

BANFF-BOW VALLEY: AT THE CROSSROADS

Summary Report

Report of:
The Banff-Bow Valley Task Force:

Dr. Robert Page (Chair)
University of Calgary

Dr. Suzanne Bayley
University of Alberta

Mr. J. Douglas Cook
Taurscale Consultants Ltd.

Mr. Jeffrey E. Green
Axys Environmental Consulting Ltd.

Dr. J.R. Brent Ritchie
University of Calgary

To:
The Honourable Sheila Copps
Minister of Canadian Heritage

October, 1996

Citation:

Banff-Bow Valley Study. 1996. Banff-Bow Valley: At the Crossroads. Summary report of the Banff-Bow Valley Task Force (Robert Page, Suzanne Bayley, J. Douglas Cook, Jeffrey E. Green, and J.R. Brent Ritchie). Prep. for the Honourable Sheila Copps, Minister of Canadian Heritage, Ottawa, ON.

Enquiries concerning the work of the Task Force and requests for study reports should be addressed to:

Superintendent
Banff National Park
Box 900
Banff, AB
T0L 0C0

Ce rapport est disponible en français

Cover Photos: (from top to bottom, left to right) Parks Canada, Banff-Bow Valley Study, Parks Canada, Parks Canada, Parks Canada, Parks Canada

© Department of Canadian Heritage
ISBN

“National Parks are maintained for all the people — for the ill that they may be restored; for the well that they may be fortified and inspired by the sunshine, the fresh air, the beauty, and all the other healing, ennobling agencies of Nature. They exist in order that every citizen of Canada may satisfy his craving for Nature and Nature’s Beauty; that he may absorb the poise and restfulness of the forests; that he may fill his soul with the brilliance of the wild flowers and the sublimity of the mountain peaks; that he may develop the buoyancy, the joy, and the activity that he sees in the wild animals; that he may stock his brain and mind with great thoughts, noble ideals; that he be made better, be healthier, and happier.”

James Harkin, Commissioner of National Parks, 1911 - 1936

Dear Minister,

When the members of the Bow Valley Task Force arrived in Banff National Park, in July of 1994, we saw what most visitors see. Vast forests stretching up the slopes of towering, snow-capped mountains. A clear, cold, glacier-fed river, meandering through a lush valley. Huge herds of elk grazing by the roadside. Rocky Mountain bighorn sheep climbing impossibly steep slopes. Coyotes and the odd bear peaking warily from the forests. We saw this and, along with other visitors, marvelled at the richness of Canada's natural heritage.

But, during the two years we spent on the Task Force, we had an opportunity not given to many visitors, the opportunity to see this, the first and most famous of Canada's national parks, through other eyes. The eyes of scientists, entrepreneurs, environmentalists, and generations of Canadians for whom national parks are an intimate part of their identity. Looking at the Park in this way opened our own eyes. And what we saw, behind the seemingly endless forests and remote peaks, concerned us.

There is not one corner of this huge, protected area that has not felt the effects of human use. Five million visitors every year, two communities, a transcontinental railway, a four-lane highway, three major ski hills — this growth in visitor numbers and development threatens the mountain environment. If allowed to continue, it will cause serious and irreversible harm to Banff National Park's ecological integrity and its value as a national park. Impairing the ecological integrity and natural beauty of the Park will also weaken its attraction as a tourist destination, and the associated contribution to the local, regional and national economies.

What does this mean for the Park and for Canadians? It means that, unless we take immediate action, the qualities that make Banff a national park will be lost. We will have failed in our commitment to dedicate national parks "...to the people of Canada for their benefit, education and enjoyment...to remain unimpaired for the enjoyment of future generations." (*National Parks Act*, 1930)

Who cares? What does it matter if there are fewer bears, native fish species disappear, or spruce trees invade the grasslands? In a word — biodiversity. Simply put, biodiversity is the variety of living things with which we share our planet. It is essential to our very survival. Many scientists believe that the loss of biodiversity is the most critical issue facing the world today. National parks, as core protected areas of much larger ecosystems, are central to preserving the variety of life on earth. If we cannot respect the right of wildlife, plant species, fish and yes, even insects, to live undisturbed in places set aside for their protection, what hope do they have for long term survival? What hope do we have for our own future?

This is not to deny the economic and social importance of Banff National Park. This Park is the premier attraction in a province where tourism contributes an estimated \$6 billion to the economy annually. Superb scenery and outstanding recreational opportunities attract millions of people, many from countries around the world. This is a fundamental role that has its origins back in 1885 when the government of Sir John A. Macdonald first set aside 26 square kilometers (10 square miles) around the hot springs "as a public park and pleasure grounds." It is a role that will continue to have a place, an important place, in Banff National Park. But it cannot be allowed to put the Park's ecological integrity at risk.

Is it possible? Can Banff National Park continue as a world class tourist destination without destroying its natural environment? We think it can. It will, however, mean leaving behind the emotional and often bitter battles that have polarized opinion in the valley. People will have to put aside their traditional differences and become part of the solution. We have seen, through the Banff-Bow Valley Round Table, the willingness and ability of people, with many different interests, to work together to craft a vision for the future of the Banff-Bow Valley. This type of cooperation, locally, regionally and nationally, is the key.

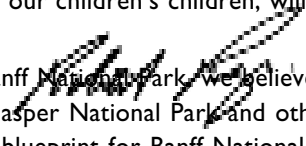
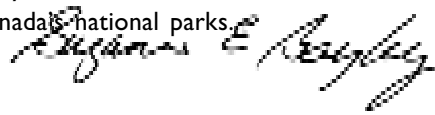
We believe that, by listening to each other's concerns, discussing the issues, and finding consensus on decisions, much will be possible. We must not be fooled into thinking we have nothing in common. We all share a pride in the Banff-Bow Valley and a concern for its future. By building on our common ground, we will protect the Park's ecological integrity and lay the foundation for a lasting tourism industry in the Valley.

The members of the Task Force understand the challenges involved. We too come from diverse backgrounds. We too see the issues differently. Task Force meetings were characterized by a frank, and often spirited, exchange of views. Through these discussions we learned from each other and discovered a common vision that allows us to unanimously endorse the actions we recommend in this report.

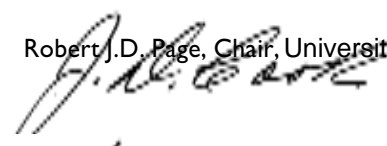
Two years of intense studying, listening and debating is only a beginning. There is much still to learn, many decisions to be taken. This document is a summary of a much larger, technical report. Yet even that report, comprehensive as it is, cannot address all the issues in the study area. Our understanding is incomplete. For this reason we must be cautious in making any decision to allow more people, facilities, activities and services. We must exercise the principles of precaution. If we are not sure a proposed development will preserve, or even enhance, ecological integrity, we must err on the side of caution. We must postpone making decisions that could harm the environment until we do know, until we are sure. Complete and naturally functioning ecosystems, a healthy environment upon which a viable, tourism industry depends, and a clean and abundant water supply are too valuable to lose.

We have called our report *At the Crossroads*. We mean this both as a warning and an opportunity. A warning that, if we continue along our present road, Banff cannot remain a national park. An opportunity to take a new road that will lead us to the desired Vision for the future. Make no mistake. This new path will not be easy. It will require courage, sacrifice, cooperation and political will — locally, provincially and federally. But the rewards will be great. As we enjoy the legacy given to us by past generations, so our children, and our children's children, will live with the consequences of the road we choose today.

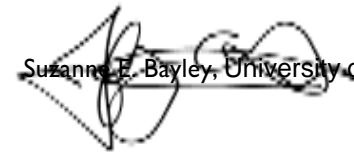
In addressing the problems of Banff National Park, we believe this government is confronting issues that will quickly be relevant for Jasper National Park and other areas of the national park system. We believe that we have provided a blueprint for Banff National Park to enter the 21st century. We wish you and your government well in your deliberation on its contents. We thank you for the privilege of contributing to the future of Canada's national parks.

Robert J.D. Page, Chair, University of Calgary, Calgary, Alberta



Suzanne E. Bayley, University of Alberta, Edmonton, Alberta



J. Douglas Quinn, Jausdale Consultants Ltd., Bridgenorth, Ontario



Jeffrey E. Green, Axys Environmental Consulting, Vancouver, B.C.

CONTENTS

Part 1 The Banff-Bow Valley Study	9
Objectives	9
Task Force	9
The Round Table	10
Public Involvement	10
Research and Analysis	11
Management Framework Review	11
Thoughts on the Process	11
Part 2 Setting the Stage:	
Context for the Banff-Bow Valley Study	12
The National Parks Act and Parks Canada Policy	12
Global Responsibilities	12
Principles and Assumptions	13
The Case for Change: Key Task Force Conclusions	14
The Road to the Present: the Evolution of Banff National Park	15
Part 3 Roadmap for the Future:	
A Vision for the Banff-Bow Valley	20
Drafting the Vision	20
Introduction	21
Core Vision	22
Key Themes	22
Values	22
Principles	23
The Task Force Responds	24
Part 4 Trends and Evidence	25
Legislation and Policy	25
Attitudes and Public Opinion	26
Human Use	26
Ecological Integrity in the Banff-Bow Valley Region	26
Part 5 At the Crossroads	27

Part 6 Issues and Recommended Actions	32
Ecological Integrity	33
Map: East Area	35
Map: Centre Area	37
Map: Northwest Area	39
Map: Southwest Area	41
Map: South Area	43
Park-wide Recommendations for Ecological Integrity	44
A National and International Tourism Destination	46
Human Use	49
Principles for Human Use Management	50
Appropriate Use and Basic & Essential Facilities and Services	51
Role of Communities	53
Commercial Enterprise	55
Park Communities	55
Transportation	57
History and Culture	59
Regional Management in the Banff-Bow Valley	61
Park Management - Delivering the Public Policy Agenda	63
Part 7 Past Travels, Future Directions	67
What could have been	67
The Decision made	67
The New Order	68
The Challenge	68
Acknowledgements	70
Bibliography	74

CALGARY

• BANFF

• CANMORE

Part 1 The Banff-Bow Valley Study

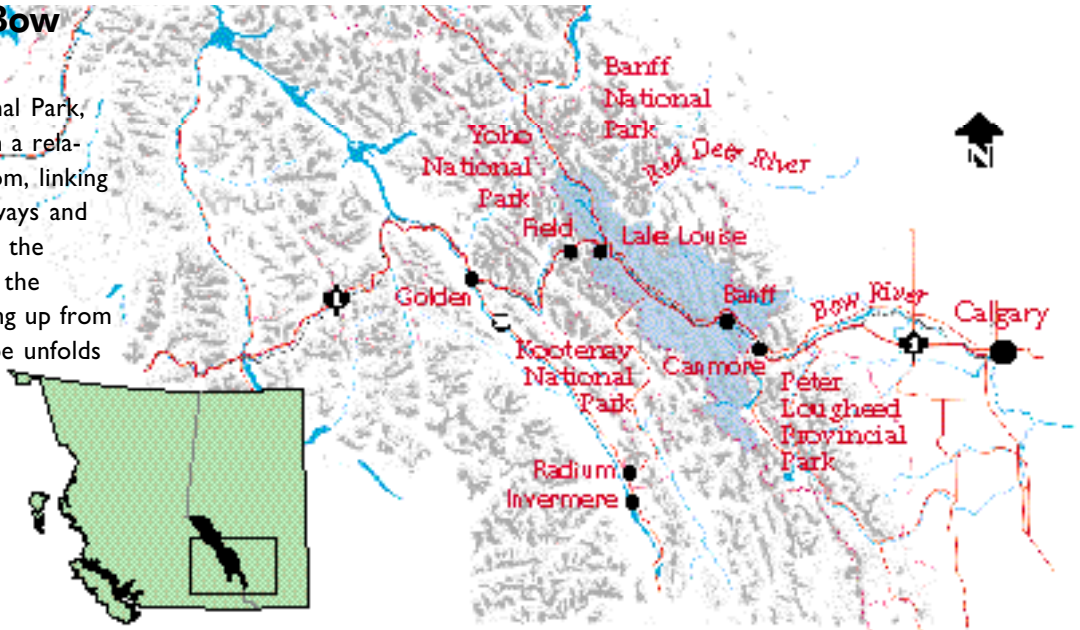
At the heart of Banff National Park, the Bow River flows through a relatively warm, dry valley bottom, linking the mountain slopes, waterways and soils in an ecosystem, rare in the Rocky Mountains, known as the montane ecoregion. Travelling up from the valley floor, the landscape unfolds through the thick forests of spruce and fir, and onto the open meadows and rugged mountain summits.

The concentration of people and facilities in this Valley has changed its dynamic ecosystem over time. Concern is growing that the area's ecological integrity, already at risk, could suffer permanent damage. This is the reason why the Minister of Canadian Heritage announced the Banff-Bow Valley Study in March 1994. In contrast to past studies, that focussed on the effects of individual projects, the Banff-Bow Valley Task Force was asked to take a wider view. It was asked to assess the cumulative environmental effects of development and use in the entire Bow River watershed within the Park.

Objectives

The Banff-Bow Valley Study had three major objectives:

- to develop a vision and goals for the Banff-Bow Valley that will integrate ecological, social and economic values;
- to complete a comprehensive analysis of existing information, and to provide direction for future collection and analysis of data to achieve ongoing goals; and
- to provide direction on the management of human use and development in a manner that will maintain ecologi-



cal values and provide sustainable tourism.

Task Force

The Task Force brought together people with expertise in ecological sciences, tourism, public policy and management.

Dr. Robert Page, chair of the five-person Task Force, is recognized internationally for his work on environment and development issues. Dr. Page is Dean of the Faculty of Environmental Design at the University of Calgary.

Dr. Suzanne Bayley is an ecologist and respected researcher with experience applying science to complex management issues. She is an Associate Professor in the Department of Biological Sciences at the University of Alberta.

J. Douglas Cook has many years of executive experience with Imperial Oil and has been involved in several national studies on the environment. Mr. Cook is the President and CEO of Taurscale Consultants Ltd.

Jeffrey E. Green is a wildlife ecologist who specializes in environmental impact assessment, development issues and policy. He is a Principal in Axy's Environmental Consulting Ltd. and Manager of that firm's British Columbia and Northern Region.

Dr. J.R. Brent Ritchie holds the professorship in Tourism Management, in the Faculty of Management, and is the chair of the World Tourism Education and Research Centre, at the University of Calgary. He currently serves as a director of the Alberta Tourism Partnership Corporation.

A five-person Secretariat coordinated administrative, professional, technical and research support for the Task Force and was instrumental in encouraging public input to the Banff-Bow Valley Study.

The Round Table

The Banff-Bow Valley Study used an approach unprecedented in the history of national parks, one that could have a profound effect on how they are managed in the future. Along with a program to obtain input from the public, the Task Force set up a Round Table to complement its work. This represented a shift from consulting the public, to asking them to share the responsibility for making decisions about their national parks.



We should endeavour to break away from a pattern of confrontation of opposite views, to a common vision of the future. A vision based on our best scientific knowledge and a shared determination to keep the unique quality of the park for future generations.

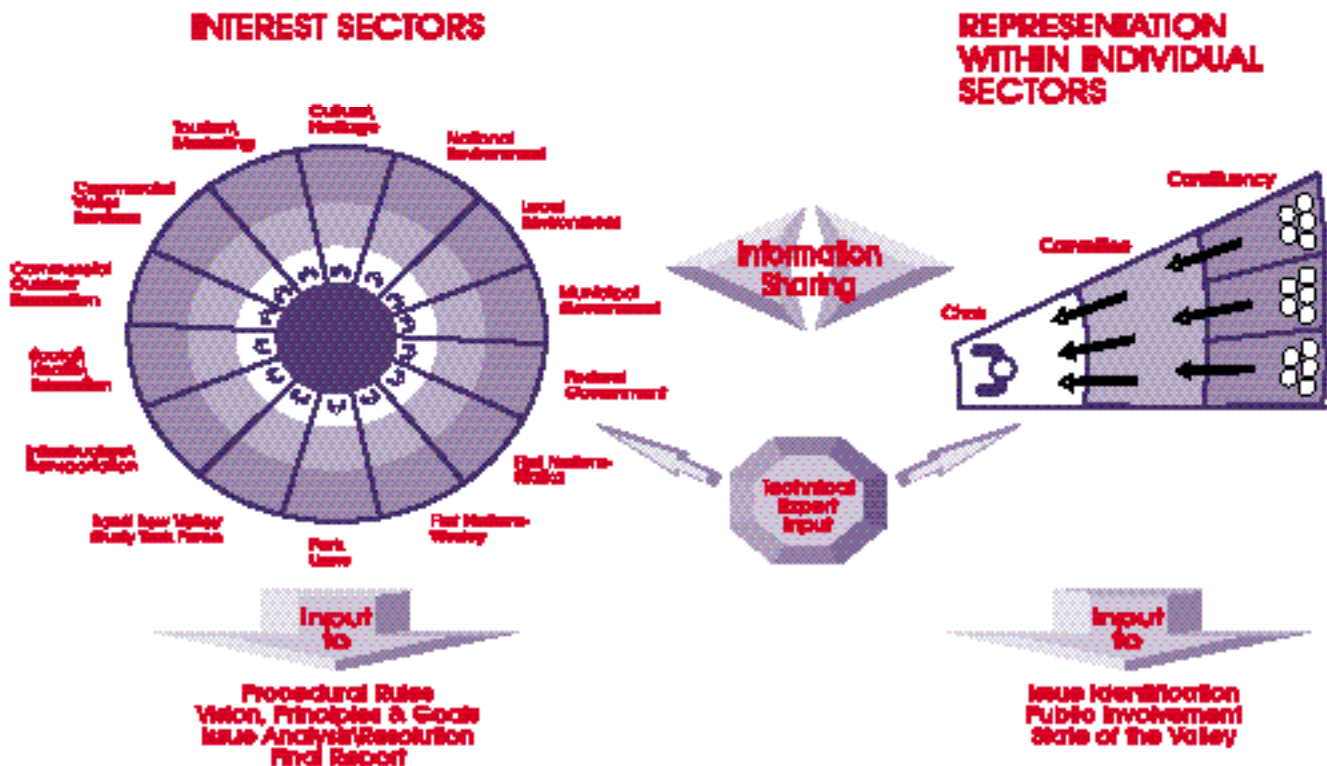
This was the challenge put to the first Round Table meeting in February 1995. A challenge to which its members responded with countless volunteer hours. They sought common ground

and used it as a foundation for the vision, principles and values that will guide the management of the Banff-Bow Valley into the next century. They looked at issues from each other's point of view, and recommended innovative and practical solutions. All recommendations that received consensus approval from Round Table members are included in the main report.

Public Involvement

The Banff-Bow Valley Study began by

asking the public how they would like to participate in the study and incorporated their ideas into its public involvement process. Interested individuals were invited to send written submissions, or make presentations in person to the Task Force or the Round Table. The Task Force received more than 261 submissions and heard 11 deputations. It also benefitted from the public involvement in the Four Mountain Parks Plan





Review.

The Task Force kept people informed about the study's progress through regular newsletters, public presentations, news releases, community television, workshops and the Internet. All Round Table meetings were open to the public; several sectors held meetings for their members in which the Task Force participated. In recognition of the Park's national importance, the Task Force augmented the extensive involvement of people in the Bow Valley with public information meetings in Toronto, Ottawa, Peterborough, Waterloo, Calgary, Lake Louise and Vancouver. Due to constraints of time and cost, it was difficult to achieve the extensive public involvement we might have liked from people all across Canada.

The Secretariat operated a storefront office in downtown Banff where the public could learn about the study, discuss concerns, provide comments or review material in the study's library. It also distributed information to more than 1,000 people on its mailing list and coordinated the public response to specific issues.

Research and Analysis

The Task Force called upon many

people to supplement its own expertise. Citizens, technical experts, consultants, governments - all contributed to a broad understanding of the environmental, economic and social factors at work in the Banff-Bow Valley. Although the two-year limit on the study made it impossible to complete much new research, the Task Force commissioned several specific studies:

State of the Banff-Bow Valley: a Compendium of Information - a look at the current environmental, economic and social situation in the Banff-Bow Valley.

Historical Analysis - what are the forces that have shaped Banff National Park in the past 25 years?

Management Framework Review

• **Governance Model Review** - a review of current management practices in the Bow Valley and in other, comparable, protected areas.

• **Development Decisions in Banff National Park** - how developments are approved and how the process could improve.

• **Review of the Research Management Framework** - how Parks Canada manages research.

• **Discussion Paper on Governance and Land Management** - an overview of leases and licences of occupation for park land.

Visitor Behaviour Research Project - an attempt to understand the impact of visitors and their activities. This project consisted of three studies:

- National Tour Association Survey
- Visitor Trail Use Survey
- Banff Tourism Industry Survey

Tourism Outlook Project - how will tourism evolve?

Ecological Outlook Project - two related studies:

• **Cumulative Effects Assessment** - an attempt to quantify the cumulative effect of land use, development and human activities on the ecosystem.

• **Futures Outlook Project** - using models to predict the effect of future growth on the environment and the economy

Identifying Appropriate Activities for Banff National Park - a survey to find out what Calgarians think about appropriate use.

The reports on all the studies commissioned by the Task Force are available from Parks Canada.

Thoughts on the Process

The combination of Task Force and Round Table, like all processes, had advantages and disadvantages. For the first time, the diverse, and sometimes opposing, interests in the Bow Valley sat around the same table and listened to each other's concerns. The Task Force hopes that this spirit of understanding will carry on and that it will lead to an improved awareness of the issues, and a better working relationship among the various groups.

Building confidence among the fourteen interest sectors seemed slow at times. Some groups and businesses were not well represented. Some chose not to become involved. However, in the end, many people took the time, a lot of time, to overcome the obstacles and find a common approach to the future management of the Banff-Bow Valley.

Part 2 Setting the Stage: Context for the Banff-Bow Valley Study

The National Parks Act and Parks Canada Policy

The work of the Banff-Bow Valley Study begins with, and is founded upon, the National Parks Act (1988) and recent policy statements, especially *Guiding Principles and Operational Policies* (1994). These documents are the product of extensive public consultation and the careful weighing of the issues by government and political authorities. To a large degree, they are expressions of the people's vision for their national parks. In spite of this clear legislative and policy framework, a long and tangled history of ad hoc decisions has given rise to many of the problems we see today in Banff National Park.

During the past three decades, national park policies have increasingly emphasized environmental protection. *Guiding Principles and Operational Policies*, the most recent statement, accords ecosystems "the highest degree of protection to ensure the perpetuation of natural environments essentially unaltered by human activity." It recognizes that ecosystems must be managed in partnership with surrounding land owners and that park management must reflect Canada's national identity and its international responsibilities.

The policy does not ignore tourism, but clearly gives it a secondary position. "While Parks Canada does not have a direct mandate for tourism, it does have a part to play in recognizing and supporting tourism's place in presenting an image of Canada to visitors, in helping to maintain a sound and prosperous economy, and in fostering sustainable development that benefits local communities." Tourism,

however, must be based on "maintaining and enhancing ecological and commemorative integrity."

In 1988, the first amendments to the National Parks Act since 1930 legislated some of the changes in policy that had taken place. Maintaining ecological integrity and protecting "intact ecosystems" became the first priority. The 1988 amendments also enshrined in legislation Parks Canada's responsibility to include public participation in management.

The Parks are dedicated to the people of Canada for their benefit, education, and enjoyment...such parks shall be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations." *National Parks Act, 1930.*

The National Parks Act and the 1994 policy statement, in stressing the ecological role of national parks, recognized Banff and Jasper townsites as anomalies in this regard. Banff National Park, with two communities, three commercial ski hills, a 27-hole golf course, a four-lane divided Trans-Canada Highway, and a rail corridor, does not conform with the intent of the Act and Policy. This is because the Banff National Park of today is the product of Canada's century-long search to define a national park and the compromises that were made along the way.

Global Responsibilities

If the Act and Policy are the national context for the Banff-Bow Valley Study, then international conventions provide the global perspective. Banff National Park is critical in helping Canadians fulfill their responsibilities under the 1992 International Biodiversity Convention, signed by Canada, in the company of 100 world leaders, in Rio de Janeiro.

Under the umbrella of the United Nations and UNESCO, the international community negotiated the World Heritage Convention in 1972 to conserve outstanding natural and cultural areas. In 1983, Canada applied to have Banff, Jasper, Kootenay, and Yoho national parks designated as a World Heritage Site under the Convention. The nomination was approved, on condition that adjacent provincial parks be included.

The International Union for the Conservation of Nature (IUCN), a Swiss-based organization, acts as an international watchdog on biodiversity and protected spaces. Senior Parks Canada officials play an important role in IUCN's Canadian activities. At a recent meeting of the IUCN's Commission on National Parks and Protected Areas, the Commission Chair, Adrian Phillips, recognized "that the cumulative environmental impact of development in the Bow Valley is cause of much concern."

Concern for the environment is not exclusive to environmental groups. Leaders of the world's most influential tourism organizations are eloquent in accepting their environmental responsibilities. In March 1995, Geoffrey Lipman, President of the World Travel and Tourism Council stated: "The

environment is our core asset, the key component of product quality, and an increasing priority of our consumers.”

In Canada, the Tourism Industry Association (TIAC) and the National Round Table on the Environment and the Economy have jointly developed a Code of Ethics and Guidelines for Sustainable Tourism.

Given our national endowments, which include 20% of the world’s wilderness, 24% of its wetlands, 20% of its fresh water, 10% of its forests - all for the benefit of 0.5% of the world’s population - it is now time to demonstrate our trusteeship to the international community. In recent years our stewardship has been subject to increasing international scrutiny. If we fail to meet international environmental expectations, we can expect added complications in other areas of foreign policy such as trade (Christie 1995).

Principles and Assumptions

A series of principles and assumptions provided an essential foundation for the Banff-Bow Valley Study. In fairness to the reader, we wish to state these clearly at the outset. They evolve out of our mandate, the National Parks Act, and Parks Canada’s Guiding Principles and Operational Policies.

1. The paramount principle behind our work is maintaining ecological integrity. This reflects the provisions of the National Parks Act and Parks Canada’s Guiding Principles and Operational Policies.

2. National parks are the creation and the property of the people of Canada; they serve clear national goals for the benefit of all Canadians.

3. Canadians have a responsibility to protect their national parks for the benefit of future generations.

4. We recognize that certain social and economic needs can, and should, be met in the Park; however, meeting these needs cannot erode ecological integrity.

5. Our report is based on well known and internationally accepted principles of conservation biology, including the principles of precaution.

PRINCIPLES OF PRECAUTION: As the name implies, these principles emphasize the need for care and caution when changes to the natural environment are contemplated. This is particularly important when scientific understanding of a natural system is incomplete or when an area is unusually susceptible to damage. In national parks, set aside by Canadians for future generations, the principles of precaution are especially important.

A commonly accepted set of premises are the basis of the principles of precaution:

- nature is valuable in its own right;
- governments must be willing to take action in advance of full, formal, scientific proof;
- people proposing a change are responsible for demonstrating that the change won’t have a negative effect on the environment;
- today’s action are tomorrow’s legacy; and
- all decisions have a cost. Exercising caution may mean some people must forgo opportunities for recreation or for profit.

6. Ecosystem-based management means that issues must be dealt with in a wider context than just Banff National Park and within a time frame that spans political and ecological time scales, as well as immediate needs.

7. The sciences play a critical, ongoing role in guiding park operations and management.

8. Parks Canada’s regulatory role in enforcing the National Parks Act and Parks Canada’s Policy, on behalf of all Canadians, cannot diminish. In the execution of this role, the public should be involved to the greatest degree possible.

9. Commercial visitor services have played, and will continue to play, an important role in the regional and national economies and in enhancing an understanding of ecological integrity.

10. There is an ecological advantage to concentrating visitor services.

11. Commercial operators who provide high quality and ecologically appropriate visitor services have a right to expect consistency, security, and a reasonable return on investment.

12. The opportunity to operate a business in a national park is a privilege. People must recognize that businesses inside the national park cannot expect to enjoy the same conditions as they would outside the Park. For example, businesses in the Park have a responsibility to contribute to the mandate of the national park.

13. Visiting Banff National Park should be a rewarding experience.

14. There must be fair and equitable access to the national park for as many Canadians as is consistent with ecological integrity.

15. We recognize and respect the historic and traditional uses of Banff

National Park that are consistent with ecological integrity.

16. The Town of Banff and the Hamlet of Lake Louise exist solely to provide essential and basic services for park visitors.

17. The impact that development outside the national park has on park ecosystems must be kept to a minimum.

18. Given the significance of the national transportation corridor to the Canadian economy, and the current lack of alternatives, its existence must be accommodated.

19. Businesses and residents affected by changes must be treated fairly.

20. People who use the national parks, including visitors, residents and commercial operators, must contribute, through user fees, to the cost of providing and maintaining facilities and services provided for their exclusive benefit. Taxpayers will continue to support those activities that benefit all Canadians.

21. In implementing our recommendations, collaborative and voluntary initiatives should be used in preference to punitive approaches.

The Case for Change: Key Task Force Conclusions

Given the above principles and assumptions, and our own intensive work over the past two years, the Task Force has come to the following conclusions:

1. While Parks Canada has clear and comprehensive legislation and policies, Banff National Park suffers from inconsistent application of the National Parks Act and Parks Canada's Policy. Some of the explanation lies in the evolution of Banff National Park, some in ad hoc decision-making, and some in weak political will in the face of a range of interest-based lobbying.

2. Despite the fact that ecological integrity is the primary focus of the National Parks Act and Parks Canada's Policy, we have found that ecological integrity has been, and continues to be, increasingly compromised. Park management, human use, development, the highway and the railway have contributed to this situation, despite well-intended remedial actions. We will present evidence to support this statement and recommend steps to restore ecological integrity.

3. While scientific evidence supports conclusion #2 above, a significant percentage of the population, find it difficult, based on the beauty they see, to understand the ecological impacts that have occurred.

4. The current rates of growth in visitor numbers and development, if allowed to continue, will cause serious, and irreversible, harm to Banff National Park's ecological integrity. Stricter limits to growth than those already in place must be imposed if Banff is to continue as a national park. Growth also threatens the Park's cultural importance and its ability

to inspire not only artists, but all Canadians. The built heritage that gives the Town of Banff its cottage atmosphere is disappearing fast under the pressure for new construction.

5. More effective methods of managing and limiting human use in Banff National Park are required. This will involve adjustments by visitors, residents, the tourism industry, park management and adjacent jurisdictions. While recognizing the need to manage growth in the number of visitors, restricting access should not replace creative visitor management programs that would allow more visitors to enjoy the Park, while maintaining ecological integrity.

6. To maintain natural landscapes and processes, disturbances such as fire and flooding must be restored to appropriate levels in Banff National Park.

7. There are existing anomalies in the Park, such as the Trans-Canada Highway, the Canadian Pacific Railway, and the Minnewanka dam. In their continued existence, they must update their designs in accordance with the most advanced science, and ecological and engineering practices.

8. We are proposing the refocussing and upgrading of the role of tourism. Tourism in Banff National Park will, to a greater extent, reflect the values of the Park and contribute to the achievement of ecological integrity. There will continue to be many attractive and profitable economic opportunities for sustainable tourism.

9. We acknowledge that mountain tourism in Alberta will continue to expand. Any new, related facilities will have to be located outside national

park boundaries. In coming to this conclusion, we have been sensitive to Banff National Park's place in the regional ecosystem and understand that these developments will affect this ecosystem. The Task Force feels that regional coordination is essential and must start with discussions between senior officials of each of the jurisdictions.

10. Current growth in the number of residents, and in the infrastructure they require, is inconsistent with the principles of a national park. Revisions to the General Municipal Plan for the Town of Banff must address these inconsistencies and the need for limits to growth. Growth management must continue in the Hamlet of Lake Louise, and in other residential and commercial areas in the rest of the Park. In some areas, facilities must be downsized, relocated or removed.

11. Public scepticism and lack of trust in the decision-making process have led to a polarization of opinion. We are recommending new forms of broader based public involvement and shared decision-making, with clear links to Parks Canada's decision-making and accountability. Such involvement will address national, regional, and local interests.

12. Visitors must be better informed about the importance of the Park's natural and cultural heritage, the role of protected areas and the challenges that the Park will face in the third millennium. It is also important for visitors to understand both the value and the cost of ecological integrity, so as to promote feelings of greater personal responsibility and steward-

ship. Improvements in education, awareness, and interpretation programs are required.

13. Improvement in Parks Canada's management is central to the successful future of Banff National Park. This should begin with a comprehensive revision of the *Banff National Park Management Plan*.

14. Current allocation of funding is inadequate to meet the requirements for maintaining ecological integrity and visitor management.

The Road to the Present: the Evolution of Banff National Park

The issues in the Banff-Bow Valley stem from the Park's unique and complex history. Current tensions have not suddenly emerged, but are a product of economic, social, environmental, and political forces that have shaped the Bow Valley over time. This report cannot do justice to the Park's 110 year history; it merely seeks to place some central issues within a historical context. For a more detailed look back on the Park, we refer readers to the many reputable historical accounts that are available, and to the historical analysis prepared for the Banff-Bow Valley Study by Walter Hildebrandt (1995).



First Nations

The people of Canada's First Nations have visited the Banff-Bow Valley for 10,000 years. In fact, one of the first impacts of humans on the local ecology was the use of fire by Native People to create grasslands for grazing. Today the Siksika Nation is negotiating a timber claim at Castle Mountain with

the federal Department of Indian and Northern Affairs, a negotiation outside the mandate of this study. The Task Force urges a speedy resolution to these ongoing negotiations.



A National Transportation Corridor: the CPR and the Trans-Canada Highway



The decision to route the CPR through the Bow Valley in Banff National Park was the most important economic and ecological decision in the history of the area. As Pierre Berton stressed in *The Great Railway*, the CPR became the symbolic linchpin of the nation, and the mountain parks, led by Banff, became part of this national dream.

Canadian Pacific's economic dominance of the Bow Valley today is a natural product of its history and its entrepreneurial instincts. When railway workers came upon the Banff hot springs, CP quickly grasped their tourism potential, and, in 1887, proceeded with construction of the first Banff Springs Hotel. As General Manager Cornelius Van Horne put it, with his usual clarity: "If we can't export the scenery, we'll import the tourists."

From the beginning, CP sought to make Banff National Park a world class destination that would meet the standards of the elite of Europe and North America. These standards could best be imposed through government regulation. As a result, the Conservative government of Sir John A. Macdonald reserved 26 square kilometers (10 square miles) around

the hot springs and the national park system was born. The railway opened the way for tourism and tourism opened the way for the national park, before it would have been established for conservation reasons.

While tourism triggered the founding of Banff National Park, interest in conservation emerged quickly. With urbanization and industrialization, Canadians took a new interest in nature and natural resource conservation. In introducing the National Parks Act of 1911, the Minister stressed the key principle that has carried down to the present day, "There will be no business there except such as is absolutely necessary for the recreation of the people." — an early definition of appropriate use.

With the completion of the Trans-Canada Highway in the 1960s, Banff National Park acquired a second transportation corridor through the Bow Valley, a corridor that continues to expand today. During the Banff-Bow Valley Study, Phase IIIA of the twinning of the Trans-Canada Highway began. Issues associated with the highway continue to challenge park managers and their ability to protect ecological integrity.

National Identity and National Involvement

Banff National Park has always been a powerful image in the search to define Canada's identity. From the 1880s, the national park became a mecca for Canadian artists seeking to capture its aesthetic beauty; some of the most powerful canvasses of the Group of Seven were painted here. This ability to inspire was not limited to artists. James Harkin, the first Commissioner of National Parks, liked to quote John Muir, the American writer, "The tendency nowadays to wander in wilderness is delightful to see. Thousands of tired, nerve-shaken, overcivilized people are beginning to find out that going to the mountains is going home; that wilderness is a necessity and that mountain parks and reservations are useful, not only as fountains of timber and irrigating waters, but as fountains of life."

Year-round Tourism



Banff National Park remained primarily a summer destination until the 1960s, when public interest in skiing increased. Once again, Canadian Pacific was the industry leader. Ivor Petrak, of the Banff Springs Hotel, envisioned the Park as an all-season resort and convinced his superiors to refurbish CP's mountain hotels. The public response justified the company's strategy, and, by the mid 1980s, many facilities were open year-round. This

brought its own difficulties for wildlife, as more visitors began to arrive during fall and spring, the sensitive mating and birthing seasons.

Appropriate Use and the Winter Olympics

Between the mid 1960s and mid 1970s, a vigorous and outspoken environmental movement emerged in Canada. In this climate, Lake Louise Ltd. and Imperial Oil, with the support of Parks Canada, launched a bid for the 1972 Olympics that touched off a bitter and public controversy. The controversy caused the federal government to convene public hearings and, eventually, the Minister responsible for national parks, the Hon. Jean Chrétien, rejected the proposal. Following this successful challenge to their stewardship, Parks Canada lost credibility and the debate over appropriate use in national parks had begun. The skiing issue was symbolic of a much deeper public concern about appropriate use in national parks that included issues such as crowding, new hotels, highways, golf courses, and shopping facilities.



Governance

Governance is at the centre of the current issues in dispute. Park managers, caught between the aspirations of environmental organizations and of the business community, allowed both groups to proceed with their plans and expectations. Parks Canada backed away from addressing the contradictions between the two positions and let each feud with the other in public. When the tensions threatened to get out of hand, the Minister appointed the Banff-Bow Valley Task Force.

Environmentalism and Tourism

Tourism, the fastest growing industry in Alberta, plays a central role in the province's economic strategy. Banff National Park is being marketed internationally as never before, and tourist operators in the Bow Valley are looking ahead to steady growth and adequate return on their investment. They believe they have every reason to expect support from Parks Canada in this continued expansion.

On the other side, the environmental movement has also grown in strength and influence. These groups want to see Canada avoid the extensive ecological damage that many American national parks have experienced as a result of large numbers of visitors and development.



The Town of Banff and the Hamlet of Lake Louise



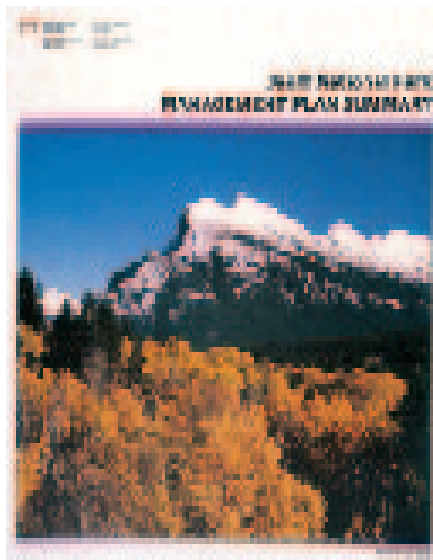
The Town of Banff is an urban anomaly in a natural landscape. After lengthy negotiations, an Incorporation Agreement, signed in 1990, granted municipal status to the Town. Banff now has a Mayor and an elected Council. With a total population that already exceeds 7,600, many predict the Town of Banff, with no change in its boundaries, will soon qualify for city status.

The results of a survey in the spring of 1996 indicated that, while most residents in the Town of Banff support tourism, they also oppose further commercial expansion (Praxis 1996). It is interesting that, despite their opposition to commercial expansion, respondents showed support for residential growth. There is some inconsistency in

these responses, given that residency in Banff National Park requires employment in the tourism sector.

Most people agree on the need for limits to growth, but there is no clear consensus on the means to achieve those limits. Clearly, the current rates of growth are not sustainable within a national park and the future of this urban anomaly must be addressed.

The Hamlet of Lake Louise, with its current growth management plan, is also under pressure with regard to affordable family housing and community services.



Approaches to Park Management

Beginning in the 1980s, national parks sought new means of integrating ecological science and management. While Parks Canada generated considerable scientific information, the emphasis was on specific issues, not on the evolving picture of the ecosystem. Ecologists and environmental scientists have long studied the interactions between species and the impacts of humans on functioning ecosystems. Now they seek to integrate these approaches and to apply them to park management under the label of ecosystem-based management. Among other benefits, this approach promised a more holistic approach to national park management.

While Parks Canada remains commit-

ted to ecosystem-based management, it will require a new type of manager to understand, and cope with, interdisciplinary variables and ambiguity. It will also require more human and financial resources for research and analysis than Parks Canada can currently afford. Nevertheless, it remains a fundamental step in the right direction. National park management must rely on sound ecological and social science. Without this, it will continually be forced into tradeoffs that further compromise the Park's ecological integrity.

In the 1990s Parks Canada approved the National Business Plan, 1995/96 - 1999/2000. Because of continuing budget cuts, the end of Green Plan funding, and the general downsizing of the government, Parks Canada could no longer finance many traditional park services and, at the same time, honour their commitment to complete the national park system. The Business Plan proposed to double revenue from \$35 to \$70 million, through fee increases, user pay policies, and new profit-based enterprise units.

The Business Plan represented a shift in philosophy from public service to entrepreneurship. In the minds of some critics, this raises the possibility that revenue generation will now become the priority, eroding the commitment to ecological integrity. Parks Canada's position is a difficult one; there are no easy answers. Revenue must increase. However, the people of Canada have stood by their national parks through wars and depressions. They have done this because they are committed to an ideal. In the current crisis, this historical foundation of national parks should not be lost.

In the management approaches outlined above, we see two visions for



the future. One has a heavy emphasis on protection, the other on revenue generation. While they are not mutually exclusive, they do reflect serious differences in philosophy and management.

Choosing a New Direction

The Task Force has struggled, in the face of arguments for short term expediency reflecting one interest or another, to find long term solutions that are in the best interests of all Canadians. We believe Banff National Park is clearly at a crossroads and changes must come quickly if the Park is to survive. The challenge is great and the urgency for action is clear. Throughout our study, people clearly stated their belief that, if this crisis is not resolved in Banff, it will spread throughout the entire national park system. Given the importance of national parks to our environment, culture, recreation, economy and national identity, we must find the political will to act decisively in the interests of all Canadians.

Part 3 Roadmap for the Future: A Vision for the Banff-Bow Valley

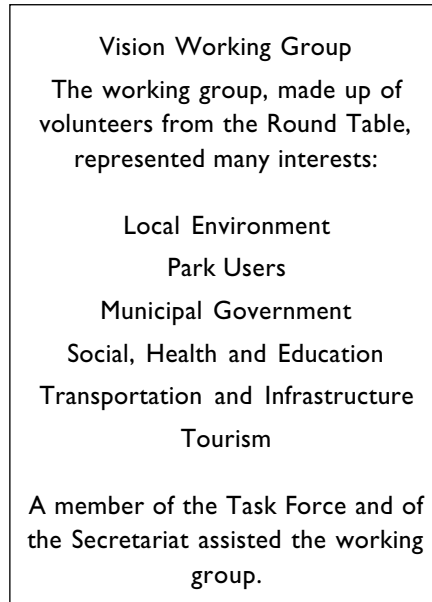
The first objective of the Banff-Bow Valley Study was “to develop goals and a vision for the Bow Valley in Banff National Park that bring together ecological, social and economic values.” In the *Fifth Discipline*, Peter Senge observes that, “Few, if any forces in human affairs are as powerful as a shared vision.” By crafting a vision of the world we seek for ourselves and for the generations who will follow, we take responsibility for the future. We trace a roadmap we can use to chart a direction, and to check that our day to day activities contribute to our long term hopes for the future. This was a task entrusted to the Banff-Bow Valley Round Table.

Drafting the Vision

Vision Working Group

Throughout the summer and fall of 1995, an eight-person committee of the Round Table met regularly to assemble information and prepare drafts of the vision. The Round Table discussed and revised these drafts.

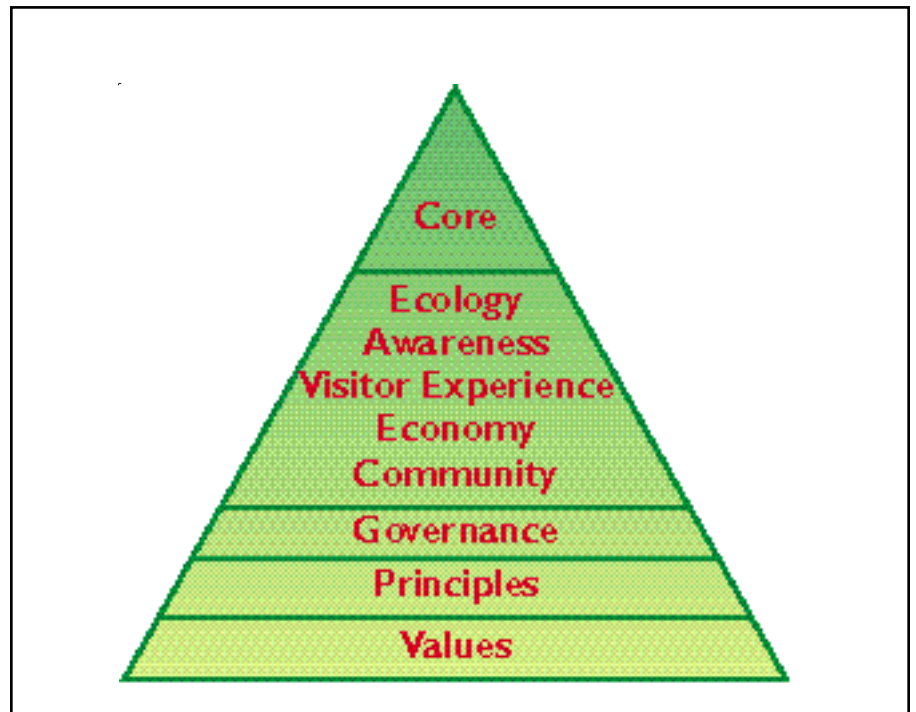
At every stage in the process, the working group tried to ensure the interests of everyone were fairly and accurately represented. In their eyes, “The heart of the vision is not in the words but in the spirit of cooperation and collaboration in which they were written.” It would be difficult to overstate the importance of this collaborative process. A shared vision can be a strong motivational force. It has, however, little hope of success if all interested parties do not believe in it or commit themselves to achieving it. As the process neared its final stages, the Task Force invited comments from as many Canadians as possible on the draft vision.



Understanding the Vision

The Round Table Vision consists of five elements.

- 1. Introduction** - provides background information about the context in which the vision evolved.
- 2. Core Vision** - describes the desired future for the Banff-Bow Valley. This is the heart of the document.
- 3. Key Themes** - expand on the core vision by developing key messages in detail.
- 4. Principles** - guide the people responsible for making decisions about the valley.
- 5. Values** - anchor the vision.



The Round Table's Vision

In December 1995, the Round Table unanimously agreed to submit the following vision to the Task Force.

INTRODUCTION

The Bow Valley in Banff National Park is the birthplace of Canada's national park system and the second national park in North America. In just over a century since the first reserve was set aside, the valley has become the focal point for human activity within a block of mountain parks and a cornerstone for the tourist economy of western Canada.

At the same time, the Bow Valley is the ecological heart of a larger ecosystem that extends far beyond the legislated boundaries of the national park. It contains the major elements of biological diversity in a region where most human impacts have been concentrated in biologically significant areas. It provides vital connections to the foothills, plains and north-south expanse of the Rocky Mountains, and has been recognized as a part of a World Heritage Site.

For more than 10,000 years prior to European settlement, people visited and utilized the Bow Valley on a seasonal or semi-permanent basis and their presence played a role in the evolution of the valley ecosystem. Yet, when it was selected as the route for the Canadian Pacific Railway in the early 1880s, the valley was still part of a vast wilderness that covered much of western North America.

The coming of the railway and the establishment of the park heralded the first permanent human presence in the Bow Valley. The pace of change accelerated, parallel with similar processes around the world, as civilization transformed the wilderness.

Today, dramatic change to the nature of the valley caused by humans is measured in years or decades, not millennia or eons.

Banff is the foundation park in a system intended to represent the diversity of Canada's natural heritage. It is managed and protected under the National Parks Act and Policy, which have evolved in accordance with growing public concern within Canada and throughout the world over a diminishing base of wild land.

Yet the history of the Bow Valley within the Park has produced a unique situation with respect to the kind and amount of human activity. Certain facilities and developments within the valley that were acceptable in the early decades of the Park's existence, are not considered appropriate in national parks today. The national transportation corridor, including the Canadian Pacific Railway and Trans-Canada Highway, runs through the valley. Accessibility has contributed to the valley's popularity as a visitor destination and to growth within the Town of Banff. Today, the Town is an incorporated municipality on leased land within the park and the largest visitor centre in any North American national park. Social, economic, and ecological values interact in a complex web of relationships.

The Minister responsible for parks has recognized that the growth in numbers of visitors to the Banff Bow Valley and the need for expanded or enhanced facilities have heightened the concerns of Canadians that the ecological integrity of the park should not be undermined. In his address to the Banff Bow Valley Round Table in February, 1995, the Minister stated that:

We urgently need a common vision in the Bow Valley. But we cannot come to a common vision unless we work together. Whether we are environmentalists or business people, park administrators or concerned citizens, we will be more successful in working with interested parties and building upon our common ground, rather than becoming divided because of our differences. Canadians, and Albertans in particular, share an intense pride in the quality of life in the Banff Bow Valley. This pride reflects a desire to achieve and maintain a healthy balance and sense of community. Many area residents believe that the current state of the Park serves as a strong argument for striking a balance between measures to ensure maintenance of ecological integrity and sustainable tourism. They support such mechanisms as continuing to preserve park ecosystems and managing resources in partnership with surrounding jurisdictions. Their concerns underscore the need to conduct consultations to thoroughly and objectively examine the many issues and to make recommendations concerning the long-term management of the valley.

In response to these considerations, the Minister has ordered a major study of the Banff Bow Valley to be conducted by a Task Force of independent experts. The Task Force established a Round Table representing the broadest possible range of interests in the Banff Bow Valley and asked the members of the Table to prepare a vision statement.

This vision is the culmination of a collaborative effort by a large number of Canadians to whom the Banff Bow Valley is of great importance. The heart of the vision is not in the words but the spirit of cooperation and collaboration in which they were written. At a crucial time in the life of the valley, it is an attempt to reflect on the past, understand the present, and imagine the future.

CORE VISION



The Bow Valley in Banff National Park reveals the majesty and wildness of the Rocky Mountains. It is a symbol of Canada, a place of great beauty, where nature is able to flourish and evolve. People from around the world participate in the life of the valley, finding inspiration, enjoyment, livelihoods and understanding. Through their wisdom and foresight in protecting this small part of the planet, Canadians demonstrate leadership in forging healthy relationships between people and nature. The Banff-Bow Valley is, above all else, a place of wonder, where the richness of life is respected and celebrated.

KEY THEMES

The Bow Valley in Banff National Park is a living example of the way in which ecological values are protected while appropriate kinds and levels of human activity are welcomed.

Within the valley, natural systems and all their component native species are free to function and evolve. The Bow Valley supports and is supported by the natural systems of the region



around it.

The Bow Valley in Banff National Park is available to all Canadians and international guests, who wish to participate in a diverse range of appropriate activities. They treat the park with respect. The quality of the natural environment is fundamental to the visitor experience, which is enriched by the quality of services provided.

Understanding the value of our National Parks is a part of being Canadian. Education and awareness about national park values, ethics, natural and cultural heritage, and services are provided both within and beyond the boundaries of the Park. Introduction to this knowledge is a fundamental part of each visitor's experiences.

A healthy economic climate, based on the heritage values of the Park,



contributes to national, provincial and local economies. Businesses evolve and operate along aesthetically pleasing and environmentally responsible lines. Innovative ideas, designs and technology are emphasized when providing services including education, transportation, waste management, and other infrastructure.

Federal, provincial and municipal

authorities cooperate in protecting and managing the National Park and regional ecosystem. To achieve this, they nurture cooperation with businesses, organizations, and individuals. Public participation processes contribute to open, accountable, and responsible decision-making. Principles of precaution are exercised when the effects on the ecosystem are uncertain.

Laws and regulations affecting the economy and the environment are consistent and predictable. Enforcement of regulations is consistent for all.

Communities in the Bow Valley are healthy and viable and are leaders in the quest for environmental and cultural sustainability. Residents are hospitable and pride themselves in accepting their responsibility for protecting and sharing this natural and cultural heritage for the benefit of present and future generations.

VALUES

As Canadians concerned about the future of the Banff Bow Valley, we are guided by these fundamental values:

- The value of exercising restraint and self-discipline today, for the sake of future generations
- The value of nature in and of itself
- The value of nature to human experience
- The value of National Parks as protected areas
- The value of Banff National Park for all the people of the world as a World Heritage Site
- The value of the Banff Bow Valley for its essential ecological role in the context of the park and the larger ecosystem
- The value of the Banff Bow Valley,

including the national transportation corridor, to the national, regional and local economy

- The value of safe, healthy, and hospitable communities
- The value of culture and history
- The value of open, participatory decision-making
- The value of equal opportunity for a sense of wildness and a range of quality park experiences
- The value of predictable, consistent and fair regulation
- The value of competent, accountable management
- The value of national parks to Canadians' sense of identity
- The value of wilderness preservation to Canada's image around the world
- The value of respect for others
- The value of freedom of access
- The value of education, enjoyment, and other park related benefits of the Bow Valley to visitors

PRINCIPLES

The following principles guide all actions by government, business, communities, and the public.

- All actions, initiatives and programs undertaken to realize the Vision are implemented in full accordance with the spirit and requirements of the *National Parks Act*, *Parks Canada's Guiding Principles and Operational Policies*, and the *Town of Banff Incorporation*



Agreement.

- Standards are defined, enforced, and reviewed so as to ensure the maintenance of Ecological and Commemorative Integrity.
- Regulation and decision-making are responsive, open, participatory, consistent, and equitable.
- There is individual and shared responsibility to provide for protection and preservation of heritage resources, including buildings, within the Park.
- Proactive, adaptive, and precautionary management take into account cumulative effects and limits to growth in recognition of the finite nature of the Valley.
- Services and opportunities that provide high quality, affordable park experiences from front country to wilderness and that enhance understanding of national park values are stressed.
- Stewardship, based on sound science, is practiced through environmentally sensitive management, mitigation, and restoration.
- Education and experiences foster knowledge and understanding of the Banff Bow Valley, its role in the larger ecosystem, and as part of a national park and a World Heritage Site.
- Educational opportunities are provided to foster understanding, appreciation, and respect for local culture.
- Integrity and common sense underlie all decision-making.
- Economic analyses include consideration of natural, social, and cultural assets.
- Only kinds and levels of activities, facilities, and services that are appropriate to Banff National Park are permitted.



- Marketing and communications programs are designed to develop a knowledge and understanding of Banff National Park, including expectations and limitations and reach out to all.
- There is recognition that people enjoy and learn about nature in a variety of ways.
- Residents within Banff National Park act in accordance with Park values, have a need to reside, and understand their ethical responsibilities to the rest of Canada.
- The geographic area of the Town of Banff will not change, although the boundaries may be adjusted to achieve the goals of ecological integrity.
- New communities are not developed within Banff National Park; the only communities that exist are the Town of Banff and the Lake Louise Visitor Centre.
- The unique culture and history of the Bow Valley is preserved and presented.
- Planning and decision-making are coordinated on a regional basis.
- The national transportation corridor is maintained and improved.
- Partnerships are encouraged subject to appropriate checks and balances.
- There is a shared responsibility to achieve ecological, social, cultural, and economic sustainability.



The Task Force Responds

Crafting a vision for the Banff-Bow Valley was a historic undertaking. Looking to the future is never simple. There are many unknowns. In most cases, the task is made easier because the people drafting the vision start from a common position. While it is true that the Round Table sectors are united in their concern for the future of the Banff-Bow Valley, they see that future from very different points of view. In spite of this, these people worked together on something never before attempted - a multi-stakeholder Vision for the Banff-Bow Valley.

In the words of the Round Table “the shared decision-making process adopted by the Table was slow and difficult. Moments of frustration encompassed everyone involved, but were countered by hard work and good faith...hours of exploring differences in a search for agreements have allowed participants to gain a better understanding of what is truly important to them and to others.”

The results of these hours of hard work speak for themselves. For the

first time, the Banff-Bow Valley has a multi-stakeholder vision that will anchor the park as it faces the future. The Task Force accepted this vision, endorsed by all the sectors represented at the Round Table in the spirit in which it was presented - “not as the end of something, but as the beginning.”

The vision provoked thought and served as a reminder that lasting solutions depend on a holistic approach that involves everyone in the Valley, in the country and indeed around the world. The Task Force used the vision, along with other documents such as the National Parks Act and Parks Canada’s Guiding Principles and Operational Policies, to further analyse the situation in the Banff-Bow Valley and to draft recommendations that will help the desired future become a reality.

Part 4 Trends and Evidence



A study the size and complexity of the Banff-Bow Valley Study must be based on sound, credible information. Time and budget limited the Task Force's ability to carry out original research. Instead, we relied heavily on many different information sources including Parks Canada's extensive research, surveys and studies carried out by other federal government agencies and the provinces of Alberta and British Columbia, data from the commercial sector, and ongoing programs such as the Eastern Slopes Grizzly Bear Project.

A significant effort went into examining the evidence from these various sources, identifying conflicts and gaps in information, and summarizing and analysing information in reports such as the *State of the Banff-Bow Valley: A Compendium of Information* (Pacas et al. 1996) and the *Ecological Outlook Project* (Green et al. 1996). This latter

project attempted to evaluate the cumulative environmental effect of the forces at work in the Banff-Bow Valley and to predict how current behaviour, trends and decisions will shape its future. It included two closely related studies: the Cumulative Effects Assessment (CEA) and the Futures Outlook Project. A compilation of socio-economic data was also assembled as part of the Ecological Outlook Project.

To bring as high a degree of objectivity as possible to its work, the Task Force involved a variety of external experts in the collection and analysis of information. In addition, we formed a Scientific Review Committee, a group of internationally recognized experts in ecology, recreation management, tourism, and social science, to critically examine the work involved in the Ecological Outlook Project. We

provided copies of all of our project reports to the Round Table, as they became available, and invited Round Table participants to review a number of products, especially the State of the Banff-Bow Valley report.

Our recommendations are based on the key trends and evidence that emerged from all the information reviewed by the Task Force. These are summarized in Chapter 4 of the main Task Force report. Because it would be impossible to summarize this information further, this document provides only an overview of the content of that chapter.

Legislation and Policy

This section highlights the key aspects of the National Parks Act and Parks Canada Guiding Principles and Operational Policies that influenced our work. It includes an overview of the sizeable and confusing array of regulations, legislation and conventions that are relevant to the study area. While federal and provincial legislation is covered briefly, the interrelationships among municipal jurisdictions are dealt with in more detail. Particular attention is paid to the Town of Banff Incorporation Agreement and General Municipal Plan (recently renamed the Municipal Development Plan), along with the Lake Louise Low Growth Action Plan.

Attitudes and Public Opinion

This section is an overview of relevant surveys that bear on the issues of the Valley: the 1993 Environmental Citizenship Survey (Angus Reid 1993), Identifying Appropriate Activities for Banff National Park: View of Calgary Residents (Angus Reid 1996), 1996 Town of Banff Householder Survey (Praxis et al. 1996), 1995 National Tour Association (NTA) Survey (Ritchie et al. 1996), 1995 Trail User Survey (Katic et al. 1995), 1994 Banff/Lake Louise Tourism Bureau Survey (Banff/Lake Louise Tourism Bureau 1994), and 1995 Banff Tourism Industry Survey (Ritchie et al. 1995).

Human Use

This is an extensive section that provides a global, regional and local perspective on human use. It discusses the forces affecting change in tourism. Much of this data was drawn from the Tourism Outlook Project (Coopers and Lybrand 1995). Trends in the number of park visitors and an analysis of current frontcountry and backcountry commercial and residential infrastructure are followed by some projections regarding future development. These projections are based on models developed for the Banff-Bow Valley Study as part of its Futures Outlook Project.

The Banff-Bow Valley Study devoted a significant effort to developing a modelling program that would permit the Task Force a glimpse into the future. The models used trend information (e.g. growth in the number of visitors, rates of development of commercial and residential infrastructure, visitor origin, expenditures) and a set of assumptions to build its projections. This allowed us to look at the possible impact of different decisions on the number of visitors and the associated economic spin-off.



Human use of the landscape over time is not easy to understand. The Task Force reconstructed human use patterns in 1950 using historical documents and information from long time residents of the Banff Region. Patterns of use in 1995 were also documented in order to understand the magnitude of change in both summer and winter use. Changes in transportation infrastructure, including the Trans-Canada Highway and CP Rail System, were also examined.

Ecological Integrity in the Banff-Bow Valley Region

Understanding ecological integrity demands an extensive examination of many aspects of the natural landscape. This section presents an overview of the concept of ecological integrity, how it is measured and the importance of considering different time and geographical scales. It discusses the trends and conditions of the key areas of concern described later in this summary.

The Task Force relied heavily on the results of the *Ecological Outlook Project* in coming to its conclusions on ecological integrity. This is the first time that such a comprehensive cumulative effects assessment has been used in a national park. It represents, in our view, leading edge work in a field that is in its relative infancy. The *Futures Outlook Project* projected trend information for key ecological indicators into the future.

Part 5 At the Crossroads

In 1950 there were 459,000 visitors to Banff National Park. Construction of the Trans-Canada highway had only just begun. Fewer than 2,400 people lived in the Town of Banff, where the maximum charge to lease a residential lot was \$18. Who could have imagined that, in just half a century, Banff would grow so quickly into the Park we see today?

Yet, this process of looking into the future is critical if we are to protect the qualities that make Banff National Park a symbol of Canada around the world. The challenge for the Task Force was not just to resolve today's issues. It was also to look ahead half a century and ask: What should Banff National Park be like in 2045? What will Banff National Park be like if current trends and practices continue?

To answer this last question, members of the Task Force looked at the present and the future from many points of view - environmental, social, economic. They spent thousands of hours examining and discussing the evidence, consulting experts in the social and natural sciences, participating in Round Table discussions and listening to the views of the Canadian public. They studied natural trends in society, such as shifts in demographics, attitudes toward public spending and environmental issues. They looked at local and regional forces in light of these broader trends. This in-depth study pointed the Task Force to an unmistakable, and powerful, conclusion:

If current trends and pressures are allowed to continue, they will threaten the qualities that make Banff a national park.

While maintaining ecological integrity, as set out in the National Parks Act, will continue to be Banff National Park's first priority, significant pressures from human use, both locally and regionally, will challenge Parks Canada's ability to achieve this goal.

Canadians value their natural environment and support initiatives to protect it in a national system of protected heritage areas. At the same time, they fear that changing public policy and socio-economic trends will erode Canada's commitment to environmental protection, putting at risk not only Banff National Park's ecological integrity, but the very foundation of an enduring and profitable tourism economy.

The Park's role as a national icon, a World Heritage Site and a symbol of Canadian identity compels us to assure its future. The consequences of a failure of Banff as a national park are far reaching. It will certainly affect the other mountain parks and may tarnish the very ideals on which national parks are founded. The failure of Banff will represent more than the loss of a national park; it will represent the failure of the second oldest system of protected areas in the world.

This outlook is not a remedy, nor is it a precise prediction of the future. It is, however, a warning. A warning that we are at a significant crossroads and must choose our future direction carefully. The pressures we face are

relentless and escalating and will cause damage to the environment that is difficult, or even impossible, to reverse. It was with this thought in mind that the Task Force arrived at the following premises on which it relied in making its recommendations:

Banff National Park will continue as a major tourism destination.

Banff National Park will continue to offer an easily accessible outdoor experience that will be in high demand. Many more visitors, perhaps as many as 19 million by the year 2020, based on current growth rates, will come to the Park. They will come from a variety of countries, and will bring with them different needs and expectations. While this will offer tremendous revenue opportunities, it will strain the Park's infrastructure and increase the challenge of managing use and offering equal access.

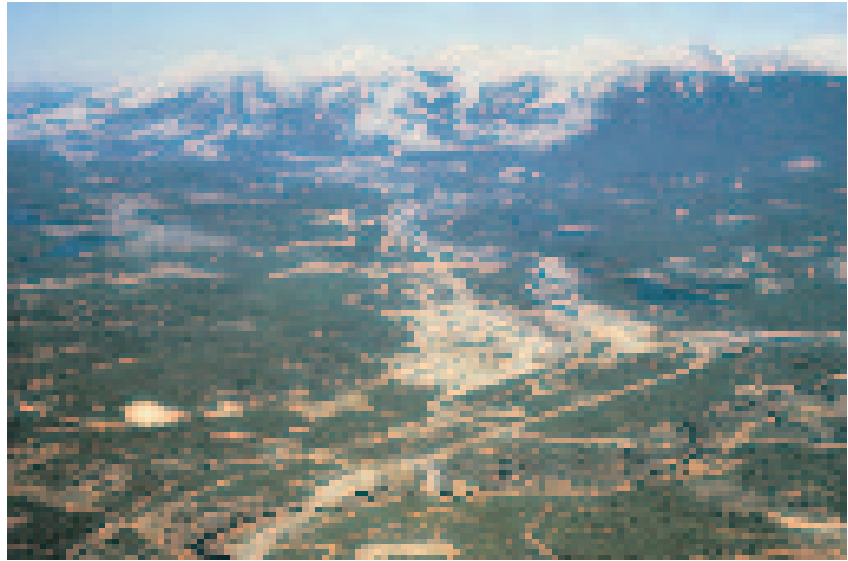
Constant political tension will result from the struggle to balance ecological integrity and human use in the face of intense marketing efforts and the Park's growing importance to the economy. Consequences for the community and social fabric of the Park will include more friction between residents, visitors and government. The demographics and values of visitors will shift as more international tourism changes the proportion of Canadian and non-Canadian visitors. Higher prices will mean that all Canadians will not have equal access to their national park. Ultimately, the risk to ecological integrity will increase.

Regional growth will place dramatic pressure on Banff National Park.

Regional growth, and the accompanying demand for outdoor recreation, will isolate the Central Rockies Ecosystem and consume the natural areas that now serve as “safety valves” for Banff National Park.

The population in the corridor between Calgary and the Banff East Gate, which includes all the communities along the Bow River and the Trans-Canada, will grow dramatically. By 2010, the population of Calgary alone is projected to be one million people. Spill-over development from Calgary and Canmore will gradually fill the corridor. The search by the First Nations people for economic engines to drive self-government may speed up development on nearby reserves.

Canmore, located minutes from the Park’s east gate, will have an estimated population of 20,000 by 2010. Many services and facilities, currently offered



in the Park, will move to this town, creating pressure for joint regional management and a more equitable sharing of tax revenues in the region. New facilities in Canmore will include residential and tourist accommodation and possibly a small airport to handle regional travel. Certain activities, along with their economic benefits, will move from Banff/Canmore, to other more affordable areas.

Canmore’s larger population will give the town more presence in the political and public policy arenas and will challenge the traditional distribution of power in the valley. This struggle for power could impede regional cooperation.

Growth is not restricted to the Park’s eastern boundary. The attraction of the Columbia Trench for residential and vacation developments will bring pressure from the west. Developments along the Crowsnest Pass, David Thompson and Yellowhead corridors will increasingly create barriers to north-south movements of wildlife.

The transportation/utility corridor will remain, expand and continue to fulfill an important national role.

Projected increases in the amount of road and rail traffic and in energy consumption will create relentless pressure for more infrastructure in the valley. While this will bring with it certain economic opportunities, it will promote fragmentation of the Park’s ecosystem.

An annual increase of only 3% in the volume of traffic on the Trans-Canada highway will justify the addition of another lane, in each direction, by 2012. This expansion could create a “bottleneck” in the Park, sparking interest in further widening inside Banff National Park’s boundaries. More infrastructure and traffic on highways 1A, 93 South and the Icefields Parkway will fragment the ecosystem in these areas.

The Park can also anticipate an increase in rail traffic, driven by Canada’s trade explosion with the Pacific Rim. This may lead to the eventual twinning of the CPR mainline.



Declining public funding will force Parks Canada to look for alternatives. This will expose national parks to market forces and the temptation to share in retail profits. As businesses, residents and visitors contribute more money to the Park, they will demand a greater say in decision-making. The implications of this, and of asking others to provide experiences and services previously offered by Parks Canada, are not well known.

Managers will continue to reduce costs through privatization and by cutting back or eliminating programs and services that do not generate revenue such as interpretation, maintenance, and research. As service declines, and fees increase, public dissatisfaction will escalate.

The combined effect of these pressures will deflect Parks Canada from its core mandate, shift its organizational culture and values, and limit the ability of the government to govern.

The severity of the pressures described above are evident. Together, over time, they have, and will continue to have, serious implications for the valley's ecosystem; they will alter the natural landscape, plant and animal populations and even the air and water in some places. In the face of these continuing pressures the Task Force believes that:

The ecological integrity of the Banff-Bow Valley cannot be sustained.

Growth, development and the increasing demand for recreational opportunities will open up previously inaccessible sections of the Park's boundary, fragment habitat, create barriers to wildlife movement, increase wildlife mortality and increase the potential for conflict between humans and wildlife. Banff National Park and the adjacent protected areas may well become Canada's Yellowstone - a remnant of wilderness surrounded by human development.

Fragmentation of the Central Rockies Ecosystem will accelerate. The montane will continue to be the focus of competition between humans and wildlife. Roads, the railway, heavily used trails, facilities, and the increasing number of people who use them, will all further fragment this critical habitat. Large mammals will find it hard to move through the area. Many, to avoid humans, will abandon the montane and parts of the subalpine regions, retreating to less suitable habitat in the Park's remote valleys. Wolves, for example, already avoid the area around the Town of Banff, and are reluctant to cross the Trans-Canada Highway. This has changed wolf predation on elk. During the past decade, the number of elk in the western part of the Bow Valley has declined due to predation and road kills. By contrast, few elk have been killed by wolves or road collisions in the vicinity of the Town of Banff, and elk numbers have expanded rapidly. Vegetation and soil in these areas are now showing signs of overuse.

Access to previously remote areas of the backcountry will make even this habitat unattractive to large carnivores. These remote valleys do not have the rich montane habitat of the Bow Valley and will only support much smaller wildlife populations. Banff National Park will be under attack from obvious outside forces but, as importantly, will be increasingly fragmented by well-intentioned and even sensitive use of both the readily accessible areas along the valley, and the more remote areas of the Park. Backcountry visitors and other outdoor enthusiasts may be reluctant to accept that their increasing numbers contribute to the problem.

When the four-lane, fenced highway through Banff National Park is complete, it will divide the Park in two. Large carnivores, unwilling or unable to cross this barrier or use the existing underpasses, will be separated into genetically isolated groups.

Suppressing natural fires will cause the Park's vegetation to age, particularly in the montane and lower subalpine areas. White spruce will replace most of the aspen and will spread into the remaining grasslands. The debris associated with these older forests will increase the possibility of an uncontrollable wildfire that could put the safety of park visitors and facilities at risk.



Aquatic systems, already severely affected by human use, will deteriorate further. Native fish will disappear from many lakes and the diversity of fish, plants and small animals will decline. Native fish will breed with non-native fish and the few remaining native fish populations will be lost. More than 40% of the waters in the Banff-Bow Valley watershed will continue to be regulated to meet the demands of humans. More people will produce more phosphorus in sewage and a lack of tertiary treatment in the Banff sewage treatment plant will reduce water quality.

An economic tension will exist.

During the next 10 - 20 years, constraints imposed by the National Parks Act, build-out in the Town of Banff and the upper limits of the Lake Louise Action Plan will all restrict the ability of the tourism industry to respond to increasing demand. The limited supply of tourist facilities will begin to shape the local economy. At the same time, the desire to respond to

tourism demand by expanding commercial services will bring continual requests to modify the National Parks Act - to change regulations, allow expansion beyond legislated boundaries and relax limits on use. These forces will pull the Park in markedly different directions. Public policy and management decisions will influence the direction it will take.

This economy, restricted by supply, will move to, and reflect the values of, an elite recreational centre. Regardless, there will be more target marketing and less advertising, except in specific markets that share national park values. The trend for provincial and federal governments to transfer responsibility for marketing to the tourism industry will strengthen this approach.

High demand and limited supply will have other consequences. Consumers will pay more. Limited opportunities for expansion will encourage businesses to increase profitability through innovation and improved products. Overcrowding, higher prices and lower satisfaction will drive some long time park visitors to other areas. Residents will tend to leave the area as prices rise, conflicts with visitors become more common, and pressure mounts to make the most of commercial opportunities. These factors will also affect the ability of all Canadians to enjoy equal access to Banff National Park.

Concern about equity of access to Banff National Park will increase.

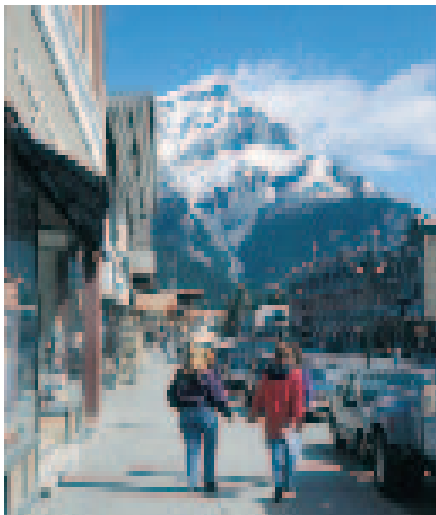
There are two dimensions to this issue. The first is the fair, reasonable and equitable opportunity for all Canadians to participate in and benefit from appropriate activities in the Park. Among other things, this requires affordable accommodation, meals and transportation, and opportunities for the physically challenged – expectations inconsistent with other realities described in this outlook.

Secondly, taxpayers will demand that businesses, which operate in what amounts to a strictly controlled marketplace, make a fair return to the crown and invest more in the maintenance of ecological integrity. Other Canadians may also want to take advantage of the opportunity to operate businesses as allowed by the National Parks Act.

The Town of Banff will be under tremendous social and economic pressure.

The Town of Banff can anticipate a number of rapidly approaching consequences as a result of projected population and tourism growth: demand for more services, higher density, pressure to expand its boundaries, strain on infrastructure, shifts in land use and more traffic congestion and consequent pollution. Ecological integrity will decline as day-use increases in areas adjacent to the Town. Green space will be in danger from pressure to use all available land for commercial and residential development.

A limited supply of commercial and residential space in the community will force prices up and increase profits for leaseholders. The Town of Banff will become more of a luxury resort, and residents will find it too expensive to live there. Social problems will become more common as conflicts between residents and visitors increase, and issues of affordability, service and equal access to accommodation surface. As people move to Canmore and the surrounding area, a more lucrative commercial tax base will replace lost residential taxes in the Town of Banff.



There will be a demand to reconsider the limits imposed by the Lake Louise Action Plan. Holding the line on development in the Hamlet, without restricting the number of visitors, will mean a decline in service to the public and in the satisfaction of both visitors and residents. Because the number and size of leaseholds is restricted, existing leaseholders will charge higher prices and exert pressure to expand. Interest in cooperative housing for families and in more community services will grow.

In the greater Lake Louise area, pressures will continue for convention facilities, additional accommodation and expanded facilities for downhill skiing. More day-users, as a result of increased traffic on the Trans-Canada Highway, will strain infrastructure and fuel demand for more commercial development. In areas such as Moraine Lake, the need to accommodate more day users will likely result in some form of public transit system and short and long term parking for hikers.

Finally, visitor demand and pressure on local services, coupled with a move to greater autonomy for the Hamlet, will result in an irresistible demand by residents to participate more meaningfully in decisions affecting their community.

The Park's cultural heritage will be seriously compromised.

The Town of Banff will lose the cottage-like atmosphere of its residential neighbourhoods. Development, fuelled by market demand, will gradually eliminate much of the locally significant architecture or at least reduce it to false facades and, in the process, the town will forfeit its ambience and rich architectural legacy.

Under the pressure of commercial

pursuits and the desire to cater to a greater mix of visitors, Banff National Park will also lose the ability to inspire not only artists, poets and musicians, but all who come here to seek recreation for the body and nourishment for the soul. Commercial interests will ease out aesthetic and spiritual values, to the detriment of the creativity of the valley and the nation.

The prestigious performing arts program at the Banff Centre will give way to more lucrative conferences and management training seminars. Promoters, attracted by the large number of visitors to the Park, will want to stage rock concerts and other events unrelated to park values and the mountain locale.

The Crossroads

And so, we have arrived at the crossroads. Which fork should we take? Based on a careful and thoughtful examination of the evidence, the Task Force believes that, unless we take a new path, Banff cannot remain a national park. Is this what Canadians want? The Task Force also believes that it is not too late to change direction. It sees another path that will lead to the desired vision for Banff National Park. In the following section, the Task Force highlights the key recommendations that will guide us - visitors, residents, politicians, decision-makers and the Canadian public - along that path.

Part 6 Issues and Recommended Actions

We have seen the objectives, the guiding principles and the general conclusions of the study. We have learned about the early history and the forces of change that have shaped the Banff-Bow Valley. The Round Table has provided its direction through a Vision for the future and we have looked at an unsettling view of that future if changes are not made.

We now turn to the key areas in need of attention. The Task Force report contains more than 500 specific actions that will guide Canadians as they work towards the Vision for the future. This summary does not present those actions in detail. Instead it highlights the key issues and recommendations. We have examined many but not all of the complex issues in the Valley.

We have presented recommendations in an integrated way. We caution that implementation must be equally integrated as many recommendations depend upon the successful implementation of others.

Implementing some of these actions will require a cooperative effort by all stakeholders. Over time, these people will find the best way to achieve the objectives recommended here. Other recommendations are more prescriptive and point to specific actions Parks Canada should take.

There is no doubt of the urgency for action - work should begin immediately; delay can lead to an irreversible impact.



There is no doubt about the need - simply put, it is saving the Park for future generations.

There is no doubt about who has the responsibility to provide leadership - it is Parks Canada with its mandate under the National Parks Act.

There is no doubt that the tourism industry, other commercial enterprise, the communities and their residents, along with all Canadians, will have a crucial role to play.

The days of unrestrained growth in human use and development in the Valley are at an end. In the future, use and development must be managed. As these recommendations are more fully developed and implemented, decision-makers will face many options. They

will have to strike a balance between cooperation and regulation. They will have to wrestle with some very complex economic issues. They will have to seek common objectives on which to base their actions. Ad hoc decision-making must give way to a more holistic approach, one that puts the Park ahead of human needs and desires. Strategic commercialism will have to replace increasing exploitation and use.

Implementing these recommendations will require substantial personal and financial commitments by all concerned. To some, the recommendations may seem draconian. Others may feel they don't go far enough. A few will point to gaps in areas such as socio-economic data and analysis. While we acknowledge these voids, they should not become an excuse for delay. Instead they should be used as a departure point for filling gaps, informing decision-makers and setting priorities.

Ecological Integrity

To most visitors and residents, Banff National Park appears vibrant and healthy. It is inconceivable to many that ecological problems exist. Participants in the Banff-Bow Valley Study's Ecological Outlook Workshop in June 1995, however, saw Banff National Park in a very different way. They felt strongly that "... the ecological integrity of the Bow Valley has already been impaired by human activity and development," and that immediate actions are required to restore and sustain the ecosystem in and around the Park.

Based on evidence in the Ecological Outlook Project (Green et al. 1996), it is undeniable that development and activities inside and outside the Park continue to have a detrimental effect on terrestrial and aquatic ecosystems in the Banff-Bow Valley and the surrounding region. Important environmental concerns include:

- fragmentation of the landscape;
- the difficulty wildlife face in moving between major areas of protected habitat;
- loss of aquatic habitat;
- the effect of dams on the movement, diversity and viability of fish and aquatic organisms;
- human-caused mortality of fish and wildlife;
- the effect of fire suppression and water regulation on vegetation;
- loss of the montane habitat;
- altered predator-prey relationships;
- wildlife-human conflicts;
- the effect of sewage on water quality; and
- the introduction of non-native plants and fish.

Although there are substantial concerns about the future of the natural ecosystems in Banff National Park, there is reason for optimism. Environmental experts at both Ecological Outlook Workshops were confident that it is possible to restore and sustain ecological integrity (Banff-Bow Valley Study, 1995). After considerable review and deliberation, the Task Force agrees. We believe it is possible to restore and maintain most of the Park's ecosystems, while also offering opportunities for visitors to enjoy this world-class tourism destination. But to do so, visitors, residents, business and governments must be prepared to undertake immediate and fundamental changes in the way we use and live in the Park.

Some progress has already been made. Parks Canada has improved garbage management, put an end to fish stocking, fenced the twinned sections of the Trans-Canada Highway, built underpasses and overpasses to allow wildlife to cross the fenced highway, closed backcountry roads, closed some areas temporarily to protect sensitive wildlife, reclaimed disturbed sites, restored several creeks, and participated in cooperative programs with other jurisdictions.

Given the tremendous pressures on Banff National Park, restoring and maintaining ecological integrity will be a complex and challenging task. Land use planning, managing human use, and environmental actions will require the commitment and cooperation of visitors, businesses, Parks Canada, and neighbouring jurisdictions. It will also require considerable financial support. The Task Force recommended many specific actions for maintaining and restoring the ecological integrity of the Valley's terrestrial and aquatic ecosystems. The maps on the following pages focus on a few areas of concern that deserve high priority attention. The maps also depict site-specific recommendations for human use and transportation.



CP Rail

- study ways to reduce wildlife mortality
- clean up grain spills immediately
- evaluate the role of the railway in introducing exotic species
- assess the effect of the railway on outwash fans and streams; use Carrot Creek as a pilot project.

Fishing

- conduct ongoing creel census

Cascade River

- investigate ways to restore natural water flow
- assess flood risk
- reduce human use on Central Cascade Trail to:
 - summer <100 people/month
 - winter <1,000 people/month
- Lower Cascade Trail
 - year round <1,000 people/month

Human Use

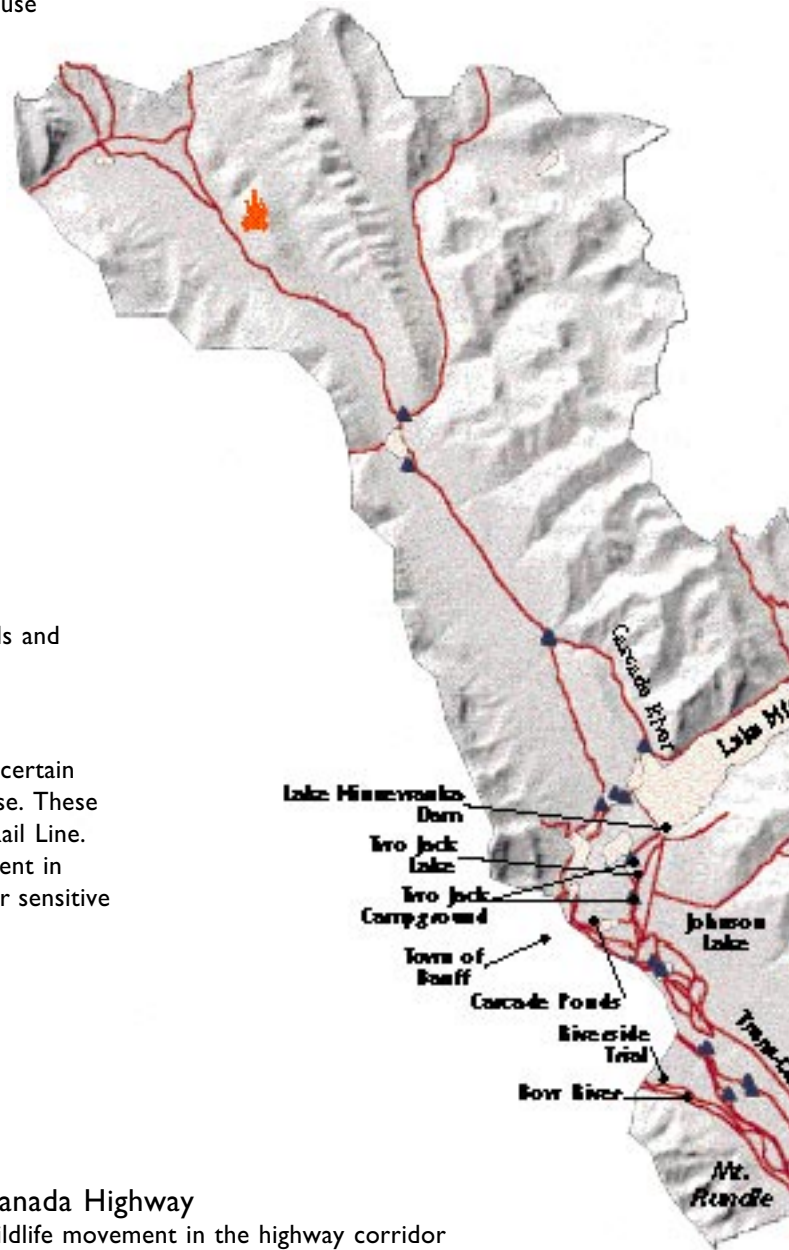
- except as noted, maintain human use of all trails and facilities at:
 - summer <100 people/month
 - winter <1,000 people/month
- in addition to the locations noted on the map, certain areas can accommodate higher levels of human use. These include the Trans-Canada Highway and the CP Rail Line.
- assess the effectiveness of human use management in restoring movement by large carnivores and other sensitive species

Riverside Trail

- reduce human use to:
 - summer <100 people/month
 - winter <1,000 people/month
- provide a bicycle path in the Trans-Canada highway corridor

Trans-Canada Highway

- study wildlife movement in the highway corridor
- build new highway crossings at Carrot Creek and the Cascade Generating Station to restore the movement of wildlife. These should be overpasses or elevated sections of highway that allow wildlife to pass underneath.
- inform the public about the need for these measures
- assess the possibility of a unified transportation corridor that would include the highway and the railway
- assess the effect of the highway on outwash fans and streams



Two Jack Campground

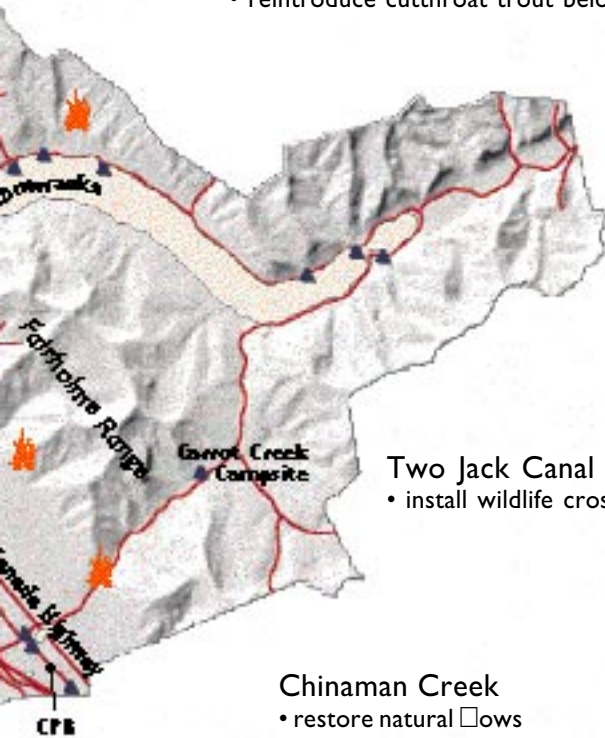
- maintain human use at:
 - summer <100,000 people/month
 - winter <1,000 people/month
- close campground in winter
- fence campground to reduce human/wildlife conflicts and human use in sensitive areas
- install bear-proof facilities for food storage

Fairholme

- zone as Special Preservation Area and designate as wilderness under the National Parks Act
- remove Carrot Creek Campsite

Bow River

- monitor water quality regularly
- reintroduce cutthroat trout below Bow Falls



Two Jack Canal

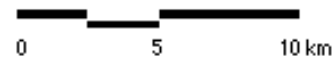
- install wildlife crossings

Chinaman Creek

- restore natural flows

Eastern Area

This area, between the Town of Banff and the East Gate, contains the Fairholme benchlands, the largest undisturbed block of montane habitat in Banff National Park.



Johnson Lake

- remove dams, facilities and local access road
- restore Johnson Lake as a wetland
- reduce human use to:
 - summer <100 people/month
 - winter <1,000 people/month

summer	May to October
winter	November to April

Lake Minnewanka

- maintain human use in day use area at:
 - summer <100,000 people/month
 - winter <1,000 people/month
- reduce human use along the shoreline
 - summer <100 people/month
 - winter <1,000 people/month
- assess the impact of water regulation
- restore more natural water levels
- in winter, close the road between the Johnson Lake turnout and the dam

Prescribed Burns

- use prescribed burns to reduce fuel, improve public safety, and restore wildlife habitat
- prepare a comprehensive fire management plan in cooperation with neighbouring communities

Rimrock Hotel

- maintain human use on area trails at:
 - summer <100 people/month
 - winter <1,000 people/month
- modify outdoor lighting
- fence hotel (see Town of Banff)
- monitor the effectiveness of the above measures in restoring wildlife movement. If they prove ineffective, the hotel may have to be phased out.

Rocky Mountain Resort

- maintain human use in surrounding area at:
 - summer <100 people/month
 - winter <1,000 people/month
- fence resort (see Town of Banff)
- modify outdoor lighting
- monitor the effectiveness of the above measures in restoring wildlife movement. If they prove ineffective, the hotel may have to be phased out.

Town of Banff

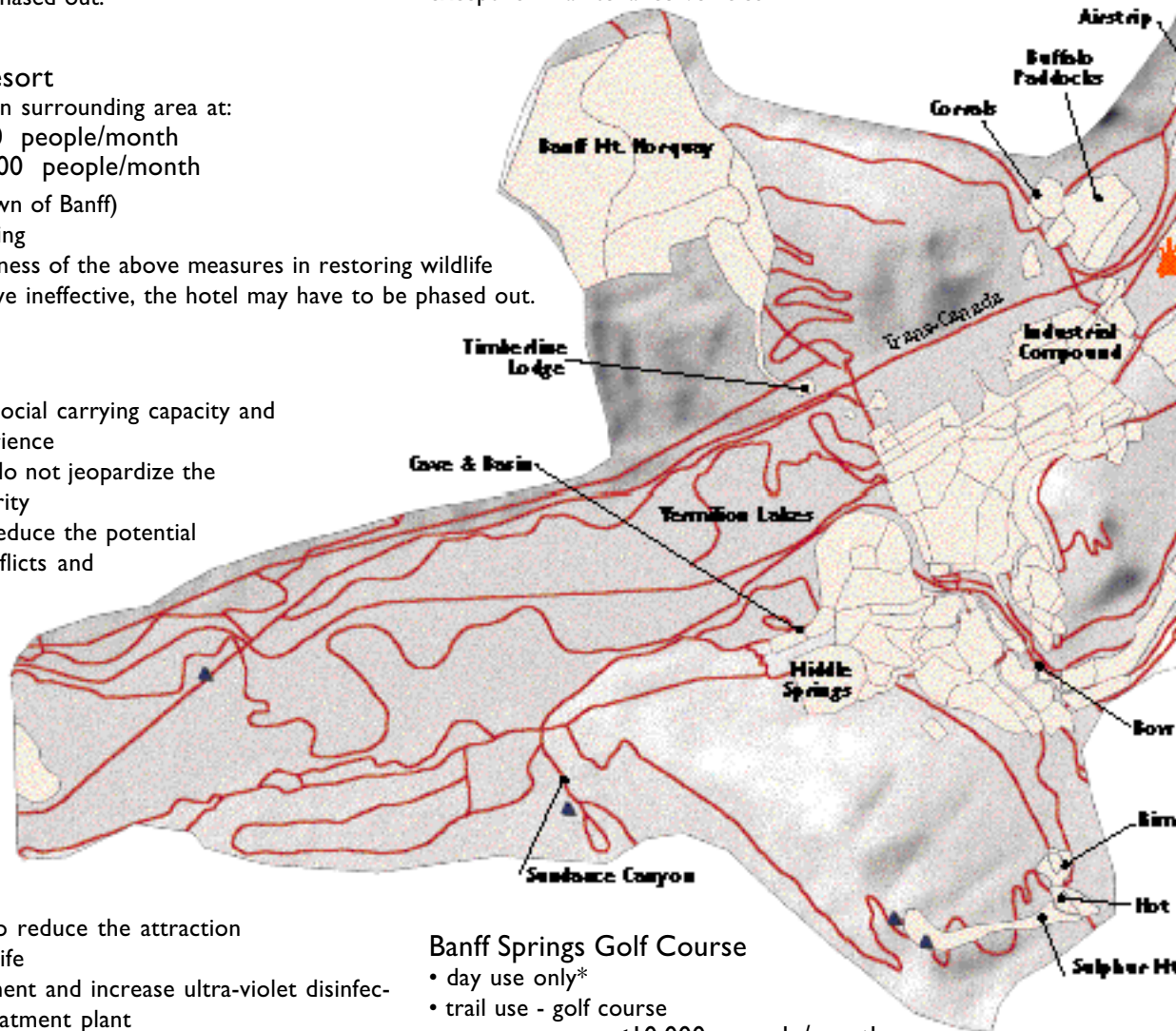
- base human use on social carrying capacity and quality of visitor experience
 - ensure levels of use do not jeopardize the Park's ecological integrity
 - fence the Town to reduce the potential for human/wildlife conflicts and reduce human use in wildlife corridors
 - continue to close affected areas during elk calving and mating seasons
 - prohibit further expansion of Town boundaries
 - modify outdoor lighting
 - modify landscaping to reduce the attraction for elk and other wildlife
 - install tertiary treatment and increase ultra-violet disinfection at the sewage treatment plant
 - reduce use of water and phosphorus
- #### Middle Springs Subdivision
- no further expansion
 - monitor wildlife movements

Prescribed Burns

- see Eastern Section for recommendations on safety and planning

Banff Mount Norquay

- human use
 - winter cap use according to Long Range Plan
 - summer <100 people/month
- prohibit additional use between sunset and sunrise to avoid disrupting wildlife movement
- if possible, end existing night use
- close Norquay-Stone Squaw Road in summer, except for maintenance vehicles



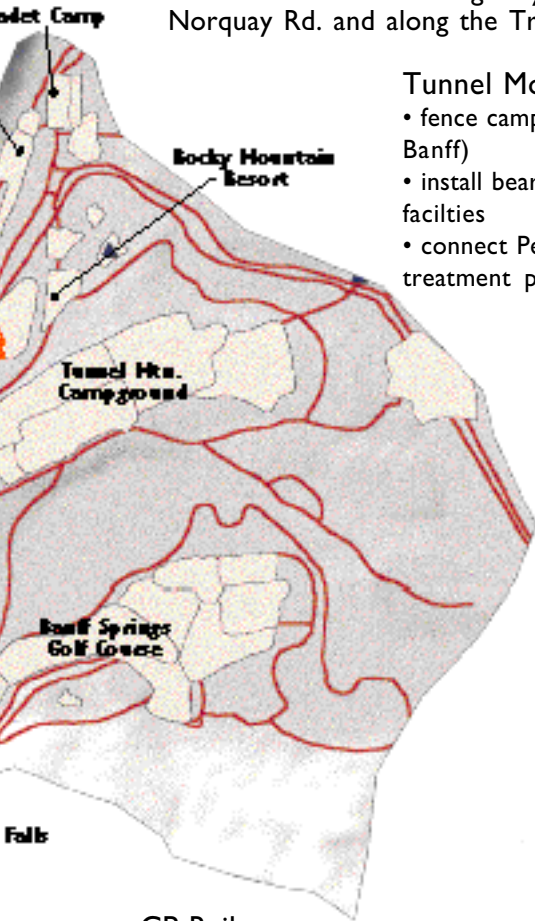
Banff Springs Golf Course

- day use only*
- trail use - golf course
 - summer <10,000 people/month
 - winter <1,000 people/month
- trail use - east of golf course
 - summer <100 people/month
 - winter <1,000 people/month
- close road to public use
- prohibit golf course expansion
- modify outdoor lighting
- examine options to restore wildlife movement and improve habitat security by modifying the golf course

Trans-Canada Highway

• assess the best option to restore wildlife movements in the Vermilion-Ferland-Forty Mile Creek area

1. Overpass from Vermilion Lakes to base of Mt. Norquay
2. Elevated sections of highway on Mt. Norquay Rd. and along the Trans-Canada.



Tunnel Mountain

- fence campground (see Town of Banff)
- install bear-proof food-storage facilities
- connect Peyto Lagoon to the sewage treatment plant

Vermilion Lakes

• human use:

road	summer	<100,000 people/month
	winter	<10,000 people/month

beyond eastern end of Second Lake and in open water and marshes

	summer	<100 people/month
	winter	<1,000 people/month

• revise the above human use guidelines based on the preferred option for restoring wildlife movement (see Trans-Canada Highway)

• day use only*

• allow vehicles as far as First Lake

• allow pedestrians as far as the east end of Second Lake

Industrial Compound

- reduce the size of the compound
- close the road between the compound and the Trans-Canada Highway

Bow River

- reduce the amount of nutrients released into the Bow River
- reintroduce cutthroat trout below Bow Falls
- monitor water quality

Corrals to Airstrip

• maintain human use at:

summer	<100 people/month
winter	<1,000 people/month

• close airstrip

• remove corrals, barns, buffalo paddock

• remove cadet camp

Timberline Hotel

• maintain human use in surrounding area at:

summer	<100 people/month
winter	<1,000 people/month

• remove hotel

• in the interim fence hotel (see Town of Banff)

Sulphur Mountain

- public transit from Middle Springs
- gondola and hot springs - day use only*

* between an hour after sunrise and an hour before sunset

summer	May to October
winter	November to April

Central Area

All the Central Area is in the montane ecoregion. It has some of the largest remaining montane grasslands and shrublands in the Park. It also contains the most human development.



▲ Facilities (lodges, campgrounds)

🔥 Prescribed burn areas

0 1 2 km

Prescribed Burns

- prescribed burns in this area will restore a variety of montane and sub-alpine vegetation
- it is important to involve the Town of Banff, the Hamlet of Lake Louise and all commercial operators, and to provide them with ample advance warning
- see Eastern Area for recommendations on planning

Bow Valley Parkway

- close the following sections of the Parkway to private vehicles, bicycles, roller blades, roller skis, etc.:
Five Mile Bridge to Johnston Canyon
Castle Junction to Baker Creek
- reduce human use in these areas to fewer than 1,000 people/month
- provide public transit in summer
- private vehicle use can continue in the remaining sections

Outlying Commercial Accommodation

- install perimeter fences (see campgrounds)
- modify outdoor lighting
- control leaching from septic systems

Skoki Lodge Trail

- reduce human use to:
summer <100 people/month
winter <1,000 people/month

Johnston Canyon

- close Hillsdale Trail
- reduce human use on the east side of the Canyon to:
summer <100 people/month
winter <1,000 people/month
- maintain human use above the second falls at:
summer <100 people/month
winter <1,000 people/month

Baker Creek

- remove Skyline Hikers' Camp



Mosquito Creek Trail

- reduce human use to:
summer <100 people/month
winter <1,000 people/month

Human Use

- except as noted, maintain human use of all trails and facilities at:
summer <100 people/month
winter <1,000 people/month
- in addition to the locations noted on the map, higher levels of use can be accommodated in certain areas, including the Trans-Canada Highway, the CP Rail Line, Highway 93N, Johnston Canyon Resort, the Johnston Canyon Trail (to the first falls) and Baker Creek Bungalows.

CP Rail

- see Eastern Area for recommendations on wildlife mortality, grain spills and exotic species


Fishing

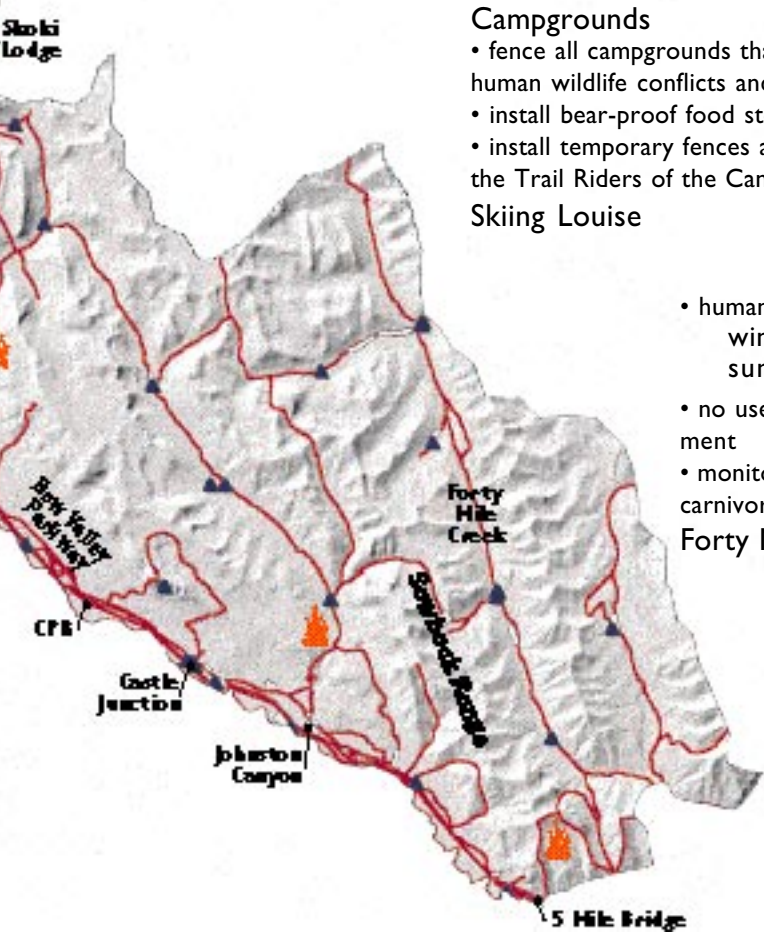
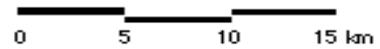
- eliminate fishing in Clearwater, Elk, Fish and Harrison lakes and in Alexandra Pond

Northwest Area

The northernmost part of this area includes the headwaters of the Bow River.

Summer May to October
 Winter November to April

-  Facilities (lodges, campgrounds)
-  Prescribed burn areas



Campgrounds

- fence all campgrounds that are accessible by car to reduce human wildlife conflicts and human use of wildlife corridors
- install bear-proof food storage facilities
- install temporary fences around the group campsites for the Trail Riders of the Canadian Rockies

Skiing Louise

- human use
 - winter cap according to Long Range Plan
 - summer <100 people/month
- no use between sunset and sunrise to avoid disrupting wildlife movement
- monitor the effectiveness of measures to restore movement of large carnivores and other sensitive species

Forty Mile Creek

- remove dam
- restore reservoir area to its natural condition

Harry's Hill

- remove residences and corral within two years

Sawback Range

- designate as wilderness under the *National Parks Act*

Hamlet of Lake Louise

- remove Trailer Court within two years
- trails can accommodate up to 10,000 people/month
- install tertiary treatment and increase ultra-violet disinfection at the sewage treatment plant
- reduce the use of phosphorus
- convert Highway 1A between Lake Louise and Lake O'Hara to a hiking and cycling trail



Human Use

- maintain human use of all trails and facilities at fewer than 10,000 people/month, except as noted
- human use in the Bourgeau, Redearth, Twin Lakes, Shadow Lake and Egypt Lake areas should remain below 1,000 people/month year-round
- certain areas can accommodate higher levels of human use. These include the Trans-Canada Highway, Highway 93S, the Sunshine Village Rd., the Hamlet of Lake Louise, the Upper Lake Louise area and Moraine Lake (summer).

Moraine Lake

- restore bull trout
- build a new trail in the Moraine Lake - Upper Lake Louise area, similar to the Iceline Trail in Yoho National Park
- encourage access via public transit
- trails can accommodate up to 10,000 people/month

Lodge

- summer use only
- improve sewage treatment

Outlying Commercial Accommodation

- control leaching from septic systems

Upper Lake Louise

- encourage access via public transit

Prescribed Burn


- only one burn is recommended in this area
- ### Castle Mountain
- remove work camp

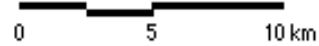
Southwest Area

The eastern valley in this area is in the montane, while the western valley is mainly in the subalpine ecoregion.

Summer May to October
 Winter November to April



▲ Facilities (lodges, campgrounds)
 Prescribed burn areas



Lake Louise Campground

- fence campground to reduce the risk of human/wildlife conflicts and human use in adjacent areas
- modify outdoor lighting
- install bear-proof food storage facilities

Storm Mountain Lodge

- improve sewage treatment

Bow River

- monitor water quality regularly

Howard Douglas Pass

- human use
 <100 people/month

CP Rail

- see Eastern Area for recommendations on wildlife mortality, grain spills and exotic species

Citadel Pass

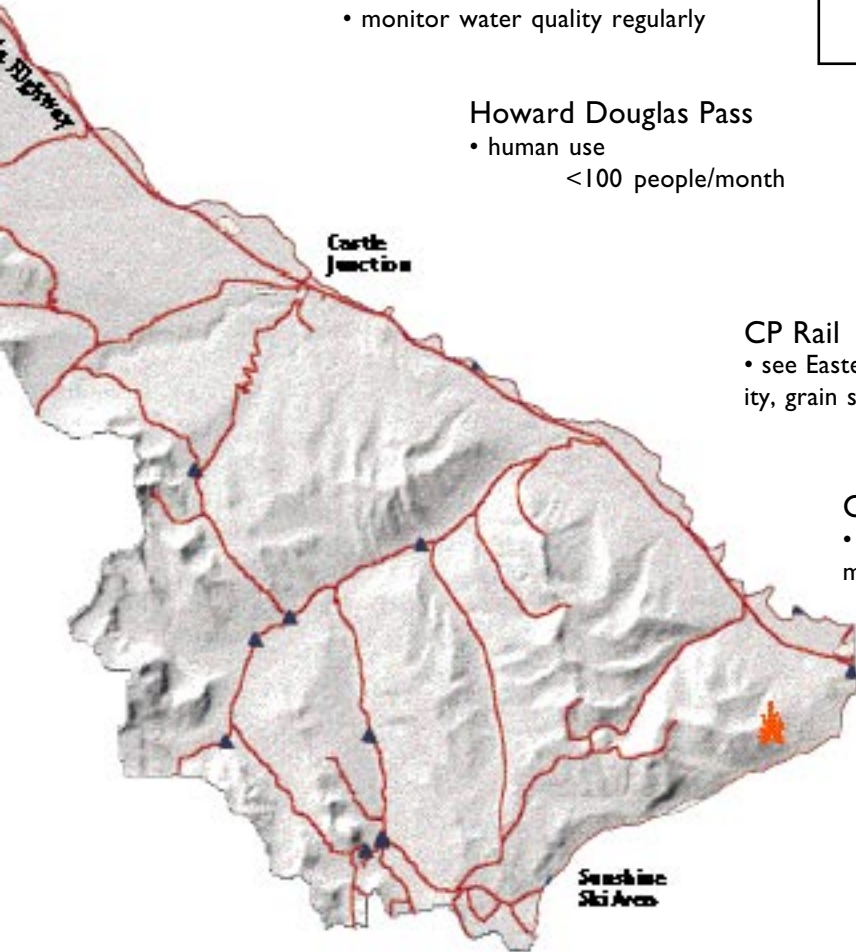
- human use can increase to a maximum of 10,000 people/month

Trans-Canada Highway

- monitor use of the new wildlife overpasses
- investigate the need for additional overpasses
- identify locations for overpasses if Phase IIIB proceeds
- assess alternatives such as elevating the highway or locating sections underground

Fishing

- to maintain and restore native fish species, eliminate fishing in Lower Twin, Taylor and Boom lakes
- restore bull trout and cutthroat trout in Altrude Creek



Prescribed Burns

- the substantial number of prescribed burns in this area are intended to restore the diversity of vegetation
- due to the proximity of the Town of Banff, special emphasis on human safety and the protection of facilities is required. The Town should be involved in implementing the burn program.

Sunshine Village

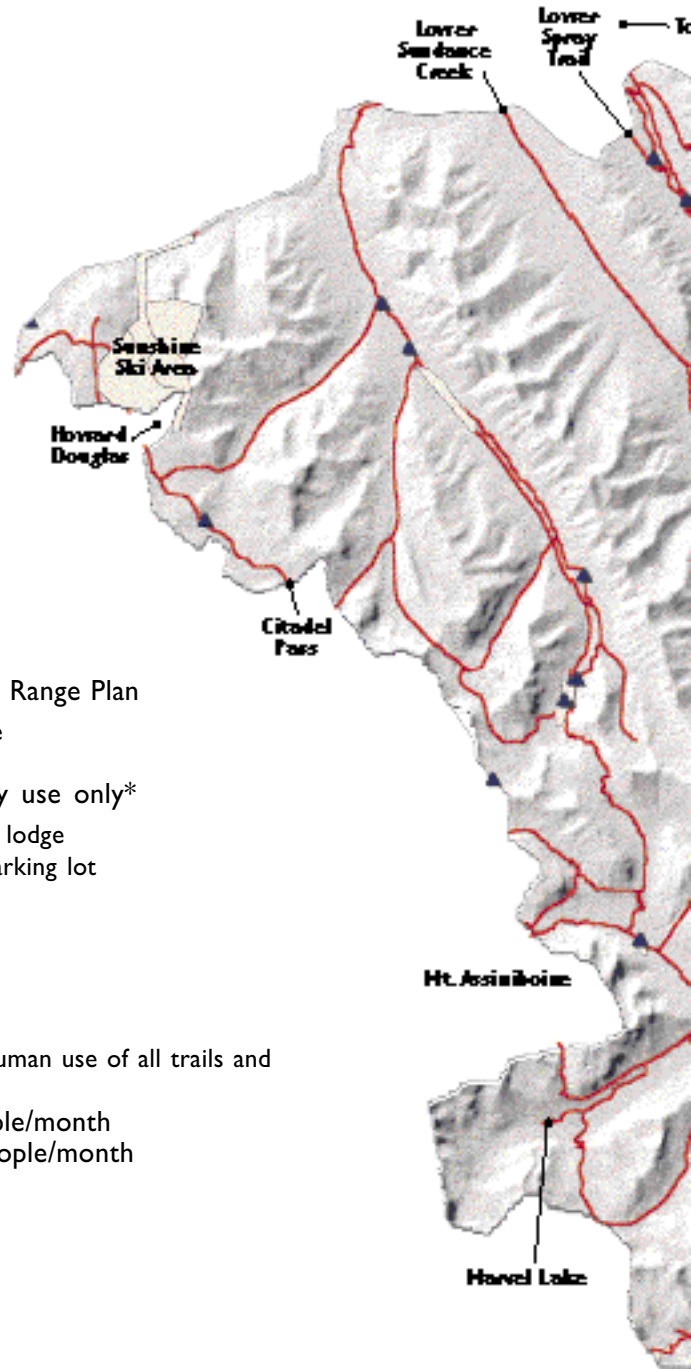
- human use - ski hill
winter cap according to Long Range Plan
- prohibit use between sunset and sunrise
- human use - Sunshine Meadows
summer 10,000 people/month day use only*
- restrict overnight use to the area of the lodge
- encourage public transit to Bourgeau parking lot

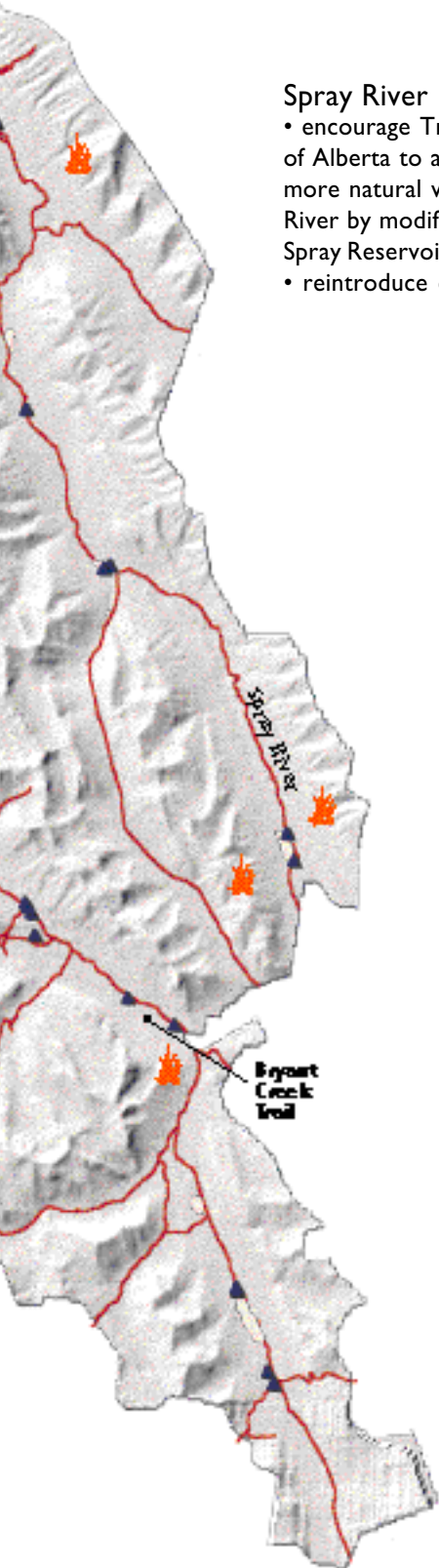
Human Use

- except as noted, maintain human use of all trails and facilities at:
summer <100 people/month
winter <1,000 people/month

Canmore-Mount Assiniboine

- manage the number, frequency, duration and location of helicopter tours between Canmore and Mount Assiniboine Provincial Park





Spray River

- encourage TransAlta and the province of Alberta to assess options for restoring more natural water flows in the Spray River by modifying releases from the Spray Reservoir
- reintroduce cutthroat trout

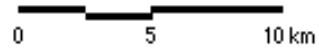
SOUTH AREA

Most of the valley bottoms in this area are in the lower subalpine ecoregion. Sunshine Village is the largest commercial facility in the area.



▲ Facilities (lodges, campgrounds)

🔥 Prescribed burn areas



Fishing

- examine ways to reintroduce cutthroat and bull trout
- eliminate fishing in Marvel Lake

Bryant Creek & Lower Sundance Trails

- human use
summer <1,000 people/month

Lower Spray Trail

- east <1,000 people/month year-round
- west close permanently

* between an hour after sunrise and an hour before sunset

summer May to October

winter November to April

Park-wide Recommendations for Ecological Integrity



In addition to the preceding site-specific recommendations, a number of actions for aquatic and terrestrial ecosystems are more appropriately considered on a Park-wide basis.

Aquatic Ecosystems

The recommendations for aquatic ecosystems relate mainly to reducing nutrients and restoring native species.

- encourage sport fishing to eliminate non-native fish
- end sport fishing in lakes and streams that have only native fish and, in the long term, eliminate fishing in the Park
- reintroduce bull trout and cutthroat trout in selected lakes and streams
- designate benchmark aquatic systems
- prepare an emergency response plan for spills
- participate in programs to reduce the long range transport of air pollutants

Planning Initiatives

To achieve maximum efficiency, a number of the site-specific recommen-

dations require a holistic approach. The Task Force therefore recommends a comprehensive approach to planning in the following areas: aircraft use, water regulation, stream channelization, the Trans-Canada highway, the railway, native vegeta-

tion, new facilities and management of human use. There is a particular need to re-examine the long-range plans for the ski hills and to define the appropriate size of each area in terms of capacity, and the type and number of runs, lifts and other on-hill facilities, especially in relation to the on-site, off-site and cumulative effects on ecological integrity.

Regional Management

Parks Canada, Alberta and British Columbia should work together on initiatives to:

- manage garbage
- prepare a wildlife response plan
- manage hunting
- reduce landscape fragmentation
- coordinate fire management

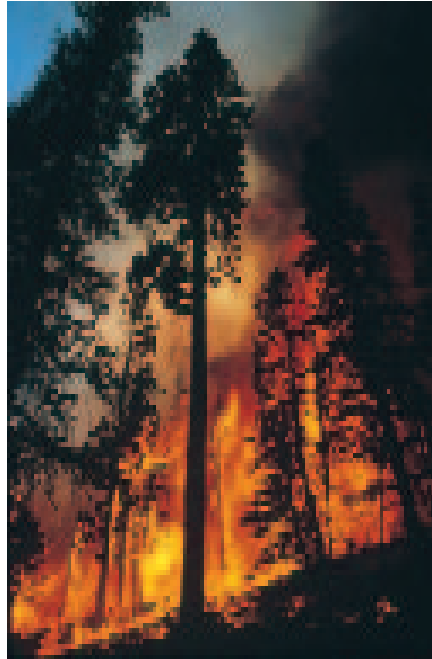


Communication

Many of the recommended actions to restore and maintain ecological integrity will require visitors and residents to change their use, their behaviour and their expectations. To encourage public support and cooperation, Parks Canada, the Park's communities and commercial operators must foster a better understanding of the Park's ecosystems, the impact of humans on these ecosystems, the urgency for change, and the way recommended actions will affect individual use of the Park. To do this will require public information programs on a wide range of subjects:

Aquatic Ecosystems

- Giardia - avoiding risks
- the impact of fishing
- the relationship between human use and water quality
- water regulation and its effect on aquatic ecosystems
- the cultural and heritage value of the hot springs
- long range transport of air pollutants and its effect on fish in the Park



Terrestrial Ecosystems

- the role of fire and the prescribed burn program
- elk - human conflicts
- the need for garbage management
- human use management
- the risk of introducing non-native plants

Research and Monitoring

Although we have a substantial amount of information on the Park's ecosystems, a number of important data gaps remain. These include baseline information on species, the response of ecosystems to human use, cumulative effects, and the effectiveness of environmental protection measures. There is also an urgent need to update and improve information about visitor activities, the quality of the visitor experience, visitor satisfaction and the effectiveness of human use management techniques.



A National and International Tourism Destination

While ecological integrity is clearly the priority, tourism has played a central role in the history of Banff National Park and the economy of the region for more than a century. Understanding the unique relationship between these two driving forces is essential in facing the challenges of the future.

The Park's contribution to the economy is unquestioned. In 1995 visitors spent an estimated \$709 million in the Park. In addition to this direct contribution to the economy, the Park is an important icon in efforts to promote Canada internationally. For many years, the majestic images of Banff National Park, particularly the Banff Springs Hotel and the Chateau Lake Louise, have graced the windows of travel agencies all over the world. In the eyes of many foreigners, Banff National Park defines Canada. At the national level, the Park is one of the symbols of all it means to be Canadian. Over the years, it has become a once-in-a-lifetime vacation destination for Canadian families.

Protecting ecological integrity is a foundation for the Park's success as a tourism destination. Studies clearly show that wildlife and majestic scenery are the main reasons people visit Banff National Park. Naturally this appeal would be more difficult to maintain in a national park where ecological integrity has been impaired.

The Task Force believes that Parks Canada, in collaboration with the local and regional tourism sector, should adopt a new model of tourism in the Banff-Bow Valley. We have called this new model "Touchstone for the Canadian Rockies". This theme seeks to convey to Canadians, and to all citizens of the world, that we intend Banff National Park to set a clear

standard for the way tourism can support and enhance ecological integrity within an environmentally sensitive tourism destination. It is a theme that will pervade the whole park and will become the "glue" that

binds together the efforts of everyone who seeks to realize the tourism potential of the Banff-Bow Valley.

The goal of the Tourism Destination Model is to provide unique and memorable experiences for all visitors.

The Touchstone Tourism Destination Model

The Model has as its foundation the:
Values and Diverse Interests of Canadians



and a firm commitment to

Shared and Open Decision-Making



its goal, above all, is to facilitate and enhance:

**Learning - Understanding - Appreciation
Of Nature And The Rocky Mountain Culture**



While providing visitors with:

**High Quality, Authentic Experiences - A Hospitable
Ambiance - Fair Value**



In doing so, it will maintain:

Ecological Integrity - Fair & Equitable Access



While contributing to:

Regional Economic Vitality - National Pride & Unity



As it respects the rights of:

**Tourism Operators - All Canadians
- Community Residents**



While in return making:

A Fair Contribution to the Park's Well-Being



It seeks to do this in a manner that respects the ecological integrity of the region, while laying the foundations for a lasting, sustainable tourism destination in the Valley.

In brief, our objective is to create a very special kind of tourism destination. More specifically, we see Banff National Park as a place that:

- fully respects the ecological integrity of its unique setting;
- reflects the values of Canadians;
- is accessible to all Canadians on a fair and equitable basis, regardless of income, age, physical ability or place of residence;
- seeks to inspire and enable visitors to learn about, understand and better appreciate nature and the mountain culture in the Canadian Rockies;
- within the constraints of ecological integrity, allows and encourages visitors to enjoy recreational experiences that

are judged appropriate;

- recognizes its importance to the economic vitality of the local region and to the economy of Canada;
- recognizes its very special role in Canada as a vehicle for inspiring and fostering national pride and national unity;
- recognizes that nature is not free, and that pricing must reflect Banff's obligations as a national park;
- acknowledges the diverse interests of Canadians; and
- provides authentic rather than artificial experiences.



In our efforts to realize the Touchstone Tourism Destination Model, we must seek to provide visitors with a range of experiences, each of which contributes in some way to learning, understanding, and appreciating nature and the Rocky Mountain culture in the Banff-Bow Valley. Once again, this is the core of the Tourism Destination Model. Promotional efforts should target those visitors who seek these experiences.

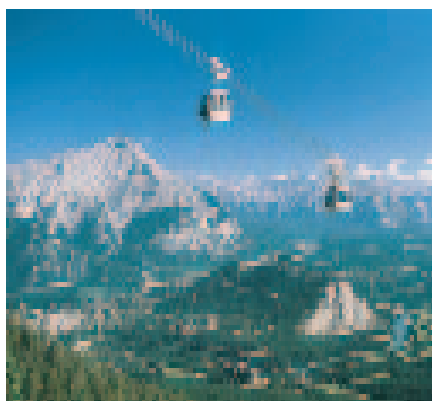
As a tourist destination, Banff National Park will contain three distinct components based on the five major zones in the Park:

1. Zones I - III --wilderness, special preservation and natural environment -- will remain wilderness areas where human use is highly controlled (e.g., quotas, permits). The highest quality nature experience is provided here.
2. Zone IV -- Outdoor Recreation -- will provide a range of heritage-related and recreational experiences involving readily accessible trails and other specialized facilities.
3. Zone V -- the Hamlet of Lake Louise and the Town of Banff -- will provide basic and essential services for the large number of people who visit the Park.

Key Actions

Achieving the Tourism Destination Model will require Parks Canada and the tourism sector to work together on:

- a comprehensive tourism destination management information system. This will require strong support from a visitor research program.
- research to determine which visitor experiences are consistent with ecological integrity
- developing a broad range of high quality experiences that will foster an improved understanding of nature and the Rocky Mountain Culture
- a comprehensive educational program. This will include the construction of a major interpretation centre in the Town of Banff.
- opportunities for visitors to learn about the Park in as many tourism operations as possible



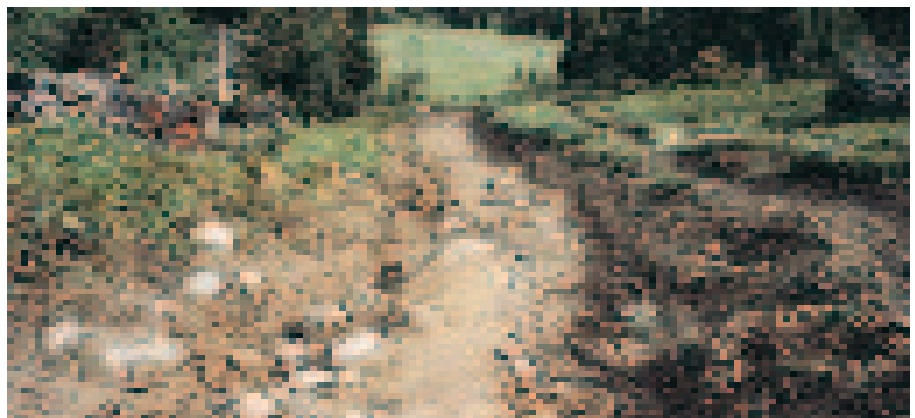
- enhancing the visual appeal of the Town of Banff, the Hamlet of Lake Louise and other facilities in the Park
- ensuring that all Canadians have an equal opportunity to experience Banff National Park
- marketing programs that enhance the appeal of Banff National Park, while ensuring that visitors have realistic expectations about what the Park can offer
- making sure that all visitors feel welcome
- fostering national unity and pride through recognition of the importance of Banff National Park to Canadians
- programs that ensure a strong and fair contribution of financial and human resources to support the protection and operation of the Park

Human Use

Banff National Park welcomes five million visitors annually, more than any other park in Canada. This is in addition to a large volume of commercial and other traffic that passes through the Park. The Town of Banff is the largest community in any national park in North America. The Town of Banff and the Hamlet of Lake Louise have a combined population of more than 9,000 people. Regional growth and ease of access has sparked an increase in day use. Resource industries in surrounding areas and new technology have opened up access to previously remote areas of the backcountry.

If the trends of the past 50 years continue, without any limitations, the Banff-Bow Valley *Futures Outlook Project* predicts that 19 million visitors per year could visit Banff National Park by 2020. Even with a growth rate of only 3%, the annual number of visitors could surpass 10 million by the same date.

Patterns of use are also changing. In 1950 the road to Banff was a small two-lane highway. Most people, because they worked a six-day week, came to the Bow Valley for the day to fish or hike. Lodges provided limited overnight accommodation for hikers and skiers. The emphasis in the backcountry was on fishing, hiking and horseback riding. People visited the Park between the May long weekend and Labour Day; winter recreation was confined to localized activities such as downhill skiing at Mt. Norquay, Temple Lodge, and Sunshine. Today the Park is a year-round



destination, with three downhill ski hills as well as cross-country skiing trails. Many more visitors venture into the backcountry. In some places, the number of people exceeds the human use guidelines, developed by the Task Force through the Ecological Outlook Project (Green et al. 1996). These guidelines are necessary to maintain secure habitat for grizzly bears, wolves, and the species they represent.

The social implications of this high level of human use are less well understood. The public involvement process for the Banff-Bow Valley study highlighted a number of concerns:

- conflicts among users (e.g., hikers, equestrians, mountain bikers);



- damage to trails;
- pedestrian and traffic congestion in the Town of Banff;
- effects of low level aircraft overflights on backcountry users; and
- equity of access.

Currently, there is little direct management of human use in the Park, a situation people generally prefer. It is, however, a situation that cannot continue. If nothing is done to manage human use, the damage to the Park's environment could become irreversible. While human use may require some

restrictions, it should not be looked at as a limitation on peoples' freedom. It should be seen instead, as a means to protect the Park for future generations, while allowing as many people as possible to enjoy the experiences and activities it has to offer.

Principles for Human Use Management

To complement the general principles that guided the Banff-Bow Valley Study, the Task Force developed some specific principles for its work on human use management.

1. Maintaining ecological integrity in the entire Park is paramount. Levels of use in the wilderness and more developed zones must not harm the ecological integrity in other areas.
2. All management decisions about human use must be based on the principles of precaution. When there are no data to guide managers in making decisions, the principles of precaution and the maintenance of ecological integrity take precedence over social, economic or political choices. Uncertainty about the impact of a decision necessitates a conservative approach.
3. It is important to maintain visitor satisfaction in all designated zones, while respecting the need to protect the Park's natural and cultural resources.
4. It is important to maintain sustainable tourism.
5. To the greatest extent possible, the effect of human use in the communities should remain within their boundaries. It should not affect the ecological integrity of the rest of the Park.
6. Any system to manage human use in the Park must consider equity of access by Canadians. Allocation of use must be fair and equitable and accommodate the largest number of people possible, without infringing on ecological integrity or visitor satisfaction. Residents or other special interest groups must not have preferential access.
7. Any group that proposes to increase use beyond current levels must demonstrate that it will not have a negative impact on ecological integrity or visitor enjoyment. The responsibility for demonstrating the acceptability of the proposed change rests with those proposing the change.
8. Public involvement is crucial in the allocation of human use and in the implementation and successful operation of human use management systems.
9. The opportunity to see, enjoy and learn about wildlife is achieved through education and interpretation and by reducing the risk of human/wildlife conflicts.

Key Actions

The Task Force, after carefully considering the implications of the growing number of visitors, recommends that Parks Canada:

- prepare a Human Use Management Plan for Banff National Park;
- improve the application of the zoning system to reflect ecosystem and cultural resource protection needs, visitor experience goals and the human use guidelines developed by the Task Force;
- pending further research, apply the human use guidelines developed by the Task Force;
- use the appropriate tools to manage human use; and
- refocus educational and information programs to promote visitor appreciation and enjoyment.

The Task Force feels that it is particularly important that human use management and decision-making be fair, open and participatory, and that it contribute to the fulfilment of the Vision of the Banff Bow Valley.

The maps earlier in this section contain site-specific recommendations for human use in five main areas of the Park. The Task Force recommends that Parks Canada use these guidelines to manage human use, unless other, site-specific guidelines for maintaining habitat security are justified on the basis of future scientific, peer-reviewed research.

Appropriate Use and Basic & Essential Facilities and Services

As a national park, Banff can offer many visitors the opportunity to explore and learn about a unique natural area. It cannot, however, be all things to all people. Because protecting ecological integrity must be the first priority, difficult choices must sometimes be made regarding access, development and use.

A Framework that sets out a fair and transparent process for determining the type and level of activities and use that are appropriate in a national park is essential. Such a Framework seeks to achieve five primary goals. These are to identify activities and use that:

- should be prohibited due to their negative impact on the ecological integrity of the region;
- contribute to the educational and interpretive goals of the Park;
- should be encouraged in order to meet the commemorative integrity goals of Parks Canada;
- should be encouraged in order to provide quality Park experiences to as many Canadians as possible; and
- provide the greatest overall access to Canadians.

Round Table Direction

A special working group, consisting of representatives from various Round Table sectors, developed an approach to the evaluation and management of appropriate use in the Banff-Bow Valley. Their approach has four integrated components: Framework, Criteria, Principles of Decision-making, and Public Involvement.

Framework

The framework has two stages.

Stage I - Objective Assessment

The first stage is to examine a new use, a change in an existing use or a change in the level or intensity of use, in relation to criteria drawn from the current National Parks Act, Parks Canada's Guiding Principles and Operational Policies and the Banff National Park Management Plan.

Stage II - Subjective Assessment

If the activity meets the objective criteria, the next stage is to apply the ten criteria below. While the criteria are all relevant, they are not meant to be exhaustive or absolute. They are intended to guide the evaluation process. In applying the criteria, the main consideration is how the proposed change contributes to, or detracts from, the spirit and intent of the Vision for the Banff-Bow Valley and the *Banff National Park Management Plan*, *National Parks Act* and Parks Canada's Policy.

1. Impact on the Environment
2. Effects on Culture and Heritage
3. Quality of Experience
4. Economic Effects
5. Public Safety
6. Equity and Access
7. Social Effects/Quality of Life
8. Education & Awareness
9. Level of Use: frequency, timing, and quantity

Guiding Principles for Appropriate Use Decision Making

The Round Table recommended that the decision-making process for determining appropriate use be:

- responsible and accountable
- open and participatory
- predictable, consistent and fair
- proactive, adaptive and precautionary
- responsive and equitable
- based on sound science
- coordinated and cooperative
- based on integrity and common sense
- related to the physical setting

The Round Table's *Summary Report* (1996) describes both the criteria and principles in more detail.

Testing the Framework

Calgarians were surveyed to establish the relative importance of the criteria for appropriate use developed by the Round Table (Angus Reid, 1996). The Task Force felt the views of a representative sample of Calgarians would be valuable, as Calgary residents account for 60% of all Park users. Calgarians ranked impact on the environment as the most important criteria followed by equity and access, and education and awareness. A Canada-wide survey would have been useful but was not undertaken due to time and resource constraints.

Defining Basic and Essential Services and Facilities

Parks Canada's Policy states that "Within national parks, essential services and facilities will serve the basic needs of the public, and will be directly related to the provision of understanding, appreciation and enjoyment of the natural and cultural heritage." This implies that facilities and services that are not essential and/or basic should be regarded as inappropriate.

Based on the above policy direction, the Task Force recommends that criteria used to determine basic and essential facilities and services should be based solely on visitor needs. Visitors require two essential types of services:

- those that meet the basic needs of life including food, water, lodging, emergency services and transportation; and
- those that enable them to enjoy the type of experience intended by the Tourism Destination Model and mandated by the National Parks Act.

Neither the National Parks Act nor Parks Canada's Guiding Principles and Operational Policies define essential services and facilities with any precision. Yet this definition is fundamental to the future of Banff National Park as a tourism destination. It requires an urgent, public debate to reach a possible consensus.



Community Needs and Expectations

According to the national parks policy, there is really only one client - the visitor. Some would argue that residents are also legitimate clients. However, residents are in the Park for one purpose: to serve the needs of visitors.

This raises questions about the legitimacy of providing, in Banff National Park, many of the convenience and luxury services available in most Canadian communities. There is no policy justification for providing more than the basic and essential services required by visitors. Furthermore, there is no policy provision for services for residents. Since the Task Force has made a clear commitment to respect the National Parks Act and Parks Canada's Guiding Principles and Operational Policies, some of the very understandable desires of community residents must, in the interest of fairness, consistency, and the preservation of ecological integrity, be deemed inappropriate.

Key Actions

Parks Canada and the Town of Banff should use the framework developed as part of the Banff-Bow Valley study in all planning and decision-making concerning appropriate use.

Banff National Park should adopt the criteria and guiding principles for appropriate use identified by the Round Table.

Until further research at the national level is carried out, Banff National Park should, when making decisions about appropriate use, activities, facilities and services, accept the priorities assigned to the Round Table criteria, and the ratings for specific activities, services and facilities that were obtained by surveying the residents of Calgary.

Parks Canada should define the services and levels of service that are considered basic and essential in meeting the needs of visitors and residents. This should be carried out through a collaborative process.

Role of Communities

The Town of Banff and the Hamlet of Lake Louise have a long history and an important role to play in the park's future. They will help Banff National Park fulfill its tourism role as described in the Tourism Destination Model and will contribute to the ecological integrity of the Park, by serving as centres for infrastructure and activities.

Town of Banff

The Town of Banff has never looked back from its early start as a tourist mecca. Its population has grown steadily and commercial enterprise has prospered. Of the five million visitors to Banff National Park, some 80% pass through the Town.

The work of the Task Force indicates that the Town could use up all the land available for commercial accommodation by 2005, much earlier than previously thought. With an estimated population growth of 3%, residential infrastructure will reach build-out by 2024, and the Town will have an anticipated population of some 20,000 people.

In response to growing demand for more autonomy, the Incorporation Agreement (1989) transferred some municipal government powers from the federal government to a local Town Council. While incorporation has benefits, it has also introduced issues that require attention. By fixing the Town's annual rent for municipal land at \$550,000, Parks Canada gave



away any opportunity to benefit from economic growth in the Town. They also forgave an opportunity to participate in Town affairs by not insisting on a seat on Council, and by creating instead a much weaker liaison committee. The Town has also become more autonomous than either originally intended or desirable. Moving away from the intent of the Incorporation Agreement with regard to development, the Town is becoming a significant political force unto itself. Re-establishing a more structured role in relation to Parks Canada, one which conforms with Park values, promises to be challenging.

Lake Louise

From modest beginnings in 1882 as Emerald Lake, the Hamlet of Lake Louise has grown into a thriving community of 1,559 people. The Lake Louise Action Plan, a strict low-growth management policy, guides planning in the Hamlet.

The Hamlet of Lake Louise differs

from other communities because it has only fourteen major lessees to share the cost of services. Parks Canada, the agency responsible for municipal affairs, estimates that operating costs in the Hamlet exceed revenue by approximately \$1 million. Given this situation, it is questionable whether the current move toward more self-government is sustainable or desirable.

Issues

The Town of Banff and the Hamlet of Lake Louise will face similar issues during the coming years. A central theme will be the management of growth. In meeting the challenges of the future, both communities will have to understand the impact that residents who use the Park have on its infrastructure and its ecological integrity.

Playing host to millions of visitors involves both costs and opportunities. The number of visitors, and the commercial development they require, will heighten the struggle by the communities to preserve their culture, their way of life and their identity. The Town of Banff and the Hamlet of Lake Louise will have to accept that Canadians have a right to participate in planning for the future of communities in national parks.

Residents will have to accept the obligations and the constraints of living in a national park. The limited availability of land and the focus on visitor services will affect quality of life, population stability, affordable housing and the availability of community services. The communities will have to deal with stricter limitations on who is eligible to reside and abide by definitions of basic and essential services and facilities.

Town of Banff

Specific issues with respect to the Town of Banff will be:

- understanding the impact of build out, approaching city status, and management of, and limits to, growth;
- finalizing the Municipal Development Plan and integrating it with the *Banff* National Park Management Plan;
- focusing commercial enterprise and the community on its role as a visitor service centre that offers basic and essential services;
- ensuring that the heritage of the communities is not washed away in a tide of development and change;
- ensuring the cost of services and opportunities, provided to businesses and residents by the Town and by the Park, are shared appropriately;
- participating in a regional approach to community planning and development;
- maintaining the Town as a place for people not vehicles;
- protecting the character of the Town; and
- respecting the obligation to provide fair and equitable access for Canadians.

Hamlet of Lake Louise

The challenges facing the Hamlet of Lake Louise include:

- recovering the cost of services the Hamlet provides to outlying facilities;
- addressing the need for housing for families;
- structuring community services to meet basic and essential needs;
- halting the shift to potentially unsustainable self-government and developing a participatory governance system in the context of Parks Canada's overall management of the community; and
- meeting the increased needs, and cost, for service and transportation generated by outlying commercial enterprises such as the Chateau Lake Louise, Moraine Lake Lodge, Deer Lodge, Paradise Bungalows, Skiing Louise, and by motorists who drop in from the Trans-Canada Highway.

Key Actions

In formulating its conclusions, the Task Force made every effort to listen to and understand the concerns of the communities.

The main thrust of the Task Force's recommendations in this area is for the Town of Banff and the Hamlet of Lake Louise to begin immediately to pursue the goals of the Tourism Destination Model and to develop growth management strategies.

Town of Banff

- reflect the Tourism Destination Model and growth management strategy in the current update of the Municipal Development Plan. This should include a reassessment of the current build-out objectives and targets.
- develop and incorporate the criteria for a model community and the guidelines for basic and essential services as soon as possible
- assess the environmental impact of the Municipal Development Plan, including cumulative effects
- provide additional residential housing
- enforce the regulations governing residency
- participate in regional planning initiatives

Hamlet of Lake Louise

- affirm the growth management strategy. All leaseholders should be informed about this policy and of Parks Canada's intention to enforce the provisions on housing included in their leases.
- notify residents that the Trailer Court will be closed within two years
- end the trend to self-government and establish an appropriate fee for service arrangement with Parks Canada
- make parcel BM available for a non-profit cooperative housing project administered by the major lessees
- assess the requirement for basic and essential services
- participate in the development of regional growth management strategies



Commercial Enterprise

The Tourism Destination Model highlights the unique relationship between the environment and tourism in a national park. The Task Force believes that, for the model to be successful, everyone who lives and works in the Park must accept responsibility for fulfilling the Park's mandate. Achieving this objective will require a broader role for commercial enterprise and a stronger relationship between government and industry.

The Task Force has heard the argument that, without growth, tourism and commerce are not sustainable. It has also heard that limiting supply will lead to stagnation. We disagree. We believe that by increasing efficiency, shifting the market focus and capitalizing on the unique opportunities and experiences of Banff National Park, existing businesses can continue to experience prosperity.

In facing the challenges of the future, Parks Canada and commercial enter-

prise will have to modify their somewhat stormy relationship. A new, cooperative relationship must respect Park's Canada's role, purpose, and mandate. For its part, Parks Canada must work harder to understand the challenges of operating a business and must consult with the business community to avoid the problems associated with surprise decisions.

In recent years, joint ventures between Parks Canada and the private sector have become more common. Examples include a project with Sulphur Mountain Gondola to correct environmental problems, and visitor interpretation programs with Brewster's Transportation at the Columbia Icefields. Despite progress, there are still frequent signs of tension. Some of this can be attributed to philosophical differences; the time-honoured traditions and values of a national park are not those of most business communities. The challenge for the future is to discover how these respective traditions can complement each other.

Park Communities

Most of the commercial enterprise in Banff National Park is centred in the Town of Banff and the Hamlet of Lake Louise. From modest beginnings, these communities have grown to become major economic players in the economy of the West and of Canada. The *Banff-Bow Valley Futures Model* (Cornwell et al. 1996) estimated 1995 visitor expenditures in the Park at more than \$709 million. In the same year, these expenditures generated approximately \$780 million in the province, some \$229 million in tax revenue for all levels of government and an estimated 18,619 person-years of employment.

Some reorientation of park communities will be required. It is neither possible, nor desirable, to meet every demand for service in Banff National Park. Changes will see a new emphasis on providing basic and essential services for visitors, and less support for community infrastructure, social services and community recreational facilities. Decisions are needed about which commercial ventures will be encouraged and what level of any particular service is desirable.

Some precedents will be difficult to change; many leases and their associated business licences have a long tradition. Nevertheless, actively managing the system of supplying services is vital to a healthy environment and a viable commercial sector.

Tourism Destination Model

In promoting Banff National Park as an international tourism destination, the tourism sector will be expected to respect, and directly contribute to, the goals of the Tourism Destination Model. It will, in addition, be called on to deliver high quality, heritage based experiences on a daily basis. In return, the sector should expect fair treatment and the opportunity to realize a reasonable return for its investment and effort.

There is already a genuine acceptance by some private operators of the responsibilities that stem from their location in a national park. Among others, Moraine Lake Lodge offers interpretive programs for its guests; Brewster Transportation and Tours uses interpretive literature and videotapes to promote awareness of the national parks; Lake Minnewanka Tours provides information about the lake and its setting during boat tours.

Principles for Commercial Enterprise

1. The opportunity to do business in a national park is a privilege, not a right owed by the Canadian people or Parks Canada. Nor is it the same opportunity one expects in a free-enterprise economy.
2. Granting business licences, leases or licences of occupation assigns clear rights to the lessee or business person; it also confers on that person unique responsibilities not found outside a park.
3. All who are privileged to operate a business in a national park share the responsibility for fulfilling the Park's mandate. They fulfill that responsibility by providing quality experience for visitors with a minimum of ecological impact.
4. In return, commercial entrepreneurs have the right to expect the opportunity to realize a reasonable return on investment, reasonable security of tenure and fair and consistent treatment by the governing authority.
5. Canadian taxpayers have the right to a fair return for the private use of public land and the right to expect that entrepreneurs will pay the full cost of conducting business in the park.
6. All Canadians should have equitable access to business opportunities in a national park.

Key Actions

The Task Force, in presenting its recommendations, appreciates the importance of working with the Town of Banff, business people, local communities and Canadians.

The development work and team building required to align commercial enterprise with the Tourism Destination Model should begin immediately.

Parks Canada should prepare, in collaboration with the commercial sector and other regional authorities, a strategy to define and manage services in the Park. This Service Supply Strategy would assure an appropriate mix of facilities and services for visitors, at levels that do not harm the ecological integrity of the Park and that ensure the economic vitality of commercial enterprises.

The Park should develop an incentive program to encourage business ventures that contribute directly to visitor understanding and appreciation of the values of national parks and provide a fair return to the taxpayer.

Home-based businesses should be phased out. These businesses usurp valuable residential space. Many do not provide basic and essential services.

Some institutions, such as the Banff Centre, are moving away from their original goals and into commercial areas. They offer programs that, while profitable, have little relevance in a national park. Parks Canada should encourage these institutions to pursue the goals for which they were originally established.

To minimize unfair competition, all rules governing business ventures in the Park should apply to Parks Canada's Employee Takeover Program.

Parks Canada should take advantage of every opportunity to reflect the Service Supply Strategy recommended above in future lease negotiations and renegotiations.

Commercial enterprises should make a fair contribution to environmental monitoring, mitigation, and restoration costs.



Transportation

The Railway

Transportation has been at the centre of decision-making in Banff National Park since the 1880s, when the CPR chose the Bow Valley as the location for its transcontinental railway. The railway preceded the Park; in fact the CPR pressed for the creation of the Park. The CPR built first class hotels and promoted the area as a tourism destination around the world. Today CP Rail and its sister company, CP Hotels, remain the most influential commercial enterprise in Banff National Park.



CP Rail's relationship with Parks Canada is somewhat different than that of other companies. This is due, in large part, to the fact that CP Rail owns the land on which its facilities are located. As well, the railway is primarily subject to federal legislation that applies to all railways in Canada, and not to the National Parks Act. CP Rail and Parks Canada must develop a closer working relationship, and the railway's operations must be tied more closely to the National Parks Act and the goals of ecological integrity.

All the traffic to and from the west coast passes through the Bow Valley. During Round Table discussions, CP Rail expressed concern that the single track through the mountains could become a bottleneck in the system. It is possible that CP Rail will apply to expand or twin their line through the Park in the coming years.

Because the route for the railway was

surveyed and built before environmental considerations were a concern, some sections (e.g., across the Vermilion wetlands) have had significant environmental impacts. The railway passes through prime wildlife habitat and, while not as much of a barrier to wildlife movement as the fenced sections of the Trans-Canada Highway, poses hazards to wildlife that must be addressed. Some species use the line as a movement corridor, especially during winters when the snow is very deep. This increases the risk of collisions between trains and wildlife.

Other environmental concerns include chemical spills, and grain spills that are not cleaned up immediately. Wildlife, attracted by the grain, become accustomed to seeking out this unnatural food source. Concern for wildlife will become more acute as rail traffic increases. The railway has also modified water flows, which in turn has altered wetlands such as the Vermilion Lakes, and outwash fans along the Bow Valley.

Bear 16, a young male grizzly, fed regularly on grain spills along the railway near Eldon Siding, beside Highway 1A. This close proximity to humans led to the inevitable consequences. In spite of a great deal of effort on the part of Parks Canada to manage the potential for conflict, in July 1996, Park wardens were compelled to capture this bear and move it to the Calgary Zoo.

Highways and Roads

Like the railway, the Trans-Canada Highway must be modified to reflect national park goals. Every year millions of Canadians use this highway, some to visit the national park, some as a route to other destinations. The highway is also a main route for transports carrying freight across the country.

The Trans-Canada Highway is twinned between the East Gate and Sunshine Road. Work began recently on Phase IIIA, a project that will see the twinning of an additional 18 km of the highway, as far as the Castle Mountain Interchange (Highway 93 South). This highway expansion sparked a significant controversy, centred mainly on environmental issues and the safety of motorists.

In the past, highway construction and maintenance have distracted Parks Canada from activities associated more directly with its mandate. For this reason, the Task Force believes that the question of who should be responsible for the operation and maintenance of the Trans-Canada Highway should be re-examined.

The highway has a more significant environmental impact than the railway. Collisions with vehicles are a major cause of death for species such as elk, deer, moose, wolf, and coyote. While fencing has reduced wildlife mortality, it has caused problems for wildlife movement, as most large carnivores are unwilling to use the culvert style underpasses (Parks Canada, 1994).

Efforts to maintain habitat connectivity are critical to the survival of many species. The design of the highway currently under construction includes two 50 m overpasses. While predicting animal behaviour is not an exact science, researchers are optimistic that

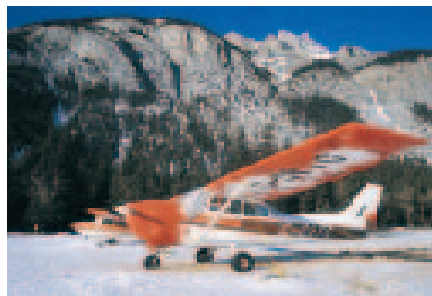
wildlife will prefer these overpasses to the culverts. Use of these structures must be monitored closely, and future designs adjusted accordingly.

A variety of secondary roads reduce habitat security and constrain wildlife movement. Some, like Highway 1A beyond Lake Louise, appear no longer to have a clear purpose and should be closed. Others should be closed seasonally or permanently, except as required for maintenance or other essential Park activities.

The Park and the Town of Banff must also control the number of cars and trucks on Park roads. Congestion and exhaust, besides polluting the air, affect the quality of the visitor experience. Public transportation should replace private vehicles in certain sensitive areas of the Park.

Aircraft Overflights

Flights by fixed wing aircraft and helicopters over Banff National Park



and adjacent areas affect wildlife and the experience of visitors, especially in some backcountry areas. The key issue is to balance the need and right to use aircraft in the Park's airspace with the Park's responsibility to preserve ecological integrity and the visitor experience.



Airstrip

There is a small, non-commercial, grassed landing strip just north of the Town of Banff. The airstrip has existed since the 1930s and is used primarily by the twelve members of the Banff Flying Club. A four-year study of airstrips in Banff and Jasper national parks (Transport Canada 1994) did not support the assertion of local pilots that the airfield plays an important role in search and rescue, diversions, and emergency landings.

The scientists advising the Banff-Bow Valley Study clearly demonstrated that there is a significant wildlife corridor at the base of Cascade Mountain, and that the airstrip, along with adjacent facilities, restrains or prevents wildlife movement. Given the ecological importance of the area and the results of the Transport Canada study, the Task Force cannot justify the continued existence of the airstrip.

Key Actions

A number of the Task Force's key recommendations on transportation are illustrated on the maps earlier in this section.



History and Culture

When people think of Banff National Park, they naturally picture the mountains, the forests, the wildlife. Yet, this Park also offers Canadians a unique opportunity to celebrate their history and culture. It is a place that lifts the story of Canada from the pages of books; a place where visitors can discover for themselves the hot springs that led to the creation of Banff National Park; can seek inspiration from the mountain peaks that attract some of the country's most famous artists; and can follow in the steps of the legendary men and women who explored and settled the West.

The Cultural Sector of the Round Table, demonstrated the interest of local residents in protecting this heritage. They showed us their profound sense of pride in the Valley and alerted us to the urgency of dealing with certain issues. If, for example, steps are not taken to record the recollections of older residents, this incredible storehouse of heritage information will be lost. Once lost, it can never be retrieved.

In 1994, Parks Canada published a

draft Cultural Resources Management Plan. The plan outlines the steps necessary to protect the Park's heritage resources:

- identify the basic themes for commemoration;
- prepare inventories of heritage resources;
- identify needs and prepare a plan for restoration;
- restore and commemorate the site; and
- interpret the resource for the public.

There is a desperate need to finalize the draft plan and distribute it for public review. Work should begin immediately on identifying the Park's basic themes and preparing an inventory of resources that support the themes. More prominence must be given to First Nations, tourism, recreation, science, mining, wars, the Depression and park administration.

National Historic Sites

There are several important national

historic sites in Banff National Park. One of the most significant is the Cave and Basin, where the discovery of the mineral hot springs marked the beginning of Canada's national park system. Other national historic sites include the Banff Park Museum, the Banff Springs Hotel, Skoki Lodge and the Sulphur Mountain Cosmic Ray Station.

The Artistic Vision

For a small community, Banff's cultural scene is amazingly vibrant. Its setting attracts and stimulates creative people. The lofty mountain landscape challenges the human spirit. However, the amount of development in some areas is inconsistent with matters of the spirit, creating uncertainty about the future. Take for example the famous vista, of the slanted wedge of Mount Rundle from the Vermilion Lakes Wetlands, captured by artists such as Walter Phillips and Belmore Brown. Today, if you sit on the edge of the Vermilion Lakes, the sights and sounds of the transport trucks on the four-lane Trans-Canada highway are behind you; freight trains chug across the far side of the lakes; the scars of development are all too apparent. Reversing this development is unlikely. The future is, however, something we can try to control.

"The history of landscape is the history of the human spirit. It is concerned with environment.... It expresses mood, character, poetry, drama -- the gentle and the savage, the primitive and the sophisticated. It is the home of light and air... It softens our arrogance and supremacy, soothes our longings and frustrations." Group of Seven painter Arthur Lismer

Architecture

The mountain environment and the influence of certain North American and European Architectural Schools combined to create a distinctive design for Banff National Park's facilities. Swiss mountain architecture inspired the Banff Springs Hotel and the Chateau Lake Louise. The creative use of logs has given us buildings like the Lake Louise Railway Station and the Superintendent's residence. Because of pressure for development, the Park is losing many of its historical buildings. As this development pushes into residential areas, the Town is also losing its traditional streetscapes and cottage-like atmosphere.

Key Actions

Parks Canada, in partnership with the Town of Banff, must protect significant examples of its built heritage.



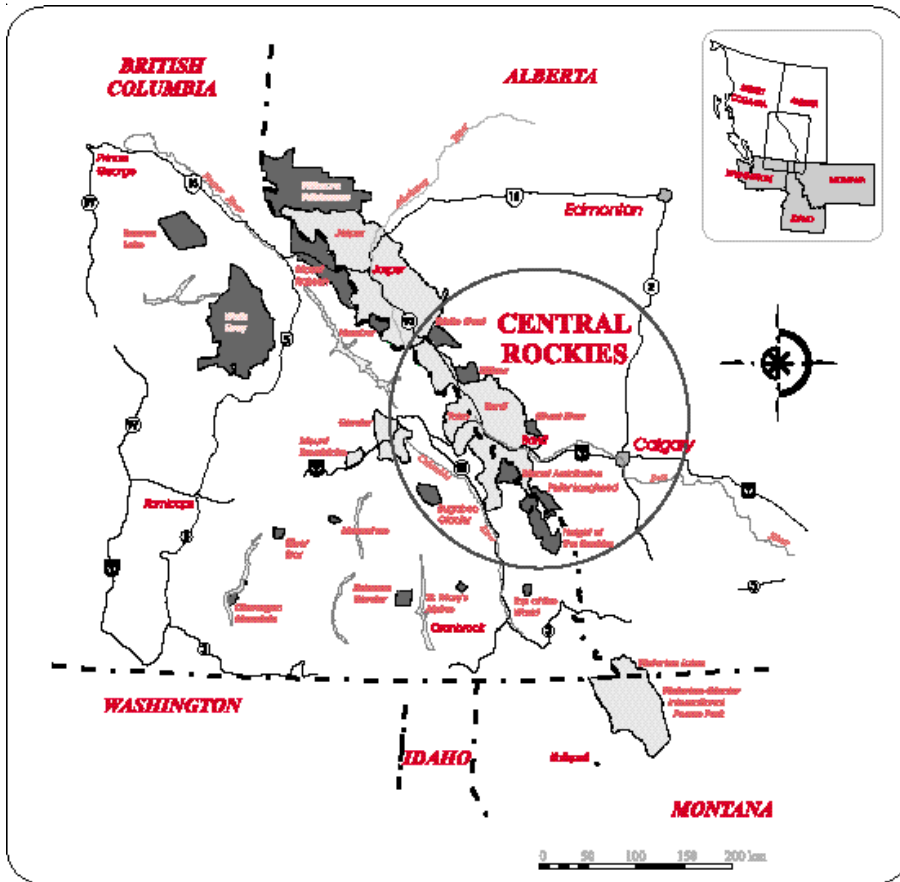
This includes important heritage buildings, streetscapes and the cottage-like atmosphere of the Town of Banff.

The Park should improve its commemoration and interpretation of the history of the Bow Valley. These programs contribute to national identity, enhance the experience of visitors and support the educational role of national parks. They have suffered seriously from recent cut-backs.



The Task Force does not believe that the federal government can finance a program to protect and interpret the Park's history and culture effectively. We feel that the private sector, non government organizations and individuals should support such a program through the creation of a trust fund.

Common Concerns, Common Solutions
Regional Management in the Banff-Bow Valley



Map of Central Rockies Ecosystem (modified from White et al. 1995)

Defining a region that is large enough to encompass all the issues, yet small enough to be practical, is a major challenge for ecosystem-based management. The Banff-Bow Valley Study used the region defined as the Central Rockies Ecosystem.

Moved by Deputy Mayor Vincent that Council ... urge the Task Force to include specific reference to the critical Socio-economic and Environmental interdependence of the Banff and Canmore areas and communities.

Dramatic growth of communities in the Calgary-Banff corridor, an eight-lane Trans-Canada Highway, strip development along the Bow River Valley - this may sound bleak, but the trends point to an outlook for the Valley that few want to see. What does this have to do with the Banff-Bow Valley? Banff National Park is only a small part of this much larger region. Because events in one area can have a significant impact on the whole ecosystem, inside and outside park boundaries, regional coordination is essential.

In the past, individual jurisdictions tended to address issues in isolation. Today, people are beginning to recognize that few pressures are unique to

one jurisdiction. They understand that cooperation increases the chances of dealing with these issues successfully.

The Bow Valley is the ecological heart of a larger ecosystem that extends far beyond the legislated boundaries of the national park.
 Banff-Bow Valley Round Table

A recent Householder Survey (Praxis et al. 1996) revealed that 70% of the residents in the Town of Banff support regional initiatives with other communities in the Bow Corridor, particularly Canmore. For its part, the Canmore Town Council passed the following resolution on April 13, 1996:

Inter-Agency Strategic Planning and Management

The Task Force has seen a great deal of evidence supporting the need for a more integrated approach to planning, management and decision-making in the Valley. Several cooperative efforts are underway. These include the Central Rockies Ecosystem Interagency Liaison Group, the Bow Corridor Ecosystem Advisory Group, the Bow River Basin Study and the Eastern Slopes Grizzly Bear Project. While these efforts are important, and should be encouraged, the situation in the region demands a more urgent and directed approach.

Regionally Connected System of Protected Areas

Although recent efforts to establish a number of protected areas in the Valley are vital, and the commitment of residents of the Valley is encouraging, initiatives are fragmented and need to be consolidated under a joint federal - provincial - municipal strategy. This approach would recognize the legitimate interests of all parties, while promoting the overall goal of a healthy, interconnected, fully functioning ecosystem.

Regional Growth

Regional growth, in the number of both residents and visitors, is perhaps the single greatest threat to the Valley. The *Sustainable Suburbs Study* (1995) predicts Calgary's population will reach 1.25 million by 2024, an increase of 70% over 1994 figures. There is no consistent approach to managing this rapid growth. Some communities like Calgary, Canmore and Lake Louise have strategies in place. The Town of Banff chose not to pursue a proposal by former mayor Leslie Taylor for a growth management strategy. Because the economic, social and ecological systems of these jurisdictions are inextricably linked, the success of a management strategy in one area will be limited by unplanned growth and development elsewhere. Clearly, the future health of the Valley depends on a coordinated approach to managing visitor and resident populations and their impacts.

Regional Visitor Management Strategy

There is currently no coordinated approach to providing visitor facilities, services and programs. This may result in gaps and duplication of services. To meet visitor needs and expectations as effectively and efficiently as possible, all organizations in the region that are responsible for visitor management should examine the need for a Regional Visitor Management Strategy.

Regional Environmental Stewardship

The growing public acceptance of personal and corporate responsibility for the environment is evident in Valley communities. Agencies, industry, communities, individuals and families are all looking for better ways to save energy and water, and dispose of solid waste. The impact of these initiatives could be much greater, and the cost much lower, if there was a common strategy involving all public, commercial and private interests. Parks Canada should lead by example - water quality standards should exceed those of the province, energy conservation should benefit from leading edge technology and programs to reduce waste should set the standard for the region.

Key Actions

Several actions in support of regional management require Parks Canada's immediate attention:

- the creation of a strategic inter-agency planning and management group
- the development of common approaches to ecosystem based management
- application for membership in the Bow Corridor Ecosystem Advisory Group
- support for the nominations of the Bow River/Canmore Corridor and the Spray Lakes/Kananaskis River as part of the Special Places 2000 program
- discussions with regional organizations regarding the need for a Regional Visitor Management Strategy
- a conference of key stakeholders to begin preparation of a Regional Growth Management Strategy
- changes to hunting regulations for adjacent provincial areas, which affect large carnivores and other wildlife species requiring protection
- the creation of an integrated research program and a shared data base

Park Management - Delivering the Public Policy Agenda

In exploring the governance question, the Task Force was struck by the number and complexity of the issues. Early work with the Round Table revealed a great deal of concern about governance and decision-making. Subsequent research by Coopers & Lybrand (1995b) supported the Round Table's insight - governance and decision-making require reform.

Governance – the exercise of authority, direction and control.

In the Banff-Bow Valley, the situation is complicated by the concentration of human use, the actions of powerful interest groups, and the valley's geographic location between two provincial jurisdictions. The key is finding the best methods to channel the drive for commercial enterprise and human use, while maintaining the character of a national park and fulfilling the mandate as set out in the National Parks Act (1988). This dynamic is central to the Park. It began with the Cave and Basin in 1883 and was instrumental in pushing the government of the day to set aside the area as Canada's first national park. As enterprises such as the Canadian Pacific Railway expanded, and the settlements of Banff and Lake Louise grew, so too did the complexity of the management challenge.

While Parks Canada has the main authority for managing the Park, it is by no means alone in exercising that authority. A number of laws, regulations and international conventions and agreements apply to the area. The State of the Bow-Valley (Pacas et al.

1996) describes this as a “sizeable and confusing conglomeration of regulatory and administrative requirements and mechanisms.”

Key Components of the Governance Framework

The Task Force Reviewed the following key areas of governance:

- the current governance model
- current major organizational initiatives including Parks Canada's Mandate for Change (Canadian Heritage 1996)
- planning processes
- decision-making and accountability
- public involvement and communication
- data management
- management of science and research
- leases, licenses of occupation, and concession agreements
- the relationship with business
- the community's role in achieving the Park's goals
- the development approval process
- fees and revenue
- environmental stewardship

The Task Force received many suggestions and considered many options for governance in Banff National Park. Suggestions ranged from declaring the Banff-Bow Valley a “sacrificial” recrea-

tion area, through to the establishment of a new supra-commission linking regional and national bodies. After considering the alternatives, the Task Force feels that Parks Canada's current changes are heading the organization in the right direction. In our recommendations, we have therefore emphasized improving the existing system as opposed to building an entirely new system.

The Task Force looked at protected areas in other countries to determine if they could offer solutions to issues in the Banff-Bow Valley. In the Governance Model of the Banff Bow Valley Phase 2a, Coopers and Lybrand (1995b) concluded that Parks Canada is as advanced, or even ahead of, other countries in dealing with the major issues facing protected areas. Indeed, interviews with senior park administrators in Australia and the United States revealed that these managers often look to the Canadian system for answers to their own problems.

After reviewing the study's results, the Task Force concluded that the solutions to the governance issues in the Banff-Bow Valley were not to be found abroad, but would have to be developed to meet the specific challenges and conditions of the area.

Organization

Like many large organizations in the past 10 to 15 years, Parks Canada has undergone several reorganizations. These changes have come at a pace faster than the organization's ability to adapt and have affected its focus and, at times, its effectiveness.

To its credit, throughout this period Parks Canada has moved to a more open and consultative process, ahead of many other government departments. But it is still some way from implementing a full, shared decision-making culture, which many feel is the only way to successfully develop and implement public policy.

Parks Canada is currently undergoing the most significant restructuring in its history. Known as "Mandate for Change", this reorganization envisages Parks Canada as a Special Operating Agency, which will privatize some services through "Alternate Delivery Initiatives" and "employee takeovers". Driven by fiscal constraints rather than operational necessity, this new regime will challenge Parks Canada to maintain its focus.

When designed to improve an organization's ability to achieve its purpose and to carry forward its values and ethics, organizational reform is a true renewal. The Task Force hopes the "Mandate for Change" is such a renewal, and that it will lead to improved decision-making in Banff National Park.

Planning

Planning by Parks Canada includes two key efforts that, when properly developed, provide an excellent blueprint for managing a national park: the park management plan and the business plan. The management plan sets the general direction for a national park with specific management objectives and guidelines. The Business Plan advocates a more entrepreneurial approach. Its objective is to place Parks Canada on a firm financial basis, while respecting its mandated responsibilities.

Decision-Making and Accountability

When Tom Lee, Parks Canada's Assistant Deputy Minister, told the Banff-Bow Valley Round Table that decision-making had failed in the Valley, he confirmed what the evidence had made clear. In public submissions, deputations, and Round Table discussions, people repeatedly emphasized that the current problems in Banff National Park were often tied to decision-making. The reasons for this failure appear rooted in several difficulties:

- the absence of a consistent process and a predictable outcome (Hildebrandt 1995);
- the lack of a formal means to appeal decisions, except to the Minister;
- political or ministerial interference in local decisions (Hildebrandt 1995); and
- a lack of criteria and policy to guide superintendents in the use of their discretionary powers.

Public Involvement and Communication

Because of its complexity and thoroughness, Parks Canada's approach to public involvement is considered by some as a model for government. Others argue that the approach is, at times, intermittent. They point to lack of accountability, emphasis on local and regional input, cost, and the time required. In submissions to the Task Force, people frequently expressed their belief that public involvement is a one-sided effort; Parks Canada receives input but does not account for how it dealt with that input - if it dealt with it at all.

The Task Force is convinced that Parks Canada must improve its communication with stakeholders. It bases this conviction on evidence of decisions made without notification, consultation notices arriving after consultation has occurred, and the inadequate notification of fee increases. Presenting information about the Park's natural and cultural heritage is also vital to protecting ecological integrity and ensuring all visitors and residents can enjoy and understand the Park and its mandate.

Data Management

In reforming its organization, Parks Canada will have to pay serious attention to the information needs of its managers. Parks Canada must improve in:

- identifying data needs;
- developing sources and acquisition methods;
- setting up data storage and retrieval mechanisms; and
- using data in decision-making.

Because of its unique situation, the Park must, in addition to the natural sciences, consider a full range of social, economic and cultural factors. The State of the Banff-Bow Valley found that information on the Park's human and economic systems was neither complete nor comparable over time, and that major information gaps exist. These include a lack of data on trends, visitor activities, and residents. The Task Force found this a significant barrier in fully understanding the human presence in the valley.

Science and Decision-Making

Parks Canada has extensive expertise in the natural sciences. However, properly applying science to the decision-making process continues to be a challenge for the organization. The science - public policy interface is a tenuous one. Success in the future will depend on helping the scientific community to understand the decision-making process and to become more involved in that process.

Lease Management

The application of modern ecosystem and visitor management practices is stymied by the system of inflexible and antiquated lease and land use arrangements in the Banff-Bow Valley. Legal writs of the early twentieth century could not foresee the complexities of land-use and the Nation's needs a century later.

Leasing national park land also raises the question of national entitlement. In some cases, land in the valley has been leased, on behalf of Canadians, for more than a hundred years. It is not apparent that Canadian taxpayers have received a fair return for granting this opportunity.

Some national parks, particularly in the United States, use concession arrangements to provide basic and essential services. When managed properly, this ensures a fair return to taxpayers and adds a greater element of competitiveness into the process of granting land rights and business opportunities. Parks Canada has begun to move in this direction through its employee take-over program.

Relationship with Commercial Enterprise

For commercial enterprise, the reality of clear public policy direction and government restraint provides an opportunity for a more direct role in the delivery of policy and programs. This role must adjust to and reflect the clear direction Canadians have expressed in policy and legislation. The challenge is for both to work together — employing the creativity, discipline, and innovation of private enterprise in meeting the national interest.

Park Communities

The communities in Banff National Park are pivotal in establishing both its character and direction. The Town of Banff in particular is a focal point and a prime example of the concerns and challenges of governance in the Bow Valley.

An issue for both communities is the question of who is eligible to reside in a national park. In face of the growing shortage of residential housing, careful attention is required to:

- enforce the rules governing who really needs to live in the Park;
- assess the capacity of the communities; and
- address the possibility that the communities will become exclusive resort or retirement locations.

Development Review

No activity has affected the credibility of Parks Canada more than the inadequacies of its past development review processes. Critics are not hard to find. They complain of costly, labourious, and repetitious requirements, lack of clarity, and the absence of consistency.

To explore these issues, the Task Force commissioned a special study of the development process, with particular emphasis on how Parks Canada's efforts to harmonize it with the Canadian Environmental Assessment Act (CEAA) would improve the situation (Taylor, 1996).

As a result of this analysis, the Task Force concluded that the development review process requires a complete overhaul.

Fees and Revenue Generation

Parks Canada is coping with a 24% cut in public funding. More reductions are inevitable. While a variety of solutions involving partnerships and organizational change will help address this situation, the Park must also look for ways to generate revenue through fees.

In Banff National Park, partnerships with volunteer groups can play an important role as Parks Canada continues to downsize and to implement its National Business Plan. With independent funds and experienced volunteers, these groups provide a valuable supplement to Parks Canada's scarce resources.

Environmental Stewardship

Banff National Park has accepted its stewardship role with enthusiasm and has implemented many programs to reduce the impact of its activities and operations on the ecosystem (Millard, pers. comm.). Environmental stewardship ranges from individual action (e.g., recycling soft drink cans) to large scale programs requiring complex approaches (e.g., waste management, energy audits, etc.)

Key Actions

The Banff-Bow Valley Study represents a significant investment, by the government of Canada and taxpayers, in the future of Banff National Park. Realizing the full return on this investment will require Parks Canada to set up a special working group to oversee the implementation of the Task Force's recommendations.

The State of the Banff-Bow Valley (Pacas et al. 1996) and the Ecological Outlook Project (Green et al. 1996) provide a number of powerful management tools that have long-term strategic value. This value can only be realized by:

- making them accessible to anyone who is interested;
- updating them regularly so the information they contain remains current; and
- using their approach to integrating ecological, social, and economic factors in addressing issues and solving problems.

The Task Force supports the direction of Parks Canada's current reorganization, including the privatization of services, employee takeovers, and partnerships. It recommends, however, that other individuals or organizations only provide those services that are not fundamental to Parks Canada's core mandate.

The Task Force endorses Parks Canada's efforts to develop new relationships with commercial enterprise and to use those relationships to improve service to visitors, protect and enhance Park values, and share both costs and benefits more equitably.

Parks Canada must ensure that its decision-making process is timely, fair and consistent. All Canadians must have an equal opportunity to become meaningfully involved in decisions about Banff National Park.

Parks Canada should adopt the principles of precaution as the basis for decision-making.

Banff National Park should prepare an overall science strategy that includes the full range of scientific disciplines: bio-physical, social, and economic. The strategy would lay out clear directions for the role of science and research, the

peer review process, a science advisory committee, data management, and communications.

Parks Canada should use every legal opportunity to update leases and licences of occupation to protect the interest of the Crown and to reflect the desired future direction of the Park.

Parks Canada should work with the Town of Banff and the Hamlet of Lake Louise to ensure that the Park's communities:

- exist in harmony with the Park and its values;
- are safe, healthy and hospitable;
- display their culture and history; and
- accept their ethical and stewardship responsibilities to the rest of Canada.

The development review process must have clear criteria and procedures, adequate methods to inform the public, and a consistent application.

The Park's fee structure must be fair and provide a reasonable return to Canadian taxpayers. It should provide Parks Canada with enough revenue to maintain the Park and to implement the Task Force's recommendations. Public involvement and communication are essential.

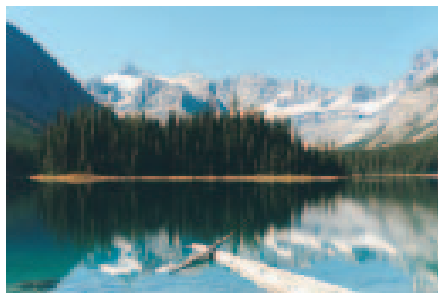
Parks Canada should enlist the support of volunteer organizations, municipalities, commercial enterprises, educators, and residents for a comprehensive stewardship program.

Part 7 Past Travels, Future Directions

In 1994, the Task Force began to explore the intricate issues and relationships that exist in the Valley and to assess the influence of historical events, traditions, and practices that had forged the Banff National Park of the day. The Task Force wanted to understand the role the Valley plays in the larger ecosystem, in the local, regional and national economies, and in the very fabric of Canadian society. It also wanted to understand the current state of knowledge and the cumulative environmental effects of past decisions. In tackling this challenge, the Task Force made every effort to involve Canadians and, in so doing, learn what Banff National Park meant to them.

Everyone who participated in the Banff-Bow Valley Study struggled to set aside their own preconceptions and to learn, understand and appreciate the subtleties of the landscape, the intricacies of the natural environment, and the dynamics of human relations in the Valley. They attempted to balance the legitimate aspirations of local communities with the national interests of Canadians. They dedicated this tremendous investment in time, money and effort to the “benefit, education and enjoyment of future generations.”

Implementing the Task Force’s recommendations will not be easy. It will



require determination, cooperation, money and sacrifice. Many decisions will have to be made in the face of uncertainty. In such cases, people will have to rely on the value of exercising restraint and self-discipline today, for the sake of the future. Will it be worth it? Will the sacrifice be repaid? The cooperation justified? The money well spent? More importantly, will we fulfill our commitment to generations not yet born, a commitment made in 1930, when an Act of Parliament dedicated national parks “. . . to the people of Canada. . . to remain unimpaired for the benefit of future generations.”?

Let’s look forward to the year 2025. Let’s imagine walking with our grandchildren through Banff National Park. Let us look, through their eyes, at the legacy we hold in trust for them.

What Could Have Been

In the early 1990s, Parks Canada, the Canadian people and the residents and businesses in the Banff-Bow Valley found themselves at a crossroads. They faced a perplexing choice. More than five million people visited Banff National Park every year, a number that was growing by more than five per cent annually; the Town of Banff would soon be a city with more than 10,000 residents; the region outside the Park was one of the fastest growing areas in Alberta; the scenic value of the Canadian Rockies was drawing increasing numbers of international visitors; pressure continued to twin the Trans-Canada Highway; public funding was in a dramatic decline; the future viability of populations of native fish and wild animals was in question; evidence pointed to seriously impaired aquatic and terrestrial ecosystems; a lack of



trust, inconsistent decision-making, and an uncertain future fuelled tensions among the key interests in the Valley. This was a road that would very likely lead to the destruction of the values for which Banff National Park was created, and for which it qualified as a World Heritage Site.

Faced with this bleak future, Canadians made a choice; one that meant some sacrifice by everyone. The choice was to preserve what had become a symbol of Canada’s commitment to protected areas and an icon on the world tourism stage. In so doing, Canadians decided that the Park’s ecosystems would be the envy of the world, would support a strong and vital national and international tourism industry, and would contribute to the essential life-support systems of all people.

The Decisions Made

In a true spirit of cooperation and understanding, all interests in the Valley came together to craft a common Vision of the future. This Vision was founded on such fundamental values as respect for others; nature in and of itself; safe, healthy, and hospitable communities; open, shared decision-making; and wilderness preservation as a cornerstone of Canada’s image around the world.

Every Canadian played a role. The tourism industry, in cooperation with

Parks Canada, implemented a new Tourism Destination Model. Visitors adjusted their expectations and behaviour to help reduce the impact of human use on critical wildlife habitat. In the process, they gained a new appreciation of the environment. They no longer saw it as a limitless resource to be exploited, but as a “fountain of life”, supporting biodiversity and in need of protection.

The Park’s communities focussed on their role as visitor centres, providing basic and essential services. The Town of Banff, together with other regional communities, devised an aggressive growth management strategy to preserve and, in some cases, restore the character of the Town, preserve the quality of life for residents, and enhance the experience of visitors. Parks Canada implemented a comprehensive ecosystem management program, with the support of residents, visitors and industry. This program complemented similar ecosystem-based management programs in neighbouring jurisdictions.

Over time, uses and services that were either not appropriate for a national park, or not needed to meet the basic needs of visitors, were phased out. Services that directly contributed to the benefit, education, and enjoyment of visitors were offered in their place. Finally, decision-making in the Valley, whether by government or by the private sector, sought to consider all points of view. Consistency and fairness were watchwords.

The New Order

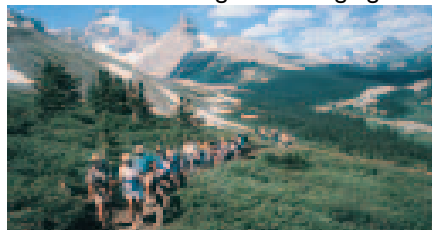
Banff National Park has been described as unique by many people — some for its splendour; some for the combination of wilderness and comfort it offers; some for the excesses in development and use. The new order offers other ways to describe

the Park. Even with millions of visitors coming each year, grizzly bears now roam traditional ranges. The number of wolves has increased and animals move freely through the valley. Elk populations are more in balance. Bull trout flourish in waters from which they had disappeared. More rivers flow freely. Vegetation patterns better resemble the natural variability seen in the early years of the Park. The Park’s national transportation corridor is a demonstration area for leading edge technologies that are designed to perpetuate natural systems.

Interests in the community and beyond, once torn apart by debate about which road to take, now have strong partnerships. They took seriously their responsibilities and achieved their Vision. People from the world over enjoy hiking, camping, observing wildlife and learning about the Park’s natural and cultural heritage. They leave knowing that Banff National Park continues to be the icon it once was, and understanding the value of protected areas for all human kind. Administrators of protected areas around the world look to Banff National Park for solutions to the challenges that human use poses for them.

The Challenge

James Harkin, Canada’s first Commissioner of National Parks described his vision: “National Parks are maintained for all the people - for the ill that they may be restored; for the well that they may be fortified and inspired by the sunshine, the fresh air, the beauty, and all the other healing, ennobling agen-



cies of Nature. They exist in order that every citizen of Canada may ...be made better, be healthier, and happier.”

Would James Harkin recognize the Banff National Park of today? Would he be proud of the premier park in a system which he, more than any other park administrator, helped to define? Is Banff National Park a place where Canadians can escape from the pressures of society to renew themselves in a natural setting? Have the generations of the past fulfilled their responsibility to the generations of the future?

For two decades, we have followed a road that was not always straight, not always smooth. We have done this because we share a Vision of Banff National Park as “...a place of wonder, where the richness of life is respected and celebrated.” Today a new road stretches out before us. This road is not unlike the one we have travelled - not straight, not smooth. There are crossroads ahead. But now, there is a sign at the crossroads; a sign built by James Harkin, the National Parks Act, the Round Table, the Banff-Bow Valley Task Force, by all Canadians who have taken the time to share their hopes and concerns for this unique corner of their country. When we arrive at the crossroads, we can look to these people for help and use their guidance as we seek always to choose the right direction.

ACKNOWLEDGEMENTS

Many people gave generously of their time to help the Task Force as it studied the issues and prepared its final report. The members of the Task Force are indebted to all these people for their cooperation, their enthusiasm and their willingness to help. Unfortunately space does not permit us to name every person who participated in the study. We would, however, like to extend our thanks to everyone who made a contribution.

Preparation of the Summary

Design/Production/Print Co-ordination: Blackbird Design (Ken Uyeda, Ken Wong & Pamela Fry)

Translation: Thibaudeau MacLeod Translations (Marc Thibaudeau), with the cooperation of Syntax Language Services

Writing/Editing: Colleen McCluskey, Doug Hodgins

Public Involvement

Deputations: Canadian Parks and Wilderness Society, Banff Flying Club, Lake Louise Trailer Court Association, Rocky Mountain Tours, Graeme Pole, Banff Centre, Fairview Non-profit Housing Cooperative Association, Peter Whyte & Bill Tillemann on behalf of Banff Mount Norquay, Peter Poole.

Public Meetings: The Task Force hosted public meetings in Vancouver, Lake Louise, Calgary, Waterloo, Peterborough, Toronto and Ottawa, and would like to thank all that attended for taking the time to learn about the Study and provide their comments.

Round Table

Sector Chairs: Rhonda Allen (Maryalice Stewart), Ted Hart/Leslie Taylor, David Hutton, Andre Kerkovius, Harvey Locke (Mike Going, Wendy Francis), Mike McIvor, Bill McKeage (Ken Browne) Brad Pierce, Ladd Snowsell, Lorraine Widmer-Carson, Charlie Zinkan.

Steering Committee Members: Wendy Aitkens, Moe Baile, Kim Bater, Dan Bell, Lyle Berg, Mark Bowes, Stephen Boyd, Alison Brewster, Mary Brewster, Connie Brill, Carolyn Callaghan, Douglas Campbell, Bill Clark, Richard Collier, Dave Collins, Margaret Crerar, Madeline Crilley, Bob Crosby, Heather Dempsey, Alistair Des Moulins, Dorothy Dickson, Peter Duck, Michel Dufresne, Brent Ellenton, Captain L. Esson, John Evely, Keith Everts, Steve Faulknor, Jeanette Fish, Myles Flaig, Lorraine Fraser, Peter Gardner, Sam Hall, Judith Hanebury, Cliff Hansen, Gail Harrison, Kim Hartlin, Rockland Helpin, Dave Honeyman, Glen Hopky, Tazim Jamal, Bill Knowlton, Peter Kosowan, Ken Lambert, Henry Lee, Stephen Legault, Bruce Littke, Martin Littlejohn, Delford Louis, Sargent W. MacDonald, Doug Machuk, Yvonne Machuk, Ian Mackie, Cynthia Magee, Dick Mann, Ben Marriott, Diane McIvor, Greg McKnight, Donna McKown, Betty McLennan, Kevin McNamee, Don Mickle, Kelly Motley, Marty Muldoon, Paddy Mulloy, Bill Noseworthy, Joanne Ogawa, Tak Onaga, Judy Otton, Anders Ourom, Brian Patton, Brian Perry, Carol Phillips, Terry Prowse, Steve Price, Pat Remmers, Wendy Rockafellow, Peter Roginski, Angela Ross, Barb Rostron, Anders Roussy, John Rule, Cheryl Sandercock, Pierre Savard, Bernie Scheisser, Rev. Larry Scott, Bill Sellens, Howard Srigley, Kathy Staniland, Kevin Stanton, Dave Stark, Gord Stermann, Tracey Stock, Kaydonna Stone, Arthur Tauck, Ed Telfer, Michael Turcot, Harry Ulmer, Len Upton, Michael Vincent, Ron Warner, Brian West, Gerry Wilkie, Lorraine Williamson, Ken Williamson, Beth Wolley.

Mediator: Craig Darling

Assistant Mediator: Rich Mudry

Submissions: Letters were received from across the country and around the world. The Task Force would like to thank all of those individuals, families and organizations for taking the time to express their thoughts about the Park so eloquently.

Technical Studies

Appropriate Activities: Angus Reid Group, Brent Ritchie, Rich Mudry, Doug Hodgins, Eva Katic.

Behavioural Research: Brent Ritchie, Eva Katic, Bev Darbyshire, Barbara McNicol.

Cumulative Effects Assessment:: Jeffrey Green, Charlie Pacas, Suzanne Bayley, Laura Cornwell, Mike Gibeau, Bryon Benn, Stephen Herrero, John Kansas, Karen Kane, Pers Sandstrom, Paul Paquet, Carolyn Callaghan, Jack Wierzchowski, Steve

Donelon, Shelley Alexander, John Woods, Tom Hurd, Rick Kunelius, Peter Achuff, Ian Pengelly, Dave Schindler, Chris Bruce.

Development Decisions: Leslie Taylor, Doug Cook, Doug Hodgins, Rich Mudry, Christine Kraayvanger.

Interviewees: Michael Bacon, Hans Cafilich, Peter Duck, Trent Harder, Rob Harding, Ted Hart, Mike Huminuk, Doug Leighton, Bill Leonard, Norm Letnick, Diane Mclvor, Mike Mclvor, Brad Pierce, Ron Tessolini, Charles Zinkan.

Ecological Outlook Workshop #1 (June 1995)

Participant List: Peter Achuff, Kim Bater, Suzanne Bayley, Greg Belland, Dave Bernard, Bette Beswick, Jan Bloomfield, Sandra Brown, Lorraine Widmer-Carson, Robert Costanza, Laura Cornwell, Dave de Lange, Dave Donald, Bert Dyck, Dave Fernet, Wendy Francis, Ugo Feunekes, Paul Galbraith, Mike Gibeau, Alison Gill, Jeffrey Green, George Hegmann, Stephen Herrero, Doug Hodgins, Tazim Jamal, Eva Katic, Rick Kunelius, Nik Lopoukhine, Dave Mattson, Alex McFadden, Diane Mclvor, Mike Mclvor, Rich Mudry, Peter Murphy, Charlie Pacas, Bob Page, Paul Paquet, Ray Rasker, Brent Ritchie, Len Ruggerio, Dave Schindler, Maryalice Stewart, Guy Swinnerton, Cliff White, Pam Wight, Stephen Woodley.

Ecological Outlook Workshop #2 (March 1996)

Participant List (Partial): Peter Achuff, Chris Bruce, Jan Bloomfield, Kim Bater, Suzanne Bayley, Ken Browne, Doug Cook, Laura Cornwell, Bob Costanza, Roy Crowther, Craig Darling, Alistair Des Moulins, Roger Drury, Paul Galbraith, Mike Gibeau, Mike Going, Mary Granskou, Jeffrey Green, Stephen Herrero, Doug Hodgins, Tom Hurd, Eva Katic, Peter Kosowan, Rick Kunelius, Stephen Legault, Dave Mattson, Dianne Mclvor, Mike Mclvor, Rich Mudry, Dennis Murphy, Charlie Pacas, Bob Page, Paul Paquet, Ian Pengelly, Brent Ritchie, Dave Schindler, Guy Swinnerton, Harry Ulmer, John Weaver, Lorraine Widmer-Carson, Jack Wierzchowski, Elizabeth Willman, Cliff White, Stephen Woodley, John Woods, Beth Wooley.

Ecological Mitigation Workshop (May 1996):

Peter Achuff, Suzanne Bayley, Laura Cornwell, Jeffrey Green, Stephen Herrero, Tom Hurd, Charlie Pacas, Paul Paquet, Ian Pengelly, Jack Wierzchowski, John Woods.

Futures Outlook: Laura Cornwell, Suzanne Bayley, Eva Katic, Charlie Pacas, Jack Wierzchowski, John Woods, Paul Paquet, Mike Gibeau, Mike Mageau, Bob Costanza, Mike Boyd, Greg McKnight, Rick Siddle, Chris Bruce, Doug Hodgins.

Governance Model Review: Coopers & Lybrand Consulting, Doug Cook, Doug Hodgins, Rich Mudry.

Historical Analysis: Walter Hildebrandt, Graham Macdonald, Bill Yeo, Jim Taylor, Bob Page, Doug Hodgins, Joy Bowes, Sarah Carter, Doug Cook.

Interviewees: Bob Crosbie, Al Davidson, Dave Day, Art Haenni, Ted Hart, Ken Hughes, Steve Kun, Charlie Locke, Harvey Locke, Mike Mclvor, David Morrison, Brian Patton, Jillian Roulet, Bob Sandford, Ralph Scurfield, Sam Schultz, Jimmy Simpson, Greg Stevens, Leslie Taylor, Ron Warner, Cliff White Sr., George Yaetes, Charlie Zinkan.

External Reviewers: Al Davidson, Frits Pannekoek, Bill Waiser.

Land Management: Doug Hodgins, Doug Cook, Jeffrey Green, Doug Leighton, Bill Leonard, Neil MacDonald, Donna Neville, Charlie Pacas.

Research Management: Doug Hodgins, Gail Harrison, Paul Griss, Doug Cook, Jillian Roulet, Christine Kraayvanger.

Interviewees (Phase I): Donna Petrachenko, Gaby Fortin, Charlie Zinkan, John Allard, Cliff White, Bob Haney, Bernie Lieff, Marty Magne, Tom Lee, Nik Lopoukhine, Dave Nielsen, Leslie Taylor, Bertram Dyck, Jay Litke, Bill Glasgow, Jan Bloomfield, Fred McMullan, Chris Campbell, Greg McKnight, Mike Mclvor, Cliff Wallis, Kevin McNamee, Paul Paquet.

Interviewees (Phase II): Mike Mclvor, Cliff White, Dave Nielsen, Jim Murphy, Ray Andrews, Cliff Wallis, Bernie Lieff, Jan Bloomfield, Michel Audy, Stephen Herrero.

Socio-Economic Compendium: Leslie Taylor, Eva Katic, Suzanne Bayley, Doug Cook, Doug Hodgins.

State of the Banff-Bow Valley Report

Compiled by: Charlie Pacas, David Bernard, Nancy Marshall and Jeffrey Green.

Task Force Coordinators: Jeffrey Green, Dr. Brent Ritchie.

Primary Authors: Charlie Pacas, David Bernard, Nancy Marshall, Carol Murray, Ian Parnell, Richard Roberts, Sharon Stroick.
Research Support: Jan Bloomfield, Channy Chow, Bev Darbyshire, Kathy Dumaresq, Cathy Hourigan, Eva Katic, Donna Poon, Bob Purdy, Greg Scarborough.

Word Processing / Technical Support: Doug Brown, Yolanda Dixon, Gwen Eisler, Bernie Lief; Gail Moir, Jim Mulchinock, Kelly Robson, Greg Thompson, Jack Wierzchowski.

Contributors and Workshop Participants: John Allard, Tim Auger, Suzanne Bayley, Greg Belland, Lyle Berge, David Bernard, Barb Bertch, Bette Beswick, Brad Bishoff, Jan Bloomfield, Mary Brewster, Lu Carbyn, Joanne Cairns, Carolyn Callaghan, Donna Chambers, Channy Chow, Peter Clarkson, Bev Darbyshire, Dave Day, Dave de Lange, Roger Drury, Peter Duck, Keith Everts, Stephen E. Faulkner, Kim Fraser, Blair Fyten, Mike Gibeau, Dave Gilbride, Jeffrey Green, Kerrie Hale, Ted Hart, Karsten Heuer, Doug Hodgins, Jeff Holroyd, Glen Hopky, Richard Hudson, Dave Hunter, Tom Hurd, Gord Irwin, Karen Jarvis, Ray Jennings, Helen Kennedy, Rick Kunelius, Doug Leighton, Patrick Lewis, Brian Low, John Low, Ian Mackie, Diane McIvor, Mike McIvor, Bill McKeage, Terry McGuire, Mike McKnight, Gail Moir, Rich Mudry, Donna Neville, Bill Noseworthy, Charlie Pacas, Brian Patton, Glen Peers, Ian Pengelly, Glen Pitman, Dave Poll, Peter Poole, Brent Ritchie, Richard Roberts, David Schindler, Lorn Sheehan, Peter Sherrington, Rick Siddle, John Signeur, Cyndi Smith, Ladd Snowsell, Kathleen Staniland, Dixon Thompson, Russ Tynan, Martin Urquhart, Don Waters, Peter Watts, Cliff White, Joan Williams, John Woods, Charlie Zinkan.

Many individuals, companies and agencies contributed to the completion of this report. The Task Force would like to specifically acknowledge the following companies and individuals for their contributions over and above their contractual and departmental requirements: ESSA Technologies Ltd. for their additional commitment of professional time to the compilation of the August 26th version of the State of the Banff Bow Valley Report; Parks Canada, Banff National Park for professional time, data and graphics; Alberta Economic Development and Tourism for provision of data and review of the report; Charlie Pacas, Banff Bow Valley Study Secretariat.

Tourism Outlook: Coopers and Lybrand Consulting Ltd. (Suzanne Watts), Brent Ritchie, Doug Hodgins

Vision Analysis: Barbara McNicol, Rich Mudry, Christine Kraayvanger

Working Groups

Round Table Appropriate Use Working Group: Mark Bowes, Heather Dempsey, Mike Going, Ted Hart, Stephen Legault, Bill McKeage, Rich Mudry, Judy Otton, Brent Ritchie, Peter Roginski, Ladd Snowsell, Gordon Stermann.

Round Table Issues Working Group: Rhonda Allen, David Hutton, Charlie Zinkan, Doug Cook, Rich Mudry.

Round Table Technical Working Group: Kim Bater, Ken Browne, Peter Duck, Paul Galbraith, Mike Going, Gail Harrison, Peter Kosowan, Rick Kunelius, Brian Patton, Peter Roginski, Jeffrey Green, Suzanne Bayley, Charlie Pacas.

Round Table Vision Working Group: Stephen Boyd, Doug Campbell, Alistair Des Moulins, Ted Hart, Mike McIvor, Bill McKeage, Rich Mudry, Brian Patton, Brad Pierce, Brent Ritchie, Ladd Snowsell, Maryalice Stewart, Leslie Taylor, Lorraine Widmer-Carson.

Scientific Review Committee: Ms. Jan Bloomfield, Dr. Chris Bruce, Dr. Roy Crowther, Dr. Dave Mattson, Dr. Dennis Murphy, Dr. Gordon Nelson, Dr. Stan Rowe, Dr. David Schindler, Dr. Guy Swinnerton, Dr. John Weaver, Dr. Elizabeth Willman, Dr. Stephen Woodley, Dr. Suzanne Bayley (Task Force Coordinator).

Administration

Contract Services: Lisa Saruwatari, Dany Carriere, Diane Watson, Brian Potter, Pat Husar, Doug Hodgins

Design: Jay Simpson, Jim Mulchinock, Doug Brown, Ed Duchoslav Design.

Library Services: Cathy Hourigan

Program Liaison & Support

Tom Lee, Donna Petrachenko, Sandra Davis, Charlie Zinkan, Jillian Roulet, Robin Russell, Jean Boutet.

BIBLIOGRAPHY

- Angus Reid Group. 1996. Identifying Appropriate Activities for Banff National Park: Views of Calgary Residents. Prepared for The Banff Bow Valley Study Task Force. Banff, Alberta. 23pp. + Appendices.
- Angus Reid Group. 1993. Parks Canada. A Summary Report of the Environmental Citizenship Survey - 1993.
- Banff Bow Valley Study. 1995. Summary of Ecological Outlook Workshop I. Prepared for the Banff Bow Valley Study, Department of Canadian Heritage, Ottawa, ON. 26pp.
- Banff-Bow Valley Study Round Table. 1996. Summary Report. March 1996. Banff, AB. 200pp
- Banff/Lake Louise Tourism Bureau. 1994. Banff/Lake Louise Held in High Esteem by Summer Visitors. Banff, AB.
- Berton, Pierre. 1970 & 1971. The Great Railway. 2 vols. Toronto, ON.
- Bruce, C. 1996. Economic Factors Affecting Banff National Park. Prepared for the Banff Bow Valley Study. Banff, AB. 40pp.
- Canadian Heritage Parks Canada. 1994. Guiding Principles and Operational Policies. Minister of Supply and Services Canada. Ottawa, ON. 125pp.
- Canadian Heritage Parks Canada. 1995. Framework - National Business Plan, 1995/1996 -1999/2000. Ottawa, ON. 57pp.
- Canadian Heritage. 1996. Parks Canada's Mandate for Change. Ottawa, ON.
- Coopers & Lybrand Consulting. 1995a. Tourism Outlook Project. Prepared for the Banff-Bow Valley Task Force, Banff, AB. 19pp. + Appendix.
- Coopers & Lybrand Consulting. 1995b. A Review of the Governance Model of the Banff-Bow Valley. 2 Vol. Prepared for the Banff-Bow Valley Task Force, Banff, AB. 46pp.
- Cornwell, L. and R. Costanza. 1996. A Futures Outlook of the Banff-Bow Valley: A Modelling Approach to Ecological, Economic and Social Issues. In Chapter 10: Green, J., C. Pacas, S. Bayley and L. Cornwell (eds.), Ecological Outlook Project: A Cumulative Effects Assessment and Futures Outlook of the Banff-Bow Valley. Prepared for the Banff-Bow Valley Study, Department of Canadian Heritage. Ottawa, ON.
- Environment Canada Parks Service. 1992. Toward Sustainable Ecosystems: A Canadian Parks Service Strategy to Enhance Ecological Integrity. Final Report of the Ecosystem Management Task Force. Canadian Parks Service - Western Region. Calgary, AB. 25pp + Appendices.
- Ettinger, B., and Charles Pacas. 1996. Spray Lakes / Low Kananaskis River Protected Area: a Nomination to the Special Places 2000 Program. February 1996. 11pp + Appendices.
- Government of Alberta, 1995. Special Places 2000: Alberta's Natural Heritage. Policy and Implementation Plan. Alberta Environmental Protection. Edmonton, AB. 10pp.
- Government of Canada. 1988. The National Parks Act (R.S., c. N-13, s.1.). Queen's Printer for Canada, Ottawa, ON.
- Government of Canada and the Province of Alberta. 1989. Town of Banff Incorporation Agreement
- Green, J., C. Pacas, S. Bayley and L. Cornwell (eds.). 1996. Ecological Outlooks Project. A Cumulative Effects Assessment and Futures Outlook of the Banff Bow Valley. Prepared for the Banff Bow Valley Study. Department of Canadian Heritage, Ottawa, ON. In progress.
- Hildebrandt, Walter. 1995. Historical Analysis of Parks Canada and Banff National Park 1868-1995. Prepared for the Banff-Bow Valley Task Force. Banff, AB. 120pp.
- Hodgins, Doug. 1996. Governance and Land Management. Discussion paper prepared for the Banff-Bow Valley Task Force. Banff, AB. 25pp.
- Hodgins, D., Gail Harrison and Paul Griss. 1995. Review of the Research Management Framework, Banff National Park. Prepared for the Banff-Bow Valley Study Task Force, Banff, Alberta. 39pp + Appendices.
- Katic, Eva. 1996. Overnight Facility Carrying Capacity and Use: Banff National Park. Prep. for the Banff-Bow Valley Study. Department of Canadian Heritage, Ottawa, ON. In progress.
- Katic, Eva, Bev Darbyshire and J.R. Brent Ritchie. 1995. Banff Trails Surveys. Prep. for the Banff-Bow Valley Study. Banff,

AB. In progress

Lothian, W.F. 1987. A Brief History of Canada's National Parks. Parks Canada. Ottawa, ON. 157pp.

Pacas, C. 1996. Human Use of the Banff Bow Valley: Past, Present and Future. Chapter 3 in: Green, J., C. Pacas, S. Bayley and L. Cornwell (eds.). 1996. Ecological Outlooks Project. A Cumulative Effects Assessment and Futures Outlook of the Banff Bow Valley. Prepared for the Banff Bow Valley Study. Department of Canadian Heritage, Ottawa, ON. In progress.

Pacas, C., D. Bernard, N. Marshall and J. Green. 1996. State of the Banff Bow Valley: A Compendium of Information. January 1996 draft. Prepared for the Banff Bow Valley Study. Department of Canadian Heritage, Ottawa, ON.

Parks Canada. 1994. Cultural Resources Management Plan (draft document): Banff National Park 1994. Parks Canada, Calgary, AB.

Parks Canada. 1994. Lake Louise Action Plan Update (draft).

Praxis Inc. and Chinook Winds Consulting Limited. 1996. Banff Householder Survey. Prepared for the Town of Banff Community Plan Steering Committee. Banff, AB.

Ritchie, J.R. Brent, Eva Katic and Bev Darbyshire. 1995a. National Tour Association Survey. Prepared for the Banff-Bow Valley Study Task Force. Banff, AB. In Progress.

Ritchie, J.R. Brent, Eva Katic and Bev Darbyshire. 1995b. Banff Tourism Industry Survey. Prepared for the Banff-Bow Valley Study Task Force. Banff, AB. In Progress.

Schindler, D.W. and C. Pacas. 1996. Cumulative effects of human activity on aquatic ecosystems in the Bow Valley of Banff National Park. Chapter 5 in: Green, J., C. Pacas, S. Bayley and L. Cornwell (eds.). Ecological Outlooks Project. A Cumulative Effects Assessment and Futures Outlook of the Banff Bow Valley. Prepared for the Banff Bow Valley Study. Department of Canadian Heritage, Ottawa, Ontario. In progress.

Senge, Peter. The Fifth Discipline: The Arts & Practices of the Learning Organization, New York. Currency Doubleday. 1990.

Taylor, Leslie A. 1994. For Our Children's Children: Growth Management For Banff. Discussion paper presented to Banff Town Council. Banff, Alberta. 11pp.

Taylor, Leslie A. 1996. Development Decisions in Banff National Park: How are they made, how could they be improved? Prepared for the Banff-Bow Valley Study Task force. Banff, AB. 55pp + Appendices.

Tourism Industry Association of Canada and National Round Table on the Environment and the Economy. No date. Code of Ethics and Guidelines for Sustainable Tourism.

Town of Banff. 1992. General Municipal Plan.

Transport Canada. 1994. Transport Canada Aviation Analysis. Transport Canada/Parks Canada Joint Study of the Needs to Retain the Banff and Jasper Airstrips for Emergency / Diversionary Use. Ottawa, ON.

White, C., D. Gilbride, M. Scott-Brown and C. Stewart. 1995. Atlas of the Central Rockies Ecosystem. Prep for the Central Rockies Ecosystem Interagency Liaison Group by Komex International Ltd. 49pp.

Woods, J.G., L.L. Cornwell, T. Hurd, R. Kunelius, P. Paquet and J. Wierzchowski. 1996. Elk and Other Ungulates. Chapter 8 in Green, J., C. Pacas, S. Bayley and L. Cornwell (ed.). A Cumulative Effects Assessment and Futures Outlook for the Banff Bow Valley. Prepared for the Banff Bow Valley Study, Department of Canadian Heritage, Ottawa, ON.

