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# park news

THE JOURNAL OF THE NATIONAL AND  
PROVINCIAL PARKS ASSOCIATION OF CANADA

THE NATIONAL PARKS SYSTEM OF NEW ZEALAND  
THE WOLVES OF JASPER PARK  
NATURE PRESERVATION IN SOUTH AFRICA  
PUKASKWA NATIONAL PARK





**The National and Provincial Parks Association of Canada** is a private, educational, non-profit organization incorporated under Federal Charter in 1963 for the purpose of promoting the benefits and ensuring the protection of our great National and Provincial Parks, so that Canadians, as well as visitors to this country, may enjoy them unimpaired for all time.

Specifically, its aims and objects are:

- ★ TO PROMOTE THE USE AND MANAGEMENT OF NATIONAL AND PROVINCIAL PARKS IN A MANNER THAT WILL CONTRIBUTE TO THE EDUCATION, INSPIRATION AND WELL-BEING OF THE GENERAL PUBLIC;
- ★ TO UPHOLD THE HIGHEST STANDARDS OF THESE SAMPLES OF OUR HERITAGE AND PROMOTE BY ALL APPROPRIATE MEANS THE WIDEST UNDERSTANDING OF THEIR PURPOSES;
- ★ TO ENCOURSE THE EXPANSION OF BOTH THE NATIONAL AND PROVINCIAL PARKS SYSTEMS AND THE PRESERVATION OF PLACES HAVING OUTSTANDING NATURAL OR HISTORIC SIGNIFICANCE;
- ★ TO COOPERATE WITH GOVERNMENTAL AGENCIES AND WITH PRIVATE, NON-PROFIT CHARITABLE, EDUCATIONAL AND SCIENTIFIC ORGANIZATIONS IN PROTECTING THE INTEGRITY OF NATIONAL AND PROVINCIAL PARKS, HISTORIC SITES AND NATURE RESERVES, AND TO SEEK THE SUPPORT OF SUCH ORGANIZATIONS AND OF ALL OTHER INTERESTED PERSONS IN FURTHERING THESE OBJECTIVES;
- ★ TO INSTITUTE AND ENCOURAGE RESEARCH INTO ALL MATTERS PERTAINING TO THE FULFILLMENT OF THE FOREGOING AIMS.

The Association depends for support upon its members and upon grants from private and corporate donors. Membership classes are: Student — 1 year \$17, 2 years \$30; Active/Institutional — 1 year \$23, 2 years \$40; Husband/Wife — 1 year \$28, 2 years \$50; Life — \$500. Other contributions and bequests are also needed. Donations to the Association in excess of the basic \$23 Active/Institutional membership fee, which covers the cost of *Park News*, are an allowable deduction for income tax purposes.

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*"Awenda Park".*  
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# EDITORIAL: Returning From Summer

JOHN MARSH

Summer, the time for breaking routines, travelling and returning to nature, ends abruptly for most of us. One day we are on vacation, the next day back at work. Before Labour Day, parks are crowded, afterwards deserted, even closed. Suddenly the lake is too cold for swimming, the birds are gone, there are more leaves rustling on the ground than on the trees. In September, we have the chance to muse on summer experiences, share stories of the wilderness with friends and prepare ourselves for the meetings and campaigns that fill the fall calendar of the

active conservationist.

My summer was spent largely in Egypt learning about deserts, history, population pressures and development issues. I was forcefully reminded of how lucky we are to enjoy in Canada the luxury of space, the miles of unspoiled wilderness, fine parks, and at least some support for nature protection. I was also reminded, given the contribution Egypt has made to preserving archeological sites of world significance, of our global obligation to save for the peoples of the world our outstanding examples of natural

heritage.

Within days of returning, my students were reporting on their various exciting research exploits in our park and wilderness areas. Joe Fragoso, Nick Lawson and the managing editor of *Park News* Caroline Tennent had been to Baffin Island to evaluate progress made with Auyittuq National Park. Despite rather cool, wet weather they found more people there than they expected; park visitors often reporting on seeing fifty other people while on their "wilderness" hike. In general the park seemed to be functioning well and the local populace pleased with its existence.

Three other students, including Margaret Johnston of the *Park News* staff, investigated the northern Yukon and found placer mining rampant, tourism booming on the Dempster Highway and still no national park on the north slope.

Roger Tilden, who wrote in *Park News* last spring on canoeing in Ontario, ventured this summer, in the distinguished company of Prince Andrew, down the Nahanni River. It was a challenging and fulfilling experience, but the planes and helicopters, especially near Virginia Falls, proved an unwelcome distraction. His research will form part of a study of the numerous issues now surrounding commercial river tripping in national parks. He will also assist NPPAC in making submissions to the ongoing Nahanni National Park planning programme.

Returning to my desk I was confronted with a huge stack of District Land Use Plans resulting from the final stage of the Strategic Land Use Planning programme in Ontario. They will reveal just how many of the promises for new parks in Ontario will become reality in the near future and how many, such as the Aulneau and an enlarged Ogoki park, must still be fought for in the years ahead.

Reading the *Globe and Mail* for the first time in months I was pleased to see that we now have a new park-oriented Minister of the Environment in Ottawa, Hon. Charles Caccia. His apparent interest in parks seems to be substantiated by the fact that the students in Baffin Island this summer met him hiking with his family through the park there.

Finally, I opened my mail and found the invitation to NPPAC's Annual General Meeting in Ottawa, September 30 to October 2. This annual event will provide another good opportunity for us to review our experiences since returning from summer and to plan future conservation strategies and actions that will safeguard our parks and wilderness for summers to come.



# The National Parks System of New Zealand:

## Its Evolution and Prospects

W.D. HENWOOD

*Part I of this article was published in the Spring, 1982 issue of Park News.*

### Part II

The National Parks and Reserves system in New Zealand has recently undergone several fundamental changes in its administrative and management framework which have significantly altered the process by which park planning and management decisions will be made and imple-

mented in the future. In a country where the role of the public has been strongly emphasized in this process, the new National Parks Act of 1980 has transferred the authority for the implementation of park policy and management plans from the National Parks Authority and the individual Park Boards to the National Parks and Reserves Division

of the Department of Lands and Survey. While the intent of the new legislation was to improve the administration and management of New Zealand's protected areas, the revisions attempted in the initial Bill to Parliament met with very heated opposition from many sectors of the New Zealand public who claimed that the Act would provide for less, rather than more, public participation. The new legislation has now been in effect for over a year and several new initiatives have revealed a trend towards a more systematic approach to park planning and management and an optimistic increase in the level of public support for the new administrative structure.

Part I of this series of two papers on the National Parks and Reserves system of New Zealand discussed the evolution of this system from the initial ideas in the late 19th century to the situation prior to 1979 (Henwood, 1982). It outlined the deficiencies evident in the former National Parks Act of 1952 and its administrative structure in dealing with the complex resource issues of the 1960's and 1970's. This paper will review the circumstances leading up to the new National Parks Act, its provisions and the public reaction to



Matagouri Bush (*Discaria toumatou*), Klondyke Corner, Arthur's Pass National Park, New Zealand.

Photo: J.W. Maze

them, and its implications for the future prospects of New Zealand's protected areas. The reader is strongly urged to read Part I prior to reading this paper, as its historical perspective provides the necessary background to fully comprehend the contents presented here.

### **The Prelude to a New Act**

In July, 1978, the National Parks Authority hosted the Silver Jubilee National Parks Conference to commemorate its 25th anniversary as the central administrative body responsible for managing the National Parks of New Zealand. The purpose of the conference was to study past and present problems within the park and reserve system under six major themes, one of which was the administrative structure established under the National Parks Act of 1952 and the Reserves Act of 1977. The intent was to pinpoint the strengths and weaknesses of the system and recommend any alterations that may be required to prepare for the challenges of the 1980's. It appears at this time that 'a word was in the wind' regarding reorganization as the working party recommended that the existing Authority/Board system should be not only retained by also strengthened and warned against downgrading the role of Boards to that of advisory bodies. In essence, the conference was satisfied that the existing administrative structure was sufficient and that any changes required were matters of detail (National Parks Authority, 1979).

Nevertheless, in March, 1979 the Government appointed the Caucus Committee of National Parks and Reserves Administration to conduct a formal review of the administrative structure and report their recommendations to the Minister of Lands. The Committee called for public submissions, and of the 109 received, that prepared by the Department of Lands and Survey itself was the most comprehensive, and contrary to the conclusion of the Silber Jubilee Conference, outlined several reasons why significant changes were in fact required to the existing system (Government Printer, 1979).

The most significant problem recognized by the Department was the massive proliferation of Boards that have been established over the years to manage the National Parks and Reserves. As outlined in Part I of the article, Park Boards were established to manage all National Parks under the Act of 1952. The Reserves Act of 1977 also provided for the creation of Boards to manage New Zealand's extensive reserve system, which by 1979, included 1,102 scenic, 101 historic, and 87 nature reserves, and approximately 4,800 other reserves

under the Department's direct control. Since several Boards managed complexes of reserves, there were 965 individual Boards operating in New Zealand. The administrative cost of servicing so many Boards was staggering, but of even greater significance was the Department's conclusion that "New Zealand lacks a cohesive nationwide approach to administering its National Parks and Reserves. The sheer number of Boards and administering bodies...makes a cohesive approach virtually impossible and often results in inconsistencies in the application of management policies" (Government Printer, 1979). Where the National Parks Authority was the central body co-ordinating park policy, there was no such body overseeing the management of the reserves system.

The Department's submission also recognized, among others, four specific problems with the administrative structure that further curtailed the efficient management of the park system:

1. The Chairman of the National Parks Authority also held the position of Director-General of Lands and conflicts arose when Authority decisions were known to be contrary to the wishes of the Minister of Lands. Similar conflicts arose with other Government agency representatives on the Authority;
2. The wording of Section 7 of the 1952 National Parks Act which reads "...the Authority shall have regard to any representations that may be made by the Minister...", was interpreted by the Authority to mean that the Minister's representations did not necessarily have to be accepted or agreed to by the Authority;
3. The autonomy of the Park Boards created conflict situations when they acted without regard to the Authority or the Government; and
4. In addition to the large number of Boards, the multitude of sub-committees and the infrequency of meetings caused considerable delays in the decision-making process (Government Printer, 1979).

Of the many recommendations of the Caucus Committee, five in particular called for a major restructuring of the administrative framework:

1. "That oversight and co-ordination of National Parks, Maritime Parks and reserve areas of national and international importance be unified at a national level under one body and at a district level by a district body or bodies where more than one is required.
2. To achieve this, at national level the existing National Parks Authority be replaced by a new body called the National Parks and Re-

serves Authority and at district level, existing National Park Boards, and as a general rule, Reserve Boards administering reserves of national and international importance, be replaced by a series of new bodies called National Park and Reserves Boards.

3. Both the National Parks and Reserves Authority and National Park and Reserves Boards to be independent (non Government Department membership) and with the Department of Lands and Survey having observer status but with no right of vote.
4. The main functions of the new bodies to be directed to the oversight of policy, proposals for new parks and additions, management plans, public issues and other important items of policy with the right to publish views and findings.
5. The administrative and management of National Parks and Reserves of national and international importance...be undertaken by the Department of Lands and Survey" (Government Printer, 1979).

Mr. Ven Young, the Minister of Lands, announced on March 20, 1980, that new legislation would be introduced to implement the recommendations of the Caucus Committee.

### **The Public Debate**

The ensuing National Parks Bill was introduced to the New Zealand Parliament in July, 1980 amidst a flood of public criticism over both the Caucus Committee's recommendations (and its inquiry procedures) and the contents of the new parks legislation. Newspapers across the country and the bulletins of the major conservation organizations severely criticized what they considered to be a most serious retrograde step in the development of a new management framework for National Parks and Reserves. The essence of the public's outcry was its fear that they were losing control of 'their' protected areas by virtue of an extensive transfer of power from the Authority and Boards to the Department and the Minister.

Consistent with the recommendations of the Caucus Committee's report, the Bill provided for a new Authority and new Boards to replace those established under the 1952 Act. Under this previous Act, the Authority was charged with preparing general park policy and approving the management plans prepared by the individual Park Boards. The new Bill, however, proposed that both park policy and management plans would be prepared in draft form by the Department, referred to the Authority and Boards respectively for review, then forwarded to the Minister for his comments. The



Authority would retain the right of final approval, but under Clause 18 of the Bill, the Authority's ability to effect government policy had been significantly altered to require the Authority to *abide* by the Minister's representations rather than to just 'have regard to' them as was previously the case. The Bill also transferred the responsibility for the administration and management of the National Parks and Reserves from the Boards to the Department (Government Printer, 1980). To the public, these changes represented a totally unacceptable shift of executive authority from their control to that of the political arena (Government Printer, 1980).

The reaction by the public at large, organized conservation groups, and even several of the Park Boards was vehement. A former member of the Mt. Aspiring National Park Board expressed a common sentiment when he said, "It is quite inconceivable that a National Park system fostered and developed by interested people should be so blatantly and deliberately taken over by political public servant interests" (Moore, 1980). The Arthur's Pass National Park Board referred to the Bill as giving the Minister "totalitarian powers." It also criticized the air of secrecy and the lack of consultation during the Caucus Committee's inquiry: "The Department of Lands and Survey has been prosecutor, judge and benefactor in a process equal to the secret trial in a dictatorship" (Arthur's Pass National Park Board, 1980). This is in reference to the contents of the Department's submission to the Committee, most of which were kept secret from all, including the Authority, the Boards, and even the Government's Official Opposition.

Another common criticism of several Park Boards was that the extensive local knowledge and commitment of the Boards' members would be lost, and their apparent demotion to mere advisory bodies would render them virtually powerless in influencing park management decisions (Anonymous, 1980a; Richardson, 1980).

The New Zealand Ski Association, the Royal Forest and Bird Protection Society, and, in particular, the Federated Mountain Clubs of New Zealand all expressed adamant opposition to the Bill. They feared that the Bill would provide for less, rather than more, public participation and that the appointments of new members to the Authority and Boards would be based on political grounds rather than on local knowledge and expertise. Their criticism revealed two suspected motives for the Government's action, firstly, that the Government wanted to "run the show" without interference from the overly independent Park

Boards; and secondly, that, with the management of the parks under Government control, it would be much easier than before to subject the parks to mining and other undesirable activities. Indeed, the new Bill did not prohibit mineral exploration or development (Burrows, 1980).

It was also evident in the new Bill that an effort was being made to strengthen and better coordinate the relationship between the Department of Lands and Survey and the Department of Tourism and Publicity, raising additional fears that the Government intended on "opening up the parks for tourists" (Anonymous, 1980b). A statement by the Minister of Lands, Mr. Venn Young, published in the Christchurch Press, defended the new Bill. In answer to the critics' views of the Bill as embodying "galloping centralism, bureaucratic takeovers and powerless advisory boards, devoid of any local participation," Mr. Young attempted to refute these claims and to explain the rationale and purpose of the new Bill's provisions:

1. "First, the National Parks and Reserves Authority and the district Parks and Reserves Boards will be independent bodies charged with the most vital function — policy formulation....It is these Boards which will formulate these manage-

ment plans for parks and major reserves in their districts....The Boards will also have expanded involvement in assessing new park proposals and the important public reserves in their district."

2. "Critics have also asserted that the local experience found in districts will be lost from the new Boards....The new legislation, however, ensures that the National Parks and Reserves Boards have people with a background of special knowledge of national parks and reserves, in tourism and community affairs, conservation and recreation."
3. "Attempts have been made to paint a picture of the Authority and Boards existing at the whim of the Minister and subject to his direction....Clause 18 of the new legislation says that the National Parks and Reserves Authority must give effect to any Government policy conveyed to it in writing by the Minister.

In saying that, it immediately imposes a considerable check upon the use of that power by requiring the Minister's communication to be tabled in Parliament as soon as practicable, and allows the Authority to make the Minister's communication public in any form it pleases.



Forest plants on the Ohakune Mountain Walk, Tongariro National Park, New Zealand.

Photo: G. Woodward

I would suggest that it would be a brave Minister who attempted to direct the Authority in the face of public opinion."

4. "The revised administrative structure is certainly more independent than the old system. The present National Parks Authority has six *ex officio* representatives of Government departments and corporations. The new Authority will have none. There will no longer be any departmental staff sitting on Boards. Formerly the Chairman of a Park Board was the Commissioner of Crown Lands. The new Boards will, however, elect their own Chairman."
5. "Also, for the first time, the public has been given a statutory right to participate in the decision-making process. Private citizens will now be able to contribute to management plans, statements of policy, additions, and new park proposals, and nominate people to serve on the Authority and district Boards. The present legislation gives the public no such right."
6. "The Department of Lands and Survey will act under delegated authority to undertake the day to day management of the parks and reserves. But at the same time it will have to work closely with the district Park and Reserve Boards in implementing policy for that district. There is no doubt that the Department will be the servant of the new Boards, not the master."
7. "Other criticisms about the Minister now being able to order mining or being able to override the preservation ethic are patently untrue. The provisions in the new Bill dealing with these matters are virtually identical to those in the old Act" (Young, 1980).

In his summation, the Minister further expressed his confidence in the new legislation:

"The administrative restructuring is eminently sensible and rational. It will ensure that the National Parks and Reserves system will be coordinated, administered and developed to fulfill public demands and cater for the public's enjoyment within the overriding principle of the preservation of their natural qualities. Because the National Parks are the property of everyone then it follows that all New Zealanders must have equal right to participate in the decision making process" (Young, 1980).

The views of the public and of the Minister on the new Bill were diametrically opposed and quite irreconcilable without significant compromise by one party or the other. The Minister's

defence was not successful in swaying public opinion to one of support. Following the Bill's introduction to Parliament in July, 1980, it was referred to the Lands and Agriculture Committee, which received 454 submissions from the public. Of these, 400 were opposed to the Bill or some part of it. The vast majority of these submissions objected to the considerable powers transferred to the Minister, especially those embodied in Clause 18, giving him unprecedented influence over the preparation of park policy and management plans.

Consistent with the very evident historical pattern of successful public influence over Government policy in New Zealand, the Minister succumbed to the public pressure and the Bill was revised in November, 1980 to reduce the Minister's powers and augment those of the Authority and Boards. Clause 18 was revised to reflect the same distribution of authority as set out in the National Parks Act of 1952, where the Authority is now, once again, not required 'to give effect to' but must 'have regard to' Government policy. This change and others, returned to the Authority and Boards the influence to determine both policy and the broad context within which the parks will be administered. Although the Minister did retain some of his newly acquired powers, the Department must act in accord with general park policy and management plans, for which the Authority and Boards are largely responsible. All were still not pleased, but the compromise was reached (Anonymous, 1980c,d,e).

#### The National Parks Act, 1980.

The amended National Parks Bill was passed late in 1980 and came into effect on April 1, 1981. The new Act redefined the purpose of and management objectives for National Parks:

1. "It is hereby declared that the provisions of this Act shall have effect for the purpose of preserving in perpetuity as national parks, for their intrinsic worth and for the benefit, use, and enjoyment of the public, areas of New Zealand that contain scenery of such distinctive quality, ecological systems, or natural features so beautiful, unique, or scientifically important that their preservation is in the national interest.
2. It is hereby further declared that, having regard to the general purposes specified in subsection (1) of this section, national parks shall be so administered and maintained under the provisions of this Act that—
  - (a) They shall be preserved as far as possible in their natural state:

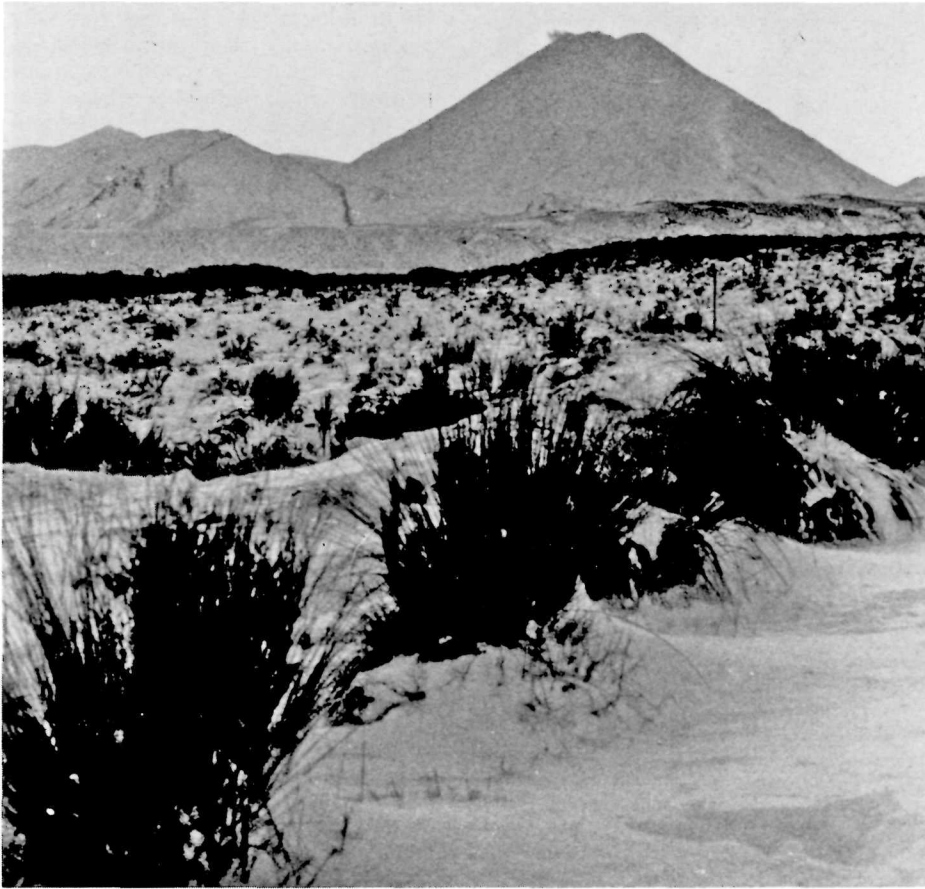
- (b) Except where the Authority otherwise determines, the native plants and animals of the parks shall as far as possible be preserved and the introduced plants and animals shall as far as possible be exterminated:
- (c) Sites and objects of archaeological and historical interest shall as far as possible be preserved:
- (d) Their value as soil, water, and forest conservation areas shall be maintained:
- (e) Subject to the provisions of this Act and to the imposition of such conditions and restrictions as may be necessary for the preservation of the native plants and animals or for the welfare in general of the parks, the public shall have freedom of entry and access to the parks, so that they may receive in full measure the inspiration, enjoyment, recreation, and other benefits that may be derived from mountains, forests, sounds, seacoasts, lakes, rivers, and other natural features" (Government Printer, 1981).

These definitions are virtually identical to those outlined in the National Parks Act of 1952 with three important additions. In Section 1, the phrase "ecological systems" has been added, reflecting an awareness of the important role of National Parks in maintaining the ecological integrity and genetic diversity of protected areas and preserving representative examples of the country's biogeographical realms. Subsection (c) referring to archeological and historic sites adds a new dimension to New Zealand's National Parks not previously recognized. The addition of "seacoasts...and other natural features" under Subsection (e) fills an important gap obvious in the 1952 Act and the current park system in which very little of New Zealand's coastline is represented.

Section 17 of the Act defines the membership of the new National Parks and Reserves Authority. Note the absence of the six Government representatives of the previous Authority, and the Ministerial appointment of members on the recommendation of the major conservation organizations in New Zealand:

- "(a) One person appointed by the Minister on the recommendation of the Royal Society of New Zealand:
- (b) One person appointed by the Minister on the recommendation of the Royal Forest and Bird Protection Society of New





*Mt. Tongariro (left) and Mt. Ngauruhoe (right), Tongariro National Park, New Zealand.*

Zealand Incorporated:

- (c) One person appointed by the Minister on the recommendation of the Federated Mountain Clubs of New Zealand (Incorporated):
- (d) Three persons appointed by the Minister after consultation with the Minister of Tourism and the Minister of Local Government:
- (e) Four persons, having special knowledge of or interest in matters connected with the policy for and management of national parks and reserves or having special knowledge of or interest in matters connected with wildlife, to be appointed by the Minister following public notice... (Government Printer, 1981).

Section 18 outlines the functions of the Authority:

- “(a) To prepare and approve statements of general policy for national parks in accordance with section 44 of this Act:
- (b) To approve management plans and changes to and reviews of management plans for national parks in accordance with section 48 of this Act:
- (c) To advise the Minister or the Director-General on the priorities for the expenditure of any

money appropriated by Parliament for the purposes of this Act:

- (d) To review and report to the Minister of the Director-General on the effectiveness of the administration of the general policies for national parks:
- (e) To consider and make proposals for the addition of lands to national parks and the establishment of new national parks:
- (f) To exercise such powers and functions relating to such reserves or groups of reserves as may be notified by the Minister from time to time under section 9 of the Reserves Act 1977:
- (g) To give advice to the Minister or the Director-General on any other matter relating to any national park” (Government Printer, 1981).

Section 29 provides for the establishment of not less than 10 National Park and Reserves Boards each to be assigned jurisdictional districts which, in total, cover all of New Zealand. All other Boards previously in existence, with a few exceptions, were disbanded. For most Boards, “the Minister may, after giving public notice...and after consultation with the Authority appoint any person whom he considers to have

special knowledge of or interest in matters connected with the policy for and management of National Parks and Reserves, regional or community affairs, tourism, recreation, or conservation, to be a member of the Board” (Government Printer, 1981). Each Board is comprised of 10 members. The functions of the new Boards are defined as follows:

- “(a) To prepare, review, and amend management plans for parks within the jurisdiction of the Board in accordance with sections 45 to 47 of this Act:
- (b) To consider and determine priorities for the implementation of management plans for national parks:
- (c) To make recommendations to the Minister for the appointment of honorary rangers under section 40 of this Act:
- (d) To review and report to the Commissioner or the Authority, as appropriate, on the effectiveness of the administration of the general policies for national parks within the jurisdiction of the Board:
- (e) To exercise such powers and functions relating to such reserves or groups of reserves as may be notified by the Minister from time to time under section 9 of the Reserves Act 1977:
- (f) To give advice to the Commissioner or the Authority —
  - (i) On the interpretation of any management plan for a park; and
  - (ii) On any proposal for the addition of land to any national park or the establishment of a new national park; and
  - (iii) On any other matter relating to any national park, — within the jurisdiction of the Board” (Government Printer, 1981).

With respect to general policy and management plans, the roles of both the Authority and Boards are significant. These powers are, however, limited by Sections 44-48 of the Act. Sections 44 to 47, for example, provide that the draft forms of all general policy statements and park management plans will originate in the Department of Lands and Survey in consultation with the Authority and Boards respectively. The Authority has the right of final approval having had regard to the Minister's comments.

In that part of the Act dealing with the administration and management of National Parks and Reserves, Section 43, the intent of which remained unchanged from the original Bill, was also the cause of much public debate.



*Mt. Cook Lily (Ranunculus lyallii), Mt. Cook National Park, New Zealand.*

This section transfers to the Department of Lands and Survey the responsibility to "administer and manage all National Parks in such a manner as to secure to the public the fullest proper use and enjoyment of the parks consistent with the preservation of their natural and historic features and the protection and well being of their native plants and animals" (Government Printer, 1981). Under the previous Act, this responsibility was totally that of the individual Park Boards. Provisions in the original Bill had provided for the Department to execute these responsibilities "in accordance with any direction of the Minister." This clause was also subject to an onslaught of criticism and was subsequently deleted. The Department is now required to act in accordance with general policy and management plans.

Sections 49-51 of the Act also transfer many specific powers to the Minister that were previously enjoyed by the Park Boards. While being required to act in accordance with management plans, the Minister may "permit the use of any part of the park for any specific purpose of public recreation," including facilities for skiing or other sports, camping areas, and various other forms of accommodation. He may also grant leases to permit stations for electronic com-

munications, for private trade or business pursuits, grazing, or the utilization of water power, to mention a few. Whether these powers are better vested in the Minister or the Boards is a matter of public contention, and now that it is a matter of law, only time will really tell.

Two other important features of the Act are that public participation during the decision-making process and the preparation of park management plans are now statutory requirements.

The National Parks Act of 1980 represents a commendable and rather remarkable compromise between the administrative structure established under the 1952 Act and the initial attempts of more centralized government control in the National Parks Bill. It was readily apparent from the problems of the 1952 Act that significant changes were required, but the question of how the powers of executive authority and the jurisdiction of responsibilities were to be distributed between the Department, the Authority, and the Boards did not have nearly as obvious an answer. With the new Act, the proliferation of park and reserve boards, along with its stranglehold on the efficient use of manpower and funds, has been eliminated. The Department of Lands and Survey is

now in a position to use effectively its pool of expertise in the preparation of general park policy and management plans, and their implementation. The Authority and Boards, comprised entirely of public representatives with the interest, local knowledge, and expertise, play a direct and meaningful role in the preparation of these instruments.

In theory, this new administrative structure approaches the ideal situation as a cooperative venture in park and reserve management between Government and the public. Whether or not it will function will depend on the personalities involved from both parties and their willingness to work within the new system to their mutual benefit. The first test was the Minister's appointment of the 10 members to the new National Parks and Reserves Authority on April 1, 1981. The Minister's choice proved to be most acceptable:

"It is doubtful if even the most ardent conservationist could seriously complain about the membership of the new Authority, the composition of which is notable for the presence of individuals with a sound background and the absence of political cronyism....If his choices for the Boards are as good at least one of our fears resulting from the change in the administration of National Parks will be allayed" (Federated Mountain Clubs of New Zealand, 1981).

The Board memberships were announced later in 1981 and also received a favorable response.

This is a very optimistic start to the 'new era' the National Park and Reserve system of New Zealand has entered. If one can assume that this air of trust and co-operation between the respective parties will continue, then the prospects for the future of the system look bright indeed. With the Department's expanded role in coordinating the preparation of general park policy and management plans, it has already exercised some significant new initiatives in promoting a more systematic approach to park planning and management.

#### **New Initiatives and Future Prospects**

The first paper in this two-part series reported that approximately 10 percent of New Zealand's land area had been protected in its network of parks and reserves (Henwood, 1982). A more recent assessment, which includes all the reserves of various types and classes in the mainland, offshore, and outlying island areas, reveals a significantly larger proportion of 16 percent. As one of the most successful countries in the world in protecting land of national or international signifi-





Trampers in Arthur's Pass National Park, New Zealand.

Photo: G. Woodward

cance, New Zealand has accepted a greater responsibility within the global community to adopt a more coordinated, efficient, and systematic approach to manage these lands.

While the new National Parks Act and its administrative structure have provided the framework, the stimulus for this new approach has come, to a great extent, from recent international initiatives, primarily the work of the International Union for the Conservation of Nature and Natural Resources (I.U.C.N.) with its production of the World Conservation Strategy (W.C.S.) in March, 1980 (I.U.C.N., 1980). The New Zealand Government hosted the 15th General Assembly of the I.U.C.N. In October, 1981, and for this event prepared its own proposal for a New Zealand Conservation Strategy. In accordance with the W.C.S., the New Zealand proposal recognized and adopted its three principal objectives of:

1. maintaining essential ecological processes and life-support systems;
2. preserving genetic diversity; and
3. ensuring the sustainable utilization of species and ecosystems (I.U.C.N., 1980).

One of the strategies developed by the W.C.S. to accomplish these objectives is the establishment of a global system of protected areas which is to include representation of all the 193 biogeographical provinces recognized throughout the world. New Zealand is situated within the Neozelandia Biogeographic Province, and until quite recently had no definitive classification system by which to identify the component ecosystems found in New Zealand. In terms of the current status of biogeographical representation within New Zealand's protected areas,

it has been recognized that it reveals a distinct bias in favor of the alpine and sub-alpine components and that among "the major habitats conspicuously scarce or lacking in protected areas are lowland and terrace forests; coastal broadleaved forests; coastal dunelands; salt marsh and mangrove communities; swamps and bogs, including peatland; and tussock grasslands" (Dingwall, 1981).

The development and application of a comprehensive classification system to alleviate these deficiencies have been given high priority within the new planning functions of the Department and the National Parks and Reserves Authority. Subject to further refinement as resource data gathering, analysis, and monitoring continue, a joint working group is now in the process of completing this task. The existing protected areas system will be assessed as to the extent to which it represents these ecosystems and recommendations will be made and prioritized to fill the gaps (Dingwall, 1981).

In conjunction with the development of this new systematic framework, both general park policy and management policy procedures are being revised to reflect the provisions of the new Act and the working relationships between the Department, Authority, and the Park Boards. The new park policies will be more specific and provide the necessary guidance required for the preparation of management plans, and the evaluation of park development proposals, land use issues, and land acquisition priorities. With park management plans now being a statutory requirement of the Act, they too will take on a new importance of providing for the implementation of park policy through specific direction

and effective managerial control.

These new developments should eliminate the *ad hoc* approach and parochial attitudes that typified the planning and decision-making processes in previous decades. The admirable blend of professional expertise and meaningful public participation provided for by the Act should promote a cooperative, as opposed to an often conflicting, working relationship among the parties involved. The National Park and Reserves systems can only improve under this arrangement, and when New Zealanders celebrate their National Park centenary in 1987, they may well find that their new administrative and management framework will be envied by other countries around the world which are dealing with many of the same issues and problems as they are.

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# The Wolves of Jasper National Park

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spread of rabies, strychnine baits and 10-80 stations were placed also in Jasper Park (Carbyn, 1974). Poisoning inside the Park was stopped in 1954, but shooting of wolves and coyotes continued until 1959, the year of my first visit to the Rocky Mountain Parks. During the visit, along the Jasper-Banff highway, I had been observing a coyote when a passing warden stopped his truck and shot the animal before my unbelieving eyes. However, by 1960 a new era began; all routine predator control was terminated inside the park, although indiscriminate poisoning continued on adjacent provincial lands until 1966 (Carbyn, 1974).

The reason for suspending wolf control in Jasper Park had to do with the overpopulation of ungulates; there were estimated to be too many elk, deer and sheep for the available grass and browse on the wintering ranges (Flook, 1964). Starvation and disease was believed to threaten the herds. A biologist with the Canadian Wildlife Service was quoted in the Edmonton Journal as stating that by late winter "there wasn't a blade of grass left in the main valley." Stelfox (1971) predicted massive die-offs among bighorn sheep. In order to reduce grazing pres-

After predator control and elk culling were stopped in the 1960's, Jasper National Park offers unique opportunities to observe the long-term population dynamics of wolves and their ungulate prey species.

In the early 1800's, when Alexander Henry, David Thompson and the Palliser Expedition explored the foothills and mountain region near present day Jasper Park, they found hoofed mammals as well as wolves to be plentiful. During the latter part of that century, after trappers and miners arrived in numbers, killing game whenever the need or opportunity arose, the ungulates declined drastically, and around 1900 all wildlife in the area was extremely scarce. Elk and bison had been exterminated. Wolves were poisoned by Hudson Bay Company traders as early as 1859.

After 1907, when Jasper National Park was established, elk were reintroduced. Deer, sheep and moose began a slow come-back until they reached high densities by the late 1930's. The simultaneous return of the predators was viewed with concern by the Park's staff, and limited control was recommended by a consulted zoologist. Wolves were shot on sight and their pups destroyed (Cowan, 1947). In 1953, when the Province of Alberta embarked on a large-scale poison campaign to exterminate wild canids near settled areas, in the interest of preventing the



*The wolves of the Jasper area belong to the largest subspecies in North America. Black individuals comprise about half of the population.*  
Credit: Dick Dekker





*Bighorn Sheep on wintering range in the Athabasca Valley. These slopes were badly overgrazed before the 1970's, mainly by large herds of elk.*  
Credit: Dick Dekker

sure, park wardens began an elk culling program recommended in 1942 (Clarke, 1942). Three hundred animals were slaughtered in the winter of 1969-1970, the last year of the program (Carbyn, 1973). From then on, management of the elk herds was left to natural agents such as the wolf.

To monitor wolf predation on the ungulates of Jasper Park, the Canadian Wildlife Service undertook a four-year study in 1969. Its conclusion was that the wolves were not effective in reducing or controlling elk numbers. The

reasons "lay in the low wolf numbers" (Carbyn, 1973: 184). A similar conclusion had been reached by Cowan (1947), who studied wolf and ungulate relationships in the Rocky Mountain Parks from 1943 to 1946. In my opinion, if these studies had been carried on for longer periods their conclusions would probably have been quite different.

Both surveys assessed the total wolf population of Jasper at about 50 animals, or one wolf for every 210 square km, which is substantially below maximum wolf densities reported from

elsewhere in North America. For instance, researchers reported an average of one wolf per 25 km in Algonquin Park (Pimlott, 1969). The low density in Jasper Park may in part be related to the topography; much of the hinterlands is comprised of rocky terrain unsuitable as year-round habitat for ungulates and wolves. However, during the seventies there was a substantial increase in the Jasper Park wolf population. A recent Warden Service estimate, dated 1982, stands at 180 (Jasper Park Visitor Information). In my study area, I also noticed an increase in wolves. In 1972, Carbyn had found only one pack, numbering 10-12 animals, in the entire Snake Indian drainage, where I saw two packs totalling 25 wolves in 1980. In July of 1980, a warden reported adult wolves with pups in the upper valley, while I was observing pups at two dens, 40 km apart, in the central and lower regions.

I had visited the Snake Indian Valley several times each year since 1965, keeping records of all animals seen. Coinciding with the increase in wolves, there seemed to be a decrease in ungulates. By 1980, the mean number of elk, deer, moose and sheep that I recorded per day afield was only a quarter of what it was during the late sixties. This drop in summer sightings in the upper valley corresponded with a decline of winter sightings in the lower valley (Dekker, 1981-1982). Ungulate surveys conducted for Parks Canada in the main valley systems between 1960 and 1980 showed a drop in wintering wapiti and a lowered cow/calf ratio. There is no proof that these declines are a direct result of wolf predation only. There are other causes such as more hunting pressure along the park boundaries, especially in the Willow Creek and Brazeau districts where elk declines were greatest (Personal communication, Bob Haney, Assistant Chief Warden, Jasper National Park). Additionally, grizzly bears have become more common in the northern part of the park and they are known to prey on ungulate calves. Some biologists think that the decline of Jasper's ungulates is tied to the maturing of trees and the prevention of fires, which are deemed necessary for forest rejuvenation and the growth of browse. While this may be the case in some habitats, food supplies for hooved mammals wintering in the lower valleys of Jasper Park are better now than before. There appears to have been a noticeable improvement on the main ranges since the late seventies. By 1980, grasses covered formerly overgrazed slopes and montane meadows between Snaring and Miette. Maturing aspen stands had been prevented from rejuvenation because suckering shoots were destroyed by deer, elk, moose and wintering



Over-mature poplar grove typical of the Willow Creek district. Suckering shoots were removed by an overpopulation of ungulates and wintering horses prior to 1970.

Credit: Dick Dekker

horses. After a lessening of browsing pressure, young poplars began to grow. The evidence can still be seen today, especially in the Willow Creek and Snaring districts; the understory of decadent aspen copses is quite even in age and about one half to two meters high. There is an obvious absence of saplings of intermediate ages and sizes (see photographs).

The future population dynamics of hoofed mammals and wolves in Jasper

Park are going to be of interest. Will the elk and deer continue to decline, or have they already established an equilibrium with their food base and the predators? Will such a balance prove to be stable and long-lasting, or will it swing periodically from cyclic highs to lows and back again?

In view of Jasper Park's unique diversity of large mammals, which include seven species of ungulates and half a dozen large predators, chances

are good that a fairly stable balance will develop, providing there will be no return to predator control and game management as practiced in the years prior to 1966, in the park itself as well as on adjacent provincial lands.

During the winter of 1982-83, wolves and their depredations on domestic and wild mammals were often in the news in Alberta. Mr. Don Sparrow, Associate Minister of Public Lands and Wildlife, announced short- and long-term measures to deal with a supposed general rise in wolf numbers and an increase in wolf-related complaints from stockmen and hunters. Short-term action included stepped-up poison programs in livestock areas and assistance to registered trappers on wilderness lands. Long-term wolf management plans for the future propose aerial hunting of wolves and the placing of poison baits in areas where elk, moose and caribou populations are declining. Such control measures are now practiced on big game ranges in Alaska, British Columbia and Yukon. If adopted by Alberta on provincial lands adjacent to Jasper National Park, park wolves which cross the boundaries will be killed and the park's large mammal system will be disrupted. That would be all the more regrettable, since a balanced system has only recently been allowed to develop, for the first time since the white man came to the region.

I would hope that the Alberta Government respects the ecological integrity of Jasper National Park by establishing a wide buffer zone around it where no official wolf control by means of poison baits will ever be contemplated.



In the fifties and sixties, it was common to see large herds of elk along highways in the mountain parks.

Credit: Dick Dekker

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# Nature Preservation in South Africa

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Africa may well be the cradle of mankind. It seems we revert easily to this ancestral heritage, for there is widespread interest and concern about the wildlife of that continent. In Canada much of that has concentrated on East Africa, though Kruger National Park in South Africa is widely known. It is, in fact, the only aspect of that country's conservation policy known to most North Americans. This is a pity.

The Republic of South Africa itself is not well known here, though a very narrow treatment of its political problems is given disproportionate emphasis. Some understanding of the basic nature of the country is necessary to comprehend its special approach to nature conservation.

South Africa's scene is broad — 1,134,017 km<sup>2</sup> — and varied. Much of it is a vast tilted plateau sloping from the high and rugged Drakensberg escarpment, towering above the narrow coastal plain of the east, towards the South Atlantic. Differences of elevation and latitude and of climatic regimes give tropical rainforest, Mediterranean-type shrubland, dry "karroo" plains, acacia scrub, riverine forests, vast grasslands, savannahs, scrub desert, and even some true desert. Much of this has limited rainfall. Some is subject to prolonged or seasonal droughts. Indigenous tall forest is found only in a narrow strip along the south-east coast.

Much of South Africa's wealth comes from mining, concentrated in a few areas. Yet most of the country is agricultural. The warm, moist coastal lands of Natal have been turned into big monotonous plantations of sugarcane, and some other crops. Isolated valleys in the complex of mountain ranges in the Cape province grow a variety of fruits, including citrus and vines. There are wheatlands in the south-western valleys. The Orange Free State grows vegetables and fruits. But a large part — the great stretches of Transvaal's high veld — has to be given to extensive grazing, mostly of sheep. Holdings are vast, but little land is actually cultivated; indigenous plants, adapted to the semi-

arid regime, produce as much as the land is capable of, and this is used by the grazers, as their predecessors the wild game, did. The aboriginal Bushmen lived (and many of the few remaining still do) in an ecological relationship with the land and had little effect on it even in arid areas. The Hottentots of the Cape drove them westwards, and also interbred with whites and imported slaves to form the Cape Coloureds. These have little tradition of conservation. The Bantu tribes, the great majority of black South Africans, invaded the country from the north not long before the white man arrived. Like all agricultural people they knew a good deal about the natural world, but the idea of conservation was not part of their culture; they were subject to periodic droughts and famines when sorghum crops failed and cattle died. It was a

case of feasting when you could and moving elsewhere when conditions dictated. Intertribal warfare resulted and kept population down to what the dry country could carry. Diseases, notably sleeping sickness found in the tsetse fly areas of the north, limited occupation of some fertile land.

White men came at first to trade in ivory rather than to settle. Wildlife, as so often happened, seemed limitless and there for the taking. While big kills were little regarded, a feeling for the land and its wildlife emerged and grew. Early explorers, such as Livingstone, recorded the wonders and left a heritage of appreciation.

Settlement was a difficult time. Old farming methods did not work. Carrying capacity was small, and wild game seemed to compete at best, or destroy domestic stock at worst. Large predators disappeared first; wild game which ate the scanty pasture was gradually eliminated. Hawks and eagles, thought to prey on lambs, were shot on sight.

Big game hunting, popular among the rich, kept alive the value of wild game, however. This is still true, though the camera has supplanted the gun to a large extent.

The decline and disappearance even of such animals as the Cape lion and the quagga coincided with the virtual extinction of bison and pronghorn in North America. Conservation became the "in thing," especially in the establishment of large national parks. Paul Kruger was the most far-sighted



*Mouth of the Storms River, Tritolkoma National Coastal Park, Natal.*

Doug Sadler

South African and the famous park commemorates this. It is about 350 km long and 60 km wide. It took over country until then considered worthless, but which had a rich heritage of wildlife.

It was seen that in a droughty land game must be tied to large areas of natural country to which they were adapted and where they could survive by various means including wholesale migrations. Unlike the North American situation, there was no rich fertile sod waiting to be plowed.

The philosophy was, and still is, that the vast nature reserves should be primarily for the preservation of nature. At first this meant large mammals to most people, and still does, but it was seen that one could not think of these without the plants on which they lived. Different plant-animal associations in other parts of the country followed with further national parks. It was soon seen that a far greater variety of natural communities existed and needed protection, and this role was taken over by the provinces. Various categories of reserves were instituted, even in the more densely settled south. Natal alone now has a chain of more than 50 such areas of various sizes and of great variety.

The tourist potential of such actions was not overlooked, though the idea of "nature first" persisted and has prevented the recreation orientation from taking over. Accommodation is limited; visitor activities are strictly controlled. Many people are familiar with the concept of camps, where the visitor is locked behind wire for the night, and with the enforced rule against leaving your car except at designated localities and then with ranger accompaniment. As a result vegetation is not trampled, and wildlife is remarkably insouciant about people.

Tourist pressures are one continuing problem for park managers; — it is not just the presence of large numbers, but the provision of facilities such as paved roads, parking areas, stores and restaurants, and the whole gamut of civilization's trimmings which could compete with the *raison d'être* of the areas. It has been found that under protection most wild animals have increased. The rainfall regime has not changed, however. The carrying capacity of the land remains much the same. Some bore holes now provide water "pans" where animals can drink and be seen, and some dams have impounded rivers for similar purposes. Diseases have been controlled by inoculation and other means. Populations constantly threaten to outstrip resources, especially when periodic droughts arrive. Predators alone cannot take care of the reproduction rate of prey species. Mass starvation, another "natural" method,



*Zebra drinks at Bube Pan in Mkuzi Park, Natal.*

Doug Sadler

is unacceptable.

Culling is still somewhat controversial, though good public relations have led to general acceptance. It is carried out only by park rangers. There are several offshoots from this. Meat and pelts can be sold to provide conservation funds, but where possible trapped animals are sent to other parks. It is universal policy that only those species originally found in an area are reintroduced, and this pure policy adds much to the interest in going from one locale to another. Animals surplus even to this action may be sold to private individuals who wish to have them on their property. They may wish to run game farms, where animals are stocked for visiting hunters or other safaris. More popular with governments is the concept of encouraging farm game of suitable kinds along with regular farming practices; on the typically extensive holdings this can be done quite handily. Such animals are expensive to buy, and are subject to supervision by inspectors, but there is a growing awareness of the rewards.

A further action which landowners can take is to declare a nature reserve, where everything is left natural and the land is fenced to prevent conflict with neighbours.

There is a growing feeling in some African countries where human populations and their wants are putting strong political pressures on the parks systems that any disposable produce

of such areas should be for the use of neighbouring inhabitants. There are advantages here, in relieving some of the pressures, but there are also dangers of manipulation and of unscrupulous practices such as bribery. Rangers and other employees must have enough status and pay to make their job worthwhile in itself. Even in South Africa, park personnel are among the poorest paid of all, yet there is competition for the jobs because of their amenity rewards.

While interest in birds and some other forms of animal life is still very much secondary, it is increasing through the activities of "bird clubs," such as the very active Witwatersrand club which operates its own sanctuaries. The main function of such bodies is in the field of public awareness and education, something which governmental employees do not generally undertake. These groups also are active in lobbying for public support of conservation and against detrimental developments.

A very active and controversial body, the Wildlife Society of Southern Africa, takes on big and small environmental issues with some success partly through its beautifully produced magazine *African Wildlife* (supported by several large industries). Schools often have an effective program of environmental education, and various private enterprises offer interpretive safaris to various age groups either on private lands or in public areas.



South Africa seems very enlightened when it comes to the preservation of its marvellous heritage of wild plants. The number of flowering species of the Cape Province is variously quoted as around 19,000, the richest flora in the world, and unique in many ways. I found the discovery of endless examples of parallel evolution — where species of unrelated families evolve to become almost identical as they adapt to parallel conditions — one of the most fascinating aspects, quite apart from the colour and beauty.

The spring outburst of incredibly prodigal and multi-coloured blooms known as Namaqualand wildflowers is one of the world's natural wonders and itself worth a visit to the far country. South Africans seem well aware of this priceless heritage. All roadsides are wildflower sanctuaries. It is amazing to see visitors at public beaches carefully picking their way around and among the wildflowers on the dunes. Picking is prohibited, and we saw no instances of it. Sheets of complex loveliness remain undisturbed. Some farmers even take their stock out of the best displays during the blooming season. Books on the flowering plants are widely available. One states:

All indigenous plants are legally protected in one way or another and may not be picked without special authority. There are also laws about buying or selling wild

flowers as well as about taking them from one province to another. Registered Wild Flower Nurseries usually have licences allowing them to sell and export wild flowers.†

*Our Wildflower Heritage*  
by H.B. Rycroft.\*

The principle of not introducing exotics shows itself in the outstanding Wildflower Gardens found in various parts of the country. Only local wildflowers can be found there, but they are more than plenty!

The quite small areas of indigenous rainforest, found along the warm, wet Indian Ocean coast are quite well protected also by the Forest Service. The valuable yellowwood and stinkwood trees are carefully culled, a few each year, and auctioned off. The forest remains, except where a new highway has recently been rather arbitrarily pushed through it. South Africa feels it must attempt to be as self-sufficient as possible, in view of its isolation from other countries it believes should be its friends. It has succeeded in almost achieving this when it comes to wood products; this has been done by extensive plantations of exotic trees which will do well in semi-arid areas. Chief among these are eucalyptus and certain species of pines. These grow extremely fast in the favourable climate, and can be harvested for saw-lumber as young as fifteen years, but the plantations are virtual deserts biologically, since

few if any of the native fauna, except some squirrels, can adapt to them; there are virtually no birds there.

Fort Jackson wattles, imported at one time to control sand dune erosion, have escaped and are spreading rapidly in some parts of the Cape. There are real fears that they may supplant unique native plants, and attempts are being made to extirpate them. Success seems to be in the balance.

Like all other parts of the world, South Africa has its own problems of conservation. In some of the Bantu homelands, increasing population and demand for firewood are leading to elimination of the native bush, and soil erosion. Clearance of native cover for the extensive sugar-cane and pineapple plantations of Natal has also meant loss of natural systems and massive erosional problems along watercourses. The so-called "sugar-barons," however, have a great deal of political clout.

The universal trend to greater industrialization is touching the country too. Towns and cities in the drier areas need more and more water, and few natural unspoiled rivers are left. Small populations of unique fish species have suffered. Flooding of river valleys by water-impoundment dams has also destroyed rare stands of native plants, and there has been a good deal of outcry about this in the Cape Province. There is a scheme to mine coking coal in the north end of Kruger Park in an area which, being within the tropics, is unlike any other in the country; and the last natural estuary, at Kosi Bay in Zululand, is being suggested for a major harbour.

It is interesting to note that this project has been strongly opposed by the Zulu people themselves, who wish to preserve the area in a natural state.

There is much to admire and to love in this country. In face of all the pressures of the modern world, a great deal has been done to preserve at least a fair sampling of its kaleidoscopic riches. The public is becoming aware that these things have real value, and not only in financial terms. But the war is never really won. In some other African nations, guerrillas who have never known any other life-style than taking what they wanted by force have been able to bring in their own national government. This in turn has found itself unable to control those who put them in power. The people, and the natural heritage of the land, have both suffered grievous losses. It must be hoped that South Africa can find a peaceful solution to its tangled problems.

† Incidentally, only one or two Canadian plants have any real protection.

\* Published by the National Botanic Garden and Shell South Africa.



Orange River Lily, a wild *Amaryllis* in Natal.

Doug Sadler

# Canada's National Parks

## Pukaskwa National Park 'wild shore of an inland sea'

**KAREN TIERNEY**, *Interpretive/Visitor Service Officer, Pukaskwa National Park.*

the commerce came missionaries, miners, traders, lumbermen, and trappers.

In the 1880's, the new nation's railway was constructed north of Superior and with the turn of the century commercial logging was undertaken in the Pukaskwa River area. Today only memories and vintage cabins speak of the once thriving industry here.

### The Present

Pukaskwa's pleasures may be enjoyed in many ways — on land or water, in any season.

The Coastal Hiking Trail winds its way from Hattie Cove south to the Swallow River (70 km.). Eventually the

### Pukaskwa National Park Officially Opened in July of This Year

The 'wild shore' is the Canadian Shield — an ancient rocky landscape. The 'inland sea' is Superior, the largest of the Great Lakes. Together, the Shield and Superior give Pukaskwa National Park its wild, awesome, and fascinating appeal.

Pukaskwa (pronounced Puck-a-saw) is located on the northeast shore of Lake Superior between the cities of Sault Ste. Marie and Thunder Bay, Ontario. It covers an approximate area of 1878 square kilometers (725 square miles) and is one of Canada's newest national parks. Pukaskwa was established to preserve its wilderness, an excellent example of Canadian Shield rock, boreal forest, and Superior coast. Wilderness management plays a vital role in the development of this park, with particular emphasis on protecting the small herds of woodland caribou and rare arctic/alpine plants found here.

### The Past

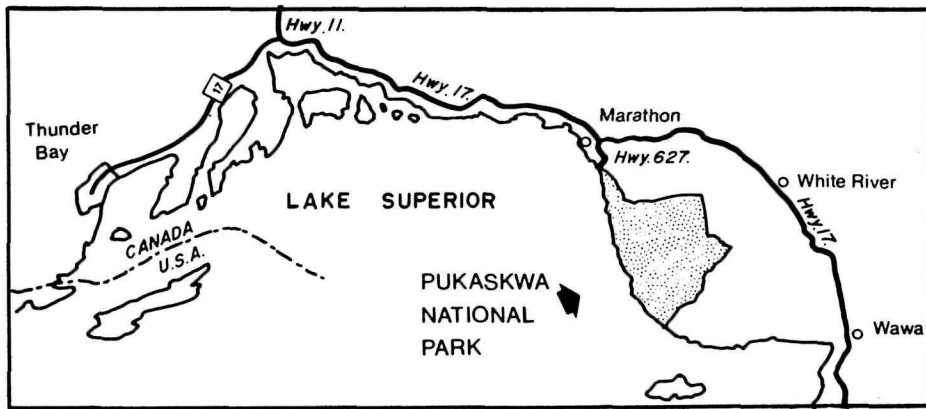
Upon some of Pukaskwa's cobble beaches are mysterious pit-like structures. Here Shamans, custodians of the Ojibway rites, may have come to honor or appease the omnipotent spirits of the land, water, and skies. One can only imagine the purpose of the rock pits for no one knows exactly when and why the pits were made.

Europeans first explored the northern shores of Superior in the 17th century. They were soon followed by the voyageurs, westbound to Fort William (now Thunder Bay) laden with goods to trade, then back to Montreal in bark canoes ballasted with furs. With



*Pukaskwa National Park.*





trail will extend further south to the mouth of the Pukaskwa River (100 km.). Information and backcountry trail pamphlets are available from the park office.

The White and Pukaskwa Rivers offer white water adventure. The Pukaskwa is more remote and difficult, negotiable only during the spring runoff (May to mid-June), while the White can be paddled at any time during the open water season. A guide to the White River is available through Ontario Ministry of Natural Resources offices

or from the park. A guide to Pukaskwa River is also available from the park.

"...those who have never seen Superior get an...inaccurate idea of hearing of it...as a lake....Superior is a sea. It breeds storms and rain and fog, like the sea.... It is wild, masterful and dreaded...."

The Reverend Grant, 1872

Grant's words must be taken seriously. Even in mid-summer, Superior's waters are bitterly cold and her character unpredictable. The coastal canoe guide

describes the trip between Hattie Cove and the Michipicoten River and is available from the park office.

Winter activities include snowshoeing and cross-country skiing. However, skiing on the shield is made more difficult by the rough topography and requires the skill of a competent and well equipped skier. To protect the integrity of the wilderness, over-snow vehicles are not permitted to operate in the park.

Fishermen have praised the waters, eddies, and pools of the Cascade, White Gravel, Pukaskwa, and White Rivers, along with the deep, cold waters of Superior. In contrast, most of the small inland waters yield a poor return in number and size of fish.

The park has a mandatory visitor Backcountry Registration System. Details regarding backcountry registration procedures and park regulations are available at the Hattie Cove Visitor Centre or park office and are included in each of the backcountry guides.

Modern conveniences and facilities are available in and near Marathon and Heron Bay, along with daily Via Rail service to both communities and a daily bus service to the town of Marathon.

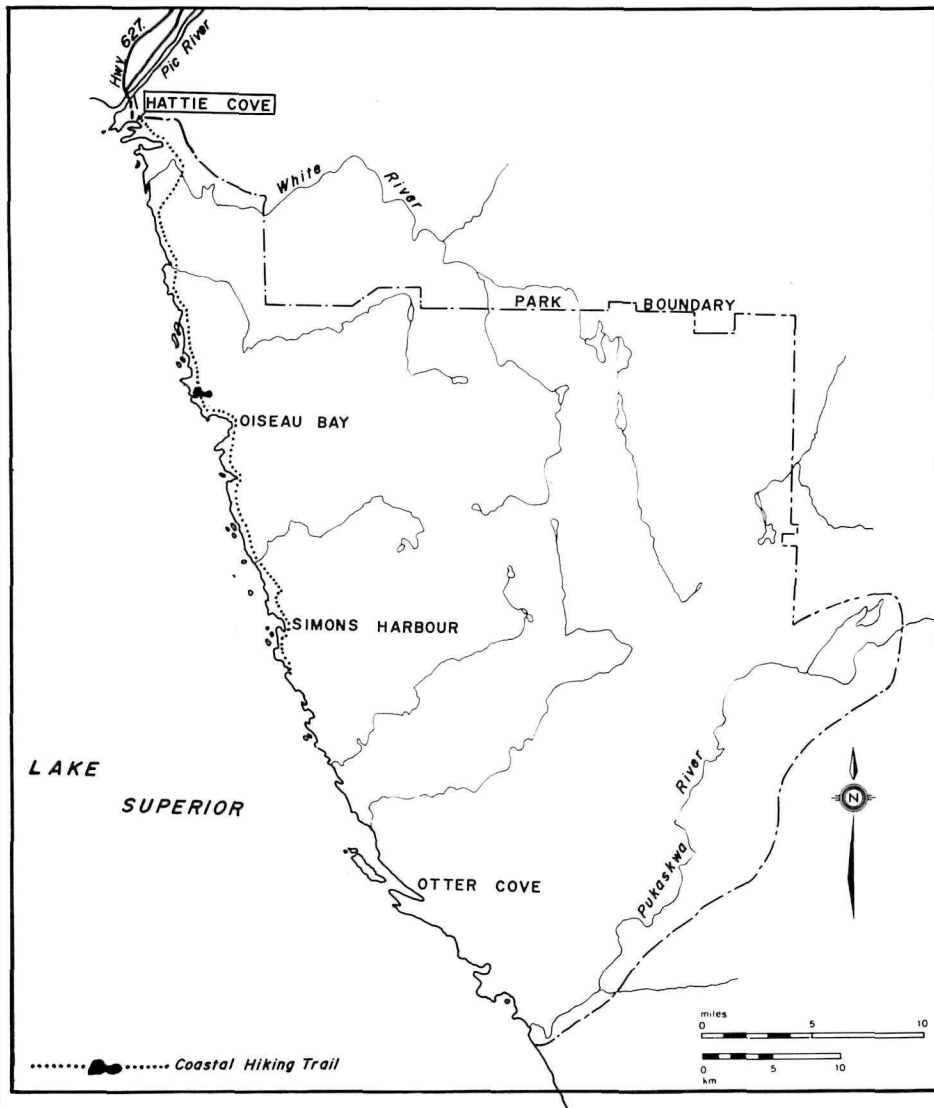
While there is much for all to enjoy in Pukaskwa, a few words of caution are necessary. Firstly, the traveller must be prepared for biting insects, most abundant during the warm months of June, July, and early August. A liberal supply of repellent, proper attire and a cool, strong Superior breeze will generally reduce this annoyance to a tolerable level. Secondly, the weather along the Superior coast is remarkably unpredictable. Common sense and a variety of attire are essential for safe, comfortable travel inland and on the lake.

### Hattie Cove Area

Pukaskwa National Park is scheduled to open officially in July, 1983. Hattie Cove, located in the northwest corner of Pukaskwa, is the centre for most park activities. The cove is accessible by road, and its amenities include a 67-site semi-serviced campground, a visitor centre and facilities for swimming, picnicking, hiking, and canoeing. The Hattie Cove Campground Guide describes the Cove's services and facilities as well as its hazards and delights, and will be available from the campground kiosk.

The park interpretive staff will be offering a program of events and activities to enhance the visitor's stay.

For more information or to obtain the guides mentioned here, please write to the Superintendent, Pukaskwa National Park, P.O. Box 550, MARATHON, Ontario, P0T 2E0 or phone (807) 229-0801.



## Letters

Dear Mr. Henry:

As you know, your letter of March 23 to the Prime Minister, concerning Gulf Canada's request for a marine shore-based facility at Stokes Point was referred to me. My present comments are further to my reply of January 4 to you on this subject.

Gulf Canada has applied for a marine shore-based facility at Stokes Point to support its exploratory program in the Beaufort Sea, and my Department is obliged by its mandate to assess the Stokes Point application.

Specifically, the assessment of this application for preproduction exploration activity is outside the purview of the Beaufort Environmental Assessment Review Panel (EARP). However, any further decisions regarding a marine base site for the *production* phase of operation will be dealt with according to the results of the Beaufort Sea EARP hearings.

The Government has granted Gulf

exploration rights and specified work commitments. Implicit in the granting of these rights in the offshore area is the recognition that oil companies would need support bases on the mainland to exercise these rights and meet work commitments. The Government cannot now impose unreasonable operating conditions that will unduly limit these rights to explore.

This application has prompted the formation of an Interdepartmental Facilities Siting Committee to assess a range of harbours on the Beaufort Sea coast to determine the oil and gas industry's need for medium to deep draft facilities to support its exploration programs and to recommend a preferred site based on technical, environmental and socio-economic considerations. The Department of Energy, Mines and Resources was represented on this committee. Stokes Point is but one of several candidate sites being assessed at this time. A component socio-economic study has also been completed.

To ensure that public interests in any decision on the matter are being considered, the results of these studies will be reviewed by other federal departments, Territorial Governments, native groups, affected communities, conservation interests and industry.

No decision will be made on Gulf's application until an exploratory marine base site has been chosen. At that time, the appropriate Territorial Government, native groups and local communities will again be consulted on the environmental conditions pertaining to the development of the particular site through the Land Use Permit application and review process under the *Territorial Lands Act*. The significance of any environmental effects will be assessed and a decision on whether the effects warrant a major further review will be taken then.

The principles of the COPE Agreement-in-Principle will be followed in all actions and Gulf's plans will be the subject of consultation with all groups affected.

While I have the authority to grant a land use permit I do not intend to do so until the studies are complete and, as stated, I have specifically consulted COPE among others.

I would now like to comment on specific statements you made. You say that Stokes Point is within the caribou calving area. It is my understanding, based on information from Environment Canada, that Stokes Point is not within such an area.

You refer to the fact that Gulf requested the Stokes Point location when it became aware that it "might actually be considered". This suggests that the government in some way encouraged Gulf to do so, which is not the case. My officers encouraged shared use of McKinley Bay and, as a result, Gulf examined that possibility very carefully. It is only after it determined the high cost of developing McKinley Bay, in light of the requirements of its new drilling systems, that Gulf initiated an analysis of other sites and, based on the results of that analysis, requested approval to use Stokes Point.

Your statement that "the Minister of the Environment told the Standing Committee on Fisheries and Forestry on December 2, 1982 that he is unequivocally opposed to allowing a port at Stokes Point..." requires clarification. My colleague did state his opposition to a *permanent* port at that site until certain conditions are met. However, Gulf has not requested, nor are we considering, approval of a permanent site. Any approval of a site on the North Slope would be for a temporary period, tied to the duration of Gulf's Exploration Agreements with the Federal Gov-



ernment. In this way we are able to retain the flexibility we require to implement other uses for a site over the long term in the context of land claims settlements for comprehensive land use planning.

With respect to your allegation that the Order in Council withdrawing land on the North Slope from development has the effect of dedicating it for use as a national park, this is not quite the case. The Order provides for "other conservation purposes" and this does not preclude "managed use" within the area withdrawn. In making the withdrawal, the government wishes to provide time to permit reconciliation of competing interests, including native land claims, parks and industrial use.

Finally, you mention that Gulf's environmental assessment concluded that construction and operation of the base would have adverse effects on a variety of plants and animals. This is correct but it is also Gulf's conclusion, borne out by assessments conducted by my officers and those of the Yukon Territory Government, that such effects will be minor and can be mitigated to an appropriate degree by regulatory conditions and environmental monitoring.

I hope you will find my comments helpful.

Yours sincerely,

John C. Munro  
Minister  
Indian and Northern Affairs Canada

\* \* \*

Dear Dr. Marsh:

Enclosed is a self-explanatory letter from IUCN with respect to establishing a "Consultant Register".

Would it be possible to run a brief version of the request for applicants in *Park News*.

With best regards.

Yours sincerely,

H.K. Eidsvik  
Senior Policy Adviser  
Parks Canada

"We are currently soliciting applicants for the Register through scientific journals, reviews and other publications and are particularly anxious to find developing country nationals who would be willing to undertake project work. We are also interested in linking up with institutions who are doing work in the same or similar fields. Should you, therefore, have any contacts or know of any means by which suitable candidates could be located I would be most grateful if you could put them in contact with us. Any such correspondence should be addressed to the Consultant Register at this address. Should you wish to

announce the Register in any journals you are quite welcome to do so, using in whole or part, the attached announcement."

### Conservation for Development Centre to Establish Register of Consultants

There is an urgent need to integrate conservation into the development process throughout the world but there is very often a shortage of suitably qualified personnel. At the same time, there are numerous experts in the natural and social sciences who are either under-utilized or who are available to offer their help and advice for short durations.

The lack of any central mechanism to match this supply and demand situation has led to a very serious performance deficiency in tackling the problems of living resource management, due to the time taken to find suitable experts, the mis-use of experts and worse, the non-use of experts when they cannot be located/identified.

With initial financial support from the Swedish International Development Authority (SIDA) CDC is now establishing a comprehensive international register of consultants which will be used to help development assistance agencies, governments, foundations and other organisations, with the identification of suitable conservation consultants.

As an example of its use, through the Joint Environmental Service (JES) office in Washington DC, a major programme of work is being undertaken with USAID to provide short-term advisory services in environment and conservation to projects throughout the world. This programme will rely heavily on the Register and in the process is expected to contribute significantly to the costs of its establishment and operation.

As the union of over 500 international conservation organisations and the focal point of a worldwide network of experts concerned with all the diverse aspects of natural resource management, IUCN has for many years been concerned with the identification of consultants and experts, mainly for use on WWF and IUCN projects and drawing largely on membership, the Commissions and component Centres. The new move will aim to greatly expand and modernize the present system and is planned to be operational by mid 1983. CDC is therefore hoping to hear from experts in the natural and social sciences together with other specialists from the fields of environmental law, national parks, education, wildlife management, planning and other conservation related disciplines where services would be available for project work.

Please write to the address below

for further information concerning the Register:

Consultant Register  
IUCN  
World Conservation Centre  
1196 GLAND  
Switzerland

\* \* \*

Dear Mr. Marsh:

During March of this year, Parks Canada hosted about a dozen public meetings throughout Alberta and British Columbia. The supposed purpose of these meetings was to discuss the future of the four mountain national parks — Jasper, Banff, Kootenay and Yoho. I attended the meetings in Banff and Calgary and was impressed with the quality of the displays and by the sincerity of the Parks Canada staff. Unfortunately, however, despite two rounds of public meetings and hundreds of pages of "background information," and despite the fact that this is a future-oriented planning program, Parks Canada has not yet presented to the public its own vision of the future — a tangible, inspiring image of what this area could be 100 years from now.

Hopefully, such a reasoned vision will soon be forthcoming from Parks Canada. Until then, and in response to Parks Canada's invitation to us to make our views known, and in an attempt to persuade others who love the parks to dream about their future, may I present my own personal vision of the best possible Four Mountain Parks in AD 2085:

- most of the parks would be wilderness, with no motorized access, no facilities other than trails and primitive campsites, outstanding opportunities for solitude or a primitive and unconfined recreation, a pervasive sense and feeling of wilderness, a landscape molded and dominated by the interplay of natural forces and processes, use of unobtrusive management techniques by Parks Canada, freedom of choice and opportunity for visitors, the right to risk and to take risks with one's own life, and use of rationing if necessary — to protect wilderness conditions
- healthy populations of ungulates, small mammals, birds, fish, predators and predatory birds (including elk, moose, grizzly bear, wolf, eagle, sheep and goat)
- no suppression of wildfires
- extensive areas of montane grasslands (at least as extensive as in 1850)
- pure water that one can drink without treatment or fear of pollution or disease
- no expansion of the amount of land

used for downhill skiing, townsites and roads

- no additional backcountry lodges, trail shelters or alpine huts
- no recreational use of oversnow vehicles
- an expanded system of drive-in campgrounds, hostels, bungalow camps and low-cost accommodation along the highways
- increased Interpretation, especially along the highways and at trailheads; naturalist-led day trips and overnight hikes; increased use of Interpretation as a management tool
- improved trails (not necessarily more trails but better construction, drainage, maintenance)
- no significant change in present use patterns or levels of resource impairment
- a more sensitive, better-informed and better-behaved visitor.

Finally, this planning program seems destined to fail unless Parks Canada successfully addresses a heretofore neglected issue: limits to impairment of park values and resources. Human activities have caused and are causing considerable environmental and ecological change in these four parks. How much change is Parks Canada prepared to permit? What are the limits to acceptable environmental change in these parks? How can such limits best be specified and measured, and how can Parks Canada ensure that these limits are not exceeded? This issue has never been adequately addressed by Parks Canada; now is the time to do so.

Altiora Peto  
Canmore, Alberta

\* \* \*

Dear Dr. Marsh:

In the Winter 1982 issue of *Park News*, trustee Barry May says, "Our name needs changing...a new name with a special emphasis on wilderness or wildlands may be beneficial...wilderness preservation continually emerges at the top of our priority lists...we are most concerned with preserving wilderness areas." I say, bite the bullet. If wilderness is the dominant concern, let's adopt a name that says so. My four suggestions, in order of personal preference, are:

1. Wilderness Federation of Canada
2. Wilderness Heritage Federation
3. Friends of Canadian Wildlands
4. Parks and Wilderness Federation of Canada.

If it is time to change our name, then let's also grow from an Association of individuals to a larger and stronger Federation of member groups. Also, putting wilderness (or parks and wilderness) *first* in our name emphasizes

our concern for wilderness rather than constraints imposed by nationality and geography. "Friends of Canadian Wildlands" has the advantage of combining both the park concept and the wilderness concept within one word; it is also usefully analogous to the names of several of Canada's co-operating associations. "Wilderness Federation of Canada" remains my preference.

Sincerely,  
Douglas Harvey  
Box 1093  
Banff, T0L 0C0

\* \* \*

Dear Editor:

I wholeheartedly agree with Barry May's article in the winter 1982 edition of *Park News* regarding name changes for the association and magazine. Canadian Parks and Wilderness Association and Parks and Wilderness seem much more appropriate and reflective of our wilderness and park concerns.

I would also like to commend you and your staff on the quality of *Park News*. In recent years *Park News* has become an informative magazine rather than a pictorial essay of "gee whiz" nature photos. I find it a valuable contribution toward educating a misinformed public. Thank you for your efforts and I look forward to more of the same quality work.

Sincerely yours,  
Dan Miller

\* \* \*

Dear Dr. Marsh:

Please accept my compliments on the fine issue of *Park News* featuring Co-operating Associations (Winter 1983).

It will prove very useful, both for promoting the idea of further co-operating associations and explaining the scope of current association activities.

I am confident that the establishment of co-operative associations will provide a great many opportunities for the public to involve themselves in parks and increase general awareness and appreciation of Canadian Heritage resources.

Once again, congratulations on this outstanding issue and best wishes for continued success.

Yours truly,  
J.E. Lewis,  
Superintendent,  
Trent-Severn Waterway

\* \* \*

Dear Dr. Marsh:

In *Cross Country News* (Winter 82) you reprinted a Parks Canada story

on the Agreement for Recreation and Conservation between Canada and B.C. for the Alexander Mackenzie Grease Trail — the overland link between the Fraser River and Sir Alexander Mackenzie Provincial Park northwest of Bella Coola which commemorates the first recorded crossing of the continent north of Mexico.

Since the theme of your issue is "Cooperation — The Name of The Game", it is ironic that the original Parks Canada writer failed to mention the role played by The Nature Conservancy of Canada and its Past Chairman John Woodworth in bringing this project to fruition over a nine-year stretch. Parkscan kindly put matters right in their November/December 1982 issue (Vol. 3, No. 5), copy attached.

The Mackenzie Grease Trail Agreement is a classic case of private citizens and a not-for-profit agency plugging along for years through innumerable roadblocks for a worthwhile cause; in this case a four year agreement through Parks Canada's ARC program (CORTS, Red River) "...for the preservation, interpretation and development of the natural, historic and recreational heritage..." of the said trail.

We started in 1973/74 through park-founder extraordinaire Jean Chretien and worked our way through a total of five Federal ministers for parks — matched by an equal number for B.C. Participation with B.C. was further complicated by the musical chairs of four Deputy Ministers in the same period, and on one Black Monday the erasure of B.C.'s entire Ministry of Recreation and Conservation. Perhaps the chief role of the citizen-agency is continuity!

Mr. Woodworth's files record over 500,000 words written and received through letters, plus publication of half a dozen articles and a Trail Guide, countless media interviews and dozens of meetings. One civil servant in 1975 said, "Why would you tackle such a project? It will take at least eight years!" (Did he then make a note for a decade ahead on his calendar?).

From the foregoing it should be apparent that if there is not in the future strong, continuous and reasonably skillful participation by non-government agencies and citizens, very few new park and conservation projects that are important to Canada will come to pass. The efforts of NPPAC are certainly legend in this regard with no small commendation to your contributions via *Park News*.

Yours sincerely,  
Lloyd H. Mayeda  
General Manager  
Nature Conservancy of Canada



# Association News

**KEVIN A. McNAMEE**

## **Former Minister Endorses NPPAC Position Paper**

The Hon. J. Hugh Faulkner, former Minister of Indian Affairs and Northern Development, has endorsed NPPAC's Northern Conservation Lands Position Paper which was printed in the last edition of *Park News*. In letters to both the Hon. John C. Munro, current Minister of DIAND and the Hon. John Roberts, Minister of Environment, Mr. Faulkner stated: "I have read the paper on Northern Conservation Lands prepared by the National and Provincial Parks Association of Canada. Without subscribing to each and every sentence, I think it reflects targets that should be met and strongly support the basic thrust of the position paper. Time is not on our side and the need for political will is urgent."

It was during Mr. Faulkner's term as Minister of DIAND that 15,000 sq. mi. of the Northern Yukon were withdrawn for a national park and conservation purposes on July 5, 1978. In announcing the withdrawal, Mr. Faulkner said that: "I have concluded that the conservation values of the region exceed the develop-

ment potential and we must reserve all the land north of the Porcupine and Bell Rivers." Mr. Faulkner was also interested in the establishment and protection of heritage rivers in the north.

It is reassuring to see that a former Minister of DIAND is still committed to seeing a system of conservation lands established north of the 60th parallel. NPPAC would like to thank the Hon. J. Hugh Faulkner for his public endorsement.

## **CARC's Third National Workshop**

From June 1 to 3, over two hundred representatives from government, native, industrial and conservation agencies met in Yellowknife to exchange views at the 3rd National Workshop on the Canadian northern environment. Organized by the Canadian Arctic Resources Committee, the theme of the Conference was the interplay of national and regional interests in resource management in the North. The main question addressed by participants was not just how northern resources should be managed but by who?

Alastair Lucas (CARC) pointed out in the opening address that at the pre-

vious workshop, all participants were concerned about the pace and implications of northern development in view of all the pipeline approvals that had been granted. As this present workshop was being held in the midst of a period of economic uncertainty, the recession had given all interested parties time to pause to reflect and evaluate the mechanisms guiding northern development.

John Parker, Commissioner of the NWT, set the tone for the Conference discussions. Mr. Parker informed all participants that when they are discussing national and regional interests and proposing policies that should be enacted, they should consult with the people who live in the Yukon and NWT and set reasonable and realistic policies. Mr. Parker warned the participants that they should set sensible safeguards for development in light of the fact that in addition to the sensitivity of the Northern environment, there were economic realities and the rights of northerners to consider.

Conference participants spent approximately a day and a half participating in eight workshops that discussed issues from the conservation of Environmentally Significant Areas to development in the Beaufort Sea region. While a whole series of recommendations emerged from the workshops, the most prominent was that the aspirations and concerns of the local communities across the north must not be ignored. Both native and non-native residents of the Yukon and NWT should be included in decision-making roles. Southern interest groups should not be the only people to determine the future of northern Canada and northern Canadians.

Congratulations should be extended to Mr. Terry Fenge, Director, Policy Studies and Mr. Peter Burnett, Executive Director of CARC for organizing this important Conference. Hopefully, the Conference was successful in breaking down stereo-types that representatives from various agencies had formed of each other, and that some of the discussions initiated here in Yellowknife will continue. NPPAC was pleased to be a participant in this Conference.

## **NPPAC Program Director Meets With DOE Officials**

Kevin A. McNamee, National Program Director for NPPAC, met with Mr. Jacques Gerin, Deputy Minister, Department of Environment and Mr. Al Davidson, Assistant Deputy Minister, Parks Canada on Tuesday, July 11, 1983. The purpose of the meeting was to discuss issues relating to parks that are currently of some concern to the Association.

A major priority with NPPAC is the establishment of Northern Conservation Lands. Currently, Parks Canada

and the Canadian Wildlife Service are attempting to develop a comprehensive package that will guide government action towards establishing National Parks and National Wildlife Areas in northern Canada. The overall objective behind the package is to gain a political commitment from the Federal Cabinet for the establishment of several northern conservation areas. Since the announcement by the Hon. Hugh Faulkner in 1978 that the Federal Government would establish six National Parks north of 60°, the Canadian public has heard no further statement of political intent from the Minister of Environment.

In the last issue of *Park News*, the Minister of Environment stated he was reviewing plans that were aimed at the "eventual completion of the national park system in the north". NPPAC would support such an announcement from the Minister provided that the government maintains consultative links with the territorial governments, local communities and northern and national con-

servation groups. An announcement that would include a timetable and definitive statements on how the government intends to proceed on the establishment of these areas would provide impetus to a program that appears to be moribund and lacking in Ministerial support.

Discussions on the possibility of the Olympic downhill skiing events being held at Lake Louise in 1988 were not as promising. It is the position of DOE that as long as the facilities required for the downhill conform to the present guidelines governing the expansion of Lake Louise, then the Games may be held in Banff National Park. If the holding of the downhill requires facilities that are outside of the present guidelines, then public hearings will be held to review the proposals. Currently, Parks Canada is making an evaluation on the possible environmental impact of the snowmaking equipment that will be required for the downhill ski-runs.

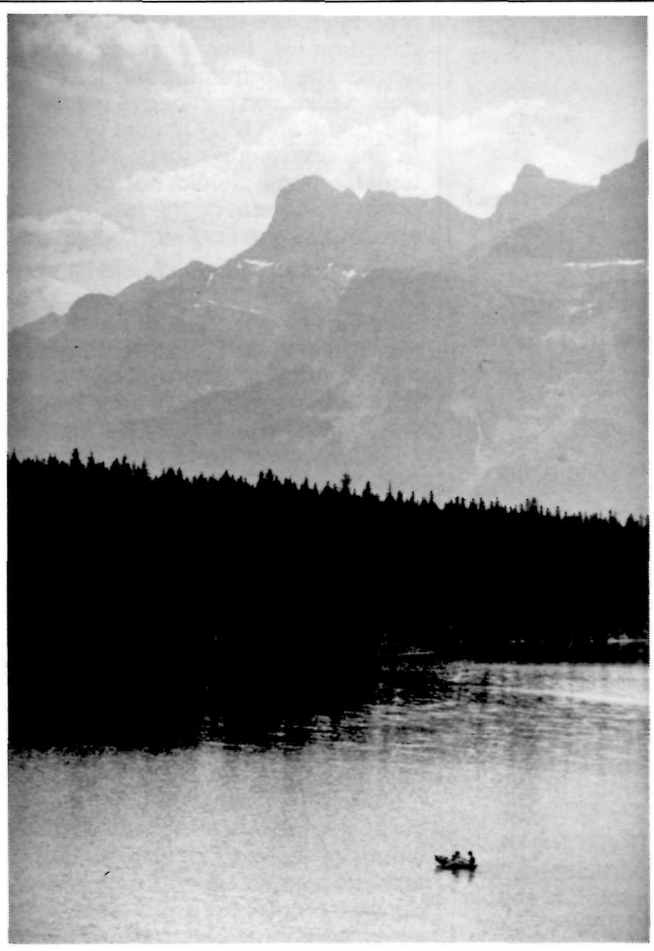
### New National Program Director for NPPAC

Janet Grand, who served as National Program Director of NPPAC in Toronto for two years, has left the Association in order to travel through Europe and Asia. Best of travels, Janet! Assuming the position as National Program Director in early May is Kevin A. McNamee. Kevin is originally from Montreal, Quebec where he completed an undergraduate degree in Geography at McGill University and managed an outdoor recreational facility. After completing his MA in Geography at the University of Waterloo, Kevin was employed on a trail crew stationed at the Sheep River Wildlife Sanctuary in Kananaskis Country. This experience reinforced his belief that areas of wilderness and natural landscapes should be preserved for future generations. Working with NPPAC will allow him an opportunity to better bring about protection and preservation of Canada's magnificent landscapes.

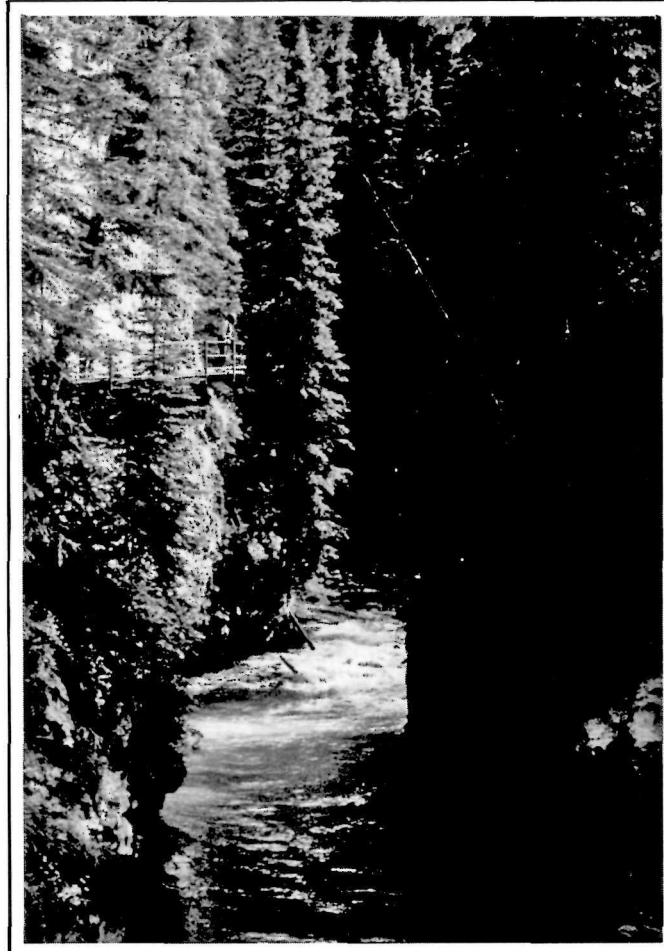
## PHOTO CONTEST WINNING PICTURES

Douglas Harvey won in the *Park News* 1983 photo contest in both the 'Man in the Wilds' and the 'Bloopers' categories. Here are

his two winning shots in the 'Man in the Wilds' categories. See page 27 for 'Bloopers' shot.



Fishing on Two Jack Lake, Banff National Park.



Johnston's Canyon and trail, Banff National Park.



# Cross Country News

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## North

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### Government Establishes Northern Conservation Policy Task Force

**KEVIN McNAMEE**

Over the last year the Department of Indian Affairs and Northern Development (DIAND) has been in the process of developing a comprehensive conservation policy for the Northwest Territories and the Yukon and a strategy for its implementation.

In October 1982 the Assistant Deputy Minister of DIAND released a Draft Discussion Paper to the public on a comprehensive northern conservation policy. Mr. Neil Faulkner stated that the aim of his department is "to achieve a balance between resource development and protection of the environment based on ecological principles. Inegral to this concept is a conservation regime composed of four elements: managed use, protection, preservation and restoration". Mr. Faulkner added that in order to achieve balanced development a clear and comprehensive

statement of government policy on northern conservation is required.

To assist the government in the development of such a statement, DIAND sponsored a workshop in Whitehorse in February 1983. The purpose of the workshop was to explore outstanding issues on northern conservation and to develop an action plan. The workshop was viewed by DIAND as a way in which major interested government and non-government agencies, organizations and individuals could assist in the development of a northern conservation policy.

As a further step towards developing a comprehensive northern conservation policy, DIAND has established a task force to advise the Honorable John C. Munroe, Minister of Indian Affairs and Northern Development on this issue. The Task Force is to (1) develop a framework for a northern conservation policy, (2) to advise on a mechanism to implement such a policy, and (3) to advise on conservation targets that can be met over the next two years. The membership of the Task Force is to be composed of representatives from the federal and territorial governments and from the private sector. The Task Force is to submit its advice to the Minister by December 31, 1983.

The National and Provincial Parks Association applauds this initiative and offers its full support to the workings of the Task Force. The outcome of this Task Force may have a great influence on conservation decisions in the NWT and Yukon for years to come. For further information contact: Julian Englis, Chief, Environmental Assessment Division, DIAND, Ottawa, Ontario K1A 0H4, (613) 997-0044.

### Stokes Point, Yukon

*(Northern Perspectives, CARC 1983)*

Last Summer, Gulf Canada Resources informed the Department of Indian Affairs and Northern Development (DIAND) that it intended to apply for permission to build a marine base at Stokes Point on the North Slope of the Yukon. Gulf wants the base to support its Beaufort Sea drilling operations, particularly to dock and supply its huge deep-draft conical drilling unit (CDU) and mobile arctic caisson (MAC), the first of which are expected to arrive in the Beaufort this summer. A land-use permit enabling Gulf to carry out the preliminary operations involved in constructing the \$60,000,000 base is being sought this spring. The two-year construction period would begin this summer, allowing the CDU and MAC to dock at the completed base for their required biennial inspection in summer 1985.

Stokes Point lies on the coast of the North Slope, mid-way between the borders of Alaska and the Northwest Territories. The importance of the North Slope is recognized internationally. In 1978, members of the United States Congress urged Prime Minister Trudeau to act on his government's commitment to establish a national wilderness park here to complete the Arctic International Wildlife Range (*Northern Perspectives* 7:7). This area is one of the most environmentally significant in Canada. It is the calving grounds for the Porcupine caribou herd and supports large concentrations of marine mammals, particularly seals and bowhead and white whales. A large and varied bird population migrates, moults, and stages along the Yukon coastal plain. Moreover, the North Slope includes the traditional hunting grounds of the Inuvialuit, the Dene of the north Mackenzie valley, and the Indians of Old Crow.

For much of the last decade the North Slope was the focus of concerted efforts by native peoples' associations and national and northern environmental groups to counter the threat of a pipeline in the North Yukon. Canadian Arctic Gas, a consortium of oil and gas companies, proposed to build a pipeline across the North Slope to Prudhoe Bay in Alaska. Several years of inquiry by Justice Thomas Berger and the National Energy Board addressed this applica-

tion. Thousands of hours of testimony by national experts and local residents were considered. Industry, government, native peoples' organizations, and environmentalists invested tremendous time and money to present their views to the two tribunals, which together formed one of the most exhaustive public inquiries in Canada's history.

### Planning of the Northern Yukon

#### KEVIN McNAMEE

On July 21, 1983 the Hon. John C. Munro, Minister of DIAND, confirmed that he would like to finalize by this fall a comprehensive package that would guide development of the North Slope of the Yukon. Presumably, the contents of this package would determine the Minister's response to Gulf Canada's application to construct a deep water port at Stokes Point. The key factor in deciding the future of the Northern Yukon is the final settlement of land claims with the Council for Yukon Indians (CYI) and the Committee for Original Peoples' Entitlement (COPE).

The comprehensive package, in addition to native land claims settlements, would include (1) a consensus on the boundaries of the proposed national park as well as some additional progress towards its establishment; (2) the establishment of a Caribou Management Board with the two territorial governments and three native user groups as active participants; (3) the implementation of land use planning for the land east of the Babbage River and the proposed national park where the principle objective will be the protection and management of the wildlife resources; and (4) a decision on where industrial development can occur on the North Slope so as to contain environmental disturbance.

The Minister proposed that a Project Review Group be formed to assess Gulf's application for Stokes Point and for a new proposal to develop a quarry within the withdrawn area. DIAND would chair the Group with CYI, COPE and the Yukon and Northwest Territorial governments as core members. The Group will report to the Minister with two months.

NPPAC applauds the Minister's announcement which finally gives an indication that some form of rational planning will determine the future of the North Slope of the Yukon. The future of this magnificent wilderness area must not be decided in an ad-hoc manner which DIAND had initially been advocating. It is also important that native land claims be settled before a decision on a port is made. In view of the fact that national parks and conservation lands cannot be established until land claims are settled, industrial develop-

ment should be subject to the same conditions.

Finally, the Minister stated that in order to avoid further misunderstanding, he would seek an amendment to the 1978 Order-in-Council which originally withdrew the North Slope, should any industrial development be permitted on the North Slope. This announcement was timely in that NPPAC was about to join CARC, the Dene Nation, the Yukon Conservation Society and the Arctic International Wildlife Range Society in filing a federal court action against the Minister of DIAND. The purpose of the action would have been to seek clarification as to whether the Minister can issue a land use permit without seeking an amendment to the Order-in-Council. The Minister's announcement negated the need to proceed with this action.

#### Commentary from Northern Perspectives, C.A.R.C. 1983

For ten years this country has been striving to develop northern policies that ensure industrial development respects the rights of northerners and the unique and delicate arctic environment. Governments, native peoples' organizations, industry, and public-interest groups have spent huge amounts of time and money arguing, negotiating, fighting, and, sometimes, even discussing calmly how this might be accomplished. Northern development has been the subject of countless reports, hearings, lawsuits, policy initiatives, research projects, advisory committees, and other policy tools. This has been a difficult and challenging decade.

There is still much controversy surrounding northern development. Yet it cannot be denied that out of all the turbulence emerged considerable experience and some principles to guide the consideration of future development proposals. A foundation for a sensible northern development policy is beginning to take shape. This foundation must be strengthened if we are ever to progress beyond the torturous controversy that now surrounds every northern development project.

We have learned, for example, that major development projects should be subjected to meaningful public review. The Berger, National Energy Board, and EARP hearings prevented us from making some serious mistakes by proceeding with initial, government-supported industry proposals. We have learned that some areas of the North are so ecologically rich that they should be set aside for parks or aboriginal hunting grounds. And we have learned that northerners, especially native northerners, must be given a greater say in northern development if social

and political harmony is to be assured and justice done.

A host of government policies is based upon these principles: regional land-use planning; land-claims negotiations; environmental assessment and review; devolution of political authority; northern conservation strategies; and others. Some of these are in trouble; some are relatively successful. Together they represent the initial result of a massive national effort to reconcile conflicting interests in the North.

The Stokes Point application is more than a serious threat to a unique and sensitive environment. It is a direct challenge to all the principles of northern development that have been developed so painfully over the years. To approve a major and likely permanent industrial structure in a withdrawn area without a public review and in contravention of a land-claims agreement in principle is, quite simply, outrageous.

If Gulf's Stokes Point application is approved, it would be folly to expect industry to take environmental or social factors seriously when planning future development. If another oil company wished to drill in Polar Bear Pass, for example, who could blame if for assuming approval would be possible and for being undeterred by all the government policies designed to regulate or restrict development in the area? And why should we expect any native group to sign a land-claims settlement if the government so blithely disregards the terms of the COPE agreement in principle?

Business leaders are fond of emphasizing the need for certainty in the regulatory and policy regimes that govern development. They profess the flexibility to adjust to a wide variety of scenarios as long as ground rules are laid out clearly. An approval for Stokes Point would jettison just about every ground rule Ottawa has laid down for northern development in the last ten years. No one will have any idea which lands can be developed and which cannot, what a land-claims agreement means, or whether public reviews will be mandatory. Industry will again be at the mercy of the ebb and flow of public opinion.

Public debate will be mired in angry rhetoric as competing interests stake out their positions in a policy vacuum. One of the most disheartening aspects of the Stokes Point question is the simplistic presentation of important issues by Gulf and DIAND. Serious discussion of major concerns based upon experience and acquired knowledge is forestalled. Gulf makes categorical assertions about its intentions that defy not only efficient corporate planning, but also the exigencies of



operating a major industrial installation in the Arctic. Sweeping, but vague, promises to change all operating procedures the minute some caribou wanders into the area are insulting to a knowledgeable public paying most of Gulf's exploration costs. They constitute public relations, not information.

DIAND's statements on Stokes Point are from the same mould. Soothing assurances that communities will be consulted and appropriate environmental constraints imposed are offered with no right of reply. Neil Faulkner's letter of 24 December to CARC contains a disturbing example of the quality of policy debate in Ottawa these days:

Gulf has received approvals for new drilling systems as integral parts of their exploration program and it would clearly be unreasonable of government to approve drilling programs and then impose constraints on support bases that would impede an effective implementation of these programs.

Yes, it certainly would. But then, no one is asking government to impose constraints. Unless, of course, one defines "imposing constraints" as advising Gulf it must respect policies, orders in council, and third-party interests that were created five years ago and of which Gulf has operated in full knowledge since.

DIAND's contempt for its own policies and the opinions of the interested public leaves one incredulous. Behind closed doors it reviews the application, emerging occasionally to assure everyone that full account is being taken of the withdrawn status of the North Yukon lands and the Canada/COPE agreement in principle. If it approves Gulf's application, sometime before 22 April 1983, DIAND will have opened up one of Canada's great protected wilderness areas without public debate. Moreover, it will have reversed ten years of work and served notice to all that the whole North is open to the highest bidder.

### **Slave River Controversy**

*(Source: Environment Update 1983)*

A large hydroelectric project proposed for the Slave River, still only in the study stage, has already generated controversy and debate. Born in the Peace-Athabasca delta in northern Alberta, the Slave River flows northwesterly into the Northwest Territories and Great Slave Lake.

Last August the Alberta government released a \$10 million study showing that development of the Slave River for hydro power was technically feasible and economically attractive. It then launched a \$40 million preliminary engineering and design study for the

proposal.

The project would require construction of a huge, rock-filled dam at one of three proposed sites, to back the Slave River into a reservoir. It calls for a series of up to 10 spillways and a generator power house to produce some 2000 megawatts of power, transmitted 700 km south to Edmonton by two transmission lines.

There could be far-reaching environmental effects from flooding behind the dam and alteration of river flows below it. Environmental groups are especially concerned about the white pelican, an endangered species which has been nesting on the Slave River for over 300 years.

A federal Environmental Assessment Review panel, appointed by Environment Minister John Roberts, has held public hearings in Alberta and the Northwest Territories on the probable impact of the project. Presently the panel will lay down final guidelines to be followed if the project goes ahead.

Environment Canada's primary concern is to ensure that the full range of social, economic, and environmental issues is thoroughly examined, and that any significant adverse environmental effects are mitigated. It is especially concerned about the effects of such a project on the Peace-Athabasca delta, an area of international importance for waterfowl. Other concerns are the flooding of lands within Wood Buffalo National Park; potential danger from transmission lines to whooping cranes that migrate annually through Wood Buffalo National Park; and the project's cumulative effects on the entire Mackenzie River system.

Downstream of the dam there could be changes to the river channel, flow patterns, water levels and temperature. Upstream effects could include the accumulation of toxic substances and sedimentation in the reservoir.

The Slave River hydro proposal will also be reviewed by the Alberta Energy Resources Conservation Board and the Alberta environment ministry, and possibly also by the Northwest Territories Water Board. Jurisdictional questions, native land rights, socio-economic considerations and environmental effects will make the Slave River proposal a centre of controversy for some years to come.

Further information:

Garth Norris  
(403) 420-2546

### **Glacier Access at Kluane**

**MARGARET JOHNSTON**

The Slims River Area Plan, which calls for the development of road access into the Kaskawulsh Glacier in Kluane,

was approved in May by the Honourable John Roberts. Already in the design and site investigation stages, the projected completion date of the development is the summer of 1985. Right-of-way clearing and road construction may begin this year. The Plan includes a 24-kilometre low-grade road which will be traversed by an all-terrain, low-pressure vehicle capable of seating 56 passengers. Two permanent buildings will be erected; one at the base of the glacier will contain interpretive exhibits. Also included in the Plan is a trail system, with self-guided routes, guided walks, and hiking trails for interior access.

Parks Canada has undertaken an environmental assessment of the \$4 million project, and is examining methods of restricting traffic and development along this route.

For further information contact:

Mr. Pat Habiluk  
Slims River Project Manager  
c/o Kluane National Park  
Haines Junction, Yukon

### **Bear Facts**

With the highest density of grizzlies in any of Canada's parks (1 per 2500 square kilometres), Kluane is also one of the least notorious for bear/people problems. Only one serious incident has occurred since the park's inception in 1972. Kluane interpreters are aiming to uphold this record with informative "how-to" campfire talks on "Close Encounters of the Furry Kind."

### **National Parks Benefit N.W.T.**

*(Source: Parkscan, March/April '83)*

The operation of three national parks in the Northwest Territories produces significant economic benefits in the North. That's the conclusion of a joint study by the Government of the Northwest Territories and Parks Canada.

During a three-year period, Parks Canada spent more than \$8 million on the operation and maintenance of Wood Buffalo National Park and Nahanni and Auyuituq national park reserves. The study found that 63 per cent of this total was spent in the Northwest Territories and was of direct benefit to the communities of Fort Smith, Fort Simpson, and Pangnirtung, where the park headquarters are located. The study found more than \$4 million in economic benefit from expenditures by park visitors and employees' salaries spent in N.W.T. communities. According to the study, in 1979 Parks Canada created 41 full-time and 13 seasonal positions in the three parks, and 98 firefighting jobs in Wood Buffalo. An estimated 410 jobs were created as a result of the park operations.

Copies of the study are available from the Department of Economic Development and Tourism, Yellowknife, N.W.T., X1A 2L9.

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## West

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### **Proposed Hydro-Electric Development on the Kicking Horse River, Yoho National Park, British Columbia**

**PHILIP DEARDEN**

*Chairman, B.C. Chapter  
N.P.P.A.C.*

*The Executive of the B.C. Chapter of the N.P.P.A.C. met recently with Parks Canada officials and the principals of a company proposing to install a small-scale hydro-electric development in Yoho National Park. Presently the town of Field and several other developments in the Park obtain their electrical power through diesel generators. The rising costs of fuel make this an increasingly unsatisfactory solution. In response, several alternatives have been considered, one of which is the development of a small-scale hydro plant on the Kicking Horse River.*

The development would entail placing a small dam at the outlet to Wapta Lake to maintain the height of the lake at its natural high water mark year round to provide peaking capacity. A diversion structure would be placed below the confluence of the Kicking Horse and Sherbrooke Creek from which water would be led through a penstock to a power house located approximately 1.2 km downstream of the Yoho and Kicking Horse junction. The water would then be returned to the Kicking Horse.

On hearing of these plans the Executive of the B.C. Chapter were alarmed. These fears have been somewhat alleviated by the meeting with Park's officials and a thorough description of the project by the company involved. If there is to be such a development then this small-scale development with minimum visual intrusion (including the burial of transmission lines and the penstock) and apparently minor environmental impact appears to be satisfactory.

However, major questions remain unanswered. The proposal represents the commercial development of a natural resource within a National Park. Water is the resource, electricity is the product. The goal, for the company involved, is profit. The goal, for Parks Canada, is the reduction of expenses related to fuel costs. But should the Parks bow to such financial expedien-

cy? Is there any basic difference between this kind of development and other small-scale resource-based industries in Parks? Selective hand-logging, for example, might offer similar benefits in terms of private profit and increased Park revenues. Would we allow that? Does this development pave the way for the replacement of all diesel generators in National Parks with hydro developments?

Furthermore, does not the Parks Act say something about leaving the Parks "unimpaired for future generations"? Is building a dam, a diversion structure, diverting what the company admits will be practically *all* the water in the river during the winter months, and returning the water some distance downstream, within this mandate? There are enough tamed rivers in the country, surely those in the National Parks, at least, should remain free-flowing.

It is a difficult and complex problem. Parks Canada officials are not themselves without some qualms relating to the aforementioned questions. However, there are substantial financial rewards involved, and minimal environmental damage would result. Despite the apparent suitability of this particular project for this specific problem, dangerous precedents could be set by the development. It is time that a co-ordinated overall policy relating to such projects was articulated by Ottawa in conjunction with concerned interest groups.

### **Valhallas Named as New Provincial Park**

British Columbia's newest wilderness park, the 49,900 hectare (123,000 acres) Valhalla Provincial Park, was officially opened on Monday, May 23rd.

The new park, on the western edge of the Kootenays, was designated as a Class "A" park in February, this year. The designation provides the highest level of protection the ministry of Lands, Parks and Housing can provide for a natural wilderness area.

It includes seven major drainages, 18 miles of shoreline on Slokan Lake, three large high-country lakes, forests in which trees of all ages stand together, from seedlings to ancient cedars and fir that will never be subjected to the chainsaw, deep mossy forest floors, waterfalls, wildlife and representative ecosystems from valley bottom to mountainpeak, with much yet to be discovered and explored.

The decision for Park status was actually a reversal of a secret decision by the Cabinet to allow logging and mining in the Valhallas. This reversal was brought about by an overwhelming

critical reaction in letters, telegrams and on radio, TV and in newspaper reportage to the leaked information that the government had secretly decided to ignore their own two year study-report findings which had recommended Park status for the Valhallas based on economic data. Nonetheless, the government, in responding to this avalanche of demands from Provincial residents to preserve the Valhallas, deserves your letters of thanks: in particular you might address Tony Brummet, Minister of Lands, Parks, and Housing, and Stephen Rogers, Chairman of the Environmental Land Use Committee, Parliament Buildings, Victoria, B.C.

Colleen McCrory, Chairperson of the Valhalla Wilderness Society sees the park "as a new awakening by the public to the values of parks, wilderness, and recreation. She feels that the Valhallas represent a turning point of hope for the many other park proposals in the province still under threat from industrial exploitation. "If all of these proposed parks are added to the Parks System, it will mean only 1 per cent of our land base, bringing the Park acreage to 5.5 per cent of the province."

In the Society newsletter, the organization commits itself to "continue to actively function, as we must make sure the Valhallas are not over-developed and that a controlled kind of tourism, preserving the wilderness tone of life here, is achieved. We ask you to continue to support our work. We will be making presentations in the final stages of the Slokan Valley Planning Process to ensure that there be proper zoning and adequate planning to prevent over-commercialization. The Parks Ministry is embarking immediately on a year-long Master Plan study for the Park and we will make presentations to that. Your input is invited, either through us, or directly with Parks. Also, we have been asked to become a co-operative society with Parks to produce pamphlets, trail guides, and help in park management such as in a hut system if that is approved in the Master Plan. This will be the first such society in B.C. provincial parks. Any comments on all of this would be appreciated."

Valhalla Wilderness Society  
Box 224  
New Denver, B.C.  
V0G 1S0

### **Agreement Saves the Skagit**

*(Source: Environment Update, 1983)*

After 40 years of debate, an end is finally in sight to the Skagit valley/Ross Dam controversy.

In mid-April, details of a framework agreement between British Columbia

and the city of Seattle were announced by B.C. Environment Minister Stephen Rogers and Seattle Mayor Charles Royer.

Seattle has abandoned the plan to raise the level of the city-owned Ross Dam by 37 metres, which would have flooded the 2,023 hectare Skagit valley wilderness area. Instead, the city will pay B.C. \$21,848,000 (U.S.) per year for 35 years — the equivalent of what it would have paid to raise the dam had it borrowed money in December 1982.

In return, B.C. will supply Seattle with the power the higher dam would have generated — as much as 300 megawatts during peak use. B.C. will also pay the cost of transmitting the power from Blaine to Seattle.

The agreement also creates a \$5 million environment endowment fund —

\$4 million from Seattle and \$1 million from B.C. — to groom the scenic Skagit valley/Ross Dam area and facilitate public access to it.

Fifty per cent of the additional power called for under the agreement will come from raising B.C.'s Seven Mile Dam on the Pend d'Oreille River near Trail by five metres. This will result in the flooding of 57 hectares of "unremarkable" land in B.C. and 24 hectares in Washington State. The B.C. land is in a narrow canyon and will not require any expropriation. Escape clauses allow either party to terminate the agreement after 1996, and provide penalties should either fail to meet its responsibilities.

The framework agreement was completed February 5 but not officially announced until April. It is the result of 10 months of negotiations conducted

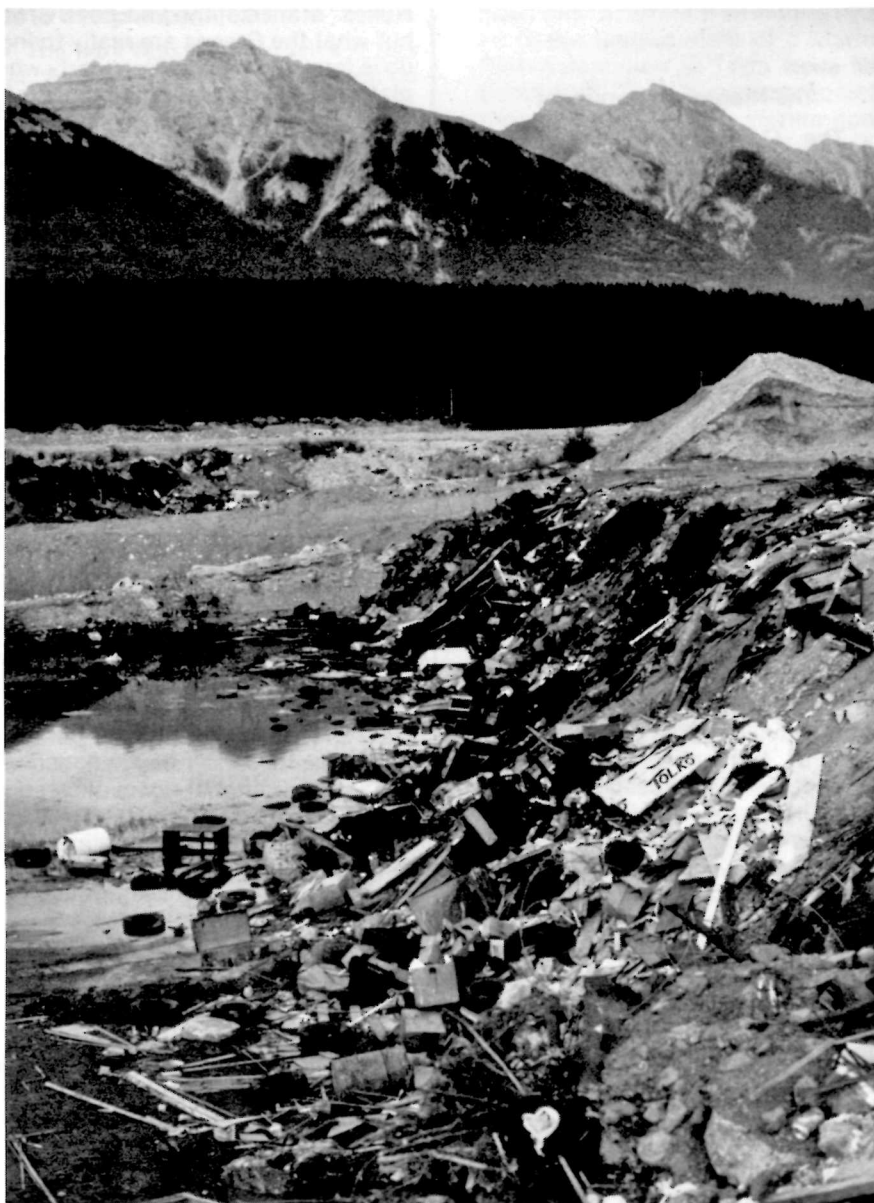
by a consultative board made up of representatives of the International Joint Commission, British Columbia, the City of Seattle, the Department of External Affairs and the U.S. State Department. This board was established following an order made by the International Joint Commission in April 1982 for a one-year moratorium on the raising of Ross Dam, to allow the two parties to reach a new agreement.

The settlement must gain formal approval from the B.C. Cabinet and Seattle before a treaty agreement is submitted to the Canadian Parliament and the U.S. Senate. Public hearings before the Seattle city council started on May 18. The treaty is expected to be in place by the end of this year.

Further information:

Paul Mitchell  
(604) 666-6058

### Blooper



Garbage dump near Banff townsite, Banff National Park, 1982.

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## Ontario

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### New Parks for Ontario

(SOURCE: *Woods, Water and Wildlife*, **ARLIN HACKMAN**, Federation of Ontario Naturalists.)

In May 1978 the Ontario Government approved a parks policy designed to protect a comprehensive system of natural areas second to none. Since then conservationists have pressed for action to fulfill this promise. On June 2, 1983 the government responded with a landmark commitment to establish 155 new parks over the next two decades.

Altogether, these areas will more than double the number of Ontario parks, increasing the total area reserved by more than 40% to something in excess of 6 million hectares. New parks are to be located in every region of the province, though concentrated in the mid-north, and in every class the policy contains. There are to be 5 new and one enlarged Wilderness Parks, 74 Nature Reserve Parks, 25 Waterway Parks, 35 Natural Environment Parks, 3 Historical Parks, and 12 Recreation Parks.

Of greatest importance, of course, is the protection which these new parks should provide for the incredibly diverse and dwindling natural heritage Ontarians share, ranging from rare plant communities and unique glacial features, to remnant herds of woodland caribou and the wilderness landscapes of virgin boreal forest.



It is still a bit early to gauge the overall public response. But preliminary reactions to this sweeping commitment among individuals and interest groups most involved in the controversy have ranged from mildly critical to largely positive. And that's good news for Alan Pope, the brash, young Minister of Natural Resources responsible for parks, who has drawn fire from northern communities for other resource decisions. Conservationists have been delighted by the quick designation of the 5 new Wilderness Parks, applauding Mr. Pope for his decisiveness and thoughtful assessment of the merits of all the arguments in mapping out a political compromise among the competing interests of resource users. At the same time, the parks package contains several disturbing features.

Ninety of the original 245 candidate parks reviewed by the government have been dropped without replacement. Many of those which remain have shrunk dramatically. Losses are particularly heavy in the south, close to population centres. But the list of deletions also includes large nature reserves in the far north and the proposed Aulneau Peninsula Wilderness Park. Since the roster of 245 areas fell far short of meeting the Ministry's own policy targets, Mr. Pope's announcement remains but the first step towards a complete park system. Then too, there is no clear timetable, or legal obligation binding the government to designate the 155 approved parks.

A second major compromise is that the government has chosen to allow, by regulation, mining, hunting and commercial tourism to expand in wilderness parks and others without apparent constraint. Only logging will be prevented. Pope acknowledges this to be a significant departure from the government's policy and it certainly flies in the face of public opinion.

It remains to be seen whether this unwarranted concession, and the prospect of recurring park management debates it raises, will be resolved in favour of proper management to protect Ontario's natural areas. But for the present at least Mr. Pope's promise makes June 2, 1983 the most important day in the history of parks. Every citizen of Ontario should feel a winner.

#### **LISA VANDERMEER**

In the MNR's June Publication *Background, Land Use Guidelines*, Alan Pope states that the biggest bone of contention during his consultation process was logging. By whittling away candidate areas (Whitewater, a 445,154-hectare Candidate Wilderness Area, now a 155,000-hectare wilderness park, was hardest hit), the Minister says that

wood supplies have been assured until 2000 A.D., "although a tight supply situation will exist...by the turn of the century." It is to be hoped that when the "tight situation" arrives, the MNR will not find a solution by sacrificing remaining Candidate Parks which have not yet reached the protected status of legislated parks.

Mr. Pope stressed the need for improved forest husbandry, for instance, by protection of forests against disease and fire, and by improving wasteful logging practices. Perhaps Ontario will also heed the Science Council of Canada's warning, and try to improve on the national figures of only 2,000 square kilometres being reseeded or replanted for every 8,000 square kilometres logged (*Globe and Mail*, April 21, 1983). Now that the province is on its way to winning its parks, we must continue to protect them from those who lust after the extractable resources that they contain.

#### **The Niagara Escarpment**

The Coalition on the Niagara Escarpment (CONE) has denounced the Hearing Officers' apparent lack of interest in or understanding of the concept of environmental planning. In May, CONE announced its intention to ask for a judicial review and a rewriting of the report to include evidence that had previously been omitted. In the past, the Davis government has made a commitment to maintaining the Escarpment as a continuous natural environment. However, if Cabinet were to base its ultimate decisions about the Niagara Escarpment on the recommendations of the Hearing Officers as they now stand, it will mean that the hopes and efforts of environmentalists over the last ten years will be in vain.

#### **Quetico Park**

After a five-year review of the Master Plan for Quetico Park, several pieces of good news have been announced. Despite pressure from local logging interests, the park will continue to be designated as wilderness, which means that no lumbering will be permitted within Quetico. Revisions to the Master Plan include a gradual phasing out of all use of motor boats, including those of Lac La Croix Band native guides. By 1984, canoe parties will be restricted to a maximum of six people, with no more than two parties to travel together.

#### **Ontario Natural Heritage League**

The Ontario Natural Heritage League was recently formed when fifteen conservation groups agreed to pool their energies in one organization

whose "purpose is to identify, acquire, protect and manage natural heritage areas." The combined efforts and resources of such groups as Nature Conservancy of Canada, Sierra Club of Ontario, Canadian Nature Federation and the Ministry of Natural Resources will be used to react quickly when valuable lands come up for sale. In addition, the League will solicit gifts of property through the Ontario Heritage Foundation. Other organizations with an interest in these important activities are asked to contact and possibly help the Ontario Natural Heritage League.

#### **The Green Party**

In the past year, The Greens of West Germany have received considerable coverage from the North American media. There are now embryonic Greens sprouting up in Ontario, as well as elsewhere in Canada. Some people might not be attracted by the "No Nukes" stance of the European Greens, but what the Greens are really trying to do is form a viable political party whose platform is built on environmental issues. By entering the political arena, the Greens are saying that the environment is every bit as significant a topic as the economy or French-language schooling.

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## **Atlantic Provinces**

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#### **Gros Morne Master Plan — Nearly Here** **HUGH McCORMACK**

In the Winter 1982 issue of *Park News* we reported that the Gros Morne Master Plan proceedings had stalled pending changes to the Federal/Provincial Agreement covering the park area. Amendments concerning park boundary changes, traditional domestic resource harvesting, special land/resource uses, fish landing and staging areas and development of public facilities have now been agreed to by both levels of government and the official plan is being "finalized" at the ministerial level.

Changes to the present boundaries involve the returning of more than 90 square kilometres of land to the Province of Newfoundland "in response to local community objectives and concerns." These concerns include preservation of domestic water supplies, domestic livestock grazing, and gravel and timber resource extraction. Most of the land to be returned to the province is located along the highway corridors

or near existing communities.

Controlled domestic resource harvesting will be permitted for all park residents who resided in the park prior to August 13, 1973. This will allow eligible persons to cut wood, snare rabbits and select wood for boatbuilding purposes from designated harvesting lands within the park boundaries. Access is to be by horse or snowmobile only.

As far as development of public facilities is concerned, Parks Canada has agreed to upgrade and repave Highways 430 and 431, develop up to 450 more campsites in various areas of the park and develop more day use areas including hiking trails. Also to be built is a heated outdoor swimming pool (with a playground/picnic facility adjoining) in the Rocky Harbour/Norris Point area. In addition plans are being drawn up for either an aerial gondola or a ground tramway to provide public access to the upland plateau.

The park master plan, once it has been "finalized" by the minister, will be in effect for the next ten to fifteen years. Parks Canada plans to monitor park use and gather further information about park resources in order that the master plan remains appropriate. The master plan is to be formally reviewed after five years and further public participation is to be invited at that time.

### **Wilderness Society Submission to the Terra Nova National Park Management Plan**

*(Source: Newfoundland Wilderness Society Newsletter, November 1982 - January 1983)*

#### **1. Park Lands**

The federal-provincial agreement (1957) by which Terra Nova National Park was established contains the following clause:

"If at any further date, the Province should require any of the lands described in Schedule "B" for the purposes of hydro-electric, or other commercial development, Canada will introduce into the Parliament of Canada such legislation as may be necessary to exclude from the Park all or any portion of said lands described in Schedule "B"...."

In addition, a second agreement made in 1957 that would allow cutting of mature timber stands away from public use areas in Terra Nova National Park.

Given such lands are integral to the Park, and that such activities would "contradict Parks Canada policy and the National Parks Act",

the wilderness society recommends that the relevant portions of the above-mentioned agreements be rescinded, so that these lands become a permanent part of Terra Nova National Park.

#### **2. Development of a Marine Park component in Terra Nova National Park**

The coastline of Terra Nova National Park, characterized by long inland sounds, is a rich marine and coastal habitat. A portion of Newman Sound has been designated as an IBP site. As well, "the offshore region of Terra Nova National Park has been identified as one of the two Natural Areas of Canadian Significance (NACS) in marine region 7, the Labrador Sea."

Given the ecological importance of these marine and coastal areas it is gratifying to know that there is a good deal of interest being expressed in the development of a Marine Park component of Terra Nova National Park. The Wilderness Society recommends that the marine component be developed. The following outline is suggested to attain this objective:

1. A biophysical resource inventory of the coast and marine areas in and adjacent to Terra Nova National Park be conducted.
2. Negotiations between the appropriate agencies of the federal and provincial governments to establish a marine component of Terra Nova National Park be undertaken.
3. Public meetings be held with the fishermen and other resource users of these waters be held.
4. The marine park component be integrated with all relevant aspects of the Park Management Plan (i.e., interpretation, trails, facilities, etc.).

#### **3. Interpretation Program**

The Wilderness Society recommends that a broadly comprehensive and dynamic interpretation program be developed for Terra Nova National Park. It is felt that if such a program is keyed to stimulate interest, the Park and its visitors will accrue the benefits of enhanced education and participation. The following points are of particular note:

- the interpretation program should be related to aspects of the Park such as biophysical features, trails, etc. Participatory activities, take-home projects are suggested. Seasonal and annual variations in the environment are

worthy of note.

- a school visit program, that would serve the local and regional schools during the spring and fall seasons should be initiated.
- the sea and coast should be components of the interpretation program.
- a Terra Nova National Park guide or handbook should be compiled. This would give an overview of the history, geography, geology and ecological habitats of the Park, the facilities of the Park, trails, rivers and ponds, flora and fauna of note, etc. The Guide would fill a much-needed void, and would be an important adjunct to the interpretation program.

#### **4. Hiking Trail Development**

At present, the trails in Terra Nova National Park are limited and of short distance.

1. The Wilderness Society recommends that "a network of trails be developed to include one along the perimeter of Terra Nova National Park which would link to shorter trails and loops.
2. *Primitive* campsites be established on the longer trails. Consideration should be given to the erection of shelters or lean-tos on these trails, that would serve for year round use.
3. The use of All terrain vehicles, skidoos, motorcycles and other off-road vehicles be prohibited on all Park trails, unless absolutely needed for trail maintenance by the Park.
4. The different users (experienced/non-experienced hikers, cross-country skiers, bird-watchers, the handicapped and others) and users of trails be recognized in the design and development of trails.

#### **5. Multiple Uses of Terra Nova National Park**

The Wilderness Society strongly favours the mandate of Parks Canada "...to protect for all time representative natural areas of Canadian significance..."

It is recognized that pressure for uses such as domestic wood cutting, hunting, roads, trails for motorized vehicles, extensive recreational facilities, etc. exists. The potential conflicts of such uses with the necessity of preservation and the encouragement of the enjoyment of this "natural heritage", must be resolved.

A comprehensive and interesting education element integral to

the interpretation program and other information "extension" efforts would aid in the mediation and resolution of these issues.

The needs for a number of the activities may result from the present *inability* of areas other than Terra Nova National Park to fulfill them, although such needs might encroach the Park's policies. For these situations, the Wilderness Society recommends that the concerns that have been requested of Terra Nova National Park be the subject of dialogue between other appropriate government agencies, Terra Nova National Park, and interested organizations.

#### 6. Communications

The Wilderness Society recommends that Terra Nova National Park establish liaisons with park users and potential user groups (i.e. the "Y") for the purposes of information exchange on Park activities and the present and potential uses of the Park.

7. The Wilderness Society recommends that scientific research compatible with the Park be encouraged.

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## General News

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### National Parks Centennial Program

(Source: Environment Canada Press Release)

Federal Environment Minister, John Roberts, today announced government approval of a \$3.2 million program of heritage conservation activities aimed at involving the public in commemorating the 1985 centennial of Canada's national park system.

While the commemoration hinges on the 1885 land reservation which became Banff National Park, the program involves all forms of natural, historical and cultural heritage. The theme, "100 years of conservation of heritage places in Canada", is designed to make Canadians aware of the total national heritage system, to stimulate a public assessment of Canada's National Parks and to encourage a sense of national unity through appreciation of the heritage which all Canadians share, Mr. Roberts said.

Parks Canada, which is part of Environment Canada, is responsible for mounting the centennial program. Activities already under way include a series of NFB films for television; touring

exhibits; publications; heritage learning programs tied to the 1985 International Year of Youth; and a major national conference on National Parks for the Fall of 1985 in Banff.

Since the establishment of Banff, the heritage system for which Parks Canada is responsible has expanded to include 29 National Parks, 69 National Historic Parks and nine Heritage Canals. Mr. Roberts said the sale of publications, posters and films through the Centennial Program will not only highlight these heritage properties but will recover program costs.

### World Heritage Nomination

(Source: Parkscan)

Nominations to the World Heritage List for 1982 emphasized concern for preservation of threatened cultural sites. Fully two-thirds of the 24 sites approved by the World Heritage Committee at its meeting in Paris last autumn are cultural sites. The historic centre of Florence, Italy, and Old Havana and its fortifications in Cuba are among the new sites. Cahokia Mounds State Historic Site in Illinois was the only North American site named to the list. Among the natural sites recognized by the UNESCO committee in 1982 were the Selous Game Reserve in Tanzania, the Lord Howe Island Group in Australia, and Tai National Park, Ivory Coast.

There are now 136 sites on the World Heritage List, including seven in Canada. L'Anse aux Meadows National Historic Park in Newfoundland and Nahanni National Park Reserve in the Northwest Territories were the first Canadian sites named to the World Heritage List in 1978. Dinosaur Provincial Park and Head Smashed-In Bison Jump in Alberta; the Burgess Shale Fossil Site in Yoho National Park, and Anthony Island Provincial Park in British Columbia; and Kluane National Park Reserve in the Yukon Territory have also been recognized as sites of outstanding universal value. In the words of UNESCO, "their value cannot be confined to one nation or to one people, but is there to be shared by every man, woman and child of the globe."

Canada's largest national park, Wood Buffalo, on the Northwest Territories-Alberta border, has been proposed as a 1983 candidate for the World Heritage List. The park contains rare and superlative natural phenomena such as the Peace-Athabasca delta, perhaps the world's largest inland delta, and protects habitat where populations of rare or endangered species still survive, including whooping cranes and peregrine falcons.

*World Heritage*, a new, illustrated booklet published by Parks Canada, describes the objectives of the UNESCO

World Heritage Convention, lists the member states, and identifies all of the 136 sites nominated to the World Heritage List. Copies may be obtained by writing to: World Heritage, Parks Canada Information, Ottawa, Ontario, K1A 1G2.

### St. Croix Island

(Source: Parkscan, Vol. 3, No. 5)

*It was difficult to know this country without having wintered there; for on arriving in summer everything is very pleasant on account of the woods, the beautiful landscapes, and the fine fishing for the many kinds of fish we found there. There are six months of winter in that country.*

Samuel de Champlain in "The Voyages of the Sieur de Champlain at Saintonge, Captain-in-ordinary for the King in the Navy."

The governments of Canada and the United States have signed a memorandum of understanding to recognize the international significance of St. Croix Island and to commemorate it as an international historic site.

St. Croix Island, the birthplace of Acadia, was the site of the first French settlement in North America north of Florida. In the summer of 1604 Sieur de Monts and Samuel de Champlain set sail from Havre-de-Grace, France, to spend their first harsh winter on this tiny island near the mouth of the St. Croix River. Severe weather and death from scurvy made life miserable for these first colonists. In search of a more hospitable climate, Sieur de Monts and Champlain moved their settlement to Port Royal the following year.

The United States' Congress recognized St. Croix Island, located on the U.S. side of the border, as a national monument in 1949. In 1969, the Historic Sites and Monuments Board of Canada recommended that the island be declared of national historic significance to Canada.

An international project team held a series of public meetings and open houses. Communities on both sides of the border expressed their support for the international commemoration of St. Croix Island.

The memorandum of understanding proposes a series of co-ordinated projects:

- interpretive and visitor service facilities on the Canadian and U.S. mainlands across from the island;
- a co-operative approach to the research and interpretation of the island's historic resources; and
- designation of the island as St. Croix Island International Historic Park.



# Reading and Reviews

**CANADA'S NATIONAL PARKS**, by R.D. Lawrence, photography by W. Curwen and N. Meers, Collins, 295 pages, 1983, \$44.95.

With 1985 being Canada's national park centennial, it is expected that books such as this will be produced to glorify our parks and guide visitors to them. *Canada's National Parks*, a coffee table style book, was written by R.D. Lawrence, a renowned wildlife writer who came to Canada in 1954 and has visited 22 of our 29 national parks. The colour photographs, over 400 in number, were taken by two British photographers on assignment. The brief text is in three parts. The introduction points out that since Banff was declared Canada's first national park in 1885, 28 more have been established and they receive 21 million visitors annually. The author declares his wish "to share the pleasure, the peace and the stimulus that are to be obtained from intimate contact with nature." While he acknowledges his intention of encouraging people to visit the parks he also stresses "the importance of conserving in a healthy state these samples of our unique wilderness" and notes that while nature must not be forced to remain static by preservation it must not be violated. Natural fires must burn if ecological processes are to be maintained but human impacts must be minimized.

Using the story of the destruction of the plains and wood bison and their subsequent protection in Elk Island and Wood Buffalo National Parks, he reveals the fragility of our environment and the value of the national parks. In a descrip-

tion of Nahanni and a trip he made down this river he reveals the magnificence of this wilderness and the rich experiences it can provide.

The largest section of text provides, in alphabetical order, a description of each park, and a list of "things to do", visitor facilities, regulations and information sources. While one can gain insight into each park and what it would be like to visit, there are some errors and surprising omissions. For example, with reference to Glacier National Park, Rogers Pass is not in the northeast corner of Glacier, Mt. Shaughnessy is not the highest peak at the north end of the Hermit Range and Mountain Creek Campsite lies east, not west of Rogers Pass. Pacific Rim National Park is not 306 kilometres west of Victoria, several plant species are incorrectly identified and the information on facilities in Pukaskwa National Park, which has now been officially opened, is out of date. It would have seemed appropriate to mention the petroglyphs in Kejimikujik National Park, and the Burgess Shales World Heritage Site, Emerald Lake and Lake O'Hara in Yoho National Park.

The final section of text is an index of 23 mammal species that may be found in some of the national parks. Given that some, such as woodland caribou, cougar and wolverine, are rarely seen by visitors, a description of some of the common bird species might have been more appropriate.

The photographs, including both panoramic and close-up views, and depicting scenery, wildlife and people were taken in all seasons and all times

of the day. There are few poor ones and some spectacular and artistic ones. Coverage of each park, again in alphabetical order, is uneven, Prince Albert meriting 36, Elk Island 22, Banff 9 and Cape Breton 7. While sunsets are popular, 6 sunset views of Elk Island seems excessive, especially given the numerous other photographs taken when the sun was at a low angle. Clearly the photographs are intended to reveal the natural elements in the parks, there being few, with the exception of one of a Prince Edward Island beach, indicative of the 21 million visitors to the parks, the cars they drive, the roads and facilities they use, and the management problems created.

Such a book attempts to be both inspirational and practically useful. It may satisfy those unable to actually visit the parks portrayed as well as provide some information for people wishing to explore new places and activities. Perhaps, however, it would have been better to produce either a coffee table book or a guidebook rather than a combination such as this.

**JOHN MARSH**

**KOOTENAY NATIONAL PARK: A TEACHER'S GUIDE:** Claudette Villeneuve 1980, Parks Canada Radium Hot Springs, British Columbia, 20 pp. Paperback.

"In some classrooms, words like ecology, adaptation or food web are only vague concepts in the minds of children."

These words are seldom translated into personal experiences of the natural world. *Kootenay National Park* provides the opportunity for students to gain these personal experiences.

*Kootenay National Park: A Teacher's Guide* presents a compact, concise pocketful of outdoor field trips for students from kindergarten to Grade 12. The scope of activities includes specific seasonal studies of animal habitat, flora, fauna, aquatic life, and bird life.

Throughout the book, each activity begins with Where, Who, When, and is supplemented with pertinent background information. Ink illustrations and photographs complement each activity. Photographs depict students actively participating in the various field trips.

In addition to the actual activities, "A Few Reminders" and "References" provide teachers with supplementary activities and materials. The booklet also includes an introduction to, and the history of, Kootenay National Park.

The Teacher's Guide, together with the expertise of the park naturalists, comprises an excellent teacher re-

source that will involve children in nature. The book stimulates and encourages teachers and students to get "out and explore a little. Take a hike, have a picnic, climb a mountain, find a scud...." The naturalists add a human quality that stimulates excitement in a worthwhile learning experience. As a teacher who has used the available resources of Kootenay National Park, I can strongly recommend the complete program offered.

**LINDA HOSHIZAKI**  
Grade 5 Teacher  
Winderemere, BC

**THE NATIONAL PARK SERVICE** by William C. Everhart. 197 pages. Illustrated with photographs. Published by Westview Press, 5500 Central Avenue, Boulder, Colorado 80301; 1983. Price \$23.50

The first edition of this book was published 10 years ago. Since then, the National Park System has more than doubled in acreage. It also has been subjected to more political manipulation than at any time since its establishment in 1916. All these happenings are included in the new volume.

Everhart describes the activities of special interest groups — from concessionaires to conservationists — who seek to influence National Park Service decision making. He examines such questions as whether the parks are indeed being "loved to death" and whether some have been turned into "rural slums."

**AT THE EYE OF THE STORM** by Ron Arnold. 282 pages. Published by Regnery Gateway, Inc., 360 West Superior Street, Chicago, Illinois 60610; 1982. Price \$14.95

This book is about Interior Secretary James Watt and the environmental groups that have opted to be his antagonists. The author, a former environmental activist, reasons that Watt is not as bad as portrayed in the news media and that some environmentalists are not as good as we might have been lead to believe.

By focusing on the forces, people, issues and dramatic events of the current environmental warfare, Arnold discusses the Interior Department before Watt and explains the competing visions of what it *ought* to be.

The book has some fairly objective analyses of various issues and events. It also has some that are not so objective. In any case it is an interesting volume that should help balance the scales against untruths and distortions that have been said and printed of Watt during the past two years.

**NATURE AND MADNESS** by Paul Shepard, 178 pages. Published by Sierra Club Books, 2034 Fillmore Street, San Francisco, California 94115; 1983. \$15.95.

In *Nature and Madness* Shepard culminates a life's work probing the elements of man's environmental ethic. Although mankind historically has enjoyed and revered the earth, Shepard attends to the darker side; our parallel urge to plunder, alter, and control the forces of nature. Shepard explores this fundamental ambivalence.

Says Shepard, "This book is about the destruction of life on planet Earth — not as a result of ignorance or greed or bad management or even wrong ideas, but by the way in which children are led to perceive the world."

**MINERAL KING: PUBLIC CONCERN WITH GOVERNMENT POLICY** by John L. Harper. 223 pages. Illustrated with photographs. Published by Pacifica Publishing Company, 6540 Fickle Hill Road, Arcata, California 95521; 1982. \$9.00. Send check to the author, P.O. Box 1046, Arcata, CA 95521.

This book relates the author's first-hand view of the Mineral King controversy of the 1960s and 1970s. It reveals the complexities involved in the epic struggle to prevent Walt Disney Productions from developing the 15,000-acre basin located in the Sequoia National Forest in California. It is a story of public land management priorities, public desires, the tug of potential economic gain, and the effect that well organized minorities can have on government activities.

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**Park News**, the quarterly journal of the National and Provincial Parks Association of Canada, aims to serve as an outlet for a variety of articles on Canadian parks that will be of interest to the general public.

In particular articles are sought on national parks, provincial parks and wilderness. However, articles dealing with conservation, municipal parks, the history of parks, foreign parks and recreation will also be considered for publication. Articles may be general or specific, theoretical or practical, descriptive or research oriented. They should be well written and researched and include references, maps and photographs where appropriate. Trip diaries, book reviews, letters, guest editorials and photo essays are also solicited.

The opinions expressed in **Park News** are not necessarily those of the Editorial staff or the Association. As a charitable citizen's group the Association is unfortunately unable to pay authors for articles and in fact welcomes appropriate advertising to offset publication costs.

At the discretion of the Editor articles may be submitted to referees for comment but no substantial changes will be made without the consent of the author.

No guarantee can be given as to the date of publication of an article and articles may be held for inclusion in an appropriate theme issue. However, authors generally will be notified regarding acceptance of an article and the intended date of publication. Articles and photographs will not normally be returned to authors, unless a stamped self-addressed envelope is provided.

Reprints of articles are not available but additional copies of each issue of **Park News** will normally be available to authors at cost.

### **MANUSCRIPT SPECIFICATIONS**

Articles should not exceed 2500 words and should be typewritten, double spaced, with a minimum one inch margin, on 8-1/2 x 11 inch paper.

Footnotes and references should be listed at the end of the article.

Black and white photographs, line drawings and sketches, minimum of post card size, are welcome. Slides may also be submitted but the processing they require may delay publication of any article they illustrate.

A short biographical sketch of the author is requested.

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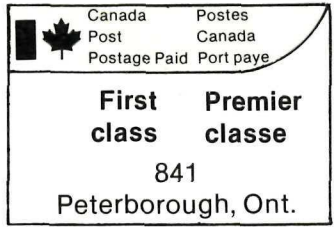
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