PARKS

Thirty-three of 59 respondents were satisfied with the level of separation of wilderness and recreation areas, 12 were not, and 13 had no opinion on this subject. The most dissatisfied were the historical/environmental group members.

Comments. There was a strong consensus that Prince Edward Island National Park does not possess wilderness or that the designated wilderness area is not protected (2H, 2GP, 1E). Nevertheless three persons (GP) specified that they were satisfied with efforts made on PEI. Western parks, northern parks and Kejimikujik National Park in Nova Scotia were cited as good examples of parks protecting wilderness (2H, 1E). One person noted that in most parks great efforts have been made to create different land zone areas to protect particularly sensitive areas (1E), but others state that there is still not enough emphasis on protected wilderness areas (1E) and that camping and public use are too often the priority (1 HE). The idea that visitation to wilderness areas should be restricted was advanced by several persons (2HE, 1GP, 1H) ranging in scope from total abolition of visitors, to visitation on foot or by non-motorized vehicles. Access to wilderness should be for those willing to make an effort to get there, one person stated (1GP).

THREATENED OR ENDANGERED SPECIES

Fewer respondents advanced an opinion on threatened or endangered species management in national parks.

Of those who did (39), 29 were satisfied and 10 were not. Many did not feel qualified to make a decision on this topic (2GP, 1E, 1H, 1TH).

Comments indicated a diversity of concerns. The direction Parks Canada should take was questioned directly. One person felt that the agency's guidelines do not clearly define a role in species preservation, leaving too much room for interpretation (1HE). Another questioned whether Parks Canada should be involved directly in "management" of endangered species, while a third felt Parks Canada should cooperate more closely with local wildlife and environmental groups in safeguarding breeding habitats of endangered species (1E, 1HE). There was applause for the efforts to protect Piping Plovers in Prince Edward Island National Park (1GP) but many comments indicated a general uneasiness over species preservation. More must be done (1GP); Parks Canada is afraid to take a stand if

it conflicts with public opinion, and lacks personnel and direction to pursue this task (2E); more scientific research must be done (1H); more publicity is needed (1HE). Others qualified their answers by saying that protection varied by species and park (2HE). The need for large fines to protect wildlife (1T) and the need for more provincial game wardens (1H) were also mentioned.

Policy Guidelines in National Parks

HUMAN INTERFERENCE

The right of humans to interfere with natural processes such as insects, disease or fire in national parks was a highly controversial topic. In retrospect, the phrasing of the questions did not allow people to adequately express their opinions, leading to many qualified replies. Eighteen people said they "strongly agreed" with the policy while another 19 "agreed." Twenty persons "disagreed." Two had no opinion on the subject.

Positive comments called for stringent policy enforcement (1T), more research into effects of human intervention (1H), and continuing research into the effects of natural fires in parks (1E). General agreement with the policy was expressed by several individuals, but one noted that to preserve diversified plant communities, some "hands-on" management might be considered (1E).

Not surprisingly, most comments dealt with the threat of fire to surrounding lands if left unchecked or to the protected forests and wildlife in the park (3GP, 3H, 4E, 1T, 1HT, 1HE). Thus, whether persons agreed or disagreed, most felt that practicality should overrule policy where fire is concerned. Others qualified their opinions by noting that man-made fires are not natural, while lightning fires are (1HE, 1H).

On the question of disease, there was less controversy about letting nature follow its own direction. Still, opinions varied, from calling for use of pesticides to eliminate all diseases (1HE) to cautionary approach using non-toxic methods or natural predators

if necessary (1HE). Minor outbreaks might be ignored (1H) but disease should be prevented if possible (1H, 1HE). Again, respondents surmised that if disease or insects destroyed the very areas being protected, then both people's enjoyment and preservation were being defeated (3E, 1T, 1HE).

Concern over insects was far lower. One respondent felt that mosquitoes should be controlled at Brackley Beach (PEI National Park) (1GP), while another noted that insect control programs might cause more problems than the insects themselves (1H).

TRADITIONAL SUBSISTENCE RESOURCE USE

Although respondents did tend to condone some sort of human interference with natural processes in parks, resource use by local people received very strong support, presumably on the basis that such use is natural. One respondent (HT) asked, "How can a park justify disruption or exclusion of persons living in harmony with nature?" Not all may have used this rationale, but 55 of 59 voted in favour of traditional subsistence resource use by local people in new national parks. Only one voted against, while three expressed no opinion. There was some confusion over just who "local people" are. Some may have understood them to be aboriginal peoples only (1H) but others acknowledged that the fishermen of Gros Morne (1E), the Irish moss harvesters in Prince Edward Island National Park (1T) and the Vautour family of Kouchibouguac National Park (1GP) have a right to carry on life as before. Some qualified their answers by stating that resource use must not endanger the resources being protected (1E, 1GP, 2HE). Others felt that continued resource use could be used positively to illustrate traditional heritage of folklore, craftsmanship and lifestyle (1GP, 1E).

Another basis of positive response may have been as a compromise between protecting areas and maintaining a good public image of Parks Canada. One person felt that Parks Canada should minimize conflict by protecting areas where few people live or, if necessary, allowing local inhabitants to continue as before (1H). Another stated that people respond positively if treated fairly (1E)

while yet another suggested continued resource use only if absolutely essential (1H).

COMMERCIAL DEVELOPMENT

Most respondents (52 of 57) thought that commercial developments should be located outside national parks, while four disagreed with this policy. The basis for opinion appeared to be either wildlife and habitat preservation (1H, 1HE, 1E) or in limiting competition with private tourism operations (2T, 1E). However, some respondents felt that situations would vary from park to park and that at least a limited number of service facilities might be feasible and necessary in some parks (1HE, 2HT, 1H).

SUMMARY

Parks Canada was seen to provide adequate and appropriate protection in national parks by at least 59 percent of respondents. Another 36 percent thought more attention must be given to proper and effective means of protection. One respondent thought that resources are overprotected, and a second that protection is often inappropriate. One person did not feel informed enough to comment. The most disenchanted persons appear to be members of environmental groups or historical societies.

Tourism and National Parks

What role should national parks play in promoting the tourism industry? Forty-five of 59 people who responded to the questionnaire answered this question. The response by sector was:

GP - 10
E - 6
H - 9
T - 8
HE - 7
HT - 5

Most had very definite opinions about the role national parks should take, ranging from assuming leadership in tourism to assuming no role at all. In many cases, respondents expressed a two-part viewpoint which is summarized separately below.

Ten respondents (4GP, 1T, 3HT, 1HE, 1H) stated that Parks Canada should take an active role in promoting tourism. The suggested approach varied. Members of the general public believed that national parks are highly beneficial in providing spin-off benefits to tourist operators, and suggested parks should "sell the Island" or "entice" visitors. National promotions were considered to be very worthwhile (H, 2HT). Others felt that cooperation with private industry was needed (1H, 1HT). Three respondents (1T, 1H, 1HE) protested that Parks Canada should not over-promote or compete with private industry for the tourism dollar.

There was a strong suggestion that national parks entry fees have a negative impact on tourism (3GP, 4T, 4HT). While one person noted that fee revenues might be fiscally responsible, it was suggested that they act as a deterrent to tourists. Another suggested fee reduction would reduce the tourists' feeling of exploitation, encouraging them to stay longer in any park area. Maintaining the 1984 summer fee level was advocated by two respondents. Three suggested fees should be abandoned altogether.

Eighteen respondents indicated that promotion of parks for the sole purpose of attracting tourists was not desirable (2HP, 1T, 5HE, 2HT, 7H, 1E). Most, however, thought that Parks Canada should promote the conservation and educational aspects of parks, and provide recreational opportunities. Again, various methods of promotion were suggested, from extended interpretation programs on the site to merely practising wise management. Conservation of "wilderness," "natural beauty" or "natural wonders" was seen as being the best way to attract tourists. There was a strong feeling that Parks Canada should concentrate on its primary role of preservation. "The discipline of good taste is essential" one respondent stated, while another associated tourist promotion with Coney Island. One person cautioned that while more advertising might benefit the nation's coffers, additional on-site protection

would be needed to control the masses of tourists, including some of the most uncaring types.

The idea that tourists desecrate parks was carried further in the advocacy of keeping out "undesirables" (1T, 1GP). Environmentalists almost unanimously agreed that Parks Canada should not promote tourism at all (4E, 1GP).

The Role of Provincial Parks

As previously mentioned, most respondents visited a provincial park at least once a year. The questionnaire recipients were asked how provincial parks could best service the needs of Islanders, whether by providing more recreational facilities, more advertising, more heritage conservation and so on. Six choices were presented and respondents could check off as many as they wanted. This question was highly suggestive as all options indicated more services were needed. To the contrary, some respondents felt that fewer services were needed. The results may thus be somewhat biased, but are nevertheless of interest.

A general ranking of concern shows people want:

more protection of ecologically unique areas	- 39
more protection of historic sites	- 31
more advertising of programs, events, and facilities	- 31
more science education	- 29
more recreational facilities	- 17
expansion of campgrounds	- 4
no more expansion of campgrounds	- 4
reduction of campgrounds	- 1

Although the questionnaire deliberately sampled groups of persons who might advocate more preservation of historic and natural sites, there was a surprising cross-sectional approval for a conservation mandate in the provincial parks system. For example, 70 percent of tourist operators felt that the provincial park system should preserve historic sites, while 11 of 14 historical society

members wanted additional protection for ecologically unique areas. Not surprisingly, 100 percent of environmental group members and 100 percent of those with membership in both environmental groups and historical societies (HE) shared this latter view.

Advertising of programs, events, and facilities was more likely to be seen as desirable by tourist operators, historical society members, and the public at large. There seemed to be a stronger mandate from tourist operators for the provincial government to promote tourism than for Parks Canada to do so. Possibly tourist operators feel that it is easier to have input at the more local level.

The concept of provincial parks providing educational opportunities, specifically science education, received a considerable amount of support, especially from historical society and historical/environmental group members. Only 25 percent of the general public felt this was necessary.

Few persons wanted campground expansion and as noted, some explicitly stated this was not needed. About one-third of the general public and 70 percent of tourist operators wanted expansion of recreational facilities.

Future Directions for Heritage Conservation

CURRENT CONCERNS

The questionnaire asked respondents to list at their discretion any natural areas or historic sites they know that are in need of protection. A list of such areas is presented in Appendices II and III. However, the response to this section indicated a more widespread concern over general resource use, or, while not specific, indicated certain types of historic properties or natural ecosystems that need protection. The following is a summary of these concerns.

The protection of natural areas was seen by many as only part of a broader effort that is needed. The degradation of waterways was a concern of many respondents (1GP, 4H, 1HE) with special emphasis on rivers where oyster die-offs occurred in the summer of 1984 due to oxygen depletion - apparently caused by causeway construction. West River and Kildare River were named as examples. One individual called for effective greenbelt legislation to protect rivers.

The forest stands of PEI also need protection according to several respondents (3HE, 1E, 1H, 1T). Among examples given were Murray River Pines and Royalty Oaks, two sites already owned by government. The Townshend Woodlot, a provincial park, was mentioned by two persons. Beyond specifics, there was the stated need to conserve forests; one person felt that more effort in replanting is desirable.

Sand dune systems were areas of most concern (1GP, 1T, 4H, 3E, 3HT, 5HE). Specific dune systems or sandspits were named, most often Deroche or Blooming Point, but many noted the fragility of dunes everywhere, the increasing use of all-terrain vehicles and other impending or perceived "developments." Cabot Park, a provincial park, was included in the list of dune areas needing protection.

There was more limited support for protection of coastal islands (1T, 1HT, 1HEO). Bird nest sites, island and inland, were named (1HE). One individual reported that he had submitted his list of natural areas needing protection to the Island Nature Trust, a local conservation agency (1HE). Finally, there was a group of respondents who stated that they were not aware of areas needing protection (1HE, 5GP, 1H).

Protection for historic properties is also needed, although as one respondent notes, there is a very high public consciousness in this area (1 HE). Still, achievements so far were categorized as only "fair," and the suggestion given that far more cooperation between provincial and federal government departments is needed (1E). Another respondent noted that acquisition of an historic

property by the provincial government does not necessarily guarantee protection, as many are deteriorating under government ownership, among them Scales Pond Museum at Newton, and Sir Andrew MacPhail Park at Orwell (1 HE). Other sites of historic interest suffer from vandalism from uncaring partiers (1E, 1T).

The types of sites that need protection fall into several categories. Archaeological sites, both historic and prehistoric, are quickly being lost through shoreline erosion and cottage development (1 HE). Early graveyards are significant to many and there is a widespread concern that they be maintained (1H, 1T, 1E, 2GP, 1HE). Among those mentioned were the University Avenue cemetery in Charlottetown, and the graveyard at Wightman's Point near Lower Montague where shoreline erosion and vandalism are problems.

There was some concern that early Acadian sites require more attention (1H, 1T, 1HE, 1HT). The DeRoma settlement at Brudenell Point, dating to 1732, was mentioned twice. Although some work has been done at this site, its state of preservation was described as a "disgrace." There was also a concern that modern buildings are being built too close to the site. Another Acadian site associated with the Expulsion, and the modern-day settlement of Egmont Bay were mentioned as needing protection or aid in maintenance. Along similar lines, the site of the Lord Selkirk 1803 Scottish settlement was described as under threat, subject to impending business developments.

Specific buildings valued for their architectural layout, and age drew mention (1H, 2HT), while the concept of preserving the early character of towns, farming communities and fishing villages was also advanced (1GP, 1HT, 1H). Finally, special places such as the Black Horse Corner statue (which attests to the fact that taverns once existed on PEI) were mentioned (1T). It is clear that preserving the history of settlement and lifestyle through all stages of time, even to the recent past, is important to Islanders. There is a diversity of concern that more effort in preservation is needed.

RESPONSIBILITY AND MEANS OF PROTECTION

The questionnaire asked whether various agencies should be responsible for preserving many of the small natural areas and historic sites on PEI. Specifically, should Parks Canada be involved in preserving sites under 500 acres? Should the Government of Prince Edward Island be involved? Are there other methods to establish protection?

The response rate was somewhat lower on these questions. Still, 27 of 59 recipients felt that Parks Canada should be more involved in conserving small ecologically unique areas. There was an even stronger mandate (35 of 59) to conserve historic sites, but on both questions there was a large undecided vote. There was also a somewhat polarized vote by sector. For instance, the general public (GP) was 50 percent in support of smaller-scale Parks Canada involvement, while those with tourism interests were more likely to be strongly in favour, especially for historic site preservation. (64% T, 80% HT). Environmentalists shunned a Parks Canada mandate in either area, but those with affiliation to both historical and environmental groups felt that those options deserved consideration. Historical society members, whether affiliated with other groups or single-minded in their sphere of interest, were in favour of both options (Natural Areas Preservation: H = 57%, HE = 57%, HT = 80%. Historic Site Preservation; H = 64%, HE = 71%, HT = 80%).

Few reasons were advanced for encouraging more Parks Canada involvement. One respondent indicated that all help in preserving small areas was welcome (1 HE). Another felt that any truly historic site could be a true tourist attraction similar to Fortress Louisburg (1T). While one person commented that Parks Canada could substitute for the limited provincial government financial abilities (1 HE), others stipulated that Parks Canada should do so only if the provincial government was unable to (1H), or if destruction to a site was imminent (1 HE). Yet another noted the need for local community involvement (1H). Those opposed to Parks Canada involvement on this level were more vocal.

One environmentalist noted that Parks Canada's double mandate for protection and tourism promotion would not necessarily ensure protection for small ecologically unique areas. The example of Cadden Beach, a Piping Plover nest site in Nova Scotia, being annexed to the inland Kejimikujik National Park, was mentioned as an unfavourable example of Parks Canada's involvement on a small scale. Another felt that the province should assume this trust (2E). Too much cost to the taxpayer, and a tendency for "overkill" on the part of Parks Canada (2GP) were reasons given for maintaining current Parks Canada policies.

Some of the undecided felt that the question did not allow for specific situations - a yes or no answer was too simple (1TH, 1HP).

The Government of Prince Edward Island should definitely be involved in conserving unique natural areas and historic sites according to 92 percent of 59 respondents. It should be pointed out that the province is already involved on a limited scale. It was noted that the province has transferred its mandate for historic preservation to the PEI. Museum and Heritage Foundation, and should adequately fund that institution before embarking on further historic site preservation on its own (1 HE). Others qualified their opinions, saying government involvement must be reasonable, fiscally responsible and involve other agencies and volunteers (2GP, 1H). One felt that a provincial involvement would stimulate Parks Canada to follow suit (1T). The emphasis should be in conserving natural areas (1T) but not necessarily a hands-off policy, rather a control on the type of use (1 GP). There was a concern that provincial Parks Division resources have deteriorated and that staffing and maintenance of parks are currently inadequate (1HE, 1E). One person felt that provincial government could face the same dilemma as Parks Canada, that is, a double mandate for preservation and promotion (1E).

Twenty-three of 59 respondents suggested other methods for protecting heritage sites. Like one respondent, others may have felt a degree of ignorance on this question (1 HP), or may have considered that protection might only come in the form of wasteful

make-work projects (1 GP). There were many useful suggestions, nevertheless.

The ideal was said to be the creation of a separate government department or legislation such as Ecological Reserves Acts in British Columbia and Alberta and the recently established Special Places Act in Nova Scotia (1E). However, most support was for protection by local committees, municipalities, community groups, or volunteer organizations (4H, 3HT, 4HE, 3E, 2E). There was also a stipulation that more cooperation between governments, volunteer groups and local communities is necessary (2HE). Examples provided of such cooperation were for government funding at the community level; Parks Canada support for local groups, such as the Friends of the Public Gardens in Halifax; and training for groups like those administering the Acadian Village at Mont Carmel, who do valuable work, often without professional aid.

Provincial interest groups were frequently mentioned as vehicles for heritage conservation (1GP, 1H, 1HT, 3HE, 2E0. The PEI Museum and Heritage Foundation was singled out, while six persons approved of the work of the Island Nature Trust in conserving natural areas. One person suggested that clubs or agencies should make an effort to expand into local areas. Others suggested that more funding to provincial groups would be helpful. Nevertheless, there was a recognition that support for programs must be present in the local community before progress would be achieved.

Education was advocated as a prime tool in heritage conservation (1E, 1GP, 1HT, 1H, 1T). Different aspects were addressed, including more inclusion of programs in the school system and education of heritage property owners. From awareness will flow appreciation and protection, one person stated. Another felt that a committee should be available to inform visitors and tourists of areas of special interest or natural beauty.

Landowner tax relief or tax credits were proposed as another method to stimulate conservation efforts (1E, 1H, 2HT). Landowner investments for maintenance could be tax deductible, or an incentive offered to maintain a property. Tax credits for those who maintain

or donate properties were mentioned. These sorts of programs would necessitate landowner agreements.

Although government acquisition, legislation, designation and use restriction were all offered as means of protection, (1E, 1GP, 1HE) the majority of respondents felt that local ownership or administration, even private ownership, is a very viable option, especially in cooperation with other agencies or government.

More Parks Anyone?

Should Parks Canada establish a second national park on PEI? Of 53 respondents, 24 said "yes," 24 said "no" and 5 were undecided. Opinions could not be associated with any one sector. Those in favour listed various shoreline areas where a park might be located, especially Basin Head in eastern PEI which was previously considered by Parks Canada as a park location. Those opposed said that the limited land base of PEI could not support another park (2H, 1E, 1HP) or that one national park is sufficient (2E, 1TH). There were also objections on the basis of cost (1T, 2GP), interference with the tourism industry (1T, 1GP) and ineffective protection in national parks (1E, 1HE). Others thought a need for another national park should be demonstrated (1TH), and that support of local citizens would be necessary (1GP, 1H).

However, when asked if a national marine park should be established on PEI, 35 of 54 respondents said "yes" and only eleven said "no." Eight noted they could not express an opinion on this new concept and there were qualifications to approval requesting more information (1TH, 1HE). It was stated that guidelines for either a land based park or a marine park should be financially independent (1GP, 1H). Some believed that a marine park had good potential to attract tourists (1H, 2T) and it could provide a facility for environmental research (1 HE).

Others noted that the sea and marine wildlife cannot be protected within a small area (1HE) or would be difficult to manage

(1T). Those opposed also said that PEI already provided adequate resources for the exploration and appreciation of marine life (1H, 1E). Many respondents wished to discuss this concept further, and to obtain more information.

Twenty respondents felt that there was a need for more recreation parks, while 24 noted this need was already well filled in the local scene. Of those opposed to additional recreation parks, environmentalists and tourism operators were the strongest in their opinions.

There was a strong feeling that recreational parks should be provided by private operators (13 votes) and by the provincial government (12 votes). Municipal governments (9 votes) and lastly Parks Canada (6 votes) might also be involved, but to a lesser degree. Many respondents said facilities are already adequate (1T, 2H, 1T, 1HE). However, there was some support for the concept of recreational parks being developed through an amalgamation of public and private sector interests (1HT) or by more than one level of government (1HT, 1H, 1HE).

NOTE

1. Indicates numbers of comments from a particular sector, e.g., 3 Historical/Environmental Group Members.

Appendix I

Questionnaire on Heritage Conservation Mailed to 150 Prince Edward Island Residents

1. (a) Age: 16-29 ___
30-49 ___
50-59 ___
60 + ___

- (b) Are you a tourist operator ___; member of an historic society ___; member of an environmental group ___; other ___.
(Please check one or more where appropriate)

NATIONAL PARKS AND HISTORIC SITES

Parks Canada has the mandate 1) to protect for all time examples of our natural and cultural heritage, 2) to enable the public to study and enjoy these sites in ways which leave them unimpaired for future generations.

2. (a) Have you visited a National Park or historic park on PEI during the last 5 years?

Once _____ 2-4 times _____ 5 or more times _____ No

- (b) Have you visited National Parks or historic sites elsewhere in Canada during the last 5 years?

Once _____ 2-4 times _____ 5 or more times _____ No

- (c) How would you rate Parks Canada's performance in pursuing their objectives?

1. Protecting examples of natural and cultural heritage

Very good _____ Good _____ Satisfactory _____ Poor
No Opinion _____

Comments: _____

2. Promoting public use which leaves the protected area unimpaired.

Very good _____ Good _____ Satisfactory _____ Poor
No Opinion _____

Comments: _____

- (d) Is the establishment and protection of areas designated as national parks, national historic parks, national historic sites, national marine parks or national historic canals an effective means of raising Canadians' awareness of their natural and cultural heritage?

Yes, very much so _____ Yes, reasonably so _____
No, there are better means _____ No Opinion _____

Comments: _____

- (e) In National Parks, are you satisfied with the level of separation between protected wilderness areas and those developed for organized camping and recreation?

Yes _____ No _____ No Opinion _____

Comments: _____

- (f) Are you satisfied with the protection Parks Canada affords to threatened or endangered species?

Yes _____ No _____ No Opinion _____

Comments: _____

3. The following statements are Parks Canada guidelines for protection of park resources. Do you agree or disagree with the following policy statements?

(a) *Wherever possible, human interference with naturally occurring processes such as fire, insects and disease will not be allowed within park boundaries.*

Strongly Agree _____ Agree _____ Disagree _____ No Opinion

Comments: _____

(b) In new national parks, certain traditional subsistence resource use by local people will be permitted if it is essential to the local way of life.

Strongly Agree _____ Agree _____ Disagree _____ No Opinion

Comments: _____

(c) As far as possible, commercial facilities such as hotels, stores, service stations, will be located outside park boundaries.

Strongly Agree _____ Agree _____ Disagree _____ No Opinion

Comments: _____

4. Which of these statements best describes Parks Canada's conservation record in national parks?

Resources are overprotected generally. _____

Protection is adequate and appropriate. _____

More attention must be given to proper and effective methods of protection. _____

Comments: _____

PROVINCIAL PARKS

6. (a) Have you visited a Provincial Park on PEI during the last 5 years?

Once _____ 2-4 times _____ 5 or more times _____ No _____

7. In which way(s) can provincial parks best service the needs of Islanders?

- (a) more protection of historic sites _____
(b) more protection of ecologically unique areas _____
(c) more advertising of events, programs and facilities _____
(d) more science education _____
(e) expansion of campgrounds _____
(f) more recreational facilities _____

FUTURE DIRECTION FOR HERITAGE CONSERVATION

Parks Canada protects areas of national significance but many areas of local significance on PEI are presently unprotected. Who should be responsible for protecting such areas and how many, if any, should be protected? An example of an historic site that has been protected by local residents is The Farmers Bank and Belcourt Museum at Rustico. The Provincial Government currently affords protection to some "natural areas." An example is the 11 acre red oak stand at Royalty Oaks, representing a forest type that is now rare but was once widespread on PEI. We want your opinion on the future directions agencies or citizens should follow with regard to heritage conservation.

8. Do you know of any natural areas that need protection or are threatened by development? Please list any such area at your discretion.
9. Do you know of historic sites that need protection? Please list any such area at your discretion.

10. Should Parks Canada become more involved in protecting smaller natural areas (e.g. less than 500 acres)? Yes _____ No _____
No Opinion _____

Historic Sites? Yes _____ No _____ No Opinion _____

Comments: _____

11. Should the government of PEI (Provincial Parks Division) be involved in protecting unique natural area and historic sites?

Yes _____ No _____ No Opinion _____

Comments: _____

12. Can you suggest other methods for establishing protection for small natural areas or historic sites? Yes _____ No _____

Comments: _____

13. Should Parks Canada establish a second national park on PEI? Yes _____ No _____ If yes, do you have a location in mind?

If No, why not? _____

14. Would you support the establishment of a National Marine Park on PEI? Yes _____ No _____

Comments: _____

15. Is there a need for another type of park that should focus on more recreational activities and facilities, such as tennis courts, golf courses, ball diamonds, swimming pools, boating ...

Yes _____ No _____ If yes, who should be responsible for developing such parks?

Parks Canada _____
Provincial Government _____

Municipal Government
Private Operators

Comments: _____

16. Would you be willing to help protect historic sites or natural areas by

(a) contributing time or money _____

(b) helping to organize a local historic or environmental group

(c) making your property available for education programs _____

Comments: _____

17. Would you be interested in participating in a public meeting to discuss heritage conservation?

Yes _____ No _____

18. Would you like a copy of the results of this questionnaire?

Yes _____ No _____

If yes, add name and address

Name _____

Address _____

Postal Code

Appendix II

Natural Areas on Prince Edward Island Which Questionnaire Respondents Believe Need Protection

GENERAL CATEGORIES

Coastal Islands
Inland Waters and Estuaries
Major Sand Dune Systems
Small Forested Areas

SPECIFIC SITES

Basin Head Sand Dunes
Blooming Pt./Deroche Pt.
Cabot Park, Malpeque
Eliot (West) River
Greenwich Sand Dunes, Cable Head
Hog Island Coastal Dunes
Kildare River
Poxie Island, Georgetown Harbour
The Sandhills, North Shore of Lot 11
Townshend Woodlot, Souris Line Road

Appendix III

Historic Sites on Prince Edward Island Which Questionnaire Respondents Believe Need Protection

GENERAL CATEGORIES

Archaeological Sites, Historic and Pre-Historic

Pioneer Cemeteries

Wharves

Preserve Character of:

Buildings and streets

Acadian settlements

Country corners

Fishing villages

Unspoiled farming communities

SPECIFIC SITES

A.A. MacDonald Birthplace, Brudenell Pt.

Black Horse Corner Statue, Spring Valley

Cape Traverse Wharf, Cape Traverse

Crapaud Mill, Crapaud

DeRoma Settlement, Brudenell Pt.

Gallant Family Monument, Port La Joie

Kingston Pioneer Cemetery, Kingston

Lord Selkirk Pioneer Settlement, Eldon

Lower Bedeque School, where L.M. Montgomery taught, Lower Bedeque

Malpeque Hotel, Malpeque

Old Chapel/Rochford School, Pownal St., Charlottetown

Scales Pond Museum and House, Newton

Sir Andrew MacPhail Park, Orwell

Steele House, Panmure Island

University Avenue Cemetery, Charlottetown

Wightman's Pt. Cemetery, Lower Montague



**Nova Scotia:
Results of a Questionnaire on National Parks**

Joanne Lamey and Maureen Vine

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Introduction

In the summer and fall of 1984 the Community Planning Association of Canada, Nova Scotia Division, (CPAC) circulated a questionnaire on parks as an opportunity for Nova Scotians to make input to the themes being developed as part of Heritage for Tomorrow.

The following pages include the complete results of the questionnaire. A summarized version in newspaper format is available from the CPAC.

Response to Questionnaire

- 1.(a) Please check the national parks or historic sites you have visited in the Atlantic Provinces in the past five years.

<u>NOVA SCOTIA</u>		<u>NEWFOUNDLAND</u>	
<u>Parks/Sites</u>	<u>No. Who Visited</u>	<u>Parks/Sites</u>	<u>No. Who Visited</u>
Kejimkujik	64	Gros Morne	22
Cape Breton Highlands	74	Terra Nova	19
St. Peters Canal	33	Port au Choix	4
Fort Edward	15	L'Anse aux Meadows	7
Grand Pre	65	Signal Hill	30
Fort Anne	57	Cape Spear	10
Port Royal	56	Castle Hill	8
Halifax Waterfront	90		
Halifax Citadel	79	<u>NEW BRUNSWICK</u>	
Wales Martello Tower	43	Fundy National Park	44
York Redoubt	48	Kouchibouquac	22
Louisbourg	68	St. Andrews Blockhouse	4
Bell Museum	63	Martello Tower	6
		Survival of the	
<u>PRINCE EDWARD ISLAND</u>		Acadians	7
PEI National Park	44	Fort Beausejour	31
Fort Amherst	6	Beaubears Island	2
Province House	28		

- 1.(b) Which of the national parks checked have you visited most often?

<u>Parks/Sites</u>	<u>No. Who Said They Visited Most Often</u>
Cape Breton Highlands	29
Kejimkujik	27
Citadel Hill	20
Halifax Waterfront	20
PEI National Park	13
Louisbourg	7
Bell Museum	6
Grand Pre	6
Fundy National park	5
Fort Anne	5
Port Royal	5
York Redoubt	8
Prince of Wales Martello Tower	2
Kouchibouquac	1
Terra Nova	1

(continued).

Comments: Two respondents said they visited each park/site once. One said, "Until now I did not know the Halifax Waterfront was an historic site."

2. Have you ever visited national parks or historic sites elsewhere in Canada?

54 said Yes (see below) 25 said No

<u>Parks/Sites Visited Elsewhere in Canada</u>	<u>No. Who Visited</u>
Banff	44
Jasper	24
Plains of Abraham*	10
Yoho	8
Prince Albert	7
Riding Mountain	6
Glacier	6
Kootenay	6
Lower Fort Garry	6
St. Lawrence Islands	6
Ottawa*	5
Pacific Rim	5
Old Quebec City*	4
Waterton Lakes	4
Forillon	4
Elk Island	4
Niagara*	4
Point Pelee	3
Wood Buffalo	3
Georgian Bay Island	3
Fort Henry*	3
Parliament Buildings*	3
La Mauricie	2
Algonquin Park*	2
Nahanni	2
Pukaskwa	2
Upper Canada Village*	2
Cyprus Hills	1
Gatineau Park*	1
Fort. St. James	1
Auyuittuq	1
Bonanza Creek*	1
Fort Erie*	1
Fort George	1
Mt. Revelstoke	1

(continued).

BC Manning Park*	1
Rideau Canal	1
Gaspe*	1
Fort Wellington	1
York Factory	1
Presque Isle*	1
Kluane	1
Campobello	1
Battleford	1

*Some respondents did not identify parks/sites they visited by their "Parks Canada given-names" so we tabulated the answers under the name the respondents gave. It also appears that some respondents believed some provincial parks/sites to be national parks/sites.

Comments: Seven respondents commented they had visited many but could not recall all the names.

3. When you go camping during your vacation do you go to:

<u>No. Respondents Who</u>	<u>Go To</u>
48	Provincial Parks
56	National Parks
31	Private Campgrounds
8	Other (into the wild, friend's property, own property, provincial crown lands)

Comments: There is a presumption here that camping is a vacation - we disagree!

4. When you use a campground is it usually a stop-off in the course of your trip or is it a major destination?

<u>No. Respondents for Whom</u>	<u>Campground Is</u>
14	Stop off
17	Destination
40	Both

5. When you go camping what type of shelter do you use?

<u>No. of Respondents Who</u>	<u>Type of Shelter</u>
39	Tent
18	Wilderness Tent

(continued).

12	Tent-Trailer
5	Mobile Camper
3	Other (travel-trailer and lean-to shelters)

6. When visiting in a national park, what features stand out in your mind and contribute to the overall experience?

91 said the scenery	28 said the park staff
48 said the facilities	61 said the trail system
51 said the interpretive devices and programs	32 said recreation facilities
13 said organized park activities	

Other things that respondents mentioned:

9 mentioned conservation policies and practices within parks as contributing to overall experience.
6 applauded the cleanliness and good maintenance in parks.
3 mentioned the low cost for wilderness experience and camping.
1 was annoyed with the toll gates.
2 were supportive of the way Parks Canada posts and enforces rules in the parks re noise, dogs on beaches, etc.
1 singled out Fundy as having excellent motels and cabins while another
1 said the recreation facilities there were too far from the campsites.
2 liked the privacy of campsites at Kejimikujik and Kouchibouquac.
1 liked the canoe routes.
1 respondent pointed out the lack of accessibility and services and programs for disabled persons.
1 didn't like the weather's contribution to the overall experience, and
1 said all the features mentioned were important but "the people I associate with add to the wilderness experience!"

7. If you visited a national park more than once did you notice changes in the features mentioned above? If yes, please describe these changes and how they added or took away from your experience.

40 said they noticed changes 49 said they did not.

Changes Noted and Comments:

(continued).

- 3 said the level of management and control of human element are deteriorating.
 - 2 said the line ups are getting longer.
 - 2 said the costs are getting too high.
 - 2 suggested modernization and highways have detracted from the experience.
 - 8 noticed improved trails and interpretive devices.
 - 1 said planned activities had improved.
 - 9 noted expansion and improvements (e.g., Louisbourg, Halifax Waterfront, Halifax Citadel, etc.)
 - 2 noted improved highways and roads provide better access.
 - 3 said they noticed improved accommodations and campsites.
 - Banff has become a tourist and skiers' trap - money grubbers have taken over.
 - Keji backwoods sites are becoming noticeably over-used and another person noticed serious erosion on portages (three people mentioned the overuse).
 - Reduced size of groups for canoe trips (8 people) is a frustrating rule.
 - Addition of walkways at PEI National Park was necessary to decrease erosion but development should remain minimal so as not to take away from natural scenery.
 - Certain reversible activities (e.g., logging, hunting) should be permitted in unfrequented areas of larger parks on a temporary basis.
 - General resource improvements or deterioration make me feel we are doing a good job or angry that we can't do better.
 - Too much development at Gros Morne could reduce appeal of Park.
 - Opposed removal of small alpine huts in Banff and Yoho and also against increase in organized recreational facilities which detract from natural, wilderness park and am in favour of banning radios.
 - Parking needs to be improved at Halifax Citadel.
8. Are you satisfied with the level of separation between wilderness areas and those developed for organized camping and recreation?

81 said Yes they were satisfied 7 said No

Comments:

- In some parks (e.g. Cape Breton Highlands) there is an increasing incursion into wilderness areas through both park-organized and random backpacking, hiking and camping.
- Access to wilderness areas has been made too easy.

(continued)

- Some of the newer designs in new parks do a very good job at separating even the individual campsites.
 - Need a few backwoods campsites.
 - Far more people using national parks for recreation, camping, etc. who want increased facilities rather than wilderness areas.
 - Bears and campers should be better controlled in western parks.
 - Wilderness areas and trails do not get the level of care they deserve.
 - Yes, but I am apt to visit urban parks (historic sites) rather than wilderness areas.
 - We prefer developed parks, convenient for families and elderly.
 - Need more wilderness spots for camping.
 - There is a tendency to cater to those not really interested in the values of national parks. Tennis, golf, etc. should not be allowed in national parks. Recreational parks should be done by the province - national parks should be for biologists, etc.
9. Is there a need for another type of park that should focus on more recreational activities and facilities, such as tennis courts, golf courses, ball diamonds, swimming pools, boating? If yes, who should be responsible for developing such parks?
- (a) 67 said Yes there was a need for such resort-type parks
25 said No
- (b) 21 said Parks Canada should be responsible
31 said the provincial government should be responsible
27 said municipal governments should be responsible
25 said the private sector should be responsible

Comments:

- 10 respondents said there is a need for a roadside park network including resort-type parks that could or should be developed by the public and private sector - but not Parks Canada. (Most suggested the provincial government in conjunction with the private sector; some suggested municipal government and the private sector.)
- The costs of such activities should be modestly subsidized - those miserable lotteries should contribute.
- 4 respondents said something along these lines, "There are people who like the out-of-doors but do not demand (or even like) the pristine environment. Many also enjoy a variety of sporting things to do in a more structured fashion -

(continued).

"holiday camp" idea. If these needs could be met, it might help reduce pressure on the national parks."

- 3 said such resort-type parks are already provided by the provincial and municipal authorities.
- Those desiring artificial recreation (tennis, golf, etc.) should not impose on those desiring natural. It's like a non-smoker having to inhale smokers' exhalation.
- 8 said something along these lines, "I feel quite strongly these types of programs should remain the domain of private operators. National parks are not operated according to profit motive and are best operated by government concerned with a view to education, preservation, etc." One said the government should always ensure public access to water, even over private land.
- Shubie Canal system should be restored for both historic and recreational uses.
- A need exists to design new parks or incorporate more accessible parks areas for handicapped.
- 4 mentioned that all levels of government should be involved in developing parks and facilities. One suggested Parks Canada be in charge of design and construction; the province in charge of construction costs and municipalities in charge of operation and maintenance.
- I am against motor boats and motorized all-terrain vehicles in national parks. They destroy wilderness experience for others.
- Parks Canada should provide standards and incentives programs for private creation facilities development. Provinces may want to participate in standards inspection for further incentive.

10. Parks Canada's main concern in the national parks system is the protection and preservation of the natural conditions within the park by limiting human interference. Parks Canada's policy does not allow resource extracting (mining, logging or commercial hunting or fishing) inside national parks. Policy also allows natural occurrences such as forest fires, disease, and insect infestation to occur (in theory) with little interference. Some concern has been expressed that this policy may pose a threat to the areas and activities surrounding the park.

(a) If possible, please describe where you think these policies have had a positive or negative effect on the surrounding area.

Positive

(continued).

- 6 respondents commented that with respect to spruce budworm (Cape Breton Highlands) the park is probably rid of them ahead of other areas - without chemicals, naturally.
- 2 said these are good policies and suggested the national parks may soon be the only "clean" (chemical-free) environment in the country.
- 2 said parks are an ecological benchmark.
- 12 said the policies are positive and should be continued.
- 5 said the policies should be flexible enough to permit some interference (mainly to put out fires).
- 2 said the policies are positive for the surrounding areas for the most part.
- Park policies have prevented PEI from becoming a giant "Coney Island" and have balanced the disparate forces.
- I don't think they have a negative effect. Allowing nature to take its course provides a comparison to the effects of man's interference (i.e., forestry practices), (3 mentioned this).
- These policies have a positive effect but flies, insects, etc. are a serious matter that should be controlled.

Negative

- Certain "acts of God" should be checked - e.g., erosion.
- Policy that allows forest fires, etc. to occur is extremely flippant. I hope there is a mistake that this is a policy.
- 3 said something to this effect. "Natural phenomena do not respect man made boundaries and do affect nearby areas with some economic costs to people. These costs are negative effects to be balanced against the positive effects and enjoyment of parks by greater public.
- Ugly and unpleasant expropriation actions and effective urbanization of many parks by erecting or delineating a "fence."
- 3 said something like, "By eliminating all residence in parks we see little of cultural heritage."
- 6 suggested that "Parks Canada should allow some selective forest stewardship/tree harvesting, or the spruce budworm could wipe out certain parks as we know them."
- Stop insects at all costs - seriously - In Rustico, PEI. I suffered the most misery I could think of. The choice is spray or Winnebagos.
- Allow discreet and limited treatment of diseased areas - kept to a minimum and closely monitored (mentioned 4 times).
- Hornets in Keji in August are unbearable, hard to get near canteen.

(continued).

- Current conditions in many contexts owe something to the impact of man, where he has pursued farming, forestry, hunting, etc. I think that use can legitimately be continued as in the British national parks. The PEI park highlights some of the dilemma - many efforts have been made by Parks Canada to stabilize the dune system.
- Controlled mining and logging should be allowed.
- I think that in reality all the items mentioned above are manipulated through economic and political pressures.
- Not convinced that the first statement is parks policy, if so, perhaps they should get out of the parks business.
- Natural enemies should not be allowed to destroy parks.
- Uncontrolled fires or insects could eliminate our last remaining "gene pools" of certain tree types as well as certain rare species.
- If a village is absorbed into a park the way of life of the inhabitants would be changed and this should not happen.

(b) Should Parks Canada's policy continue to focus on maintaining the natural conditions and occurrences within its parks?

90 said Yes

4 said No

Comments:

- Often fires or infestation is a direct result of meddling, therefore continued intervention is required.
- Possibly with *some consideration of public money* to offset the costs borne by nearby residents where damage can be proven to be directly related to the action or non-action of parks' management.
- Why should national parks ignore the man-made contributions to landscape such as settlement and clearing? Make them part of the park itself with very stringent regulations on building (e.g., experience in the British national parks).
- Emphatically!
- Absolutely. To hell with the mining and oil companies and the terrible, terrible pulp and lumber industry! National parks are just a tiny drop in the bucket when it comes to land and resources to exploit. In any event the parks have a very significant continuing positive economic impact - tourism and real jobs!
- Definitely!
- Yes! Yes! Yes!
- That is what they do best and should strive to continue. They are only organization in Canada devoted to this. If their role changed who would protect our land?

(continued).

- A forest fire may not be a "natural occurrence" and should be guarded against (4 said this).
- Yes, but the costs of protection and preservation should be evaluated in terms of normal vacation experiences - not all campers and primitive types.
- Within rational limits. Parks are for people - otherwise there would be no need for parks. Use by people should (must) be promoted, not inhibited.
- Parks in the US are suffering from over-use and it is beginning to happen in Canada (e.g., Banff).

(c) Should logging, mining, and sport hunting continue to be prohibited in national parks?

89 said Yes 6 said No

Comments:

- Definitely! Sport hunting only where species is over-abundant and then only for a limited time and well supervised (3 said something like this).
- 7 said "Yes, except selective cutting of over-mature trees should be allowed" or something similar.
- Absolutely! Not even special permits to cull herd - it gives the killers a foot in the door and they keep pressing for more.
- Definitely - these activities have no place in our national parks.
- Logging - no. Hunting and mining - yes.

(d) Tourism is an important industry in Nova Scotia. Do national parks have a role in the tourism industry?

94 said Yes 2 said No

Comments:

- Success of Kejimikujik, Louisbourg and Citadel speaks for itself.
- National parks form an important part of the tourist services inventory without which the industry would suffer.
- They should have a higher profile in terms of promotion and cooperation with other levels of government and private sector.
- It is more than sufficient to advertise and promote the resources and values of each park and let the public make up its own mind about accepting the opportunities. The only fly in the ointment is that soulless politicians need

(continued)

to see a cash return or personal political advantage to supporting aesthetic programs such as parks.

- The great number of historic sites in Nova Scotia make it a wonderful place to explore, even the little local museums and special places are part of this "system."
- Yes, as a major destination, but these policies should not be compromised by pressure from users or commercial groups.
- Tourism is only acceptable to the extent that it has no impact on the parks' ecosystems.
- Parks Canada displays need to give far more explanation - both on the site and at tourist locations - travel pamphlets, etc.
- Parks provide a unique environment of interest to many. Policy makers must walk that fine line between high level of use which is "unnatural" and maintaining a natural area. When in doubt, concerns over naturalness should supercede those of high use.
- National parks should not be developed primarily to accommodate tourists.
- Integrated promotion between national and provincial parks should be encouraged as part of an overall tourist attraction and advantage. There seems to be little effort to creat awareness (e.g., Louisbourg) in spite of millions spent. There should be some way to integrate all parks into a total system of parks and campgrounds.
- 3 people said national parks need to promote the appropriate activities such as hiking, backpacking, camping - not golf, tennis, etc.
- Definitely, particularly the wilderness/wildlife aspects. Also for sport fishing and photography.
- Yes, particularly in the neglected off-seasons for tourism. Some of the most interesting, educative and exciting times to be out of doors exploring are fall, winter and spring.
- Yes, all parks must play a role. Tourists do not know or care whose mandate is involved.
- A number of camping spots should be reserved for out-of-province campers who can visit a park only once in a lifetime. Local people fill the parks and visitors are out of luck.
- I would like to see bus service to national parks from major centres so more people and particularly children could go to parks. Lots of people do not have cars.

11.(a) Are there areas in Nova Scotia or elsewhere in Canada which should be designated as a national park or historic site? If yes, please state the places and give your reasons.

57 said Yes there were areas 7 said No

(continued).

Comments:

- 3 said completion of Keji natural/recreation development plan, especially Tobiatric Indian Fields area and Cape Negro.
- 2 said Boularderie lighthouse and beach.
- 2 said Grassy Island and Cable House in Canso.
- 5 said Shubenacadie/Stewiacke River basin.
- 1 said Tusket Courthouse and Jail (oldest standing in Canada).
- 7 said Eastern Shore of Nova Scotia (where Ship Harbour Park was planned and with comments about previous process or lack of one).
- 1 said Sable Island (before the oil companies and provincial and federal mines and energy departments took it over and ruined it).
- 2 said McNabs and Lawlor's Islands.
- 2 said the Dartmouth Commons.
- 1 said islands and coastal regions of South Shore.
- 1 said Sissibo River and lake system.
- 1 said Foucher Bay, Cape Breton.
- 2 said Cape Sable Island (east and southern areas with beaches, bogs, lakes and historic lighthouse).
- 8 said Cape LaHave Islands (as a coastal satellite to Keji) and Fort Point (Acadian Governor Isaac de Razilly mentioned frequently).
- 2 mentioned Woods Property, South Shore.
- 1 mentioned Cape Split.
- 1 said the Pictou Waterfront.
- 1 said some old towns such as Pictou.
- 1 mentioned Amherst wetlands.
- 1 said the Parrsboro Shore.
- 3 said Gulf Shore (Pugwash to Wallace).
- 1 said Petit Riviere.
- 1 mentioned Country Harbour.
- 1 said Digby Gut.
- 1 said Crystal Cliffs (9 miles north of Antigonish).
- 1 said Eastern Prince Edward Island.
- 1 said Northern Canada, Labrador and Northern Quebec.
- 1 said all 39 natural regions should be represented - we have a long way to go, particularly in the North.
- 1 said the high Arctic.

In addition to specific areas respondents mentioned:

- 2 unique areas of social and cultural significance. We have enough military related sites - (e.g., fishing

(continued)

villages, Acadian archaeological sites, 18th and 19th century industrial sites, etc.).

- 2 said a museum of the socio-economic and political economy of Nova Scotia including role of government, industry, labour, military, churches, etc.
- 6 said marine parks - on land and under water, perhaps showing some wrecks.
- 1 said, "Time to start looking at whole villages, a working farm of historic note. Industries are also part of our heritage - the railways made this country. Every single abandoned line in this country has a story and belongs to Canadians. They should be maintained as rights-of-way for hikers, walkers, cyclists, spectacular opportunity across the country."
1 said heritage rivers.
- 1 said certain IBP sites.
- 1 said "Really good area to depict Acadian way of life - not just Expulsion."

(b) Are there any unique areas for protection such as waterfalls, sand dunes, a stand of trees, etc., that are too fragile, too small or for some other reason may not meet current criteria for national park (or historic) designation? Please give location and description.

- 5 said this is a loaded question - there are hundreds of such locations.
- 1 Crescent Beach, Lockeport, NS.
- 1 Indian Fields, Shelburne, NS.
- 1 Cape Negro.
- 1 Cape Daupin (known as "Fairy Tale").
- 1 Sites recommended by International Biological Program.
- 1 Many little waterfalls in NS (e.g., River Herbert, Rawdon Hills).
- 1 small historic orchard at Prescott House museum.
- 1 Hearn Island.
- 1 A corridor around Gold River on the south shore.
- 1 Dominion Beach, Lingan.
- 1 Indian Brook, Cape Breton and waterfalls within 2 miles of it.
- 1 Victoria Falls, Truro.
- 1 Falls, Diligent River, Cumberland Co.
- 1 Hidden Falls, near Parrsboro.
- 1 Caten's Island, Saint John River, NB.
- 1 United Church Campgrounds, Berwick (very old trees).
- 3 Hemlock Ravine, Halifax.
- 2 Fort Point.

(continued).

- 1 Park Falls, Thorburn, Pictou Co.
- 2 Trenton Centennial Park.
- 1 Porters Lake/Three Fathom Harbour Canal.
- 3 Blomidon/Cape Split, Kings Co.
- 1 Waterfalls at Wentworth.
- 1 McNabs Island.
- 1 "Ish-Ka-Ban" (Gaelix misspelled) Falls, branch Baddeck River.
- LaHave Estuary, Island and surrounding headlands.
- 1 Long Hill View, Cole Harbour, Halifax Co.
- 1 A canyon (formerly with watermills) and stream running into Musquodoboit River at Meaghers Grant, Halifax Co.
- 1 Scallop beds at Marie Joseph, Antigonish Co.
- 1 Unique rock formations.
- 1 Comorant colony.
- 1 Previous location of NS Dance Camp (province owns, not St. F. X. University).
- 1 Public Gardens, Halifax.

12. Are you aware that Parks Canada now has provisions in its mandate to establish marine parks? If yes, do you have suggestions for the location of these parks?

61 said Yes they were aware 38 said No

Suggested Locations

- 1 Mahone Bay.
- 2 Islands at Seal Island, bridge, Boulardie, NS.
- 1 West Cumberland Co. Advocate - Apple River.
- 6 Eastern Shore - area of Three Fathom Harbour, Eastern Shore Island and around Sheet Harbour.
- 1 McNabs - Lawlor's Islands.
- 1 Foucher Bay, Cape Breton.
- 1 Our coastline literally begs that such areas be established.
- 1 South Shore.
- 1 Adjacent to Cape Breton Highlands.
- 2 Must be developed in complete co-operation with current resource industries such as fishing.
- 3 Cape LaHave Islands, Fort Point.
- 1 Woods Property.
- 1 In and around City of Sidney.
- 1 West Isles.
- 1 Brier Islands.
- 2 Something in Halifax-Dartmouth Area.
- 1 Guysborough County.

(continued).

- 1 St. Paul's Island.
- 1 The "Racquette" Digby.
- 1 St. George's Bay near Antigonish.
- 1 Areas in Mahone Bay, NS.
- 1 Dorchester Peninsula, NB.

13.(a) Are you satisfied with Parks Canada's system of national parks and historic sites in their present form?

73 said Yes 16 said No.

(b) Are there changes you would like to see?

- 9 said they would like to see more expansion of parks and sites and improvements to current ones.
- 1 change types of sites and focus on cultural, social, industrial history.
- 3 Program to locate and develop small roadside stopover camp-picnic grounds and nature trails.
- 2 Develop ways to get people to parks - special trains, buses, organized excursions.
- 4 Establishment of marine parks a move in the right direction.
- 7 More public involvement in all aspects of selection, designation and management of national parks and historic sites.
- 4 More aggressive defence/compliance with parks policies.
- 8 More money for upkeep and minimal user fees.
- 1 Some of these parks, as valuable as they are, are accessible by only the rich and the adventurous. Thus we the average without money or the vigour or the health are left to read about them.
- 1 Yes, but keep improving. Ongoing evaluation is essential. Questionnaires like this are a great idea. Keep asking!
- 1 Need a reservation system so one can book a campsite ahead of time.
- 6 More promotion and education at home and abroad.
- 3 Need more and better accommodation services outside the parks.
- 5 Need more natural and less historic parks (including ARC-type projects).
- 1 Administrative changes needed, major ones, need to rethink.
- 1 Make parks more accessible for disabled persons.
- 1 Money seems inappropriately distributed (e.g., massive funds to the Citadel for not immediately essential reconstruction). Should save other fragile areas first.

(continued).

- 1 Parks Canada park attendant at Keji assisted friends by installing their camper mid-week to ensure a campsite for weekends, etc. They have also ignored complaints about their friends' loud parties. Playing favourite is wrong.
- 1 Disappointed that parks must always exclude continued activities of man once designated. We should look more closely at how the national parks system works in Europe and avoid another Kouchibouguac.
- 1 Need municipal involvement/funding to provide protection to small natural areas, wildlife breeding marshes, beaches.

14. Are you aware of or have you been involved in any efforts by Parks Canada to inform and involve the public respecting:

(a) Selection of areas for national parks or historic sites
23 said Yes 70 said No

(b) Parks planning
36 said Yes 61 said No

(c) Parks management plans (reviews)
27 said Yes 69 said No

(d) Other:

- 5 Policy development (e.g., marine parks)
- 1 Canadian Heritage River Task Force
- 1 Parks Centennial coordination
- 3 Interpretation
- 1 Seminar on marine parks
- 1 Draft policy paper
- 1 Survey work.

Comments:

- I played a significant role in getting Parks Canada to establish a second national park (Keji) in Nova Scotia.
- This questionnaire represents the first time I have been aware of Parks Canada seeking public input. I have been aware of public outcry against certain areas being taken over and residents being displaced.
- Involved in protesting Eastern Shore proposal.
- There was considerable controversy re extending Keji to Cape LaHave Islands. This would be a good idea for the future when hostility of imported Nova Scotians wanes.
- Most recently I saw a paper describing proposed redesigns of Grand Pre - clear, open and good design, too.

(continued).

- Are you kidding. Since when is anyone outside the bureaucracy invited to comment on our own national interests and destiny!
- I get the impression that you only think "big" (projects) and that smaller ones are not worth your while.
- Never asked.

15. Would you like to have further information about

(a)	Participation Programs	53 said Yes	2 said No
(b)	National Parks Centennial	35 said Yes	1 said No
(c)	Assembly	31 said Yes	1 said No
(d)	Other	2 said Yes	2 said No

(e.g. Parks policy and mandate, Financial Statements, Cost of Conservation, Public Usage Statistics and Marine Parks Information).

Demographic Information

Responses were obtained from 40 females and 63 males

INCOME

21 less than \$15,000
24 \$15 - \$25,000
20 \$26 - \$35,000
14 \$36 - \$45,000
10 Over \$45,000
14 No answers

96 of the respondents said they were residents of Nova Scotia
1 was a resident of British Columbia
6 did not answer

46 respondents indicated they were city dwellers
27 said they lived in a town
26 lived in a rural municipality
4 lived in a village

93 own vehicles
7 said they didn't own a vehicle
1 owns a bicycle
2 did not answer

FAMILY SIZE

17 were single
20 had two members in family
14 had three in family
24 had family of four
12 had family of five
1 had family of six
2 had family of seven
4 had family of eight and over
9 did not answer the question

AGE OF RESPONDENTS

3 15-19 years
7 20-24 years
12 25-29 years
14 30-34 years
19 35-39 years
10 40-44 years
5 45-49 years
8 50-54 years
4 55-59 years
8 60-64 years
1 65+ years
12 did not answer

EDUCATION

67 had university degrees
3 partial university
10 high school
1 partial high school
3 university students
4 technical college
1 junior high
1 business college
1 nursing
13 no answers

OCCUPATIONS

8 Recreation administration
13 Professors/teachers
10 Civil servants
10 Secretarial/clerical
7 Planning
3 Engineering
7 Scientists

2 Medical (doctor and nurse)
2 Lawyer
2 Economist
3 Journalist/Writer
6 Library/Museum
2 Homemaker
1 Unemployed
4 Retired
8 Students
1 Title Searcher
1 Social Scientist
1 Proprietor
1 Canoe Builder
1 Naval Officer
1 Tourist Operator
1 Accountant
1 Community Development Worker
1 Association Manager
1 Executive.

Additional Comments

1. I would like to but have run out of time and, to an extent, motivation. The ratio between time spent in communicating and the expectation of results is a steadily diminishing one these days. Maybe CPAC can do better than most others I've come across. I hope so!
2. How about producing a pamphlet on no-trace camping for backwoods campers - could deal with fires, pollutants, etc.
3. Fort Edward Blockhouse is difficult to find and the structure is beginning to deteriorate badly. Money should be allocated to preserve the structure - the oldest of its kind in Canada.
4. To support and encourage equality of motorized and unmotorized vehicles, space on questionnaires, forms, etc. requiring car information should also have space for bicycle data. Any lack of reflection of path traffic, as bicycles just seem to go through free but not counted I guess. It also gives a slightly bloated and completely dependent situation on motor traffic as if sustains parks existence completely, which should be lessened as much as is possible for our environment, energy, health and a lot of other things.
5. For the past number of years I have been taking groups of visiting farmers, agriculturalists to see various historic sites and parks; dykes, look offs, Fort Ann, Port Royal,

Halifax, Lunenburg, etc. The look-off is a very popular site - Why not improve the site (i.e. Parks Canada take it over). Re trees - encourage citizens to plant trees and shrubs for special occasions (births, in memory of special people, years). A special variety apple orchard could be planted at Prescott House - new and old varieties. The apples could be sold to help pay for the upkeep.

6. I think it regrettable that traditional communities are not maintained within national parks. I think of the empty houses and uninhabited fishing villages of Parc Forillon. A functioning community - limited as far as expansion around its area of commercial activities are concerned - could in some cases enhance the park. This does not mean unlimited exploitation of the resources but controlled small scale activity.
7. Interested in becoming involved as employment and/or volunteer.
8. Too much emphasis on preservation and protection; not enough on recreation. There are assumptions here about what is good for the park visitor which do not appear soundly based. Surely conservation is sufficient and the over-emphasis on primitive wilderness person is a carry over from early civilization. The parks do not appear to be offering the average person anything which is not widely available anywhere in Canada. And this constant droning about the need to conserve and protect only alienates people from nature by making them feel unnatural. Very poor image of parks, not of interest to the vast majority of Canadians. Very poor public relations with local people - most of whom already appreciated what they had. Major new initiatives needed. Should put all parks' plans on hold for one year and think about what they should be and for whom.
9. Parks Canada officials have not yet been able to convey that the parks are for people to use and enjoy. Many people have the impression that national parks are someone else's private land - but you may come in if you pay. The closer you live to a national park stronger that image seems to be among residents.
10. I want to hear more about marine parks and the Gun Battery. Good luck with survey. Nice to have been able to participate.
11. Generally speaking Parks Canada is the only federal agency that I don't mind my tax dollar going to and make very good use of the parks and enjoy them. The national historic sites, however, need to have more interesting presentation. Louisbourg is really the only site which encourages people to enjoy. However, they seem to be policy bound - can't do anything

unless there's a policy to back it up. I can't count the number of times I've called Parks Canada office to question something and was told "there's really nothing we can do - our policies clearly say that" These individuals are the epitome of bureaucratic government employees. If they were given the leeway to use some imagination I'm sure they would better serve the public.

12. You should have provided postage and funded this People shouldn't have to pay to help the government plan.
13. I just haven't had time to fill this in any more. I hope it isn't too late.
14. I completed this questionnaire because you promise to send survey results. I do not think parks and historic sites should be encouraged to become (more than they are) recreational/sports venues.
15. I feel there is a place for man-made landscapes; in the North showing how Inuvettuks were used to guide people at sea, to herd caribou - is this done in Arctic parks?

Tantramar - the dykes - could this be developed around Beausejour more? Farming may give up - the area gets overgrown, the dykes in many cases have gone, the aborteaux disappearing. I know a small Acadian dyke is built in Annapolis Royal but could Parks Canada develop an Acadian National Park - either at Tantramar or Grand Pre. Their whole agricultural way of life depended on the dykes. The Caraquet Acadian village is a beginning. Museums are not doing this. Heritage Canada Foundation seems to concentrate on Victorian architecture, not on natural areas or people's way of life. It could be a pilot project in an area where tourism is an important industry, as at Louisbourg - which is outstanding. The gardens at Annapolis Royal also. But this would be bigger - an Acadian landscape.

Would also like to see National Walking Trails which are popular in Europe. I realise funding is limited but the expansions are so important for tourism that funding might come from other departments such as tourism, which could be a major industry if we get new ideas and momentum and support from governments.

**Nova Scotia:
National Parks Workshop Synopsis**

Joanne Lamey and Maureen Vine

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People and Parks Workshop

Saturday, March 16/86, 9:30 A.M. - 12:30 P.M.
Veith House, 3115 Veith St., Halifax

8:45 A.M.

EYE OPENER/GET ACQUAINTED
(coffee, juice, muffins, etc.)

9:30 A.M.

MEETING THE PUBLIC NEED - CONSERVATION VS. USE
Panel Moderator: Dr. John Young, CPAC Member, Halifax

Panel: NANCY JARDINE, Board Member, Tourist Industry Association of Nova Scotia, with special interest in outdoor activities. What is the potential of national parks in terms of tourism planning and development?

DAVID LAWLEY, Member, Halifax Field Naturalists. Is there room for people in national parks? If so, how so?

DALE SMITH, Manager of Parks and Recreation Planning, Province of Nova Scotia. Current parks policies, plans and issues in Nova Scotia.

KEITH LANG, Canadian Hostelling Association, shares responsibility for outdoor activities and "trip leadership." Are national parks as they exist meeting the needs of recreationists in Nova Scotia?

11:00 A.M. BREAK

11:15 A.M.

MEETING THE PUBLIC NEED - THE NEXT 100 YEARS

Panel Moderator: Elizabeth Corser - CPAC Member, Cow Bay

Panel: DR. DEREK DAVIS, Chief Curator of Science, Nova Scotia Museum.

GORDON STEWART, Director, Check-Inns Ltd., and Member of TIAC.

DAVE HORNE, Development Coordinator, Alpine Ski Nova Scotia and Canoe Nova Scotia.

Each panelist will address questions related to different types of parks. What are the alternatives? How do people get there? How might people get there?

12:30 P.M. WRAP-UP AND CLOSING

Maureen Vine, CPAC Member, Dartmouth.

Introduction

The People and Parks Workshop was organized by the Community Planning Association as part of the Nova Scotia contribution to the Heritage for Tomorrow Program. The objective of the workshop, as with the earlier Parks and People Questionnaire, was to provide an opportunity for and to facilitate input from interested Nova Scotians to the Canadian Assembly in Banff, September, 1985.

Special thanks to all who helped make the workshop a success:

Panelists: Derek David
Keith Land
David Lawley
Nancy Jardine
David Horne
Gordon Stewart
Dale Smith

Recorders: Caroline Startin
Mary Bishop

Typist: Deborah Preeper

Workshop Organizers:

Maureen Vine, Joanne Lamey

PANEL: MEETING THE PUBLIC NEED - CONSERVATION VERSUS USE

NANCY JARDINE, Board Member, Tourist Industry Association of Nova Scotia and Executive Director of the Canadian Hostelling Association, Nova Scotia

In summary the main points of her presentation were:

The Tourist Industry Association of Nova Scotia views national parks and historic sites within the broad framework of the Canadian tourism strategy being developed through the Tourist Industry Association of Canada.

In recent years some conflicts have arisen between the goals of wilderness preservation and the development of national parks for increased use. Parks Canada has the mandate and responsibility to balance the two. The tourism industry believes that ecologically balanced development can be achieved.

Some parks have the potential for more tourism activity even within environmental constraints.

Tourism and outdoor/environmental groups must work together in development of appropriate policies.

Provincially in Nova Scotia, the national parks and historic sites are very important to the tourism industry. The Tourist Industry Association of Nova Scotia would encourage Parks Canada to do more promotion of parks and historic sites (especially the historic sites).

DAVID LAWLEY, Member, Halifax Field Naturalists

In summary the main points of his presentation were:

People have a basic need for parks as tranquil places to go away from the pressures of urban life.

There is a great need for more parks throughout the world. Rather than increasing, there is a widespread destruction of parks land.

Canada's role is vital. We have important land preserves that are a natural habitat and ensure preservation of genetic diversity.

Increasing leisure time available to people will put parks under more pressure.

Halifax Field Naturalists are happy with Parks Canada and the policies for preservation of natural conditions.

Parks interpretation programs are an important tool for increasing public knowledge and awareness of diversity of natural heritage.

While he was happy with Parks Canada, he felt there has been an erosion of the park system for power generation, mining and other development.

To ensure conservation of parks for future generations:

- parks policy should be entrenched, i.e. immune from politics and changes of government
- all decisions affecting parks should be made to enhance, preserve and protect the parks and environments (i.e., not to facilitate other developments)
- parks should not be compromised in any way
- parks interpretation (programmes) should not be cut back
- increase the protection for rare plants and endangered species
- stop the plans for increased public access into parks, i.e., highways and paving
- parks should be thought of as museums containing the "cultural values of our land" and safeguarded against development and overuse.

DALE SMITH, Manager of Parks and Recreation Planning, Province of Nova Scotia

In summary the main points of his presentation were:

Provincial parks systems across the country have common objectives from conservation/preservation, to recreational use and tourism. At the provincial level there is an effort to balance these whereas at the municipal level there is a definite focus on

recreational use and facilities. National parks have the strongest preservation policies.

Nova Scotia provincial parks have broadened since the early roadside parks and now include beach parks, regional parks, and other resource interpretative parks.

Given that the provincial government plays a role and accepts responsibility for protecting heritage resources, ecological reserves and parks, the Community Planning Association's People and Parks Questionnaire was too focused on national parks issues.

Nova Scotia - Some Issues

- supply and allocation of land - 80 percent of the land is in private ownership
- Nova Scotia ranks lowest in Canada in terms of acres of parkland per capita
- there is competition for more parkland (crown land) with wood fibre producers
- the managing of crown lands is narrow and mainly considers forestry uses. For example, the recent Royal Commission Report on Forestry hardly touched on any interests other than the forestry industry
- fiscal restraints are affecting day to day operations but have not totally restricted efforts at new park development
- government responds to public expression of need (for parks and heritage conservation) but in Nova Scotia there is no consolidated strong voice lobbying government.

KEITH LANG, Canadian Hostelling Association

The main points of his presentation were:

The Canadian Hostelling Association started in the thirties in Banff National Park and has had an interest and association with parks ever since. The Association in Nova Scotia and other parks of Canada organizes many outdoor programs such as hiking, canoeing,

rock climbing, skiing and so on. Some activities take place in national parks and usually in the off season. The Canadian Hostelling Association of Nova Scotia utilized Kejimikujik, Cape Breton Highlands and Fundy parks.

Some changes in policy should be considered to allow for use of self-propelled vehicles (bikes) in parks. Restriction of motorized boats, snowmobiles, all terrain vehicles, etc. should be maintained.

Though Nova Scotia has two large national parks, neither specifically addresses the ocean. As a province which promotes itself as the ocean playground, there is a need for an "ocean" park. The Eastern Shore islands should be utilized as well as McNab's Island in Halifax Harbour.

QUESTIONS AND DISCUSSION

Conservation Versus Use: What does it Mean? What is the Difference?

Field Naturalists favour careful use. Ecosystems need to be preserved not just for this generation but generations to come. Parks Canada decisions in this respect are chiefly for this generation. Conservation does not necessarily mean preservation.

Conservation need not preclude use. They should be complementary and planned. Example, in New Zealand there are special walks where staff follow to clean up and restore natural order for next walkers.

"Use" can be no-trace camping or more active intensive use in certain areas. Do we "use" a whole park?

These days, "enjoyment" means many things, not just the wilderness activities are enjoyable. What about people who enjoy motorized vehicles? Shouldn't parks be altered to accommodate them as well as the elite uses?

Perhaps there is a need for specialized use parks for these activities.

Not all parks have the same character, so uses are different. Parks and historic sites are very different and the two should be promoted with emphasis specific to facility parks, etc. Some care must be taken with the promotion of wilderness parks.

What are parks? There is a need to educate the public as to the purpose of the parks. This will lead to appropriate use of the parks.

Tourist Industry Association of Nova Scotia would like to see more marketing of the historic sites because they are not as susceptible to environmental impact. Not all parks should be marketed.

Should We Have Wilderness Parks? Does a National Park Have to do Everything?

Perhaps national parks should not be fulfilling the role of all types of parks. There is a need for a full spectrum of parks and uses. National parks should have a primary function of controlling and preserving land. Other smaller parcels of land could be developed to fulfill other objectives. Even highly disturbed areas can offer people a chance to escape to nature. In terms of special interests as specialized uses, the government shouldn't necessarily have to develop parks for these. Private sector could be involved in these active use parks.

National parks don't have to be used for tourism. Private interest groups should develop their own land and facilities.

What About People Who Enjoy Motorized Vehicles? Should Parks be Altered to Accommodate These as Well as Elite Uses?

Perhaps there is a need for specialized use parks for these activities.

Not all parks have the same character, so uses are different. Parks and historic sites are very different and the two should be

promoted with emphasis specific to facility parks, etc. Some care must be taken with the promotion of wilderness parks.

What are parks? There is a need to educate the public as to the purpose of the parks. This will lead to appropriate use of the parks.

The Tourist Industry Association of Nova Scotia would like to see more marketing of the historic sites, because they are not as susceptible to environmental impact. Not all parks should be marketed.

With respect to public participation, Parks Canada was the first department within the federal government to establish a public participation program.

Parks Canada faces a dichotomy of purpose with respect to management of parks (i.e., use, conservation, preservation, etc.) It is not possible to fulfill all of these all of the time. It is difficult to maintain continuity of management and participation programs over time.

There is general lack of understanding by the public of what national park designation means and how a park is designated. Are national parks trying to be all things to all people?

Can uses (recreational, etc.) be encouraged in the vicinity outside parks? Management plans of parks should look at the land uses outside parks and try to provide some alternative uses (needs) close to the park.

It is important to have good communication between the public and the Parks Canada bureaucrats. The public's desires need to be known and people need to know that Parks Canada wants public input.

The province has found that people input is important. If people are involved, it avoids suspicion and apprehension and leads to better understanding and even commitment (to parks proposals).

It is surprising to know that Nova Scotia groups have failed to lobby the province for more parks!

Neither the federal government nor the province have done their part in letting the public know where and how they can be involved or make input.

In Atlantic Canada we do not have a strong conservation lobby that will speak out in support with respect to parks and preserves. There needs to be a stronger concentrated effort in the region.

The Nova Scotia Resources Council was an organization which had the potential to present a united voice on environmental issues, national parks and so on.

Regionalism pervades the maritimes and hinders group consensus on park issues.

Halifax Field Naturalists would like a more active role in developing parks plans in Canada and throughout the world. Naturalists would also like to see Parks Canada lobby and represent their interests all over the world.

Panel: Meeting the Public Need – The Next 100 Years

DR. DEREK DAVIS, Chief Curator of Science, Nova Scotia Museum

In summary the main points of his presentation were:

There is a need for conservation of nature compatible with the human need. There are many ways of achieving park development, a national park is only one way. Perhaps it is time to undertake a careful review of the National Parks Act. Does it need to be changed for the next hundred years.

Canada's national parks system is a good model for the world. Given today's economy and fiscal restraint will we be able to maintain the current high standard? Each year it costs more just to

keep up the existing parks. Parks Canada should be encouraged not to spend more for new parks development.

A lower cost provincial park system could be developed to compensate for the lack of national parks. This is particularly important in Nova Scotia where so much land is in private ownership.

Leadership must be provided to coordinate national, provincial and local initiatives with respect to historic sites, heritage rivers, etc.

Marine parks - the concept is good but they should not be developed now because:

- there are federal agencies and federal regulations to regulate the shoreline uses and any associated problems. If these agencies did their job, there would be no need for a marine park.
- already there are national parks with shoreline and access to the sea. Utilize those available land resources and enforce existing controls and regulations as mentioned earlier. The point is that land (access) is what is needed.

Genuine public participation is really needed in development of parks. This is not easy to achieve because of the public attitude (lack of interest) toward parks. Public perception is based, in part, on their experiences with Parks Canada and National Parks. Someone has described national parks as a "totalitarian state" - everything is regulated.

People are put in situations where they don't have the option to decide how they will interact or affect the natural environment. Parks Canada should put more money and effort into public involvement.

GORDON STEWART, Director, Check-Inns Ltd., and Member of Canadian Tourist Industry Association of Canada

In summary the main points of his presentation were:

The Tourist Industry Association of Canada has an active interest in national parks and their role in the tourism industry. The industry benefits from park development.

Environmental considerations, preservation, and conservation are good but the parks "user" must have an opportunity to influence and change park policy.

The present system is very costly. Can Canadians be asked to continue to pay more and more for these kinds of services?

National parks can and should become more integrated with the private sector where both money and innovative ideas are available.

Parks Canada has not "marketed" the parks. Parks are - should be - for all people, that is, user friendly. It is important to approach the people who have never used a park - the potential that has not been reached.

In the long term the parks system should be maintained for the future.

Parks should be for the user and bureaucrats should stop protecting parks policy.

DAVE HORNE, Development Coordinator, Alpine Ski Nova Scotia and Canoe Nova Scotia

In summary the main points of his presentation were:

Various parks have various uses, but it is not possible that each park accommodate everybody or every use. This must be a consideration in development decisions and marketing strategies.

The Parks Canada park zoning system for varying intensity of uses is a key element in conservation and preservation of certain areas in a park.

Transportation is another matter to consider. These days most people use their own cars to get to parks. However, lots of people do not have a car. Should we consider public transportation to parks? Does it make good sense to establish parks closer to people? There is an elite who are able to make use of parks, but if we were to differentiate uses by parks, some access could be available to all.

QUESTIONS AND DISCUSSIONS

How do you Perceive the Private Sector Integrating with Parks?

Some of the parks services could be operated by the private sector within parks. This is happening to some extent now in Banff, but action is needed not to open it up.

As someone suggested, there are lots of opportunities for complementary private sector/or provincial government activities close to, but outside the national parks. Banff is an example here too, although the private sector and the provincial government were slow to act. The 1988 Winter Olympics are in a provincial reserve close to Banff.

Should we not preserve land and environment for future generations instead of for profits in the short term?

Why does not the private entrepreneur provide opportunities just outside the park which would cater to the needs of park users and provide profits?

We should not restrict ourselves in discussing only existing national parks. There are many other important natural areas and historic sites that should be considered, such as Fort Edward in Windsor, Nova Scotia. Our view is that it is vital to spark the interest of local communities in preservation, restoration and so on. Integration, coordination of these small sites, and the involvement of people develops local pride needed to maintain these

heritage resources locally. We should not overlook the small parks and sites!

A community that recognizes an area or site should consider all of the alternatives for preservation and development. At the moment, probably the best way is through provincial park designation. It is also important that these resources are not looked at in isolation from the surrounding area and other heritage resources with which to coordinate.

People should look at the broader reasons (mosaic) for developing more parks. We must ask why are we doing this?

What are the criteria and how do you decide whether or not a resource is a federal, provincial or community responsibility?

Some small community groups have done outstanding work in preserving a local heritage. A good example in this area is Cole Harbour Heritage Society and its work in preserving a small market garden farm site. People are not standing around waiting for others (government) to do it, but it is costly in personal time and energy.

Commonly based things (sites/parks) have lots of available options. They can be flexible in their controls and development and also utilize provincial and federal resources. Community motivation is essential. Future costs though will be great, and the public sector will not have the finances the private sector will have to get involved.

The Town of Windsor has been trying to get something going (re: Fort Edward). It is very difficult to get help and support from government.

Cole Harbour Heritage Society had the same experience. Somehow the group is still strong after twenty years, mainly because new people come along.

With respect to the cost of developing new sites, integration of sectors must be encouraged.

In terms of paying the costs of the parks system, the consumer (user) and the taxpayer are one and the same. Where will the private sector get the money if not from the consumers?

Sometimes things that do not seem like attractions to us in Nova Scotia are exactly what the tourists like best. These are often the low-key things that perhaps need a little more promotion, for example, small communities conserving and promoting small parts of their communities.

With respect to regulations in the parks - there is a fear that the public might overrun certain areas if use is not carefully regulated. It is a grey area - protection, use, control.

Marketing of parks is improving through use of television, magazines, etc. and privatization of certain parks services is beginning; but quality of service is important. Lifeguard services in PEI will be privatized for the first time this year.

Appendix I

Workshop Participants

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Newfoundland Survey Report¹

David A. Snow

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Introduction

As part of the National Park Centennial Parks Canada has commissioned a series of grassroots regional caucuses to consider priorities for heritage conservation in the future.

After consultation with interested local organizations and individuals, the Newfoundland caucus designed a survey and promoted public meetings in order to examine provincial attitudes and feelings towards national parks, national park plans for Newfoundland and Labrador (marine parks, Labrador national parks), national historic parks, provincial parks and resource use.

This report contains the results of public consultations and two surveys on these topics conducted in Newfoundland and Labrador.

Methodology

Both surveys used a questionnaire developed in consultation with people at Parks Canada, Provincial Parks, the Wilderness Society of Newfoundland and Labrador's Parks Committee, and Memorial University of Newfoundland (see Appendix I). The questionnaire incorporated questions from the New Brunswick Parks caucus questionnaire. Socio-economic data has collected in categories compatible with those of Statistics Canada.

The first survey consisted of two hundred questionnaires that were circulated to members of special interest groups including native groups, fishermen's associations, chambers of commerce, park support groups, trappers' associations, heritage organizations and interested persons who attended the public hearings (see Appendix II).

In the second survey the questionnaire was sent to 300 individuals chosen randomly from the Provincial Voters' List for

completing and returning the questionnaire. Postage prepaid envelopes were included for both surveys.

The data from the questionnaires was coded and formatted for computer analysis using the SPSS package; however, time constraints prevented computer access and the data for both surveys was analyzed manually from the coding sheets.

Public hearings were held in St. John's, Gander, Corner Brook and Goose Bay. The hearings were promoted through free public service broadcasting on radio (CBC AM/FM, CJYQ, VOXM AM/FM, CHOZ), through newspapers and through notices (see Appendix III) sent out to special interest groups (see Appendix II).

Results from the Public Meetings

Written submissions at the meetings were encouraged; however, none were received. A brief from the Wilderness Society's May 14, 1984 general meeting (see Appendix IV) and a letter from Mr. John Thomas (Appendix V) were received after the meetings. Most organizations and individuals who attended the meeting participated in informal discussions and stated that the questionnaire gave them ample opportunity to address their major concerns. These questionnaire results are included in the non-random survey.

ST. JOHN'S

Approximately 25 people attended the meeting in St. John's to ask questions, participate in discussions and fill out questionnaires. In addition, 12 people attended the Wilderness Society's May 14, 1984 general meeting in St. John's, which was concerned exclusively with Parks Canada issues and the upcoming caucuses (see Appendix V). The major points brought up by the people attending the St. John's public meeting were as follows:

- A gentleman from the Prairies who heard a radio notice of the meeting stated that there is a "desperate need" for grasslands preservation on the prairies, and he called for a

Grasslands National Park. The only buffalo he has ever seen have been in corrals and cages; and he would like to see a "natural place where the buffalo roam like they used to."

- Ms. J. Cheater of St. John's said that "The process of establishing a national park in Gros Morne was very painful, and government did not act with compassion as it expropriated land. Any future national parks should be more accommodating to the citizens affected."
- A member of the Natural History Society noted that in the next hundred years, the provinces will be under much more development pressure. He believed that we need to give more land "federal protection" now in order to preserve it for the future. He stated that national parks, which serve valuable recreational and educational functions, should not have wilderness preservation as their ultimate goal. This should be provided for by other federal and provincial bodies with stronger mandates; however, "they (national parks) are probably the most viable form of wilderness preservation available" and will "probably become the most prominent and important source of wildlife preservation in the twenty-first century."

All participants generally agreed that national parks and national historic parks were "wonderful places." On two separate occasions people complained about national park and provincial park campsites being too close together and about general park visitor "rowdiness;" however, these people filled in questionnaires and did not make oral presentations.

GANDER

In Gander, 16 people attended the meeting. They primarily used the questionnaire as their forum for input. One oral brief was presented by Ms. Cavelle MacDonnel (Box 28, Gander, Newfoundland, A1V 1W5), President of the Visual Arts Association of Gander, who stated that parks, specifically Terra Nova National Park, should become more of a forum for local Newfoundland cultural expression

through art exhibits, photographic displays, and presentations of traditional theatre.

A member of a Terra Nova National Park support group stated that Ms. MacDonnell's proposal was known to the park administration. He also stated that he believed that insufficient time was allocated for concerned provincial groups to prepare input and that this public consultation process should be repeated with more publicity and a large advertising budget aimed at promoting the Centennial of our National Parks. All of the people who attended had favourable comments to make about the scenery and facilities at Terra Nova National Park. Nothing negative was said about Gros Morne National Park; but being farther away, it received fewer comments.

Both parks were complemented on their scenery, facilities and staff; however, no other specific comments or suggestions were presented.

CORNER BROOK

In Corner Brook, the 15 people who attended participated in informal discussions and filled out questionnaires. Again, all comments about existing national parks were positive. Mr. Wayne Cheater of the Corner Brook Ski Association asked about the status of the cross-country ski trails in Terra Nova and suggested that a cross-country ski marathon trail was needed in Terra Nova since it would be a good central location for the annual provincial championships. He said that his Association had been told that a previous request for a marathon trail would be approved; however, nothing had been heard since. He stated that this was a low budget request and would cause minimal environmental damage.

Mrs. Brake of York Harbour and several gentlemen spoke of many areas of extraordinary scenic beauty and other areas of historical significance that have been ignored by both federal and provincial groups. Mrs. Brake also deplored the lack of a museum in Corner Brook. All of the people attending believed that there was insufficient development, protection and promotion of local scenic and historic areas. One gentleman suggested that a study should be

commissioned to look into the value and potential of these areas. Most of the Corner Brook discussions revolved around this perceived neglect.

GOOSE BAY, LABRADOR

In Labrador two previous attempts to establish national parks had been delayed by local opposition; however, the seven people who attended the Goose Bay meeting all believed that the development a national park brings would be good for Labrador if the establishment of a park accommodated local concerns. The one native gentleman who attended also believed this. The Labrador Inuit Association decided not to send a representative after finding out that the meeting did not include Parks personnel; however, the Association, along with other native organizations, was sent questionnaires. Again, comments about existing parks were very positive; but it was generally noted that any national park in Labrador would require special consideration of traditional local resource utilization patterns.

Subsequent to the Goose Bay hearing, Mr. John Thomas mailed in a hand written brief (see Appendix V). Mr. Thomas supported the efforts of Parks Canada in "preservation of sample ecosystems... particularly with the growing pressure on all wilderness areas." He stated that park planning priorities should include:

- preservation of "all native flora and fauna including reintroduction of species already lost, if possible"
- research opportunities without human interference
- maximum outdoor multiple-use enjoyment provided it does not interfere with other priorities.

Mr. Thomas called for expansion of the national parks system into aquatic and additional terrestrial ecosystems and stated that the emphasis should be on the preservation of large natural areas especially along the coastline and in Labrador.

SUBMISSIONS

On May 14, 1984 the Wilderness Society of Newfoundland and Labrador held its regular monthly general meeting at the Fisheries and Oceans Auditorium in St. John's and addressed park-related issues. The brief, which was presented in point form, is included in Appendix IV.

The Wilderness Society encouraged the reorganization of the present park zoning system in order to enhance conservation and talked about the conflict between parks as "adult playgrounds" and as wilderness preserves. The organization encouraged public education on the value of parks and supported the present interpretation system. The Wilderness Society also supported the development of national parks in Labrador but pointed out that wise development is necessary, and native concerns have to be addressed. The proposed tramway at Gros Morne was labelled as "ridiculous," and its environmental impact was questioned; but generally the national park system was strongly encouraged and supported. The Wilderness Society considered national parks to be most important and a useful form of conservation; however, it was unsure if the new provincial Wilderness and Ecological Reserves Act provided stronger environmental protection for Newfoundland. The maintenance and expansion of both parks and reserves was considered vital to the future of environmental heritage protection.

Results from the Questionnaire Surveys

200 questionnaires accompanied by postage-prepaid envelopes were circulated to people attending the public meetings, other concerned individuals, and to people in government agencies and resource-use organizations. Ten questionnaires were undeliverable (moved, address unknown, or deceased). 57 of the remaining 190 were returned completed giving a return rate of 30 percent.

Of the 300 questionnaires and envelopes sent out for the random survey, 23 were undeliverable and 68 were returned giving a response rate of 25 percent.

On several occasions, questions were left unanswered so the sample sizes per question often show a little variation.

Although the sample size of the two surveys was fairly small, the responses do suggest some strong trends and represent a wide spectrum of people and opinions.

NATIONAL PARK USAGE

Terra Nova National Park was the most frequently visited of Newfoundland's two national parks, with 72 percent (49/68) of the people questioned in the random survey stating that they had visited the park. Gros Morne National Park had been visited by 44 percent (29/68) of those randomly surveyed. In addition, people in the special interest group category were more likely to have visited centrally located Terra Nova than the newer Gros Morne National Park; 81 percent (46/57) v. 72 percent (41/57). Seventy-four percent of those randomly surveyed had visited a national park at least once in the past five years while 31 percent had visited on five or more occasions during that period (see Table 1). Twenty-four percent (16/68) had not visited a national park in the past five years, including 11 people (16 percent) who stated that they had never visited a national park. Only one of the individuals questioned in the special interest group survey had never visited a national park.

In the random survey, 25 percent (17/68) had visited one or more national parks outside Newfoundland while 54 percent (31/57) of the people in the special interest survey had visited national parks outside the province.

An examination of the socio-economic data (see Tables 2 and 3) shows that, on average, an individual in the special interest survey had a higher level of education and a higher household income than an individual in the random survey. Many of those questioned in the

special interest groups were born out of the province (24/57 v. 4/68 for the random group). The Newfoundlanders in the special interest group survey were more likely to have travelled (left the province) during the past three years (24/31) (77 percent of Newfoundlanders in the special interest groups v. 25/64 or 39 percent of Newfoundlanders in the random survey). In addition, males responded more often than females to the random survey (40 v. 28) and also predominated in the special interest group survey (46 v. 10). These factors may contribute to some of the differences in attitudes and park use patterns found between the two survey groups.

The length of time that people spent in national parks varied but was generally four days or less for both groups surveyed (see Table 4). People participated in a variety of recreational activities with hiking, picnicing, swimming, wildlife watching and sightseeing being the most popular activities listed (see Table 5).

Twenty-one percent (12/56) of the people randomly surveyed and 52 percent (28/54) of the special interest groups had been exposed to the interpretive programs offered by Parks Canada.

The recreational opportunities found in national parks were labeled as good or excellent by 84 percent of the people surveyed randomly and by 91 percent of the special interest groups (see Table 6).

The camping facilities (cabins, campsites, showers, etc.) were considered good or excellent by 77 percent of the random group and 83 percent of the special interest groups questioned (see Table 7).

When asked if they thought camping fees were too high, 47 percent (20/43) of the randomly surveyed group who expressed an opinion, said "yes" while 53 percent (23/43) said "no." The other people in the random survey stated that they didn't know. Ninety-four percent (33/35) of the special interest group people who expressed an opinion, stated that they thought the fees were reasonable while six percent (2/35) stated that they were too high. Thirteen percent (6/45) of those randomly surveyed believed that there were too many regulations while 87 percent (39/45) stated that

there were not too many restrictive regulations. Six percent (2/35) of the special interest groups thought that the national parks' regulations were too strict while 94 percent (33/35) disagreed.

Several questions in the questionnaire provided the opportunity to suggest changes and improvements in the recreational and camping facilities found in national parks. Table 8 lists the suggestions and comments made by the people surveyed. Generally, the people questioned randomly wanted more recreational facilities while the special interest groups were split between people who want more recreational opportunities and people concerned with the "wild" aspect of national parks. Several people in both surveys commented on the perceived abuse of alcohol and general rowdiness sometimes found in the national parks. The lack of grassy areas for pitching tents was also commented on generally. Other comments ranged from eliminating organized activities to drastically improving and expanding the programs and facilities currently available. Fish hatcheries, rabbit snaring, banning of the police and banning of alcohol were also suggested. Clearly there is no consensus as to what exactly people would like offered by the national parks in the future, but generally people seem satisfied with the system as it now exists on the Island of Newfoundland.

Although there were many suggestions for improved recreational facilities in Table 8, Table 9 demonstrates that the "outdoors" aspect of national parks is also very important to people. The most frequently cited reason for use of national parks was to "feel closer to nature and enjoy the outdoors" in both the random (87 percent) and special interest (84 percent) surveys.

When asked to rank the importance of various social, recreational and conservation aspects of the national parks, the averages of both groups indicated that wildlife preservation was the most important aspect of national parks (Tables 10 and 11). Both groups ranked the wildlife-watching opportunities at national parks as second in importance.

The lowest average ranking was given to the concept of national parks as a place to go to socialize with friends; but as with other

categories, there were individuals who ranked this aspect higher than any other.

In general, the two surveys suggested that the province's two national parks were highly regarded by the public. They are considered important both as recreational areas and as places for the preservation of wildlife. One challenge for Parks Canada in the future will be to maintain a balance between these potentially conflicting priorities.

NATIONAL PARK PLANS FOR NEWFOUNDLAND AND LABRADOR

Marine Parks

When questioned about the concept of national marine parks, 98 percent (64/65) of the persons in the random survey and 98 percent (54/55) of the persons in the special interest survey responded that they thought it was a good idea. One person in each survey stated that they weren't certain if marine parks were a good idea while three percent (2/67) of the people in the random survey and two percent (1/55) of the people in the special interest survey said they would not visit a marine park. In these three cases, personal health was cited as the reason for avoiding marine parks.

Tables 12 and 13 list the interests of and the facilities expected by the people surveyed. The individuals from both groups who responded were primarily interested in viewing marine life and sightseeing. Standard national park facilities such as campsites, (coastal) trails and access roads were commonly expected as were marine interpretive programs. People were also generally interested in boating facilities and boat tours.

When asked to suggest suitable areas for a marine park, the people surveyed suggested over 30 different coastal areas. The four most commonly listed choices were Terra Nova, Gros Morne, the tip of the Northern Peninsula and the St. John's area (Conception Bay, Logy Bay and Middle Cove). Table 14 lists all areas mentioned more than once as suitable sites for a marine park.

The most frequently noted concerns with respect to the establishment of a marine park in Newfoundland revolved around the protection of local rights, smooth implementation of park policy, Newfoundland's getting left out of the marine parks program, the need for good park management, and the need for a biologically special area to be chosen (see Table 15).

The two surveys suggest that Newfoundlanders favour the concept of marine parks and would welcome their development.

National Parks in Labrador

When asked if they would like to see a national park or parks in Labrador, 59 percent (40/68) of the people in the random survey responded affirmatively, four percent (3/68) responded negatively and 37 percent (25/68) were unsure. 84 percent (46/55) of the people in the special interest survey favoured the establishment of a national park or parks in Labrador, while two percent (1/55) were against it and 15 percent (8/55) were unsure.

Most of the people supporting the establishment of national parks in Labrador who made comments, mentioned scenic attractions and the desire to preserve special areas for the future (see Table 16). Of the four people who disagreed with parks in Labrador, two believed that not enough people would be attracted to the area, one made no comments, and the one special interest person stated that he would like to see parts of Labrador preserved; but he believed that Wilderness Reserves would provide better protection. Seven of the people (six random and one special interest) who stated that they didn't know if there should be a national park or parks in Labrador, claimed they had no knowledge of the issue or area while two people in the special interest survey were concerned that such parks might go against local wishes. None of the other people who were uncertain about the Labrador park question provided comments.

The seven questionnaires that were known to be from Labrador residents (four special interest groups and three random - there were possibly more) all supported the creation of national parks in Labrador. No mention was made of the previous unsuccessful attempts

to establish national parks in Labrador, and there was no response from any group identifying itself with native concerns.

PARKS POLICY

Questions 16 to 27 in the questionnaire dealt with several aspects of national park policy and performance, and provided space for comments.

Guaranteed Wilderness Preservation

When asked if they would favour a federal act of parliament guaranteeing wilderness preservation within the national parks against increased recreational demands, 77 percent (50/65) of the people in the random survey and 78 percent (43/66) of the people in the special interest survey answered affirmatively. Five percent (3/65) of the people randomly surveyed and nine percent (5/55) of the people in the special interest survey indicated that they would oppose such an act while the other people surveyed were unsure.

The comments put forward by those supporting a federal act implied that parks are primarily areas of wilderness that have been put aside for the future and we should guarantee their existence. 20 people in the random survey and 13 in the special interest survey commented on their support for such an act. One person in each survey commented that we should have different parks for different activities while one person in the random survey believed that some recreational facilities can be expanded without disturbing the wilderness.

One of the people in the random survey who listed himself as uncertain, stated that he didn't think anything should be guaranteed forever while another wanted limited hunting included with the guarantee. The two comments made by special interest people who were unsure if they would support such an act were:

- that wilderness preservation in national parks shouldn't require a parliamentary act
- that recreational demands should not be ignored.

Of the three people in the random survey who were against any such act, one had no comments, one stated that there should be less, not more, restrictions in national parks, and one believed that recreational space can be expanded in the Newfoundland parks without threatening wilderness protection.

The four people in the special interest group who opposed any such act and made comments, also had a variety of reasons. One person wanted a chance to hunt and trap in national parks while another called the forests of Terra Nova National Park a disaster and stated that logging and forest management would help. Both of these people opposed strengthening the restrictions against resource use. The other two people in the special interest survey who opposed such an act stated that recreation shouldn't be ignored, and one of the two called for expansion of the recreational facilities.

In general, it appears that the majority of people surveyed would support a federal act of parliament protecting wilderness from recreational demands in the national parks, but they don't want the recreational aspects of parks ignored or downgraded.

Parks Canada's Performance in Meeting Objectives

When asked to rate Parks Canada's performance in pursuing its primary objective, which is "to protect for all time, those places which are significant examples of Canada's natural and cultural heritage, and also to encourage public understanding, appreciation and enjoyment of this heritage in ways that leave it unimpaired for future generations," 20 percent (13/65) called it "satisfactory," zero percent (0/65) called it "poor," and 25 percent (16/65) were not certain. Fifteen percent (8/65) of the people in the special interest survey ranked Parks Canada's performance as "very good" while 38 percent (21/55) called it "good," 31 percent (17/55) called it "satisfactory," nine percent (5/55) called it "poor," and seven percent (4/55) were not certain.

Five persons in the random survey and four in the special interest survey called the performance good or very good while

commenting that Parks Canada does protect and preserve Canada's natural and cultural heritage. The other comments covered a broader spectrum of points and are listed in Table 17.

Overall, it appears that people are satisfied with Parks Canada's performance in pursuing its objectives.

Effectiveness of the Current Parks System in Raising Awareness

When the randomly surveyed were asked if they thought that national parks, national historic parks, national historic sites and national marine parks were an effective way of raising Canadians' awareness of their national and cultural heritage, 46 percent (30/65) answered "yes" (very much so), 38 percent (25/65) responded "yes" (reasonably so), nine percent (6/65) did not know, and six percent (4/65) said "no" (there are better ways). 41 percent (22/54) of the special interest groups replied "yes" (very much so), 48 percent (25/54) said "yes" (reasonably so), 11 percent (6/54) did not know and zero percent (0/54) responded "no" (there are better ways).

Most of the comments in the two surveys discussed the importance of the Parks Canada system. Six individuals in the special interest survey and five in the random survey noted that the system should put more emphasis on education. The one special interest individual who responded that he didn't know a lot about the park system's performance and who provided comments, stated that we could be promoting all of Canada as a wilderness paradise.

Generally, it appears that the Parks Canada system enjoys popular support as an effective means of raising Canadians' awareness of their natural and cultural heritage.

Support of Continued Park Development

When asked if they supported the Parks Canada policy of endeavouring to establish national parks or national marine parks in each of the 39 terrestrial and nine marine regions identified by Parks Canada, 39 percent (25/64) of the people in the random survey

stated that they strongly support the policy, but 25 percent (16/64) said that they did not know or were not certain. In the special interest survey, 44 percent (24/54) strongly supported the policy and an additional 44 percent (24/54) stated that they supported the policy. Two percent (1/54) of those surveyed in the special interest groups opposed the policy while nine percent (5/54) were not certain.

Two people in the random survey who weren't certain about the policy commented that the establishment of national parks should depend on the attitudes, customs and desires of the people in the designated areas. Two people in the special interest groups noted that they supported the process of continued national park development, but the current system is too slow; and Canada is losing valuable wilderness. Other comments from individuals in the special interest group who supported continued park establishment included a discussion of and warning about logistical difficulties in certain areas, a call for better protection of the many biologically valuable areas outside Parks Canada's influence and a comment that perhaps certain valuable areas could be more effectively protected. The one person who opposed the current policy of park development stated that national parks should be biologically called for and not politically expedient.

A number of people in both surveys stated that they would have to know the designated areas before they could elaborate on the current policy of park development, but generally the surveys suggest that the majority of people support or strongly support the continued establishment of national parks or national marine parks in the regions identified by Parks Canada.

Commercial Resources in the National Parks

When asked if they believe that the National Park policy of prohibiting commercial harvesting of the natural resources of parks (i.e., logging, hunting, fishing, trapping, etc.) was good, 76 percent (50/66) of the respondents in the random survey replied that they supported the policy, 15 percent (10/66) were against the policy and nine percent (6/66) did not have a definite opinion. 65

percent (35/54) of the people in the special interest survey supported the policy of prohibiting natural resource harvesting while 30 percent (16/54) opposed it and six percent (3/54) were not certain.

In the random survey, two of the people who disagreed with the policy noted that population explosions and other problems might have to be dealt with. One of the random survey individuals who supported the policy added this same proviso. Four other randomly surveyed individuals who disagreed with the policy and an additional two who were not sure suggested that national parks should be able to handle a well-managed, multiple-use policy while another stated that national parks shouldn't prevent people from making a living. One randomly surveyed individual who stated that he was not sure about the policy suggested that logging and trapping, etc., as part of the regional identity, might be acceptable. Two other individuals who were randomly surveyed disagreed with the policy stating that fishing only should be allowed.

The comments received in the special interest survey also covered a broad range. Six people who disagreed with the existing policy stated that the banning of commercial resource utilization should depend on local rights and traditions. Three people agreed with the existing policy excepting the cases of population explosions or other extraordinary problems, while one person cited the same possibilities as his reasons for disagreeing with the policy. Other special interest individuals who supported the policy commented that demonstration areas showing natural resource utilization techniques could be educational and acceptable to national parks, that political pressure could overturn the existing policy as was the case in the United States, that fishing rights must be maintained (two people made this comment), that some well-managed multiple resource use might be possible, and that any other policy would ruin our only chance to see nature undisturbed. One special interest person who stated that he was not sure of his position on the policy thought that well-regulated hunting and fishing might be possible. The other comments from people in the special interest groups who disagreed with the policy of restricting commercial resource use revolved around well-managed multiple use

(two comments), the right to make a living regardless of the national parks (one comment), and the need for selective cutting of trees.

The majority of people in both surveys supported the policy of prohibiting commercial resource utilization in national parks; however, a significant number of people noted that the unconditional implementation of such a policy could potentially cause problems and that well-planned responses to situations and suggestions as they arise is a necessary part of this policy.

Public Consultation in the Park Establishment Process

When asked if they thought that the present policy of public consultation prior to the establishment of national parks was adequate and should continue, 83 percent (54/65) of the random survey answered affirmatively, two percent (1/65) answered negatively and 15 percent (10/65) were not sure or did not know. Seventy-nine percent (44/56) of the people in the special interest survey answered the question affirmatively, 14 percent (8/56) answered it negatively while seven percent (4/56) were not sure or did not know.

Six people in the special interest survey and three in the random survey who answered yes commented that the process should continue but may not be adequate. The majority of these people cited problems with the establishment of Gros Morne to support their allegation. Two other special interest individuals commented that the process should continue but needs expansion to better incorporate social studies and local concerns. Three out of the four special interest people who answered "no" made comments about the adequacy of the process and cited problems with Gros Morne. Another special interest person called the process inadequate stating that Parks Canada should consult local professionals while another who was not sure commented that, in the past, the process was adequate. One individual in the random survey who noted that he was not sure of the adequacy of current policy commented that Parks Canada should not only consult but should also incorporate public suggestions.

In general, the process of public consultation is strongly supported; however, there are people who question the adequacy of this process in the past.

Expropriation of Private Land for Park Purposes

When asked if they supported expropriation as a means of acquiring land essential for park purposes, five percent (3/64) of the people in the random survey stated that they strongly supported it, 45 percent (29/64) supported it with conditions, 14 percent (9/64) opposed it with conditions, 16 percent (10/64) strongly opposed it and 20 percent (13/64) responded that they did not know. In the special interest survey, 13 percent (7/55) supported expropriation, 67 percent (37/55) supported expropriation with conditions, seven percent (4/55) opposed it with conditions, seven percent (4/55) strongly opposed it and five percent (3/55) responded that they did not know. The people in both surveys who opposed or strongly opposed expropriation of land for park use commented that government should not have that much power and should respect the rights of the landowners. Some thought that with cooperation, the people should be able to stay or that boundaries should be rearranged. Regardless of the answer chosen, the issue of expropriation generated a large number of comments, most of them urging fairness or providing suggestions such as personal ownership of property under park supervision, incorporation by the parks of local people and activities, letting the people stay, bringing in a land and construction freeze, and taking over gradually with time. Two people in the random survey suggested arbitration by an impartial third party. Three people in the special interest survey supported expropriation only if an endangered species or a unique area was threatened while another special interest person noted that expropriation is necessary for some parks such as Pacific Rim. A special interest person opposed to expropriation warned, "Remember Jackie Vautour." Another special interest person who supported expropriation with conditions noted that some parks concessions to the province of Newfoundland such as the golf course at Terra Nova and the tramway at Gros Morne, were foolish.

Expropriation of land considered vital to park purposes is a very emotional and volatile issue, and most of the answers in both surveys were accompanied by pre-conditions. Fairness, good public communication and consultation, justification, and a willingness to cooperate and compromise are all important if privately owned land is considered essential to park purposes. Expropriation is an unpopular last resort.

Human Interference with Natural Processes

With the randomly survey people were asked if they agreed with non-interference in natural processes such as fire, disease and insects occurring within park boundaries, 28 percent (18/64) stated that they strongly agreed with this principle, 34 percent (22/64) stated that they agreed with it, 23 percent (15/64) disagreed with it while 14 percent (9/64) had no opinion. The special interest survey had 21 percent (12/56) strongly supporting non-interference, 34 percent (19/56) supporting it, 39 percent (22/56) disagreeing with it and five percent (3/56) with no opinion.

Five people in the random survey who opposed the principle of non-interference commented that fires and disease should be stopped while another three mentioned fire only. Another randomly surveyed individual disagreed and commented that it depended on the park and the situation - rabies or the bubonic plague should be dealt with. Two people from the random survey who supported the non-interference principle noted the exceptions of fire and disease.

Five people from the special interest survey who disagreed with the principle stated that we should put out fires while five more noted that it depended on the park and the situation. The one example here was interference to protect an endangered species. Four special interest people urged that fires should be stopped since most that occurred in a national park would be man-made and not a naturally occurring process. One special interest person urged spraying the trees to control budworms.

The two surveys suggest that, in principle, people generally support the idea of letting naturally-occurring processes continue

without human interference inside park boundaries. The comments leave the impression, however, that while restricted fires might be acceptable, most people would urge that major fires be fought.

Traditional Resource Uses

When those randomly surveyed were asked if traditional subsistence resource use should be continued in an area once it becomes a national park, 38 percent (24/64) strongly agreed and 47 percent (30/64) agreed that it should. Six percent (4/64) of the random survey people felt that traditional resource use should stop once an area becomes a national park, while nine percent (6/64) had no opinion. In the special interest survey, 42 percent (23/55) strongly agreed and 51 percent (28/55) agreed that traditional subsistence resource use should be permitted while seven percent (4/55) disagreed. The comments and their frequency are listed in Table 18.

In Newfoundland and Labrador, there is strong support for the maintenance of traditional subsistence resource uses. Many comments implied that national parks in Newfoundland, and especially Labrador, should allow use of traditional resources by local people.

Outside Commercial Interests

When people in the random survey were asked if they agreed with the location of commercial facilities such as hotels and stores outside of national park boundaries, 36 percent (23/64) said they strongly agreed and 45 percent (29/64) said they agreed with this. Sixteen percent (10/64) disagreed with putting facilities outside of parks while three percent (2/64) had no opinion. Forty-six percent (25/54) of the people in the special survey interest strongly agreed that commercial facilities should be kept out of parks and an additional 33 percent (18/54) agreed, while 19 percent (10/54) disagreed and two percent (1/54) had no opinion. Table 19 lists the comments on the policy of keeping commercial facilities located outside of park boundaries.

It was generally agreed that as far as possible, commercial facilities should be located outside park boundaries or if allowed within the parks, should be very carefully controlled so as not to detract from the park.

Alternatives to Parks and Parks Policy

When asked to suggest alternatives to the current Parks Canada system for protecting and preserving our natural heritage, 11 people in the random survey responded that the current system was excellent or as good as you could get. An additional eight people complemented the present system but noted that it could be improved by *more policing in the parks*. One person in the random survey proposed an alternative system of multi-use parks which allowed hunting and fishing while the one other alternative suggested by the random group was a province-wide revamping of the provincial parks and the educational system so as to vigorously promote wilderness education, protection and preservation. The national parks would be a complementary and integral part of this system.

When asked to suggest alternatives to the current Parks Canada system, eight people in the special interest survey responded that Parks Canada was doing an adequate or excellent job of natural heritage protection. The other special interest people who made suggestions had a variety of ideas; which are as follows:

- combine national parks with provincial wilderness areas so that Parks Canada expertise would be available for land use *planning*
- maintain the present system but greatly increase the effort put into education and interpretation, especially education about fresh water systems
- turn parks into provincial wilderness areas for better protection
- revamp the system to take the emphasis off preservation, and harvest the dead wood at Terra Nova
- complement the current system with a national wilderness and wild rivers system

- put more emphasis on wilderness preservation and less on recreation. More specifically, expand Gros Morne to White Bay so as to include the range of that caribou herd
- develop a federal system of ecological preserves, wild river preserves and wilderness areas
- develop new Parks Canada educational programs to complement the present system
- add buffer zones similar to the parks in France to the current system
- turn the current parks into multiple-use parks
- expand Parks Canada to manage industrial enclaves as well
- create a system of nature reserves where endangered species are not only protected but enhanced.

The majority of people in both surveys made no suggestions and, as noted before, seemed satisfied with the performance of Parks Canada in preserving their natural heritage.

Designation of Critical Ecological Areas for Protection

Part of the Newfoundland caucus process is the identification of critical ecological areas. People in both surveys were asked to designate priority areas which they thought should be given protection.

Table 20 lists the areas cited in the two surveys as being critical ecological areas in need of protection. The reasons given for protection of the areas designated were that better wildlife management and protection were needed, that the areas were very scenic, or both. Industrial operations in the areas, resource over-use by industry or local people, and vandalism were all cited as threats to the wildlife and scenery in the designated areas. Some protected areas (i.e., seabird islands, the Avalon Wilderness Area, national parks) were also listed with the comment that, despite the area's protected status, there is still hunting and poaching.

NATIONAL HISTORICAL PARKS

Signal Hill was the most commonly visited National Historic Park in the province (see Table 21); and national historic parks in general were well visited in comparison with other historic areas (see Table 22). The most commonly cited sources of information about the historic areas for the individuals in the two surveys were friends and tourism-related literature (see Table 23).

When asked if they believed that national historic parks along with museums and provincial historic sites were a good representation of Newfoundland's cultural heritage, 75 percent (48/64) of the individuals randomly surveyed responded affirmatively, eight percent (5/64) responded negatively and 17 percent (11/64) did not know. Sixty-nine percent (38/55) of the people in the special interest survey thought that they were a good representation of Newfoundland's cultural heritage while 11 percent (6/55) disagreed and 20 percent (11/55) were not sure.

Most of the comments from people in the random survey who thought that our national historic parks, museums and provincial historic sites were a good representation of our cultural heritage (16 people) discussed the educational value of the existing areas. One person randomly surveyed who did not know how to rate the current system, noted that Newfoundland's second largest city, Corner Brook, has had culturally significant areas ignored. The five randomly surveyed people who weren't satisfied with the current representation of Newfoundland's cultural heritage commented that parts of the province, especially Labrador, are currently ignored (two people), that more historic areas need to be preserved (two people), and that there is not enough emphasis placed on Newfoundland's fishing heritage and traditions (one person). When asked to make specific comments or suggestions on Newfoundland's national historic parks, four people in the random survey recommended the expansion of some facilities and the creation of more parks while another recommended a coastal village historic park similar to Peggy's Cove in Nova Scotia. The coastal village

historic park idea was also suggested by one individual in the special interest survey.

Eleven people in the special interest survey commented on the educational and heritage value of the existing historic areas. Other people were supportive of the current system but had criticisms including feeling that special areas and cultures including prehistoric cultures have been left out (three people), lack of funding for important projects (one person), and the over-development of Cape Spear (one person). Two people in the special interest survey who were not sure about the adequacy of the present system complained about areas being left out. This same criticism was levelled by the special interest people who called the present system inadequate. They also commented on the general lack of funding for historic projects (two people), the need for improvement of existing national historic parks (one person), and the restriction in the scope of current national historic parks and their lack of attention to our fishing and hunting traditions (four people). One special interest person noted that things are inadequate but are getting better. When asked to make suggestions for improving the current national historic park system, two special interest people called for more funding, two suggested that we should preserved and promote Newfoundland's current unique culture now, instead of rebuilding it later, and one person commented that too much money was spent on "gadgets" such as film projectors and not enough on artifacts and giving people the chance to personally experience their culture.

In general, however, most of the people surveyed were supportive of national historic parks and believed that they were doing a good job in preserving and promoting aspects of the cultural heritage of Newfoundland and Labrador.

PROVINCIAL PARKS

Ninety percent (56/62) of the people randomly surveyed had visited a provincial park at least once in the past five years, including 48 percent who had visited them on five or more occasions during that period (see Table 24). Ten percent (6/62) had not

visited a provincial park in the past five years, including five people (eight percent) who stated that they had never visited a provincial park. Five percent (3/56) of the people in the special interest group survey had never visited a provincial park. Eighty-seven percent of the special interest group had visited a provincial park one or more times in the past five years, including 64 percent who had visited them on five or more occasions.

The length of time that people spent in provincial parks varied but was generally four days or less for both groups surveyed (see Table 25). People participated in a variety of recreational activities with hiking, picnicking, swimming, wildlife watching, camping, fishing and sight-seeing being the most popular activities listed (see Table 26).

Twelve percent (7/59) of the people randomly surveyed and 14 percent (7/51) of the special interest group had been exposed to the interpretive programs offered by provincial parks. Several people in both surveys noted that they were unaware that provincial parks offered any interpretive programs.

The recreational opportunities found in provincial parks were labelled as good or excellent by 34 percent of the people randomly surveyed, while 25 percent of this group called them inadequate or terrible. Thirty-eight percent of the special interest group rated recreational opportunities as good while 20 percent called them inadequate (see Table 27).

The camping facilities (campgrounds, roads, picnic sites, etc.) at provincial parks were labelled as good or excellent by 39 percent of the people randomly surveyed and 33 percent of the special interest groups (see Table 28).

When asked if they thought parks fees were too high, 39 percent (21/54) of the randomly surveyed group who expressed an opinion said "yes" while 61 percent (33/54) answered "no." The other people in the random survey stated that they did not know. Eighty-eight percent (33/41) of the special interest group who expressed an opinion stated that they thought the fees were reasonable while 21

percent (8/41) stated that they were too high. Five percent (3/55) of those randomly surveyed believed that there were too many restrictive regulations while 95 percent (52/55) disagreed. Seven percent (3/42) of the special interest group thought that provincial parks regulations were too strict while 93 percent (39/42) disagreed.

Several parts of the questionnaire provided the opportunity to suggest changes and improvements in the recreational and camping facilities found in provincial parks. Table 29 lists the suggestions and comments made by the people surveyed. Generally, the people in both groups wanted better control of drinking and camper behaviour, more recreational opportunities, lifeguards at the swimming sites and more interpretive programs. The existence of the current provincial park interpretive programs does not appear to be widely known and several people actually called for the introduction of such programs. The majority of people wanted some campground facilities upgraded; however, other people were satisfied with the status quo. When specifically questioned, 75 percent (46/61) of the random survey and 63 percent (32/51) of the special interest group stated that they would like the camping facilities in provincial parks upgraded while 16 percent (10/61) of the random group and 22 percent (11/51) of the special interest group wanted the camping facilities left as they are.

Although there were many suggestions for improved recreational facilities in Table 29, Table 30 demonstrates that the "outdoors" aspect of provincial parks is very important to people.

When asked to rank the importance of various social, recreational and conservation aspects of the provincial parks, the rank averages for both groups indicated that wildlife preservation was the most important aspect of provincial parks (see Tables 31 and 32). Both groups ranked the social and interpretive aspects of provincial parks as being of the least importance; but as with the other categories, there were individuals who ranked these aspects higher than any other.

In general, the two surveys suggested that, although popular, the provincial parks are perceived to need upgrading in a variety of areas. It seems possible that economic factors could regulate the future policies of provincial parks in Newfoundland.

ALTERNATIVES TO NATIONAL AND PROVINCIAL PARKS

Both surveys suggest that the public view parks as areas of recreational and social importance as well as seeing them as areas for the preservation of wildlife. Through the Wilderness and Ecological Reserves Act, the Newfoundland government is creating areas specifically for wildlife and habitat preservation while at the same time, Newfoundlanders are increasingly camping in groups in open fields and gravel pits. In both cases, the multi-purpose aspects of parks are rejected in favour of more singular objectives.

Gravel Pit Camping

When asked if they had ever camped in gravel pits, 51 percent (32/64) of those randomly surveyed and 31 percent (17/54) of the special interest group answered "yes." Table 33 lists the variety of reasons cited by the people who had camped in gravel pits. The most frequently cited reason for gravel pit camping was the unavailability of parks in the area in question, although absence of fees, regulations and size limits were also significant factors.

Wilderness and Ecological Reserves

Table 34 lists the responses by people in the random survey when asked to estimate the number of wilderness reserves in Newfoundland. Eighteen percent (11/61) correctly answered that there was one. Later, when informed that there was only one wilderness reserve (the Avalon Wilderness Area) in Newfoundland, 74 percent (49/66) of the people randomly surveyed stated that they would support more wilderness reserves while two percent (1/66) stated that they would not support them. Thirty-nine percent (20/51) of the people in the special interest survey knew that Newfoundland had one wilderness reserve and 98 percent (49/55) supported the creation of more reserves while four percent (2/55)

opposed it. When asked if they thought wilderness reserves were a good idea, 91 percent (60/66) of the random group surveyed answered yes while nine percent (6/66) were not sure. Ninety-three percent (51/55) of the special interest group thought they were a good idea, five percent (3/55) disagreed and two percent (1/55) were not sure. When asked if they thought ecological reserves were a good idea, 91 percent (60/66) of the people randomly surveyed answered yes while nine percent (6/66) were not sure. Ninety-five percent (52/55) of the people in the special interest survey supported ecological reserves, four percent (2/55) were not sure and two percent (1/55) were against them. When the random group was asked if they would like to see more ecological reserves, 53 percent (34/64) responded yes, three percent (2/64) answered no and 44 percent (28/64) were not sure. Eighty-two percent (46/56) of the special interest group would like to see more ecological reserves while 18 percent (10/56) were not sure.

The surveys suggest that, in general, people are not opposed to the areas of land not designated as parks being set aside for wildlife preservation.

RESOURCE USE AND RESOURCE USE CONFLICTS

The questionnaire examined outdoor activities not associated with parks, and perceptions of environmental and resource use conflicts in Newfoundland. Table 35 lists the outdoor activities in which people in both surveys have participated in the last two years. The majority of people surveyed participated in outdoor resource utilization with berry picking, camping and fishing being the most popular activities. Smaller numbers participated in environmentally damaging facilities such as shooting songbirds, but a large number of people admitted to driving all-terrain vehicles through the countryside which reflects the increasing popularity of these potentially damaging machines.

The questionnaire also examined several ongoing environmental conflicts in Newfoundland and Canada in general. Forty-nine percent (32/65) of the people surveyed randomly favoured having the Little Grand Lake Area designated as an ecological reserve because it is

the last area in Newfoundland where the once abundant Pine Marten are found, despite the fact that the area's timber resources are considered valuable to the forest industry. Eleven percent (7/65) disagreed with this potential designation while 40 percent (26/65) were not sure. Eighty-eight percent (45/56) of the people in the special interest survey favoured this designation, eight percent (5/56) opposed it, while 11 percent (6/56) were not sure. Eleven percent (7/66) of those randomly surveyed favoured allowing an oil company to build a facility on an offshore seabird island/ecological reserve, while 18 percent (12/66) were not sure and 71 percent (47/66) were against it. Two percent (1/55) of the special interest group favoured allowing such a development, nine percent (5/55) were not sure and 89 percent (49/55) opposed the idea. When asked to comment about conflicts between industrial development and wildlife preservation, some people noted that they would always exist while other suggested that compromise and good management were needed.

When the people randomly surveyed were asked to comment on the provincial wildlife management system, 43 percent (28/65) said that they believed it was working, 34 percent (22/65) thought it was not, while 23 percent (15/65) were not sure. In the special interest survey, 31 percent (17/54) thought it was working, 35 percent (19/54) thought it was not, while 33 percent (19/54) were not sure. Many comments revolved around the high incidence of wildlife poaching in the province with the random group (n=65) ranking its severity at 8.39 on a scale of 0 (no problem) to 10 (very severe). The special interest group (n=51) ranked the problem of poaching at 9.25.

Forty-three percent (28/65) of those randomly surveyed thought that the Atlantic Salmon fishery was in trouble, 11 percent (7/65) thought that it wasn't and 46 percent (30/65) were not sure. Eighty-three percent (45/54) of the special interest survey thought that the fishery was in trouble, four percent (2/54) disagreed and 13 percent (7/54) were not sure.

When asked if they thought parks had a place in urban areas, 52 percent (33/64) of those randomly surveyed said yes, 30 percent

(19/64) said no and 19 percent (12/64) were not sure. Ninety-one percent (49/54) of the special interest survey thought that parks had a place in urban areas, six percent (3/54) disagreed and three percent (2/54) were not sure.

Seventy-three percent (48/66) of the random survey thought that acid rain posed a threat to Newfoundland and Labrador, nine percent (6/66) disagreed and 18 percent (12/66) were not sure. Seventy-six percent (42/55) of the special interest group thought that acid rain posed a threat, four percent (2/54) disagreed and 20 percent (11/54) were not sure.

In general, the people surveyed frequently used outdoor resources and seemed to be conscious of resource-related issues.

THE FUTURE OF THE PARKS SYSTEMS IN NEWFOUNDLAND AND LABRADOR

Tables 36 and 37 list the responses from both surveys when people were asked about the future of the national and provincial park systems.

Generally, people are interested in the creation of more parks and the expansion of the existing facilities and activities. The public of Newfoundland and Labrador is looking forward to a larger and more diverse system of parks in the future.

NOTE

1. This contribution to the Atlantic caucus survey should be considered a "first draft." It is hoped the document will be useful as a basis for further discussions on parks systems generally and especially national and provincial parks in Newfoundland and Labrador.

TABLE 1
FREQUENCY OF PARK USE OVER THE PAST FIVE YEARS
FOR SURVEYED INDIVIDUALS

No. of Visits	RANDOM		SPECIAL INTEREST	
	No. per Category (n = 68)	%	No. per Category (n = 56)	%
0	16	24	3	5
1	10	15	6	11
2 - 4	19	28	25	45
5 - 8	13	21	10	18
More than 9	8	12	12	21
Unsure if ever	2	3	0	0

TABLE 2
 HIGHEST EDUCATIONAL LEVELS
 OF THE SURVEYED INDIVIDUALS

Level	RANDOM		SPECIAL INTEREST	
	No. per Category (n = 67)	%	No. per Category (n = 53)	%
Grades 0 - 5	4	6	1	2
Grades 6 - 8	12	18	0	0
Grades 9 - 11	28	42	6	11
Technical or vocational school	12	18	1	2
Some university	6	9	9	17
University degree	4	6	11	21
Some graduate work	1	1	6	11
Masters degree	0	0	10	19
Ph.D.	0	0	7	13
Law school or medical school	0	0	2	4

TABLE 3
ANNUAL HOUSEHOLD INCOME BEFORE TAXES
OF THE SURVEYED INDIVIDUALS

Income Level	RANDOM		SPECIAL INTEREST	
	No. per Category (n = 68)	%	No. per Category (n = 56)	%
Less than 5,000	4	6	1	2
5,000 - 9,999	8	12	3	5
10,000 - 14,999	9	13	3	5
15,000 - 19,999	12	18	2	4
20,000 - 24,999	7	10	3	5
25,000 - 34,999	5	7	11	20
35,000 - 49,999	8	12	14	25
50,000 - 99,999	4	6	14	25
Over 100,000	0	0	1	2
Didn't answer	11	16	4	7

TABLE 4

AVERAGE LENGTH OF TIME PER VISIT TO NATIONAL PARKS AS ESTIMATED
BY THE SURVEYED INDIVIDUALS WHO VISIT PARKS

Time Period	RANDOM		SPECIAL INTEREST	
	No. per Category (n = 56)	%	No. per Category (n = 54)	%
Less than 1 day	15	27	13	24
1 day	15	27	10	19
2 - 4 days	21	38	26	48
5 - 7 days	4	7	3	6
1 - 2 weeks	1	2	2	4

TABLE 5
ACTIVITIES PARTICIPATED IN AT THE NATIONAL PARKS

Activity	RANDOM		SPECIAL INTEREST	
	No. per Category (n = 56)	%	No. per Category (n = 54)	%
Hiking	29	52	41	76
Skiing	3	5	12	22
Canoeing	4	7	12	22
Picnicing	38	68	36	67
Swimming	30	54	21	39
Boat tours	9	16	5	9
Wildlife observation	17	30	34	63
Camping (campsites)	28	50	28	52
Interpretation programs	12	21	28	52
Fishing	24	43	11	20
Scuba diving	1	2	3	6
Sailing	2	4	2	4
Sightseeing	35	63	33	61
Golf	3	5	2	4
Wilderness camping	5	9	17	31
Other activities*	4	7	1	2

* Dancing, shopping (Banff), movies, bonfires, ski workshops

TABLE 6

EVALUATION OF RECREATIONAL OPPORTUNITIES (HIKING TRAILS, SWIMMING, INTERPRETIVE PROGRAMS, ETC.) FOUND IN NATIONAL PARKS BY THE SURVEYED INDIVIDUALS WHO HAD PARTICIPATED IN RECREATIONAL ACTIVITIES

Rating	RANDOM		SPECIAL INTEREST	
	No. per Category (n = 49)	%	No. per Category (n = 49)	%
Excellent	13	27	10	20
Good	28	57	35	71
Adequate	7	14	4	8
Inadequate	1	2	0	0
Terrible	0	0	0	0

TABLE 7

EVALUATION OF CAMPING FACILITIES (CAMPSITES, CABINS, SHOWERS, ETC.)
 FOUND IN NATIONAL PARKS BY THE SURVEYED INDIVIDUALS
 WHO HAD PARTICIPATED IN RECREATIONAL ACTIVITIES

Rating	RANDOM		SPECIAL INTEREST	
	No. per Category (n = 46)	%	No. per Category (n = 40)	%
Excellent	10	22	9	23
Good	24	52	20	50
Adequate	12	26	11	28
Inadequate	0	0	0	0
Terrible	0	0	0	0

TABLE 8

COMMENTS AND SUGGESTIONS FOR IMPROVEMENTS TO THE RECREATIONAL
OPPORTUNITIES AND CAMPING FACILITIES FOUND IN NATIONAL PARKS

Random Survey

- 01 Would like to see baseball fields at national parks.
- 02 Would like to see a few more cook-up shelters, more swings for the children, a miniature golf course, a recreation centre and an increase in size and number of campsites at Terra Nova.
- 03 Would like tennis courts and more hiking trails. Also closer cooperation between parks employees and campers, and more park educational programs.
- 05 Would like more activities for children.
- 08 Would like to see more recreational facilities such as swimming pools, entertainment centres for children, hayrides, miniature golf, boat tours and more organized events to get people together.
- 13 Would like more fireplaces and less mosquitos. Feel trees should be sprayed.
- 14 Would like bigger parking spaces for mobile homes and late-night movies.
- 19 Would like RCMP kept out of park so adults could party more. Also better playgrounds for children.
- 21 Would like to see animals, sandy beaches, more picnic areas and a kids' funland in Terra Nova.
- 22 Would like to see miniature golf games.
- 23 Would like to see more recreational facilities and more picnic sites in Terra Nova. Feels the existing one on the north side of Newman South is too crowded sometimes, and one should be set up on the south side.
- 24 Would like more campsites, showers, laundry facilities and horseback riding.
- 25 Would like a lounge for adults in the park and more recreational facilities for children.

TABLE 8
(continued)

- 28 Would like campsites further apart for more privacy.
- 29 Would like more activities including having canoes and boats available. Also more activities for senior citizens.
- 33 Would like to see boat tours.
- 35 Would like cleaner campsites, drinking restricted, horseshoes, darts and horse riding facilities. Also more campsites.
- 36 Would like improved non-trailer campsites.
- 39 Would like more supervised swimming and better facilities for outdoor fires.
- 41 Would like to see liquor consumption restricted or confined to certain areas of the parks. Would also like less crowded campsites.
- 43 Would like more recreational facilities such as tennis courts, swimming areas, volleyball courts, boat tours. Also would like more park facilities to accommodate the increasing number of park users.
- 44 Would like limited rabbit snaring, wilderness survival courses and more marine activities. Thinks that the golf course at Terra Nova is a great idea. Would like to see more winter activities.
- 49 Would like an area for older people to camp because parks are often too noisy.
- 52 Would like to see stricter liquor regulations and more policing.
- 56 Would like to see a two-week maximum stay enforced at every park facility. Would like to see more playground facilities and activity programs for children. Would also like more park interpretation programs, reduced rates for longer stays and more sports fishing facilities.
- 59 Would like to see more electrical hook-ups.
- 60 Would like cleaner campsites, more recreational facilities and a reservation of campsites system.

TABLE 8
(continued)

- 61 Would like more picnic tables.
- 62 Would like more washrooms and horseback riding.
- 64 Would like more private campsites and permission to have two campers per site if desired.
- 66 Would like more hiking trails, bike trails and facilities for children. Would also like boat rentals.
- 67 Would like more cookhouses and facilities for open fires. Would also like more fishing facilities, boat rentals and organized wilderness trips.
- 68 Would like more camping facilities and guided tours.

Special Interest Survey

- 06 Would like improved (self-guiding) interpretive material and guided programs.
- 08 Would like enhanced public education projects such as demonstrations of how natural ecosystems work and the effects of fire, soil erosion and over mature trees.
- 10 Would like more emphasis on attracting young people to nature. Ideas include "signed" trails and movies on the outdoors with emphasis on conservation and environmental protection.
- 11 Would like more areas for wilderness camping and better interpretive programs. Stated that the current interpretive programs are not that interesting and are not always readily available.
- 13 Would like more emphasis on Newfoundland's cultural heritage in the national parks. Suggested that visual art displays and outdoor theatre by local artists should be encouraged and that space should be provided to support the arts.
- 19 Would like more emphasis on wilderness protection and education in the national parks system.
- 20 Would like more hiking trails in Gros Morne and more cross country ski trails.

TABLE 8
(continued)

- 21 Would like campsites to be spaced farther apart. Also would like more hiking trails.
- 23 Would like less crowded campsites and better access for older people. Would also like underwater viewing chambers for watching fish and teaching people.
- 25 Would like less automation and more wilderness. Would like no electrical outlets, no roads to wilderness areas and no tramway for Gros Morne.
- 26 Would like upgrading of hiking trails at Terra Nova.
- 27 Would like quieter parks.
- 28 Would like grassy areas (not gravel) for tents as opposed to trailers. Would like more hiking trails at Gros Morne and more cross country ski trails at both national parks. Would like better control of rowdiness and stated that campgrounds should not be the place for drinking parties. Stated that rules about noise and disturbance after hours should be enforced. Deplored intrusive structures such as swimming pools, lifts and golf courses.
- 29 Would like to see large areas of the park left undeveloped. Stated that national parks should stay away from recreational facilities that are not related to the park, such as golf courses and ski lifts.
- 30 Would like more opportunities to see wildlife.
- 31 Would like better advertising of park facilities and more winter activities.
- 32 Would like warm swimming areas, salmon fishing and canoe rentals.
- 33 Stated that multiple use in a tightly controlled fashion should be encouraged.
- 35 Would like educational movies or slide shows on how a park should be used.
- 36 Would like some wilderness camping areas without facilities set aside.

TABLE 8
(continued)

- 40 Would like more natural space between sites and better overflow camping facilities. Would like more contact between the public and park naturalists and wardens. Stated that parks need good, unbiased public input and participation. Stated that national parks need better active and passive interpretive programs.
 - 43 Would like better screening between tent sites and something other than crushed stone on which to put tents. Would like organized winter activities and a fish hatchery program. Stated that fish are plentiful but very small and that there is little information or opportunity for the serious angler.
 - 44 Would like to see parks segregated by age group. Would like to see a swimming pool. Stated that some over mature trees should be cut because of insect infestation.
 - 45 Would like more wilderness campsites and better fishing.
 - 48 Would like low density and high density campsites available. Would like to have trail camping by horseback and winter camping facilities.
 - 49 Would like wilderness camping areas and more hiking trails at Gros Morne.
 - 51 Would like more recreational opportunities and organized hikes.
 - 52 Would like supervised play areas for children, cultural displays and restriction of alcohol use.
 - 54 Stated that organized activities were unwanted and enforcement of quiet after 11:00 PM was necessary.
 - 56 Stated that campsites were crowded together too much. Would like larger camping areas and some grassy camping areas. Stated that all forms of motorized transport should be banned from parks as well as chainsaws and barking dogs.
-

TABLE 9
REASONS WHY THE SURVEYED INDIVIDUALS USED NATIONAL PARKS

Reason	RANDOM		SPECIAL INTEREST	
	No. per Category (n = 49)	%	No. per Category (n = 49)	%
A	32	65	25	51
B	43	88	41	84
C	13	27	16	33
D	21	43	15	31
E	17	35	20	41
F	23	47	11	22
G	1	2	6	12
Other	3	6	3	6

Reasons:

- A: Good spot for weekends and holidays
- B: Feel close to nature and enjoy the outdoors
- C: Nice vacation spot (longer than a weekend)
- D: Convenient overnight stop
- E: Economical holiday spot
- F: Place to go to socialize with friends
- G: Teach others
- Other: Safe, convenient location; good place to get away from it all; camping with convenience

TABLE 10

RANKING OF DIFFERENT ASPECTS OF NATIONAL PARKS ON A SCALE OF
0 (VERY LITTLE IMPORTANCE) TO 10 (EXTREMELY IMPORTANT)
BY PARK USERS IN THE RANDOM SURVEY

Rank	NUMBER OF INDIVIDUALS PER RANK PER ASPECT					
	A	B	C	D	E	F
0	2	4	2	2	2	1
1	1	1	2	0	2	1
2	0	2	1	2	1	0
3	2	3	1	2	2	0
4	0	5	6	1	2	1
5	9	7	10	2	3	2
6	2	4	2	4	3	0
7	4	6	5	7	2	3
8	10	2	7	7	6	8
9	4	6	4	5	6	4
10	13	7	5	15	17	27
Average Rank	7.35	5.85	6.00	7.73	7.37	8.70

- A: National parks as a place for hiking and sightseeing
- B: National parks as a place to socialize with friends
- C: National parks as a place to learn about nature through interpretive programs
- D: National parks as a place to see birds and wildlife
- E: National parks as a place to unwind and get away from it all
- F: National parks as a place for the preservation of wildlife

TABLE 11
 RANKING OF DIFFERENT ASPECTS OF NATIONAL PARKS ON A SCALE OF
 0 (VERY LITTLE IMPORTANCE) TO 10 (EXTREMELY IMPORTANT)
 BY PARK USERS IN THE SPECIAL INTEREST SURVEY

Rank	NUMBER OF INDIVIDUALS PER RANK PER ASPECT					
	A	B	C	D	E	F
0	0	11	0	0	4	0
1	0	6	0	0	0	1
2	1	8	2	0	4	2
3	2	3	1	0	2	0
4	1	3	3	1	1	1
5	3	8	19	4	4	1
6	0	3	5	5	3	0
7	8	5	10	4	3	2
8	13	3	5	16	14	5
9	4	0	3	4	5	6
10	18	1	12	17	12	33
Average Rank	8.06	3.33	7.20	8.16	6.81	8.90

- A: National parks as a place for hiking and sightseeing
- B: National parks as a place to socialize with friends
- C: National parks as a place to learn about nature through interpretive programs
- D: National parks as a place to see birds and wildlife
- E: National parks as a place to unwind and get away from it all
- F: National parks as a place for the preservation of wildlife

TABLE 12
MARINE PARK INTERESTS AS LISTED BY SURVEYED INDIVIDUALS

Interest	RANDOM No. of Individuals	SPECIAL INTEREST Number of Individuals
Boating	7	9
Fishing	3	2
Scuba diving	1	5
Camping	2	2
Photography	4	2
Sightseeing	19	17
Marine life viewing*	30	33
Scientific research	2	3

* Fish, invertebrates, seabirds, whales, algae, etc.

TABLE 13
 FACILITIES EXPECTED AT A MARINE PARK
 AS LISTED BY SURVEYED INDIVIDUALS

Expected Facility	RANDOM No. of Individuals	SPECIAL INTEREST Number of Individuals
Boating, rentals, marinas, etc.	6	15
Fishing equipment	1	1
Scuba equipment	0	5
Underwater fish viewing area	1	6
Water skiing equipment	1	0
Standard national park facilities*	15	12
Boat tours	8	6
Marine interpretive programs	11	14
Marine zoo	14	2
Exotic (non-native) animals	3	1

* Camping, roads, etc.

TABLE 14

AREAS SUITABLE FOR MARINE PARKS AS SUGGESTED MORE THAN ONE TIME
BY INDIVIDUALS IN THE RANDOM AND SPECIAL INTEREST SURVEYS

Area	NO. OF TIMES SUGGESTED	
	Random	Special Interest
Terra Nova National Park	3	6
Gros Morne National Park	4	7
Bay D'Espoir	2	2
Notre Dame Bay	3	3
Northern Newfoundland (St. John Bay, L'Anse aux Meadows, Pistolet Bay)	7	5
Bonavista Bay	4	1
Trinity Bay	4	3
Bay of Islands	3	3
Fortune Bay/Burin Peninsula	5	1
Argentia	2	1
Port aux Basques	2	0
St. John's area (Conception Bay, Logy Bay, Middle Cove)	7	3
St. Mary's Bay	1	1
Coastal Labrador	2	4
All seabird breeding areas	0	2
The designated Parks Canada areas	0	2
All of Newfoundland and Labrador	1	1

TABLE 15

LIST OF CONCERNS ABOUT MARINE PARKS EXPRESSED BY
INDIVIDUALS IN THE RANDOM AND SPECIAL INTEREST SURVEYS

Concerns	RANDOM	SPECIAL INTEREST
	No. of Individuals	No. of Individuals
Protection of local rights	3	7
Need for smooth implementation of policy	2	5
Must ensure boating safety	1	0
Must be accessible/low cost of visiting	3	1
Newfoundland is getting left out of marine park process	3	4
Must be well managed and controlled/avoid over utilization	3	4
Biologically special areas must be chosen	0	6
Environmental protection must be assured	0	3
Place should reflect some Newfoundland culture and heritage	1	1

TABLE 16
 REASONS CITED FOR SUPPORTING THE ESTABLISHMENT OF
 A NATIONAL PARK(S) IN LABRADOR

Reason	RANDOM	SPECIAL INTEREST
	No. of Individuals	No. of Individuals
Make scenic areas more accessible	9	3
Make fishing areas more accessible	4	1
Save and protect scenic area for the future	10	20
Development would promote tourism and Labrador in general	3	10
Preserve and save wildlife and other natural resources	2	13
Convenient place to stay in Labrador	4	2
Unique area/habitat for a national park	2	5
Be fair to Labrador: the Island has two parks while they have none	4	2
Would provide opportunity to preserve and promote the heritage of the local peoples	0	4
Would enhance local recreational opportunities	0	2
Could provide environmental education to local people	0	1

TABLE 17

COMMENTS ON PARKS CANADA'S PERFORMANCE IN FULFILLING ITS
OBJECTIVES FROM RANDOM AND SPECIAL INTEREST SURVEYS

Rating	Comments
<u>Random</u>	
Very good	Complements to parks staff
Very good	Knowledgeable and helpful staff
Good	Helpful staff
Good	More enforcement of rules needed in parks
Satisfactory	More enforcement of rules needed in parks
Good	More emphasis on native peoples and cultural preservation needed
Very good	More emphasis on Newfoundland culture needed
Satisfactory	Pay more attention to the native people's culture
Very good	Should put parks in more areas/land types
Satisfactory	Should put parks in more areas/land types
<u>Special Interest</u>	
Very good	Should consider traditional and aboriginal rights and culture
Good	National parks are good, but they don't protect enough land
Good	More enforcement of rules in parks would enhance enjoyment
Good	Should devote more effort to promoting Newfoundland culture

TABLE 17
(continued)

Rating	Comments
Satisfactory Poor	There is a problem with park overuse Aerial gondolas, hydroelectric dams and the waiving of the Environmental Assessment Review Process conflict with protection
Satisfactory	Swimming pools and gondolas have no place in Gros Morne
Good	More emphasis should be put on education
Good	More emphasis should be put on education
Poor	More emphasis should be put on education
Very good	Things are excellent except some trees should be thinned
Poor	Western Canadian Parks are overexploited but Eastern Canadian parks are good
Poor	The forests should be managed by the lumber industry. My job is more important than preservation
Satisfactory	Some people in Gros Morne are not happy
Good	Parks Canada tends to make parks so accessible that users don't get out of their cars and trailers to enjoy the park

TABLE 18
 COMMENTS ON TRADITIONAL SUBSISTENCE
 RESOURCE USE BY LOCAL PEOPLE

Comment	RANDOM	SPECIAL INTEREST
	No. of People	No. of People
SA: if not in conflict with the park	0	2
A: if not in conflict with the park	2	4
A: if very carefully controlled	6	4
A: otherwise compensation	0	1
A: but should be phased out over time	0	3
D: won't work in long run	0	1
D: time for change and progress	1	1
SA: good communication and common sense are vital	0	1
SA: local people should be given top priority	0	1
SA: but not Gros Morne	0	2
A: provided local population size and resource impact is restricted	0	1
SA: allows others to see our way of life	1	0

SA: strongly disagree

A: agree

D: disagree

TABLE 19

COMMENTS FROM RANDOM AND SPEICAL INTEREST SURVEYS ON THE POLICY OF
KEEPING COMMERCIAL FACILITIES OUTSIDE PARK BOUNDARIES

Comment	RANDOM	SPECIAL INTEREST
	No. of People	No. of People
A: but reasonable fringe developments, if regulated, should be okay	1	2
A: but people and businesses in the area before a park is established should be allowed to stay	0	1
SA: should only be allowed in recreation-oriented parks	0	1
D: could have special, limited commercial zone	3	1
D: this could restrict the elderly and the handicapped	0	1
D: could have controlled development	5	1
SA: once commercial areas are established, there is great pressure for expansion (see Banff)	0	1
D: cuts down on convenience	7	0
SA: spoils what a park is supposed to be	2	0
A: spoils what a park is supposed to be	1	0
SA: people don't have to travel far for services anyway	1	0

TABLE 19
(continued)

Comment	RANDOM	SPECIAL INTEREST
	No. of People	No. of People
A: but some carefully regulated stores should be okay	1	0
DA: essential services like gas stations should be allowed	1	0

A: Agree
SA: Strongly agree
D: Disagree

TABLE 20

AREAS REQUIRING THE DESIGNATION OF CRITICAL ECOLOGICAL AREAS FOR
PROTECTION AS CITED IN THE RANDOM AND SPECIAL INTEREST SURVEYS

Random Survey

Clam Brook/Swift Current/Burin Peninsula
Burgeo Highway/Buck Lake/LaPoile
Northern Newfoundland
Goose Arm/Trout River Area (2)
Gander Lake and River
Central Newfoundland
All bird nesting islands (2)
Trepassey area
Notre Dame Bay
Little Grand Lake/Big Indian Pond
Indian River
Avalon Wilderness Area
National Parks (3)

Special Interest Survey

Burgeo area (2)
Northern Newfoundland
Central Newfoundland (2)
Bird nesting islands (4)
Little Grand Lake area (5)
Baie D'Espoir
Labrador: Mealy Mountains and Torngat Mountains (5)
St. Pauls/Main River/Gros Morne Boundary
Avalon Wilderness area
Bay de Norde
Caribou Mountains/Northern Newfoundland
Goose Brook Canada Goose staging area
Grasslands/Robinsons
George IV Lake
Main River Valley (2)

TABLE 21
 NUMBER OF INDIVIDUALS SURVEYED WHO VISITED
 NEWFOUNDLAND'S FIVE NATIONAL HISTORIC PARKS

National Historic Park	RANDOM		SPECIAL INTEREST	
	No. Who Visited (n = 64)	%	No. Who Visited (n = 55)	%
Signal Hill National Historic Site	54	84	52	95
Cape Spear National Historic Park	24	38	31	56
L'Anse aux Meadows National Historic Park	15	23	28	51
Port au Choix National Historic Park	20	31	23	42
Castle Hill National Historic Park	26	41	26	47

TABLE 22
 LIST OF HISTORIC AREAS VISITED IN THE PAST TWO YEARS
 BY INDIVIDUALS SURVEYED

Type of Historic Place	RANDOM		SPECIAL INTEREST	
	No. Who Visited (n = 64)	%	No. Who Visited (n = 55)	%
Provincial historic site	40	63	37	67
Museums in the province	36	56	37	67
National historic parks in Newfoundland	39	61	41	75
Museums outside Newfoundland	15	23	25	45
National historic parks outside Newfoundland	8	13	19	35
Haven't visited any such place in two years	12	19	5	9
Never visit such places	2	3	0	0

TABLE 23
 SOURCES OF HISTORIC AREA INFORMATION AS INDICATED
 BY INDIVIDUALS IN THE TWO SURVEYS

Source	RANDOM		SPECIAL INTEREST	
	No. of People (n = 64)	%	No. of People (n = 55)	%
Friends	33	52	27	49
Brochures and tourist books	29	45	38	69
Learned in school	11	17	8	15
Other reading	11	17	29	53
Media: radio, TV, newspapers	21	33	15	27
Don't remember	6	9	2	4
Other (passed by and saw sign, live nearby)	2 (1,1)	3	6 (5,1)	11

TABLE 24
 FREQUENCY OF PARK USE OVER THE PAST FIVE YEARS
 FOR SURVEYED INDIVIDUALS

Source	RANDOM		SPECIAL INTEREST	
	No. per Category (n = 62)	%	No. per Category (n = 56)	%
0	5	8	5	9
1	8	13	0	0
2 - 4	18	29	13	23
5 - 8	15	24	19	34
More than 9	15	24	17	30
Unsure if ever	1	2	2	4

TABLE 25

AVERAGE LENGTH OF TIME PER VISIT TO PROVINCIAL PARKS AS
ESTIMATED BY THE SURVEYED INDIVIDUALS WHO VISIT PARKS

Time Period	RANDOM		SPECIAL INTEREST	
	No. per Category (n = 62)	%	No. per Category (n = 51)	%
Less than 1 day	21	34	22	43
1 day	12	19	12	24
2 - 4 days	19	31	13	25
5 - 7 days	6	10	2	4
1 - 2 weeks	2	3	1	2
Over 2 weeks	2	3	1	2

TABLE 26
 ACTIVITIES PARTICIPATED IN AT THE PROVINCIAL PARKS
 BY THE INDIVIDUALS SURVEYED

Activity	RANDOM		SPECIAL INTEREST	
	No. of People (n = 59)	%	No. of People (n = 51)	%
Hiking	29	47	34	66
Skiing	1	2	14	27
Canoeing	9	13	14	27
Picnicing	50	85	39	76
Swimming	39	66	33	65
Park interpretation programs	7	12	7	14
Wildlife watching	25	42	31	61
Camping at designated campsites	31	53	28	55
Fishing	30	51	13	25
Scuba diving	1	2	1	2
Sailing	3	5	0	0
Sightseeing	37	63	19	37
Wilderness camping	2	3	4	8
Other activities*	2	3	2	4

* Cut wood, ski workshop, special celebration, teach

TABLE 27

EVALUATION OF RECREATIONAL OPPORTUNITIES (HIKING, TRAILS,
SWIMMING, INTERPRETIVE PROGRAMS, ETC.) FOUND IN PROVINCIAL PARKS
BY THE SURVEYED INDIVIDUALS WHO HAD PARTICIPATED IN
RECREATIONAL ACTIVITIES

Rating	RANDOM		SPECIAL INTEREST	
	No. per Category (n = 54)	%	No. per Category (n = 44)	%
Excellent	2	2	0	0
Good	17	31	17	39
Adequate	21	39	18	41
Inadequate	11	20	9	20
Terrible	3	6	0	0

TABLE 28

EVALUATION OF CAMPING FACILITIES (CAMPGROUNDS, ROADS, PICNIC SITES, ETC.) FOUND IN PROVINCIAL PARKS BY THE SURVEYED INDIVIDUALS WHO HAD CAMPED IN PARKS

Rating	RANDOM		SPECIAL INTEREST	
	No. per Category (n = 61)	%	No. per Category (n = 51)	%
Excellent	8	13	6	12
Good	16	26	11	11
Adequate	25	41	27	53
Inadequate	10	16	6	12
Terrible	2	3	1	2

TABLE 29

COMMENTS ON AND SUGGESTIONS FOR IMPROVEMENTS TO THE RECREATIONAL OPPORTUNITIES FOR CAMPING FACILITIES FOUND IN PROVINCIAL PARKS

Random Survey

- 02 Would like better bathrooms, better swimming facilities and more hiking trails. Also more parks since they always seem to be filled up.
- 03 Thinks we should expand existing parks with better sports facilities, trails and supervised swimming pools.
- 04 Would like to see cleaner campsites, more playgrounds, lifeguards, showers, toilets and better policing of parks.
- 05 Would like more recreational activities for children.
- 07 Would like to see lifeguards for swimming areas.
- 08 Would like to see less drinking, service campsites, interpretive programs and organized recreational activities for children.
- 11 Would like outdoor recreational facilities and strict enforcement of regulations.
- 12 Thinks that parks are often too crowded and need expansion.
- 13 Would like cabins and baseball fields.
- 14 Would like showers, laundry facilities and baseball fields.
- 15 Believes that poaching has decimated wildlife in the parks over the past few years and would like to see more enforcement.
- 16 Would like more parks in Labrador with much better facilities and activities than those presently offered.
- 17 Would like indoor facilities at some parks. Also cabins and canoe rentals. Believes that more enforcement and regulations are needed and that the current system should be upgraded.
- 19 Thinks parks are well managed but would like more playgrounds for children.

TABLE 29
(continued)

- 20 Would like to be able to arrange winter activities.
- 22 Would like more wardens and miniature golf.
- 23 Would like to see more flowers planted.
- 24 Would like upgraded facilities and roads, larger tent sites and more security at night.
- 25 Would like full service campsites, better cleaning and more recreational facilities.
- 26 Would like non-service campsites kept as they are but more hiking trails and activities for children.
- 28 Would like more parks. Current parks should have more widely spaced campsites and allow two families to occupy one site.
- 29 Would like better roads, showers, more recreational facilities and fewer rules and regulations.
- 30 Would like areas of the park designated for young people.
- 32 Would like stricter enforcement of rules and regulations.
- 35 Would like cleaner sites, less beer allowed and more recreational facilities.
- 36 Would like shops and showers.
- 37 Would like trailer facilities, better roads and better control of rowdiness.
- 39 Thinks parks are prohibitively expensive.
- 41 Would like liquor banned, more parks in Labrador, provincial marine parks and the campsites left as they are (no upgrading).
- 43 Would like full service campsites, better swimming facilities, more recreation facilities and educational activities for children.

TABLE 29
(continued)

- 44 Would like showers, tighter control on drinking and more outdoor programs such as hunters' courses.
- 47 Stated that all facilities needed to be upgraded and requested interpretive programs for the smaller parks. Felt that rowdiness was a major problem, and thought that the standards and security should be upgraded to national park level.
- 50 Would like dumping stations for trailers.
- 51 Would like showers, improved restroom facilities and improved campsites.
- 52 Would like sailing, nature parks, paved roads, and better supervision.
- 56 Would like full service campsites, cabins, better children's play facilities and larger, upgraded parks.
- 59 Would like better toilet facilities, showers and some electrical hook-up in some parks.
- 60 Would like playgrounds and dumping stations.
- 63 Would like wider paved roads, ball games, playgrounds and lower rates.
- 64 Would like some parks enlarged with washrooms, showers and dumping stations. Also boat tours and interpretive programs for children.
- 66 Would like "rowdies" segregated, better hiking trails and more emphasis on children. Thinks that the provincial system should be integrated with the national park system. Would like more provincial parks away from the Trans Canada highway.
- 67 Would like full service campsites.
- 68 Would like cookhouses and more playgrounds.

TABLE 29
(continued)

Special Interest Survey

- 01 Would like better control of drunks and "hot rodders."
- 05 Would like service campsites and more playground facilities.
- 06 Stated that parks need more funding for expansion, interpretive facilities and wildlife protection.
- 08 Would like an assessment of the current park system. Feels some parks are fine, some need to be upgraded.
- 10 Would like more programs for kids. Put sand on some beaches.
- 11 Stated that there was a need to improve interpretation which is almost non-existent in many parks. Also called for better roads.
- 12 Would like full service campsites at some parks, lifeguards at swimming sites and a continued crack-down on "rowdies."
- 13 Would like improved swimming areas and sandy beaches. Also stated that more park workers need to be hired.
- 14 Stated that cutbacks were causing parks to deteriorate. Would like upgraded recreational and camping facilities.
- 17 Would like more parks. Also showers for people camping for longer periods.
- 18 Would like some full service parks and cabins as they would increase the attractiveness of the parks to some people (e.g., the elderly). Reduce day-use by drinkers and prohibit them from future use.
- 20 Would like more space between campsites, more nature trails, more winter camping and cross-country skiing facilities. Also would like more enforcement of regulations.
- 21 Would like more outdoors-oriented activities.
- 22 Stated that provincial parks were over used, under controlled and under financed.

TABLE 29
(continued)

-
- 24 Would like parks staff to cut down on drinking.
- 25 Would like more students hired and friendlier wardens.
- 26 Would like some parks with trailer facilities. Thinks trails and interpretive programs should be upgraded.
- 28 Would like more trails, more interpretive programs, more cross-country ski trails and better control of rowdiness.
- 31 Would like more provincial parks in Labrador.
- 32 Would like better swimming facilities in summer and more cross-country ski trails in winter.
- 33 Would like more interpretive and educational programs.
- 35 Complemented park policy and scenery.
- 37 Would like more parks created with different environmental and ecological characteristics, perhaps even with well controlled access to sensitive areas such as caribou habitat. Stated that parks shouldn't just be recreational.
- 43 Would like skiing and hiking trails, interpretive programs, better spacing of campsites and more enforcement of regulations.
- 44 Would like trailer facilities.
- 48 Would like more staff, more interpretive displays and maps, and better maintained campsites and trails.
- 49 Would like more parks and less rowdiness.
- 51 Would like more recreational opportunities including boat rentals and guided hikes.
- 52 Would like alcohol banned from parks.
- 53 Would like all-season parks and more park information.
- 54 Would like noise kept down, toilets and showers.

TABLE 29
(continued)

- 55 Would like rowdiness reduced and regulations strengthened.
- 56 Would like noise (human and machine) controlled.
- 57 Would like to see interpretive programs.

TABLE 30
REASONS WHY THE SURVEYED INDIVIDUALS USED NATIONAL PARKS

Reason	RANDOM		SPECIAL INTEREST	
	No. per Category (n = 61)	%	No. per Category (n = 49)	%
A	40	66	27	55
B	39	64	34	69
C	18	30	14	29
D	25	41	19	39
E	21	34	10	20
F	36	59	17	35
G	1	2	3	6
Other	0	0	1	2

Reasons:

- A: Good spot for weekends and holidays
- B: Feel close to nature and enjoy the outdoors
- C: Nice vacation spot (longer than a weekend)
- D: Convenient overnight stop
- E: Economical holiday spot
- F: Place to go to socialize with friends
- G: Teach others
- Other: Safe, convenient location; good place to get away from it all; camping with convenience

TABLE 31
 RANKING OF DIFFERENT ASPECTS OF NATIONAL PARKS ON A SCALE OF
 0 (VERY LITTLE IMPORTANCE) TO 10 (EXTREMELY IMPORTANT)
 BY PARK USERS IN THE RANDOM SURVEY

Rank	NUMBER OF INDIVIDUALS PER RANK PER ASPECT					
	A	B	C	D	E	F
0	1	1	3	1	1	1
1	1	1	1	0	0	1
2	3	2	8	2	2	2
3	2	4	1	1	1	2
4	1	3	7	3	4	1
5	7	11	6	8	5	3
6	5	4	9	4	3	3
7	10	7	2	7	4	10
8	8	3	1	7	11	6
9	9	6	4	5	4	4
10	10	8	6	12	18	21
Average Rank	6.81	6.34	5.25	7.06	7.51	7.63

- A: National parks as a place for hiking and sightseeing
- B: National parks as a place to socialize with friends
- C: National parks as a place to learn about nature through interpretive programs
- D: National parks as a place to see birds and wildlife
- E: National parks as a place to unwind and get away from it all
- F: National parks as a place for the preservation of wildlife

TABLE 32

RANKING OF DIFFERENT ASPECTS OF NATIONAL PARKS ON A SCALE OF
0 (VERY LITTLE IMPORTANCE) TO 10 (EXTREMELY IMPORTANT)
BY PARK USERS IN THE SPECIAL INTEREST SURVEY

Rank	NUMBER OF INDIVIDUALS PER RANK PER ASPECT					
	A	B	C	D	E	F
0	0	11	6	1	4	5
1	2	4	0	0	0	1
2	1	1	5	2	3	1
3	1	8	2	3	2	1
4	5	0	2	2	2	2
5	8	6	8	7	5	5
6	3	8	3	6	6	2
7	4	4	6	5	5	3
8	13	5	9	9	7	10
9	2	0	1	3	7	10
10	10	1	1	10	11	16
Average Rank	6.84	3.88	5.52	6.79	6.49	6.92

A: National parks as a place for hiking and sightseeing

B: National parks as a place to socialize with friends

C: National parks as a place to learn about nature through
interpretive programs

D: National parks as a place to see birds and wildlife

E: National parks as a place to unwind and get away from it all

F: National parks as a place for the preservation of wildlife

TABLE 33
 REASONS CITED FOR CAMPING IN GRAVEL PITS
 BY INDIVIDUALS IN BOTH SURVEYS

Reason	RANDOM		SPECIAL INTEREST	
	No. of People (n = 32)	%	No. of People (n = 17)	%
Enabled large groups to camp together	11	34	5	29
No fees	14	44	3	18
No regulations	10	31	3	18
Parks full	25	78	6	35
No parks in area	17	53	14	82
More privacy	2	6	1	6
Parks too noisy	1	3	0	0

TABLE 34
 ESTIMATES OF THE NUMBER OF WILDERNESS RESERVES
 MADE BY PEOPLE IN BOTH SURVEYS

Estimate	RANDOM		SPECIAL INTEREST	
	No. of People (n = 61)	%	No. of People (n = 51)	%
0	2	3	5	10
1	11	19	20	39
2	13	21	9	18
3	10	16	7	14
4 - 7	15	25	8	16
8 - 10	1	2	0	0
More than 10	9	15	2	4

TABLE 35

NUMBER OF PEOPLE IN BOTH SURVEYS WHO PARTICIPATED IN THE
OUTDOOR ACTIVITIES LISTED DURING THE LAST TWO YEARS

Activity	RANDOM		SPECIAL INTEREST	
	No. of People (n = 67)	%	No. of People (n = 55)	%
Camping	51	76	41	75
Cross-country skiing	9	13	29	53
Trapping game/fur	7	10	5	9
Bird watching	19	28	39	71
Berry picking	62	93	45	82
Riding the countryside in all terrain vehicles	17	25	10	18
Fishing in ponds and streams	57	85	35	64
Small game hunting or snaring	35	52	21	38
Bonfires on bonfire night/ Guy Fawkes night	37	55	20	36
Recreational saltwater fishing from caplin to tuna	30	45	22	49
Pest control, e.g., shooting rats or crows	5	7	2	4
Live target shooting, e.g., shooting songbirds	1	1	1	2
Shooting saltwater birds	14	21	7	13
Shooting freshwater birds	14	21	10	18
Woodcutting	44	66	22	49

TABLE 35
(continued)

Activity	RANDOM		SPECIAL INTEREST	
	No. of People (n = 67)	%	No. of People (n = 55)	%
Skidooing	36	54	19	35
Hiking	32	48	41	75
Gardening	30	45	28	51
Big game hunting	22	33	15	27
Wildlife watching	27	40	41	75

TABLE 36

THE PREFERRED FUTURE FOR NATIONAL PARKS IN NEWFOUNDLAND
AS LISTED BY THE INDIVIDUALS SURVEYED
(MORE THAN ONE ANSWER ACCEPTABLE)

Preferred Future	RANDOM		SPECIAL INTEREST	
	No. of People (n = 68)	%	No. of People (n = 51)	%
We should get rid of national parks	0	0	0	0
We should reduce the size of the current parks	0	0	1	2
We should reduce the size of activities and facilities	3	4	1	2
Things are good as they are	12	18	15	29
We should expand the existing facilities and activities	32	47	26	51
We should expand the size of the existing parks	18	26	17	33
We should create more national parks on the island*	41	60	32	63

* Labrador National Park question dealt with earlier in this report.

TABLE 37

THE PREFERRED FUTURE FOR NATIONAL PARKS IN NEWFOUNDLAND AND
LABRADOR AS LISTED BY THE INDIVIDUALS SURVEYED
(MORE THAN ONE ANSWER ACCEPTABLE)

Preferred Future	RANDOM		SPECIAL INTEREST	
	No. of People (n = 64)	%	No. of People (n = 54)	%
We should get rid of national parks	0	0	0	0
We should reduce the size of the current parks	5	8	1	2
We should reduce the size of activities and facilities	4	6	1	2
Things are good as they are	17	27	6	11
We should expand the existing facilities and activities	53	83	31	57
We should expand the size of the existing parks	29	33	27	50
We should create more parks on the island	21	33	27	50
We should create more parks in Labrador	12	19	29	54

Appendix 1 Questionnaire

1. Have you visited a National Park in the past five years?
 - a) yes, once
 - b) yes, 2 to 4 times
 - c) yes, 5 to 8 times
 - d) yes, 9 or more times
 - e) I'm not sure
 - f) no

2. Which of the following best describes your use of national parks over the past few years?
 - a) I visit national parks over 4 times a year
 - b) I visit national parks 2 to 4 times a year
 - c) I visit national parks around once a year
 - d) I rarely visit national parks
 - e) I have never visited a national park (go to Question 13)

3. Check as many of the following as appropriate:

I have visited the following:

 - a) Terra Nova National Park
 - b) Gros Morne
 - c) National parks outside of the province (please list)

4. How much time do you usually spend in national parks per visit?
 - a) less than 1 day
 - b) 1 day
 - c) 2 to 4 days
 - d) 5 to 7 days
 - e) between 1 week and 2 weeks
 - f) over two weeks

5. How would you describe the camping facilities (campsites, showers, cabins, etc.) available in national parks?
 - a) excellent
 - b) good
 - c) adequate
 - d) inadequate
 - e) terrible
 - f) I have never camped in a national park

What changes, if any, would you like to see made in the camping facilities?

6. How would you describe the recreational opportunities (hiking trails, swimming, interpretation programs, etc.) available in the national parks?
- a) excellent
 - b) good
 - c) adequate
 - d) inadequate
 - e) terrible
 - f) I have never participated in recreational activities in national parks

What changes, if any, would you like to see made in the recreational opportunities available in national parks?

7. What activities have you participated in during your visits to national parks? (check where appropriate)
- a) hiking
 - b) skiing
 - c) canoeing
 - d) picnicking
 - e) swimming
 - f) boat tours
 - g) wildlife observation
 - h) camping at designated campsites
 - i) park interpretation programs
 - j) fishing
 - k) scuba diving
 - l) sailing
 - m) sight-seeing
 - n) golfing
 - o) wilderness camping
 - p) other organized activities (please specify)

What activities would you like to see offered during your visits to national parks?

8. Why have you used our national parks? (check as many as you feel to be appropriate).
- a) good spot for weekends and holidays
 - b) place where you can feel close to nature and enjoy the outdoors
 - c) nice vacation spot (longer than a weekend)
 - d) good place to spend the night while on the road

- e) economical holiday spot
 - f) place to go to socialize with friends
 - g) other reasons (please specify)
9. Do you think there are too many restrictive regulations in our national parks?
- a) yes
 - b) no
 - c) I don't know
10. Do you think that the fees charged for camping in national parks are too high?
- a) yes
 - b) no
 - c) I don't know
11. Do you have any suggestions for improving the national park system in Newfoundland or elsewhere in Canada?
12. On a scale of 0 (very little importance) to 10 (extremely important), rate the importance of the following aspects of national parks to you:
- | | | | | | | | | | | |
|-------------|---|---|---|---|---|---|---|---|---|------------|
| 0 | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| (very | | | | | | | | | | (extremely |
| little | | | | | | | | | | important) |
| importance) | | | | | | | | | | |
- a) place for hiking and sight-seeing
 - b) place to go to socialize with friends
 - c) place to learn about nature through interpretive programs
 - d) chance to see birds and wildlife
 - e) place to unwind and get away from it all
 - f) a place for the preservation of wildlife
13. What future would you like to see for Canada's national park system in Newfoundland and Labrador? (check where appropriate):
- a) we should get rid of the national parks
 - b) we should reduce the size of the current parks
 - c) we should reduce the size of activities and facilities
 - d) things are good as they are
 - e) we should expand the existing facilities and activities
 - f) we should expand the size of the existing parks
 - g) we should create more national parks on the island

Do you have any comments on the future of national parks in Newfoundland and Labrador?

14. Would you like to see a national park(s) in Labrador?

- a) yes
- b) no
- c) I don't know

Why or why not?

15. The federal government is considering the creation of marine parks along certain coastal areas of Canada with the goal of preserving various special marine habitats.

Do you think this is a good idea?

Would you visit a marine park:

- a) yes
- b) no
- c) I don't know

What would you be most interested in seeing and doing?

What facilities would you expect?

Do you have any concerns regarding the creation of a marine park in Newfoundland or Labrador?

What areas, if any, would you consider as suitable for the creation of marine parks?

16. At present, National Parks preserve a significant amount of wilderness and wildlife, but this could be subject to change if recreational demands increase. Do you favour a federal act of parliament guaranteeing wilderness preservation within the national parks?

- a) yes
- b) no
- c) I don't know

Comments:

17. Parks Canada's objective is to protect, for all times, those places which are significant examples of Canada's natural and cultural heritage and also to encourage public understanding, appreciation and enjoyment of this heritage in ways which leave it unimpaired for future generations. How would you rate Parks

Canada's performance in pursuing the above objective? (please provide explanation).

- a) very good
- b) good
- c) satisfactory
- d) poor
- e) don't know/not certain

Comments:

18. In your opinion, is the establishment of and protection of areas designated as national parks, national historic parks, national historic sites and national marine parks an effective means of raising Canadian's awareness of their natural and cultural heritage?

- a) yes, very much so
- b) yes, reasonably so
- c) no, there are better means
- d) don't know/not certain

Comments:

19. Parks Canada has identified 39 terrestrial and nine marine regions in Canada and pursues a policy of endeavoring to establish a national park or national marine park in each of these regions. In principle, how do you feel about this policy?

- a) strongly support it
- b) support it
- c) oppose it
- d) strongly oppose it
- e) don't know/not certain

Comments:

20. Present policy in national parks generally prohibits the commercial harvesting of the natural resources of that area (i.e., logging, hunting, fishing, trapping). Do you believe that this policy should continue unconditionally?

- a) yes
- b) no
- c) don't know/not certain

Comments:

21. Parks Canada, in conjunction with the provincial and territorial government, consults with local committees and the interested public to the establishment of a new national park. Do you believe that this policy is adequate and should continue?

- a) yes
- b) no
- c) don't know/not certain

Comments:

22. Where private lands and interests cannot be acquired by negotiated settlement, expropriation is used to acquire lands essential for park purposes. Do you...

- a) Strongly support
- b) Support with conditions
- c) Oppose with conditions
- d) Strongly oppose
- e) Don't know

Comments:

23. Wherever possible, human interference with naturally occurring processes such as fire, insects and disease will not be allowed within park boundaries.

- a) Strongly agree
- b) Agree
- c) Disagree
- d) No opinion

Comments:

24. In new national parks, use of certain traditional subsistence resources by local people will be permitted if they are essential to the local way of life.

- a) Strongly agree
- b) Agree
- c) Disagree
- d) No opinion

Comments:

25. As far as possible, commercial facilities such as hotels, stores and service stations will be located outside park boundaries.

- a) Strongly agree
- b) Agree
- c) Disagree
- d) No opinion

Comments:

- 26. Please indicate any ideas you may have concerning alternatives to what Parks Canada is doing to protect and preserve our natural heritage.
- 27. An important component of the 1985 Centennial celebrations will be the designation of critical ecological areas for protection. What areas in Newfoundland do you feel are priority areas needing protection? Provide a brief explanation for your choices.
- 28. Have you visited a Provincial Park in Newfoundland during the past five years?
 - a) Yes, once
 - b) Yes, two to four times
 - c) Yes, five to eight times
 - d) More than eight times
 - e) I'm not sure
 - f) No
- 29. Which of the following best describes your use of provincial parks in Newfoundland over the past four years?
 - a) I visit provincial parks over four times a year
 - b) I visit provincial parks two to four times a year
 - c) I visit provincial parks around once a year
 - d) I rarely visit provincial parks
 - e) I have never visited a provincial park (go to question 42)
- 30. How much time do you usually spend at provincial parks per visit?
 - a) Less than a day
 - b) One day
 - c) Two to four days
 - d) Five to seven days
 - e) Between one week and two weeks
 - f) Over two weeks
- 31. At present all provincial parks have non-service campsites (i.e., there are no cabins, showers, etc.). Would you like to see the camping facilities at provincial parks upgraded to include showers?

- a) Yes
 - b) No
 - c) No opinion
32. How would you describe the facilities (campgrounds, roads, picnic sites) available at the provincial parks?
- a) Excellent
 - b) Good
 - c) Adequate
 - d) Inadequate
 - e) Terrible
 - f) I have never used the facilities at provincial parks
33. What specific changes, if any, would you like to see made in accommodations and facilities at provincial parks?
34. How would you describe the recreational opportunities (hiking trails, swimming, interpretational programs, etc.) available at provincial parks?
- a) Excellent
 - b) Good
 - c) Adequate
 - d) Inadequate
 - e) Terrible
 - f) I have never participated in recreational activities in provincial parks

What changes, if any, would you like to see made in the recreational opportunities available at provincial parks?

35. What activities have you participated in during your visits to provincial parks? (check were appropriate)
- a) Hiking
 - b) Skiing
 - c) Canoeing
 - d) Picnicking
 - e) Swimming
 - f) Park interpretation programs
 - g) Wildlife watching
 - h) Camping at designated campsites
 - i) Fishing
 - j) Scuba diving
 - k) Sailing
 - l) Sight seeing
 - m) Wilderness camping
 - n) Other activities (please specify)

36. What activities would you like to see offered during your visits to provincial parks?
37. Why have you used our provincial parks? (check as many as you feel to be appropriate)
- a) Good spot for weekends and holidays
 - b) Place where you can feel close to nature and enjoy the outdoors
 - c) Nice vacation spot (longer than a weekend)
 - d) Good place to spend the night while on the road
 - e) Economical holiday spot
 - f) Place to go and socialize with friends
 - g) Other reasons (please specify)
38. Do you think the fees charged at provincial parks are too high?
- a) Yes
 - b) No
 - c) I don't know
39. Do you think that there are too many restrictive regulations in our provincial parks?
- a) Yes
 - b) No
 - c) I don't know
40. Do you have any suggestions for improving the provincial park system in Newfoundland?
41. On a scale of 0 (very little importance) to 10 (extremely important), rate the importance of the following aspects of provincial parks to you:
- | | | | | | | | | | | |
|------------|---|---|---|---|---|---|---|---|---|-----------|
| 0 | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| very | | | | | | | | | | extremely |
| little | | | | | | | | | | important |
| importance | | | | | | | | | | |
- a) Place for hiking and sightseeing
 - b) Place to go and socialize with friends
 - c) Place to learn about nature through interpretive programs
 - d) Chance to see birds and wildlife
 - e) Place to unwind and get away from it all
 - f) A place for the preservation of wildlife

42. What future would you like to see for the provincial park system of Newfoundland and Labrador? (check as many as you feel to be appropriate)

- a) We should get rid of the provincial parks
- b) We should reduce the size and number of parks
- c) We should reduce the number of activities and facilities
- d) Things are good as they are
- e) We should expand the existing facilities and activities
- f) We should expand the size of existing parks
- g) We should create more parks on the Island
- h) We should create more parks in Labrador

Do you have any further comments on the future of provincial parks in the province?

43. Have you ever camped in gravel pits?

- a) yes
- b) no

If yes, Why? (check as many as you feel appropriate)

- a) Chance for large group to camp together
- b) No fees
- c) No regulations
- d) Parks full
- e) No parks in the area
- f) Other reasons:

44. Parks in urban areas use land that might otherwise be developed. Do you think that wild areas have a place within the City?

- a) yes
- b) no
- c) I don't know

45. Wilderness reserves are protected wild areas that have carefully managed wildlife populations and allow hunting. How many wilderness reserves do you think currently exist in the province?

- a) none
- b) 1
- c) 2
- d) 3
- e) 4 - 7
- f) 8 - 10
- g) more than 10

Do you think that wilderness reserves are a good idea?

- a) Yes
- b) No
- c) I don't know

46. Ecological reserves are special areas of vital importance to specific groups of animals. Currently only the offshore seabird breeding islands are classified as ecological reserves. There is no hunting allowed in ecological reserves and access is generally restricted to scientists and wildlife officials. Without these regulations the animals could easily be wiped out. Do you think that ecological reserves are a good idea?

- a) Yes
- b) No
- c) I don't know

47. The Little Grand Lake Area is the last area of Newfoundland where the once abundant Pine Marten are found. It is generally believed that logging operations would eliminate the Marten from the area. Do you think that this area should be turned into an ecological reserve, given that its timber resources are valuable to the lumber industry?

- a) Yes
- b) No
- c) I don't know

48. If a company involved with the offshore wanted to build a facility on an offshore seabird island/ecological reserve, do you think it should be allowed?

- a) Yes
- b) No
- c) I don't know

49. Would you like to see more ecological reserves?

- a) Yes
- b) No
- c) I don't know/no opinion

Do you have any comments about conflicts between industrial development and wildlife preservation?

50. Currently in the province, the only wilderness reserve is the Avalon Wilderness Area. Do you believe that we need more wilderness reserves?

- a) Yes
- b) No
- c) I don't know

51. How severe a problem (on a scale of 0 - no problem to 10 - very severe) do you think that poaching is in the province?
52. Do you think that the present provincial system of wildlife management is working? (consider bag limits, hunting, license allocations, animal population size, poaching, etc.)

Comments and suggestions regarding wildlife management:

53. Do you believe that the Atlantic salmon fishery in Newfoundland is in trouble?
- a) Yes
 - b) No
 - c) I don't know/no opinion

Comments and suggestions regarding the salmon fishery in Newfoundland:

54. Do you believe that acid rain is a threat to the fresh water systems of Newfoundland and Labrador?
- a) Yes
 - b) No
 - c) I don't know/no opinion

55. Newfoundland and Labrador have five National Historic Parks. Please check those which you have visited:

- a) Signal Hill NHP
- b) Cape Spear NHP
- c) L'Anse aux Meadows NHP
- d) Port au Choix NHP
- e) Castle Hill NHP

56. During the past two years I have visited (check where appropriate):

- a) Provincial historic sites
- b) Museums in the province
- c) National historic parks in the province
- d) Out of province museums
- e) Out of province national historic parks
- f) I have not visited any such places in the past two years

- g) I never visit museums, historic sites or national historic parks (go to Question 60).
57. Prior to any visits, how did you learn about our national historic parks, provincial historic sites and museums (check where appropriate):
- a) Learned from friends
 - b) Learned from brochures, tourist books
 - c) Learned in school
 - d) Learned from other reading
 - e) Learned from radio/television/newspaper
 - f) I don't remember
 - g) Other (please specify):
58. Do you believe that our national historic parks, provincial historic sites and museums are a good representation of our cultural heritage?
- a) Yes
 - b) No
 - c) I don't know

Why or why not?

59. With reference to national historic parks, do you have any specific or general comments or suggestions concerning the preservation of our cultural heritage?
60. Please check the following outdoor activities that you have participated in during the last two years:
- a) Camping
 - b) Cross-country skiing
 - c) Trapping game/fur
 - d) Bird watching
 - e) Berry picking
 - f) Riding the countryside in all-terrain vehicles
 - g) Fishing in ponds and streams
 - h) Small game hunting or snaring
 - i) Bonfires on Bonfire Night/Guy Fawkes Night
 - j) Recreational saltwater fishing from caplin to tuna
 - k) Pest control, e.g., shooting rats or crows
 - l) Live target shooting, e.g., shooting songbirds
 - m) Shooting saltwater birds
 - n) Shooting freshwater birds
 - o) Woodcutting
 - p) Skidooing
 - q) Hiking
 - r) Gardening

- s) Big game hunting
- t) Wildlife watching

61. What is your age?

- a) 0 - 24
- b) 25 - 34
- c) 35 - 44
- d) 45 - 54
- e) 55 - 64
- f) 65 - over

62. What is your gender?

- a) Female
- b) Male

63. What is the population of the community you live in?

- a) Greater than 100,000 (St. John's and surroundings)
- b) 20,000 - 100,000 (Corner Brook and surroundings)
- c) 10,000 - 20,000
- d) 4,000 - 10,000
- e) 1,000 - 4,000
- f) 500 - 1,000
- g) Less than 500

64. What is the population of the community in which you grew up?

- a) Greater than 100,000
- b) 20,000 - 100,000
- c) 10,000 - 20,000
- d) 4,000 - 10,000
- e) 1,000 - 4,000
- f) 500 - 1,000
- g) Less than 500

65. In a Newfoundlander or Labradorian, have you left the province in the past three years?

- a) Yes
- b) No
- c) Non-Newfoundlander

66. If non-Newfoundlander, how long have you lived here?

67. What was the last grade or level of school you completed?

- a) 0 - grade 5
- b) Grades 6 - 8

- c) Grades 9 - 12
- d) Technical or vocational school
- e) Some university
- f) University degree
- g) Some graduate work
- h) Masters Degree

Appendix II
Partial List of Special Interest Groups and Individuals
Notified of Meeting and Sent Questionnaires

Lois Bateman, Biologist	Memorial University of Newfoundland Department of Physical Education
Bontours	
Dr. Alan E. Burger, Biologist	Bruce Bennett, Marine Biologist
Castle Hill National Historic Park	Newfoundland and Labrador Wildlife Federation
Chalet Tours	Cape Spear National Historic Park
Department of Forest Resources and Lands	Combined Councils of Labrador Department of Mines and Energy
East Shore Development Association	Eagle River Development Association
Frontier Hunting and Fishing	Ecowatch
Happy Valley-Goose Bay Development	Goose Bay-Happy Valley Museum
Oxen Pond Botanic Park	Gros Morne National Park
David J. Kiell, Biologist	Bonny Hill, Environmental Psychologist
Labrador Inuit Association	Labrador Friendship Centre
Regional Land Use Supervisor, Provincial Agricultural Bldg.	L'Anse aux Meadows National Historic Park
Gene Manion, Wilderness Guide	Labrador Resources Advisory Council
Newfoundland Museum	Stu Luttich, Biologist
Department of Rural Agriculture and Northern Development	Newfoundland Trappers' Association
Eric Menchenton, Wildlife Guide	Roy McIssac, South Branch
George Michelin, Hunting Guide	Memorial University of Newfoundland Extension Services
Newfoundland and Labrador Hydro	

Labrador Heritage Society	Howard Mercer, Wilderness Guide
Newfoundland Marine Archaeology Society	Denis Minty, Department of Culture, Recreation and Youth, Wildlife Division
W.S.W. Nowak, Marine Biologist	Newfoundland Forest Research Centre
Newfoundland Natural History Society	Provincial Minister of Forest Resources and Lands
Ocean Contact Limited	Burgeo Chamber of Commerce
C.A. Pippy Park Commission	St. Anthony Chamber of Commerce
Bruce Roberts, Wildlife Biologist	Gander Chamber of Commerce
St. John's Board of Trade	Stephenvill Chamber of Commerce
Port au Choix National Historic Park	Salmonier Nature Park
Michael A. Roy, Forester	Lakeland Motel (Fishing Camp)
Signal Hill National Historic Park	Terra Nova National Park
Luke Stern, Recreation Developer	Callum Thomson, Archaeologist
Derek Stewart, Tourism Consultant	Transport Canada
Tuckamore Wilderness Club	Bowater Newfoundland Limited
Whale Research Group	Salmon Association of Eastern Newfoundland
Provincial Minister of Rural Agriculture and Northern Development	Provincial Minister of Environment
Provincial Minister of Development (Tourism)	Provincial Minister of Culture, Recreation and Youth
Port au Port/Bay St. George Heritage Association	Provincial Minister of Public Works
Darrel Squire, St. John's	Friends of Pippy Park
	Paul White, St. John's
	The Evening Telegram

The Daily News

Commerce

Harbour Grace Chamber of
Commerce

Baie Verte Chamber of Commerce

Botwood Chamber of Commerce

Port aux Basques Chamber of
Commerce

Tourism Industry Association
of Newfoundland

Deer Lake Chamber of Commerce

The National Parks Centennial
Citizens' Committee

Labrador North Chamber of
Commerce

Twillingate and New World
Island Chamber of Commerce

Placentia Chamber of Commerce

Corner Brook Chamber of Commerce

Grande Falls Chamber of Commerce

Lewisporte Chamber of Commerce

Appendix III

Notice of Public Meetings

1985 is the centennial of Canada's National Park System and Parks Canada has commissioned a nation-wide survey to assess present attitudes toward parks and to determine what policies our parks should follow as they enter their second century. As part of this nation-wide survey, the Wilderness Society of Newfoundland and Labrador will be sponsoring public hearings on Parks Canada with specific reference to parks (past, present and future) in Newfoundland and Labrador.

ST. JOHN'S

Monday, May 7, 1984
Fisheries & Oceans Auditorium
White Hills
11:00 A.M. - 3:00 P.M.

CORNER BROOK

Friday, May 11, 1984
Lions Recreation Centre
Willington Street
12:00 A.M. - 9:00 P.M.

GANDER

Thursday, May 10, 1984
Anglican Church Parish Hall
34 Fraser Street
11:00 A.M. - 8:00 P.M.

GOOSE BAY

Monday, May 14, 1984
M.U.N. Extension Conference Room
11:00 A.M. - 8:00 P.M.

If you have any suggestions concerning any aspect of our cultural or environmental heritage, please make an appearance at one of the four public hearings. Written briefs are encouraged; however, verbal representations are also welcome. If you are unable to attend, letters addressed to the Wilderness Society of Newfoundland and Labrador, 1 Appledore Place, St. John's, Newfoundland A1B 2W8 postmarked on or before May 25, 1984, will be welcome.

David Snow,
Director of Parks Caucus Survey

Appendix IV

Brief from the Wilderness Society of Newfoundland and Labrador

Points from the May 14, 1984 General Meeting of the Wilderness Society of Newfoundland and Labrador to be presented to Dave Snow, Director of Parks Caucus Survey for Newfoundland.

- 1) There are a variety of preservation or park systems - federal parks, provincial parks, wildlife reserves, etc.; however, there is no clear public perception on the distinctiveness of any of these types. Most parks are the site of heavy drinking and partying. Making a "grown-up" playground is not what parks are all about. There is a real conflict between parks as a wilderness preserve and parks as an "adults" playground.
- 2) If we had an area that we wanted to protect, what should we make of it? Given the federal control of national parks, this system might seem preferable to provincial parks and wilderness areas; but there are still concerns. The zone system isn't sufficiently rigid to prevent downgrading of ecologically or historically valuable areas. The Wilderness Society views the power of the local superintendant in the setting of zonation as a problem and recommends that it should be done at a higher level.
- 3) Are tourism uses in the future going to be compatible with preservation objectives? Access is what determines the pattern of usage: if there is a road, use will follow a particular pattern; if there is no road, there will be much less use and more preservation.

On the other hand, overcentralization draws people to the park's core and keeps them there rather than letting them out to see the "true" park.

Given these concerns, the new Wilderness and Ecological Reserves Act might provide better environmental heritage protection, but both parks and reserves are complementary in their vital roles of public education and wilderness preservation.

- 4) With regard to Point 1, there is not enough pre-motivation to use the park wisely before people even get to the park. There is a real need for public education with respect to the preservation aspects of parks. The Wilderness Society has always been active in environmental education and we believe that there is a role for the Wilderness Society in educating

the public on the value of wilderness areas and parks. The interpretation program is also an important educational tool using adults to reach adults.

- 5) If park funding is partly contingent on user numbers, then this could encourage park managers to popularize parks at the expense of "better" park objectives.
- 6) Parks only work with local support. Usage by native people of areas designated as national parks in Labrador must be considered. Parks are good in principle; and with education, public consultation and consideration, establishment in Labrador should be fairly smooth. In Labrador we recommend that small areas of the national park be developed with tourism amenities in conjunction with big areas maintained as wilderness areas. We also recommend a biosphere reserve just outside the park boundary to prevent the surrounding area from becoming a development strip.
- 7) The tramway proposed for Gros Morne National Park is ridiculous. What will the impact of development be on the rare plants it protects?

Appendix V

Letter from Mr. John Thomas

John Thomas
P.O. Box 553, Stn. "C"
Happy Valley/Goose Bay
Labrador
AOP ICO

84-05-84

Wilderness Society
1 Appledore Place
St. John's, Newfoundland
A1B 2W8

Dear Sir;

Please accept and consider these brief comments on parks; I was unaware of your public hearings until several days ago.

I agree with and support the principal objectives of Parks Canada as set out in its manual (1972). Preservation of sample ecosystems from the various [biophysical] regions is essential, particularly with the growing pressure on all wilderness areas.

Priorities within planning should:

- 1) Provide for maintenance of preserving all native flora and fauna (including re-introduction of species already lost, if possible).
- 2) Provide a suitable environment for natural science research in areas relatively unaffected by human interference.
- 3) Provide opportunities for enjoyment for Canadians as much as possible; without interfering with other priorities.
- 4) Provide other miscellaneous opportunities, particularly with respect to multiple use (bearing in mind the principal objectives of maintaining a natural area relatively unaffected by human activity).

The objective and priorities, at minimum, would require the maintenance of the present system of parks. Additionally, major expansion is required to bring aquatic ecosystems and missing terrestrial elements into the overall picture. These areas preferably should be large enough to be relatively unaffected by peripheral activities, although were limited examples or areas available, size should not hinder land acquisition.

Personally, I feel the greatest effort should be directed towards natural items rather than cultural ones (such as buildings) since it is possible to restore these items but extremely difficult if not impossible to re-build natural ecosystems.

Within our province, it is a well known fact that the Labrador portion is not represented within the park system. This should be rectified before development limits the availability of suitable sites (natural).

Additionally, marine areas do not have representation. Also, it may yet be possible to retain segments of a cultural lifestyle deserving a special significance within any proposed park(s).

Unfortunately time limits my comments, their clarity and organization. I certainly hope more opportunities arise to provide input into this topic.

Yours truly,

John Thomas

