The University of Manitoba

A NATIONAL PARK REGIONAL INTEGRATION STRATEGY WITH SPECIAL REFERENCE TO RIDING MOUNTAIN NATIONAL PARK

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by

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A NATIONAL PARK REGIONAL INTEGRATION STRATEGY WITH SPECIAL REFERENCE TO RIDING MOUNTAIN NATIONAL PARK

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A thesis submitted to the Faculty of Graduate Studies of the University of Manitoba in partial fulfillment of the requirements of the degree of

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ABSTRACT

Planned integration of a National Park with its periphery region is a complex matter requiring co-operation from a number of levels of government. Regional Integration should be afforded heightened priority as an important National Parks program activity which can be handled successfully providing the commitment exists and if a realistic strategy is formulated and implemented. The thesis suggests that Parks Canada has to pursue regional integration in a more systematic manner if it is to achieve its primary objective of preserving unique and representative landscapes in a National Park system.

Part I documents the need, lists current obstacles, and proposes a model for Parks Canada's pursuit of regional integration. Part II outlines a practical application of the model to Riding Mountain National Park.

Integration of the individual parks with their regional surroundings is shown to be critical to the long term success of the National Park system and specifically to Riding Mountain National Park.

The model developed in Part I provides a workable program basis for pursuit of regional integration given Parks Canada's current mandate and organization. The model, when applied to Riding Mountain National Park, shows that there are a number of issues requiring a structured co-operative regional integration approach involving Parks Canada and regional authorities. An outline is developed to show how such a program could be formulated.

Table of Contents

List of Figures -v-

List of Tables -v-

List of Acronyms vi

Acknowledgements viii

1. INTRODUCTION 1

Part I

2. A STATEMENT OF THE PROBLEM 3

2.1 The Need for Regional Integration 3

2.2 Historical Perspective - A state of the Art 10

2.2.1 - Systems Planning 10

2.2.2 - "Park Management Planning" 11

2.2.3 - Park Operations 12

2.2.4 - Joint Agreements 12

2.2.5 - The Agreements for Recreation and Conservation Program 13

2.2.6 - Evaluation 13

3. IMPEDIMENTS TO THE APPLICATION OF REGIONAL INTEGRATION 17

3.1 Factors Responsible for Parks Canada's Lack of Success in Regional Integration 17

3.1.1 - Lack of Legislative Authority 17

3.1.2 - Absence of Parks Canada Goals, Objectives Policies and Programs 18

3.1.3 - Fiscal Restraint 20

3.1.4 - Provincial, Territorial and Regional Priorities 21

3.2 Parks Canada's Mandate for Involvement in Regional Integration 23

3.2.1 - Legislation 25

3.2.2 - Policy 25

3.2.3 - Other Related Programs 32

3.2.3.1 The Agreements for Recreation and Conservation Program (ARC) 32

3.2.3.2 DREE 33

4. EVOLVING A PARKS CANADA REGIONAL INTEGRATION STRATEGY 36

4.1 Systems Theory 36

4.2 Spectrum of Regional Interrelationships 38

4.2.1 - Park Establishment 39

4.2.2 - Regional Planning and Development 41

4.2.2.1 Park Planning and Development 42

4.2.2.2 External Boundary Planning and Development 44

4.2.2.3 Regional Planning and Development 45

4.2.3 - Regional Resource Management 47

4.2.3.1 Park Resource Management 48

4.2.3.2 Resource Management Outside the Park 48

4.3 A Strategy for Parks Canada Involvement in Regional Integration 50

4.3.1 - Long Range Strategy 51

4.3.1.1 Legislation 51

4.3.1.2 Policy 51

4.3.1.3 Park Establishment 52

4.3.1.4 Park Management 53

4.3.1.5 Park Management Planning 54

4.3.2 - Short Term 55

4.4 The Two Level Approach 56

4.4.1 - Initiation 56

4.4.2 - Phase I - Analysis of Interrelationships 58

4.4.3 - Phase II - Cooperative Regional Integration Programs 62

Part II

A CASE STUDY FOR REGIONAL INTEGRATION - RIDING MOUNTAIN NATIONAL PARK

5. INTRODUCTION 66

5.1 Preamble 66

5.2 Riding Mountain National Park - Background 67

6. ANALYSIS OF REGIONAL INTERRELATIONSHIPS 76

6.1 Park Establishment 76

6.2 Regional Planning and Development 76

6.2.1 - Park Planning and Development 76

6.2.1.1 Recognition of Regional Setting 77
6.2.1.2 Decisions Regarding Regional Inter-relationships 77
6.2.1.3 Plan Recommendations for Wasagaming Visitor Service Centre 79
6.2.1.4 Regional Role of Riding Mountain National Park 79
6.2.1.5 Park Boundaries 80
6.2.2 - Socio-Economic Impact of the Park 80
6.2.3 - External Boundary Planning and Development 81
6.2.3.1 Municipal and District Planning 82
6.2.3.2 Town of Dauphin Water Supply 84
6.2.3.3 Periphery Recreational Development and Facilities 85
6.2.3.4 Wasagaming - Onanole Corridor 87
6.2.3.5 McCreary - Agassiz Node 88
6.2.3.6 Big Valley Wilderness Resort 89
6.2.3.7 Kerr Lake 89
6.2.4 - Regional Development 90
6.2.4.1 Manitoba Tourism Strategy 90
6.2.4.2 Parkland Regional Development Corporation 91
6.2.4.3 Provincial Parks and Recreation Areas 92
6.2.4.4 Provincial Planning 93
6.2.4.5 Provincial Trunk Highway 10 95
6.2.4.6 Grandview - Rossburn Road 95
6.3 Regional Resource Management 98
6.3.1 - Park Resource Management 98
6.3.1.1 Resource Management Philosophy 99
6.3.1.2 Beaver Management 100
6.3.1.3 Wildlife Depredation 102
6.3.1.4 Management on Non-Gazetted Lands 103
6.3.1.5 Boundary Modifications 104
6.3.1.6 Wilson Creek Watershed 104

6.3.2 - Resource Management Outside the Park 105
6.3.2.1 Turtle River Watershed Conservation District 106
6.3.2.2 The Beaver Depredation Problem 108
6.3.2.3 Wildlife Management and Depredation Compensation Programs 113
6.3.2.4 Agricultural Practices 116
6.3.2.5 Woodcutting 119
6.3.2.6 Resource Management Philosophy 120
6.4 Summary 123
6.5 Goal and Objective Statement 129
6.5.1 - Goal 131
6.5.2 - Objectives 131
6.5.3 - Sub-Objectives 132
7. STRATEGY OUTLINE FOR A COOPERATIVE REGIONAL INTEGRATION PROGRAM 134
7.1 Overview 134
7.2 Step 1 - Joint Formulation and Approval of Objectives 137
7.3 Step 2 - Joint Formulation and Approval of an Agreement 138
7.4 Step 3 - Joint Implementation Phase 144
8. CONCLUSION 145
Selected Bibliography 146

List of Figures

Figure 1 -	The Two Level Approach to Regional Integration.	57
Figure 2 -	Regional Setting	71
Figure 3 -	Clear Lake/Wasagaming Area	72
Figure 4 -	Park Plan	77
Figure 5 -	Planning Districts and Conservation Areas on the Periphery of Riding Mountain National Park.	83
Figure 6 -	Recent Recreation Oriented Development Proposals on the Periphery of Riding Mountain National Park.	86
Figure 7 -	Crown Land on the Periphery of Riding Mountain National Park.	114

List of Tables

Table 1 -	Summary of Current Regional Interrelationships for Riding Mountain National Park.	124
Table 2 -	Illustrative Application of the Approach to Selected Issues.	140

List of Acronyms

ARC - Agreement for Recreation and Conservation

DREE - Department of Regional Economic Expansion

EARP - Environmental Assessment Review Process

IBP - International Biological Program

PFRA - Prairie Farm Rehabilitation Act

RMNP - Riding Mountain National Park

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It is important to emphasize that the comments and recommendations in this thesis are solely those of the author and do not necessarily reflect the views or policies of Parks Canada.

1. INTRODUCTION

This thesis intends to examine the interrelationships between a National Park and its region and to develop a strategy to enable Parks Canada to pursue regional integration of Canadian National Parks.

The basic thesis is that planned regional integration of a National Park, while a complex matter requiring co-operation from a number of levels of government, is no longer a problem that can be ignored. Regional integration constitutes an important Parks Canada program activity which can be handled successfully if the committment exists and if a well through out approach is adopted and put into practice.

This thesis consists of two major parts. The first (sections 1 to 4 inclusive) defines the need for regional integration and provides the theoretical framework necessary for the development of a strategy suitable for Parks Canada use. Part I includes an elaboration of the need for regional integration and an examination of the Canadian experience including an evaluation of existing Parks Canada efforts (section 2); an analysis of the factors that have hindered the application of the regional integration concept (section 3); and the formulation of a model that Parks Canada could adopt as the basis for formulating a regional integration program (section 4).

The second part of the thesis is intended to test the application of the model to Riding Mountain National Park and its periphery region.

Part II includes pertinent background information on Riding Mountain National Park (section 5); a cataloguing, analysis and evaluation of regional interrelationships for the park (section 6); and a

strategy outline for a co-operative regional integration program (section 7). A brief concluding statement summarizes the findings of this thesis (section 8).

2. A STATEMENT OF THE PROBLEM

2.1 The Need for Regional Integration

When in 1976 Lloyd Brooks, on behalf of Parks Canada, met with the Senior Park Administrators of the Provinces and Territories to solicit their views on Parks Canada, a strong case was made that Parks Canada was neglecting its duty of properly integrating the National and Historic Parks into their respective regions.

To this end, Mr. Brooks concluded that;

> "new agreements for national parks should take into account the social and economic pressures brought to bear on the "zone of influence" of that park, and that Parks Canada initiate, with appropriate agencies of federal and provincial governments, special programs of assistance in planning and development in the zone of influence, with a view to overcoming difficulties and encouraging a complementarity of development of services both inside and outside of park boundaries."[1]

Why did Mr. Brooks find the topic of National Parks and their relationship to surrounding regions "one of the hottest issues discussed"?[2] Part of the answer no doubt relates to Parks Canada shifting emphasis from the traditional tourism and recreation developments that

1. Lloyd Brooks, "The Role of National Parks as Perceived by the Senior Administrators of Provincial and Territorial Park and Outdoor Recreation Systems: Proceedings of the 15th Federal Provincial Parks Conference - Regina, October 19-22, 1976, Page 83.

2. Brooks - Page 92.

characterized the early National Parks to preservation of ecosystems. Part of the answer is also likely to relate to the availability of data which provides a clearer picture of the economic costs and benefits of Park establishment and management.[3] Yet another reason revolves around the fact that Parks Canada, while paying lip service to the concept of regional integration, has not shown much concrete action to back its policies. Finally, the provinces and territories are simply more willing and apt to speak out when the Federal presence is either unwanted or unsatisfactory.[4]

Reports such as those by Brooks can be described as symptoms and reactions to a complex issue facing all levels of parks in all parts of the world.[5] In the case of Canadian National Parks, pressure has been mounting both internally in Parks Canada, and externally from the provinces, territories and municipal jurisdictions in which the parks lie, requesting Parks Canada to play a more active role in the "zone of influence" of a park. This stems from an increasing understanding of the

3. Studies such as:
A.S. Harvey, M. Forster, T. McNutt, "Kejimkujik National Park Socio-economic Impact Study", Institute of Public Affairs, Dalhousie University, Halifax, 1974, and,

Department of Indian Affairs and Northern Development - National and Historic Parks Branch "The Economic Impact of National Parks in Canada - A Summary", Ottawa, 1970

have shown that parks are often not the economic panacea that they were traditionally purported to be.

4. For documentation of the gradual "strengthening" of the provinces see Anthony G.S. Careless, - Initiative and Response - The Adaptation of Canadian Federalism to Regional Economic Development, The Institute of Public Administration of Canada - McGill, Queen's University Press, Montreal and London, 1977.

5. Brooks - 1976

interrelationships between a park and its region which in turn lead to the identification of significant implications for park management, visitor enjoyment and even the preservation of the integrity of park resources. The ability to deal constructively with this issue has been, and continues to be, severely hampered by the difficulties of breaching jurisdictional boundaries separating the Federal (National Park landlord) from the provincial and municipal authorities who usually control land and resources on the park periphery.

Yet, these "boundaries" must be broken down if parks are to be treated as one land use component in a milieu of other land uses and the complex of social and economic happenings. Such treatment is mandatory if the view of parks as "self sustaining islands" is to be permanently buried. Early in the formative stages of the Canadian National Park system, park units were legitimately treated as "islands" reflecting the tourism bent of the times which saw the development of park townsites catering to virtually every visitor need. Parks Canada policy has evolved away from that concept to the point where it is now accepted that "Commercial services and facilities such as hotels, stores and service stations and park administration buildings will, wherever feasible, be located in communities adjacent to national parks."[6] It is also only relatively recently that the knowledge of systems ecology has been developed and applied to the units in the national park system. As a result, many of the older park units do not contain complete ecosystems which hinders Parks Canada's ability to manage resources and fulfill

6. Parks Canada, - Parks Canada Policy - Ottawa, 1979 - Page 43.

its preservation mandate. Systems geography and planning has recently provided the means to understand some of the complex network of linkages and cause/effect relationships amongst regional land-uses including those of a national park and its periphery.[7] Application of this knowledge to regional planning further refutes the validity of the island concept or as the Management Plan for La Mauricie National Park puts it: "no program or project should be conceived in isolation. This would minimize the importance the internal and external forces inherent to the project".[8]

The need for positively integrating a park within its region has received world wide attention from park managers, from residents of the park periphery, and from those concerned about the future of national parks. A few examples, which serve to illustrate the need to reach beyong the "island" concept are briefly discussed to portray the international scope of the problem.

Regional Integration of Visitor Facilities:

(a) Great Britain's concept of national parks is quite different from the North American model that originated in Yellowstone in 1872. An English National Park, while usually based on the preservation of a particular physical landscape, extends over a dynamic region including

7. See W.J. Hart - "A Systems Approach to Park Planning". International Union for Conservation of Nature and Natural Resources, Morges Switzerland, 1966, and,

   S. Crowe, "The Master Plan for National Parks and Their Regional Setting", Paper presented to the Second World Conference on National Parks, Yellowstone National Park, September 1972.

8. Ministere des Affaires Indiennes et du Nord, Plan Directeur de La Mauricie, Ville de Quebec, 1979. Avant Propos de la Section "Plan d'Integration Regionale". Translated from "aucun programme ou projet ne doit etre concu en vase clos: ce serait en effet minimiser l'importance de l'influence qu'exercent les foues interes et externes inherentes a ce projet"

towns and villages, industrial and agricultural land uses, and permanent residents. Even in this potentially more flexible situation, the English National Parks are cognizant of the need for regional integration. For example, the 1974 Report of the National Park Policies Review Committee concluded "that the best way of meeting the demand for sites for touring caravans is by providing them at suitable places at or outside the periphery of the national parks, near the main roads leading into them."[9]

(b) Another example centres on the recent U.S. National Park Service efforts to actively participate in the development of visitor facilities outside the boundaries of Yellowstone and Grand Teton National Parks.[10] The development of visitor services in the peripheral region of these parks was necessitated by the constantly increasing demand for facilities which was endangering the very values the park was established to protect.

Regional Integration and Resource Management:

(a) The Everglades National Park in Florida provides a classic example of how regional interrelationships affect the management and preservation of the park resource base. This particular case provides an excellent illustration of what can happen when boundaries do not encompass entire ecosystems. The water regime in the Everglades is critical to the park ecosystems. Rapidly increasing residential and

9. Department of the Environment - Welsh Office, Report of the National Park Policies Review Committee, Her Majesty's Stationery Office, London, 1974, Page 76.

10. B. Sadler, "National Parks and Surrounding Lands", Proceedings of the Canadian National Parks: Today and Tomorrow Conference II - Banff, 1978, Pages 272-273.

housing development on the periphery of the park combined with the diversion of huge amounts of water for irrigation have threatened the very existence of the park through alteration of the hydrology of the region.[11]

(b) In the case of African National Parks, De Vos stated that "since most national parks are not large enough to serve as self contained units for the existence of all species of wildlife, it will be essential that buffer zones be created around them in which wildlife is given at least a certain amount of protection, and where intensive agriculture and settlement are not permitted."[12]

In the Canadian context, there are a host of similar situations ranging from the need for complimentary service developments on the periphery of Prince Edward Island National Park,[13] to the Eastern Slopes land allocation and development efforts adjacent to the mountain parks in Alberta.[14] Regional interrelationships in the areas of resource management are illustrated by the Peace-Athabasca Delta disaster affecting

11. R.A. Rowntree and J.F. Orr, "The American National Park System: A Review" Proceedings of The Canadian National Parks: Today and Tomorrow Conference II, Banff, 1978, Page 389.

    The Conservation Foundation: National Parks for the Future, Washington, D.C. 1972, Page 46.

12. A. De Vos, "Problems in National Parks Management in East Africa". Proceedings of The Canadian National Parks: Today and Tomorrow Conference, Calgary, 1968, Page 704.

13. Parks Canada, Market Area Analysis, Prince Edward Island National Park Master Plan program, Pages 38-42.

14. Sadler, 1978, Page 277-285.

Wood Buffalo National Park,[15] by the threats to water quality in Nahanni National Park caused by upstream mining activity[16] and by beaver depredation problems on the periphery of Riding Mountain National Park.[17]

In summary, the need for integration of the park with the region is well documented. Parks Canada, partly because of the realization of the need for such integration, and partly because of pressure from the provinces, territories and regional jurisdictions, has committed itself to the pursuit of that objective in the corporate policy section of its recently announced Parks Canada Policy document.[18] Translating this new policy statement into reality is the true test of its validity. Parks Canada has not, to date, pursued regional integration with any vigour or organized program. The absence of guiding policy cannot be used as an excuse since the 1969 Policy document provided some direction for regional integration; particularly in developing visitor facilities in the park periphery.[19] Why has Parks Canada's pursuit of regional integration been less that enthusiastic ? Some of the reasons will be discussed in the next section.

15. Sadler, 1978, Page 273.

16. Craig McInnes,"Canada Tungsten seeks Water use Licence Change" article published in News of the North, August 1977.

17. Rural Community Resource Centre - Beaver Depredation in the Rural Municipality of Rossburn, Manitoba. Report No. 1-Riding Mountain National Park Watershed Study, Brandon University, 1979.

18. Parks Canada Policy, 1979, Page 15.

19. Department of Indian Affairs and Northern Development, National Parks Policy, National and Historic Parks Branch, Queen's Printer, Ottawa 1969, Page 9.

2.2 Historical Perspective - A State of the Art

Parks Canada has made some headway in recent years in the pursuit of regional integration. The following represent a sample of undertakings relevant, or potentially relevant, to the national parks program.

2.2.1: Systems Planning:

Parks Canada's System's Planning Unit, which deals with the identification of candidate areas for new parks and oversees the negotiations leading to their creation, has been drawn into the regional integration process.

In the establishment of Gros Morne National Park in 1970, a package deal was negotiated between Parks Canada, the Department of Regional Economic Expansion and the Province of Newfoundland providing for the complementary development of the region upon creation of the park. Federal funds were used to construct roads and assist tourist-related businesses outside the park boundaries. In negotiations for a Grasslands National Park in southern Saskatchewan, a similar package is being discussed, based on an assessment of recreational opportunities in Southwestern Saskatchewan.[20]

Currently, in the far north, Parks Canada has announced that it is interested in pursuing the establishment of new national parks at Bathurst Inlet, Wager Bay, Ellesmere Island, Banks Island, and in the Northern Yukon.[21] The establishing of these parks will rest on Parks Canada's

20. Marshall Macklin Monaghan Ltd, Tourism and Recreational Opportunities for South Western Saskatchewan, study prepared under the Canada-Saskatchewan Planning Agreement, March 1978.

21. Parks Canada, Banks Island - A Natural Area of Canadian Significance, Department of Indian and Northern Affairs, Ottawa, 1978.

ability to show how National Park philosophy and management can be integrated with Inuit lifestyles.

2.2.2 "Park Management Plans":

Parks Canada's Regional Offices are responsible for formulating and implementing "Park Management Plans" for each of Canada's twenty-eight national parks. Parks Canada Policy[22] and the National Parks Planning Process[23] direct that regional interrelationships be considered in the formulation of the park management plan.

In the management plan for Prince Edward Island National Park, there are references to the need for land-use control measures on adjacent lands, and to Parks Canada participation in a regional tourism study.[24]

Parks Canada's Quebec Regional Office has perhaps gone the furthest in dealing with regional integration in the park management plan context. The Management Plan for La Mauricie National Park includes an appended "Plan d'Integration Regionale" which provides an inventory of the regional relationships, and suggests co-operative planning opportunities.[25] A similar inventory has been prepared for Forillon National Park.[26]

22. Parks Canada Policy, 1979, Page 46.

23. Parks Canada, Planning Process for National Parks, Ottawa, 1978.

24. Parks Canada, Prince Edward Island National Park - Summary of Decisions Resulting from the Management Planning Program, Halifax.

25. Ministere des Affaires Indiennes et du Nord, - Plan Directeur de La Mauricie, Ville de Quebec, 1979.

26. Ministere des Affaires Indiennes et du Nord, Parks Canada, Plan d'Integration Regionale du Park National Forillon - Partie 1 - Inventaire et Analyse, Region du Quebec Planification, Ville de Quebec.

Management Plans and Management Plan proposals for Kluane[27], Riding Mountain[28], Elk Island[29], and Prince Albert[30] provide similar, if less detailed inventories of regional relationships, and indications of willingness to co-operate with regional authorities.

2.2.3 Park Operations

Individual Park Superintendents are often the first contact between regional authorities and residents of the periphery of the parks. Day to day park management problems involving the region, such as poaching, regulation of common water regimes, joint agreements (e.g. shared fire fighting services) and interpretive extension services, to name only a few, can all be considered as part of an ongoing regional integration program.

2.2.4 Joint Agreements:

There are some examples of joint agreements and joint studies undertaken on a co-operative basis between Parks Canada's National Parks Program and regional jurisdictions. None of these joint ventures have involved Parks Canada capital expenditures. Instead, the agreements or studies provide Parks Canada's technical expertise (in the form of manpower or professional services) or sharing equipment as in the case of joint fire fighting agreements.

27. Parks Canada, Kluane National Park Management Plan Proposal, Winnipeg, March 1979, Pages 6-9.

28. Department of Indian and Northern Affairs, A Master Plan for Riding Mountain National Park, Parks Canada, Winnipeg, 1977, Pages 5-6.

29. Parks Canada, Western Region, Elk Island National Park - Management Plan Summary, Calgary, December 1978, Pages 15-17.

30. Parks Canada, Prairie Region, Prince Albert National Park Management Plan Proposal, Winnipeg, 1980.

2.2.5 The Agreements for Recreation and Conservation Program:

Concern with the regional context of nationally significant heritage resources had led to the formulation of new programs specifically geared to developing nationally significant heritage resources within a regional framework. The Agreements for Recreation and Conservation Program (ARC), a sister program to the National Parks program under the Parks Canada umbrella, was created to fill a perceived gap in the latter's program. ARC is a direct response to the need for integrating national heritage resources, providing protection for natural and/or historical resources and development of recreational opportunities. The ARC mechanisms have set important precedents in federal/provincial co-operation and represent a form of regional integration. However, ARC's utility as a regional integration mechanism for lands adjoining National Parks has not been tested. To date, ARC agreements and initiatives have centred on clusters or linear corridors where historic resources and recreational opportunities are the main focus.

2.2.6 Evaluation:

In summary, Parks Canada has shown some progress in defining and implementing regional integration as a component of park establishment. Two points are noteworthy: first, the provinces and territories are sufficiently knowledgeable and forceful in new park discussions to demand federal incentives for regional integration as part of the negotiations for park establishment. Secondly, Parks Canada has relied exclusively on other federal programs (such as those of the Department of Regional and Economic Expansion - DREE) to carry out committments which involve expenditures of funds outside park boundaries. This has been a

legitimate avenue for the pursuit of regional integration given DREE's and Parks Canada's mandates.

In terms of park management planning, regional interrelationships are at least being given serious consideration as important factors in the management of national parks. However, treatment of regional issues has not passed the identification stage with the accompanying offer to "co-operate" with regional authorities. The Quebec region management plans are the possible exception, although even these provide only a one-sided suggestion for a regional integration plan.[31] It must be recognized that the park management planning process is a difficult vehicle through which to develop a regional integration program. Producing a park management plan has become a relatively standardized process involving a high degree of public participation. As will be discussed later, regional integration normally implies a co-operative venture because Parks Canada has no jurisdiction beyond park boundaries. No attempts have thus far been made to integrate park management planning and joint regional planning in the same process. This is not to say that it is not feasible, but Parks Canada has not yet attempted it.

Parks Canada's greatest successes in regional integration have probably occurred in the area of individual park-region relationships. There are a host of local park-region relationships that are and should be handled at the park level where informal arrangements and contacts can prove very fruitful. The situation is often helped when park staff live in the region and understand the local perspective on issues, as both residents and Parks Canada employees. Progress on minor problems

31. "Plan d'Integration Regionale du Parc National Forillon" and "Plan Directeur de la Mauricie", 1979.

and issues is usually made quickly and efficiently, using the park superintendent's discretion and relatively wide ranging authority. The success of regional integration, of course, varies from park to park depending on such factors as the superintendent's interests, motivation and personality; the degree of contact with residents of the periphery and regional authorities; the types of regional integration issues to be dealt with; and the history of co-operation (or non-cooperation) and trust that has evolved between the park and the region in the past.

The degree of success in developing formal regional integration programs has been relatively low. Those initiated have been localized and usually forced on Parks Canada as opposed to being suggested by them. There are, as yet, no evident examples of Parks Canada capital expenditures in areas outside national parks related to joint agreements. The ARC program, as discussed, has not been used as a regional integration mechanism for National Parks. It has no legislative basis and is implemented agreement by agreement through a federal Order-in-Council.

This clearly does not represent an impressive Parks Canada record in regional integration. Parks Canada has accepted the concept as a corporate policy objective[32], but has not translated the "motherhood" statements into programs or planned actions. The wide-ranging need for regional integration has been documented. There is no doubt that Parks Canada will have to pursue regional integration in a more purposeful manner if it is to meet its stated goals of protecting nationally significant heritage resources, and providing means for people to

32. Parks Canada Policy, 1979, Page 25.

appreciate and visit them. The recognition of regional relationships as an integral part of park management must be given more credence. This however, is not enough. An effort must be made to begin planning and developing parks and their regions as a unit. This will ensure maximum economic benefits to the region from the establishment and operation of the park, and will help preserve the integrity of park resources.

Finally, there are many signs that regional integration will be built into newly established parks in the future. In fact, there is evidence that new national parks will not be established at all unless they are part of a jointly planned and managed regional framework. Provinces and territories are becoming increasingly hesitant to turn over lands and resources to the Federal government for national parks. The negotiations for Grasslands, Gros Morne, the proposed northern parks already mentioned, and the "Bloodvein" or "Atikaki" Park on the east side of Lake Winnipeg, are proof of this fact. If any new national parks are created in southern Canada in the future, they will probably be relatively small units of federal park land and will only succeed as national parks if they are developed and managed as part of a regional system. The prime resources will be protected and owned by Parks Canada but buffer zones and visitor use zones will probably be located outside the boundaries of the park.[33] While this appears to meet the spirit of Parks Canada's goals and policy, it may require additional flexibility in terms of specific programs which make a positive contribution to regional integration.

33. This includes current National Park zoning classes III, IV, V. For further details, see: Parks Canada, Zoning in National Parks 2nd Edition, Ottawa, August 1979.

3. IMPEDIMENTS TO THE APPLICATION OF REGIONAL INTEGRATION

3.1 Factors Responsible for Parks Canada's Lack of Success in Regional Integration

An analysis of relevant literature combined with practical experience in attempting to pursue regional integration programs has uncovered four principal factors which hinder Parks Canada's involvement in regional integration.

3.1.1 Lack of Legislative Authority:

There is no doubt that Parks Canada's legislation basis precludes direct involvement or responsibility for management of lands and resources outside the boundaries of national parks.[34] As a result, the only way that Parks Canada can participate in regional affairs is through the willingness of regional authorities to co-operate in joint planning, management and development. Conversely, the region around the park has no jurisdiction over park resources and management. The need to co-operate is obvious. Concurrent with the lack of jurisdiction over neighboring lands, is Parks Canada's present inability to make direct expenditures on capital projects outside park boundaries, even if this is beneficial to the park. Regional authorities are reluctant to entertain any cooperative ventures involving national parks unless Parks Canada is able to make a financial contribution. This is an important factor, given that in most cases the "development" aspects resulting from a regional integration program would be located outside the park

34. Refer to a more detailed discussion of mandate in section 3.2.

in line with Parks Canada's preservation objectives.

The result of these deficiencies in mandate was termed "Bureaucratic Compartmentalization"[35] by Forster which implies a regression into the "park as an island" syndrome by the respective park and regional authorities. Limited contacts between park and regional authorities in turn breed mistrust and can hinder regional integration even at the local or park level.

The lack of a legislative mandate is also a problem for national parks in other countries. Kusler recommended that "amendments be made to (U.S.) National Park Service Legislation authorizing individual and regional Cooperative Planning and Plan Implementation Boards to plan lands adjacent to parks and establish protection policies".[36]

The Conservation Foundation report on U.S. National Parks likewise recommended that "the National Park Service should be authorized to implement protective land-use controls for inholdings and adjacent private lands that clearly affect the natural values of park lands, failing adequate state or local constraints.[37]

3.1.2 Absence of Parks Canada Goals, Objectives, Policies and Programs:

In some ways it is understandable that Parks Canada has not

35. Richard R. Forster, Planning for Man and Nature in National Parks. International Union for Conservation of Nature and Natural Resources, Morges, Switzerland, 1973, Page 47.

36. Jon A. Kusler, Public/Private Parks and Management of Private Lands for Park Protection, IES Report 16, Centre for Human Systems, Institute for Environmental Studies, University of Wisconsin, Madison, March 1974, Page 25.

37. The Conservation Foundation, National Parks For the Future, Washington D.C. November 1972, Page 12.

pursued regional integration in a more structured and purposeful manner, given its lack of legislative mandate. However, the need does not disappear, simply because the most direct means to deal with it are currently not operative. Clearly, Parks Canada has an obligation to pursue means to accomplish regional integration if such measures are necessary to preserve nationally significant heritage resources. This may translate into vigorously pursuing all existing channels for regional integration or seeking additional legislative mandate from parliament.[38] The fact remains that Parks Canada policy statements are meaningless unless the structures and programs are put into place to implement them.[39] Even the formulation of a Parks Canada program must be preceeded by a thorough examination of the goal, the definition of precise objectives and the limits to which the agency is willing to go in its pursuit of regional integration. Burton in his paper at the Second Canadian National Parks: Today and Tomorrow Conference in 1978, referring to co-ordination of park development, pleaded for a clearer definition of objectives at the outset.[40] Prior to establishing a program, Parks Canada should also examine its role vis-a-vis that of other federal departments such as DREE and the Department of Indian and Northern Affairs who are also involved in this field.

38. Other avenues are discussed in section 3.2.3

39. Parks Canada Policy, Page 25.

40. T.L. Burton, "The Promises and Problems of Co-ordination in Parks Development and Management." Proceedings of The Canadian National Parks: Today and Tomorrow, Conference II, Banff, 1978, Page 326.

While it is not Parks Canada's role to function as a regional development agency, a concerted effort is needed to translate Parks Canada's regional integration policy pronouncements into a purposeful program.

3.1.3 Fiscal Restraint:

The Federal government, as with most other levels of government, has embarked on a continuing restraint exercise in an effort to cut back spending and reduce the federal deficit. Such measures have been manifested in Parks Canada through budget cuts, staff layoffs and attrition programs. Some Parks Canada programs have been cut back and the majority of the remainder are in a stable, low-growth condition. Very few new program initiatives are being supported. Parks Canada's chances of selling a defined regional integration program involving even moderate budget and manpower requirements would thus likely meet stiff opposition. The climate for such initiatives has not been good for the last four years, with no hint or promise of positive change on the horizon.

It should also be noted that the reaction to many of these factors, singly or in combination, can lead to the development of a negative psychology on the part of those involved in regional integration. For example, the "Bureaucratic compartmentilization" alluded to by Forster[41] which results from the lack of a clearly defined mandate, when placed in the context of a restraint period, further dampens the chances

41. Forster, 1973, Page 47.

for developing a comprehensive regional integration program. Without strong backers and initiators in Parks Canada, the chances of putting a regional integration program in motion are reduced significantly.

3.1.4 Provincial, Territorial and Regional Priorities:

The Brooks report included an important qualification, noting in some cases, the senior provincial and territorial park administrators interviewed reflected a professional and management view rather than a political perspective.[42] Translated, this implies that the provincial and regional government perception of the issues and solutions, and fiscal capability might be such that they are unable to assign priority to the task. Regional integration implies a co-operative effort between Parks Canada and those responsible for the park periphery. If a province or territory places a low priority on regional integration for whatever reason, then in all likelihood a joint program will never come to fruition.

This problem is further compounded by the fact that jurisdiction over lands and resources outside the park boundaries usually involve two or more levels of government, private lands, provincial or territorial lands, functioning communities, private industry etc. Contrast this with the single authority, clearly defined goals, and solid policy base characteristic of a national park and one immediately appreciates the difficulties in gaining uniform support for a regional integration program outside the park.

42. Brooks, 1976, Page 81.

The other variable related to this factor involves the differing goals and objectives which often separate Parks Canada and the surrounding region. Parks Canada (National Parks Branch) is basically responsible for preserving nationally significant landscapes. Unfortunately, objectives such as the creation of buffer zones, protection of visual corridors, and protection of wildlife habitat are not often high priorities for the province, territory, municipality or private landowner. The external authorities may place their emphasis on industrial or agricultural growth, cottage and facility-oriented recreational development, road construction, and minimization of flood damages. Even the development of tourism services does not constitute a legitimate joint objective in all cases. For example, the Inuit of Northern Canada are hesitant about national park establishment because some of their communities would become tourist centres. Local and provincial governments often vary in their philosophy on planning and development control and the land ethic. Kusler in particular sites this as an impediment to regional integration of parks in some U.S. states.[43]

The implications stemming from these impediments to regional integration do not pose insurmountable problems. Indeed, action to formulate such a program will greatly assist in dissipating negative influences. For example, the clarification of Parks Canada's intentions and definition of a program will provide a stronger basis for dealing with fiscal restraint. A well based and clearly defined program has much better leverage and opportunity in a restraint period. The definition of

43. Kusler, 1974, Page 22.

a regional integration program could also serve as a catalyst in publicizing Parks Canada's desires and capabilities for action. This in effect might constitute an invitation for some provinces or territories to seek out formal integration programs in cooperation with Parks Canada.

It is clear that to overcome the barriers to formulating a regional integration program, two related actions have to be initiated:

(a) Efforts should be made to improve Parks Canada's legislative basis for direct involvement in regional integration programs.

(b) Parks Canada should begin to precisely define its goals and objectives with the intent of formulating a definite program for regional integration.

3.2 Parks Canada's Mandate for Involvement in Regional Integration

Through provisions in the British North America Act,[44] and through the 1930 resources transfer amendments,[45] the provinces have been given authority over resources, planning and land-use control for all lands within their boundaries which are not specifically owned by the federal government. The only exception to this invoves the Yukon and Northwest Territories who do not have complete control over lands and resources within their boundaries. In turn, Parks Canada has control over lands designated through amendment to the National Parks Act.[46] The latter lands have been acquired either through transfers from federally controlled lands (pre-1930 in the provinces and up to the present in territories) or through transfers of provincially controlled crown lands.

44. The British North America Act - 1867.

45. An example is the Manitoba Natural Resources Act, Chapter 29, Session 20-21 George V, 1930.

46. Refer to Section 3 of the National Parks Act., R.S. c.189, s.1. and amendments, 1974.

The resulting split in jurisdiction over land and resources is at the root of the regional integration issue. In regions containing national parks, two separate land-use authorities exist side by side with no formal mechanisms for integration of their roles and functions.

In the earlier years of the national park system, this split in jurisdiction resulted in few problems since the parks were developed as self-contained units, with townsites, housing and related visitor services. Not only has this concept of a national park changed with time, but research and analytical techniques have led to a heightened understanding of regional relationships, which in turn has sparked greater awareness of the need for co-operation in land-use planning and management.

As already pointed out, a case in point is the relatively new concept of systems ecology, which has injected a new dimension into park boundary definition involving the protection of self-sustaining ecological units. Boundaries established prior to the recognition of this principle are now impeding Parks Canada's ability to manage park resources.

The split jurisdiction combined with the acceptance of a planning philosophy based on comprehensive planning of the "holistic region"[47], or as Crowe puts it "hierarchial planning",[48] implies that both Parks Canada and the appropriate regional authorities should endeavour to co-ordinate their respective activities towards a common goal. If the benefits of this approach and philosophy are to be realized, then both

47. Forster, 1973, Page 45.

48. Crowe, 1972, Page 161.

Parks Canada and the relevant province/region will have to accept the "co-operative approach" as a basic precept. However Parks Canada's legislative base affords little in terms of mandate to encourage or permit such co-operative ventures.

3.2.1 Legislation:

The National Parks Act[49] provides the legislative framework authorizing the Government of Canada to establish, manage and develop national parks in Canada. The Act provides virtually no mandate or direction with respect to regional integration. Two rather oblique references authorizing the formulation of regulations for:

"(y) authorizing agreements with municipalities or water districts adjacent to a park for the supply of water from the park; and

(z) authorizing agreements with persons residing on land adjacent to a park for the supply of water from the park for domestic purposes and use in establishments providing tourists accommodation."[51]

represent fairly recent amendments which give some indication of the growing acceptance to Parks Canada formally co-operating in the "zone of influence".

3.2.2 Policy:

In 1976, Parks Canada began an extensive review of its program policies including those of National Parks, National Historic Parks and Sites and the ARC program. This process culminated in 1979 with the approval of a new Parks Canada Policy document which formalized an "umbrella framework" for the growing number of programs of the

49. National Parks Act. R.S. c.189, s.1. and amendments, 1974.

50. National Parks Act, Section (7y) and (7z), 1974. Page 9.

agency.[51] This new document includes a "corporate policy" for Parks Canada as a whole; and individual program policies for each of the activity areas. National Parks, National Historic Parks, National Historic Sites, and the Agreements for Recreation and Conservation program.

A review and analysis of this policy provides insight into Parks Canada's flexibility and limitations with respect to regional integration.

Under the corporate policy guidelines, section 3 provides overall direction with respect to Parks Canada's stance on roles and relationships with outside agencies. In Section 3.1, Parks Canada states that it will take the lead role in federal government activities related to heritage protection and presentation.[52] A promise of co-operation is stressed in this policy, both in terms of assisting other federal departments in heritage preservation efforts and in drawing on the expertise of other federal agencies in the carrying out of Parks Canada programs. This, in effect, recognizes the need for co-operation amongst federal agencies either through the co-ordination of efforts when other federal agencies happen to be the adjacent land-owners, or through the use of other programs (DREE is an example) to promote regional integration.

The important area of federal/provincial relations is the subject of Section 3.2 .[53] This policy statement promises that Parks Canada

51. Parks Canada Policy, 1979.

52. Parks Canada Policy, 1979, Page 14.

53. Parks Canada Policy, 1979, Page 15.

will co-ordinate its programs with those of provinces and territories to complement efforts in heritage preservation. Some of the co-ordination mechanisms are listed and include the use of senior consultative committees. The ARC program is also mentioned as a tool enabling joint action for heritage areas.

The concept of regional integration is addressed specifically in Section 3.3:

"Parks Canada will seek to integrate elements of the Parks Canada System with surrounding regions so as to have a positive social, economic, and physical impact."[54]

The ensuing discussion clarifies Parks Canada's intentions by listing some areas of interrelationship including economic, social, and physical impacts of parks on the region. As Sadler[55] correctly points out, this one-sided enunciation of regional integration policy neglects to take into account the effects of the region on the park and hence seems to ignore the primary purpose of national parks,this being the preservation of nationally significant landscapes.

The discussion in this policy statement promises Parks Canada's co-operation with provincial territorial and municipal agencies to resolve economic, social and physical impacts in a satisfactory manner. The only concrete means of implementation indicated are via federal/ provincial cost-sharing agreements through the programs of <u>other</u> federal agencies.

54. Parks Canada Policy, 1979, Page 15.

55. Sadler, 1978, Page 274.

In sum, while the new policy statement represents a step in the right direction, it provides only a vague guideline for regional integration based on a re-affirmation of previous "motherhood" statements and identification of only half of the regional integration requirements.

The National Parks Activity Policy provides further guidelines applicable to regional integration.[56] In discussing the concept of a National Park System, it is acknowledged that "without the support and co-operation of the provinces, territories, native organizations and the general public, the federal government cannot meet its responsibility to protect the natural heritage of all Canadians".[57]

In section 1.2 dealing with the selection of potential park areas, it is stated that one criteria that candidate areas will be evaluated against is the risk of long-term social, economic and physical disruption to the region.[58] The section on establishing new national parks promises Parks Canada co-operation in resource inventories in Northern Canada.[59] Policy also indicates that Parks Canada will encourage local residents to find employment and business opportunities related to the park.

Section 3.9 clearly underlines the importance of regional integration:

56. Parks Canada Policy, 1979, Pages 37-46.

57. Parks Canada Policy, 1979, Page 38.

58. Parks Canada Policy, 1979, Page 38

59. Parks Canada Policy, 1979, Page 39.

"Co-operative arrangements will be sought with provincial, territorial and federal agencies to ensure compatible use and management of lands adjacent to the national park."[60]

Further references to regional integration are contained in the section dealing with "Protecting National Park Resources". Land-use and management of park resources is recognized as having both "beneficial and detrimental effects on surrounding lands"[61] which necessitates co-operation with regional land management agencies. Resource management policies recognize that interference with natural processes such as fire, insects and diseases are necessary when adjacent lands or land-use activities are threatened.[62] Policy directs that overall resource management planning for each park must take into account the nature of activities in the surrounding region. Reintroduction of plant or animal species to a particular park is also made dependent on the potential impact on surrounding lands.[63] Pollution and pollution sources are recognized as potential regional integration issues which could necessitate Parks Canada working in co-operation with other agencies to minimize their impact on the park resources.[64]

Section 4.3.1 of the policy statement provides a basic direction for the provision of visitor services and facilitates:

60. Parks Canada Policy, 1979, Section 1.3.9, Page 39.

61. Parks Canada Policy, 1979, Page 41.

62. Parks Canada Policy, 1979, Section 3.2.3, Page 41.

63. Parks Canada Policy, 1979, Section 3.2.7, Page 42.

64. Parks Canada Policy, 1979, Section 3.2.9, Page 42.

"Commercial services and facilities such as hotels, stores and service stations and park administration buildings will, wherever feasible, be located in communities adjacent to national parks."[65]

As pointed out in earlier sections, this policy statement reaffirms Parks Canada's commitment to restrict commercial services and facilities in national parks to the absolute minimum. In effect, this stance leads to a need for additional cooperative efforts with the region, since commercial visitor services are an essential adjunct to most national parks.

The final section of the national parks policy deals with park management plans. Reference is made to the fact that each plan expresses Parks Canada's policies for an individual park within its regional context.[66]

Sections 6.6 and 6.7 provide further guidelines related to management plans:

6.6 "Parks Canada will co-operate with other levels of government, private organizations and individuals responsible for the planning of areas adjacent to national parks and for the provision of facilities and services in adjacent communities to ensure that national parks are integrated in a positive manner with their surrounding regions."

65. Parks Canada Policy, 1979, Page 43.

66. Parks Canada Policy, 1979, Page 46.

6.7 "In certain cases, financial assistance may be provided for the development of municipal infrastructure necessary to encourage tourism development outside of national parks, by means of a federal/provincial cost-sharing agreement through other federal agencies."[67]

The above two policy guidelines provide a limited mandate for Parks Canada to pursue regional integration. Policy guidelines are understandably general in nature and are dependent on the formulation and implementation of programs if they are to become reality. The latter section in particular makes it clear that there are limits as to how far Parks Canada is unilaterally capable of carrying out regional integration.

The implications of Parks Canada's Policy Document can be summarized as follows:

(a) There is, at least a partial recognition of the need for regional integration, certainly much more than was apparent in the earlier 1969 Parks Canada Policy which failed to recognize or even mention the desirability of regional integration.[68]

(b) Regional integration is accepted as a valid concept for all of Parks Canada's programs including national parks.

(c) It is recognized that the need for regional integration transcends all aspects of the national park program, including park

67. Parks Canada Policy, 1979, Page 46.

68. Department of Indian and Northern Affairs, National and Historic Parks Branch, National Parks Policy, Queen's Printer, Ottawa, 1969.

establishment, park planning and management of resources.

(d) The lack of jurisdiction and mandate to deal with authorities outside park boundaries is recognized on two counts:

(i) by the need to use a "cooperative approach" in regional integration;

(ii) by the need to use other federal government programs in instances where regional integration involves expenditure of federal funds outside of park boundaries.

(e) Policy pronouncements supportive of the regional integration concept are meaningless unless programs and resources are activated to ensure that policy becomes reality.

3.2.3. Other Related Programs:

Given the lack of mandate for regional integration in national parks legislation and the dependence on other federal programs as outlined in the policy statements, it is worthwhile to briefly explore the mandates and limitations of some of the more indirect vehicles for regional integration. Specifically, Parks Canada's ARC initiatives deserve further elaboration, as does the Department of Regional Economic Expansion (DREE) programs.

3.2.3.1 The Agreements for Recreation and Conservation Program (ARC):

As outlined above, the ARC program is a relatively new Parks Canada initiative tracing its ancestry to the now defunct federal "By-ways and Special Places Programs" announced in 1972. The fledgling ARC program has no legislative framework as yet, and operates solely on the basis of individual orders-in-council.

The objective of the program as stated in Parks Canada policy is:

"To protect significant natural and cultural resources within certain heritage areas and to encourage public use, understanding and recreational enjoyment of such areas by acting in conjunction with other governments, organizations and individuals through agreements for recreation and conservation."[69]

Since primary characteristics of the program focus on the need for "co-operative action" and the presence of nationally significant resources; it is a logical vehicle to consider for implementation of a regional integration program.

The ARC program has also set an important precedent by committing Parks Canada to commit funds on relevant lands that it does not own, when such expenditures relate to Parks Canada's mandate. It is not a large step to suggest that individual orders-in-council could be passed for specific regional integration projects where these contribute to the attainment of Parks Canada's goals.

The "orders-in-council" approach is intended to be used in exceptional circumstances or as an interim authorization measure. Enshrining the ARC concept in legislation and broadening its current application to cover regional integration of national parks would strengthen the mandate considerably and provide the means for carrying out the regional integration promises of the National Parks Policy.

3.2.3.2 Department of Regional Economic Expansion (DREE):

A DREE - Parks Canada partnership has been used successfully

69. Parks Canada Policy, 1979, Pages 53-54.

in the past in the implementation of a regional integration program. The agreement to establish Gros Morne National Park in Newfoundland in 1973 was predicated on a DREE sub-agreement to provide assistance for tourism and infrastructural development.[70] A similar type of agreement is contemplated for the establishment of Grasslands National Park in southern Saskatchewan.

DREE's primary mandate centres on alleviating regional economic disparities by promoting economic growth and job creation in depressed regions of the country. Tourism is considered a viable industry with job creation potential in many areas. Since tourism is usually one of the spinoffs of the establishment of a national park, DREE and Parks Canada objectives often mesh, thus permitting some aspects of regional integration to occur.

However, to rely totally on DREE to serve as Parks Canada's vehicle for regional integration has a number of drawbacks:

(a) In many provinces, DREE priorities do not necessarily include tourism and consequently their objectives may not complement those of Parks Canada;

(b) Given DREE's economic stimulation mandate, there are many aspects of regional integration, such as those pertaining to resource management, which could not be covered by a DREE sub-agreement. DREE's assistance is mostly applicable in the areas of provision of visitor facilities, infrastructure development and employment and training opportunities;

70. Summary of the Federal/Provincial Agreement to Provide for the Establishment of Gros Morne National Park. August 13, 1973 (unpublished paper - author unknown).

(c) Setting up DREE agreements and sub-agreements involves a lengthy and complex process of negotiation. Hence, they are not always an efficient tool to use;

(d) Federal/provincial cost-sharing formulas as applied by DREE often limit the number and type of projects that can be carried out, hence compromising the potential effectiveness of the tool;

(e) Co-operative efforts are, as a rule, rendered more complex with the addition of other partners who bring their own objectives and constraints into the negotiation and implementation phases. In many instances, Parks Canada could more efficiently carry out regional integration through a broadening of its existing mandate.

Nevertheless, DREE programs have assisted regional integration in the past and will likely continue to be used in the future. There are perceived advantages to the coordination and use of other federal programs in assisting Parks Canada to achieve its regional integration objectives.

4. EVOLVING A PARKS CANADA REGIONAL INTEGRATION STRATEGY

4.1 Systems Theory:

Previous sections have outlined the need for regional integration of national parks; summarized Parks Canada's past efforts and analyzed the reasons for the limited advances in applying the concept.

Regional integration has been shown to be of paramount necessity for the future of the national park system and for the integral preservation of many of the individual units in the system. Yet, as discussed, there are many roadblocks holding back progress: the jurisdictional problem, the complexity of co-operative programs, and goverment restraint. The formulation of a strategy to pursue regional integration would go a long way in overcoming these hurdles. Parks Canada's policy pronouncements in support of regional integration, combined with the external threats to parks and the demands of park periphery authorities, provide the ideal setting for making progress in this direction. The "systems approach" as advocated by McLoughlin,[71] Crowe,[72] Forster,[73] and Burton[74] provides a useful analytical tool for setting the theoretical framework necessary for modelling a national park as one land-use component in a dynamic regional setting. It is important that this model go beyond the initial analytical step. As outlined in previous sections, the

71. J.B. McLoughlin, Urban and Regional Planning: A Systems Approach, Faber and Faber, London, 1969.

72. Crowe, 1972.

73. Forster, 1973.

74. Burton, 1978.

problem is no longer one of recognizing regional interrelationships and the desirability of actively pursuing regional integration, but centres on overcoming the inertia that exists because of muddled mandates, federal and provincial hesitation at shared responsibilities, and fiscal restraint.

Systems theory advocates the study of a topic by looking at it in relation to the interdependence of its components. It provides a useful first step in defining the scope and extent of regional interrelationships. A national park thus perceived does not represent an independent or autonomous land-use but rather functions and interacts within its social, economic, ecological, political and institutional "milieu" which in turn, is constantly evolving. As Burton points out, systems thinking assumes that:

> "Central to the approach are the notions of completeness, structural order, integration, rationality, and organization".[75]

To carry systems thinking past the analysis stage presupposes that, by understanding how a system works, one can manipulate it to function more efficiently. In the case of national parks, to understand the interaction and interdependence between a park and its region is a prerequisite to formulating means to adjust the system. The goal or reason for manipulating the system in this case is to better integrate a park into its region. The basis for this goal is readily inferred from Parks Canada's policy statements which advocate maximizing benefits

75. Burton, 1978, Page 313.

accruing from the establishment, development and management of a national park in a region while at the same time preserving the integrity of the park resources and ensuring the role of the particular park as a unit in the national park system.[76] These two objectives, which are not always complimentary, often require an optimization approach.

The following sub-section will catalogue a list of regional inter-relationships that the author has developed based on a literature survey, discussions with national parks personel in Canada and the U.S.A., and from personal experience.

Following this, a strategy for bringing regional integration to fruition will be outlined. This step will propose a realistic approach for going beyond the discussion and analysis stage which, with very few exceptions, represents the "state of the art" at present.

4.2 Spectrum of Regional Interrelationships

The range of relationships between a park and its region span a wide range of interactions including social, political, economic, ecological and institutional. Many interrelationships can be categorized under two or more of these headings. For example job creation can have social, economic and institutional repercussions. This is not unexpected given the systems perspective. In order to make the categorization useful, regional interrelationships have been grouped under three headings:

(1) Park Establishment;

(2) Regional Planning and Development;

76. Parks Canada Policy, 1979, Section 3.3, Page 15.

(3) Regional Resource Management.

These three headings were selected primarily because they correspond to Parks Canada's existing organization and processes.

4.2.1 Park Establishment:

The process of establishing a Canadian National Park involves complex negotiations between a province (or territory) which must agree to turn over the land base to the federal government which, in turn, must proclaim the area a national park by amending the National Parks Act. Such negotiations can be exceedingly lengthy, as evidenced by the current negotiations for a Grasslands National Park, which stretch back over fifteen years.

Parks Canada is committed through its policy to analyse the regional impact of any park proposal.[77] Presumably, this analysis and evaluation will help determine the "regional" costs and benefits of establishing the park. The effects of allocating a block of land for national park usage and the resulting socio-economic impact constitute the major regional relationship. In systems modelling terms, an existing system is being analysed, based on the projected impacts of introducing a national park land usage. The primary effect is obviously the withdrawal of a sizeable landholding from the regional land base. The main impact is the exclusion of other land uses and activities inherent in the decision to set aside land for a national park (e.g. elimination of existing or potential agricultural, mining, forestry, and tourism activities). Impact analysis of the type listed above is characteristic

77. See discussion of policy in Section 3.2.2.

of most national park establishment processes in the western world.[78]

The potential secondary impacts are more numerous and complex:

(a) the loss of tax base for the local taxation authority;[79]

(b) the loss of employment opportunities resulting from any displaced economic activities;

(c) the spinoff effect from the loss of primary jobs resulting in a negative impact on the secondary and tertiary sections of the regional economy;

(d) the new economic and employment opportunities resulting directly (park jobs) or indirectly (tourism and tertiary sector) from the creation of the park;

(e) the social infrastructure demands for hospitals, schools, policing, fire protection etc. which could result from the creation of the park;

(f) the "hard" infrastructure demands such as impact on road systems,water, sewer, and waste disposal services;

(g) the implications of identifying fragile natural and historical resources prior to the enactment of protecting legislation (in order to negotiate for the park, one must publicize the existence of significant resources which indirectly leads to increased use and damage to the as yet unprotected resources);

78. For an excellent example see: J.D. Ovington, "People Politics and Parks: An Australian Experience Paper" Proceedings of "The Canadian National Parks: Today and Tomorrow Conference II, Banff, Alberta, 1978, for a discussion of a new park study in south-west Tasmania.

79. Kusler, 1974, Pages 20-21.

(h) the alterations to lifestyles of local residents who are often displaced or subjected to an onslaught of tourists and researchers. (In Northern Canada,new parks will permit native use and resource extraction activities to occur within defined limits.);[80]

(i) Public attitudes towards Parks Canada and its program, and others involved in the establishment process, are often moulded by the sincerity and results of the negotiation process. If the task was poorly handled, the repercussions could be felt for many years and eventually could prejudice regional relations.

The results of the analysis of the above factors usually translates into specific negotiating points in the agreement to establish a park.

4.2.2 Regional Planning and Development.

This category covers planning and development issues inside and outside the park. "Planning" is very much a thread that winds its way through all three categories, as evidenced by the fact that planning for park establishment and resource management are accepted Parks Canada functions. Planning and systems theory are likewise closely related in the sense that goal setting, analysis, alternative strategies and impact assessment characterize the regional planning process, which is well rooted in systems theory. Planning then is an activity which will analyse the system and develop strategies to alter the system towards

80. Parks Canada Policy, 1979, Section 3.2.11, Page 4.

specific ends. It stands to reason that most planning activities in the zone of park influence should at least be monitored by Parks Canada to keep track of changes in the region which may effect the park. Likewise, park planning efforts should be scrutinized by regional authorities for potential impacts on their plans and activities. "Development" in this sense is defined as an activity that will produce a change in land-use in the region which may directly or indirectly lead to changes in the regional "system". The "developments" of concern in this case are those that transpire in the park and have repercussions for the region, or vice versa.

In terms of sub-categories it is useful to break this category down into:

(1) Park Planning and Development;

(2) External Boundary Planning and Development;

(3) Regional Planning and Development.

Again, however, areas of concern transgress the boundaries of these sub-categories. For example, employment opportunities can relate to all three sub-categories. Nevertheless, it is useful to break down this category to facilitate the use of a checklist of potential areas of concern.

4.2.2.1 Park Planning and Development:

Potential areas of concern under this sub-category include:

(a) Parks Canada's park management planning process, which leads to the formulation of guidelines for development of facilities, capital expenditures and management of park resources. Parks Canada Policy commits the agency to develop these plans, with consideration given to the regional context of the park. The management plan for a park may

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provide specific direction on regional integration objectives and mechanisms.

(b) A public participation program is a necessary component of any Parks Canada park management planning process. Such a program provides a useful vehicle for bringing regional interrelationships into the forefront and for discussion appropriate to regional integration mechanisms.

(c) Developments or non-developments in national parks can affect the region in many ways, from provision of employment opportunities and regional recreation opportunities to serving as a catalyst for tourism. Demand for regional infrastructure can also result leading to requirements for local services, changes to property values, disruption of the social fabric of some communities and increases in local tax bases, to name only a few.

(d) Park sponsored interpretive extension programs provide additional educational resources for the community and can promote the national park concept in the region. This public relations aspect is important to the concept of regional integration, as will be discussed later.

(e) Park administrative requirements usually have implications for the region. Employment and training opportunities are usually created. Park administrative and maintenance buildings are encouraged to locate in existing communities outside of park boundaries where this is feasible. Demands for school, hospital, housing, commercial, police, fire protection and other services usually result. In long established parks such as Riding Mountain, which have their own communities, some of

these services already exist and can sometimes be made available for residents outside the park.

(f) Any modification to park boundaries directly affects the region. The implications would be similar to those described under park establishment.

4.2.2.2 External Boundary Planning and Development:

There are many activities along the park boundary which can have an impact on the park:

(a) Municipal and provincial planning and zoning efforts correspond to the park management planning process. They provide means for bringing about regional integration, as well as previewing changes which will modify the "regional system".

(b) Peripheral land-use, and changes thereto, can have significant implications for the park. Rowntree has outlined the effects of logging adjacent to the park boundary on the Redwood National Park in California.[81] Changes to land-use can be viewed as being either compatible of incompatible, depending on the characteristics of the new usage and its spatial relationship to park resources and facilities. For example, an intensive livestock operation adjacent to a park visitor zone is obviously not compatible, whereas a cattle ranch adjacent to a Grasslands National Park might be viewed as complimentary use. Factors such as noise, water, and air pollution, visual aesthetics, establishment of park user concentrations, and other similar impacts resulting

81. Rowntree and Orr, 1978, Page 390.

from land-use changes need to be evaluated.[82]

(c) The development of visitor facilities such as campgrounds, hotels, motels, etc. represent specific commercial land uses directly related to the functioning of a national park. This issue is doubly important, given Parks Canada's policy of restricting this type of development within the park itself.[83]

(d) Recreational facilities and demands represent an issue of concern to both the park and region. Again, Parks Canada's policy of encouraging only those activities compatible with the resource base within the park means that many of the "urban" style recreational activities (e.g. tennis courts, roller skating, golf courses) will devolve upon areas outside the park.[84]

4.2.2.3 Regional Planning and Development:

In this more "macro" region of the park (as opposed to the "micro" level of issues in the boundary zone) there can be a number of areas of concern.

(a) Regional Planning programs, be they comprehensive land-use planning programs on a regional scale, tourism plans, industrial development strategies, recreation plans, etc., can be excellent vehicles for understanding aspects of the regional system and co-ordinating development. The park can be viewed as one component of the regional strategy and ways to ensure its protection and to seek complementary and supportive development can be discussed as part of regional

82. For greater detail, see Kusler, 1974, Pages 19-21.

83. Parks Canada Policy, 1979, Section 4.3.1, Page 43.

84. Parks Canada Policy, 1979, Section 4.1.2, Page 44.

planning exercises.

(b) Regional transportation systems can be an area of inter-relationship. A national park often becomes an important destination area, necessitating upgrading of transportation systems to handle any increasing visitation. At the same time, a national park can act as a barrier to regional transportation systems if the latter will infringe on the integrity or purpose of the park.[85]

(c) A national park is usually an important node in the regional tourism system. Other regional attractions, facilities and services can interact in many ways with a national park. Information dissemination programs and tourist information centres are services that benefit from co-ordination. The economic and employment repercussions of a national park for the regional tourism industry also merit consideration.

(d) The role of the national park as a purveyor of regional recreational services is a factor to be accounted for. Likewise, complementary and competing recreational opportunities in the region can constitute another regional integration issue.

(e) Major development projects in the region can have repercussions for the park. The implications for the park can range from detrimental impacts on the natural resources (which will be discussed further in the next section) to increased competition for skilled and unskilled workers.[86]

85. An excellent example of this is the ongoing heated debate over the twinning of the Trans Canada Highway in Banff National Park.

86. An example of this latter point is occurring in northern Saskatchewan, where Prince Albert National Park is having difficulty competing for tradespeople with regional employers because of high wages resulting from the booming economy.

4.2.3 Regional Resource Management:

An excellent example of the application of systems theory is to the field of ecology. Parks Canada paid little attention to incorporating entire ecosystems into national park boundaries before 1969. Even those created since 1970 have not, in any cases, been able to encompass complete landscape units.[87] The net result is a host of resource management issues which could benefit by the application of regional integration measures. As discussed earlier, the protection of park resources is Parks Canada's primary responsibility.[88] The significance of this area of concern has been aptly summarized:

> "Nor can park landscapes and ecosystems be perpetuated in an unimpaired state unless sound stewardship is exercised over adjacent land, water and other natural resources. To fully meet their resource management objectives, national parks should be planned within the context of a regionally integrated system of land-use and open spaces..."[89]

The area of regional resource management includes a number of potential regional interrelationships. These can be broken down into two sub-categories, based on whether they are inside or outside the park.

87. A good example is Nahanni National Park, which includes only the lower portions of the south Nahanni watershed, thus greatly diminishing control over the water quality in the park itself. Since mining exploration and development are rampant in the head-waters of the river, it is conceivable that the water quality in this wild river park will eventually be impaired.

88. Parks Canada Policy, 1979, Section 1.0, Page 12.

89. Sadler, 1978, Page 285.

4.2.3.1 Park Resource Management:

(a) Resource management planning guidelines are generally outlined in the Park Management Plan. Additional detailed resource management plans for each park are then prepared. Both these processes provide for analysis of resource management issues within the regional "system". Parks Canada's national park policies provide the general framework for both these procedures.[90]

(b) Specific park resource management activities can have implications for the larger region. There are numerous facets to this:

- reintroduction of native species whose habitat may extend beyond the park;
- fire suppression policies which may dictate that fires be controlled or be allowed to run their course.
- the degree to which water courses are managed to lessen the hazards or flooding;
- the control over the range of predators (i.e. wolf habitat); and
- the policy towards native people's resource harvesting activities where applicable.

4.2.3.2 Resource Management Outside the Park

(a) Resource management authorities outside the parks often institute their own resource management planning and practices. As with the corresponding national park activities, these provide opportunities for joint action.

(b) The artificiality of an institutionally contrived boundary

90. Parks Canada Policy, 1979, Section 3.0, Pages 41-42.

line in terms of ecosystem delineation can lead to many problems. For example, significant portions of woldlife habitat may be outside of park boundaries. Park fauna do not recognize boundary lines and can roam outside the park, causing damage to crops and livestock, to name only one example.

(c) Poaching and illegal trespass are other boundary related resource management problems. Trespass by off-road vehicles, for example, can easily damage sensitive park resources such as sand dunes.

(d) Local developments on the park periphery can have numerous direct impacts on park resources. Ground-water pollution through faulty waste disposal practices can contaminate ground-water in the parks. Stream flow regulation outside the park can affect the water regime in the park.

(e) Large scale regional development projects can have both direct and indirect effects on the park resources. Rowntree has shown how coal fired thermal generating plants in the southwest U.S. could negatively affect national parks in that part of the country.[91] Acid rain resulting from industrial activity in eastern North America has Parks Canada officials concerned over damage to Canadian National parks. Another current example is the Slave River hydro-electric generating facility proposed in the Northwest Territories, which could affect the bison habitat in Wood Buffalo National Park. Many of these developments can be hundreds or thousands of miles away from the park yet be part of a park's broad "regional system."

91. Rowntree and Orr, 1978, Page 391.

(f) The economic climate and demands of the region can also lead to external demands being placed on park resources. For example, there may be pressure to cut timber in some national parks or to harvest game when population cycles are high. In drought years, there was local pressure to hay and graze in rare prairie grasslands in Waterton, Riding Mountain and Prince Albert National Parks.

4.3 A Strategy for Parks Canada Involvement in Regional Integration:

Having analysed parks Canada's mandate to pursue regional integration and having defined the range of issues that require a cooperative approach, it is now appropriate to outline a strategy whereby Parks Canada can bring the concept of regional integration to reality.

There are two different approaches that could be taken. One would be to outline a desired strategy in the theoretical sense assuming that legislation would be changed, fiscal restraints would be downplayed, and regional integration would become an overnight priority for Parks Canada. The second approach is to accept the current situation with its shortcomings as the inevitable and to develop a strategy within that context. There are advantages and disadvantages to either approach. Adopting the first alternative provides for the possibility that the results of this thesis might serve as a catalyst to spark major changes in Parks Canada's approach to regional integration. On the other hand, if not accepted, much of the value accruing from application of the work would be lost.

The second alternative would more or less make use of the existing framework and hope to deliver a program that would be immediately implementable. The major disadvantage to this approach is that if the

existing legislative framework changes, the strategy might become outdated.

The author has determined that some compromise is needed to maintain the prospective from both alternatives. First, it is the author's contention that a meaningful Parks Canada regional integration program is feasible within the current framework. Secondly, it would be possible to strengthen and broaden the regional integration program if key changes were made to legislation and policy. As such, a short discussion of desired changes is in order, followed by the development of a regional integration strategy predicated on the existing framework. In this sense, a long range and a short range strategy are applicable.

4.3.1 Long Range Strategy:

4.3.1.1 Legislation:

The National Parks Act should be amended to permit the Minister responsible for Parks Canada to enter into co-operative agreements in pursuit of regional integration of Canada's national parks. Such permissive legislation would authorize, where warranted, joint agreements to cost-share planning efforts and to implement measures to ensure protection of park resources and to assist in the development of park related visitor services. This addition to Parks Canada's legislative mandate would greatly strengthen the basis for a regional integration program. Similar calls for changes to the U.S. National Parks Act are being heard to overcome parallel problems in their park system.[92]

4.3.1.2 Policy:

92. National Parks and Conservation - "NPCA Adjacent Lands Survey : Part II" National Parks and Conservation Magazine, Vol. 53, No. 4, published by the National Parks and Conservation Association, April, 1979, Page 6.

Parks Canada's 1979 policy document should be amended to reflect the new legislative authority discussed in the first recommendation. This would involve outlining Parks Canada's intentions and capabilities in carrying out regional integration programs to meet its program policy objectives. Reference to the requirement for third party assistance should also be deleted although involvement in co-operative programs such as those offered by DREE should be continued as part of the regional integration strategy.[93]

4.3.1.3 Park Establishment:

Recent negotiations between the provinces/territories and Parks Canada have lead to significant breakthroughs in the area of regional integration. Measures and commitments to bring about the latter have been demanded by the provinces as a condition of new park establishment.[94]

In the future, such conditions are likely to increase. Eventually, Parks Canada will have to either become more flexible in its park establishment process or face the fact that it will not be able to complete its goal of establishing one national park in each of the thirty-nine terrestrial and nine marine natural regions in Canada.

The park establishment process is becoming more and more an exercise in comprehensive and cooperative regional planning. It is reasonable to expect that new national parks will be more effectively integrated into their regions, at the outset of their establishment.

93. For an example see: Parks Canada Policy, 1979, Section 6.7, Page 46.

94. An excellent example is Parks Canada's commitment to cost-share access road construction outside of Pukaskwa National Park in Ontario as a condition of park establishment.

Such being the case, it is conceivable that new national parks of the future in southern Canada might be much smaller than in the past. Core areas in regions would be identified for the highest levels of resource protection and afforded national park status. The surrounding region would be planned, developed and managed in a manner which complements the national park cores thus ensuring the integrity of the park resource base and the provision of the visitor facilities appropriate for their use. To carry the concept further, such parks could even be managed and developed jointly within this regional framework; perhaps the ultimate form of regional integration possible under Canada's present constitution.

The above scenario is not unrealistic. Expansion of St. Laurence Islands and Georgian Bay Islands National Parks in Ontario would likely have to occur along similar lines as is now being discussed. Crowe[95] and in particular Kusler[96] advocate such approaches. European National Parks have been forced to adopt this approach from the outset given the land ownership patterns and the extremely limited number of areas in their natural state. As is the case in Britain, they have been able to make the national park concept work in much more complex situations than those faced in North America.[97]

4.3.1.4 Park Management:

Parks Canada will have to become more flexible in the management

95. Crowe, 1972, Page 161.

96. Kusler, 1974, Pages 30-33.

97. Report of the National Park Policies Review Committee, 1974.

of its existing park system. The park as an "island" syndrome will have to be banished in recognition that parks and their regions are part of one complex and dynamic system. At the same time, park administrators must not lose sight of the purpose and objectives of the guiding philosophy of national parks and must continue to promote and defend the land-use to ensure the national park system is not downgraded. Provincial, territorial, regional and municipal authorities must, for their part, accept the national park concept and ensure its protection and enhancement within the regional system. Such co-operation will be greatly facilitated when Parks Canada begins to actively implement joint regional integration measures.

4.3.1.5 Park Management Planning:

Individual park management plans will have to be developed in a broader context, preferably on a co-operative basis involving outside authorities and meshing with their respective planning efforts. The present planning process for national parks is inadequate in this regard and will have to be substantially changed to reflect the new approach.[98] Data bases will have to be more comprehensive to fully understand the intricacies of the regional system.

The planning phase will be a key step in ensuring proper regional integration. Monitoring and updating functions characteristic of a "good" planning process could provide the means for "fine tuning the system" as circumstances dictate.

98. Parks Canada, "Planning Process for National Parks", October 1978, 38 pages.

4.3.2 Short Term:

In formulating a Parks Canada regional integration strategy applicable to today's conditions, it is important to keep in mind a number of "givens" which result from the constitutional framework now in place.

First, Parks Canada jurisdiction extends only over national park lands. Conversely, the provincial authorities control only lands outside the federal land base. Regional integration therefore implies a "cooperative effort" if joint action is to be taken.

Second, Parks Canada and the regions surrounding parks have their own long established organizational and procedural mechanisms in place. One must assume that a strategy based on radical alterations to these institutions in the short term is not feasible and would considerably reduce the applicability, and hence the value of this exercise. Besides, as Burton suggests, the problem is not the lack of mechanisms but rather how to use the existing ones more efficiently.[99]

Third, the point where regional integration must begin is in the planning phases and processes of the respective regional and park agencies. Each party can carry out their own data assembly, analysis and planning and development programs but this will not necessarily lead to regional integration. Co-operative planning and, if required, co-operative development are the keystones to regional integration under the current circumstances.

99. Burton, 1978, Page 326.

The above three factors provide the broad framework for the development of an approach for following through on regional integration.

4.4 The Two Level Approach:

In light of the institutional and jurisdictional givens, it is suggested that Parks Canada pursue a two-level approach to regional integration.

The first level would involve an analysis of the regional interrelationships of national parks to determine the extent of interaction, and the issues to be considered. This will lead to the formalization of a Parks Canada goals and objectives statement, with respect to regional integration and where applicable, the formulation of an initial strategy for bringing these to fruition.

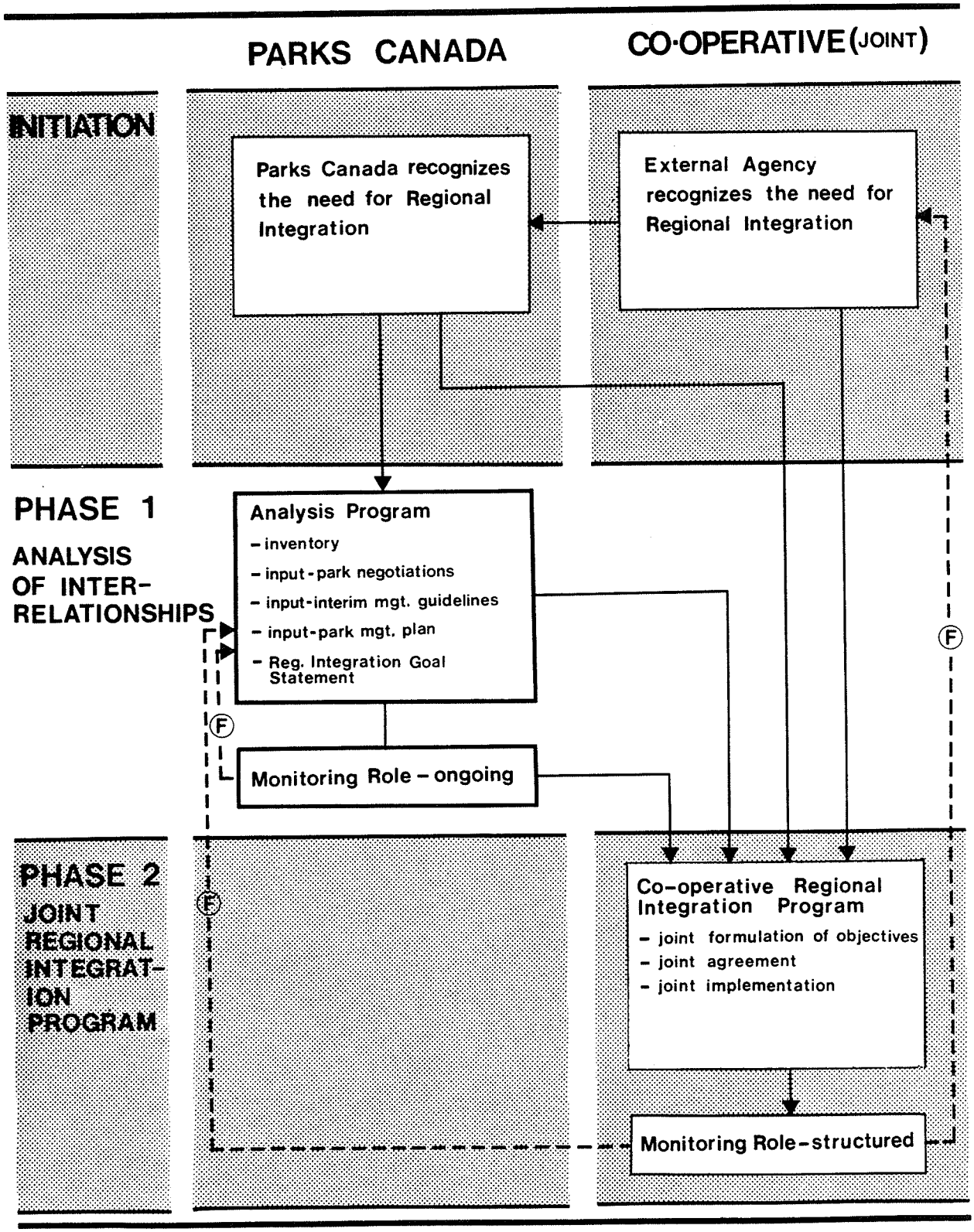
The second phase of the approach would involve the initiation of a co-operative regional integration program to co-ordinate and implement measures that would assist in the achievement of regional integration.

Figure 1 illustrates the sequence and correlation between the two phases of the approach. The remainder of this section will provide further elaboration on the process and its components.

4.4.1 Initiation:

The need to understand the interrelationships between a park and its region are mandatory components of the process. Since Parks Canada has committed itself to pursue regional integration, the first step should be to undertake an analysis of the interrelationships for each unit in the national park system. Such studies are becoming standard

FIGURE 1
THE TWO-LEVEL APPROACH TO REGIONAL INTEGRATION.



procedure in the park establishment process and are gradually being included in the park management planning process. It is suggested that Parks Canada undertake to inventory the interrelationships for each of its twenty-nine parks and formulate objectives and procedures that would lead to integrating the parks with their regions. Priority can be assigned to those parks where regional relationships are known to be major issues.

External agencies in the region may wish to undertake their own assessment or may wish to approach Parks Canada to undertake the inventory phase, or to enter directly into a joint inventory and analysis process as a precursor to the establishment of a co-operative regional integration program.

Where possible, it is suggested that existing mechanisms and processes such as the park management planning or the regional planning processes be used. There are several key reasons for this. First, it enables each jurisdiction to consider regional interrelationships and potential integration programs relative to other priorities and issues in the system. Second, planning exercises are often vehicles through which goals and objectives are set and ensuing strategies developed. These vehicles are well suited to examining and resolving regional intergration issues particularly if concerns and requirements of the other jurisdiction are carefully considered.

4.2.2 Phase I - Analysis of Interrelationships:

Parks Canada should develop and maintain a list of regional interrelationships on a park by park basis which are or have the potential to be issues affecting the attainment of its program goals. These

"issues" will relate to the broad objectives of protection of park resources, the provision of visitor facilities and the socio-economic well being of the region. Such a catalogue of interrelationships can be used as reference material for the preparation of park management planning and other similar endeavours (e.g. resource management plans, area plans, etc.) It will also serve as the initial basis for the monitoring program which will seek to update the catalogue on a continual basis as circumstances in the "regional system" evolve.

Section 4.2 provided a guideline that can be used as an initial checklist in the inventory stage.

Having established an understanding of the areas of interrelationship for a particular park and having programmed the ongoing updating of this information base, it is logical for Parks Canada to focus in on the "problem areas" as they pertain to the national park in question. These "problem areas" are the regional integration issues that Parks Canada feels it must deal with to ensure the long term success of the park. They may also include issues that the regional authorities feel must be dealt with from their perspective.

The final step in the analysis phase would be the preliminary identification of strategies for resolving these issues. In some cases, it is conceivable that the issues would be such that Parks Canada would be able to deal with them unilaterally. In other cases, there may not be any serious issues requiring further attention. A monitoring program would likely suffice.

Where issues requiring cooperation from the region are identified, then phase two of the approach could be triggered through contacts with

the appropriate regional authority. In invoking this process, Parks Canada would be in the position of having clearly identified its needs and priorities and to suggest strategies and incentives to promote a cooperative undertaking.

The Analysis phase is completely within the present mandate of Parks Canada and can readily be integrated into the present organizational structure. While it is shown as a unilateral Parks Canada action in figure 1, it is important that the inventory and analysis deal with the regional perspective and not limit itself to a Parks Canada introspection. The Parks Canada inventory and listing of issues can be readily obtained from a number of sources including:

- staff of the national park
- specialized staff in Parks Canada's regional offices
- public participation programs which solicit input into the formulation of park management plans
- other research and planning studies which might uncover areas of interrelationship
- the monitoring process which can uncover new issues or changes in status to known issues. (The Environmental Assessment and Review Process -(EARP)- can be a very useful tool in the monitoring process and can be applied to projects inside and outside the park.)

Obtaining the perspective from the region may be more difficult. Many of the areas of concern will be transmitted to Parks Canada directly at the local level. Boundary problems involving depredation of crops by park based wildlife are an example of the type of concern expressed

at the local level. Concerns can also be expressed during the Management Plan public participation program. Some provinces have established senior level consultation committees which can be used as vehicles for identifying and discussing issues of concern. A few national parks also have formal advisory committees. There are other instances where Parks Canada staff sit on local committees as resource people and can gain insights into regional perspectives of park-region relationships.

These ongoing regional contact points are valuable not only for gathering information on issues but are also excellent vehicles to use in the monitoring process and in the actual resolution of issues themselves. Such contact points are also logical springboards for entering into discussions and negotiations for a Phase II - regional integration program.

In summary, the Analysis phase is a vital first step in the regional integration process:

(a) It provides for the systematic inventory of regional interrelationships.

(b) It provides for the initiation of a monitoring process.

(c) It provides for the listing of "issues" and preliminary strategies for dealing with them.

(d) It represents a conscious Parks Canada effort to recognize the importance of regional integration and to deal with it in a systematic fashion.

(e) It lays the groundwork for the development of cooperative regional integration programs where these are required.

(f) It provides a useful input into a number of other park and regional decision making processes.

4.3.3 Phase II - Cooperative Regional Integration Program:

In some cases, the approach outlined in the first phase will be sufficient where there are no major "issues" requiring resolution or where minor "issues" are identified and strategies defined and implemented to effectively deal with them. There will be instances where joint action involving Parks Canada and the surrounding region will be required to meet the objectives of either or both parties. In theory, co-operative regional integration programs can be initiated by Parks Canada or by an authority in the region. Phase II can only become reality if both parties agree on the objectives and are willing and capable of initiating the program.

Co-operative Regional Integration programs should be flexible in order to meet the varied requirements of the individual regional systems of each national park. They could take many forms from the joint planning, development, and management of a park (as may be the case in northern Canada), to individual programs geared to specialized aspects or issues of mutual concern. The programs should be able to embody a variety of functions including joint research, planning, development, and management. They can and should be coordinated with other federal/provincial initiatives such as DREE agreements.

It is intended that each program be worked out individually based on the characteristics and needs of the individual park/region situation. There are three key steps that would be common to each individual program:

(a) Joint formulation and approval of objectives for the program.

(b) Joint formulation and approval of an agreement or other instrument formalizing the program, the projects, the costs and the responsibilities.

(c) A joint implementation phase.

In terms of mandate, co-operative regional programs could be approved through individual orders in council in a similar manner to Parks Canada's ARC program. Completing the phase I Analysis,and discussing and reaching agreement on a legitimate and well founded co-operative program,should assist in obtaining the necessary authorizations.

It is worthwhile to outline a few types of programs to show both the flexibility of this phase and the mechansims that could be used in pursuit of regional integration. In the case where an issue requiring joint action is relatively clear cut and solutions are readily available, then the program can be straight forward. An example might be the joint construction and operation of a visitor orientation facility outside a park on a heavily used transportation route. It could also be the introduction of restrictive land-use zoning on bordering lands to protect a key park feature.

In other cases, there may be a need to formulate a comprehensive regional integration plan involving joint research and planning activities as well as identifying implementation and management responsibilities. This type of program could be either item specific (i.e. a joint resource management plan) or comprehensive in scope involving a number of jointly defined issues. The latter would be particularly applicable in the establishment of a new park.

It is also useful to list the range of mechanisms which can function as tools to bring about a cooperative regional integration program. These can be classified into three categories:

(a) Information Exchange:

In both the Phase I and Phase II levels, it is necessary to promote good communications between park authorities and those responsible for administering the surrounding region. In some cases, formal communications vehicles can be recommended and put into place as part of a cooperative regional integration program. Some examples include:

- Consultative committees either with senior level federal and provincial/territorial representatives or at a local level.
- Advisory boards either related to the park or the region.
- Periodic information exchange sessions either on an item specific or on a general level.

(b) Assistance Measures

There will be many instances where some form of assistance from either party will be required. Examples include:

- provision of technical or professionsl expertise for specific research, planning or other functions.
- financial assistance for joint research, planning.
- cost-sharing of developments or other implementation programs.

(c) Protection Measures:

These will be used primarily to ensure protection and conservation of the natural resource base. Examples include:

- establishment of buffer zones
- joint planning efforts
- joint resource management efforts

- establishment of land-use control measures
- joint development review boards
- direct land purchase programs
- resource protection or enhancement measures involving tax concession incentives
- scenic easements
- agreements to jointly implement EARP processes
- land acquisition/leaseback programs to ensure protection of key areas
- conservation covenants.[100]

In summary, Phase II - Cooperative Regional Integration programs should display the following characteristics:

(a) They must be flexible to successfully adapt to the individual needs and issues of the particular park/region circumstances.

(b) They must be cooperative by nature in recognition of the need for joint action on items of mutual interest but segregated jurisdiction.

(c) They should be "formal" in the sense that there is a joint undertaking towards specific objectives.

(d) Authority for Parks Canada to enter into cost-shared programs will initially require individual order-in-council approval.

(e) They should reflect Parks Canada's mandate and objectives and should not promote Parks Canada as a "regional development agency".

100. P.H.C. Lucas, "Experience with National Parks and Related Reserves in the Southwest Pacific," from Proceedings of the Canadian National Parks: Today and Tomorrow Conference II, Banff, 1979, Page 477.

PART II

A CASE STUDY FOR REGIONAL INTEGRATION - RIDING MOUNTAIN NATIONAL PARK

5. INTRODUCTION

5.1 Preamble

Part II of this thesis will examine a practical application of the regional integration strategy to an existing National Park. The intent is to show the sequential process of identifying areas of inter-relationship, summarizing the issues requiring co-operative action, formulating co-operative program objectives and outlining mechanisms to bring about regional integration.

Riding Mountain National Park has been selected as the case study for a number of reasons. Firstly, the author is familiar with the park and the region having co-authored the park's management plan. Secondly, there are a number of regional integration issues that are and have been of great concern to residents of the region and to Parks Canada for some time. It is hoped that the strategies outlined in this thesis might be useful in resolving these issues in a mutually satisfactory way.

The strategy outlined in Part I is generally applicable to all Canadian National Parks. Each "regional system" will of course have its own characteristics, regional interrelationships, and issues. Each "regional system" will require specific regional integration program to meet its own needs, and the dynamics of the "regional system" may require changes over time. These can be accommodated in the strategy.

The application of the strategy to the Riding Mountain National

Park is not intended to depict a comprehensive inventory and analysis of the regional system. Rather, it outlines the application of the strategy through the systematic undertaking of the phase I and phase II steps.

Part II provides:

- a brief background on Riding Mountain National Park with emphasis on regional interrelationships;
- an analysis of the main areas of interrelationship;
- a strategy outline for a co-operative regional integration program.

5.2 Riding Mountain National Park - Background

Riding Mountain National Park was established by order-in-council on December 28th, 1929, and formally gazetted in February, 1930. It was the last National Park established before the Resource Transfer Acts gave the western provinces control of resources and lands within their boundaries. As such, the park was created through an internal transfer of lands from a Federal Forest Reserve to the National Parks Branch.

The Riding Mountain Forest Reserve had existed since 1906 to protect and manage valuable stands of timber. It had initially been withdrawn from settlement in 1895. The Forest Reserve became an important economic generator for the settlers who established small farms on its periphery. The combination of small holdings, limited agricultural capability and low prices for farm produce forced many of the immigrant farmers to work in lumber mills in the Forest Reserve during the winter months. Firewood for the surrounding towns, fence posts and lumber were

cut to satisfy local needs and to generate additional income.[101]

The Clear Lake area was utilized for recreational purposes from the outset. Cottage lots were surveyed and leased on the shores of the lake in 1915. Commercial resort facilities were opened shortly thereafter.

In 1927, the people of Manitoba and their legislature were actively seeking the establishment of a National Park in their province. The Whiteshell area had been a strong candidate since 1919 and was formally endorsed by the provincial legislature in 1927. However, the combination of a strong lobby from the residents of the western part of the province, combined with inaccessibility of the Whiteshell area and lack of a large mammal population forced the provincial legislature to change its position and to recommend the Riding Mountain area instead.[102] The Riding Mountain area offered a large population of elk and other large mammals, a scenic escarpment, an existing resort area and relatively good access. Riding Mountain National Park was to be developed as a "Federal National Playground."[103]

Much of the development in the park was initiated in the early nineteen thirties. Depression work camps were set up to undertake public works projects such as road improvements, and construction of new

101. G.C. Jenkins, Land-Use Study of the South Side Riding Mountain Area. Manitoba Department of Mines and Natural Resources, Canada Land Inventory Project, March 1970. Page 16.

102. W.F. Lothian; A History of Canada's National Parks - Volume I - Part 2 - Expansion in the West. Parks Canada, Ottawa. Page 147.

103. W.F. Lothian. Page 150.

buildings and a golf course. Many of the existing park facilities (including many fine log structures) owe their existence to the work camps which employed up to 1200 local men in peak periods.

The development era of the park continued until the nineteen fifties, with additional expansion to the road, campground and recreational facility systems culminating with the opening of the Agassiz ski hill in 1961.

Native people had frequented the area for many centuries prior to the advent of the European explorers. Fur traders were very active in the nineteenth century leading to severe depletion of fur bearing mammals.[104]

After settlement of the region began, the area was used extensively for hunting, for sport and to supplement the diet of local settlers. Logging and sawmill operations were active throughout the first half of this century. The last sawmill was phased out of the park in 1937, followed by the relinquishment of the last timber berth in 1947.[105] Individual logging and timber permits ceased to be issued in 1972. Commercial fishing was permitted in Clear Lake Between 1937 and 1944 when the industry became uneconomical due to depleted stocks.[106]

Haying and grazing occurred in the Forest Reserve on a permit basis prior to the creation of the National Park and continued to the mid nineteen sixties when they were gradually phased out.[107]

104. A History of Riding Mountain National Park, Wasagaming, Manitoba, 1972. Page 1.

105. Lothian. Page 161.

106. A History of Riding Mountain National Park. Page 4.

107. Lothian. Page 162.

The town of Dauphin has long used the park as a source of potable water. In 1911, a reservoir was constructed on Edwards Lake., in what is now the park, to ensure adequate water supplies for the town.[108] This facility was gradually improved over the years. Negotiations are now underway to extend the use of the reservoir to the turn of the century.

Today, Riding Mountain National Park includes 2990 square kilometres (figure 2). The original Forest Reserve was not deemed sufficiently large to ensure protection and control over key resources and to provide recreational areas. This was particularly true in the Wasagaming area (figure 3) where two quarter sections were acquired shortly after the proclamation of the park "to protect the townsite from undesirable fringe development."[109] This buffer strip "assured visitors o an approach to the park uncluttered by unsightly commercial developments."[110]

Further land acquisition between 1936 and 1955 added to the buffer zone. Between 1965 and 1969, 520 hectares were acquired in the vicinity of Clear Lake to ensure control of adjacent lands. By 1973, only one privately owned parcel on South Lake remained. (figure 3).

It is evident that Riding Mountain National Park has historically had strong ties with the surrounding region. Initially, the management of the park on a "multi-use" basis encouraged strong economie ties

108. A History of Riding Mountain National Park. Page 12.

109. Lothian. Page 163.

110. Lothian. Page 163

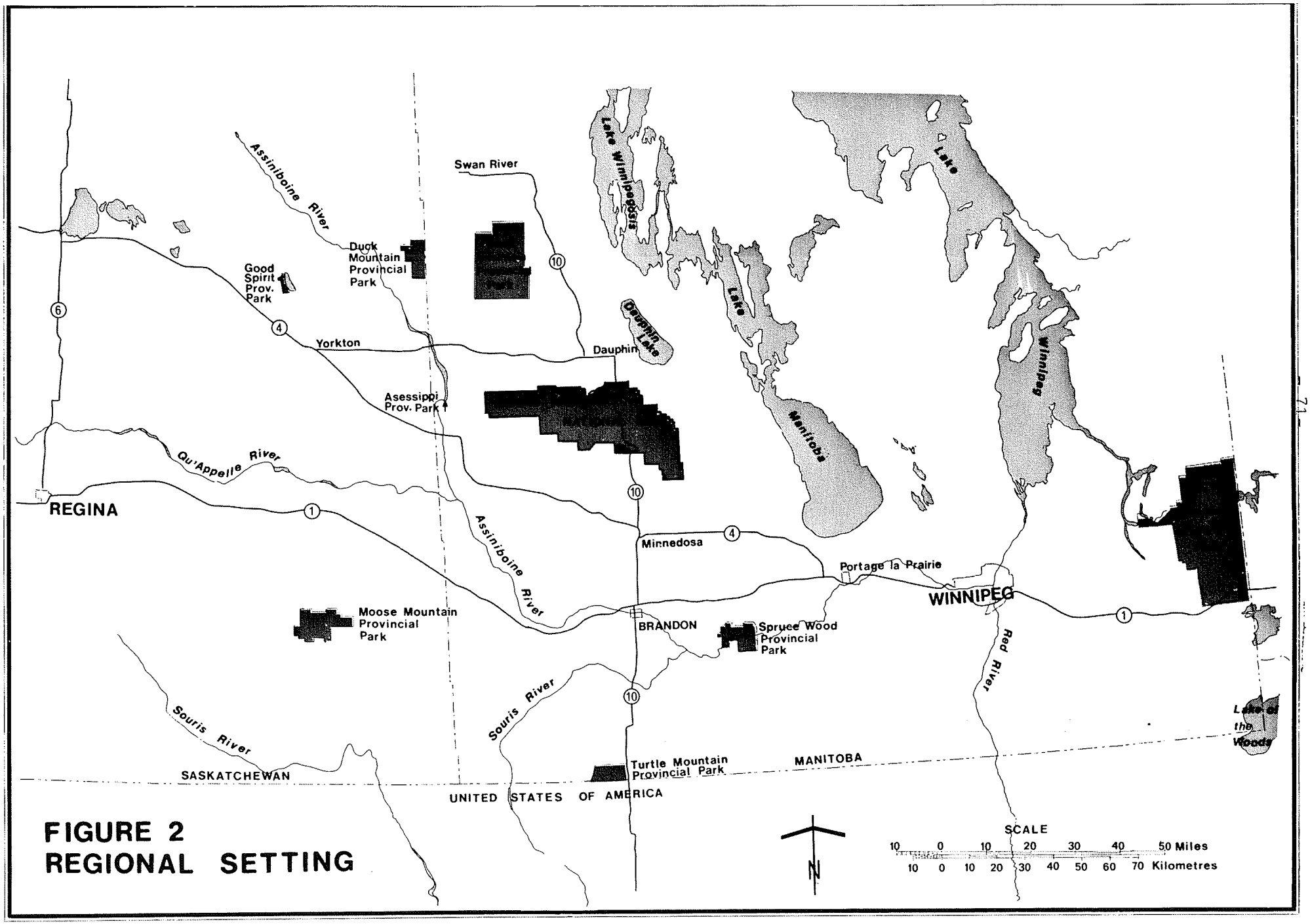


FIGURE 2
REGIONAL SETTING

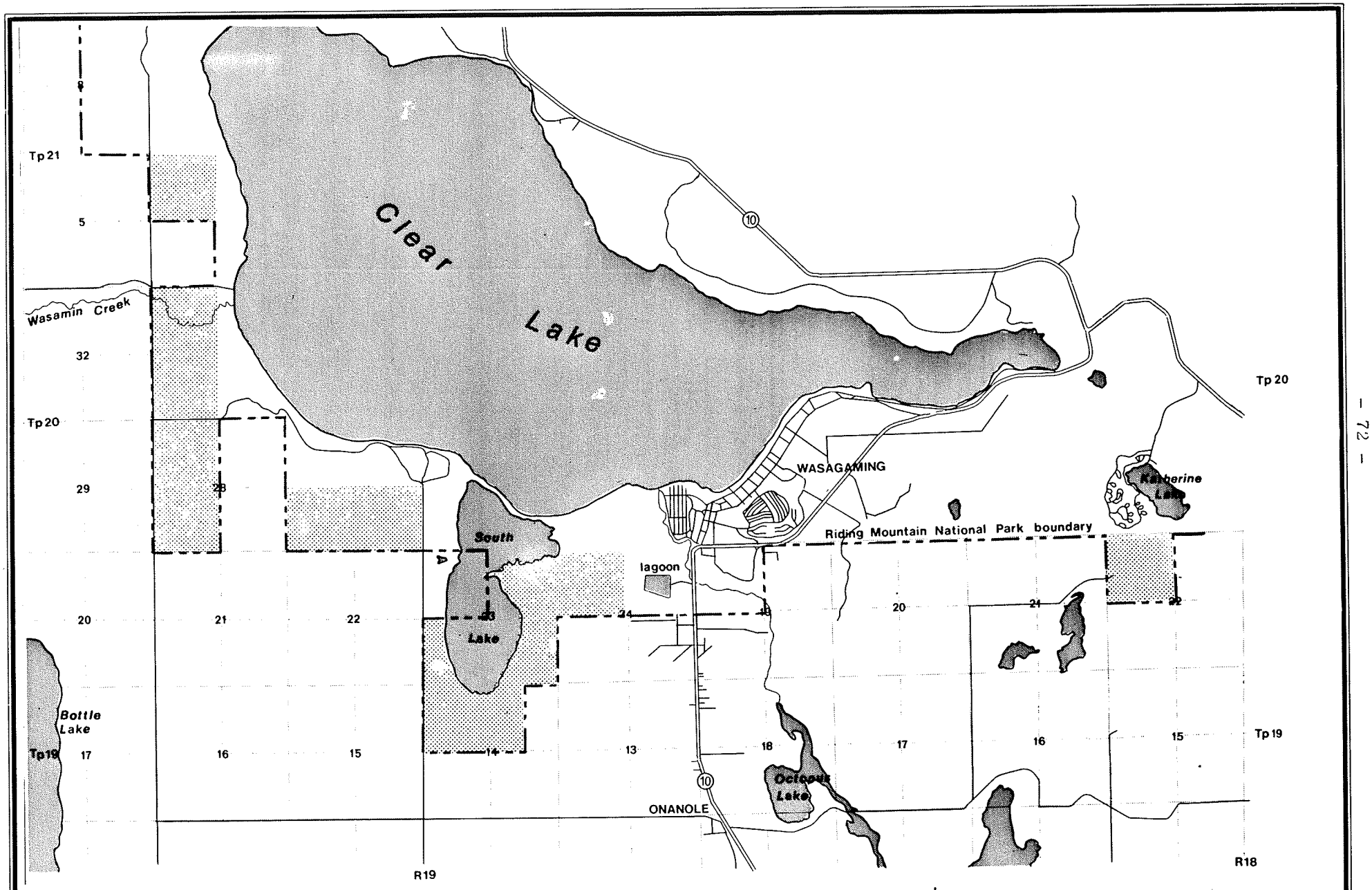


FIGURE 3
CLEAR LAKE / WASAGAMING AREA

based on utilization of park resources. The gradual evolution of park policy led to the phasing out of many of these consumptive activities and deterioration of the relationship between the park and region.

The role of the region in providing recreational facilities and tourist services appears to be undergoing a transformation as well. Traditionally, the park has provided recreational facilities and permitted the lodging and services necessary to support the park visitor. Relatively little spillover has occurred in the region; developments in the park apparently met the demand. The decision to limit development in the park, when combined with a general increase in the demand for recreational facilities and support services, is resulting in a rapid increase in development adjacent to the park. Indications are that a new facet may be opening in park-region relationships.

How have the park and regional authorities interacted in the past? Generally, the relationship has been reactive and piecemeal. Local issues involving resource extraction, boundary problems and arrangements with adjacent residents have usually been handled between the parties involved on an individual basis. There are a few examples of agreements being reached between the park and a regional authority, as was the case for the reservoir for the town of Dauphin and the joint Wilson Creek watershed study agreement.

One effort to establish a broad co-operative planning program aimed at better co-ordinating federal and provincial interests in the Riding Mountain region involved the formation of the "Riding Mountain

National Park Periphery Committee."[111] This Committee was established in 1968 and comprised representatives from Parks Canada and from privincial government departments with interests in planning or resource management in the region. Initially, it served for information exchange and to discuss the impact of park development projects, park planning efforts and proposed boundary changes on the region. The Periphery Committee met on a number of occasions between the years 1968 and 1973. It is apparent that while there was much discussion, there was little action. The provincially sponsored "Riding Mountain Periphery Project" was a direct offshoot from the Committee,[112] and had as its objectives:

"1.a To assist municipalities in identifying existing and potential problems of land-use and interrelationships in the land based activities with different manicipalities.

1.b To assist municipalities in examining changes in land-use, and emerging pressures, with a view to establishing policies on land development.

2.a To co-ordinate the efforts of provincial agencies in long range planning for land-uses.

2.b To co-ordinate efforts to provide provincial assistance and viewpoints to the municipalities."[113]

111 This Committee is referrenced in:
Park planning Section, Planning Division, Western Regional Office, National and Historic Parks Branch. Proposed Boundary Adjustments and Buffer Considerations - Riding Mountain National Park. June 1972. 51 pages.

112 The Riding Mountain National Park Periphery Project - Project Outline 10 pages and appendix.

113 The Riding Mountain National Park Periphery Project. Page 1

Spearheaded by the Provincial Department of Municipal Affairs, a computerized land data bank was established to store information and facilitate analysis of the data, but like other aspects of the Riding Mountain Periphery Committee, the project faded into oblivion.

In reviewing the literature on the Committee, it is apparent that the initial concept was flawed in a number of ways. Firstly, the municipalities around the park were not involved in any direct fashion with the Committee or the Periphery Project. Given that the municipalities are responsible for land-use planning within their boundaries and are most directly affected by the presence of the park, this oversight left a gap in the ability of the Committee to follow through on any discussions. Secondly, while the objectives of the Periphery Project had considerable merit, the concept was probably ahead of its time. Planning in a regional or district sense, was not yet accepted by the rural numicipalities in this part of Manitoba. As such, the potential of the project was never realized. Thirdly, there appears to have been little political commitment at the local or provincial level to implement any of the strategies discussed. Perhaps this lack of priority accorded to the work of the Committee resulted in a disagreement on the issues or a misunderstanding of the issues combined with competing priorities. In any event, this effort at regional integration failed. An analysis of the effort and its short-comings is useful if further attempts at developing a regional integration mechanism are to be made.

In terms of pursuing a regional integration strategy, it is apparent that research into the historical evolution of the park with

special emphasis on regional interrelationships is a necessary pre-requisite to the understanding of the current "regional system." In the case of Riding Mountain, the relationships between park and region have undergone some radical shifts, albeit on a relatively gradual basis.

In 1981,the majority of regional interrelationships and regional integration issues are the progeny of the evolution of Parks Canada policy and the subsequent phasing out of consumptive activities.

In order to further apply the strategy described in Part I, it is necessary to systematically examine the interrelationships according to the headings in section 4.2 of Part I.

6. ANALYSIS OF REGIONAL INTERRELATIONSHIPS

As discussed in Part I, the first step in the pursuit of regional integration is an analysis of the interrelationships between the park and region. This involves documenting the relationships according to three areas of interest.

6.1 Park Establishment

6.2 Regional Planning and Development

6.3 Regional Resource Management

6.1 Park Establishment:

Since Riding Mountain National Park has existed for fifty years, this aspect of the inventory is not directly applicable. This category is more appropriately applied to proposed parks where the results of the "regional impact analysis" phase would likely be the basis for the negotiation package for the establishment of the park.

6.2 Regional Planning and Development:

6.2.1 Park Planning and Development:

The master plan for Riding Mountain National Park was approved in 1977 following two years of sustained study complemented by an extensive public participation program.[114] The master plan is useful in cataloguing important regional interrelationships and Parks Canada's corresponding position at the time the plan was approved. The master plan zones park lands according to the five class zoning system developed by Parks Canada (figure 4). It proposes a long term capital development program for the park and provides guidelines on the application of Parks Canada policy to the management of park lands and resources.

In terms of regional integration the following guidelines are of particular note:

6.2.1.1 Recognition of Regional Setting:

Regional relationships including access, proximity to other parks, adjacent and regional land-use were considered in the formulation of the plan[115].

6.2.1.2 Decisions Regarding Regional Interrelationships:

Based on the analysis done at the time, the plan accepted:

- the development of a closer liaison with neighboring municipalities and the province;
- the retention of the present size of the park;
- the retention of the existing cottages;
- the provision of certain regional recreation needs;
- the continued existence of Wasagaming Visitor Services Centre.

114 Department of Indian and Northern Affairs, A Master Plan for Riding Mountain National Park, Parks Canada, Winnipeg, 1977.

115 A Master Plan for Riding Mountain National Park. Page 2 and pages 24-29.

RIDING MOUNTAIN NATIONAL PARK

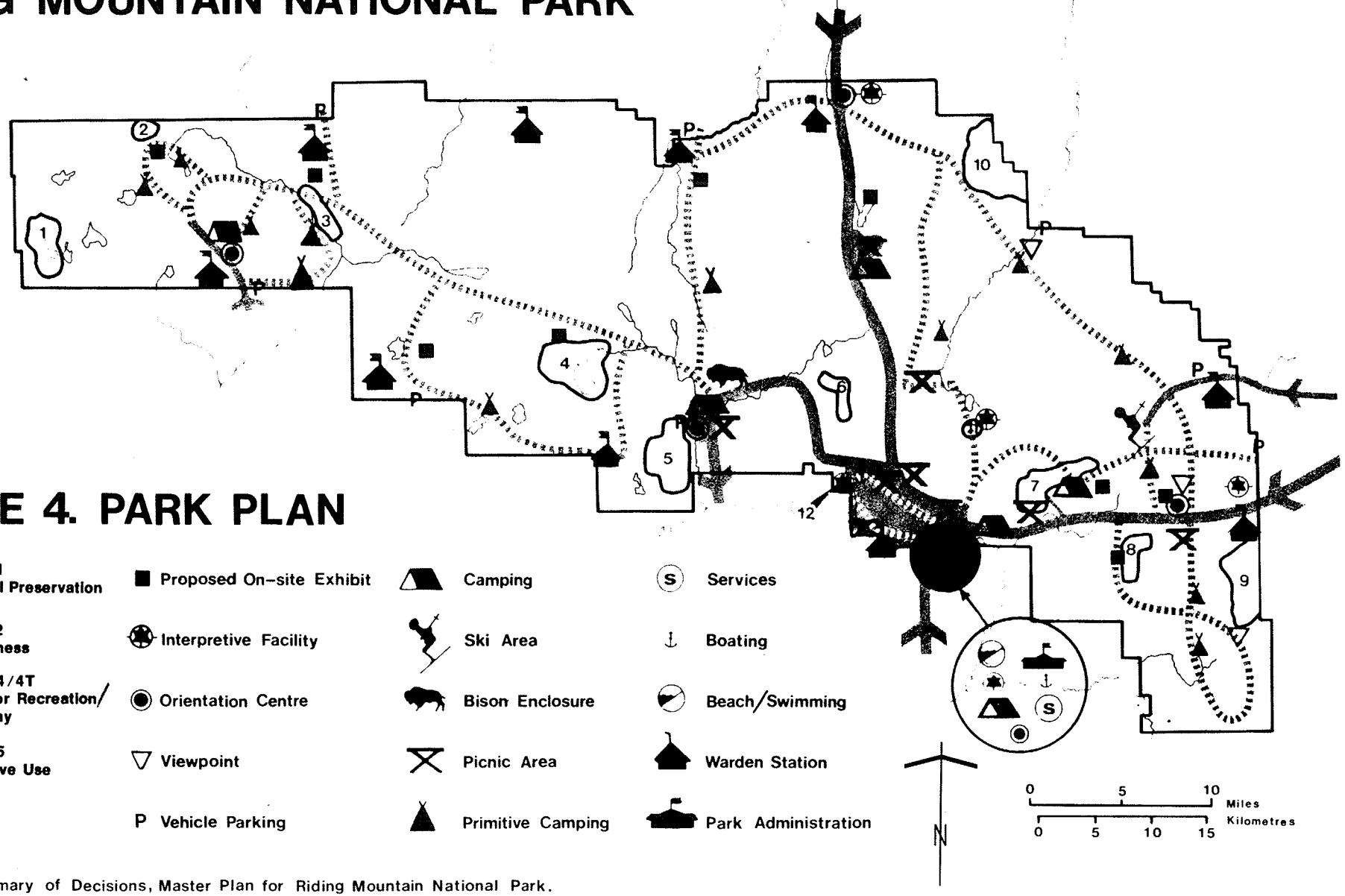


FIGURE 4. PARK PLAN

- 6 — Class 1 Special Preservation
- Class 2 Wilderness
- Class 4/4T Outdoor Recreation/ Parkway
- Class 5 Intensive Use
- Trail
- Proposed On-site Exhibit
- Interpretive Facility
- Orientation Centre
- Viewpoint
- P Vehicle Parking
- Camping
- Ski Area
- Bison Enclosure
- Picnic Area
- Primitive Camping
- S Services
- Boating
- Beach/Swimming
- Warden Station
- Park Administration

SOURCE: Summary of Decisions, Master Plan for Riding Mountain National Park.

The plan rejected:[116]

- building of roads for regional purposes (specifically a road from Grandview to Rossburn);
- agriculture in the park;
- hunting in the park;
- compensation for wildlife depredation on neighboring lands;
- excising Wasagaming from the park;
- commercial or domestic logging in the park;
- controlling wolf populations;
- pasturing or haying in the park;
- gravel extraction for commercial use;
- extending the park boundaries;
- controlling beaver populations;
- expanding the number of cottage sites.

6.2.1.3 Plan Recommendations for Wasagaming Visitor Services Centre:

The plan accepted the traditional role of Wasagaming as a summer resort community. It recognized that because Wasagaming will be maintained at its current size and capacity levels, continued demands for services will likely spillover to the area known as the Wasagaming-Onanole Corridor.[117] The plan noted that joint planning will be required between the Local Government District of Park, the Province of Manitoba and Parks Canada to meet the unexpected demands.[118]

6.2.1.4 Regional Role of Riding Mountain National Park:

116 A Master Plan for Riding Mountain National Park. Pages 36-40.

117 A Master Plan for Riding Mountain National Park. Pages 5 and 9.

118 A Master Plan for Riding Mountain National Park. Page 5.

Riding Mountain National Park was accepted as the "pre-eminent regional outdoor recreation resource" in the western part of the province.[119] The park was also recognized as a "barrier" to regional transportation networks and an anomalous land-use in an agricultural region.

6.2.1.5 Park Boundaries:

While it was generally accepted that the park was of adequate size to protect the significant natural features it represents in the Canadian National Park system, the plan recognized that minor modifications of boundaries might be necessary to reduce areas of potential land-use conflict and to facilitate administrative and resource management purposes.[120]

6.2.2 Socio-Economic Impact of the Park:

The other major area of concern in this category is the socio-economic impact of Parks Canada's administrative operation. In 1980-81 for example, the payroll at Riding Mountain National Park is $1,985,400.00. In addition, there are local contracts worth over twenty thousand dollars and purchase of goods and services (of which a significant amount are

119 A Master Plan for Riding Mountain National Park. Page 29.

> The importance of Riding Mountain National Park as a regional recreation resource cannot be overemphasized. Visitor statistics show that over 75% of park visitors are from Manitoba, largely from the western portion of the province. This is a significant number given that approximately 1 million people enter the park each year. (The actual visitor count is about one-half that figure owing to through traffic using number 10 highway and repeat entries.)

120 A Master Plan for Riding Mountain National Park. Page 29.

purchased locally) of over half a million dollars.[121] This annual "operating budget" of approximately 2.5 million dollars is supplemented by the yearly "capital improvements program" which varies according to the scope of the projects undertaken but which can easily add a few million dollars in annual expenditures.

The only economic impact study of the park (1967) showed that the park contributed approximately $650,000.00 to the personal incomes of regional residents based on gross receipts (park and visitor expenditures) of $1.5 million.[122] It is clear that the presence of Riding Mountain National Park is an important economic factor both in terms of primary (park) and secondary (visitor) expenditures. In addition, there are approximately 115 park-based staff, many who live in the communities surrounding the park and who contribute to the social and economic fabric of the region.

6.2.3 External Boundary Planning and Development:

Riding Mountain National Park has been characterized as an "island in a sea of agriculture." This perception holds true today despite the gradual reduction in the number of farms in the periphery and the decline in the farm population.[123] The marginal and poor lands

121 Source: Superintendent of Riding Mountain National Park, June 1980.

122 Harold F. Wise and Robert Gladstone and Associates. Economic Impact of Riding Mountain National Park. Washington D.C., 1968. 66 pages

123 For documentation see:
Jenkins, Land-Use Study of the South Riding Mountain Area, 1970. And Water Resources Branch, Department of Mines, Natural Resources and Environment, Turtle River Watershed Conservation District Scheme, Winnipeg, Manitoba. September 1979. 57 pages plus appendices. Parkland Regional Development Corporation, The Parkland Farm Study, Parkland Regional Development Corporation, Dauphin, Manitoba, 1979. 252 pages.

are either being abandoned, absorbed into larger farm units or converted to other uses such as seasonal home developments.

6.2.3.1 Municipal and District Planning:

The Planning Act of the Province of Manitoba has provided municipalities the legislative means to undertake comprehensive municipal planning and to enact regulations to enforce land-use control.[124] The Planning Act has also authorized the formulation of "Planning Districts" which in effect involve a number of municipal jurisdictions banding together to undertake joint planning. Two planning districts have been created on the periphery of Riding Mountain National Park (Figure 5.) One of these includes the area bordering Clear Lake which is currently subject to seasonal home sub division development.

The Planning District organization provides an excellent vehicle for the pursuit of regional integration. The key task of the individual planning district is the formulation of a comprehensive district development plan which, amongst other objectives, is intended

> "to outline the methods whereby the best use and development of land and other resources in adjacent municipalities, districts or affected areas immediately abutting thereto, may be co-ordinated."[125]

The matters that a development plan may deal with are comprehensive and include most of the issues that are applicable to regional inte-

124 The Planning Act, Chapter P80 of the Continuing Consolidation of the Statutes of Manitoba, R.S. Evans, Queen's Printer, Winnipeg Manitoba, 1975.

125 The Planning Act, Section 27-1(F). Page 22.

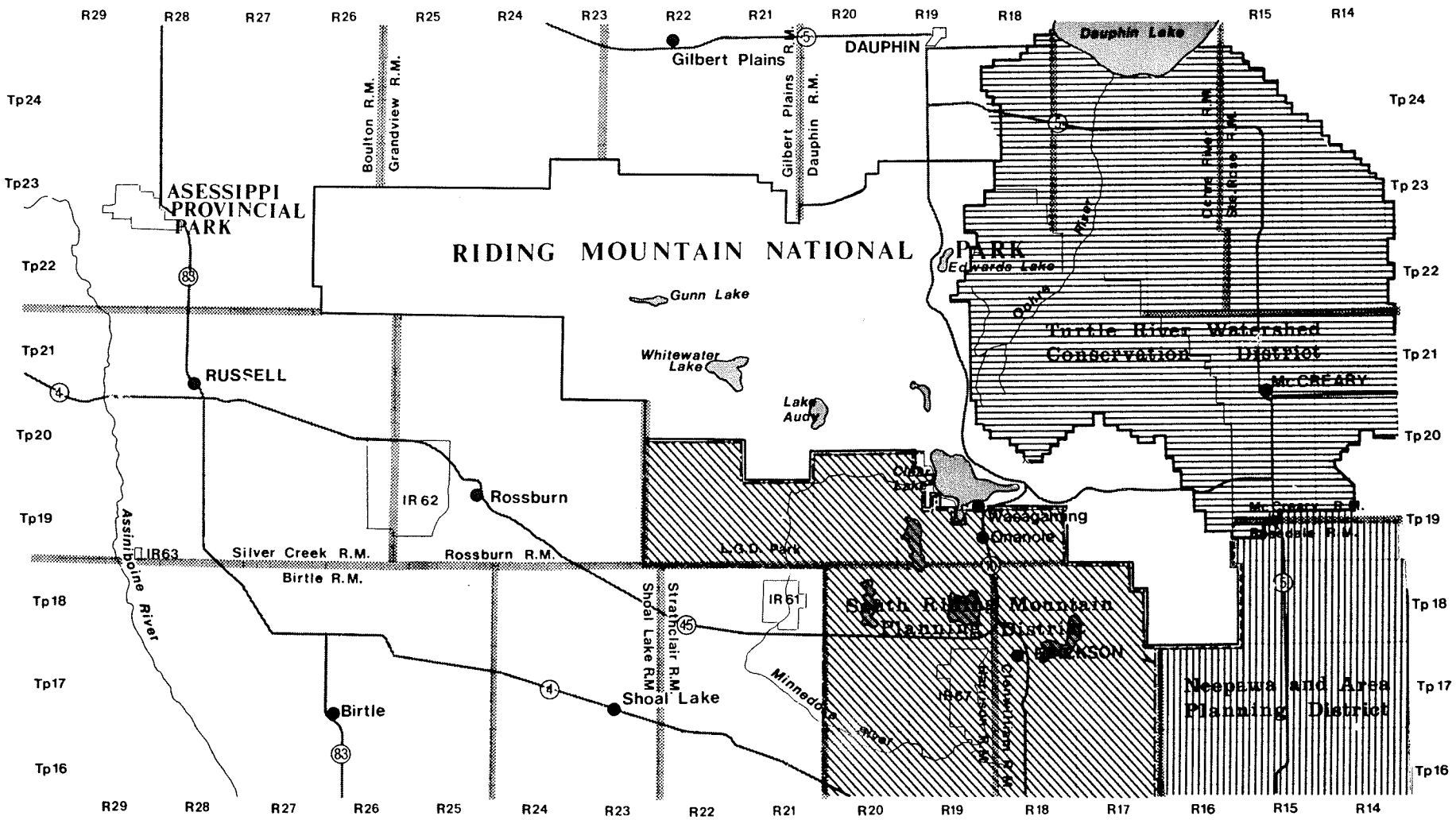


FIGURE 5
PLANNING DISTRICTS AND CONSERVATION AREAS ON THE PERIPHERY OF R.M.N.P.

gration.[126] In terms of application, the two planning districts that have been set up have both been created in the last two years and are only now embarking on the formulation of their development plans. Parks Canada has formally made its concerns known to these planning districts so that they may be considered in the preparation of the development plans.

The Planning Act also makes provision for the preparation of a "Basic Planning Statement" which has been referred to as an interim development plan listing basic planning objectives and providing guidance for the formulation of a zoning bylaw.[127] The R.M. of Dauphin to the north of Riding Mountain National Park has enacted such a statement. Parks Canada has provided comments and recommendations to the council of the rural municipality with respect to this document.[128]

6.2.3.2 Town of Dauphin Water Supply

The town of Dauphin has long relied on Riding Mountain National Park as a source of potable water. Through an agreement with the Government of Canada, the town has obtained permission to construct, maintain and operate a reservoir system on Edwards Creek and Edwards Lake. Recently, owing to inadequate water supplies from the Edwards Creek watershed, the town has successfully negotiated another source of water through the damming of the Vermilion River, which also flows from Riding Mountain National Park. The resulting impoundment of water on park lands has lead to the excisement of approximately 160 hectares of

126 The Planning Act, Section 27 (4). Page 22.

127 The Planning Act, Section 36. Page 28.

128 Refer to article in the Dauphin Herald, Wednesday, May 25, 1977.

land from the park.

These negotiations are being continued on two counts:.

- The land exchange involving the Province of Manitoba and Parks Canada has not been completed.

- There is some dispute over the removal of the Edwards Creek waterworks. The town insists they will be required in the twenty-first century, while Parks Canada favours their removal in 2001 as per the terms of the original agreement and the negotiated agreement with the province involving the Vermilion River dam.

6.2.3.3 Periphery Recreational Development and Facilities:

As Jenkins pointed out, there has been a long history of recreation oriented development in the region south of the park.[129] Summer cottages and a scattering of small commercial resorts have existed around Seech Lake, Sandy Lake, Fish Lake and Gertrude Lake for many years. In the last five years, the number of seasonal home and rural residential developments on the periphery of the park has greatly increased (Figure 6). The focus of these new developments has been on the Clear Lake area in the vicinity of Wasagaming, and to a lesser extent, immediately north of the park south of Dauphin.

The recreational capability of the periphery of the park is geared to "extensive" activities such as hunting, angling and hiking.[130] Many of the small lakes outside the park have either been developed to saturation (e.g. Sandy Lake) or are not suitable for seasonal home

129 Jenkins, Land-Use Study of the South Riding Mountain Area, 1970.

130 Jenkins, South Side Riding Mountain National Park Land-Use Study. Page 46.

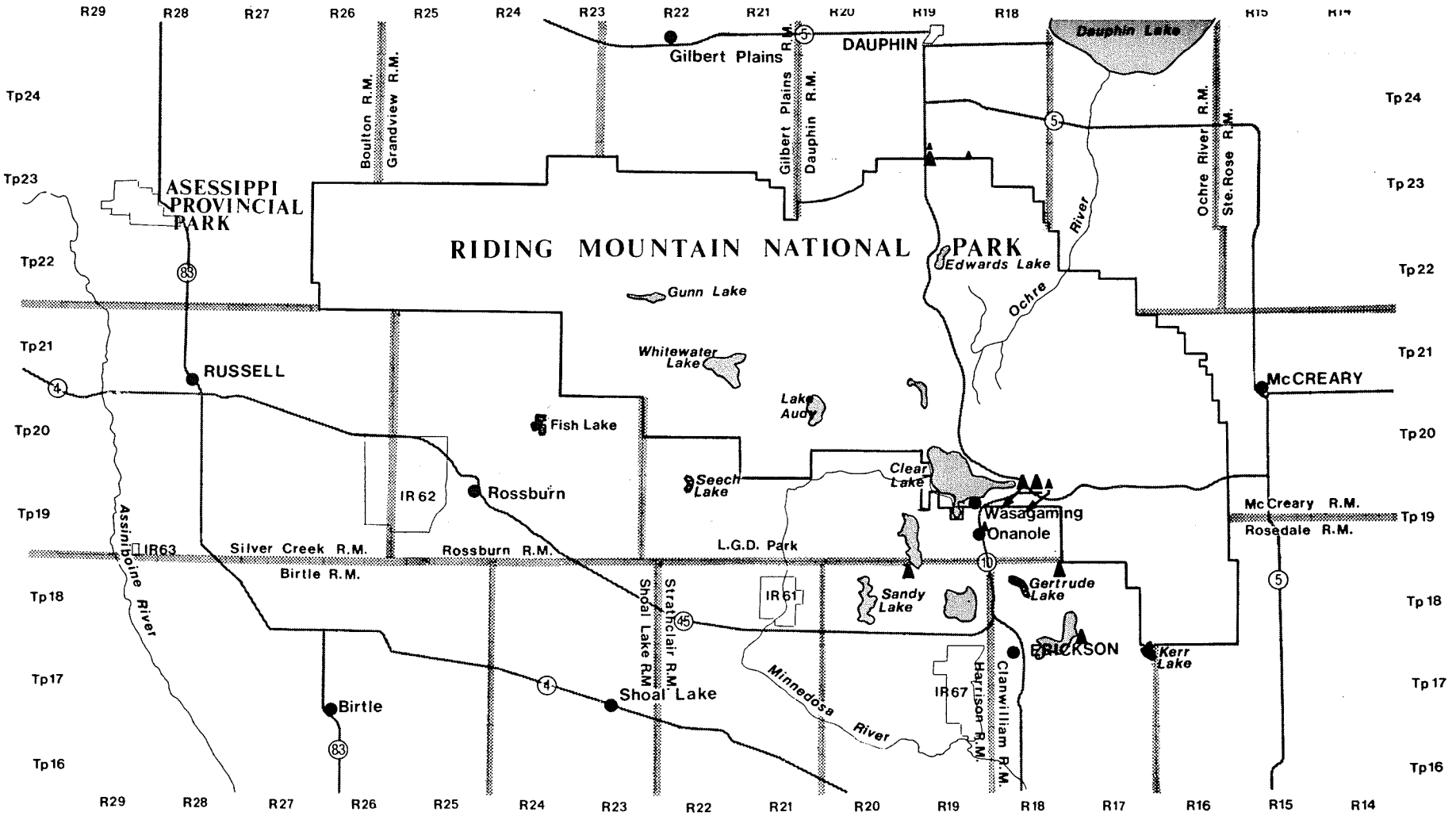


FIGURE 6
RECENT RECREATION ORIENTED DEVELOPMENT PROPOSALS ON THE PERIPHERY OF R.M.N.P.

- ▲ Less Than 5 Lots
- ▲ 6 Lots To 25 Lots
- ▲ Greater Than 25 Lots

N

SCALE

10 0 10 20 30 MILES

10 0 10 20 30 40 KILOMETRES

developments because of poor water quality, shallowness, weeds and other factors. The net result has been the focusing of demand around Clear Lake in recognition of the recreational facilities and opportunities already existing in the park. Given that Parks Canada has limited the expansion of Wasagaming and will not permit additional cottages in the park, it is logical that pressure has been placed on the area south of Clear Lake to meet the demands.

Seasonal home recreation developments in themselves are not a problem. They have been supported by the local municipality and not opposed per se by Parks Canada. Unfortunately, the overall impact of seasonal home developments has not been assessed or planned for in a coherent fashion. A number of problems are rapidly emerging:

- a disjointed road system resulting from a lack of overall planning;
- problems in disposal of sewage;
- concerns over groundwater supplies;
- additional pressures for park facilities (e.g. tennis courts, golf course);
- unwanted road access to the park boundary.

The lack of a comprehensive municipal development plan clearly constitutes a major regional integration issue. Unless it is resolved, the potential exists for the growth of a "Gateway Ghetto", a common parasite on the edge of many U.S. National Parks.

6.2.3.4 Wasagaming-Onanole Corridor

The immediate area south of Wasagaming holds the only concentration of visitor related facilities established outside the park. The area referred to as the Wasagaming-Onanole Corridor contains a number of

related businesses including motor hotels, lodges, motels, stores, service stations and recreational activities. The future development of this corridor is of particular importance to Parks Canada, given that the park master plan has directed that Wasagaming will not expand beyond its current boundaries and will rely on development outside the park to satisfy the majority of visitor needs.[131] The corridor already contains a number of facilities that would not be permitted in the park for policy reasons. Winter visitor accommodation and service are also provided in this corridor. Parks Canada has chosen not to permit winter commercial operations in Wasagaming in recognition of the services provided outside the park. Parks Canada already "co-operates" with residents of the area as exemplified by the extension of park water lines to one year-round lodge catering to the park visitor;and through informal fire fighting arrangements with the local municipal jurisdiction. The corridor is also the focus of extensive seasonal home subdivisions as already discussed. Its future is of obvious concern to Parks Canada and thus constitutes an important regional integration "issue" from their perspective.

6.2.3.5 McCreary - Agassiz Node

The town of McCreary has experienced some growth which has been attributed to its position vis a vis the Agassiz Ski Hill located 16

136 For a more complete discussion refer to:
M. Fay, A Study of Commercial Uses in Wasagaming Visitor Services Centre - Riding Mountain National Park, Parks Canada, Winnipeg, 1978.

kilometres west of the town in Riding Mountain National Park. Increased demand for residential lots, a higher assessment base, a thriving motor hotel complex, and an influx of seasonal visitors are some of the benefits that have accrued to the town because of the nearby ski development.[132] In addition, the ski resort itself has a seasonal payroll of $90,000.00 for about 25 local people.[133]

6.2.3.6 Big Valley Wilderness Resort

The beginnings of a major guest resort have been established near Eden, Manitoba close to the south-east corner of the park. First phases of the 1600 hectare wilderness guest resort have been completed and include a lodge, cabins, riding stables, corrals and rodeo grounds. Plans are to add a 120-site campground, sixty-room luxury hotel and a nine-hole golf course.[134] Guests of the "Big Valley Wilderness Resort" are already using the park trail system.

6.2.3.7 Kerr Lake

The Province of Manitoba has recently initiated the development of a small recreation day-use park on the shores of Kerr Lake which straddles the boundary of Riding Mountain National Park.[135] The 34 hectare park is oriented to residents of the immediate region and

132 "McCreary: Who's taking who for a ride?" article published in the Parkland Enterprise, March 9, 1979.

133 Parkland Enterprise, March 9, 1979.

134 The Brandon Sun, "Dream may become reality", March 22, 1978.

135 Janice Klippenstein, Kerr Lake: Evaluation of Resource Base and Development Guidelines, Parks Branch, Department of Tourism, Recreation and Cultural Affairs, May 1977.

assures continued public access to a relatively high quality regional recreation resource.

6.2.4 Regional Development

In the case of Riding Mountain National Park, the broad region as defined in figure 2 has been relatively static and shows no signs of major changes that would have repercussions on the park. The overall population, while growing, is not increasing at a rate which will lead to a rapid increase in park visitation. There are no known major transportation projects that would significantly alter travel patterns or which would require transgressing of park lands. Development of potash deposits in eastern Saskatchewan appears to be increasing with rumours of another major refining complex near Esterhazy. Given the proximity of the potash field to Riding Mountain, there may be a need to monitor changes in air quality and the resultant impact on the park resource base. Research is in progress to determine the extent of "acid rain" damage attributable to industrial development in western Canada.[136] These latter two "developments" will be discussed further under the "Resource Management" heading later in this section.

The following is a synopsis of the major "regional" sectors which figure in the regional system equation for Riding Mountain National Park.

6.2.4.1 Manitoba Tourism Strategy

136 Studies are ongoing on the effects of Acid Rain in western Canada. Preliminary indications are that it is not currently a serious problem. Refer to: Environment Canada, "Acid Rain in the West", from Environment Update, Volume 1, Number 1. November 1980. Page 4.

The only relevant major planning effort is the formulation of a tourism strategy for Manitoba. This study, now underway, may make recommendations regarding the potential role of National Parks in the Manitoba tourism industry. The resulting "tourism plan" will probably include specific proposals for the western portion of Manitoba in which Riding Mountain National Park lies. Ideally, it will recognize the role and purpose of Riding Mountain and encourage complementary tourist development in the region. Parks Canada has had limited input into these studies undertaken under the auspices of the Canada-Manitoba "Destination Manitoba" Agreement.

6.2.4.2 Parkland Regional Development Corporation.

The Parkland Regional Development Corporation is an organization composed of municipal bodies in the west central portion of Manitoba clustered around Riding Mountain National Park. Membership in this organization is open to all municipal bodies in the region. Associate memberships are open to other groups with social or economic interests in the region.

The Parkland Regional Development Corporation has sponsored a number of studies pertaining to regional socio-economic and environmental matters. Recently, the corporation has vigorously lobbied to have changes made to the operating policies of Riding Mountain National Park to better reflect the regional interrelationships that exist.[137] Most of these concerns relate to resource management and will be dealt with further in the next section.

137 The Rossburn Review, "National Park has quite an effect on local area." Thursday, June 5, 1980. Page 7.

6.2.4.3 Provincial Parks and Recreation Areas

The growth and development of the provincial park system in western Manitoba represents another indice to be considered. Provincial parks and related reserves often complement (or sometimes overlap) the role and purpose of National Parks. Hence it is desirable to examine the growth and development of provincial parks in order to analyse visitor flows, attractions, thematic emphasis, interpretive programming, and recreational opportunities.

In west central Manitoba, there are three provincial parks considered to be major components in the system.[138] Assessipi Provincial Park, located to the northwest of Riding Mountain National Park; Duck Mountain Provincial Park to the north ; and Spruce Woods Provincial Park to the south are all classified as "natural parks" in the provincial system. According to the Provincial Parks Branch,[139] all three parks display some additional potential for development of recreational facilities.

Resource extraction activities are permitted in all three parks. Grazing occurs in both Assessipi and Spruce Woods Provincial Parks on a permit basis. Duck Mountain is considered a multi-use park with a high level of resource harvesting (forestry operations and trapping).

According to the Manitoba Provincial Parks Branch, Riding Mountain National Park straddles two of their administrative regions - the south-western and western regions. There are a total of 1,139 serviced and

138 Parks Branch, Department of Natural Resources, The Whiteshell Master Plan, Part 1: An Overview of the Parks System with Objectives for Whiteshell, September 1980.

139 The Whiteshell Master Plan. Page 18.

unserviced campsites and 268 overflow campsites in the provincial parks and recreation parks in these two regions. Use of these provincial parks and recreation areas in the southwestern region has increased almost fifty percent since 1976.[140] Use of facilities in the western region has been relatively stable except for a twenty percent decrease in 1979.

6.2.4.4 Provincial Planning

The adoption of the new provincial Planning Act in 1975 heralded a new provincial thrust encouraging the formation of "planning districts." As discussed previously, the creation of two such districts on the periphery of Riding Mountain National Park has provided a much needed mechanism to foster regional integration.

The same Planning Act has also helped to define the role of the province in land-use planning. A brief overview of the legislation and provincial actions since its inception emphasizes the implications for regional integration of Riding Mountain.

There are two areas to note:

(a) Under the terms of the Planning Act, the Minister responsible may recommend the establishment of "special planning areas" for any one of a number of reasons.[141] It is quite conceivable that such legislation could be applied to protect a park from incompatible development. By implementing a "special planning area", the province in effect overrides all municipal planning control and sets into motion the formulation of a "special planning area" development plan. To the author's knowledge,

140 Provincial Parks Branch, Department of Natural Resources, Manitoba Park Statistics, 1979, Winnipeg, Manitoba, February 1980. Refer to pages 129-190.

141 The Planning Act, Section 12 (1). Page 11.

the special planning area provisions of the Planning Act have not been applied as yet.

(b) The Planning Act also provides for the establishment of an interdepartmental planning board to co-ordinate provincial and municipal land-use planning and activities.[142] This Board reports to a Provincial Land-Use Committee composed of Cabinet Ministers whose departments have major interests in various aspects of land-use in the province. It is this latter committee which released a draft version of Provincial Land-Use Policies in June of 1978.[143] These policy guidelines have provided some indication of provincial objectives and priorities as applied to land-use planning. Of particular note to the regional integration of Riding Mountain National Park is Policy Number 8, which reads:

> "Recreation and resource areas shall be afforded protection from adjacent uses that would degrade or endanger their primary function."[144]

The policy goes on to recognize the impact of activities in the periphery area and calls for provincial intervention to protect public investments and to ensure preservation of significant resources.

The provincial land-use policies are apparently still in draft form. The above policy guideline has never consciously been applied in the periphery of Riding Mountain National Park. Nevertheless, it is important

142 The Planning Act, Section 9. Page 10.

143 Provincial Land-Use Committee of Cabinet, Provincial Land-Use Policies, Winnipeg, Manitoba, June 1978. 27 Pages.

144 Provincial Land-Use Policies. Page 17.

that the provincial cabinet has taken the initial step of recognizing the need to protect significant resource and recreation areas from adjacent non-compatible development.

6.2.4.5 Provincial Trunk Highway 10:

Provincial Trunk Highway 10 bisects Riding Mountain National Park in linking the communities of Dauphin and Brandon. This highway was developed after the creation of the park and was officially opened in 1935. Paving of the highway was completed in 1952-53.[145] Gradual deterioration of the road combined with increased use by park visitors, regional residents and commercial carriers led to pressure in the nineteen sixties to rebuild the road. Parks Canada formally began the reconstruction of this segment of the road in the mid nineteen seventies. The rebuilding is expected to be complete in the mid nineteen eighties. The highway is being reconstructed as a parkway which, while being more conducive to the park visitor, is also suitable for non-park oriented through traffic. In effect, Parks Canada has accepted the role and importance of this highway in the provincial system.

6.2.4.6 Grandview-Rossburn Road

The Grandview to Rossburn road proposal through the west end of the park represents a classic case of a National Park serving to block a potential regional transportation link. The history of the request for the Grandview-Rossburn road goes back at least thirty years. A local pressure group has periodically petitioned Parks Canada to have the road built across the park to link these two communities. Proponents of the road have included the rural municipalities of the region,[146] the towns

145 Lothian. Page 162.

146 For an example, refer to Brandon Sun, September 26, 1973. "Rossburn battling for a road through the park."

of Rossburn and Grandview, the Grandview Chamber of Commerce, the Union of Manitoba Municipalities, local members of the legislature, and local citizens. Representations in support of the road have been made to the Minister responsible for Parks Canada, to the province, to the Parks Canada office in Winnipeg, to the Superintendent of Riding Mountain National Park and in the public hearings held as part of the park master plan process. The Manitoba Naturalists Society and similar groups have opposed the development of the road.[147] Several meetings between Parks Canada representatives and proponents of the road have been held. As discussed previously, the road proposal was rejected in the park master plan because of the fragility of resources in the west end of the park, the wilderness character of the area, and the lack of justification for the road.

Given the significance of this issue in the regional relationships between Parks Canada and peripheral residents, it is important to analyse in greater detail the respective arguments of both sides. Over the years, proponents of the road have argued that the road would:

- contribute to the economic growth of the area by enlarging the "milk shed" of the Rossburn Cheese Factory;
- facilitate and cut transport costs associated with moving fertilizer, farm machinery, supplies and cattle to the Brandon stock yards;
- improve social ties between residents of the north and south sides of the park;

147 Refer to Winnipeg Tribune, May 1, 1974. "Don't build road, naturalists urge."

- function as a fire suppression road for the park and provide general access to the west end of Riding Mountain National Park;
- serve as a popular tourist route crossing a scenic portion of the park and facilitating access to the Duck Mountain Provincial Park region to the North.

Parks Canada has rejected the road for a number of reasons including:

- The road is intended primarily for local use and is not consistent with park resources, park zoning or park management.
- The road has not been justified through cost-benefit studies.[148]
- The road is contrary to the spirit and intent of Parks Canada's policy and mandate.
- The west end of the park has been zoned for wilderness use and the road would intrude on the major wilderness use zone in the park.
- The park master plan has struck a balance between preservation and use based on traditional development ,recreational demands, and resource capability, significance and fragility. The east end of the park has been zoned for general public use. The west end, because of the relatively pristine nature of the resources, the current lack of access and the significance of the resource base, has been zoned for less intensive use.

148 It is worthwhile to note that a study carried out at the University of Manitoba rejected the road on the basis of cost/benefit analysis, see: G. Bampton, F. Doe, N. Harburn, L. Legal, G. Stasynec. "The Importance of Restricted Access to the Future of Riding Mountain National Park." The Natural Resource Institute, University of Manitoba, Winnipeg, March 1975.

- The road would have to traverse a significant resource area of the park. This area includes a number of International Biological Program (IBP) sites which are zoned Class I - Special preservation areas; representative segments of remnant native grasslands and prairie pothole country; the fragile Birdtail Valley; and important elk/deer/water fowl habitat.

- The road itself would cause irreparable damage to the resource base and would cut through one of the few remaining wilderness areas in the park and in southern Manitoba. It would also act as a catalyst spurring demand for development of facilities in the west end which would not be in keeping with its wilderness character.

- The road would be expensive to build and to maintain.

- The advantages and disadvantages of the road have been weighed in the public forum (park master plan hearings) and a decision has been made not to allow the road for the foreseeable future.

6.3. Regional Resource Management:

Resource management in this context refers to planning, manipulation and regulation of the biological and physical resources of the region.

This category is divided into two components:

6.3.1 Park Resource Management

6.3.2 Resource Management Outside the Park.

6.3.1 Park Resource Management:

Following completion of a management plan for a National Park, Parks Canada undertakes a series of more detailed studies to provide more

refined direction and policies. These follow-up studies, which adhere to the basic principles in the park management plan, can take a variety of forms. Area plans are more detailed development and management plans for geographical areas of the park. Resource management and interpretive plans provide specific guidelines and programs for these aspects of park management. In the case of Riding Mountain National Park, a Conservation Plan has recently been completed which outlines the resource management strategy for the park.[149] These are a number of aspects and recommendations in the Conservation Plan which have implications for regional integration.

6.3.1.1 Resource Management Philosophy

In the discussion of Natural Resource Management Philosophy, it is emphasized that Parks Canada's prime mandate is the protection in perpetuity of heritage resources.[150] In addition, it is recognized that:

> "resource management within national parks differs markedly from that of most other landscapes where the activity is directed toward modifying or controlling nature, producing crops or extracting natural resources.
>
> In national parks, resource management is directed towards conserving the natural heritage resources by maintaining the environment in as natural a state as possible.

149 J.L. Barlow, B.W. Briscoe, B.S. Lee, Riding Mountain National Park Conservation Plan, Natural Resource Conservation, Prairie Region, Parks Canada, February 1980.

150 Riding Mountain National Park Conservation Plan. Page 1.

This means that many procedures which are used for the management of other lands have little relevance to the management of national parks."[151]

The Conservation Plan also recognizes that the park's 2990 square kilometres do not encompass a complete set of self-contained ecological units. Nevertheless, given Parks Canada's mandate, the plan proposes to allow natural processes to proceed without interference, with the goal of maximizing natural ecosystem conditions. Consumptive uses of park resources are consequently to be minimized wherever possible and resource management measures will be initiated to neutralize interference on natural processes from activities outside the park boundary. It is also recognized that in some instances, manipulation of resources will occur to minimize negative impacts on lands surrounding the park. In terms of particular management strategies for Riding Mountain National Park, the Conservation Plan prescribes action for a number of issues which have implications for regional integration.

6.3.1.2 Beaver Management

The highest priority for action is accorded to the beaver management problem in recognition of the number of complaints received regarding flooding of lands on the park periphery. Two recommendations are included in the Conservation Plan: one to prepare a beaver management plan to help minimize the negative impacts attributable to the beaver;and the second to develop a co-operative program with the province to minimize adverse effects on lands outside the park.

151 Riding Mountain National Park Conservation Plan. Page 1.

The "beaver problem" can be traced to the establishment of the National Park in 1930. Prior to that time, the cumulative effects of trapping, poaching and habitat destruction had brought beaver populations in the park to the brink of extinction. After 1930, the policy of total fire suppression stimulated vegetation succession and provided optimum conditions for beaver. After a gradual build-up over the years, the growth of the beaver population accelerated rapidly in the nineteen sixties to the point where the present densities are the highest ever recorded in North America. Recent surveys have shown that the populations have stabilized at these high levels.[152]

Complaints of beaver related damage to farmlands, buildings and crops have increased in direct relation to the increase in the beaver population. The "beaver problem" is an excellent example of a regional interrelationship requiring a co-operative approach. A number of jurisdictions are involved including Parks Canada, the Provincial Department of Natural Resources (who are responsible for wildlife on provincial controlled lands), the rural municipalities (who maintain roads and drainage works), the the private landowners. The problem is not simply beaver activities in the park causing flooding problems on the periphery, but also involves emigration of beaver to surrounding lands because of high population levels in the park and gradually deteriorating habitat.

Beaver in the park have been blamed for causing surface flooding on agricultural lands adjacent to the park and for impounding water in

152 Manitoba-Parks Canada Ad Hoc Committee on Beaver Depredation. "A Management Plan Proposal to Control Beaver Depredation Adjacent to Riding Mountain National Park." Draft paper, unpublished. January 1980. Page 1.

the park and creating a potential for downstream flash flooding.[153] Parks Canada has reacted to these concerns on an individual basis. Generally, wherever a complaint or expression of concern has arisen, Parks Canada warden staff have dismantled beaver dams inside the park when these are located within 400 metres of the park boundary. No attempts have been made to control beaver population levels.

The Conservation Plan calls for the formulation of a beaver management plan for the park, and the negotiation of a cost-shared depredation control program to be administered on lands outside the park, to deal with this issue. Work is proceeding on both these recommendations. There is no question this is a pressing regional integration issue for Riding Mountain National Park. While Parks Canada does not have any legal jurisdiction over beaver problems outside the park, it has recognized a moral responsibility to assist in finding solutions to the problem in the spirit of regional integration.

The beaver problem will be discussed further in section 6.3.2.2 from the perspective of the region.

6.3.1.3 Wildlife Depredation

The extension of habitat of other animals beyond park boundaries has led to similar problems albeit on a smaller scale.

Depredation of livestock by park based wolves on the periphery of the park has been cited over the years. Recent studies have shown that while the range of wolves definitely extends beyond the park boundary

153 "Manitoba-Parks Canada Ad Hoc Committee on Beaver Depredation." Page 2.

into the surrounding farmlands, there is no confirmed evidence that wolves have preyed on livestock.[154] Of particular concern, however, has been the finding that:

> "Human induced mortality of wolves leaving the park is an important perturbation of the park ecosystem. It leads to predator-prey imbalances which could contribute to beaver and elk related resource problems around the park."[155]

The study also confirms that the number of wolves in Riding Mountain National Park has declined significantly since 1975 due to increases in trapping on the park periphery and to diseases (some of which could be picked up from domestic livestock). The Conservation Plan for Riding Mountain National Park recommends that monitoring of wolf populations be continued and that follow-up research programs be initiated by the Canadian Wildlife Service.

6.3.1.4 Management of Non-Gazetted Lands

Another aspect covered in the Conservation Plan is the management of non-gazetted park lands. These areas were acquired by Parks Canada between 1970 and 1974 as buffer lands to protect key park resources. Since their acquisition, Parks Canada has tendered the haying of these lands to local farmers in return for one-third of the crop which is used to feed Parks Canada owned horses. The future management of these lands

154 L.N. Carbyn, D. Patriquin, T. Trottier, A. Kennedy, T. Hoggins, C. Allan. Riding Mountain National Park - Large Mammal System Studies. Report No. 6: Wolves and Coyotes - Progress Report, Canadian Wildlife Service. Edmonton, Alberta, 1979.

155 Carbyn, et al. Report No. 6: Wolves and Coyotes. Page 110.

has to be resolved.

6.3.1.5 Boundary Modifications

Minor changes to park boundaries constitute another area of study identified in the Conservation Plan. In some cases, Parks Canada is interested in acquiring additional lands to protect significant resources presently outside the park (e.g. Ochre River fossils), to facilitate wildlife management (e.g. minimize poaching), and to protect certain areas from future development. In some cases, it may also be desirable to delete areas from the park if no significant resources are involved to "straighten" the park boundary and facilitate park management.

6.3.1.6 Wilson Creek Watershed

Parks Canada has co-operated in the Wilson Creek Experimental Watershed project involving a number of federal and provincial government departments and the University of Manitoba. The project, which was initiated in 1957, involves the study of the dynamics of runoff from escarpment areas and the evaluation of potential solutions to combat flooding and siltation on downstream agricultural lands. The Wilson Creek watershed, which includes about 24 square kilometres in Riding Mountain National Park, was selected because of its association with past flood damage and because it is typical of many of the streams running off the Riding Mountain Escarpment; and the Porcupine and Duck Mountains to the northwest.

The project has yielded some conclusions pertinent to regional integration:[156]

156 Province of Manitoba and the Government of Canada. "Wilson Creek Experimental Watershed," undated brochure.

- The least costly method of protecting agricultural land from flooding and sedimentation is to maintain a channel cleanout program below the escarpment (i.e. outside the park).
- It is not economically feasible to build retention dams in the upper reaches of the watershed for the purpose of controlling sedimentation downstream.
- Habitat modification of headwater areas (vegetation planting, stream straightening and cleanout, elimination of beavers) does not significantly reduce downstream flooding or sedimentation.

Co-operative undertakings such as this constitute important breakthroughs in analyzing selected regional integration issues and in working in partnership to minimize detrimental impacts on the region.

6.3.2 Resource Management Outside the Park:

The Province of Manitoba, through the Departments of Natural Resources and Environment, has jurisdiction over the majority of physical and biological resources in the periphery of Riding Mountain National Park. Selected aspects of this jurisdiction has been delegated to the municipalities, local government districts, and conservation districts. The individual landowner also has certain rights to the lands vested in title in his/her name.

There are a number of facets under this heading which are of particular relevance to park/region relationships. These include:

- The Turtle River Watershed Conservation District;
- The beaver depredation problem;
- Wildlife management and depredation compensation programs;
- Agricultural practices;

- Local woodcutting;

- Resource management philosophy.

6.3.2.1 Turtle River Watershed Conservation District

In August, 1975, the Turtle River Conservation District was inaugurated by provincial order-in-council according to the provisions of the Conservation Districts Act and Regulations. The District is administered by a board composed of locally appointed representatives. Flooding, drainage, soil conservation, land-use, wildlife and recreation are under its jurisdiction.

The 2142 square kilometre district was the second to be formed in Manitoba and includes the combined drainage basins of the Ochre and Turtle Rivers. Approximately 29% of the watershed lies in Riding Mountain National Park. As such, the superintendent of the park has been invited to sit on the District Board as an ex-officio member.

As per the terms of the Conservation Districts Act, a "Conservation Scheme" or plan for the district is being prepared.[157] This document provides an overview of the resource base of the area, identifies issues, and proposes management strategies and capital works to allow for a sustained yield of products compatible with the resource capabilities of the area. The study points out a number of resource related problems including:

- flooding of agricultural land due to the nature of watercourses, and aggravated by human manipulation of the resource base

157 Water Resources Branch, Department of Mines, Natural Resources and Environment. Turtle River Watershed Conservation District Scheme. Prepared for the Turtle River Watershed Conservation District Board. Winnipeg, 1979.

(excessive land clearing, piecemeal development of drainage system, needless draining of sloughs);

- depredation of crops by elk, deer and waterfowl;
- beaver emigration and subsequent flooding of farmland and blockage of drainageways;
- serious loss of wildlife habitat and concurrent loss of wildlife;
- soil erosion caused by excessive clearing and flooding.

In terms of the relationship to Riding Mountain National Park, a number of the recommendations are noteworthy:

(a) The study confirms that escarpmental headwater storage areas (i.e. inside Riding Mountain National Park) do not have a favourable cost/benefit ratio warranting their construction.[158]

(b) The study recommends that wildlife management areas be established as buffer zones in selected areas adjacent to the park boundary. These management areas would provide cover for animals moving outside the park while the planting of lure crops within the zone would help alleviate depredation problems. The management areas would benefit upland birds, white tailed deer, elk and moose. The lands used for the wildlife management areas would be composed of existing provincial and municipal land and acquired private lands. Alternately, agreements could be signed with private landowners to preserve wildlife habitat on their property.[159]

158 Turtle River Watershed Conservation District Scheme. Page 39.

159 Turtle River Watershed Conservation District Scheme. Page 52.

(c) The study concludes that Parks Canada's policy of fire suppression and prohibition of logging in Riding Mountain National Park has led to "un-natural vegetative succession." This in turn has forced wildlife (deer, elk, beaver) to the fringes of the park and resulted in increased depredation of crops, damming of waterways by beavers, and reduction in wildlife populations. The scheme recommends that Parks Canada initiate habitat improvement in the park through limited logging or controlled burning.[160]

There are two additional factors respecting the conservation district. First, the District Board will require substantial financial assistance from the province in order to carry out its proposed scheme. Secondly, at the outset of the formation of the District, Parks Canada agreed to consider assistance in the form of services or financial support in implementing the District Scheme when the latter was complete, and park related projects had been identified.

6.3.2.2. The Beaver Depredation Problem

The basic facets of this issue have already been elucidated. The severity of the issue, trans-boundary implications, and ongoing park/region discussions have advanced this particular concern to the point where efforts are being made to resolve the problem to the satisfaction of all those concerned. This, in effect, is an example of a current attempt to bring regional integration to fruition. From the park periphery perspective, the beaver depredation issue appears to have the highest priority of all regional interrelationships with Riding Mountain National Park.

160 Turtle River Watershed Conservation District Scheme. Page 53.

Besides the documentation of the problems by the Turtle River Watershed Conservation District, the Parkland Regional Development Corporation has recently become involved in seeking resolution of the problem with Parks Canada.[161] This in part reflects the growing sense of frustration in dealing with Parks Canada, who are perceived to be ignoring the obvious interrelationships between the island-like park located in the sea of agriculture.[162]

Numerous meetings between Parks Canada and local municipal authorities led to the initiation of a study through the Rural Community Resource Centre of Brandon University to document the characteristics of beaver depredation in one of the surrounding municipalities. The study, undertaken in the Rural Municipality of Rossburn abutting the southwest side of Riding Mountain National Park, has provided the first attempt to quantify the damage and costs associated with beaver depredation from 1970 to 1978.[163] Personal interviews with all residents who had suffered losses due to the actions of beavers provided the basis for calculating the total costs associated with the damages. Rounds' assessment of damage for the eight year period includes :

161 The Rossburn Review, "National Park Has Quite an Effect on the Local Area." Thursday, June 5, 1980.

162 For example refer to the Neepawa Press, "Park Policies" editorial, June 5, 1980.

163 Gordon K. Goldsmith, Richard C. Rounds, Beaver Depredation in the Rural Municipality of Rossburn, Manitoba, 1970-1978. Rural Community Resource Centre, Brandon University, Brandon, Manitoba, 1979.

Agricultural Losses (private)	$101,533.00
Time Losses (wages)	17,732.00
Vehicle Expenses (corrective action)	2,679.00
Municipal Losses (incurred by the RM)	17,186.00
Total	$139,130.00

The yearly average loss was $15,495.00.[164]

Equally important to the detailing of losses is Rounds' analysis of causes, jurisdiction and alternatives for remedial action. He clearly supports the theory that beaver populations in the park grew to their present levels in the nineteen sixties and seventies due to optimum habitat conditions (ideal vegetative succession and above normal precipitation) and the absence of man induced controls (trapping, reduction of habitat disturbance). Because of suitable habitat conditions exist outside the park, beaver have followed stream courses originating inside the park to establish colonies on the park periphery. It is these new colonies outside the park that are responsible for much of the damage to crops and capital works.

The jurisdiction and responsibility for the problem, Rounds notes, is a complex problem that has already been taken to the courts by a landowner in the municipality. The study indicates that while the beaver problem probably originates from Riding Mountain National Park, that Parks Canada has no jurisdiction outside the boundaries of the park. The municipality, for their part, has been absolved of responsibility for

164 Adapted from Beaver Depredation in the Rural Municipality of Rossburn, Manitoba, 1970-1978. Page 28.

beaver caused damages on private lands through a recent court decision.[165]

The study suggests that the provincial government is likely the responsible authority in this matter. This is due to the province's responsibility over the Wildlife Act which provides protection of wildlife in general, and control over harvesting and hunting. The province also provides compensation programs for damages on private lands resulting from waterfowl and ungulate depredation. These programs however, do not include beaver. In terms of remedial action, Rounds concludes that a complete elimination of the problem is likely not possible. Beaver, because of their migratory characteristics, are likely to re-populate those areas where man has removed them. A complete eradication of the population is likely the only solution to the problem although the study concedes that this is likely both impractical and undesirable. In the end, Rounds concludes that residents will simply have to learn to live with the problem. It is unlikely to get worse as beaver populations appear to have stabilized in the park and region, and damages to property have likewise levelled off.[166] In order to help minimize the problem, Rounds suggests that a number of remedial measures might be considered:

- compensation programs for losses;
- habitat manipulation to discourage colonization on private lands;
- population reduction on a sustained basis in areas of chronic problems;

165 Beaver Depredation in the Rural Municipality of Rossburn, Manitoba, 1970-1978. Pages 4-5.

166 G. C. Trottier, Beaver Studies, Riding Mountain National Park. Canadian Wildlife Service, Edmonton.

- immediate removal of animals and structures in areas of acute problems.[167]

Beaver depredation is a significant issue to be dealt with by integrating Riding Mountain National Park with its region. Despite Parks Canada's lack of jurisdiction, fully seventy-eight percent of those contacted by Rounds "suggested that lack of control of the excessive beaver population within the park was the immediate cause of the increase in depredation that has occurred since the late 1960's."[168] Local landowners also feel strongly that population reductions in the park are warranted. Rounds is skeptical that this would accomplish much and in a later interview indicated his personal view that wildlife in the park should be allowed to find its own levels without human manipulation.[169] Rounds supports controls on population levels outside the park and compensation programs to relieve the burden of losses on private landowners who reside beside a national park.

While the above study has focused solely on the Rural Municipality of Rossburn, the results are likely to be applicable to the other rural municipalities bordering the park. As such, any co-operative action aimed at reducing the beaver depredation problem should cover the entire region surrounding the park.

167 Beaver Depredation in the Rural Municipality of Rossburn, Manitoba, 1970-1978. Page 31.

168 Beaver Depredation in the Rural Municipality of Rossburn, Manitoba, 1970-1978. Page 26.

169 The Winnipeg Free Press, "Busy beavers 'doing too well' outside park." Story by Manfred Jager, July 18, 1979.

6.3.2.3. Wildlife Management and Depredation Compensation Programs

Relatively large populations of wildlife flourish in the park due to the maintenance of prime habitat and lack of artificial population controls. Since the park is surrounded by agricultural uses, conflicts often result when wildlife wander into adjacent fields to feed on grain crops; or in some instances, to molest domestic livestock.[170] The problem is often intensified by the abrupt boundary demarcation between the wildlife habitat in the park and high quality farmlands only a few metres away.

To assist in counteracting this problem, the Province of Manitoba has been designating and managing "wildlife management areas" in key parts of the province including the periphery of Riding Mountain National Park. These wildlife management areas usually focus on existing blocks of crown or municipal land and are meant to provide cover for wildlife moving out of the park. (figure 7) Lure crops are often planted to help alleviate crop depredation on adjacent farmlands. They also serve as buffer and transition zones to lessen the abruptness of the park/farmland interface. Unfortunately, the application of these management areas has been somewhat restricted due to the absence of suitably owned public lands and limited provincial funding for ongoing management.

The other method of dealing with wildlife depredation involves the creation of compensation programs to provide payment for losses incurred. The Provincial Department of Natural Resources oversees the

170 Turtle River Conservation District Scheme. Page 47.

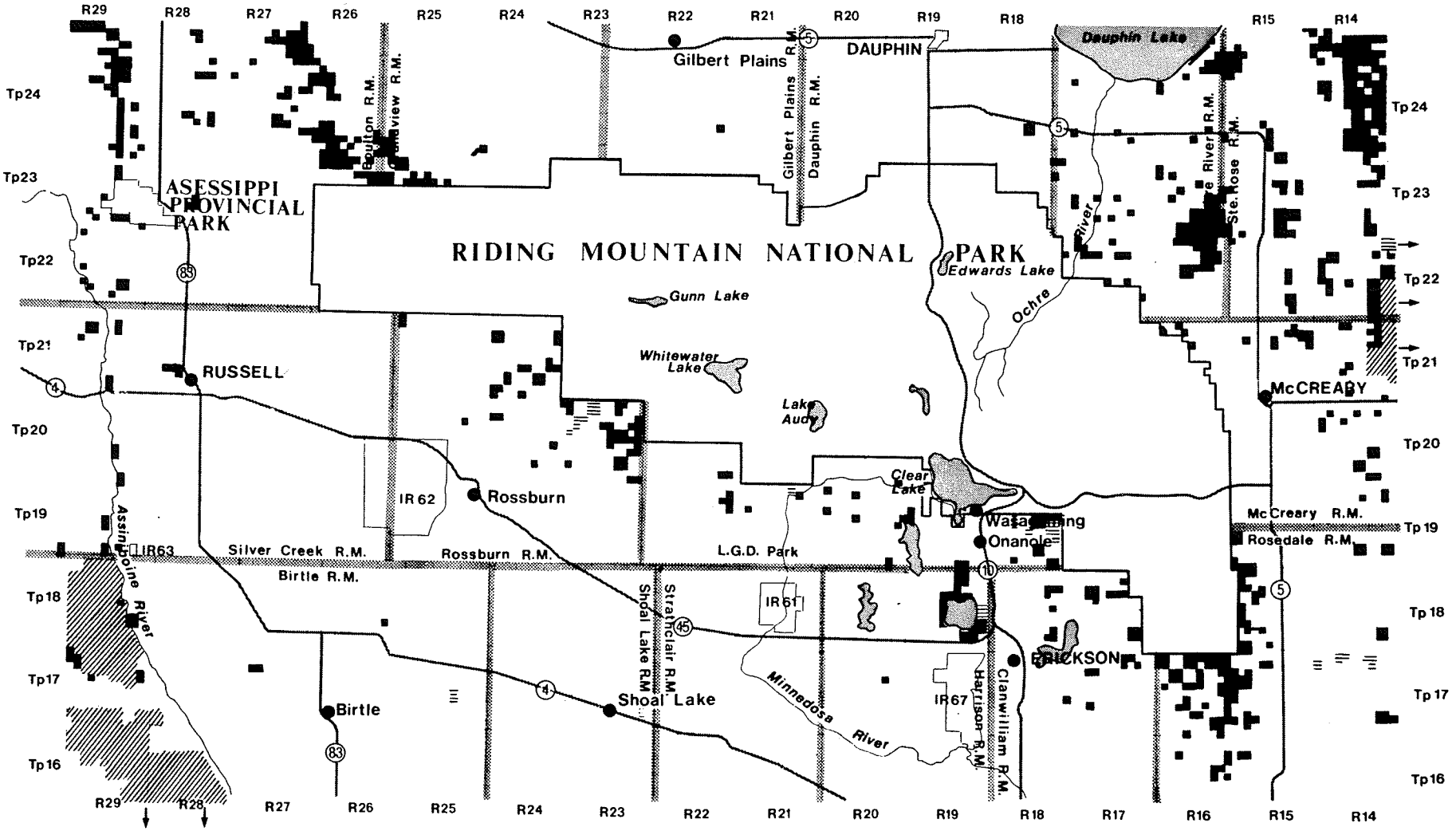


FIGURE 7
CROWN LANDS ON THE PERIPHERY OF R.M.N.P.

- CROWN LANDS
- WILDLIFE MANAGEMENT AREAS
- COMMUNNITY PASTURES
- → DENOTES MUCH LARGER AREA OUTSIDE OF MAP

N

SCALE

10 0 10 20 30 MILES

10 0 10 20 30 40 KILOMETRES

"Big Game Protection and Damage Compensation Fund" (administered by the Manitoba Crop Insurance Corporation) which provides compensation to landowners for damages resulting from deer, elk, moose, or black bear.

This program is in effect throughout the province including the periphery of Riding Mountain National Park. Figures show that compensation paid under the program in a 10 kilometre zone around the park totalled $7,374.00 (18 claims) in 1979 and $11,410.00 (21 claims) in 1978.[171] The majority of this damage resulted from elk and deer depredation. A small portion of the compensation was paid to cover damages to beehives caused by marauding bears.

Despite the beneficial image of the program on cursory examination, it has some severe limitations. For example, it only provides compensation to a maximum of seventy-five percent of total damage. Damages of less than fifty dollars are excluded. The program is also a "one time deal" in that once compensation is paid to a landowner, no further claims are permitted as the landowner is expected to provide protection for his crop or product (through fencing and/or other means).

Another provincial endeavour in the field of wildlife management involves the regulation of hunting seasons and quotas. Provincial conservation officers consult Parks Canada wardens when setting hunting seasons and quotas. This example of co-operation is commendable despite the fact that the setting of these figures is based more on intuition than systematic studies. There is also co-operation between provincial conservation officers and Parks Canada wardens in combating poaching on

171 Correspondence from the Manitoba Crop Insurance Branch, December 1980.

both sides of the park boundary.

6.3.2.4 Agricultural Practices

Certain agricultural practices and trends in the periphery region have implications for park-regional interrelationships. Studies have shown that land is still being cleared for agriculture on the periphery of the park.[172] Unfortunately, as Jenkins alluded to in his earlier study, farmers continue to clear unbroken lands even if these are only marginally suited to agriculture.[173] This has resulted in a variety of problems including loss of remaining wildlife habitat and increased soil erosion. Flooding problems already alluded to are intensified since the increased soil erosion leads to clogged municipal drains. Similarly, clearing and draining of marshes and sloughs adds additional material to already overloaded drains. The practice of clearing these marginal lands has implications for Riding Mountain National Park since there is considerable pressure on Parks Canada to implement measures in the park to control flood damage downstream.

Another trend is the increased emphasis being placed on beef cattle in the region. Figures show that the number of beef cattle in the Parkland Region almost doubled from over 144,000 to more than 270,000 between 1961 and 1976.[174] While this can be viewed as a positive trend overall, especially in light of Jenkins' observations about the suitability of the region for livestock production, it has implications for the

172 For example see: Turtle River Watershed Conservation District Scheme. Page 4.

173 Jenkins, 1970. Page 20.

174 Source: The Parkland Farm Study, 1979.

management of Riding Mountain National Park. Cutting of hay in the park and grazing of livestock were both carried out in the park on a permit system until 1970. In recent "drought years" (1977 and 1980) pressure was exerted on Parks Canada to once again allow haying and grazing on an emergency basis. In 1977, the federal cabinet authorized haying and grazing in three western parks including Riding Mountain National Park, but neither activity actually took place in the park.

Grazing had a particularly long history in the park having occurred from about 1914 to 1970. The peak period occurred in 1920 when 4,628 cattle and 118 horses were counted. The yearly average in the nineteen sixties was about 1,300 cattle with a final count of 524 in 1970.[175] In the mid nineteen sixties, approximately 60 permits were issued on a yearly basis to local farmers to graze their livestock in the park.[176] Grazing was finally phased out on the basis of studies carried out in the park that showed the native fescue grasslands were being negatively affected.[177] Part of the problem identified in these studies related to the concentration of grazing to about 325 square kilometres (about 10% of the park). This area included most of the natural fescue grassland in the park and indications were it was being overgrazed thereby causing damage in the plant community composition and loss of the rare fescue

175 Source: Parks Canada Statistics, Riding Mountain National Park.

176 A. DeVos, A Study of the Resources and Related Problems of Riding Mountain National Park, unpublished report, 1968, Table II.

177 D. A. Blood, Riding Mountain National Park Range Management Studies: 1961-63. Unpublished. Canadian Wildlife Service, Edmonton, Alberta 1964.
and
G. C. Trottier, Disruption of Native Rangeland by Livestock Grazing in Riding Mountain National Park, Manitoba, Canada. Paper presented at the Society for Range Management Annual Meetings, February 11-14, 1979. Casper Wyoming. (Published by the Canadian Wildlife Service, Edmonton, Alberta.)

prairie. In order to fulfill its mandate of protecting rare or endangered natural features, Parks Canada phased out grazing following the publication of the results of the consultant studies. It is interesting to note that some of the remnant grasslands have been designated under the International Biological Program and subsequently zoned as Class I - Special Preservation Areas in the park management plan.[178]

The phasing out of grazing caused some local concern although Jenkins noted that "there is little evidence to indicate that farmers who have relied on this source of forage are doing much to secure alternative fodder within the region."[179] Recent pressure to reopen the park for haying and grazing has been strongly expressed by the Parkland Regional Development Corporation.[180]

While there is obviously some inherent capacity for livestock foraging in the park, Parks Canada has been holding firm on its policy for a number of reasons:

- to avoid damaging the rare and fragile remnant grasslands;
- the relatively limited grazing capacity of the area;
- the administrative control and range management costs that would have to be incurred if grazing was permitted;
- the incompatibility of grazing with visitor use and the wilderness experience.
- the incompatibility with park resource management philosophy which emphasizes minimal interference by man;

178 A Master Plan for Riding Mountain National Park, 1977. Page 4.

179 G. C. Jenkins, Land-Use Study, South Side - Riding Mountain National Park, 1970. Page 1.

180 For an example see: "National Park has quite an effect on local area", The Rossburn Review, Thursday, June 5, 1980. Page 7.

- the principle that a resource protected for all Canadians should not be exploited by a select few.

Haying has a similar history to grazing in that it was an existing land use prior to park establishment and was phased out in 1970. The average yearly cut in the nineteen sixties was about 650 tons by about 50 permit holders per year.[181] Given the fact that much of the hay was cut from sedge meadows, and that many of these meadows have now been flooded by beavers; it is unlikely that much hay would be available today. Parks Canada continues to oppose haying for many of the same reasons it has rejected grazing. Both haying and grazing comprise contentious regional issues that are likely to continue to erupt, especially in drought years.

6.3.2.5 Woodcutting

As mentioned earlier, the Riding Mountain area was originally managed as a Federal Forest Reserve. Early woodcutting operations were very extensive and relatively uncontrolled. After the creation of the National Park, a Forest Management Plan was instituted to direct future cutting. Gradually, major timber berths and sawmills were phased out until only individual woodcutting permits remained. These, in turn, were no longer issued after 1972. It is likely that most of the park area was cut at one time or another in the first half of this century. Significant volumes of wood were harvested with the peak occurring during the second world war years when up to 150,000 cubic metres of soft and hard-

181 A. DeVos, 1968, Table III.

woods were cut in a year. This dwindled to less than 15,000 cubic metres in the 1964-65 period.[182] During the last few years of woodcutting, most wood was harvested by individual farmers living on adjacent lands. Fence posts, rough lumber, and firewood for domestic use were the basic products from these individual operations.

As with haying and grazing, there has been local pressure to re-institute the individual woodcutting permit system in the park. These requests were intensified in the summer of 1980 after a major fire swept through the east end of the park. A limited number of periphery residents approached the park authorities seeking permission to salvage burnt timber. Parks Canada refused to grant any permits on the grounds that such action would be contrary to park policy; would be operationally difficult to administer; would further damage the resource base (roads, equipment, etc.); and would interfere with the natural regeneration process (removal of biomass, wildlife habitat disturbance, loss of seed base, loss of scientific benchmark). Persons desirous of salvaging timber argue that Parks Canada's position translates in a needless waste of resources and contributes little to the local economy. Woodcutting has therefore become another contentious regional interrelationship.

6.3.2.6 Resource Management Philosophy

The final issue to be addressed under this category is the recognition that the majority of "regional issues" are the result of radically different resource management philosophies and lack of mutual understanding. The park boundary is more than a demarcation of land owner-

182 A. DeVos, 1968, extrapolated from Table I.

ship. It separates two diametrically opposed resource management ideals. One is based on letting nature take its course with a minimum of interference,while the other strives to maximize the long term consumption and utilization of the resource base for economic benefit. Both private and public lands in the periphery region are managed to maximize their use and long term production. Even the provincial parks, arguably the closest siblings to the National Park, emphasize a multi-use philosophy as evidenced by controlled resource harvesting activities already alluded to.

It is little wonder then that conflicts occur between the park and regional residents when the resource management philosophies and objectives are so substantially different. These conflicts are further amplified by Parks Canada's seemingly radical shift in policy and resource management philosophy. There is more than a grain of truth in this premise as Riding Mountain,as with most other National Parks, was managed on a multiple-use basis until relatively recently. In other words, the management of Riding Mountain twenty years ago was similar to the management of periphery lands today. Local residents still view Parks Canada's earlier management practices as more rational and understandable.

The socio-economic characteristics of many periphery residents tend to heighten the misunderstandings. For example, there are numerous first and second generation immigrant farmers who have literally hacked a marginal existence from the land. To these people, who were concerned first and foremost with survival, Parks Canada's resource management philosophy is simply incomprehensible and the product of "bureaucratic bungling."

The net result of these differing perspectives on resource management is a gradual escalation of the conflict between Parks Canada and the periphery residents. Discussions between the two parties have occurred frequently over the last ten years. Unfortunately, little has been resolved to the satisfaction of either party. Periphery residents feel they are not being listened to when Parks Canada does not accept their requests. This was particularly evident after the public hearings on the master plan when many strongly voiced comments and suggestions were rejected by Parks Canada for policy reasons. The Parkland Regional Development Corporation, acting on behalf of the local municipalities, recently sought political intervention in overruling Parks Canada in this regard.[183] The Rural Municipality of Rossburn has gone a step further in requesting the provincial government to take over the western end of Riding Mountain National Park and designating the area as a provincial park, managed for multiple-use. This request stems from Rossburn's view that "the western end of the Park is doomed to become virtually nothing more than a jungle that will not be fit to be habitable by wildlife such as elk and deer, nor will it be of any benefit to man recreationally or otherwise" if Parks Canada's current management practice is continued.[184] Parks Canada, for its part, has not promoted or explained the rationale behind its resource management practices to periphery residents in any concerted manner. While it is doubtful that

183 For example see reprinted letter from the General Manager of the Parkland Regional Development Corporation to Mr. Laverne Lewycky, M.P. published in The Rossburn Review, June 5, 1980.

184 Rural Municipality of Rossburn, Brief submitted on the Subject of the Manitoba Tourism Development Plan. Presented in Dauphin, Manitoba. May, 1980.

all regional critics would be assuaged or convinced, it is incumbent on Parks Canada to better define its actions if for no other reason than to provide the alternative viewpoint and explain the rationale for its resource management practices.

Despite the above, the differing resource management goals and philosophies have the potential to be irresolvable issues if both parties hold to their beliefs. Neither side can fully attain their objectives without the co-operation of the other. Improved communications and a degree of flexibility are needed to promote a better understanding of the other's viewpoint. Only in this way can both sides constructively attempt to resolve the problems and seek mutually acceptable compromises. In essence, such groundwork is critical if co-operative regional integration programs are to be pursued.

6.4 Summary

Table 1 provides a summary of the areas of interrelationship and an analysis of the major issues. Also included is an evaluation of how the issues could be dealt with further; whether they require further research and study, joint planning or co-operative action with the regional authorities. It is apparent through even a cursory review of the table that there are many significant regional integration issues that require a co-operative approach if they are to be dealt with effectively.

TABLE 1
SUMMARY OF CURRENT REGIONAL INTERRELATIONSHIPS FOR R.M.N.P.

CATEGORY	ISSUE	SPECIFIC	EVALUATION *						TREATMENT			COMMENTS AND/OR SUGGESTIONS
			1	2	3	4	5	6	7	8	9	
Park Planning and Development	Park Master (Management) Plan	Opportunity for regional input			●		●	●				-Master Plan is a Summary of Parks Canada's current position on Regional Integration. -Plan is reviewed every 5 years - opportunity to modify. -Plan currently indicates Parks Canada interest in cooperating on issues of mutual concern in the "zone of influence".
	Impact of Park Operation on the Region	Economic Impact (jobs, expenditures)				●			●			-Needs better documentation.
External Boundary Planning and Development	Municipal/ District Planning	-orderly development of the region -opportunity to co-ordinate interests			●		●	●	●	●	●	-Has been slow to get started. -Provides a good vehicle for opening the lines of communication and dealing with issues of mutual concerns. -Parks Canada has expressed concerns and suggestions in the planning processes now underway.
	Dauphin Water Supply Agreement	Completion of Land Exchange			●						●	-Negotiations continuing.
	Provision of Visitor Services in the Region	Onanole and McCreary Areas				●	●				●	-Possibility for Co-operative Approach (Municipal Plans, Tourism Strategies).
	Seasonal Home Developments	-Clear Lake-Onanole Area -R.M. of Dauphin -Escarpment	●		●	●	●		●	●		-Burgeoning demand in region. -Demand for park services on a year-round basis. -"Servicing" issues. -Addressed in Municipal Plans - vehicle for joint planning.

*1. Threat to Resource
2. Significant Cost Implications
3. Existing Issue
4. Potential Issue
5. Potential for Co-operative Approach
6. Potential Regional Integration Mechanism
7. Further Research and Study
8. Joint Planning
9. Co-operative Action

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			1	2	3	4	5	6	7	8	9	
Regional Planning and Development	Regional Development	Potash Development and Acid Rain				●			●			-Need to monitor to determine extent of problem.
	Tourism Planning	Co-ordination with Manitoba Tourism Plan					●	●	●			-May require co-operative planning effort in later stages.
	Regional Planning	Relationship with Parkland Regional Development Corporation						●	●	●	●	-Potential mechanism for co-operative planning. -Contact group representative of most municipalities and organizations in periphery region.
	Recreation Planning and Supply of Services	Co-ordination with Provincial Parks and Recreation Areas					●	●	●	●		-Existing co-ordination virtually non-existent. -Potential for co-operation and joint planning and programming in provision of visitor services, recreation facilities, interpretation.
	Regional Planning	Provincial Land-Use Planning				●		●	●			-Potential to be used as mechanism for co-operation and co-ordination at the provincial level. -Expression by the province of role of parks.
	Regional Transportation Planning	Grandview-Rossburn Road	●	●	●				●			-Continued demand by local residents. -Alternative solutions could be explored.

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Park Resource Management	Riding Mountain National Park Conservation Plan	Beaver Management	●	●	●							-High Priority issue which needs addressing.
		Co-operative Beaver Program						●	●	●	●	-Could be initiated on a trial basis. -Initial joint research and planning completed.
		Status of Wolf Populations and Depredation Outside the Park	●			●	●		●	●	●	-Initial research is complete. -Need monitoring and joint planning approach.
		Management of Non-gazetted Park Lands				●	●		●			-Could be used as buffer zones or for co-operative uses.
		Park Boundaries	●			●			●	●	●	-Potential for minor boundary re-alignments - trades, buffer zones, park extensions and deletions.
		Wilson Creek Experimental Watershed Study Area					●	●	●	●	●	-Threat of being phased out. -Value as existing research zone on a co-operative basis. -Valuable benchmark data has been collected.

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Resource Management Outside the Park	Turtle River Watershed Conservation District	Parks Canada Participation		●	●		●	●	●	●	●	-Excellent potential as regional integration mechanism. -Parks Canada currently studying vehicles for greater Financial Participation.
	Beaver Depredation	Co-operative Beaver Program	●	●	●		●	●	●	●	●	-Co-operative Beaver Program needs to be implemented and tested.
	Wildlife Management	Depredation of Crops	●	●	●		●		●	●	●	-Existing program should be re-assessed.
		Wildlife Management Areas Program		●		●	●	●	●	●	●	-Current system needs study to monitor effectiveness. -Look for alternatives and variations.
		Hunting Season and Quotas	●		●		●		●	●	●	-Current method needs more scientific approach.
		Poaching	●		●		●			●	●	-Existing co-operation could be extended and formalized.
	Agricultural Practices	Clearing of Marginal Lands	●		●				●	●		-Improve co-ordination with landowners and municipalities. -Monitoring.
		Haying and Grazing in the Park	●		●		●		●	●		-Needs further joint study to seek alternate solutions. -Parks Canada information program to explain stance.

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Resource Management Outside the Park (Continued)	Woodcutting	Woodcutting in the Park	●		●		●		●	●		-Needs further joint study to seek alternate solutions. -Parks Canada information program to explain stance.
	Resource Management Philosophy	Improved Communication to Explain Rationale for Differences	●		●		●	●	●	●	●	-Need to open up communications between the park and region. -Potential exists for co-operative action.

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6.5 Goal and Objective Statement

At this point in the process (as described in figure 1), Parks Canada should formalize its position and intentions through the approval of a regional integration goal and objective statement as input into park establishment negotiations, interim management guidelines or a management plan for an existing park. In the case of Riding Mountain National Park, the regional integration goal and objectives statement could be appended to the existing park management plan and should be dealt with in the next formal plan review. The goal and objectives statement should not be underemphasized since it indicates organizational approval and provides formal direction for this aspect of park management and planning.

However, prior to the formulation of a goal and objective statement for regional integration, a decision has to be made on whether to proceed to the Stage 2 - Joint Regional Integration Program as described in the figure 1 model. Parks Canada's decisions and intentions in this regard should be formalized in the goal and objectives statement. The decision on whether or not to attempt to initiate a co-operative regional integration program should be based on a careful assessment of the following factors:

(a) The number, type and significance of regional integration "issues."

(b) The potential for resolution of these "issues" through a co-operative regional integration program.

(c) The expected attitude and receptiveness of the regional authorities to participation in such a program.

(d) The availability of funds and manpower to carry out such a program.

(e) The degree of "willingness" and flexibility in Parks Canada to deal effectively with the "issues."

Only after a careful assessment of these factors should a decision be made to proceed to the Phase 2 - Joint Regional Integration Program stage.

In the case of Riding Mountain National Park, the analysis of inter-relationships has clearly shown that such an approach is warranted. Many of the issues, notably those pertaining to resource management and periphery land-use planning, require a co-operative approach to solve. It is also apparent that the overall relationship between the park and the region would be greatly improved through the implementation of a more structured communication system as would likely occur through the initiation of a co-operative regional integration program.

There are also positive signs from the region that they are seeking increased co-operation with Parks Canada in order to deal constructively with long standing issues of mutual concern. A recent meeting sponsored by the Union of Manitoba Municipalities between municipalities on the periphery of Riding Mountain National Park and Parks Canada officials addressed many of the regional integration issues and sought ways to set up a more structured co-operative program in an attempt to seek solutions.[185] The author's original discussion paper on the subject of regional inte-

185 The meeting was held September 30th, 1980, in the Union of Manitoba Municipalities office in Portage La Prairie, Manitoba.

gration was quoted extensively in a brief submitted by the periphery municipalities to Parks Canada at the meeting, especially in regards to setting up a co-operative planning structure.[186] Since that initial meeting, a number of follow-up sessions have been held in an attempt to get a liaison committee and co-operative program underway.

Having now established that a co-operative regional integration program is both desirable and realistic, the decision should be promulgated in the goal and objective statement. In the case of Riding Mountain National Park, the following statement could be considered by Parks Canada:

6.5.1 Goal:

To promote the integration of Riding Mountain National Park with its surrounding region in order to ensure the long term protection of park resources; the provision of adequate levels of visitor services; the maximization of socio-economic benefits accruing from the park; and the minimization of the negative effects of the park on the region.

6.5.2 Objectives:

1. To improve communications and understanding of regional interrelationships with regional authorities and residents through a formal liaison committee.

2. To instigate and develop with regional authorities a co-operative regional integration program aimed at constructively dealing with issues of mutual concern.

186 Mike Fay, Towards a Definition of Parks Canada's Role in Regional Planning - A Discussion Paper, Parks Canada, Prairie Region Planning Division, Winnipeg, Manitoba. May, 1978.

3. To monitor regional interrelationships in order to recognize new regional integration "issues" as they evolve.

4. To continue to participate in and encourage local regional efforts such as the formulation of municipal development plans, tourism strategies, conservation districts and resource management strategies.

A number of specific sub-objectives dealing with significant issues from Parks Canada's perspective might also be included:

6.5.3 Sub-Objectives:

1. To ensure that any park-region liaison committee has input into the park management plan review process.

2. To further document the socio-economic impact of the park on the region and to examine ways and means to maximize the benefits.

3. To provide input into municipal and district plans in order to assist in the co-ordination of visitor facilities on the park periphery and to minimize land-use conflicts.

4. To participate in regional tourism planning emanating from the Manitoba Tourism Plan in order to clarify the role of Riding Mountain National Park; to assist in the co-ordination of tourism promotion; and to ensure the provision of visitor services and attractions.

5. To co-operate with the Manitoba Parks Branch and municipalities in the provision of park and recreation areas and facilities, interpretive programming and heritage preservation efforts.

6. To jointly seek alternatives to the Rossburn-Grandview road with local and provincial authorities.

7. To complete a beaver management plan for the park.

8. To implement the federal-provincial beaver depredation control program with the Province of Manitoba.

9. To initiate and co-operate with provincial and local authorities in wildlife management efforts aimed at preserving wolf populations, minimizing depredation of crops, setting acceptable hunting seasons and quotas,and controlling poaching.

10. To study the adequacy of current park boundaries in light of park objectives in order to examine areas for possible addition, deletion, exchange or co-operative management as buffer areas.

11. To study with local and regional authorities alternatives to haying, grazing and woodcutting in the park.

12. To seek ways and means to contribute to Conservation District scheme proposals where Parks Canada has this responsibility.

13. To assist the periphery municipalities in understanding and applying for grants in lieu of taxes under the recently announced legislation.[187]

14. To improve communications with local residents in order to explain and promote the rationale underlying the differences in resource management philosophy between the park and surrounding region.

Having completed and approved the above goal and objectives statement, the way is now clear for Parks Canada to initiate the second phase of the strategy - the formulation of a joint regional integration strategy.

187 Recent amendments to the Federal Municipal Grants Act will now permit adjacent municipalities to seek grants in lieu of taxes for national parks and national historic parks. The grants will be administered by the Federal Department of Public Works and will require an application from the affected municipalities.

7. STRATEGY OUTLINE FOR A CO-OPERATIVE REGIONAL INTEGRATION PROGRAM

7.1 Overview

Assuming that Parks Canada has decided to initiate a co-operative regional integration program, further work is required to define more precisely the form of program and the likely partners in such an effort. For some parks, the straight forward nature of the issues or the limited number of regional jurisdictions involved as "partners" would greatly simplify the implementation of a co-operative regional integration program. This might be true for northern national parks where the region is undeveloped, inaccessible and under the control of only one jurisdiction.

In the case of Riding Mountain National Park, there are a broad range of regional integration issues requiring a co-operative approach; at least ten municipal jurisdictions bordering the park; a number of different planning districts, a Conservation District; and a provincial-municipal split in jurisdiction on some issues necessitating direct provincial involvement. These factors combined with the uneven spread of the issues in the park periphery tend to make the concept of a co-operative program rather difficult to conceive, let alone implement.

For the Riding Mountain case, some form of overall co-ordinating and liaison mechanism is needed if any semblance of order, priority and efficiency is to be achieved. It would be a great waste of time and effort for Parks Canada to deal with each municipality individually on a specific issue when a co-ordinated approach involving all concerned would be more effective.

The liaison committee referred to previously which is being set up under the auspices of the Union of Manitoba Municipalities should be

seriously examined as the overall co-ordination vehicle for a co-operative regional integration program. The peripheral municipalities would all be represented on the liaison committee by elected councillors and would thus provide linkages with local residents, other jurisdictions such as the Turtle River Conservation District, the Planning Districts, and the Parkland Regional Development Corporation. The Province of Manitoba should also be represented by regional field staff of the Departments of Natural Resources (wildlife management and parks), by the Municipal Planning Branch, and others such as the Water Resources Branch, and Tourism if required. Parks Canada could be the logical federal contact but could be assisted by other departments, such as DREE (including PFRA) if required.

The role of this liaison committee would include a number of key functions:

(a) To serve as a formal communication channel between all parties involved in the region.

(b) A "lobby" group to secure funding and commitments from all three levels of government.

(c) A co-ordination unit for joint research and planning aimed at addressing specific regional integration issues.

(d) A management group in the sense of assigning work to sub-committees, working out joint goals and objectives for the committee, developing and implementing programs.

This liaison committee would also be the logical initial target group for Parks Canada's instigation of a co-operative regional integration program. It should be noted that, at present, Parks Canada has

not initiated the action as such but has reacted to a local initiative to become involved in these discussions and possible liaison committee. This externally motivated approach to regional integration is accounted for in figure 1.

According to the model developed in Part I of this thesis, there are three key steps in setting up a co-operative regional integration program.

The first step would involve the initiation of discussions with the relevant regional authorities in order to: express an interest in co-operating in such an endeavour; provide a listing of regional inter-relationships and issues as perceived by Parks Canada; discuss regional perceptions on relationships and issues; and request co-operation to work together in resolving these issues.

Assuming success is achieved in the first step, a jointly formulated and approved agreement could be set out. This would specify goals and objectives; define a program, responsibilities of participants, costs, and implementation procedures. The agreement might include,or have appended,a work plan outlining specific tasks. Where possible, the agreement should make use of existing programs and activities of government agencies.

The third step would involve the implementation of the agreement and monitoring the results. Implementation could take many forms and use a variety of delivery vehicles depending on the needs and availability of resources.

In order to show a theoretical application of this model to the Riding Mountain case, it is necessary to assume that the regional inte-

gration issues and priorities as described previously reflect the views of both Parks Canada and the regional authorities. Given the above, the following illustrates how the model might work for the Riding Mountain case.

7.2 Step 1 - Joint Formulation and Approval of Objectives

As discussed previously, the rural municipalities on the periphery of Riding Mountain National Park have recently convened to discuss the possibility of forming a liaison committee to deal with issues of concern with Parks Canada. This group provides the ideal vehicle to initiate preliminary contacts for a co-operative regional integration program. Initial feedback from Parks Canada to the fledgling aggregation of municipalities has suggested that a co-operative approach be adopted, and this has apparently been accepted by the municipalities. Efforts should be made to include formal provincial involvement in the group as soon as possible.

Assuming the co-operative approach is accepted and a liaison committee is established, the next step would involve a frank discussion of interrelationships and ensuing issues by both parties. A listing of interrelationships similar to that developed earlier in this thesis, combined with the issue identification and goals and objective statement, could form Parks Canada's input into the discussions. The municipalities and province, for their part, could go through a similar analysis. The next step would be critical. All those involved in these discussions would have to agree to adopt a constructive and structured approach in an attempt to resolve the issues at hand. If this basic agreement to work co-operatively can be reached, then the way is clear to identify priorities, agree on an approach to resolve issues and begin to negotiate

a work program.

For Riding Mountain, the issues to be dealt with have been crystallized to a large extent through controversies over the last decade and through the initial discussions with the liaison committee. The municipalities perceive beaver depredation, haying and grazing in the park, salvage timber cutting in the park, and the Grandview-Rossburn road as the main issues. Parks Canada should accept the above and could add co-ordination of visitor services, adjacent land-use control, wildlife management and regional tourism planning as additional issues meriting a co-operative approach. The province might have wildlife management, municipal planning and tourism as constituting their major concerns. In this initial step, all of the above issues should be listed, clarified and priorized. An initial approach as to how to analyze each issue and discussion of potential solutions would follow. If there is consensus at this stage and a commitment from all concerned to devote time and resources to the resolution of these issues, then the liaison committee could officially transform itself into a co-operative working group; set objectives, and approve terms of reference. At this point it should also be noted that some of the issues might have already been resolved through the initial discussions. Given the ratification to proceed from the municipal councils, and the provincial and federal governments, the second step in the process could be entered.

7.3 Step 2 - Joint Formulation and Approval of an Agreement

Having agreed to work co-operatively to resolve a set of priority issues, the task then would become one of preparing specific programs for each issue. One way of approaching this would be to have the co-

operative work group establish sub-groups for each issue to define a program and report back to the entire co-operative work group. For example, a sub-group could be appointed to examine the issue of haying and grazing in the park. The group could be composed of appropriate Parks Canada, provincial and municipal officials who are aware of the issues, implications, demands and alternatives. They would draft a program for studying and/or resolving the issue at hand and report back to the entire group. Each issue would have a corresponding program developed. Some of the programs might be relatively straight forward and could be implemented immediately. However, given the long standing nature and complexity of some of the issues, considerable time and effort might be required to implement the individual programs. It is also quite possible that the characteristics and implications of a particular issue might render any further effort at resolution a waste of time. In other words, there may not be a satisfactory solution acceptable to all parties. In such cases, it can only be hoped that the discussions combined with the co-operative attempts to resolve the problem have taken some of the "sting" from the issue for each side.

In order to illustrate more clearly how the individual "programs" might be formulated, a select number of "issues" have been identified and examined as to the spectrum of "solutions" and means of implementation. (Table 2) It should be emphasized that these are for illustrative purposes and are meant only to sketch the author's perception of the main steps and types of solutions that the sub-groups could explore for each issue. The limited number of solutions identified in table 2 are not intended to provide a complete listing. The examples would, no doubt, be greatly elaborated on by the individual sub-groups.

TABLE 2
ILLUSTRATIVE APPLICATION OF THE APPROACH TO SELECTED ISSUES

ISSUES	INITIAL STEP	RANGE OF SOLUTIONS	POSSIBLE "PROGRAM" BASIS	POTENTIAL MEANS OF IMPLEMENTATION
Co-ordination of Visitor Services and Complementary Boundary Land-Use	-define needs, critical areas, desirable and non-desirable uses.	-encourage peripheral regional planning authority.	Formation of periphery planning district.	Province/municipalities.
		-encourage formation of more planning districts.	Use existing mechanisms.	Province/municipalities.
		-set up broad guidelines, and establish joint development review process.	Joint program to define guidelines and establish process with individual municipalities.	Parks Canada/province/ municipalities.
		-continue ad hoc approach.	Maximize existing co-ordination as much as possible.	Parks Canada/province.
		-jointly plan and establish peripheral visitor services areas.	Joint program near Onanole to plan and develop visitor services area.	Federal/province/municipal joint effort. Cost shareable.
		-establish minimum basic planning and development controls for each municipality.	Joint research and planning to develop model guidelines and zoning schemes for municipalities.	Parks Canada/provincial/ municipal. Cost shareable.

TABLE 2
ILLUSTRATIVE APPLICATION OF THE APPROACH TO SELECTED ISSUES

ISSUES	INITIAL STEP	RANGE OF SOLUTIONS	POSSIBLE "PROGRAM" BASIS	POTENTIAL MEANS OF IMPLEMENTATION
Wildlife Management on Park Periphery	-complete research on extent of habitat, existing ranges, populations, hunting pressure -evaluate success of wildlife management areas	-formalized joint planning and management programs.	Joint Federal/provincial/ Conservation Project in the Agreement (research/ planning management).	Through Agreement or use other mandate such as provided by the Canada Wildlife Act.
		-formation of new Conservation Districts.	As per Turtle River.	Province/municipalities (potential for federal cost sharing).
		-boundary modifications to permit buffer zones to be created, lure crops, etc.	Research negotiations, land exchanges, leases, etc. Joint management.	Province/municipalities/ Parks Canada Conservation Districts.
		-increase size of park to protect key habitat.	Research/negotiations - land exchange.	Parks Canada/province/ municipalities.
		-continue ad hoc approach.	Rely on present "informal" contacts.	Parks Canada/province/ Conservation Districts.
Selective Woodcutting in the Park	-analysis of demands alternatives.	-selective woodcutting permitted of accessible burnt areas.	Park would designate and manage.	Parks Canada - RMNP.
		-identification of alternative areas outside the park (e.g. provincial crown lands).	Study to identify alternatives, feasibility, management. Possible purchase or lease of lands.	Province/municipalities.
		-boundary modification to excise area(s) for multiple use-woodcutting, wildlife management, lure crops, etc.	Study and negotiations, exchanges, deletions, leases.	Province/municipalities/ Parks Canada. Possible cost shareable item.
		-rejection as not warranted.	Information program.	Federal/provincial information program to explain rationale for rejection.

TABLE 2
ILLUSTRATIVE APPLICATION OF THE APPROACH TO SELECTED ISSUES

ISSUES	INITIAL STEP	RANGE OF SOLUTIONS	POSSIBLE "PROGRAM" BASIS	POTENTIAL MEANS OF IMPLEMENTATION
Haying and Grazing in RMNP	-document need -document projected impact on park.	-limited (emergency), controlled haying and/or grazing in the park.	Park would set conditions and manage.	Parks Canada - RMNP.
		-rejection-lack of demand or low potential of park.	Information program - explanation	Federal/provincial/municipal information program to explain rationale for the decision.
		-suitable locations elsewhere on park periphery.	Study to identify alternatives, lease, acquire or designate lands on periphery (Provincial/Municipal).	Provincial/municipal responsibility. Federal cost shared potential if demonstrated need.
		-acquire additional community pasture.	Expand existing or acquire new areas.	Provincial/municipal responsibility. Federal cost sharing may be possible.
		-exchange of suitable lands in the park.	Trade for other desired lands, deletion if not required for park.	Park/province negotiations.
Grandview-Rossburn Road	-document justification for need for the road. -document projected impact on the park.	-allow construction of road in the park.	Carefully controlled routing and management by Park.	Parks Canada responsible. Potentially cost shareable by province.
		-reject as not justified.	Public information program.	Federal/provincial/municipal information program to explain rejection.
		-improve existing road network around the park to decrease travel time.	Upgrade condition of highway, width, servicing, signage, etc. to cut down on travel time.	Provincial Dept. of Highways. Potential federal cost sharing if justifiable.

For the majority of issues, there are likely to be alternatives that merit exploring and solutions that could be implemented.. At this stage of the process, the author strongly advocates the packaging of the various "programs" into a formal agreement or similar instrument. There are many reasons for framing these programs in a formal agreement:

(a) The Agreement serves as a commitment to bind all parties to carry out the programs as described.

(b) The Agreement should ensure adherence to the program for a minimum number of years.

(c) The Agreement enhances public credibility of the program.

(d) The Agreement provides for formal approval of programs, responsibilities and costs for all those involved.

(e) The Agreement provides a vehicle through which cost-sharing (if required) can take place.

(f) The Agreement minimizes ad hoc programs, digressions, changes of heart and repeated yearly quests for approval from senior levels of government.

(g) The precedence of co-operative Agreements has been well established in Canada and Manitoba through Parks Canada (Agreement for Recreation and Conservation on the Red River Corridor) and DREE (General Development Agreement, Tourism Sub-Agreement) and the proposed tri-level Core Area Initiative.

The Agreement would set out the objectives of the overall program, the administrative requirements, the definition of the various sub-programs, the responsibilities of each signator, the timeframe for implementation, provision for renewal, the costs and cost-shareable items

and other matters as required.

It is likely that a co-operative regional integration agreement for Riding Mountain National Park would involve the use of all three types of mechanisms listed in the strategy (refer to pages 64 - 65).

In terms of information exchange mechanisms, the co-operative work group would become a steering committee responsible for co-ordinating the implementation of the Agreement. This group could also serve as a permanent consultative committee to monitor regional inter-relationships, exchange information and provide a vehicle for dealing with new issues as they arise. It is likely that both "Assistance Measures" and "Protection Measures" would be required for the various "programs" in the Riding Mountain case and would be included in the formal agreement. Once the co-operative regional integration agreement has been signed, the implementation phase would begin.

7.4 Step 3 - Joint Implementation Phase

Implementation would be governed by the framework provided in the Agreement. The original co-operative working group could serve to co-ordinate the implementation process. The respective signators might carry the brunt of the program/project implementation responsibility according to the terms of the agreement. In order to obtain feedback on the success and short-comings of the program, it would be necessary to build in a monitoring and evaluation system into the implementation process.

8. CONCLUSION

This thesis set out to prove that regional integration program was a prerequisite to proper management of a National Park. The first part of this thesis has shown how park-region interrelationship can influence the management of a park and the well being of the surrounding region. In the case of Riding Mountain National Park, a number of park-region issues requiring a co-operative regional integration approach have been identified. Section 7 outlined how Parks Canada and regional authorities could work together to effectively deal with these issues. The effort is certainly warranted on a number of counts: to protect park resources; to ensure visitor facilities are provided; to improve public relations; and to maximize benefits and minimize the negative aspects of the park for periphery residents. This type of analysis and program formulation would be beneficial for the management of other Canadian National Parks as well.

Most importantly, this thesis has provided Parks Canada with an approach that could serve as the basis for a regional integration program. The model is relatively straight forward and is compatible with Park Canada's current mandate and organization.

As a final note, it is important to emphasize that co-operation between Parks Canada and regional authorities is the key to successful regional integration. Any efforts at regional integration will be fruitless unless a basic understanding is reached on a co-operative approach to dealing with issues of mutual concern.

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