SOURCES FOR THE STUDY OF CANADA'S NATIONAL PARKS
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A. INTRODUCTION

This booklet has been prepared for the conference: The Canadian National Parks Today and Tomorrow, to be held at Banff, 8-13 October 1978. In keeping with the nature of the conference programme, the booklet focuses exclusively on national parks, thus excluding two other important aspects of the total Parks Canada concept, national historic sites and parks and the agreements for recreation and conservation (including historic canals). Interested readers are invited to write to the Public Records Division for information on sources regarding these other two aspects.

This booklet has two purposes. The first section describes the role of the Public Archives of Canada and the services it provides to researchers. Some emphasis is given to the responsibilities of national park officials to ensure the preservation of the nation's documentary heritage. The second section outlines sources for the history of national parks to be found in the holdings of the Public Records Division. No attempt has been made to be comprehensive, nor to list individual file titles and dates. Rather, an effort has been made to provide a general impression of the kinds of material to be found in the eight or ten principal record groups relating to national parks. To obtain more detailed and specific references, researchers should write or visit the Public Archives and consult the finding aids available for these and other record groups.

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B. THE PUBLIC ARCHIVES OF CANADA AND NATIONAL PARKS

The mandate of the Public Archives of Canada, as stated in the Archives Act of 1912, is to collect "public records, documents and other historical material of every kind, nature and description ...." The department is organized into three major components: Departmental Administration responsible for exhibitions, publications, technical services, and general administration; the Records Management Branch responsible for the efficient storage and control of the dormant records of federal government departments and agencies; and the Archives Branch responsible for the acquisition of historically valuable government records, private manuscripts, maps, paintings, drawings, photographs, films, sound recordings, machine-readable data, and printed sources. Although the holdings of the various media divisions of the Archives Branch certainly have useful material for researchers interested in the history of Canada's national parks, the records of the Government of Canada preserved in the Public Records Division likely contain the most valuable sources.

The Public Records Division

The Public Records Division is responsible for the appraisal, acquisition, custody, and reference of the unpublished historical records created and received by the departments and agencies of the Government of Canada since 1867 and of some of its predecessors. The holdings of the Division, which occupy 20 kilometres of shelf space, document all aspects of Canadian history from the eighteenth century to the present. These holdings take such forms as dockets, files, letterbooks, reports, registers and indexes, and similar types of written and typewritten documentation.

By the Public Records Order of 1966 (P.C. 1966-1749), the Dominion Archivist under the general direction of the Treasury Board received complete authority over the scheduling, destruction, and historical retention of all public records. In meeting its responsibility of ensuring that all departmental files that have lost their administrative usefulness are examined and that records with actual or potential historical research value are transferred to the Archives Branch on a regular and continuing basis, the Public Records Division works closely with the staff of the Records Management Branch as well as with departmental records managers. Increasingly, the Division is performing the same functions for a growing number of crown corporations and commissions of inquiry. With the accelerating pace of government decentralization, it is also assessing the historical value of regional and field office records. Once the records have arrived, the Division prepares suitable inventories and finding aids, provides in-person public service and reference, and answers telephone and written inquiries concerning the records in its custody. Through protective microfilming and physical restoration, it also attempts to ensure the conservation of its often fragile holdings.

The holdings of the Public Records Division are organized into separate record groups. The archival record group (RG) is generally a body of records of a government department, agency, or branch that exhibited administrative continuity over time. The records are related functionally and organizationally through common file registry systems. As can be seen from the following pages, most record groups are confined to single government departments or major branches within them.
Reference Aids and Research Facilities

Aside from special publications, there are three levels of reference aids produced by the Public Records Division to help researchers use its holdings:

1. Historical Records of the Government of Canada in the Public Records Division, Public Archives of Canada (Terry Cook and Glenn T. Wright, compilers), forthcoming 1978. This book summarizes the contents of the Division by listing the titles and outside dates of the various series within each record group. By using it, researchers should be able to assess the feasibility of their topics and focus their inquiries before proceeding to consult more detailed reference tools.

2. Inventories. Inventories are prepared for each record group and contain for each series or part of the record group short administrative histories of the sub-unit or individual involved and a brief, general mention of the type and nature of the records in the series. Inventories also have notes on the administrative history of the agency as a whole, information on available finding aids, and lists of volumes having access restrictions.

3. Finding Aids. The Division indexes or lists items down to the single file as the basic unit. Finding aids take such forms as contemporary registers of correspondence and indexes to registers, shelf lists, file lists, card indexes, and for larger, more heavily used record groups computer-generated, subject indexes. The latter include the records of both Parks Canada (RG 84) and the Northern Administration Branch (RG 85).

The above reference tools may be used in the Public Records Division between 8:30 A.M. and 4:45 P.M., Monday to Friday, during which time archivists are also available for consultation. Once a researcher has identified and ordered the material desired, he or she can store it in lockers to be used in the Reading Room twenty-four hours per day, seven days a week, including statutory holidays.

To be fair to other researchers and to ensure that records are not harmed or lost, no original documents may be borrowed for use outside the Archives building. However, the Division is committed to extensive microfilming of its holdings in order to preserve fragile original records and such microfilmed material may be borrowed, three reels at a time, through the inter-library loan system.

Specific inquiries should be addressed to the Public Records Division, Public Archives of Canada, 395 Wellington Street, Ottawa, Ontario, Canada, K1A ON3 or telephone (613) 996-8307.

Access to Government Records

Access to government records is currently controlled by the Access Directive of the Government of Canada. Records more than thirty years old are open to the public unless they fall into specific exempted areas. "Exempted records" are those the release of which would form a breach of faith with a foreign government, be contrary to law, violate the privacy of any individual, or be detrimental to national security and intelligence. In addition, personnel records may only be released ninety years after the birth of the individual involved. Public records less than thirty years old in the custody of the Public Records Division may be consulted with the permission of the transferring department.

Responsibilities of National Park Officials

Many researchers interested in the history of national parks are park planners, naturalists, and interpreters. Their relationship with the Public Archives of Canada is two-fold. First, as researchers, they can avail themselves of the above services offered by the Archives and consequently broaden the basis of the programmes and exhibitions which they present to the Canadian public. Secondly, they can ensure as far as possible that the documentary heritage of Canada is preserved.

No records which do not have current operational or administrative value should be retained in any national park or regional office. Although copies may certainly be kept in the parks, all original records with research value only should be forwarded to the Public Archives of Canada through the normal application of the records schedule of Parks Canada. There are several advantages to following this course, quite aside from observing the legal requirements of the Public Records Order. First, a broad spectrum of researchers would have access to the records, which is not the case when they are retained in individual parks. Secondly, the complete record would be brought together from headquarters, regions, and individual parks rendering the full story of national parks and wildlife management available to the Canadian public as well as to parks' officials and researchers. Thirdly, the records would be preserved securely, not subject to destruction by fire, flood, and mould as has actually happened to some valuable early park files.

No park official should be content until every non-operational record in his or her purview has been safely transferred to the Public Archives, for the destruction of the nation's documentary heritage by fire, flood, mould, and poor storage conditions is no less tolerable than if bulldozers attacked the nation's physical heritage in our national parks.
C. SOURCES FOR THE STUDY OF NATIONAL PARKS

I. Parks Canada Records and Administratively Related Record Groups

The development of early national parks coincided with the federal government's efforts through the former Department of the Interior to settle the West and develop its resources. Because of this, the record groups covering Interior and its numerous branches and successors form an administrative umbrella most fruitful for studying national parks. These record groups are described below in order of importance.

RG 84 Parks Canada, 1883-1977, 72 metres

The major portion of RG 84 (56.1 m) consists of central registry files, 1886-1970, created by the National Parks Branch and its predecessors the Departments of Interior (1885-1936), Mines and Resources (1936-1949), Resources and Development (1949-1953), Northern Affairs and Natural Resources (1953-1966), and Indian Affairs and Northern Development (1966-) to deal with all aspects of Canada's national parks. A small minority of the files cover Historic Sites and National Historic Parks. There are also some Engineering and Construction Branch files (a Branch of the Department of Mines and Resources and its successors) concerning national park matters.

In large part, the files are arranged by subject and park. Thus, files B301, G301, and RM301, are the files on birds for, respectively, Banff, Glacier, and Riding Mountain National Parks. The prefix, "U", is for those universal files applying to all parks; file U301, therefore, concerns bird regulations, policy, research, and so on common to all national parks. The older, straight-numerical filing system (550870, 559260, etc.) used at first in the Department of the Interior was in large part converted and brought forward to the above-mentioned subject/park classification, but a few files were not and appear under the older designation. (The new system of files for the Parks Canada or Conservation Program is only just beginning to arrive at the Archives.) Despite passing through five departments, the National Parks Branch has maintained its administrative continuity, as well as its filing system, as a distinct entity. Consequently, its files remain a unit.

In selecting files for permanent archival retention, the Public Records Division has cast a wide net. Archivists are not interested only in such obvious material as park establishments, policy files, and records explicitly designated as "history" or "heritage", but also in records which at first glance appear more mundane. For example, a contract file for the construction or paving of tennis courts reflects important decisions and timing regarding recreational development, tourism, and land use in national parks, and the means used for the implementation of such policy. The culmination of similar files presents useful historical patterns for researchers.

Accordingly, the range of policy and operational files preserved in RG 84 is rather broad, including townsite development (cemeteries, garbage dumps, airfields, lot leases, dog control, fire brigades, health and education, sewage, and telephones, among many others), recreation and sport (campsites, picnic grounds, mountain-eering, angling, boating, swimming, golf courses, hot springs, and tennis courts), resource development (quarrying, water power, coal mines, forestry and fire control, dam sites, and grazing), transportation (bridges, railways, roads and highways, trails, traffic control, and vehicles), construction (administrative buildings, warden's cabins, businesses, pavilions, wharves, zoos, and recreational and transportation facilities), and animals and wildlife (including most prominently antelope, bears, beavers, buffalo, birds, caribou, cougars, coyotes, deer, elk, wood buffalo, and wolves, as well as files on hides, furs, game protection, and predator control). Many other files cover such disparate topics as scenic landmarks, war camps in national parks for Japanese-Canadians, prisoners of war, and conscientious objectors, historic site development, and accidents and missing persons, as well as numerous administrative matters (laws, regulations, conferences, labour conditions, and publicity, among others). Naturally, not every national park has files preserved on all the above topics but, conversely, these subjects only represent the highlights of an extremely rich collection that should appeal to historians, environmentalists, park planners and interpreters, geographers, and wildlife biologists.

The collection has, however, two significant limitations. With the exception of the Ontario Regional Office and Riding Mountain National Park, RG 84 is composed entirely of headquarters' files. The absence of regional and field records is thus a serious gap. Secondly, very few headquarters' files pre-date 1910. Before the creation of the Dominion Parks Branch in 1911, the early parks were administered from Banff and Edmonton. Surviving records from that period, such as the superintendent's letterbooks, still remain in the field.

Aside from the various series of files, RG 84 also contains six township registers, 1886-1943, for Rocky Mountains Park (Banff), Jasper, Yoho, Glacier, Revelstoke, and Waterton Lakes. Arranged by township and section, the registers have lists of lessees in national parks (providing name, date, lease purpose, location, and corresponding file number) and township maps locating the leases, and are an excellent source for land use and resource studies.

RG 22 Indian and Northern Affairs, 1867-1975, 102.3 metres

The Department of Indian and Northern Affairs (INA) has three major operational programmes: Indian and Eskimo Affairs, Northern Affairs, and Parks Canada. In many matters, these three programmes and their various predecessors are quite autonomous and as a result maintain distinct administrative structures and file registry systems. Accordingly, when such records are received by the Public Records Division, they are assigned to separate record groups (Indian Affairs, RG 10; Northern Administration, RG 85; and Parks Canada, RG 84). However, certain aspects of INA common to all three programmes are maintained as they were created, that is, separate from the three programmes to which they relate. Such aspects include the records of the Deputy Ministers' Offices, Legal Division, Engineering and Architecture Branch, Personnel Division, Policy and Planning Division, Information Services Division, and Technical Services Branch. This configuration existed, with different terminology in some cases, for many of INA's predecessors: the Departments of Northern Affairs and Natural Resources, 1953-1966; Resources and Development, 1949-1953; Mines and Resources, 1936-1949; and Interior, 1873-1936. These records have been brought forward to the modern registry system and thus incorporated into RG 22.
The main difference between the national parks material found in the records of Parks Canada (RG 84) and of Indian and Northern Affairs (RG 22) is one of scale. In general, RG 84 contains material on the formulation and implementation of park policy at the level of the Director of the National Parks Branch and down; it tends to be narrower in focus than RG 22 - in effect, the internal operations of the Branch. In contrast, the records in RG 22 cover a wider canvas - the relations of the Branch with the outside world, whether within the same Department (the Deputy Minister, Legal Division, Engineering and Architecture Branch, and so on), politicians (the cabinet, members of parliament, and provincial, municipal, and foreign governments), or the general public (including citizen, sportsman, and naturalist lobbying groups).

The range of subjects covered by the files in RG 22 is as broad as that of RG 84: ministers' and deputy ministers' speeches, resource policy and conferences, roads, motion pictures in national parks, forestry, mining companies, centennial projects, animal files (by species), game laws, Dominion-Provincial Wildlife Conferences, Jack Miner Migratory Bird Foundation, power developments, skiing facilities, townsite development, national park regulations, contracts (for roads, bridges, buildings, recreational facilities, and landscaping), construction files (by project), land matters (leases, licences, lots, and land claims), ecological surveys, and management services reports, as well as many "general" files on individual parks and historic sites and administrative files on departmental reorganizations, functions of branches and divisions, and policy.

Although most of the files fall between 1930 and 1975, RG 22 is the best single source, save only RG 84, for the historical study of national parks in this century. For most research topics, the relevant files in both record groups would have to be used.

RG 85 Northern Administration Branch, 1892-1971, 336 metres

Like the National Parks Branch, the Northern Administration Branch and its predecessors originated in the Department of the Interior in the early years of the century. Record Group 85 is a valuable source for the history of national parks for several reasons. First, from 1922 until 1964, the Branch administered Wood Buffalo National Park through its Fort Smith office. There are scores of files in several headquarter's registry series relating to Wood Buffalo, as well as field office records from Fort Smith, including wardens' reports on hunting, trapping, and conservation. Secondly, as the agency charged with the administration of the Northwest Territories Game Act (1917), the pioneering measure establishing hunting seasons, game wardens, and protection for the elk and musk-ox, the Northern Administration Branch (and its predecessors) has always had a deep involvement in wildlife conservation; this is reflected repeatedly in its files. Finally, the records contain many reports by missionaries, traders, and government officials on the people, wildlife, and scenery of areas now within such new national parks as Nahanni, Kluane, and Auyuittuq, which will doubtless interest interpreters and naturalists in those parks.

RG 22  Canadian Forestry Service, 1890-1973, 93 metres

The Forestry Branch of the old Department of the Interior, the predecessor of the present Canadian Forestry Service, had important links with national parks. Many early parks were carved out of forest reserves and, between 1908 and 1911, Rocky Mountains Park, the forest parks, and the Dominion Forest reserves were actually administered by the Forestry Branch. In addition, such concerns of the Canadian Forestry Service as tree conservation, fire, insect, and disease prevention, and forest ecology are the same as those faced by wardens and naturalists in national parks. The files in RG 22 often relate to those forest reserves which became or border upon national parks. There is also much material dealing explicitly with national parks, including National Forestry Programme Progress Reports for Cape Breton Highlands, Banff, Elk Island, Jasper, Yoho, Revelstoke, Waterton Lakes, Prince Albert, and Riding Mountain National Parks, 1939; timber disposal, silvics, working plans, and the nursery at Riding Mountain National Park, 1911-1930; fire ranging at Revelstoke, 1912-1936; the extension of Waterton Lakes National Park boundaries, 1913-1920; tree planting in national parks, 1922-1941; the Canadian National Parks Association, 1937-1952; and co-operation between the Canadian Forestry Service and National Parks Branch.

RG 15 Interior, 1821-1959, 475.6 metres

Although national parks were administered by the Department of the Interior from 1885 until 1936, the records in RG 15 contain relatively few references to parks. In large part, the many branches of the Department of the Interior (National Parks, North West Territories and Yukon, Mines, Water Power, Forestry, Surveys, etc.) continued on after 1936 in other departments and maintained their records systems intact; accordingly, these records as in the case of RG 84 have all been assigned to separate archival record groups. As a result RG 15 is now composed primarily of the records of the Dominion Lands Administration. There are a few scattered files on national parks, covering such topics as ranching in park areas, bird sanctuaries, boundaries, the use of Waterton Lakes Park as an irrigation reservoir, resource transfers, and general organizational and legal aspects of the total department. While not a source to be ignored, therefore, RG 15 contains little grain and much chaff for the national park researcher.

RG 109 Canadian Wildlife Service, 1905-1973, 6.4 metres

Until 1966 the Canadian Wildlife Service was a section or division of the National Parks Branch. Thereafter it became an independent branch of Indian and Northern Affairs and, after 1971, of Environment Canada. Although responsible since the passage of the Migratory Birds Convention Act of 1917 for wildlife protection and management, the archival records of the CWS documenting this activity are almost exclusively in RG 84 and RG 22. Record Group 109 only contains a manuscript history of the CWS, bird banding records, files of the Canadian Reindeer Project, and a single central registry file, although the latter is the harbinger of over one hundred metres of files soon to be transferred from CWS. (Their scope may be assessed from the notes in Janet Foster's new book, Working for Wildlife: The Beginning of Preservation in Canada, 1978.)
Until 1949, the Surveys and Mapping Branch and the National Parks Branch existed side by side in the same department, first Interior and then Mines and Resources. The Engineering and Architecture Branch (see RG 22 and RG 84 entries above) was at various times under both Parks and Surveys and its records are scattered throughout RG's 22, 84, and 88. These records relate to the work done by Japanese internees and conscientious objectors on national park roads, post-war development programmes in parks, and road construction near Banff, Jasper, Yoho, Revelstoke, and Waterton Lakes. The main file series in RG 88, however, is the Surveyor General's Correspondence, 1879-1952, which consists of incoming and outgoing correspondence with individual surveyors in the field, including instructions, reports, accounts, equipment lists, maps, and memoranda on the survey party's activities. Many of these surveyors worked in actual or future national parks and their reports occasionally contain lyrical passages on the landscapes they were traversing. There are, in addition, specific subject files covering such topics as aerial surveys of national parks, naming of mountain peaks, and a hand-book for Rocky Mountains Park.

RG 33/29  Commission of Inquiry into Lot Rentals in Banff and Jasper National Parks, 1950, 1 centimetre

This series consists solely of the final report of Commissioner Harry Patriquin into the rentals being charged for lots in the two largest mountain parks. He based his report on an examination of the leases in the Park Superintendents' offices in Banff and Jasper.

RG 33/51  Royal Commission on the Natural Resources of Alberta (Dysart Commission), 1934-1935, 1.1 metres

Following the transfer of responsibility for natural resources from the federal to the prairie provincial governments, three separate royal commissions investigated the Dominion's administration of natural resources prior to 1930 to see what adjustments, if any, were due the provinces. In the process, both the federal and provincial governments presented numerous briefs, reports, and exhibits outlining the merits of their case. While the royal commissions for Saskatchewan (RG 33/50) and Manitoba (RG 33/52) contain no references to national parks, that for Alberta has submissions relating to park establishments and to the Rocky Mountains Forest Reserve. There is also much general material on grazing, timber cutting, and mining practices which sheds light on issues important in the development of national parks as well as the province as a whole.

RG 36/9  Eastern Rockies Forest Conservation Board, 1947-1955, 1.5 metres

Established in 1947, the ERFCB was a joint project of the federal and Alberta governments designed to construct and operate facilities for the conservation of forests in the area, particularly from the ravages of fire, insects, and disease, and for the protection of the Saskatchewan River watershed. The records consist of financial statements, reports, contracts, and subject files. They contain valuable information on the ecology of Jasper and Banff National Parks as well as neighbouring forest reserves.

II. Other Record Groups

Many of the 126 record groups in the Public Records Division contain material useful to researchers interested in national parks. As mentioned earlier, the best means of gaining an overview of the nature of the record groups is by consulting the Historical Records of the Government of Canada in the Public Records Division, Public Archives of Canada and then by utilizing the Division's inventories and finding aids. Certainly nothing more can be given here than the most cursory glance at the obvious highlights of several other record groups not administratively linked to Parks Canada.

The original Orders-in-Council, often with attached supporting documents and reports, that were necessary to establish national parks, extend their boundaries, hire staff, grant significant concessions or privileges, and expend funds are preserved in the Records of the Privy Council (RG 2). Treasury Board minutes, budgets, personnel matters, and so on, which provide the financial underpinnings of the national park story, are contained in the Records of the Treasury Board (RG 3). The actual personnel files of many leading public servants for all branches, departments, and agencies may be found in the Records of the Public Service Commission (RG 32). Tours by Vice-Regal parties and foreign dignitaries are documented in the Records of the Governor General's Office (RG 7).

The construction of the Canadian Northern Railway through Jasper National Park, the Jasper Park Lodge, and the general promotion of tourism by railways in the parks are part of the Records of the Canadian National Railway (RG 30). The construction, maintenance, and operation of Canada's historic canals, now under Parks Canada's ARC Programme, is revealed in the Records of the Departments of Public Works (RG 11), Transport (RG 12), and Railways and Canals (RG 43). The establishment of mail facilities and routes is documented in the Records of the Post Office (RG 3). The Records of the Indian Affairs Branch (RG 10) reveal much about Indians living in or near national parks and about reserve land which in the case of St. Lawrence Islands and Georgian Bay Islands became national parks. The Royal Canadian Mounted Police (RG 18) were active in many early western parks and its records for the period before 1920 are a useful source for park history. More information on the various kinds of work camps established in some parks during World War II is contained in the Records of the Departments of National Defence (RG 24) and Labour (RG 27). Resource development in or near national parks has always been a contentious issue; it is documented at least in part in the Records of the Departments of Agriculture (RG 17), Fisheries (RG 23), and Energy, Mines and Resources (RG 21), and of the Water Resources Branch (RG 89), Dominion Coal Board (RG 81), and Mines Branch (RG 86). The five thousand field notebooks preserved among the Records of the Geological Survey of Canada (RG 69) contain information not only of a geological and mineral nature, but also on local inhabitants, scenery, and customs; several GSC surveyors worked in areas which later became national parks. Even the Records of the Immigration Branch (RG 76) contain files concerning pamphlets on Banff and the importation of Montana buffalo for western parks. Finally, the Records of the Mackenzie Valley Pipeline Inquiry (RG 126) contain a wealth of material on northern wildlife species, conservation, and ecological balance.
In short, it is no great exaggeration to say that the possibilities for fruitful inquiry into the history and development of Canada's national parks among the holdings of the Public Records Division need only be limited by the researcher's imagination and time.

III. Other Media Sources

Although a survey of sources for the history of national parks outside the holdings of the Public Records Division is beyond the scale of this booklet, researchers should at least be aware of the nature of the rich documentary collections relating to national parks held in other media divisions of the Public Archives of Canada.

The Manuscript Division holds the private papers of individual Canadians, associations, and institutions of national significance. The papers of Prime Ministers Macdonald, Laurier, King, and Bennett, for example, have many individual references to or subject files on Canada's national parks. The papers of such prominent public men as Clifford Sifton, Sandford Fleming, and J.B. Harkin are also useful sources for national park study. In addition, the diaries and letters of travellers, fur traders, surveyors, and others often contain poignant comments on areas later included in national parks.

The Picture Division collects Canadian paintings, drawings, and prints documenting the country's past. The engravings of W.H. Bartlett along the St. Lawrence River or the sketches of H.J. Warre through the Rockies, to cite but two examples, would be useful to park interpreters in St. Lawrence Islands, Banff, and Jasper National Parks wishing to mount an exhibition.

Similarly, the National Photography Collection preserves Canadian historical photographs. Its holdings of such photographers as Bill Oliver, W.J. Topley, and H.J. Woodside who worked extensively in national parks reveal much about man's impact over the years on park landscapes, tour site development, tourism, architecture, and so on, as well as providing a rich visual source for exhibitions and displays.

The National Map Collection contains nearly one million cartographic items, many relating to areas which were or later became national parks. From early manuscript maps of fur traders and explorers or the charts of British admiralty cartographers on to the work of official government surveyors, this collection reveals much about park boundaries, the spread of railways, roads, and townsites, the location of trails and wardens' cabins, patterns of vegetation, and park land use, including resource exploitation. The National Map Collection also collects architectural and engineering plans.

The Public Archives Library has an extensive collection of pamphlets and brochures (several of which relate to national parks), as well as copies of annual reports, parliamentary debates, and numerous reports, books, and periodicals issued by government departments.