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For some time it has been felt that it would be useful and desirable to review and revise the policies which have evolved regarding National Parks and to organize the basic policies into a statement of National Parks Policy. The preparation of long-range plans for the development of a sound National Park system and for each of the parks and historic parks in the system must take into consideration legislation, desirable amendments to legislation, present and anticipated visitor use demands, potential additions to the system, character and capacity of individual parks, and, most important, the ultimate objectives of each of the National Parks and of the system as a whole. A clear conception of National Parks purpose and policies is therefore required not only to give direction toward sound planning and development of the individual units and of the National Parks system, but also to guide administration.

While some policies are applicable to National Historic Parks and Sites, the present statement is intended to cover National Parks only.

Section 4 of the Act, which describes the general purposes of National Parks, is very general. It has been interpreted in many different ways over the years and these differences have caused conflict of purpose in the administration as well as in the development of the individual units of the system. It is clear that planning cannot proceed toward sound objectives without the guidance of firm policies.

This does not suggest that there have never been policies to guide the administration. The fact is that policies have been developed piecemeal and have not been adequate to assure that the real objectives will be maintained or reached. Often policies were developed to correct a situation rather than to avoid it. What we have sought to establish is a positive, organized and coherent statement of policy. If it is to serve a worthwhile purpose as far as the planners and administrators are concerned policies must have stability and continuity beyond the term of office of a government, the tenure of a particular group of senior officials or the changing demands of commercial interests. Policies must be established only after the most careful consideration and study by National Parks Branch officials and others. Once established, the basic tenets of policy will not be in danger of change without thorough study and consideration.

The individual units of the National Park system are presently administered on the basis of considerable variation in purpose and use. The extremes might be Prince Edward Island and Riding Mountain on the one hand and Glacier and Yoho on the other. Each park has been set aside primarily to preserve for all time representative samples of the country’s terrain which, by reason of their outstanding physical or historical qualities, have national significance. However, because of the character of the areas, Prince Edward Island and Riding Mountain are particularly suitable for family recreation, while Glacier and Yoho are more suitable for the enjoyment of natural scenic beauty.

Since there are only two categories in the system, National Parks and National Historic Parks and Sites, the diversity in purpose and use of National Parks and the demand for “contrived or urban” type recreation facilities, as distinguished from enjoyment of nature, create a basic problem in establishing policies for the system as a whole and in applying general policies to individual units. Many of these difficulties would be resolved if there were more extensive classification of the areas which are now or which may be comprehended in the system. For the purpose of discussion it could be suggested that there might be provision for four or five classifications of national areas, such as:

(i) National Parks – areas of outstanding natural features (scenery, wilderness, geography, geology or flora and fauna) which should be preserved forever as part of the national heritage for the benefit, education and enjoyment of present and future generations.

(ii) National Shorelines – major units of ocean shoreline or the shoreline of very large lakes, which, due to their unique quality, are of national significance.

(iii) National Recreation Areas – areas which are primarily useful for recreational purposes and in which the obligation to preserve the natural state is distinctly secondary. This might also include areas suitable for recreation by reason of man-made developments such as power developments.

(iv) National Nature Preserves, Sites, or Monuments – areas, sites or features (scenic, geographic, or scientific) which it is appropriate for the nation to preserve but which perhaps for lack of size or other reasons do not qualify as National Parks.

(v) National Historic Sites, Features or Areas.

(The above classifications and designations are entirely tentative and are advanced simply for the purpose of discussion.)

Classification of areas would make it easier to define and state the purposes of each type of area and to develop consistent policies for each. It would assist in preservation where this is a prime consideration and would facilitate use of individual units to the best advantage. Proper classification of areas would enable the Department to undertake an educational program to inform the public of the ideals and purposes governing the establishment and management of each type of area and so bring about a better understanding and wider acceptance of sound objectives.

However, for the purposes of this policy statement the term “National Parks” will be used. The policies as stated relate to the present situation and the existing terms of reference since there is an immediate need for definite policies and it is clearly advisable to agree on the general principles applicable to the basic problems common to all parks in the system.

The adoption of the general policies will assist in the preparation of long range plans for each park. The application of policies to each of the parks will of course be in general accordance with the accepted policies for the park system, but each long range plan will contain a section which describes any peculiarity in the application of policy to that particular park. Following are fifteen subjects which require a policy statement. Each subject has been discussed by the Guidance Committee for Planning and its recommendations accepted.
Section 4 – National Parks Act – “The Parks are hereby dedicated to the people of Canada for their benefit, education and enjoyment, subject to the provisions of this Act and the regulations, and such Parks shall be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations.”

The above is the only statement in the Act on the general purposes of the National Parks. Such broad terms as benefit, education and enjoyment leave ample grounds for varying opinions as to exactly what the legislators had in mind. Hence the administrators have never had the benefit of a clearly defined park purpose to guide them. The first step should be to arrive at a sound interpretation of the intention of the Act.

The purpose of National Parks must be agreed upon before attempting to deal with policies on the various developments within the parks. This subject is of primary importance to the establishment of National Park ideals.

National Park purpose is associated with the recognition of recreation as a major resource use. Each unit of the National Park system was established because, defining recreation in the broadest possible terms, it represented a major recreation resource worthy of preservation by the nation for public enjoyment.

Thus the National Parks are a special kind of resource. It is recognized that the best and highest resource use for these areas lies in recreation and they are set apart and preserved for this purpose. Like other resources, the National Park resource is valuable to man only when he can utilize it. However, parks differ from other resources chiefly in the nature of their products. While mineral and forestry resources yield material products required for commerce, parks yield the recreation, refreshment, aesthetic enjoyment and knowledge essential to national health and well being. The only way these products (benefits) can be assured is through reserving sufficient areas of high quality and providing for intelligent and appropriate use of park resources by people.

Preservation and use are often difficult to reconcile. Since the park values are supplied by the natural scene unimpaired, maintaining and preserving the parks for future generations is also a basic part of our obligation.

The popular interpretation of the general purposes section of the National Parks Act has been to permit, in fact to encourage, artificial recreations and to develop parks to quite an extent along summer resort lines. This interpretation has not completely ignored the value of nature. That value has, however, taken a decisive second place.

It is not surprising that the value of nature has not been emphasized in the administration and policy of our National Parks. After all Canada is a young nation and it was not many years ago that a significant percentage of the population lived in or very close to wilderness, or at least in rural surroundings. Even now many citizens, but not all, are within convenient reach of large natural areas. There is not at present, among Canadians in general, a strong desire to seek wilderness enjoyment. This seems apparent by the small proportion of park visitors who participate in hiking, riding and camping in the isolated areas of the parks. The demand of the majority is still for modern accommodation with all of the recreational facilities common to life in the cities.

We in Canada are in a position to benefit from the experience of other more heavily populated countries as far as the reservation and preservation of park areas is concerned. With the growth in population and increasing urbanization, the need for natural areas and their value will become more evident. It is, therefore, of primary importance to recognize these values now and take account of them in proposing policy on the purpose of National Parks.

The dedication clause of the National Parks Act cites three main requirements. Firstly the areas are dedicated to the people of Canada (all of the people). Secondly they are for the benefit, education and enjoyment of the people of Canada. Thirdly they are to be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations.

Being dedicated to all of the people of Canada cannot possibly mean that National Parks are required to provide for every kind of use requested by the public. Similarly it is reasonable to assume that the words benefit, education and enjoyment were not intended to mean anything more than the benefit, education and enjoyment which is associated directly with the products of nature or history. Since benefit, education and enjoyment apply not only to the present but also to future generations, our obligation to protect the areas against impairment implies not only protection against private exploitation, but also guarding against impairment by over-use, improper use and inappropriate development.

It is important that we recognize the basic purpose of National Parks as distinguished from the many secondary uses that have become established. Certain secondary uses can be accepted and are in harmony with, or at least do not detract from, the basic purposes of a park. Other uses are not acceptable. The fundamental purpose of a National Park is comparable to that of a museum or an art gallery. Museums and art galleries have their fundamental purposes but do not permit certain related uses. They do not allow activities on the other hand which are out of harmony with their real purpose.

Our National Park system has as its basic purpose to preserve, for all time, outstanding natural areas and features as a national heritage. This statement represents the broad purpose of the system. It requires further clarification and definition for the successful application of policy to each of the several areas. Each area in the system has been, or should be, chosen for certain specific reasons. These reasons should be definable and clearly understood for each area. It would be insufficient to use as the main criteria for a park that it had recreational and scenic quality. The reasons for its establishment must be clear and definite so that the area may be administered in a positive and objective manner. Within the broad purpose of preservation then we should, for each area, specify the reasons for choosing the particular area and therefore the particular features that rate first consideration for protection and preservation. These reasons may be geographical, biological, geological or historical. Once the purpose for each of the areas has been defined, any development or activity within the boundaries of that park should be consistent with the established purpose.

The variation in nature and extent of National Parks also suggests that certain parks can be subjected to secondary uses, such as artificial outdoor recreations, i.e., golf, tennis, lawn bowling, skiing and similar participant sports, without detracting from their real purpose, while others cannot. In establishing the overall plan for each park it will be necessary to include the reasons for establishing that particular park, the limits of use that should be encouraged, and the uses that should not be permitted. Unless this is done inappropriate use patterns may continue or develop and the parks will not attain the objective for which they were dedicated.
Policy

1. The basic purpose of the National Park system is to preserve for all time areas which contain significant geographical, geological, biological or historic features as a national heritage for the benefit, education and enjoyment of the people of Canada. Such recreation facilities in harmony with the purpose and preservation of a park may be introduced as required to meet recreational needs; but always so as to minimize impairment and not at all if substantial impairment is inevitable.

2. The provision of urban-type recreational facilities is not part of the basic purpose of National Parks. Such recreation facilities constructed over or on a feature and have thus reduced its natural quality or capacity to yield value to the visitor.

While facilities for large numbers of visitors to enjoy a park do inevitably mean some impairment, this can be minimized by careful planning. With increased visitation and visitor demands, the impact of numbers will become more critical and planning must be focussed on providing the opportunities for park enjoyment while preserving the areas from impairment by mass visitation.

Policy on Wildlife and Nature

1. Objects of nature in National Parks are important parts of the national heritage and should be preserved unimpaired for the benefit, education and enjoyment of future generations.

2. The flora, fauna, soils and waters form the natural ecological communities in National Parks. To limit fire, to maintain healthy forest and other vegetative cover, to control erosion and to preserve recreational and aesthetic values may require the management of any or all components of such communities. Such management should be kept to a minimum to maintain aesthetic values of a quasi-natural environment.

3. It is part of National Park purpose to maintain the quality and beauty of wildlife in National Parks, i.e., to maintain healthy populations of native animals in balance with their environment. In a completely natural situation this would be accomplished by the steady pressure and persistent attrition of predators on animals of poorer condition. Modern hunting methods tend to reverse the process of natural selection by favoring survival of the less fit. For this reason where game populations exceed the carrying capacity of the range their numbers should be reduced by a selective kill of the poorer specimens carried out by park staff under scientific direction.

4. National Park planning should give full consideration to character, size, shape and location of park areas in order to provide for,

(i) year-round ecological requirements for the indigenous animal species, especially those with migratory habits and,

(ii) preservation of representative and unique geological formations and other natural history objects.

5. The following activities are detrimental to natural history values and should not be permitted in a National Park:

(i) Grazing of domestic stock,

(ii) Pollution of air, soil or water,

(iii) Construction and operation of hydroelectric power installations and other water diversions or impoundments for industrial purposes,

(iv) The mining or harvesting of the resources of land or water for the primary purpose of commercial gain.

6. The construction of highways, fire roads, hiking trails, fences, townsites, artificial recreational developments and the like are detrimental to natural history values in National Parks, but, if essential, should be developed so as to have the least possible impact on nature and natural features.

7. Impairment to nature in general, caused by visitor use or developments aimed at improving visitor use of a park, should be kept to an absolute minimum. Any such impairment should be accepted only if it is justified by increased, improved or broadened use of the park in accordance with park purposes.

8. The character of special features of a park should not be altered. Artificial developments required to assist the visitor to enjoy the feature should be located or effected so as not to interfere with its natural appearance or character. This would exclude the alteration of a feature so that, in effect, the alteration itself becomes the thing of interest.

9. Conflicts between wildlife and other park interests including human safety should be resolved if possible without destruction of wildlife. For example adequate handling of garbage should replace destruction of garbage-fed bears, and feeding of bears by visitors should be stopped. When removal or destruction of animals is decided upon on the basis of research findings, it should be done by departmental employees and as promptly and unobtrusively as possible.

10. Good quality angling for visitor recreation should be provided and maintained through modern methods of habitat man-
agement and fish culture, where such is economically feasible and appropriate to the area and where it can be done without detriment to the aesthetic values of the areas concerned. Stocking should be carried out only in waters which allow the species being introduced to thrive under natural conditions.

11. Scientific research should be considered an integral part of National Park purposes, where:

(i) data are required to establish appropriate public activities and sound management of the natural features,

(ii) the areas concerned offer suitable locations for study of ecological problems and where such study is in harmony with parks policy,

(iii) the research is being undertaken or sponsored by an accredited scientific organization.

Notwithstanding (ii) and (iii) above, no research, other than for park purposes, should be carried on in a park if suitable areas for its conduct can be found elsewhere.

12. Public appreciation of natural history values must be developed through provision of nature trails, nature museums, nature guides, leaflets, lectures and other interpretative activities. Data essential to such interpretative programs should be developed by well-planned research.

Policy on Forestry

13. The forests of the National Parks should be protected and maintained to preserve their natural recreational, scenic and other aesthetic values, and any use made of them should leave them unimpaired for the enjoyment of future generations.

14. No single detailed forest policy is applicable to all of the National Park forests. The type of management depends upon the most desirable use of the area. A wilderness zone should contain a completely natural forest. An area around a townsite or campground should be managed so as to maintain a forest that will withstand the necessary visitor use without altering the natural scene appreciably.

15. Only forest operations which are primarily concerned with the management of the forests for the protection and maintenance of National Park values should be permitted. Forest operations whose sole or main object is the cutting and removal of timber products for this commercial value alone should not be permitted.

16. Permissible forest operations include those whose primary aim is:

(i) The removal of dead, diseased or infested timber whose presence threatens the health of adjacent forest, constitutes a real fire or visitor safety hazard, or seriously reduces the recreational, scenic or other aesthetic values of an area used extensively by park visitors.

(ii) Artificial reforestation of areas where a forest is desirable and natural regeneration of former or existing stands is not occurring naturally. Natural meadows or barrens should not be planted with trees. Only species native to the area should be used for reforestation or similar plantings. Planting of exotic trees and shrubs should be limited to ornamental or landscape use in built-up areas.

(iii) Cultural cutting of green timber to develop or maintain healthy recreational forests in areas where public use makes such forests desirable to satisfy park purposes. This type of management is acceptable in and around developed areas, along scenic drives and in areas where there is a risk of losing a high proportion of the forest cover at one time.

All forest operations should be planned and carried out by the park administration or under its direct supervision and in such a manner that park values of the area do not suffer long lasting damage.

17. The existence of licensed timber berths is not consistent with the purposes of National Parks and cutting rights presently held should be extinguished. Where it is practicable to do so, timber berths should be acquired by negotiation, but failing this the holders should be notified to complete their operations so that the berths can be extinguished as soon as possible. No further timber cutting rights of this type will be granted in any National Park.

Railroads and Commercial Highways

In several of the parks there are railroads located within the park boundaries. In each case the railroads were constructed prior to the establishment of the area as a National Park. Insofar as parks policy is concerned railroads which presently exist in parks have to be accepted as necessary in the national interest. However the yards and buildings in several cases require extensive improvements to bring them up to an acceptable standard. To this end, negotiations between the Department and the railroads should be undertaken and the means of reaching the desired objective agreed to.

Trunk highways passing through a park and designed for through or commercial traffic represent an intrusion.

Policy

1. The construction of a railroad does cause impairment to nature and is therefore not desirable in a National Park. This will be taken into account when establishing new parks. The area should be chosen so that its location will not prevent the construction of a railroad in the region of the park but will avoid the necessity of locating the railroad within its boundaries.

2. Railroads located in a National Park, in common with individuals and other organizations, are required to comply with park regulations.

3. The only grounds on which a trunk highway for through or commercial traffic can be accepted in a National Park is if it is of sufficient importance that the sacrifice of park values can be justified.

4. In locating new parks, existing and future commercial transportation networks should be carefully studied so that these intrusions can be avoided.

Park Roads

A system of roads within a park, although an impairment, is necessary to allow visitors access to the park features so that they can enjoy and benefit from them. This impairment is accepted on the basis that the increased use and enjoyment of the park made possible by the construction of a road outweighs the reduction in park values caused by the impairment. However the roads must be located so as to reduce general impairment as much as possible. Borrow pits and spill areas must be selected in such a manner and with sufficient screening to prevent the impairment of scenic values and destruction of important natural features.
Roads should be designed to a good standard for safe driving but not a sufficiently high standard to encourage high speed travel. The mixing of high speed traffic and sight-seeing traffic results in a high accident rate.

The standard of the road should be in keeping with the character of the park and the purpose of the road.

Policy
5. Roads are the accepted means of access to and within the parks. The design of park roads requires high quality construction but width, grade and alignment should be adequate for moderate speeds only. Park road standards should conformed to a carefully prepared classification system in which the volume of traffic, type of vehicle and desired speed of travel are considered. The location, design and construction of park roads must keep improvement of the landscape to an absolute minimum and avoid interference with special park features. The extent of the park road system should conform to the zoning plan prepared for each park.

Airfields
We can anticipate that the use of small aircraft as a common means of transportation will increase and requests for landing facilities within the parks will result. A policy of accepting such facilities could result in major intrusions through gradual development of airports and navigation aids. There would also be demands for associated facilities such as terminals, fuelling and repair depots, car rentals and the usual amenities associated with airports.

Further, the use of aircraft as a means of transportation by visitors to and within the park would detract from the natural and primitive atmosphere since the sight and sound of low flying aircraft would lessen the opportunity for others to enjoy the natural scene. Its effect on wildlife would be detrimental to National Park values.

Policy
6. Sightseeing from the air or use of aircraft by the public in the parks should not be permitted. However aircraft may be used for administration, operation or protection of the park.
7. Demands for the use of air transportation to parks can and should be met by privately owned landing facilities outside park boundaries.
8. If landing strips are required in parks for administrative purposes these should be listed by the Department of Transport as emergency strips to exclude regular public use.

Waterways and Boating
Like roads and trails, travel by boat is an acceptable method of facilitating access to park features and allowing visitors to enjoy and benefit from them. The aim or purpose guiding the development of boating in National Parks then is that it should contribute to the benefit, education and enjoyment of the park and nature without significant impairment. To the extent that it satisfies this purpose, travel by boat should be encouraged.

In carrying out this purpose we should try to see that enjoyment of the park by boat is readily available to the greatest number consistent with the capacity and character of the water bodies and that such travel is not restricted by providing facilities which may be applicable only to special groups. In practice this will mean that we should provide primarily for canoes, rowboats and the smaller powered craft commonly used by visitors, plus similar boats available for hire, and, in certain situations, sightseeing cruisers. The overall development plan will set up a priority of facilities.

Generally the launching ramp will assume top priority in the development with lower priority being given to stay-over docking. Public boat rentals would also have a high priority in most cases as compared to dock space for private boats. The situation may also occur where public cruise boats would have top priority. In all cases due to its restrictive nature seasonal docking for private craft would be assigned the lowest priority if not excluded entirely. The application of the policy will differ from park to park since the requirements for large bodies of water or cruising off the shores of ocean parks will differ from those of smaller lakes and waterways. The policy does not preclude the prohibition or restriction of power boating where the safety of swimmers, the limited size of water body, or the wilderness character of an area renders this necessary.

Policy on Waterways
9. Since travel by boat is an acceptable means of park use and enjoyment and a means of access to points of interest in the parks, improvements to waterways which do not create significant impairment are justifiable.

Such improvements may take the form of landing docks, offshore mooring, minor dredging or improvements to portages such as light railways, all designed to create waterways or canoe routes and result in better use of the park. Waterway improvements may be made only if necessary and in such a way as to alter the natural appearance as little as possible. Unless there are special circumstances, improvements should be designed to facilitate navigation by canoes, rowboats and small power boats.
10. The nature and extent of improvements should be considered in relation to the purpose of the park and the use or zoning of the particular area as described in the approved plan for the park.
11. Where factors such as the safety of swimmers, the limited size of a water body, or the wilderness character of an area require it, power boating may be limited or non-powered craft only may be permitted.

Policy on Boat Accommodation
12. The provision of accommodation for boats such as launching ramps, docking and associated shore facilities such as parking areas and toilet buildings, is an acceptable form of park development where it will facilitate park purposes. Such facilities must be separate from swimming developments since the two uses are quite incompatible.
13. Docking, fuelling and storage accommodation for commercial boat services should be designed to park standards and be built and owned by the government. The facilities might then be leased to a concessionaire. The concession should also include the rental of slips to private boaters who require overnight docking or docking for a week or two. Boat-rental and cruise services will require winter storage facilities and facilities for overhaul.
14. Accommodation for private boaters should be designed primarily for the small boats brought to the park by the touring visitor or vacationer. It should include launching ramps and parking space for cars and boat trailers as well as parking space for the overall boating accommodation. It should provide temporary docking facilities for day users which should be free of charge. Overnight docking slips for transient visitors or vacationers should be provided for those who require overnight docking or docking during a stay of a week or so. These spaces might form part of a concession and be handled by the concessionaire on the basis of a fair commercial charge for the service provided.
The Department should not attempt to provide seasonal docking or storage and repair facilities for private boats. 15. The location, type and extent of boating accommodation and its relation to overall park development will form part of the long-range plan for each park.

**Trails and Footpaths**

Travel by foot and horse has been the traditional means of transportation for those visitors who wish to use and enjoy the natural values of parks. The proportion of visitors who make use of trails is not large and one of the reasons for this may well be the lack of attention that has been directed toward the values thus received.

**Policy on Trails and Footpaths**

16. Travel in parks by foot and horse should be encouraged. While the construction of trails and footpaths does not appreciably impair the landscape, care should be taken to avoid its impairment.

17. Location and standards of trails and footpaths should be in harmony with park zoning. The only zone where constructed trails would not be permitted is in scientific or research areas. In wilderness zones trails would be of a rudimentary nature, sufficient only to make the terrain passable on foot or horseback, and to give direction.

18. It should be a general policy to separate foot traffic from equestrian traffic especially in those areas where both activities are fairly heavy.

**Aerial Transportation**

This form of transportation has already been introduced into the National Park system by the installation of several lifts. Irrespective of precedent what we are seeking is a policy that will most adequately serve this and future generations. Before deciding whether aerial lifts properly belong in national parks it is necessary to weigh the advantages and disadvantages from the standpoint of park purposes.

For the purpose of enjoying spectacular scenic views aerial lifts serve the same basic function as a road. Lifts provide easy access to one or two points of interest which visitors might not otherwise enjoy for reasons of time, cost or physical inability. It can be argued that lifts are modern conveniences which, in common with paved highways and the more elaborate and comfortable types of accommodation, enable those who need or desire ease and comfort to enjoy a particular aspect of the park scene.

On the other hand, roads and other means of travel are general means of access, bringing the visitor into closer contact with more of the enjoyment and benefits the park has to offer. Lifts serve a more restricted purpose, which is enjoyment of the view from the top of a particular mountain. A lift can create a very prominent scar and detracts from the natural scene. Roads too are impairments, but a road is less objectionable only because it is a necessity in the age of automobiles to enable visitors of all degrees of physical ability to have access to the parks and the means of benefitting from them. The very function of a lift suggests that it will be located on the face of a mountain, in an area where visitation is heavy, and where the scarring and the installation could be particularly conspicuous.

**Policy**

19. Aerial lifts cannot be permitted in National Parks unless it is quite clear that a lift will assist substantial numbers of visitors to enjoy and benefit from the natural attractions of the park. Proposals for lifts must satisfy strict examination as to the benefits from a National Parks standpoint, aesthetics and economic feasibility. Location to minimize scarring or impairment of the park scene must be rigidly controlled by the Department.

Although the purpose and intended use of National Parks has not changed since their inception, the social, economic and cultural characteristics of the people have and will continue to change. This changing way of life has made it necessary to alter park policies to maintain the role the parks were dedicated to play in the lives of the people of Canada, while at the same time ensuring that those things which represent the purpose of the parks will not be encroached upon. Examples of these changes are the acceptance of modern roads and overnight sleeping accommodation.

The need for roads to enable the public to enjoy National Parks has already been discussed. The same general comments apply to the subject of overnight accommodation. To use, enjoy and benefit fully from the many park values it is necessary to remain in the larger parks for several days at a time. It is important therefore to have accommodation to encourage people to derive the benefits which the parks are intended to provide. This need requires policies governing the type of accommodation that can be permitted without interfering with the function of the park.

The type of accommodation required, and indeed the need for overnight accommodation at all, must be determined by the character of the park. Some parks are of such size, shape or character that the development of permanent accommodation facilities is unnecessary and would in fact be detrimental to the purpose of those parks. Others require and without appreciable interference with their purpose, can, allow certain types of permanent accommodation.

The provision of accommodation in the National Parks has not in all cases developed in the best interests of all concerned. A well defined general policy will help, but it is a matter that will require careful planning and study for each of the individual park areas. Such matters as type and location of accommodation in relation to park features, grouping of developments, architecture, services, administration and ownership should be included in the studies.

**Policy**

1. Overnight accommodation should be provided if it will encourage enjoyment and proper recreational use of the park without undue impairment. In providing for such accommodation consideration should be given to the varying tastes and the range of economic capacity of the visitors to the National Parks.
Visitors to the National Parks who use the tent or trailer type of accommodation represent a wide variety of social, economic and cultural backgrounds. They have come to the park for an equally wide variety of reasons. The objective in providing camping facilities should be to provide a fairly wide range of campsites based not only on popular demand but also related to the park values which stand out as being the main purposes of the particular National Park. Using this as a general guide the system of campgrounds throughout the parks will vary from the most primitive campsite, having only an open grill in which to build a fire, to the compact modern campgrounds and trailer parks with electricity and modern toilet and laundry facilities.

The variation in acceptable use of parks referred to in other parts of this submission does bear a direct relationship to the type and location of campgrounds. For example a campsite to accommodate those who wish to explore isolated sections of a park should be the primitive type. At the other extreme would be the modern serviced campground and trailer park located near a developed recreational area for the convenience of those who wish to enjoy those activities. Other campgrounds of appropriate design, layout and size would fill the requirements for visitors whose interests lie between the two extremes.

The larger serviced campgrounds do lack some of the camping atmosphere but many people prefer to have the conveniences. We can and should provide for both tastes, who want conveniences and those who desire something more primitive. Cost of construction, maintenance and operation are factors to be considered in resolving this problem. The most important factor is, however, that the campground design be appropriate to its location and therefore to the park uses its patrons have come to enjoy. As mentioned under Permanent Accommodation For Visitors there are advantages in grouping visitor services and accommodation facilities. This thought applies to the larger serviced campgrounds but would not apply to the semi-serviced and primitive camping areas described below.

The location of the planned accommodation and camping developments in parks which adjoin one another, besides meeting the general requirements already mentioned, should take into account convenience of moving from one development to another. This is particularly applicable to campers since distance between campgrounds does determine to quite an extent their enjoyment of the visit to the park.

In line with the above it is considered that there should be three distinct types of campgrounds in National Parks:

**Serviced Campgrounds**—where a formal layout is provided, but retaining tree cover as much as possible. This type of campground would be equipped with such facilities as flush toilets, electricity, heated water, shelters, and possibly play equipment. It would have separate zones for tents and travel trailers with sewage, water and electrical hook-ups for the latter. In nearly all cases these serviced, urban-type campgrounds would be part of, or adjacent to, a Visitor Services Centre.

**Semi-serviced Campgrounds**—located in the vicinity of the main travel routes and destination points throughout the park. These would not be located immediately adjacent to the main roads or immediately adjoining choice lake frontage but would be closely accessible to both. The objective here would be to provide near natural camping conditions in prepared sites with only basic facilities provided. The individual sites would be spaced about a loop system of roads in such a manner as to retain as much vegetation as possible between sites. A minimum of 75 to 100 feet between sites might be the standard. Generally not less than 60 units nor more than 240 units would be provided in any one campground. (Less than 60 units is generally uneconomical to maintain). Facilities provided would be piped water, flush toilets if possible, and kitchen shelters if required. Each unit would have a parking spur, tent site, table and fireplace. No electricity would be provided other than perhaps lighting of toilet buildings and no special services for trailers. The units would be so designed as to accommodate both travel trailers and tents without any special zones for either.

Such campgrounds would give a better distribution of use throughout a park, make many semi-wilderness areas usable at low capital cost, and, more important, provide the visitor with a true park experience in keeping with the purpose of the National Parks as opposed to the present tendency to simply perpetuate everyday urban experience in the slightly different surroundings of a park townsite. Another advantage is that very large numbers of persons would be accommodated in this manner close to prime attractions without seriously impair-
ing those attractions or introducing incompatible structures and facilities.

**Primitive Campgrounds** – would consist of little more than designated camping spots along side trails and wilderness routes. They would be largely protective in that camping would have to take place in areas brushed out for that purpose. Thus a haphazard pattern of camping with its usual occupancy of prime sites and resulting deterioration of those sites could be avoided. Facilities would consist of designated tent sites, garbage pit, designated water collection point and pit toilets. In some regions Adirondack-type shelters might be required.

**Policy**

1. Camping is an activity closely related to the basic purposes of National Parks. Facilities and regulations for camping should therefore be carefully planned to encourage this form of park use without sacrificing the natural park values that the camper has come to enjoy.

2. Campgrounds with varying degrees of services are required. While the larger campgrounds with modern services are necessary at certain points to meet the demand, it is desirable to avoid undue expansion of these campgrounds and provision of too many services and luxuries. There is undoubtedly a loss of the camping atmosphere in the large campgrounds. As far as practicable we should provide more of the semi-serviced and primitive campgrounds rather than the large mass camping areas.

   To encourage real camping and camping trips it is advisable to stress establishment of small and relatively primitive campsites along hiking trails, canoe routes, or secondary roads.

3. Only when a National Park or a particular area within a park is so small or fragile that the presence of a campground would impair the natural features that form the basic purpose for establishing the park should camping not be permitted.

Group camping has been considered in the past to be quite acceptable and a desirable use of National Parks. There has been some difference of opinion however on the acceptability of permanent buildings and leased sites for this purpose. The lack of a sound long-range policy has resulted in permission being granted to some organizations to lease land and erect permanent buildings while similar requests from others have been refused. Examples of such permanent establishments in the parks are the Cadet Camp at Banff, the Canadian Youth Hostels in Banff and Jasper, the church camps in Riding Mountain, and The Alpine Club of Canada developments throughout the mountain parks.

The acceptability of such group developments in National Parks bears a relationship to the purposes of the particular park and the way in which the group intends to use it. If the group has established the development for the purpose of enjoying those things that the park has to offer, it would certainly be more acceptable than a group which intends to use their development merely to train or pursue the objectives of their organization quite apart from the purposes of the park.

The problem that has been introduced by permitting the organizations, mentioned above, to hold leases and construct permanent buildings in parks is one of precedence. There are many types of organizations which could be considered acceptable insofar as the manner in which they intend to use the park is concerned. However it would certainly not be in the best interests of the parks to allow every such organization the privilege that has already been extended to a few. It is equally unfair to extend a privilege to one organization and not to another. Allowing a private organization to occupy and control a portion of a National Park for an indefinite period, is not consistent with either National Park principles or sound administration of publicly owned property.

It is important that the groups who wish to use the park in accordance with its purposes be permitted to do so and that adequate facilities be made available for that demand. Large organized groups require more elaborate accommodation than normal campgrounds in order to provide space for messing and group activities, particularly during wet weather. Our objective should be to meet this need in a manner consistent with other uses of the parks and sound administration of publicly owned lands.

**Policy**

1. The leasing of land, and the construction of permanent buildings by private organizations (youth organizations, churches, clubs, etc.) should not be permitted in National Parks.

2. Nevertheless group camping oriented toward the benefit, education and enjoyment to be gained from the natural attractions of a park is one of the most desirable forms of park use. However, campground facilities suitable for organized group camping are desirable. Group camping areas should be specially designed, developed and maintained by the Department to be made available to suitable groups. In some cases this may mean the construction of permanent recreation and messing buildings.

3. The removal of existing establishments such as church camps, youth hostels and alpine clubs should be effected in a manner that will inconvenience the users as little as possible and only as departmentally owned facilities are made available to meet the demand.
Research

The Department, over the years, has had requests from a wide variety of organizations to permit developments in the parks for the purpose of conducting research programs. Some of these requests have been granted and many have not. There is presently in Banff the Department of Public Works Soils Laboratory; a National Research Council Cosmic Ray Station; and a Department of Agriculture Forest Entomological Station. In Fundy the Department of Agriculture has an experimental potato farm.

Decisions on whether or not a particular research installation or program should be permitted in National Parks have been guided by the purpose of the particular park, the relationship and value of the research to the park, its importance to the nation and the impairment caused by the installation. These principles, if applied with park values foremost in mind, will adequately safeguard the parks against unnecessary intrusion.

National Utility Installations

There are other types of installations which cannot be classified as research but which are in the same category as some of those described above as far as their effect on a park is concerned. Examples are radio beacons, microwave relay stations and oil or gas pipe lines. The same principles should apply to the group.

Policy

1. Scientific research for park purposes, such as management of the flora and fauna of the parks and the provision of data for park interpretation, is considered an integral part of park operations.

2. No research, other than for park purposes, should be carried on in a park if suitable areas for its conduct can be found elsewhere. If a suitable area cannot be found elsewhere and the service provided by the installation is of national importance it should be accepted only if its importance outweighs the resulting reduction in park values. In any case the impairment and effect on the park is to be kept to an absolute minimum.

3. National utility installations should not be permitted in a park if suitable areas can be found elsewhere. If a suitable area cannot be found elsewhere and the service provided by the installation is of national importance it should be accepted only if its importance outweighs the resulting reduction in park values. In any case the impairment and effect on the park is to be kept to an absolute minimum.

As National Parks are "dedicated to the people of Canada for their benefit, education and enjoyment" appropriate provision to carry out this educational function is required. What then is the intention of the National Parks Act concerning this statutory responsibility for "education"? What kind of education is meant and how should this function be carried out?

Basically National Parks are preserved so that the various natural phenomena may be observed, studied and enjoyed by present and future generations. It is assumed that such observation, study and enjoyment is the kind of education and understanding the legislators had in mind.

Since the Act stipulates that National Parks are "to be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations" they must be preserved as far as possible in their natural state protected from all actions which might result in permanent impairment. Parks are maintained as nature sanctuaries so that the flora, the fauna and the geological features of each area may remain in perpetuity as outdoor museums of living nature for the education of the Canadian people. Thus the "education" specified in the Act as one of the purposes of parks refers to education in the evolution of nature as exemplified in the National Parks.

Interpretative services and qualified naturalists are therefore required to assist the public to know and appreciate the varied aspects of the natural scene. Methods of encouraging and helping park visitors to know and enjoy the natural features should include information on specific locations where various natural phenomena may be seen and studied. Details of the wonders of nature in each park should be made available to visitors through publications for self-guided tours, and directly by trained naturalists. A system of nature trails with various species identified on them is essential, with trail-side exhibits where convenient. Graphic displays, illustrated note sheets and pictorial panels in visitor centres as visual aids should augment this material. In campgrounds, museums and other buildings, naturalists should be equipped to give interesting nature talks illustrated by motion pictures and coloured slides.

Judicious encouragement and assistance in understanding the cycle of nature will undoubtedly enrich the experience of all park visitors. In addition, methods of mass communication should be used to acquaint Canadians generally with the purposes of
National Parks, their uses and the benefits which may be derived from appropriate use.

Only when Canadians become fully educated concerning the proper functions of their National Parks will they have an adequate understanding of this valuable part of their national heritage. Through such understanding there will be developed a well-informed body of public opinion to give strong support to the long-term objectives of the National Parks Act.

**Policy**

1. Educating the public in the purposes of national parks and how to use, know and enjoy them is recognized as one of our basic purposes.

2. Interpretative services and qualified naturalists are essential to encourage and assist the public to understand, appreciate and enjoy all forms of nature which are preserved in these sanctuaries.

3. Education and interpretation will involve planned and coordinated use of various aids, such as publications, photographs, special structures, etc., and the assistance of wardens and others.

4. Museums where desirable should exemplify and illustrate natural history and historical values directly related to the park and its purposes. Museums should be provided and administered by the Department.

The value of Canada's natural features as a source of creative inspiration has always been recognized as part of the National Park idea. It is a quality which is very much a part of the general purposes of parks and one which, in the interests of the cultural development of the nation, must be allowed to benefit Canadians.

The inspiration for the creative mind provided by the park atmosphere has been demonstrated by the interest of artists and the work they have created as a result of their visits. Although this interest applies to several of the parks in the system, only two (Banff and Fundy) have permanent establishments for accommodation and instruction. In the other parks interest in art has taken the form of individual visitors pursuing their hobbies as part of their vacation. This interest may be primary or secondary, but the important difference between this type of use and that at Banff or Fundy is the formality and organization involved.

The acceptance of types of park uses which are considered to be in accordance with the purposes of a park is always associated with decisions which qualify the extent to which permanent privately owned establishments for that use can be permitted. The use of a park for the pursuit of the fine arts is no different than its use by naturalist groups, mountain climbers, Boy Scouts, other youth organizations or biologists. All are recognized as desirable uses of parks in accordance with their most fundamental purposes. Certain users have been favoured with permission to develop permanent establishments in some of the parks. Recommendations on this subject have already been made under "Camping" that this privilege be discontinued for the reason that it could not be extended to all groups without interfering with park values and purposes. The recommended policy for the fine arts type of use must not contradict the principles used in establishing policy for other equally acceptable types of use.

In Banff the School of Fine Arts has developed into an institution for formal education and is continuing to grow rapidly. If expansion continues the school could reach university proportions. The situation is similar at the School of Arts and Crafts at Fundy. The policy on this must give first priority to the best interests of the National Park system. However the fact that certain institutions have already been established must be taken into account. From a practical standpoint we have to accept the permanent establishments at Banff and Fundy. These should be permitted to function and expand to accommodate the demands of the arts and crafts only. Expansion should not be permitted for the purpose of accommodating other types of formal education; although in order to make full use of the facilities, courses other than those associated with the arts and crafts may be carried on in the off season provided such courses of study do not involve expansion or addition to existing facilities.

**Policy**

The National Parks should accept and encourage fine arts and cultural activities carried on by groups pursuing their interests in these activities as part of a vacation, providing privately owned permanent facilities are not required. This is the basic policy.
Two general classifications of private dwellings presently exist in the National Park system; those which are or can be occupied the year round and those in which only seasonal occupancy is permitted. Both types are in several instances as old as the parks in which they are located. The development and use of several of the parks has been closely related to the policy which encouraged the erection of summer or year round residences.

The purpose of this section is to deal with the subject of private dwellings in parks quite apart from the larger question of townsites. The reason for this is that the principle or policy involved for private dwellings should not be affected by their location whether within or outside of a townsite.

**Year-Round Dwellings**

The policy of permitting the erection of permanent year-round residences in parks was introduced with the early Acts under which the parks were administered. These early Acts, as well as the one presently in effect, recognized the desirability of services in the parks in order to allow visitors to enjoy the park values more fully. Permanent residences may in some cases be a necessary part of a year-round visitor service establishment. However permanent residence in a National Park should be looked upon, not as a right for those providing services, but as a privilege to be extended only if it is not feasible to commute from residential areas outside the park. Modern transportation makes commuting practical from greater distances, e.g., many employees in industry and government do travel considerable distances within a townsite when residence is severely restricted.

**Summer Dwellings**

Years ago when the population of Canada was much smaller and the numbers using the parks comparatively few, there seemed to be ample space in National Parks for every purpose and hence certain choice areas were set aside for private summer cottages. As recently as 25 years ago private cottages were being encouraged as a very desirable use of parks. This policy has resulted in large developments of summer cottages in several of the parks. In Prince Albert, Riding Mountain and Jasper to mention only three, choice areas are blocked off from public use. The obvious question is—Is it fair to allow a few individuals the right to occupy land and enjoy summer cottages within National Parks when these parks are set aside, preserved and maintained by the taxpayers as a national heritage for the enjoyment of all citizens? Clearly this privilege cannot be extended to all applicants, or be maintained, without impairment of park values and a critical reduction in the park lands and facilities which should be available for public use. It is now evident that this was a serious mistake and there seems to be no alternative but to reverse the policy.

**Policy**

1. Year-round residences are required and should be permitted in parks which are used by visitors both summer and winter.
2. The number of permanent residents should be kept to the minimum required to provide basic services to the visitors and to the community.
3. Whether a park is used by visitors the year round or only seasonally, any personnel required continuously for park administration or to attend to a national utility established in the park may be permitted permanent residence.
4. Whether or not a particular park is used by visitors year-round or seasonally should be determined by its purpose. This decision should be made before the park is established to avoid indecision and mistakes in the application of this policy.
5. Permanent summer dwellings should not be permitted in National Parks and no further leases whatever are to be issued for this purpose.
6. It should be a long term objective to gradually acquire all existing private summer home sites.

Undoubtedly this will not be easy to carry out but the sooner the program is started the better. Properties do become available from time to time; further some public spirited owners may be disposed to favour sale or gift to the government, feeling that in this way they are making some contribution to park improvement and the national welfare. Offering to buy properties on the basis of extending life occupancy to the present owners should assist in this program.

The general purposes section of the National Parks Act is sufficiently general to allow a choice of interpretations. The popular interpretation has been that which permits the development of urban type recreational facilities in the parks. In the whole system the only parks that do not have such facilities are those which are too small in area, have been established only recently or have been inaccessible. To many Canadians a National Park without artificial or urban type recreational facilities would be without purpose. This indicates a lack of understanding—or a lack of public acceptance—of the fundamental purposes of National Parks. While we must regard suitable forms of recreation as an integral part of parks purposes we should by leadership and education strive to bring about a broader understanding of the other purposes and benefits.

Reference was made in the section on “Purpose” to the necessity for clear definition of the purposes of the park system and of each individual unit of the system. Without such a definition it is impossible to specify the activities and uses that should be permitted in a park. Artificial recreation is only one of many uses and is secondary to the basic function of the system. The provision of facilities for those recreations which are commonly available in communities throughout the country is not the main purpose of National Parks, but this fact does not suggest that no artificial recreations should be permitted. It does suggest that an artificial recreational development should be introduced only if such a development is in harmony with the planned use and purpose of the park. The basic purpose of the park must always receive first consideration.

In view of the significant variation in types of National Parks in the system it is not possible to specify what recreations are or are not appropriate for the system as a whole. The best that can be done in this regard is to provide general guidelines from which a decision can be made for each individual park according to its nature. The following is in way of explanation and introduction of the policy recommendations.

Parks in the system can be divided into three general categories on the basis of purpose and use:

(a) Parks which are basically scenic and nature parks. This includes Banff, Jasper, Yoho, Kootenay, Glacier, Mt. Revelstoke and Cape Breton Highlands.
(b) Parks which are basically family holi-
day parks with a variety of activities in addition to their natural features. This category includes Waterton Lakes, Prince Albert, Riding Mountain, Fundy, Terra Nova and Prince Edward Island.

(c) Parks established to preserve a specific type of fauna or flora; or an area of special geological, historic or geographical interest. This category would include Elk Island, Point Pelee and St. Lawrence Islands.

Several of the parks have a purpose and use that qualifies them in varying degrees for more than one of the categories listed. The breakdown is general and intended only to assist in establishing a general appreciation of which types of artificial recreations should be accepted for each of the general categories. The comments which follow do not take into consideration the recreation facilities which are required by permanent residents of townsites.

(1) The types of recreations that are acceptable in all parts are those which are primarily natural. Such recreations as boating, swimming, hiking, trail riding and fishing are examples of natural recreations closely related to National Park purposes. The extent of facilities for these recreations should be determined by their effect on the individual park.

(2) The wholesome outdoor recreations such as golf, tennis, lawn bowling and horseshoe pitching are particularly acceptable in the recreational and family holiday parks. They should not be developed as a means of attracting visitors to the park but to satisfy the variation in tastes and capacities in a family group. Such facilities should be provided only to meet the reasonable needs of the visitors, and only if the park does not suffer appreciable impairment or reduced potential to supply natural enjoyment to visitors who have come for that purpose.

This type of outdoor recreation should be considered acceptable in certain of the parks listed in category (a) also. Such activities as golf and tennis do not form as essential a part of the purpose of a scenic and nature park as they do in a family holiday park. They should therefore be introduced only after careful consideration of the purpose of the park and the effects of such developments on that purpose.

Location, character and size of the parks as well as established precedents must however be considered in this matter. Banff, Jasper and Cape Breton Highlands have already allowed the development of one or more of the types of artificial recreations referred to. The acceptability of such developments in these three parks can be defended on the basis that their location suggests a need for family holiday facilities which includes some artificial recreation; their size and character are such that the developments do not detract from the quality of the area as a sight-seeing or nature park. In general artificial recreations should be developed in parks listed in Categories (a) and (c) only to the extent that it can be done without prejudice to the purpose and quality of the park.

(3) Skiing, skating and toboganning are acceptable uses of parks in which special conditions for those recreations are available. The effect of these developments on the park, the availability of equally favourable conditions for the development elsewhere, and the need for the development, should be considered before making the decision for an individual park. In any case artificial facilities such as ski tows should be located and constructed in such a way as to impair the park as little as possible.

(4) The provision of recreational facilities in the National Park system has in the past been somewhat stereotyped. Each park or group of parks has its own individual character and the development within it should therefore be in harmony with that purpose or theme. This will lead, through education, to an informed public who will choose the park they wish to visit according to what it has to offer and their tastes or inclinations.

(5) Artificial recreations that should not be permitted in National Parks are those which by noise, appearance or character create a carnival or midway atmosphere. This type includes roller skating rinks, drive-in theatres, shooting galleries and fish ponds. From a parks standpoint facilities for visitors to view individual or team sports, such as curling, hockey, baseball, football, are not essential or desirable. However residents of townsites are, of course, entitled to enjoy the same facilities for local sports as they would in a similar townsite outside a park.

(6) Regular (commercial) motion picture theatres are permissible within year-round townsites – no impairment is involved and the residents are entitled to the normal amenities and means of entertainment. Thus these facilities are also available for visitors who desire them. However commercial motion picture theatres – either enclosed or drive-in theatres – are not considered necessary as a facility specifically for visitors. In place of commercialized entertainment which is available at home, we should try to give the visitor a unique park experience by providing activities more closely related to park purposes such as showings of nature films, informal talks at camp fire gatherings and similar organized recreations. Many people require or want some guidance and leadership to encourage full enjoyment and appreciation of park features. In order to meet this need and to provide enjoyable activities (day and evening), which demonstrate the purposes and functions of the parks, it is planned to expand and strengthen the Interpretative Services. This will mean more and better qualified naturalists, more nature trails and interpretative facilities and a stronger program of conducted tours and informal talks. This is covered in VIII Education and Interpretation.

(7) Swimming pools are acceptable in parks which are listed in Category (a) or (b), except where there is adequate natural swimming. In each case their acceptability should be determined by the nature of the park, how it is used or intended to be used and the need.

Pools constructed to allow bathing in natural hot mineral springs are acceptable where such springs exist. High standards of sanitation are necessary. Where the flow of water is insufficient to maintain a satisfactory standard of sanitation under heavy use it will be necessary to either:

(a) restrict the type of use, i.e., use as plunge or bathing pools rather than conventional swimming pools, or
(b) keep the number of users per day to the maximum number the pool can handle consistent with health standards, or
(c) treat the water where practicable to maintain sanitary conditions.

Policy

1. Artificial or urban type recreational developments will not be permitted in National Parks if their presence is not in harmony with park purposes, or causes impairment of significant natural or scenic values, or lessens the opportunity for others to enjoy the park.

2. Only the wholesome outdoor types of recreation which are compatible with the natural atmosphere will be permitted. This is intended to rule out the noisy, gaudy or tawdry elements and amusements commonly associated with a midway or amusement park atmosphere.

3. Artificial recreations in the individual parks should not be introduced to attract visitors who would otherwise not visit the park, or as a means of increasing visitation.
Their main function should be to provide a diversity of healthful enjoyment to meet the widely varied needs and desires of a family group who have come to the park primarily to enjoy nature and the outdoors. The importance of such developments to the nation.

4. Developments for specialized recreational activities in which only a small minority of visitors can participate – for example, ski jumping – should be judged on the basis of impairment of park values, the availability of conditions outside the park for this type of development and the importance of such developments to the nation.

Reference to the several Acts which have governed the administration and development of the National Park system indicates that from the beginning the need to provide accommodation and services for park visitors was realized and provision was made for the leasing of land for this purpose.

Recognizing the generality of Section 7 of the present Act, it is necessary to determine the proper function of townsites and the extent of the visitor service developments which they should be allowed to provide consistent with park purposes.

**Townsite Growth**

Visitor attendance to the National Parks has been rising ever since the end of World War II. In parks where townsites are required to provide services to the visitors, the townsites have increased in size and capacity to cope with the increasing demands upon them, e.g., Banff now has a permanent resident population of 3,400.

The lack of agreement on a clearly defined purpose for National Parks and the failure to establish a well-defined purpose in the public mind has resulted, over the years, in the acceptance of a wide variety of facilities for recreation, entertainment and service of park visitors. The number and variety of facilities being demanded has increased with the surge of visitor attendance that has taken place since 1945. Only a portion of the demands has been satisfied but still the effect on the individual parks is reason for concern.

The greatest single effect of meeting the demands of the rapidly increasing number of visitors for recreation, entertainment and more services has been the change in the type of park use. Weekend visitation has increased a great deal and a high percentage of the total number of visitors use only the area of the park in which urban type facilities have been developed. This tendency, if continued, will suggest the need for more amusements which in turn will attract more visitors. The result will be larger concentrations of facilities and permanent or seasonal populations to provide the necessary visitor services. In accordance with our obligation under the National Parks Act the direct and indirect effects of such developments on the parks and on the purpose of the parks deserve careful appraisals.

The growth of townsites in the individual parks has not been due to the introduction of any one particular form of activity. All of the artificial and natural recreations have played a role. The policy recommendations made on the subjects of recreation, accommodation, private dwellings, camping and others took into account the effects that such developments and associated activities have on visitation, size of townsites and the park in general. The factors which have caused townsite growth to increase have been:

1. Extent of visitor conveniences,
2. Extent of entertainment facilities provided,
3. The number of establishments providing the same service,
4. The number of persons engaged in supplying visitor services who are permitted to reside in townsites.

In accordance with recommendations that have been made on other policy subjects, certain basic conveniences are necessary to allow the visitor to use and enjoy the park. Several of the year-round as well as seasonally occupied townsites have gone far beyond minimum requirements in the directions listed above. These townsites have been developed to the extent that a very significant percentage of the visitors to the park come primarily to enjoy the developments within the townsite. This is contrary to the ideal established earlier that services and recreational facilities should complement rather than compete with or detract from acceptable park use as described under "Purpose".

The cost of construction, operation and maintenance of townsite utilities and facilities represents a high proportion of the annual budget for the park system. In the interest of the taxpayer and the park user, and considering National Park purposes, it is necessary to plan and guide the development of townsites so that they function primarily as Visitor Services Centres.

**Policy**

1. The need or acceptability of a townsite in a park should be determined by the character and specific purposes of the individual park. A townsite is an intrusion and should be permitted to develop in a park only if, by reason of the services it provides, the visitor is better able to enjoy the park for what it is.
2. The development of park townsites should be governed by the present and future needs of visitors to the parks. A townsite if required should be developed to provide the necessary visitor services and recreations in accordance with the purpose of the park. It should not provide the extra entertainments and services common to urban living throughout Canada. Deli-
tessens, too numerous curio stores, specialized clothing or dry goods stores, are examples of services considered to be over and above minimum requirements. A townsite should not be permitted to expand in service and entertainment facilities to a point where visitors, who would otherwise not come to the park, are attracted.

3. The number of establishments providing the same service should be sufficient only to satisfy demand and ensure competition. For example the number of service stations in a townsite should be just sufficient to meet both of the above requirements.

4. Only persons engaged in the administration of the park or the supply of necessary visitor services and their dependents should be permitted permanent residence in a park and then only if residence outside the park is not practicable.

5. Channelling of townsite growth and redevelopment toward the best and most appropriate land use from a parks standpoint should be done in such a way as to avoid economic hardship to the residents. The control of lease transfers is one means of achieving this objective.

Townsite Planning and Domestic Utilities

The character or purpose of a park, the amount and type of use, and the extent of visitor conveniences that are necessary to ensure full enjoyment of the particular park, must all be considered in planning townsites and domestic utilities. It is evident that the number of visitor services centres or townsites, their location and layout, and the type and quality of domestic utilities in them, would vary from park to park depending on the above considerations and other local conditions. The purpose here is not to lay down specifications for the planning of townsites and utilities but to deal with the subject in a general way, leaving details to be established in the long-range planning report for each individual park.

Reference was made under accommodation and camping to the many advantages of concentrating visitor services into planned areas instead of spreading them throughout the park. That idea applies not only to accommodation and camping facilities but to the accepted recreation developments and other conveniences considered necessary for park enjoyment. This has been done to some extent in several of the parks. In fact concentration has in two instances (Banff and Jasper) been carried to the point of establishing communities with a permanent population of between 2,000 and 3,000. In each of these instances there are, in addition to the one concentrated development area, numerous individual developments scattered throughout the park. The course of development in both parks is open to criticism for the scattering of individual visitor services on the one hand, and on the other permitting the main townsite to develop its visitor conveniences and recreational facilities, in variety and quantity, beyond the actual requirements.

In recent years the extent and quality of public utilities in the townsites has been increased considerably. This is particularly true for water and sewer utilities which affect public health, but includes also electric power, telephone, natural gas, streets, sidewalks and storm sewers. The Department has accepted the responsibility of installing and maintaining water, sewers, sidewalks and streets in townsites. Power, telephone and natural gas are usually supplied by private utility companies. The scattered developments outside the townsites have been responsible for their own installations to a standard acceptable to the Department. The whole question of financial responsibility and charges for those utilities which have been installed by the Department is complex and policies in effect have not been entirely satisfactory or equitable. Although improvements to existing utility systems have been made, the lack of sound policy has been detrimental to planned improvement programs.

Policy

6. With the exception of primitive and semi-serviced campgrounds, and picnic areas, the scattering of visitor services and recreational facilities throughout a park should be avoided. The extent of the services and recreations needed for the particular park should first be determined. They should then be grouped into one or more planned areas chosen and laid out in harmony with the character and purpose of the park.

Such a planned group of developments (visitor services area) may consist of campgrounds, cabins, motels, grocery stores, restaurant, store, outdoor amphitheatres, recreation facilities, riding establishment etc., and of course the necessary roads, parking lots and public utilities. In a park which is used by visitors the year round one such centre could include permanent residences, administrative headquarters and community developments.

7. Modern utilities such as water, sewer, power and telephone are conveniences which should be available in all Visitor Service Centres or townsites. Water and sewer services especially should be of acceptable quality for protection of health.

The extent of services such as roads, streets, sidewalks, street lighting, etc. should be influenced by the requirements of the individual townsite. The construction and maintenance of all such services provided by the Department should be to a high standard, both for appearance in some cases and also to reduce long term costs.

Community Organizations,

Year-Round Townsites

The acceptance of specific services and recreational facilities as a requirement to ensure full enjoyment of a park by visitors leads, in some parks, to year-round residence for a number of families. These people are needed to provide visitor services, just as departmental employees are required to administer and operate the park for the people of Canada. This suggests that the Department has a responsibility to create a climate in which comfortable community living is possible. It does not suggest that the Department has an obligation to subsidize the residents.

Year-round park townsites, unlike towns or villages outside the park, do not have a municipal government. The objective of the Department is to reconcile as far as possible the natural desires of the residents to have a greater voice in townsite matters with the peculiar character and requirements of the parks. At present the Department does in effect take the place of a municipal government. As such and in accordance with its responsibility to create a climate for comfortable community living, the Department has an obligation to administer plebiscites and collect taxes for community projects in accordance with local wishes. This refers to community projects only, as distinguished from utilities, roads, streets, parks, etc.

Community organizations is a broad term and is used so that all community endeavours will be included. Examples of such organizations and activities are the Boy Scouts, the Red Cross, public library, curling rink, skating and hockey rinks, playing fields, etc. It is reasonable and desirable that activities such as these should function in a year-round park townsite. The position of the Department would be to encourage and cooperate with the local people in their efforts to develop community institutions which they as a community group wish to undertake and support, but not to become involved financially.
Special Events and Facilities Related to Townsites

The development of facilities in a park to accommodate the Olympics or other major sports events is not in accordance with National Park purposes. If however a park area is particularly suitable or has necessary characteristics which are not available elsewhere, the development required by, for example, the Winter Olympics should be permitted in the national interest. This might suggest a possible obligation to permit the development of facilities for the Olympics, F.I.S. or other major skiing competitions on the basis that National Parks may contain areas which are particularly suitable and not available elsewhere in the region.

Apart from any national obligations that a park may have to be host to international skiing competitions, there is an obligation to provide skiing facilities for Canadians. Parks contain areas that are accessible and which provide excellent skiing. These conditions are not available in many cases other than in parks. In the interest of providing healthful recreation and opportunities to develop physical fitness, skiing should be permitted and encouraged in parks having those characteristics, but the emphasis should be on mass participation and skiing for the average skier or family groups.

Since curling is a team game and a form of recreation not related to parks purpose, the provision of facilities for curling is a function of community or private enterprise.

Skating is a healthful outdoor recreation and, like skiing or golf, may be regarded as an acceptable form of recreation to add variety to the activities available to the visitor. Facilities for skating should however not be provided for the purpose of attracting visitors. If the demand from visitors who have come for other park activities justifies it, skating facilities would be warranted. Usually community facilities for skating will accommodate visitors as well.

It is not part of the National Park purpose to provide facilities for conventions. Those attending conventions use the park and enjoy it as do other visitors. Their enjoyment of the park is however a secondary activity, and as such does not rate encouragement by direct subsidization of the necessary facilities. The provision of facilities for conventions is therefore a proper function of private enterprise.

Policy

8. The Department has an obligation to the permanent residents of park townsites to create conditions under which comfortable community living is possible. The special purposes of the parks, and the national interest in their preservation for these purposes, introduce conditions that make the ordinary operation of municipal self-government impossible for the townsites. Moreover, the expenditures by the federal government in the townsites for general park purposes involve a degree of direct participation in normal municipal operations that makes full municipal control equally impossible. There is no completely satisfactory solution to this problem but through Advisory Councils and other means a continuous effort is made to effect sound and reasonably satisfactory working arrangements. In lieu of a municipal government the park administration may if necessary administer plebiscites and collection of taxes for community projects in accordance with local wishes, but should not interfere with, or assist financially in community projects except to the amount that special park requirements increase the cost of a project over what an equal facility would cost in a similar community outside the park.

9. Curling and skating rinks and other community developments which are common to most communities across Canada, are quite acceptable as community supported enterprises. Sites for such developments should be made available by the Department. Departmental control on such projects should be limited to the prevention of developments which would be detrimental to the park.

10. Recreational developments considered necessary for full visitor enjoyment of a park should be constructed and administered by the Department. Townsite residents should be permitted to use the facilities at a reasonable charge.

11. The development of facilities in a park to accommodate international events such as the Winter Olympics or other large scale meets or competitions is not in accordance with the purposes of National Parks. If it becomes established that a particular area of a park is best suited for such an event, and it is in the national interest such an event be held in Canada, then the National Parks should permit the intrusion. However, the Department should control all related development to assure minimum impairment of park values and maximum post event utilization of facilities for park purposes.

People differ greatly in their habits and desires and therefore will wish to make use of a park in different ways according to age, family circumstances, inclinations and abilities. Most of the existing parks have characteristics that will allow flexibility of use without causing appreciable impairment or sacrifice of purpose. The concept of zoning is introduced as a means of providing administrative and development control that will ensure a proper balance between visitor use and purpose for each park.

Long-range planning cannot go forward, with assurance that the desired objectives will be met, without the guidance of an established zoning plan. Specifically the purpose of a zoning plan is to define areas within the park in accordance with acceptable use and development. It would detail not only type and extent of acceptable use and development, but also acceptable means of access to each of the zoned areas.

The extremes of a zoning plan would be a wilderness area on one hand, and a permanent townsite on the other, but either extreme would not necessarily be part of a zoning plan for every park. Without such a plan each succeeding administration will add to the already complicated development pattern. Lacking a zoning plan, eventually parks may find themselves without a suitable wilderness area, without lakes or valleys that are accessible only by foot, horse or canoe, or without other of the many qualities that are part of the reason for their establishment.

Essentially what is involved is a plan for land use within the purposes of each of the parks. It is assumed in such planning that, in the future, the pressure on the parks as a whole will be very great, as the population of Canada grows and especially as the demand for recreational use increases. It is therefore essential that recreational resource and recreational land use studies be carried out, in order that the lines of development for each park may make the optimum use of the land available within the limitations of the basic park purposes.

It is clear that zoning within a park should be based on certain priorities in preservation and use, i.e.,

(i) outstanding park features must be preserved in their natural state for public benefit, education and enjoyment.

(ii) areas adjacent to outstanding park features are to be preserved as part of the scene or reserved to facilitate public use and enjoyment of the feature.
(iii) facilities for the convenience of visitors such as parking areas, rest rooms, picnic areas and campgrounds, etc. may be located near a feature but not so close as to detract from the natural feature or its setting.
(iv) in general, beaches and their back-shores should be reserved for day use.
(v) Visitor Services Centers: areas containing accommodation such as motels, cabins, hotels, campgrounds, trailer parks, and stores, restaurants, service stations, etc. should be located in reasonably attractive surroundings where the services available will assist in enjoyment of the park. Such areas should not occupy or encroach upon outstanding natural features.
(vi) Residences for park staff: these should have a reasonably attractive area but they may not be sited on or near park features and attractions. Preferably the location should be inconspicuous and off the main stream of traffic.
(vii) Park Maintenance: compounds and other purely servicing establishments should be sited where the buildings and activities can be completely concealed.

Policy
A zoning plan for each park will be prepared in accordance with the statement of purpose for that park. Actually zoning is basic to the long-range plan for every park and forms an integral part of the long-range plan. No violations or exceptions whatsoever should be allowed to occur. The zoning plan should not be unchangeable, but changes will only be made after thorough study.

Financial policy affects park use, development and administration. In general the aspects of the subject that we are most concerned with here are subsidization, expenditure and revenue. Even this part is very complex. Unlike most commercial and many government operations, the National Parks system is complicated by values which cannot be measured in monetary terms. It is like a cultural institution within which economic units exist. The financial policies have long been a source of difficulty. The reasons for the various charges made, the extent to which the charges should cover costs, and the principles which should determine townsite administration, have not been analyzed as one integrated subject. Such an analysis, if made after consideration of all the facts, should assist greatly in reducing administrative work and public criticism. More important, it would have a significant effect on future park objectives, since financial policy can be used as an indirect control.

Theoretically financial policy could be based on two extremes:
(a) to determine policies on revenue and expenditure in relation to the economic value of the park system, or
(b) to regard the National Park system as a freely available public service.

The first basis is clearly not in accordance with park ideals. Furthermore, the economic value of a park, even if it could be determined, is not the real value. The intangible values are recognized as being more important and of course cannot be evaluated for use in any economic formula.

The second basis does meet the highest ideals of the National Parks. It suggests that the cost of administering and operating the system to the high standards adopted should not be related to the miscellaneous revenues received. This principle, although sound enough from the standpoint of our obligation to preserve the national heritage, is not entirely sound for the operation of visitor-use facilities. The thought that the general taxpayer should not be responsible for the full cost of special services and facilities which are demanded and used most extensively by local or regional visitors or by special categories of visitors must also be considered.

It seems clear that the proper basis for determining financial policy is close to (b) above, but must be tempered with judgment to avoid unfair subsidization of local residents and users of special facilities and services such as golf courses, pools, docking space for boats etc. The practices that have been followed do not conform to any established set of principles. They have created inequities and have not always been in the best interests of park objectives. The purpose of this appraisal will be to develop principles which will be fair to all.

Expenditure
Parks are a national asset established, improved and protected for the use and enjoyment of the present, as well as the future generations. Financial responsibility for this asset should therefore rest mainly with the taxpayer. The taxpayer however do not benefit equally from some categories of expenditure, which suggests a user responsibility. The three main expenditure categories will be commented on individually with regard to the responsibility of the user as compared with the general taxpayer.

Capital Expenditures, whether for a new installation or replacement of an old one, represent improvement of a public property, thus increasing its potential to provide enjoyment and benefits to Canadians. These expenditures therefore can be considered a legitimate charge to the taxpayer.

Administrative Cost is an inseparable part of the responsibility undertaken by the nation in establishing the park system. It represents part of the cost of protecting parks and making them available for use by present and future generations. This expenditure too is a legitimate charge to the nation as a whole.

The Operation and Maintenance category of expenditure does not lend itself to the same distinct application of responsibility as the other two. This category is more closely associated with and affected by visitor use. Not all taxpayers are in a position to benefit equally from parks or from specific facilities, and there is reason therefore to charge the user, according to the amount of use, for the benefits he receives from facilities provided by the nation. The determination of the division of responsibility between the user and the nation as a whole is complicated by the many types of operation and maintenance costs. The relationship of the facility or operation to the visitor, the effect of use on the operation and maintenance cost, and the ease of assessing and collecting a charge must all be considered.

A general analysis of the problem at
first suggests two theoretical methods of approach:

(x) To apportion the responsibility for operation and maintenance costs between the user and the nation by an analysis of cost accounts, using judgment in the many cases where no clear cut separation is possible; then to regulate revenue from existing sources to balance the total expenditure for which the user is found to be responsible, or

(y) With no attempt to relate expenditure and revenue, to examine each facility or service individually and assess charges in relation to established economic values.

The first method would obviously be very difficult to apply. Charges to visitors (users) determined on this basis would be relatively high, sufficiently so to discourage use of the parks by many who are taxed for their upkeep. Any attempt to relate revenues to expenditures should be done with a full realization of the reasons for establishing the parks in the first place.

The second basis for considering the problem, accepts subsidization of the system as a general policy. It suggests that undue subsidization should be avoided by assessing charges for the facilities or services most directly associated with the user; these facilities would be assessed for charges on their individual merits rather than the general analysis referred to in (x).

This approach takes into account the reasons for the establishment of the National Park system. It rejects the principle that parks should be operated and developed as an economic unit: it suggests that extent and quality of development and visitor service be considered in relation to park ideals and purposes rather than economic considerations. If the nation is financially unable to administer and develop the system to meet its high ideals, then developments should be postponed rather than cheapened and made less effective.

Policy

1. Park development must be considered primarily on the basis of need and desirability in relation to park purposes. Economic considerations should affect only timing of the individual developments.

2. The basic financial policy for National Parks should be payment out of the general revenues, modified by charges for the purpose of:

(i) administrative control
(ii) effecting visitor realization of value
(iii) requiring users of special facilities to pay a portion of costs

(iv) placing local residents in roughly the same economic position as if they lived in comparable communities outside the park.

3. Capital expenditures and administration of the park system should be charged to the nation as a whole.

Revenue

Under the present system the charges made fall into two general categories; those assessed directly against the visitor and those which are levied against residents and businesses.

(1) Visitor charges consist of transient motor licences, recreational fees (golf, tennis, lawn bowling, swimming pool etc.), camping fees and fishing licences or other miscellaneous permits.

The transient motor licence is a charge made on all motor vehicles entering a park. If the basis for determining charges described under (x) were employed to establish this entrance charge it would, under the present system, have to cover the cost of highway maintenance as well as all of the operation and maintenance costs for which it is not possible to assess direct charges. This, it was suggested earlier, would result in charges that would not, in effect, be consistent with the purposes for which the system was established.

Using basis (y) the charge would be determined by consideration of the individual circumstances. Unlike most charges made, the one for entering a park does not represent a definable service. It is not possible therefore to compare with similar charges outside the park. The question then must be considered on the basis of the effect of such a charge on the park and its visitors.

If there is reason for imposing a park entrance charge it must be for administrative control, and to cause the visitor to realize that the park is a special area to be wisely used and held in trust for future generations. The amount of the charge should be determined by judgment: high enough to effect realization of park value, yet not so high that visitor use would be restricted. This method of determining the fee for transient motor licences is anything but specific. It is nevertheless based on an important principle, i.e., entrance fees are not intended to cover specific expenditures.

Recreational developments (for example golf courses, tennis courts, swimming pools, overnight boat docking etc.) are the best example of facilities which provide unequal benefits to the taxpayer. These developments, which are costly to construct and maintain, are desired and used by special groups and therefore charges for their use should be imposed as a means of removing unfair subsidization.

It has been suggested earlier that all capital costs for park development be accepted as a responsibility of the nation. This principle is sound enough for general development but in the case of recreational (sports) facilities there is merit in assessing the individual facility by comparison with similar facilities outside the park. The charges thus determined should take quality into consideration and be tempered by the desire to avoid restriction of use. The averaged operation and maintenance costs of the particular facility for all of the parks, and the usual charges outside for comparable facilities, could be used as two points of reference.

Camping Permit Fees: It would be difficult to determine these by comparison with facilities outside parks. In general campgrounds will fall into two categories:

(i) Campgrounds with minimum services—These are campgrounds with no services other than a source of water, pit privies and a cooking area (possibly sheltered). There should be no charge at these campgrounds on the basis that such camping facilities are a minimum service (like a road) that should be freely available.

(ii) Serviced campgrounds—these are campgrounds with amenities such as piped water, sewage facilities, fully modern comfort stations, washrooms, showers, etc. Fees for this kind of camping should be charged by reason of the substantial cost of the additional services which are provided as a special convenience to those who want them.

Fishing Licences and miscellaneous permits cannot be related to similar licences outside the park, since charges based on this comparison may tend to restrict the activity. A high percentage of the visitors to a park stay only a short while which suggests a nominal charge only be made for activities such as fishing. These charges would be purely for the sake of control and information.

(2) Charges to residents and businesses are those associated with year-round and seasonal townships and the operation of businesses in parks. These vary widely but can be grouped for the purpose of this analysis.
The second category includes all of the miscellaneous licences and permits for the installation of utilities, sand, stone, gravel or water permits, etc.

The second however embraces a very complex group of facilities and services which demand careful analysis for the determination of fair charges. Such an analysis is complicated by variations in park townsites and the quality of services and utilities, as well as whether the townsite is occupied the year round or only seasonally. Since the permanent townsites are the most involved as far as this subject is concerned they will be used as the basis of discussion.

At present the several types of charges levied against residences and businesses are not based on any one financial policy. Utilities such as power and telephone, supplied by private companies, are charged for on the basis of a fair profit return; water and sewer services are owned by the government and are charged for on a basis of a percentage of the real cost; many services such as streets, sidewalks, boulevards and street lighting are not charged for directly at all. Attempts have been made to calculate fair charges for some of the individual services but these attempts have not proven to be feasible due to the complexity of the division of responsibility between the local resident and the visitor. A land rental is charged for each lot in a townsite. It is not designed to cover any specific service and its amount is therefore arbitrary, varying in accordance usually with its size, quality and zoned use. Business licenses also are arbitrary charges depending on the type of business and are not determined on any financial basis. The system is complicated, difficult to administer and impossible to defend on the basis of real economic values.

Policy

4. Operation and Maintenance costs should be divided between the user and the nation in accordance with the following:

(i) An entrance charge should be made at all National Parks. The amount should not restrict use but should indicate a value.

(ii) Charges for recreational facilities (golf courses, tennis courts, swimming pools, lawn bowling, etc.) are to be based, in a general way, on operation and maintenance costs and comparison with charges for similar facilities elsewhere, taking into account also the desire to encourage general use.

(iii) Fees for serviced campgrounds and for modern trailer parks should be based on the same factors as in (ii).

(iv) Charges for miscellaneous natural recreation such as fishing should be nominal for the purpose of control only.

(v) Charges for miscellaneous permits required for administrative control should be nominal.

(vi) As a general principle, it is considered that charges to residents and businesses for utilities, civic services, facilities and conveniences, should be made on the basis of comparison with charges for equivalent facilities in towns or cities in the region but outside of the park.
The determination of criteria for the establishment of individual National Parks must recognize two distinct national obligations:

(a) To preserve the Canadian heritage.

(b) To ensure this and future generations of Canadians the opportunity to use, enjoy, and benefit from the values of natural wilderness.

Both of these obligations may be satisfied in many cases by the same area. However this will not always be true, since a feature or area that should be preserved as part of our heritage does not always afford natural wilderness values. Features which represent a part of the national heritage should be chosen primarily for the characteristics which make them worthy of that function. Their potential to provide abundance of visitor use, and therefore location in relation to populated areas, should be a secondary consideration. The second obligation can be satisfied by areas having characteristics which are more general. These areas should of course represent the most interesting and significant from the visitor-use point of view; but since the value of parks established to satisfy obligation (b) above is related to the amount of use, benefit and enjoyment they provide, location is therefore an important consideration.

As a practical means of satisfying the regional needs for wilderness recreation and nature values there should be at least one National Park in each province. It is particularly desirable to acquire areas now in the Yukon and Northwest Territories and in other less settled parts of Canada. In these regions the land is still available, population will grow in the future, and transportation changes may well put them within reach of people in all parts of Canada. Generally speaking National Parks of a size and character that will provide these values should be located so that no one living in the populous areas of Canada is more than 300 miles (or one day's trip) from such a park.

In deciding upon an area for a National Park the potential commercial value of natural resources in the area is an important consideration. There is no formula that can be used to compare National Park values with commercial resource values. New parks should be chosen so as to avoid, as far as possible, serious conflict of interest with resource development. Once a park is established, its value to the nation as a heritage and its potential to supply healthful enjoyment to the Canadian people should ensure its preservation, subject only to considerations of overriding national importance.

Of necessity, the definition of criteria as a guide to the establishment of new National Parks must be very general. The effect of the criteria in meeting the obligations as stated in the first paragraph will depend to some extent on methods or policies followed in acquiring new areas. Timing would have an effect on the quality of area acquired. If the acquisition of park areas is not planned many years ahead of need, the development of the system will be blocked or inferior areas will have to be accepted. The matter of initiative can also determine the quality or type of area that can or will be acquired. For the National Parks administration to wait for the provinces to offer areas for National Parks implies that we have no specific requirements other than that the land be donated free of encumbrances. On the other hand a planned system of National Parks would suggest that certain areas are desirable for inclusion in the system, either for their value as part of the national heritage, or to satisfy the need of wilderness areas in a particular part of the nation. To meet the obligations and objectives of the system it is therefore imperative that we take the initiative in selecting suitable areas and arranging to have them set aside as National Parks. This will require very close federal-provincial cooperation on a matter of national importance which is also of direct concern, interest and benefit to the individual provinces.

Policy

Based on the above approach, the following are established as criteria for a National Park:

1. To be considered as a potential National Park an area must be worthy of preservation. This means that it should:
   (i) be an outstanding example of the best scenery in Canada, or
   (ii) have unique scenic, geographical or geological features of national interest, or
   (iii) have outstanding examples of flora and fauna of national interest, or
   (iv) provide outstanding opportunities for enjoying appropriate non-urban forms of outdoor recreation amid superb surroundings.

2. Preferably and in accordance with its purpose, it should be large enough to support indigenous flora and fauna.

3. Depending on the size of the area and the purposes of the proposed park, it is usually desirable that the area or part of it be suitable for recreational purposes and for accommodation or other visitor services.

4. It must be evident that the area is of sufficient value now or for the future to justify the expenditure required for preservation and development.