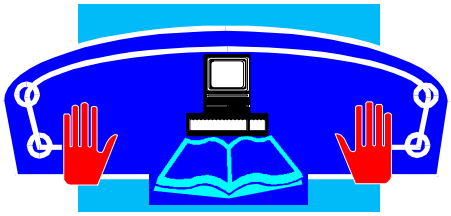

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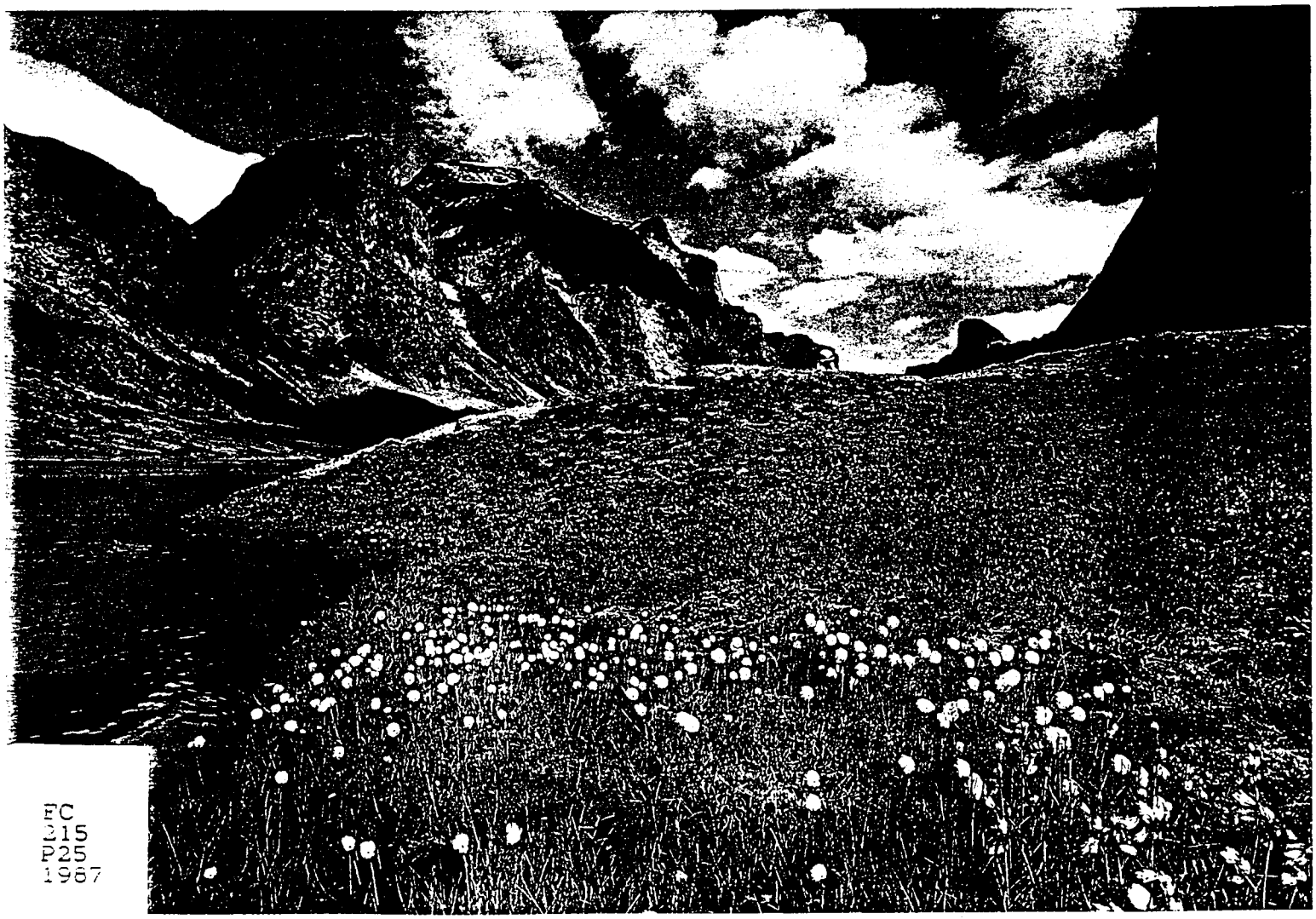
Parks News

The Journal of
The Canadian Parks
and Wilderness Society

Le journal de la société
pour la protection des pares et
des sites naturels du Canada

SPECIAL NORTHERN EDITION



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

Specifically, its aims and objectives are:

- to seek the protection and conservation of lands and waters having unique or representative wilderness, ecological, scientific, recreational, or scenic value;
- to promote the wise use and enjoyment of Canada's national, provincial and territorial parks in a manner that will protect their integrity;
- to encourage public awareness and promote opportunities to inform and educate the public about tha value of preserving park lands and water;
- to encourage and support research into the wise use, enjoyment, management and expansion of Canada's parke and other protected areas;
- to assist and co-operate with individuals, government snd private organizations in conserving Canada's parks and wilderness.

MISSION

IT IS THE MISSION OF THE CPAWS TO PROMOTE THE PROTECTION OF NATIONAL, PROVINCIAL AND TERRITORIAL PARKS AND OTHER PLACES OF NATURAL SIGNIFICANCE SO THAT CANADIANS, AS WELL AS VISITORS, DEVELOP A PERSONAL COMMITMENT TO, AND ENJOY AND BENEFIT FROM PARKS, WILDLANDS AND NATURAL **AREAS** FOR ALL TIME.

The Society depends for support upon its members and uPon grants from private and corporate donors. Membership classes are Student — 1 year **$17;** Individual — 1 year **$23;** Household — 1 year $28 Life — $500.

'Other contributions and bequests are also needed. Donations to the Society in excess of the basic $23 Individual membership fee, which covers the cost of *Park News,* **are an** allowable dedication **for income tax purposes.**

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Auyuittuq National Park. (photo by Bruce K. Downie)

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The North: A Celebration

Bruce K. Downie (Guest Editor)

I believe that a new attitude is prevalent today about the world we live in. The belief in a vast, infinitely abundant North America has largely been replaced by the recognition that limited resources require responsible stewardship. The attitude of conquering the wilderness is still common today, but is slowly being replaced by a feeling of greater value in the existence of a harmonious relationship with the wild lands of our continent. Growth of Canadian society has not always benefitted from such attitudes and there are many examples of problems resulting from the excessive exploitation of resources and the lack of concern for natural systems that just seemed to be in the way of progress. Although not free from the injustices of the developing human society on this continent, the north has power, beauty and a sense of freedom that is special. 1 revel in every opportunity to experience more fully the land and its people.

All around the north I have seen spectacular natural resources: resources that attract people from around the world and resources that are fragile and need protection. I have met concerned and committed people seeking to protect the natural qualities of those resources and the heritage and lifestyle of the northern people. My travel and experience in the south has been much the same. There are many people, in all walks of life and in many different agencies, who are highly committed to fostering northern conservation and to ensuring long term protection.

Among my experiences associated with these people and places are many successes and positive prospects for the future. At the same time there are many questions, problems and disappointments. Have we done our best to identify all the needs? Have we been able to explore all the possible conservation strategies? Do we get so entrenched with our own view of the north that we find it impossible to consider others? Have we lost the flexibility to accommodate new conservation concepts in the north? How often do we find ourselves scrapping with other conservation interests instead of working together to mutually beneficial ends? Have we given all the support we can to the wide diversity of protection minded groups and individuals?

I believe there are many sordid details and depressing responses to these questions and I would expect that view would be shared by those who are familiar with the state of northern conservation. However. 1 also believe that much of the fine effort and major successes don't get the recognition and support they deserve. I believe the Canadian Parks and Wilderness Society can be a major positive force in northern conservation. bringing to public attention the needs and accomplishments of conservation progress and stimulating positive government action, This can happen through widespread circulation of material like this issue of our journal. Hopefully you will find this issue of Park News enjoyable. interesting and stimulating. More than anything else. I hope it will be a celebration of the north and what has been accomplished. and an encouragement to carry on our conservation efforts in the spirit of co-operation.

Overlooking the *Lowell Glacier from Goatherd Mountain* (R. Scale)

Experiencing the North

Lyn Hancock

Mention north to most Canadians and they think cold, barren, mosquitoes, expensive, inaccessible — untrue, or at least insignificant. You can wear a mumu or bikini on the Arctic Ocean in summer; you can photograph orchids while surrounded by a thousand caribou; the bugs are no worse than many places in the south and repellent jackets keep you protected; you don't have to take a Lindblad tour, beans and paddle power are much cheaper; and it is easy to visit North America's last frontier. The options are endless. So this year go north while the landscapes and lifestyles are still distinctive.

What is north? It is more a region of the soul than a region of the country. It is going north to the lake, north to the cottage, north for hunting, north for fishing. It is both doing something, going somewhere, and at the same time, getting away from it all. It is the world's image of Canada — its isolation, its silence, its space; its seemingly endless wilderness, exotic wildlife and culturally diverse people.

What is north? It is experiences — watching tundra wolves trotting to the hunt, filming polar bears, stalking walrus. It is catching char, hiking historic trails, canoeing remote rivers. It is chewing muktuk, buying parkas, drinking tea or eating soggy game on the trapline.

What is north? It is people — warm, hospitable northerners like the lady who took off her new lavishly-beaded moccasins and gave them to a comparative stranger with the words, "I hope you don't mind that I've worn them once. Thank you for remembering, thank you for coming back."

What is north? It is a magic place, a place to live out your fantasies, a place where dreams come true.

It is easier to ask what is the north than where is the north. North of 60 say those in the Yukon and Northwest Territories. North of 53 say those who live elsewhere. North of blacktop and gravel, perhaps. Wherever and whatever looks north to you, leave the crowds clinging to that tiny ribbon of settlement at the bottom of the map of Canada, take a chance and explore that seemingly empty space above. It is easier than you think.

Tourists are now discovering the north. At first they came to fish and hunt, then to hike and climb and run the rivers, to see the scenery and experience the midnight sun. Now they come to "walk with the Eskimo", as one Japanese traveller put it, or "take tea", the new word for tourism in the Inuit language of Inuktitut. They want to experience a simpler, more traditional lifestyle, to have personal contact with people. Consider some of the possibilities.

• * * * * * * *

"Caribou!" 1 yelled. "Hundreds of them." The pilot dropped altitude and the excited tourists forgot their air sickness bags and reached for cameras and binoculars. Caribou from the largest herd in Canada filled their frames and lenses.

And just as suddenly, the saw-edged pyramidal humps of the Quadyuk Islands that run like a backbone down Bathurst Inlet reared out of the fog and cloud, the sun began to shine, and all was pink and green and glorious. Our Otter swooshed to the water and taxied to the float dock where several Inuit families were waiting. We had arrived at Bathurst Inlet Naturalists' Lodge.

The mild climate at the southern end of the inlet encourages a diverse and luxuriant vegetation which thrives in sheltered locations, and provides prime habitat for animals. Visitors have counted more than 125 species of wildflowers, 75 species of birds and 13 species of mammals.

Bathurst Inlet is a critical breeding area for musk-ox and caribou but perhaps more remarkable is that it has what some describe as the largest, healthiest population of peregrine falcons in the world. It is also important as a staging ground or assembly point for migratory waterfowl especially Canada, snow, and white-fronted geese.

It was at Bathurst Inlet that 1 caught my first fish, a 16 pound arctic char; that a Harris sparrow and a Lapland longspur raised their families outside my bedroom window; that I slept in Father de Coccola's church with its insulation of 300 caribou skins; that a caribou and calf munched beside me at lunch; that an old bull musk-ox returned my stare at 13 metres; that Sally, the famous peregrine falcon of Young Island, returned for the tenth year to lay her eggs on the scenic cliffs; that young Ikeinanaroak showed me impossible games of skill with bits of antler; and old Mary Tapana did a drum dance.

All who have gone north to Bathurst Inlet have fallen in love with the beauty of its landscapes, the abundance of its wildlife, and the warm friendliness of its proud and independent people.

. . . . . .

The Inuit tell a story of the Uanik family who wanted to move away from what is now called Rankin Inlet, but were hindered by having an old woman in their family. Uanik hated to leave her helpless but the old woman said that she wanted to live on the ice that looked like an island. With sorrow in their hearts, Uanik's family eventually left her. The old woman sat on a rock looking at the big ice and wished that the ice would turn into an island so that she could live there.

Two years later, Uanik returned to the spot where he had left the old woman. He saw that the ice had turned to marble. Then he heard a voice saying, "Uanik, at last I got my wish, please don't worry any more. My spirit lives on this marble island."

So visitors crawl to pay respect to the old woman, for it is said of this "gorgeously sinister" island 16 kilometres off the coast of Hudson Bay, that all will die within a year who do not, upon their arrival, crawl on their hands and knees.

Between 1860 and 1900 it was the whalers' custom to overwinter at Marble Island so that they could get an early start on the short ice-free season and

be on hand to intercept the bowhead whales as they migrated north in the spring. Unfortunately for the whalers, fogs, icebergs, winds, useless compasses, scurvy and competition caused many men to die during a winter on Marble Island.

You can reconstruct history on Marble Island, you can. scuba dive around wrecked ships or you can just enjoy the island for its abundant bird life and its unique landscape of dazzling white rock splotched with patches of green tundra and multicolored flowers, and edged by crystal clear aquamarine water.

To the stranded whalers, Marble Island was understandably depressing. To us, modern travelers, it was a place of enchantment.

. . . . .*

Sand – pink, salmon-colored sand — a vast desert sea of sand rippling to meet a cerulean-blue horizon. Sand. Sky. Sun. No more.

With a mean annual temperature of – 13°C and a mean annual precipitation of 10 centimetres a year, Banks Island is a true polar desert. Such low precipitation, falling mostly as snow, melts quickly in the spring, runs into the Sachs River that lay before us and quickly disappears. Only in late May is the Sachs River full of water, active and powerful. For the rest of the summer it is dry, Winds then lift the silt and clay particles high into the air and fling them over the surrounding land. In areas fully exposed to the prevailing wind, the arctic vegetation. already hampered by adverse desert conditions, could not cope with the advancing sand and the land was bare.

Then our little party reached the southeast ridge and made the most surprising discovery of all.

There, as marching sand spilled over the edge, were flowers in such colorful profusion that they could have graced a tropical greenhouse rather than the polar desert of a high arctic island. In the lee of the wind facing a southern sun beside a turquoise lake, myriad blooms spread life-seeking tentacles across the sandy banks. I called them the Hanging Gardens of Banks Island.

No thesaurus could do justice to their multitudinous shades: the crimson and the ruby, the burgundy, wine and claret. the coral and magenta of thrift and milk-vetch and phlox, gentian and saxifrages and Jacob's ladder.

• . . * . . . .

The joy of the Pribilofs was not only in masses of flowers, milling seals, and a myriad of sea birds; it was also in seeing life on a smaller scale; sitting on a long black beach at midnight watching seals at play beyond the surf line: Steller's sea lions raising their heads out of the mist on Walrus Island and Sea Lion Rocks: a lone murre waddling awkwardly across the beach on its belly, its wings beating the sand like oars till it reached the security of the sea: a walrus beached forever.

On my last night in St. Paul I had a hamburger dinner in Father Lestenkof's crowded basement, the 'in' place in town.

"Didn't your travel agent warn you about this place?" said the lady opposite me with a horrified look around. "My husband gave me this trip to Alaska as as a wedding anniversary present — but didn't tell me where we were going. I thought we were going to Waikiki. "

"Warn me?" I asked incredulously. "I've been wanting to come to the Pribilofs for years. "

She looked even more incredulous. "It's so gray and depressing, so dirty. And there's no nightlife, no restaurants. no boutiques. "

I thought I would skip the seals. the birds, the foxes, the reindeer, the Aleuts, and start with the flowers. Flowers and babies usually have universal appeal.

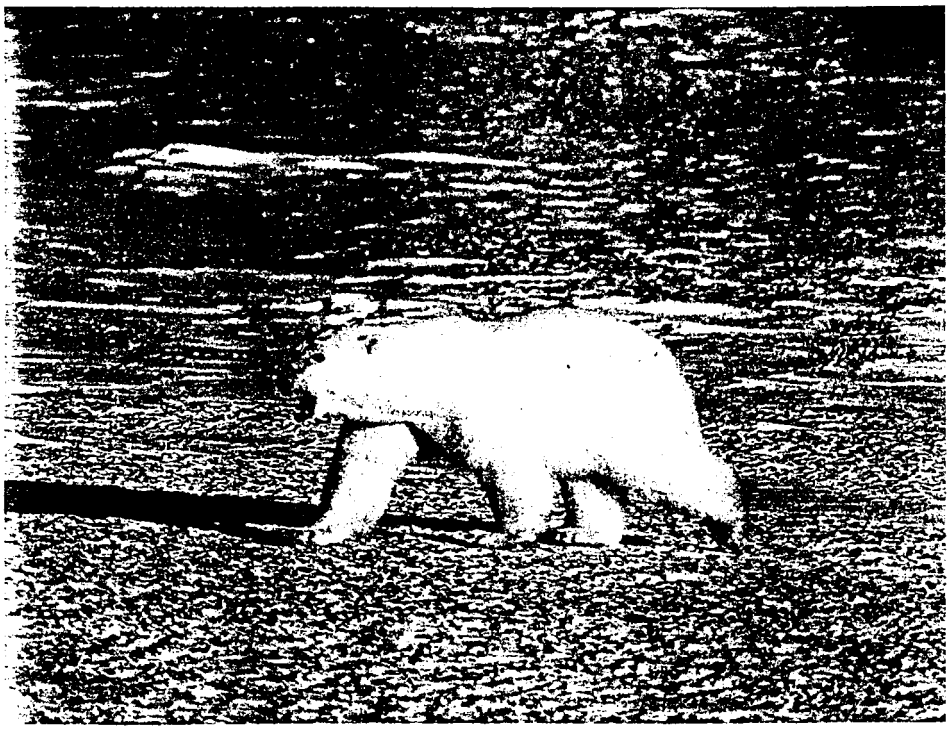
She listened grimly, then commented determinedly, "But we have better flowers in Lincoln. Nebraska. I'm glad I'm white and 1 live where 1 do. "

To become effective appreciators. people need to find their own meanings and values in wilderness, Wilderness means different things to different people. You have to find the magic for yourself. Originally, I had found my own motivation close to home in the company of eagles and seals, murres and puffins, cougars and raccoons. I also found it one day far away near the roof of the world.

It seemed the world had stopped that day on the high tundra. The midnight sun hung motionless in a baked-blue sky. Perpetual snow blanketed the mountains: a sheen of permanent ice imprisoned the waters of the world's most northerly lake: gray-blue char hung suspended in its depths, There was no sound, not even the tinkling of candled ice in the wind.

Away from the lake. the tundra. a vast brown carpet blistered with hummocks and pockmarked by bog water. rolled on to a far horizon. From this distance, the land looked empty, barren. dead.

Life was in little things. At my feet the ground was patterned in myriad



North is experiences... filming polar bears. (E. Struzik)

shapes: the rocks were clothed in colorful lichens: the tussocks were skirted in moss and grass: tiny flowers were sprouting through impossible cracks. I looked up and. near the skyline, a white rock glistened.

Suddenly. where there had been one rock. there was another. and then one more. Arctic hares? No, too big. Wolves! Pure white tundra wolves. 1 whispered the words like a prayer; then, as if to confirm their reality, I counted aloud. Four. five. six, seven, eight, nine. ten — ten white wolves in single file heading toward me on the hunt. On the hunt? For a moment, the old tales surfaced and the thrill of fear shot through the thrill of discovery.

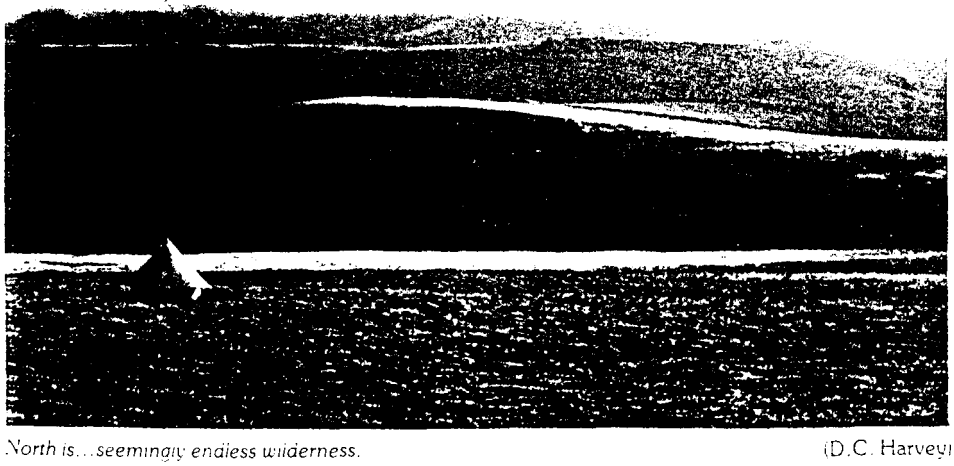
The wolves came closer until they formed a line across my camera's viewfinder. I snapped several pictures, but it was not enough; I wanted to be with them in their world. I tried to howl. They stopped, as one, and stared. Ten pairs of eyes were riveted on mine as 1 in turn stood riveted to the tundra. It was a magic moment. one that I wanted to last a millenium; yet, too soon, responding to some unseen signal, nine wolves followed their leader to the horizon and beyond. The spell was broken. But not forgotten.

What created the enchantment in the brief moments 1 spent with those wolves? Was it in making contact with wild creatures that had possibly never seen humans? Did the magic lie in a challenge met? Did the wolves represent the life and beauty to be found in barrenness if one only looks and waits? Or was it the wildness that was important? Was it the silence, the solitude, the space that one naturalist called the soul of a country? Was it the feeling of being in a remote spot on the roof of the world, along with these creatures?

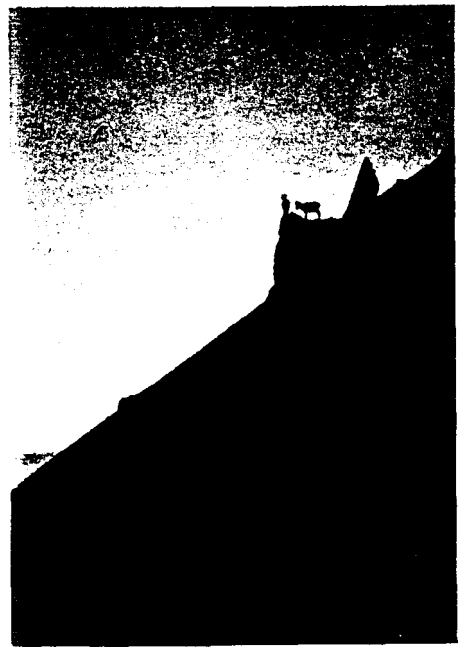
Whatever it was, 1 do not take it for granted. The magic and the motivation remain. I hope the lady from Nebraska finds her personal wolves.

North E... masses of wildflowers [J. Raffan)

North is. . . magic places (I.K. MacNeil)



North is...seemingly endless wilderness. (D.C. Harvey)



Creating New Northern Parks:

Perspectives from the Task Force on the Establishment of National Parks

Letha J. MacLachlan

There are 62 communities in the Northwest Territories and 48 of those have a native population of over 90 percent. Life in these communities is not always easy. Food at the local Bay or Co-op store is expensive, even if you do have a job that pays you cash.

Assuming the supply ship makes it to Grise Fiord each summer, and the produce is available for purchase, the average cost of a bag of groceries would cost 175 percent more than it would in Yellowknife. Yellowknife is located 1,000 road miles north of Edmonton, Alberta. Grise Fiord is located on the southern tip of Ellesmere Island near the newly created National Park Reserve. The cost of eggs and dairy products in Grise Fiord is 285 percent more than in Yellowknife, fruit is 143 percent and vegetables are 190 percent more expensive.

So most people, unless they are living on the land full time, have to spend their weekends and holidays hunting, fishing and sometimes setting a trapline just to ensure there is enough meat on the table. Of course people enjoy this — its only been a few years since it was what everybody did full time. Living on the land was the way of life for the Dene and Inuit who are spread across the 3.37 million square kilometres that constitute Canada's Arctic.

The intensity of use which native people have made of the land over the past centuries is in sharp contrast to the perception of the southern urbanite flying overhead. What one culture sees as millions of acres of vast "empty wasteland", the other culture sees as a homeland with wildlife that has been wisely and judiciously cared for by kin for thousands of years.

What one culture sees as a resource to be set aside for exploitation of oil, gold, wildlife or natural beauty the other culture sees holistically as a part of an environment to be understood and depended upon for physical and spiritual sustenance.

So when discussions turn to the creation of park areas in the north, the people sitting around the table come with entirely different perceptions of what is to be conserved for whom and why. These concerns were clearly articulated by all northern parties making submissions to the recent Task Force on the Establishment of National Parks.

This Task Force was set up by the Honorable Tom MacMillan, Minister of the Environment to report on the most effective way to move towards completing the longstanding mandate to create a system of world class parks in this country. While there was some reticence amongst the northern conservation groups, naturalists, government agencies (economic development, renewable resources and parks), miners and native groups about creating national parks in the first place, all supported the right of aboriginal people to continue their traditional hunting, fishing and trapping activities in any area circumscribed by a future park boundary.

Legislatively, trapping, certain kinds of fishing and other forms of subsistence resource harvesting have been prohibited in national parks. However, the recently proposed amendments to the National Parks Act and agreements concerning specific National Park Reserves have sought to remedy that situation. This has been attempted especially in remote areas where local people require unobstructed access to land, whether inside park boundaries or not, to carry on traditional harvesting activities as part of their subsistence economy.

The Task Force, in recognizing the importance of preserving the traditional "land-man" relationship, supported this recommendation and made a number of other suggestions designed to acknowledge the importance of native people in their historic and future role as stewards of the land and its resources.

Given the complexity of current northern political development which includes the unfolding of land claims. devolution and division, the most effective route for the Government of Canada to establish new parks north of 60 is through the land claims process. The native groups have claimed aboriginal title to almost all lands in the Northwest Territories. Rather than carve out park enclaves to be managed in isolation from surrounding lands, it was suggested that the Minister recognize the aboriginal groups as allies and work through their respective claims mechanisms. This would allow him to demarcate the areas and wildlife resources in need of protection and to develop the mechanisms required to share regulatory and managerial responsibilities for those areas with the aboriginal people and with the government of the region. The question of ownership of those protected lands would be one for negotiation, but we urged flexibility given the precedent for native ownership of national lands already set in other countries such as the United States and Australia. The rigid requirements of the National Parks Act for federal ownership were not as important, we felt, as the standards and quality of management of those lands and wildlife and the need for there to be continuity and integration of those standards with adjacent land management systems.

The Task Force also acknowledged the significance of the impact of a national park on the economy of remote northern communities and the dependence for success of a park on the participation and support of local people. Consequently we urged that joint management mechanisms be established to include guaranteed management roles for native people in park planning and management. wildlife management, economic and employment opportunities and training.

The Task Force in its chapter of the north pointed out a number of specific tasks the Minister's office could undertake to rectify current misgivings over national parks in the Northwest Territories and Yukon. It was clear from all submissions that northerners were not happy with the old model of national park enclaves. However. they were optimistic about the future possibilities of park development that would serve to benefit local people without sacrificing the high standards of management quality for which Parks Canada has become known.

Q

Whither Wager Bay?

James Raffan

In unsuspecting Wager Bay, a remote arctic Shangri-La on the west shore of Hudson Bay, there is conflict. Local Inuit developers advance plans to establish a lodge for naturalists, fishermen and caribou hunters. The trouble is, Environment Canada - Parks (formerly Parks Canada) has also identified the area as a possible park where sport hunting would be forbidden.

On the shores of this northern inlet where caribou graze on rolling tundra hills and polar bears scramble along black granite cliffs beside waters rich with. char, seal, white whale and walrus, it is difficult to fathom such a controversy because the location is so far from anywhere. No one lives here, there is no established airstrip and it's 12 hours by boat from the nearest settlement. Why would anyone care about this lonely place?

Wager Bay is a scenic gem of the barrenlands. On its south shore are steep cliffs characteristic of the Canadian Shield. one of the great natural habitats for polar bears. On its western extent, a reversing falls marks the junction between fresh water and salt water. And on its north shore are gentle tundra slopes that support the best of arctic biology.

In the current thrust to protect representative samples of our wilderness heritage, Wager Bay has been identified by park planners as a particularly fine example of tundra topography. They see a chance to preserve this land before it is altered by development.

And in the effort to build a new northern economy. Inuit developers see a great future in Wager Bay as a tourist destination. They see a chance to exploit southern interest in an arctic experience.

So will it be a federal park or a commercial hunting, fishing and naturalist's lodge for Wager Bay?

A lodge at Wager Bay would provide immediate jobs for local outfitters and revenue for businesses in the nearby communities, but it could do little to stop mining, if that became a possibility y; a national park, on the other hand, is a slow-moving, long term proposition that would protect the land but do little for the region's economy.

Ian Kinsey, tourism promoter for the Keewatin Region, Northwest Territories, explains that the lodge will be called 'Sila', an Inuktitut word that means 'outdoors'. The original idea came from John Tatty of Repulse Bay, who lived with his family at Wager Bay until the early 1960s. Tatty saw money making possibilities in the great fishing and wildlife at Wager Bay.

Kinsey suspects that this initiative taken by Tatty may be representative of a shift in the way Keewatin people think of tourism that has come about in the last two years, since consultants were brought into the communities to teach the local people about the economic possibilities of tourism. According to Kinsey, formerly the Inuktitut word for tourist meant 'sport fisherman', a pejorative term that carried with it the notion of tourism that ignored the native people. Now. he says, thanks to government efforts to educate the locals about the benefits of tourism, the word the Inuit are using for tourist means 'someone who comes for tea'.

To make this place to sell 'tea' in Wager Bay, Tatty teamed up with Rankin Inlet outfitter Louis Pilakapsi, a man to organize the guiding, and businessman John Hicks, President of Nunasi Corporation and owner of Nanook Lodge in Churchill, a partner to organize the business aspects of the enterprise. Together, they devised a 20 bed facility with one major building housing the kitchen, dining room, lounge and meeting room and two five bedroom sleeping buildings. included in the 300,000 dollar price for the lodge (paid by the N.W.T. government) would be a 900 metre (2,750 foot) air strip right at the site to allow clients to fly directly to and from the lodge.

Limited operations are to begin in the summer of 1987, with intentions to be operating at capacity in 1988. When in full operation, Sila will be open from early spring to late fall. In April and May each year, snowmobile trips to the lodge from Repulse Bay with one over night in a snow house are planned. For June they are hoping to host elite business meetings and small conventions. The first two weeks of July will be set aside for char fishing, and from then until September, naturalists and photographers will be sought. In late September, the plan is to be open for caribou sport hunting before closing for the winter. It's an ambitious project.

Kinsey sees the operation attracting new people and money to the region. He justifies the large government subsidy for the lodge by arguing that the project is creating an economy and not just jobs. And he's quick to point out that traditionally lodges have been south of the treeline and owned by Americans, people who don't have a vested interest in the local economy. Sila will be owned and operated by local people. Kinsey is excited to see John Tatty and Louis Pilakapsi using a new industry to return to land.

To get some sense of the Sila Lodge setting, I visited Wager Bay with a small party of tour operators and journalists on an invitation from Ian Kinsey. After our two hour flight in a twin otter north from Rankin Inlet, we landed at a beach on the south shore where we were to be met by lodge partner Louis Pilakapsi.

Louis was late — three days late. On hikes through the rugged hills in the crisp northern air, we shared spectacular treeless countryside with caribou, foxes, wolves who trotted by our camp in the evening, tundra swans. sandhill cranes, but, fortunately, no bears — at least not then.

Eventually Louis arrived. and apologized repeatedly for the mix-up that left us stranded. During the next few days, he took us on day trips by boat along the magnificent coasts of Wager Bay, pointing out white bears ambling among

the rocks and places he'd visited as a teenager. Watching bears from the safety of a boat driven by a man who exuded a casual comfort and confidence with the remote area was a remarkable experience. He seemed proud to show us this part of his country, especially when he took us to the site for Sila.

At low tide, we arrived at the base of emerald-colored tundra hills, a scene broken only by groups of caribou grazing and an eye-catching distant falls. My first impression was one of awe: this really was a splendid site. My second impression was just how difficult it was to make our way a kilometre or so over the mud flats to the place where Louis said the lodge buildings would be. We walked to the tundra meadow where the lodge will be located and then to a gravelly terrace where Louis explained they will bulldoze a 900 metre (2,750 foot) air strip. "Everyone will arrive by airplane, " he said. "That's fortunate, " I remarked, looking at our boat. now a speck beached in the distance.

As we walked around the site, I asked Louis about water supply, septic facilities, and who he hoped would come to Sila. He knew that hot and cold running water for showers was a priority for visitors, but he was not clear about how they would be provided on a remote site 200 kilometres (125 miles) from the nearest town. "Anybody who wants to come here can come here. Maybe go fishing, maybe go hunting, maybe hiking, maybe take pictures. " When pressed about what people might do on each day of a five day visit, Louis replied, "They can do whatever they want". Despite what are obvious attributes of the site, the honesty and simplicity of this remark made me smile when I thought of the razzle-dazzle answer marketing man Kinsey would have supplied to this question.

Wager Bay offers exciting sea *kayaking* possibilities. (J. Raffan)

Louis, his wife and four sons made us feel very welcome. We shared cups of steaming tea and fresh loaves of velvety, golden brown bannock, were offered more fresh caribou meat than we could ever eat, and were warmed with friendliness and northern hospitality, What Pilakapsi will add to the lodge operation may be the essential ingredient in a recipe for ultimate success. and that is his consummate skill as an outfitter and host.

Just before leaving, Louis in his motor canoe and us in our sea kayaks, I asked him what he thinks about the national park proposal for Wager Bay. His eyes gained intensity. "It's not a good idea. They won't have many jobs and they won't allow caribou hunting. " He means sport hunting. Although Environment Canada — Parks' northern representative, Bob Gamble, has held information meetings to explain that all beneficiaries of the Keewatin land claim will be able to hunt in a national park, the federal park concept doesn't sit well with Louis.

In Ottawa, northern parks official Murray McComb, explains that Wager Bay is just one of a number of proposed arctic parks. Along with other locations, including Bathurst Inlet, Banks Island and the East Arm of Great Slave Lake. Wager Bay has been earmarked as a representative sample of the North's wilderness heritage. Its scenic and representative topography combined with the reversing falls and rich populations of marine mammals — especially polar bears — along with a human history that dates back to prehistoric

Evidence of the area's human heritage: a prehistoric *campsite*. (J. Raffan)

Rankin Inlet *outfitter*, Louis *Pilakapsi*. (J. Raffan)

times, makes Wager Bay an ideal park candidate.

But McComb explains that any park proposal needs to be endorsed by local people. So far, despite Gamble's efforts to help the locals understand the park idea, the people in Repulse Bay, the community nearest to Wager Bay, have not been overly receptive.

Part of the problem is the fact that sport hunting — bringing tourists in to hunt caribou – would not be allowed. But, also significant, and something McComb readily admits, is the fact that the economic spinoffs of a park are not substantial. Five or ten people might be hired as wardens and a number more might be employed on resource management contracts, but beyond that — especially in a northern park that would likely draw a finite number of visitors — the park would do little for the local economy, which, like that of most northern communities, is fraught with high unemployment. What we do know, says McComb, is that the land will be protected, and although the economic benefits are small, they're stable and long term.

McComb adds if the local people around Wager Bay are more interested in establishing a sport hunting lodge than they are in supporting a national park, then they'll have to make a choice. It's clear to Murray McComb at least that the decision rests squarely with the Inuit. What's not clear, at least to Louis Pilakapsi, is that there is a possibility for peaceful existence of a lodge within a national park.

Back on the shores of Wager Bay, I ask the others of our group which type of development would best suit their needs. For Texas photo safari guide Mike Lacey, the wildlife is too spread out. He would need a lodge with guides who know where the animals and birds are. For Barry Griffiths from Canadian Nature Tours, the thought of having his type of naturalist client and sport hunters at the same place at the same time is repugnant. Both say that an improved airstrip at the lodge with navigation beacon would be a good idea.

Adventure tour leader Fred Loosemore is excited about the sea kayaking possibilities in Wager Bay. It is an exotic location with great arctic scenery, lots of wildlife, and an island-sheltered shoreline on the north shore for safe paddling. The main problem of using Wager Bay is the cost of getting there. So much the better if Sila lodge could offer cheap flights to and from Wager Bay, but he's worried that a lodge might insist on providing, along with the air tickets, guiding services that might detract from his clients' feeling of independence. Encounters with local people would unquestionably enrich a sea kayaking adventure, but traveling with motor boat support, for example, would seriously detract from the quality and flavor of his expeditions.

Ultimately, it's people like Loosemore, Griffiths, Lacey, and the tourists they attract who will make or break any economic development plan for Wager Bay. Meanwhile, any scheme which will preserve the magnificence of Wager Bay and its wild flowers and populations of caribou, polar bear, beluga whale, fox, wolf, hare, ptarmigans, raptors and other migrant birds, and provide an economic base for the people of nearby communities like Repulse Bay, will be the best route to take. And neither a park nor a lodge will completely satisfy both of these objectives: a park will protect the land without providing jobs, and a lodge will provide jobs and revenue but lacks any long term protection for the area.

It's unlikely that a great battle over Wager Bay will ensue because it is the local people alone who can decide which development plan to adopt. But they will have to keep in mind the existence of an agreement between Environment Canada-Parks and Tungavik Federation of Nunavut (the group charged with negotiating the land claim for the Inuit of the eastern Arctic) that allows for the creation of at least three national parks in Nunavut, just as soon as the land claim deal is settled.

If land claims are to be settled, concessions will have to be made and agreements will have to be kept. As long as it does not involve sport hunting, Sila Lodge, without a hunting program, could co-exist with a national park. On that both sides agree. At the moment, it looks like sport hunting of caribou could be a concession that the Inuit may have to make at Wager Bay. Communication at the local level seems to be the key to successful resolution of the conflict.

Meanwhile, Sila Lodge takes shape in a prime location on the north shore of Wager Bay. It will likely never come down to an either/or situation between a Wager Bay lodge or Wager Bay National Park, because it is doubtful that Sila Lodge partners will hold out for sport hunting when others tell them it drives away naturalists and removes the possibility of fruitful collaboration with the federal government. Out of these differing development schemes for Wager Bay could come the best of all possible worlds for all concerned: protection for a natural area of Canadian significance and new economic promise for the Keewatin.

A National Park Proposal for the East Arm of Great Slave Lake

Murray McComb and Bob Gamble

The Context: The Status of National Park Proposals in the Territories

A concerted effort to establish new parks in the territories, beginning in the late 1960s, was due to a variety of factors, including an expanding awareness of the outstanding resources, concern about the impacts of large scale mineral and gas and oil exploration and development and the adoption of a systems planning framework based on representation of each of Canada's natural regions within the national park system. The establishment of Kluane, Nahanni and Auyuittuq National Park Reserves resulted from this push. These park areas were debated, especially by Parliament, but the formal consultation process was limited and focussed on special interest groups.

Reflecting changing realities in the north, in 1978 a broad based public consultation program involving six new northern conservation area proposals was initiated. The "6 North of 60°" program built primarily upon the enthusiasm for northern conservation generated by Mr. Justice Berger's 1977 recommendation for national wilderness parks in the north. Work undertaken as part of this program set the stage for most of the northern national park proposals that are active today.

Five national parks were proposed in the 1978 program: Northern Yukon, Ellesmere Island, Bathurst Inlet, Banks Island and Wager Bay. The sixth area was a national landmark proposal for pingos in the vicinity of Tuktoyaktuk.

The North Slope portion of the Northern Yukon and the Northern Ellesmere Island proposals have come to fruition as a result of consultations since 1978. The other three proposals are now of lower priority while a couple of different proposals are being advanced,

The local people in the vicinity of Bathurst Inlet were not supportive of the park proposed there and a mineral assessment has revealed significant exploration targets. The Banks Island proposal was met mostly with indifference by the local Sachs Harbor residents. All the necessary background resource studies have been completed and it is now on hold. Local residents in the vicinity of Wager Bay were initially against the establishment of a national park, but in the past couple of years interest has been shown as some Keewatin residents consider how to tap into the growing northern tourism market. For now, though, the Wager Bay proposal remains a low priority for Parks and is opposed by the Government of the Northwest Territories. A solid proposal cannot be developed until ongoing natural resource and minera] assessment surveys are completed. The Government of the Northwest Territories also wants to consider alternative means of attracting tourists to this vicinity, such as sport hunting expeditions.

The two current highest priority national park proposals in the territories were not part of the 6 North of 60° Program announced in 1978. The long standing East Arm of Great Slave Lake proposal, initiated in the late 1960s, was on hold until 1984 when consultations with local Dene and Metis people became possible. The North Baffin/Lancaster Sound national park and national marine park proposal was developed in the early 1980s through participation in a regional planning exercise for the Lancaster Sound Region. The proposal encompasses lands and waters at the eastern end of the Northwest Passage. Local interest in this proposal, coupled with recent approval of a National Marine Parks Policy, the initiation of land use planning for the Lancaster Sound Region, and Canada's intentions to demonstrate sovereignty over northern waters, are important factors in this area's priority ranking.

Work is ongoing as well to complete the Northern Yukon National Park. When the Northern Yukon National Park was established through the Western Arctic Inuvialuit land claims settlement legislation in 1984, a key portion of the original park proposal was not included because it was outside of the area of the claim. It was expected that the Old Crow Flats would be added to the park shortly afterwards through settlement of the Council for Yukon Indians (CYI) land claim. The addition to the park is still being discussed within the claim process, with full involvement of representatives of the community of Old Crow.

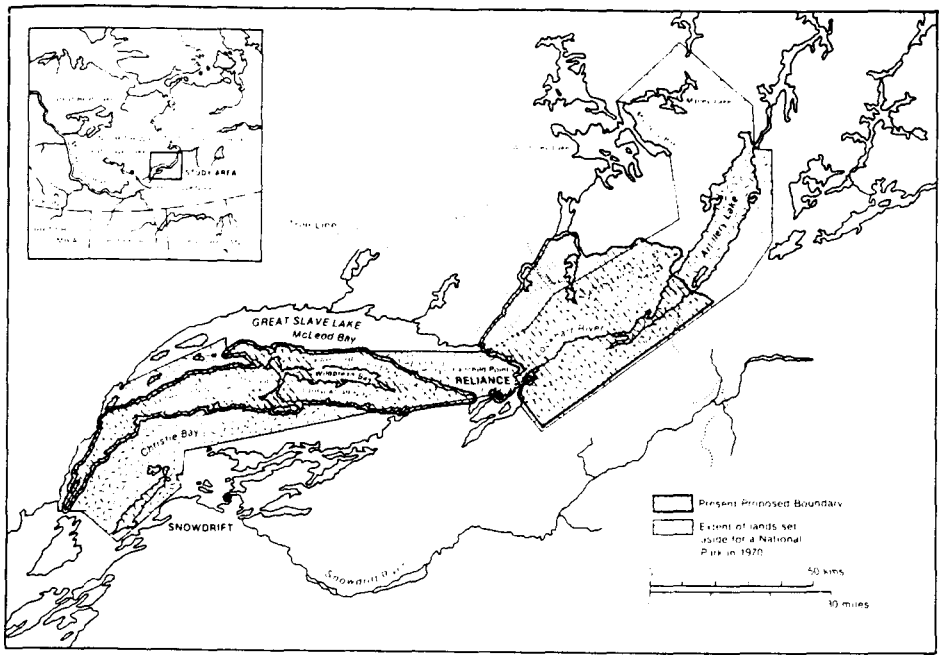
The East Arm of Great Slave Lake National Park Proposal

BACKGROUND

The national park potential of lands and waters in the vicinity of the East Arm of Great Slave Lake was first recognized in the mid 1960s. After limited local discussions and meetings with the Northwest Territories Chamber of Mines, in 1970 the federal government set aside lands for the future establishment of a national park. The lands were withdrawn under the Territorial *Lands* Act. Almost immediately, further progress towards establishing the park was blocked by local native people.

The Snowdrift Dene Band and the Northwest Territories Native Brotherhood were concerned about possible effects of the proposed park on their traditional use of the area and their lifestyle. As concerns could not be resolved, the proposal was placed "on hold". The lands have remained withdrawn and there is no termination date for the land withdrawal, although there is some pressure to either establish the park or release the lands for other uses, such as mining and recreational development. Circumstances for considering the park proposal improved with progress on the Dene/Metis land claim and in 1984 the Dene Nation and the Snowdrift Band agreed to consider once again the park proposal.

The area of the proposed park has a rich cultural past based on long-time use and occupancy by the Dene and



National Park Proposal. East Arm of Great Slave Lake.

more recent exploration by Europeans. Abandoned structures and habitation sites throughout the area recall this colorful past. The Chipewyan Dene, primarily those now living in the closest community of Snowdrift, still make extensive use of the area for hunting and fishing practices that are important for their subsistence and for the maintenance of their traditions. Visitors to the park would have opportunities to learn about the area's cultural history and the native peoples' continuing relationship with the land.

Straddling the treeline, this area is ecologically diverse. Five ecological regions occur here over a remarkably short distance. Over the 70 kilometres between the peninsulas of Great Slave Lake and a point about one-third of the distance north along Artillery Lake, the vegetation changes from boreal forest to tundra. Wildlife species ranging from barren-ground caribou and wolves to bald eagles and peregrine falcons make their home within this diverse habitat for at least part of the year.

The area offers a variety of magnificent scenery. The rugged cuestas and high cliffs of the peninsulas in Great Slave Lake provide superb views, contrasting with the more subdued relief of the tundra around Artillery Lake. Large eskers, reminders of the last ice age, occur across the tundra landscape. Crowned by Parry Falls, where it drops over a 25 metre vertical fall into the head of a gorge with towering cliffs on both sides, the turbulent Lockhart River presents one of the most spectacular flights of falls and rapids in Canada.

Parks has studied the Northwestern Boreal Uplands Natural Region and has concluded that a national park on the East Arm of Great Slave Lake would represent this natural region best. Other alternatives are at the north shore of Lake Athabasca and in the Great Bear Lake area.

THE FEASIBILITY ASSESSMENT APPROACH

The support of the Dene Nation, and in particular the Snowdrift Band, is essential for the park to be established. The requirement for support reflects the practical reality that opposition by the Snowdrift Band would mean opposition also from the Dene Nation and the Government of the Northwest Territories. Under such circumstances, it would not be feasible for the federal government to establish the park. The Minister of the Environment has assured representatives of the Snowdrift Band that a park would not be established without band support.

The local native people opposed the park proposal when it was first presented in 1970 because they believed it would be irresponsible to "give away" land which sustains them and which they "borrow" from future generations. It is also foreign to their concept of land to divide it by drawing lines on maps and separating it into different administrative units. The people of Snowdrift are now having to deal with these concepts as part of the process of land selection in relation to settling their land claims. It is in this context that the Band recently has been willing to address the park proposal.

Many people in Snowdrift have a general, deep mistrust of the government and its promises. The normal public consultation process, co-ordi-

The Peninsulas inthe East Arm of Great Slave Lake. (M. McComb)

nated by Environment Canada - Parks, with government officials organizing meetings in local communities to discuss the proposal, was not acceptable to the people of Snowdrift.

Instead a new approach is being tested. Environment Canada - Parks contracted the Dene Nation to consult Dene and Metis people in the region about the proposed park. This process began in September 1985 and is closely linked with current land claims discussions, particularly the Dene/Metis land identification and selection process.

The native people of the South Slave region decided that the Dene Nation should focus its information and consultation resources on Snowdrift. Against this background, the Snowdrift Band placed a high priority on raising the level of awareness of the park issue in the community. The Band Council hired field workers to conduct park awareness workshops for the community and to conduct interviews with individual band members.

The project succeeded in breaking the ice, improving the amount and accuracy of information the Snowdrift residents have, and ensuring that the issue was discussed repeatedly by them over the course of a year. The consultations have not resulted in the community making a decision on the park, at least not so far. Instead, the community decided in December of 1986 to examine the park proposal further by organizing workshops with outside interests represented, including direct dialogue with Parks officials. Community residents are trying to understand how the park might relate and compare to other possible uses of their settlement lands in the future. The Snowdrift Band Council will also be involved in the negotiation of possible terms and conditions for establishment and future operation of the park through the ongoing Dene/Metis land claim process. The Snowdrift Band will decide, based on the results of their workshops and the land claim negotiating process, whether or not to support the park. It is not possible to put a time frame on this local decision-making process now.

Consultations with the general public in the immediate vicinity of the proposed park, and throughout Canada, have also taken place. A booklet providing information and answering some of the most important questions about the park proposal was mailed in January 1986 to approximately 400 individuals and organizations. About 50 people responded by submitting comments. The majority of respondents favored establishment of the park. It is interesting to note that about one third of the people who sent written comments have spent time in the proposed park area.

In addition to the mailing of information, open-house sessions were held in January and February, 1986 in Hay River, Fort Smith, and Yellowknife. Approximately 80 people attended these sessions. Separate meetings were held on request with the Great Slave Advisory Committee, the NWT Fishing Lodge Owners, the Hay River Town Council, and the Development Committee of Yellowknife City Council.

The information and consultation program is not intended to be a statistical survey. The comments are being used to ensure that the full range of issues is identified in addressing the question of park establishment. These include issues raised by both native and non-native people.

Although the territorial government has not yet taken a position, they are co-operating with Environment Canada in assessing the feasibility of the park proposal. Territorial officials assisted in the preparation of information materials and attended the open house meetings. The territorial government is interested in ensuring that local people have opportunities to voice opinions and that decisions reflect local viewpoints. The territorial government would be a full participant in any agreement to establish a national park and will ensure that any decision affecting the East Arm brings optimum benefits to local people and to the Northwest Territories as a whole.

One other important study is underway to help assess the feasibility of the park proposal. In April,. 1986 Environment Canada - Parks awarded a contract for preparation of a report on the potential economic impacts of a national park in the East Arm of Great Slave Lake. The study is examining the economic and demographic conditions in the communities of the region in order to make estimates of the number of iobs and the amount of revenue that would be generated if a park were established. Recommendations will be made on strategies to mitigate negative impacts and take advantage of the economic potential of park establishment, The economic impact study will be completed in March 1987.

In order to focus the economic study, Environment Canada - Parks has prepared one preliminary concept of how this park could be developed. It would not be possible to assess the impact of a park otherwise. The scenario calls for maintaining the wilderness characteristics of the area. However, if a park is established. the nature of its development and management would be influenced by terms and conditions in a Dene/Metis land claim agreement. Within this framework a management plan for the park would be developed with extensive public consultation.

ISSUES

Some of the main issues raised so far in the consultation process are highlighted below. These are being addressed in continuing work on the proposal.

1. Mistrust. Already mentioned above is the native mistrust of government.
2. image *of* National Parks. Friends and relatives living near Wood Buffalo National Park have projected a negative image of national parks for some Snowdrift residents. However, discussions with natives involved in the new Northern Yukon "land claim" park have shown how national parks could help local native people achieve certain objectives.
3. Control *of* Land. The people of Snowdrift want to control the land and resources in their settlement area to the greatest extent possible. A national park management regime will have to be developed that provides for sufficient control by the people of Snowdrift. and other local people.
4. Security *of* harvesting rights. Native people want guaranteed continuing harvesting rights within the park. with no interference by park visitors or managers.
5. Park development. There is concern that the park would mean increased tourist traffic, roads and facilities, destroying the area's wilderness character. There is also concern that additional tourism could lead to increased pressure on the trophy fish stocks of the East Arm.
6. Alternate land uses, Some people wonder whether more jobs and local economic benefits would be created by mineral and hydro development than by establishing a park. There

is concern that the park could prevent other possible economic activities.

7. Park boundary. Many points of view were presented on the proposed park boundary. This issue is described separately below.

PARK BOUNDARY

The proposed boundary outlined on the map takes in the most significant natural resources needed to represent this part of Canada and to attract visitors to the park. The treeline, which would be an important natural feature of the park, is represented within these lands. The total area within the proposed boundaries is about 3,750 square kilometres.

The final boundaries of the park would be established in the Dene/Metis land claim settlement, and are therefore subject to modification as a result of land claim negotiations. So far the Dene/Metis have focussed on whether or not there should be a park, and have not taken any position on the park boundary.

Although Parks initially proposed a larger area for the park (7,404 square kilometres), some of the lands and waters withdrawn in 1970 are no longer part "of the park proposal. These areas include part of Artillery Lake and adjacent tundra lands, Fairchild Point, and the portions of Christie and McLeod bays in Great Slave Lake. Federal government policy requires an assessment of the non-renewable natural resource potential (the Mineral and Energy Resource Assessment) in proposed parklands prior to the establishment of a park. Recent investigations by the Geological Survey of Canada showed that lands in the vicinity of Artillery Lake contain zinc-lead concentrations. Since development potential for mines cannot be determined on the basis of the information now available, the federal government intends that these lands will be available for exploration by the mineral industry. Fairchild Point has been excluded from the proposal because of the land uses there, and because it could be developed as a park service centre. Additional lands in the vicinity of the Hoarfrost River have been added to the 1970 proposal because of their recreation potential and conservation value.

In 1970, Tyrell Falls, on the Lockhart River, was placed under a separate land withdrawal order from the lands being held for a national park. The reason for this separate withdrawal is the potential for the development of hydro-electric power. Preliminary studies prepared for the Department of Indian Affairs and Northern Development have shown that the Lockhart River has potential for producing considerable power — about 280 megawatts. There is no short term local market for the power, however, and the cost of sending it to other markets would be high. Environment Canada - Parks would like the entire length of this wild river to be protected in the proposed park. The Northern Canada Power Commission, however, would like to maintain the possibility of developing the river's power potential in the future.

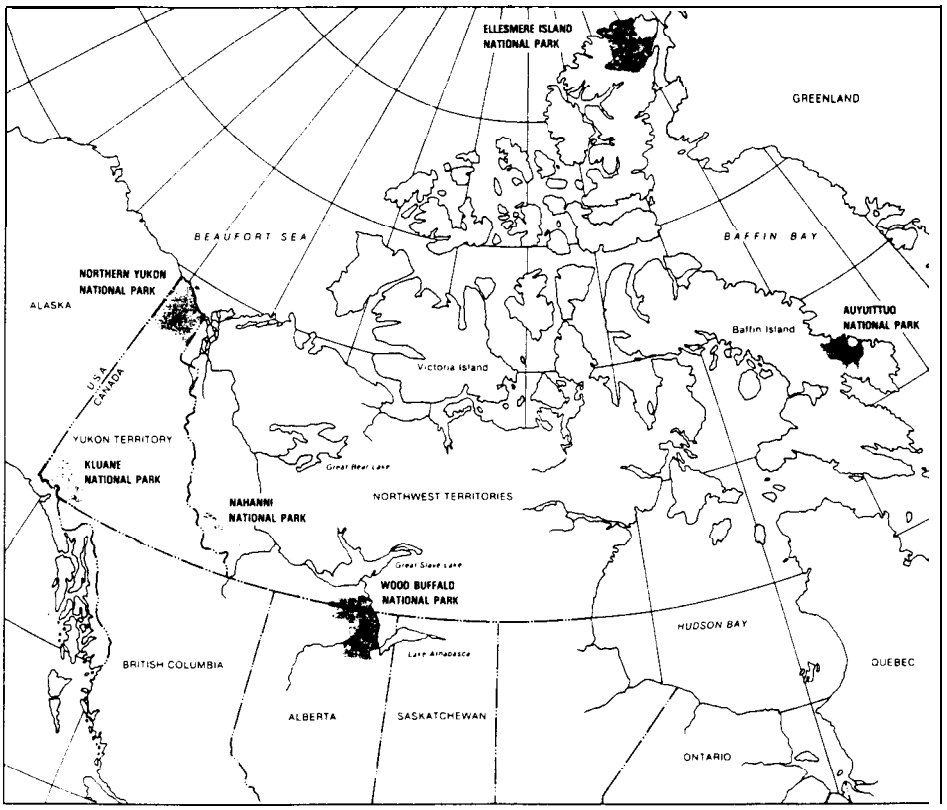
Finally, a part of Great Slave Lake has not been included within the boundary as was initially proposed in 1970. There are several reasons, primarily related to future park management considerations. First, the Department of Fisheries and Oceans (DFO) manages the East Arm fishery now to maintain the trophy stock. Commercial fishing is, and will likely continue to be, prohibited. It was considered preferable to leave the fishery of the East Arm outside of the proposed park and under the sole management of DFO. Second, there is a considerable amount of boat traffic on the East Arm. It would be neither feasible nor desirable to try to control or limit this activity if there were a water component to the proposed park outside of Wildbread Bay. Third, a boundary in the waters of the East Arm would be difficult to mark. Park staff and visitors alike would sometimes not be clear on whether they were in or out of the park.

Next Steps

Further progress on the park proposal is linked to the land claim negotiations. The nature of this process makes the timing of the next steps and the eventual outcome uncertain. A newsletter will be prepared as soon as there are newsworthy decisions or events to report.

If you are interested in being placed on the mailing list, please write to:

Mr. Bob Gamble
Public Involvement Officer
P.O. Box 1166
Yellowknife, Northwest Territories
XIA 2N8



EXISTING NATIONAL PARKS AND RESERVES IN THE TERRITORIES

It is the federal government's long-term goal to set aside a representative sample of each natural region of Canada for protection as a national park. In the territories there are 15 terrestrial natural regions and 10 marine regions.

The greatest gaps in the national park system occur in the north. where so far only 5 of Canada's 32 national parks and reserves have been established. with Ellesmere Island National Park Reserve to be added to this total in the very near future. There are two fully-constituted national parks: Wood Buffalo. on the Alberta-Northwest Territories border. and Northern Yukon. on the Beaufort Sea (see map) Wood Buffalo National Park was established in 1922. Northern Yukon National Park was established in 1984 as a result of a land claims agreement between the Committee for Original Peoples' Entitlement and the Government of Canada.

There are three national park reserves in the north subject to land claims. Auyuittuq on Baffin Island and Nahanni in the Mackenzie district of the Northwest Territories and Kluane in the southwest Yukon were designated in 1974.

Nahanni National Park *Reserve* ➤

Established in 1974, Nahanni National Park Reserve represents the Mackenzie Mountains Natural Region and covers an area of 4,765 square kilometres (1,840 square miles). The South Nahanni River which flows over 320 kilometres (200 miles) through spectacular canyons. provides superb wilderness canoeing and rafting for visitors. and Virginia Falls. at 90 metres (297 feet) high, is about twice the height of world-famous Niagara Falls,

Nahanni National Park Reserve was the first wilderness area in Canada to be designated a World Heritage Site. In 1985-86 it received 927 visitors. Final boundaries are subject to settlement of the Dene/Metis land claim, Future park expansion will be considered to make the park more representative of its natural region.

◄ Northern *Yukon* National *Park*

Established in 1984. Northern Yukon National Park represents the Northern Yukon and a portion of the Mackenzie Delta Natural Regions. It protects a 10,176 square kilometre (3.928 square mile) wilderness area of critical habitat for barren-ground caribou and for large numbers of migratory birds and is a superb area for wilderness rafting and hiking, There were 180 visitors in the 1986 season.

Lands south of the park boundary at the North Slope watershed, including a portion of the Old Crow Flats. have been proposed for inclusion in the park in order to round out representation of the Northern Yukon Natural Region, These lands. which are in the claim area of the Council for Yukon Indians. remain withdrawn for national park ana other conservation purposes under a 1980 order-in-council.

Kluane National Park *Reserve* ▶

Established in 1974. Kluane represents the North Coast Mountains Natural Region and encompasses 22,015 square kilometres (8.500 square miles). Kluane National Park Reserve has been proclaimed a World Heritage Site jointly with the adjacent Wrangell-St. Elias National Monument in Alaska.

The park contains the world's most extensive non-polar ice fields and glaciers and Canada's highest mountain. Mount Logan. The land supports moose, Dall's sheep, grizzly bears and several threatened and endangered bird populations. In 1985-86 Kluane hosted 64,750 visitors. Final park boundaries are the subject of current Council for Yukon Indians land claim negotiations.

◀ *Auyuittuq* National Park *Reserve*

Established in 1974. Auyuittuq represents the Northern Davis Natural Region covering an area of 21.471. square kilometres (8,290 square miles). This arctic wilderness of perpetual ice features jagged mountain peaks, deep valleys and spectacular fiords. Although vegetation is sparse, 100 species of plants have been identified. The community of Pangnirtung serves as a base for park headquarters and provides service to visitors. In 1985-86, 532 visitors, most of whom were hikers, travelled to Auyuittuq. Final boundaries are subject to settlement of the Tungavik Federation of Nunavut land claim.

Wood *Buffalo National* Park ➤

Established in 1922. Wood Buffalo straddles the Northwest Territories-Alberta border and represents the Northern Boreal Plains Natural Region, The park's 44.807 square kilometres(17,300 square miles), 9.454 (3.650) of which are in the Northwest Territories. provide habitat for the world's largest free-roaming bison herd and the only known breeding ground of the threatened whooping crane population.

Among Wood Buffalo's other internationally significant features is the Peace-Athabasca Delta. a critical nesting and staging habitat for waterfowl. Wood Buffalo National Park has been proclaimed a World Heritage Site. In 1985-86. the park hosted 2.525 visitors.

AN OVERVIEW OF THE PARK ESTABLISHMENT PROCESS FOR NATIONAL PARKS IN THE TERRITORIES

In the early 1970's, when the three northern national park reserves were established, Parks relied on its own limited consultation process to assess the feasibility of park proposals. Now establishment of parks in the north requires that formal agreements be negotiated with the territorial governments and native organizations. These agreements set out principles for management of the park with particular emphasis on the involvement of local people in park management and operation.

The agreement with the Government of the Northwest Territories for the establishment of a national park reserve on Northern Ellesmere Island is an example of how areas can be established through negotiations with a territorial government. It should be noted, however, that such an agreement requires the consent of the appropriate land claim organization and that full national park status cannot be achieved until a formal agreement is reached with native representatives after settlement of land claims.

The Northern Yukon National Park is an example of park establishment through land claim settlement. In this process, agreement of the Yukon Territorial Government was achieved through its participation as a party in the claim negotiations.

Existing national park reserves such as Nahanni and Kluane will likely be established as full national parks by being negotiated specifically in final land claim agreements. One or two new parks may also be established in this way. Other new northern parks could be established after the final settlement of land claims under general terms and conditions contained in the claim agreements.

During the process, Environment Canada - Parks must involve other federal agencies, such as the Department of Indian and Northern Affairs and the Department of Energy, Mines and Resources which conducts mineral and energy resource assessments on proposed park lands. The most extensive consultation, however, takes place with local residents who would be most affected by park establishment. This consultation takes place in close co-operation with the territorial government and native organizations to ensure that local people thoroughly understand the implications of the proposal and to work out ways that people living in the vicinity of the park will benefit and participate in the management and operation of the park, A national park will not be established without local support.

CHARACTER OF PROPOSED NORTHERN PARKS

Like southern parks, northern national parks will differ from one another in the nature and extent of human activity. A visitor to the park proposed on Banks Island, for example, would see very little evidence of modern man despite the fact that petroleum exploration has occurred there.

Ellesmere Island, on the other hand, has had several decades of scientific and military use, and visitors to the park reserve would occasionally see some of this ongoing activity and evidence of past use,

Large parts of other proposed national parks are intensively used by native people for hunting, fishing and trapping. These activities are vital to the economies and cultures of local communities and guarantees for these activities to continue are a prerequisite for park establishment.

A visitor to the proposed North Baffin national park or the proposed Old Crow Flats portion of Northern Yukon National Park, for example, may see and hear a good deal of human activity associated with hunting, fishing and trapping. The level of activity varies according to the season and is usually most intense in the spring when the days are long, the weather is most predictably good and it is still possible to travel by snowmobile. Visitors to these parks in which there is resource harvesting by native people will have the opportunity to add a living cultural dimension to their northern park experience.

Once the system of parks in the north is complete they will represent not only different physical and biological features but also a range of levels of human activity which will influence the character of each park.

Planning for the Establishment of a Park:

A Case Study from the Northwest Territories

S. Weeres and G.M. Hamre

Introduction

This paper charts the progress of a planning process surrounding a proposal for the establishment of a Territorial Park along the eastern shore of the Mackenzie River, near the community of Wrigley. The Government of the Northwest Territories, community leaders in Wrigley and the Deh Cho Regional Council are all involved in this process. It is the scope and the degree of community involvement in, and control over, the planning and decision-making processes that makes this case unique and, we believe, instructional.

The Players

Wrigley is a Slavey Dene (Indian) community of 156 people situated on the Mackenzie River Valley between the Mackenzie and Franklin Mountains. The community has been located at its current site since 1965 when it was moved upstream and across the river to higher ground. The previous site, occupied since the turn of the century, was considered by federal government officials to be unsuitable for modern building practices, [1] At present Wrigley is accessible by air year round, by river during the summer months, and by winter road from January through March.

The Deh Cho Regional Council, a political organization which came into being in late 1983, was formed pursuant to the Government of the Northwest Territories' Regions] and Tribal Council Act. [2] The Council has a constituency of approximately 2,600 individuals living in nine Slavey speaking communities in the upper Mackenzie and lower Liard River valleys (see map). Its mandate is to provide a forum through which these communities can address issues of common concern.

The Department of Economic Development and Tourism of the Government of the Northwest Territories has responsibility for the selection, design, planning, construction, and operation of Territorial Parks in the Northwest Territories.

Background

The land figures prominently in the lives of the Slavey Dene. While many residents of the region live in communities and are involved in the wage economy, links to the subsistence and trapping economy are still strong. This is particularly true in the smaller communities of the region (such as Wrigley).

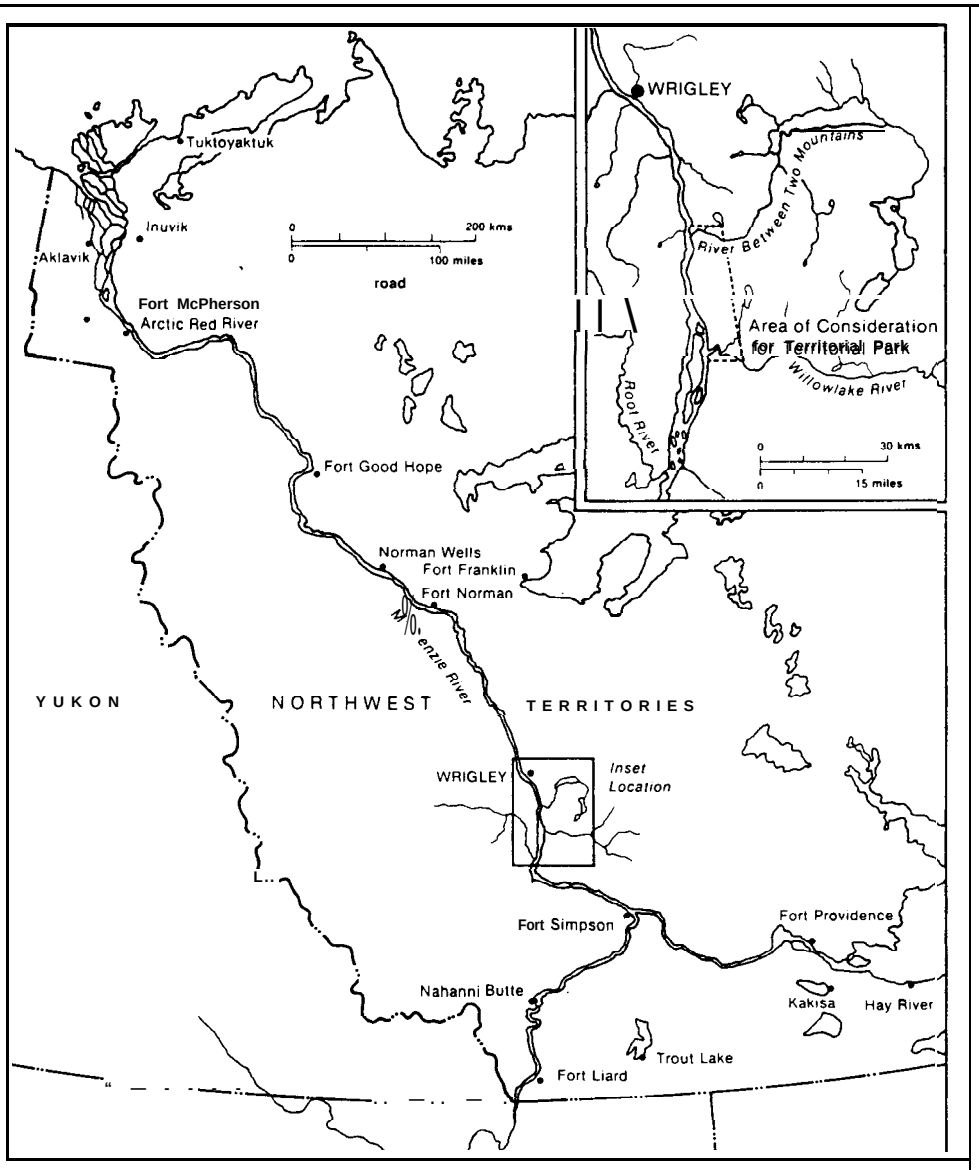
In the 1970s the possibility of a gas pipeline running the length of the Mackenzie Valley to southern Canada and the United States introduced the prospect of large scale industrial development to the region. An inquiry into the proposed pipeline, headed by Mr. Justice Thomas Berger, brought a new awareness, to natives and non-natives alike, of the differing values placed on the land and of the competing visions regarding land and resource use. While a large diameter gas pipeline was never built, a small diameter oil pipeline between Norman Wells, Northwest Territories and Zama, Alberta was completed in 1985.

As the Mackenzie Valley Pipeline proposals were being prepared in the 1970s, the Dene of the Northwest Territories were arguing that they, as aboriginal peoples, had a claim to a significant portion (720,000 square kilometres) of the Northwest Territories. In 1973 a caveat to the area considered to be traditional Dene territory was filed with the Territorial Land Titles office. Justice William Morrow ruled, in 1973, that the "... purported claim for aboriginal rights constitutes an interest in land which can be protected by caveat under the Land Titles Act."[3] The issue of Land Claims has permeated nearly every discussion about land use and political development (parks being no exception) ever since.

In 1972, then Prime Minister Pierre Trudeau announced the construction of a road north along the Mackenzie River from the town of Hay River, with the eventual terminus being Inuvik. In 1975, fearing negative impacts from an all season road, the residents of Wrigley indicated that they felt their community was unprepared to deal with the realities of year-round highway access. As a result, construction was stalled 14 kilometres south of the community. After a hiatus of eight years the community decided that it was ready to receive an all weather road link and in October of 1986 the road work to Wrigley was completed. Permanent bridges and a ferry crossing of the Mackenzie River remain to be constructed before the road will be a truly functional 'all season' highway.

The announcement that construction on the Mackenzie Highway would resume in four or five years was cause for interest within the territorial government's Department of Economic Development and Tourism. Department officials determined internally that the establishment of a new territorial park would be desirable near Wrigley. [4] As a result, the Department committed 70,000 dollars for a park boundary study and preliminary work on a management plan for a park.[5]

Park planners within the Department of Economic Development and Tourism began preliminary work on the proposed Wrigley Park in the fall of 1984. Topographic maps of the area between Fort Simpson and Wrigley were examined in light of a desire to incorporate a range of physiographic and cultural features in the proposed park. These criteria led planners to focus on a sit< of approximately 200 square kilometres. Following their preliminary work, the planners were confident that an outdoor recreation park, bounded roughly by the River Between Two Mountains in the north. Willowlake River in the south, the Mackenzie River in the west, and a line a few kilo-



metres east of the Mackenzie Highway, could be developed with several goals in mind. They were:

provide an exceptional outdoor experience for park visitors.

provide direct economic benefits locally from expenditures on park construction and operation.

encourage visitors to drive the Mackenzie Highway to Wrigley, and thereby stimulate development related to tourism in the community.

provide recreational opportunities, particularly river access for residents of Wrigley.

- limit uncontrolled, non-resident, camping and use of the land by providing facilities for campers.

provide a quality outdoor recreation park in a spectacular setting that could be an. effective focus for the marketing of all tourism products in the Northwest Territories.

Consultations with concerned native groups had always been planned. In anticipation of these consuhations, officials within the Department of Economic Development and Tourism prepared a one page outline of the park proposal, backed up by a sketch map of the potential site. The consultative process began with two officials making a presentation on the proposed park to a Deh Cho Regional Council meeting in Wrigley. The initial reaction to the proposal was blunt. Members of the Council pointed out that they were very concerned about a number of assumptions and issues contained within the proposal:

the Department had not realized that there were people living year round at River Between Two Mountains and Willowlake River;

a park was not needed to provide recreational opportunities for the people in Wrigley;

putting a park anywhere on the Mackenzie River was equivalent to putting a park "on the people's doorstep" (therefore the owners of the doorstep must be intimately involved in all decisions);[6]

concern about the impact of increased, park associated, human activity on the subsistence and trapping livelihood of people in the area;

uncertainty about how a park would affect the land selection options of Wrigley once a land claims agreement was reached.

Because of the foregoing, the Regional Council stated that it would not take an official position regarding the proposal without first speaking directly to the families who had chosen to live 'off the land' at the mouths of River Between Two Mountains and Willowlake River. In addition, the Council pointed out that the people of Wrigley and the Deh Cho Region must be given time to consider the issue carefully. Since the completion of the Wrigley extension to the Mackenzie Highway was not expected for a number of years it was felt that the question of whether or not there should be a park was not urgent.

The Government of the Northwest Territories has always recognized the need for the support of people directly affected by the establishment of parks. For this reason new territorial parks, as a matter of policy, are not established without express community/regional support. Because of the decidedly negative initial response that greeted the Wrigley Park proposal the government decided to refrain from pursuing the park further. Shortly after the June 1985 Regional Council meeting in Wrigley the remaining money budgeted for preliminary park development work in the area between Fort Simpson and Wrigley was reallocated and the Regional Council and Wrigley were so advised. This action effectively put the proposal for a new Territorial park near Wrigley on hold.

The Planning Process

Following the June meeting in Wrigley, staff at the Deh Cho Regional Council consulted with the people of Wrigley and the leadership of the region regarding their concerns about the park proposal. There emerged a regional consensus to seek answers to a number of still outstanding questions and conterns.

Unofficial discussions between Regional Council staff and Economic Development officials about the park were re-opened in September of 1985.

The Wrigley Band Council and the Regional Council argued that the planning and discussions surrounding the park issue must focus as much on process as on product. In short, the Councils argued that public involvement and a community sense of ownership of the process would be fundamental to making sound and accountable choices. After some discussion, it was agreed that the planning/decision-making processes should be based on three principles:

> community control of the process — timing and design of discussions.
>
> community veto of outcome.
>
> community involvement in management of the park should the community agree to the establishment of a park.

The Department of Economic Development and Tourism was prepared to abandon its approach and enter into a planning/decision-making process based on the above principles. Officials within the Department of Economic Development and Tourism also agreed to share the cost of the planning process equally with the Regional Council, and allow the Regional Council to play a central role in all discussions with the communities of the region. Finally, and perhaps most importantly, the government was prepared to abide by the outcome of the process, the only condition being that the outcome be acceptable within the framework of the relevant legislation.

The Band and Regional Councils proposed the commissioning of a study regarding the park proposal. The aim of the study being to address the three general questions that had permeated every discussion of the park proposal since it first came to the attention of the people of Wrigley. Namely, to identify:

- the social and economic implications of a Territorial Park.
- the Community Land Selection and Land Claims Settlement implacations of a park.
- the scope (within the Government of the NWT Parks Act) to allow community involvement in, and control of, management issues within a park.

The Band Council in Wrigley and the leadership of the Regional Council were intimately involved in the development and review of the Terms of Reference for the study. In an effort to enhance both community control and ownership of the planning process, Economic Development and Tourism officials agreed to enter into a 'sole source' contracting arrangement, in which the Regional Council would provide information to the people of Wrigley and Deh Cho concerning the impacts of the proposed park. This arrangement allowed the Band in Wrigley and the Regional Council to address crucial issues which the two organizations could not afford to address on their own. In addition, the 'sole source' arrangement allowed the Wrigley Band to select the consultant of its choice to carry out the work, and have that consultant report directly to them. In this way the community was in control of the process.

The Band Council in Wrigley was insistent that significant control over the park lay in the hands of the people in the community. The Band Council also said that if this were not the case, from their perspective, there was not much point in having a park near their community and that there was little chance of the community supporting a park.

Conclusion

In the past the people of Wrigley, and the entire Deh Cho region, have had little opportunity to be involved in, let alone control, the planning/consultation and decision-making processes surrounding the projects (e.g. the pipeline proposals of the 1970s, the initial Mackenzie Highway proposal, and the recently completed Norman Wells Pipeline) which affect them. The paucity of community involvement and control has tended to produce adversarial relationships between the communities of Deh Cho and the various project proponents.

Restructuring the planning/consultation and decision-making processes so that community control was enhanced was a significant departure from the past. For the first time, people at the community level were able to utilize methods and timeframes of their own choosing when examining a project proposal. The people of Wrigley have been able not only to ask, but also to seek independent answers to, questions about the park. During the process of struggling to answer their own questions, the people of Wrigley have come to understand the implications of the proposal more fully. As they have come to understand the park proposal, the community's response to it has undergone a slow evolution. Tim Lennie, Chief of the Wrigley Dene Band, recently summed up the current situation by noting that the community's attitude toward the park had changed from "a definite no" a year and a half ago to "maybe" today. [7]

Discussions on the proposed park continue.

The opinions presented are those of the authors and do not necessarily reflect the views of the organizations in which the authors are employed.

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Waiting

Bruce Do wnie

"My sleeping bag was warm and comfortable as usual, but as I awoke I had a feeling that I would be giving it up soon. Something was different this morning. The darkness told me it was still very early but the low voices, the hissing Coleman lantern, and the tea pot on the glowing Coleman stove were not the usual signs of the night watch they had kept over the camp during the previous nights. Besides, the other four in the tent were already up. The tent, sagging under the strength of the wind, showed the reason for the activity. The wind had shifted to the northeast during the night. Not understanding the Inuktitut I was hearing, 1 asked Jimmy for a quick explanation. He said the boat was slipping anchor and we were going to pack up and move to a new location. The 42-foot Peterhead was anchored in the once sheltered bay at the northeast end of Bencas Island in northern Hudson Bay. It had been a good harbor for the other winds but not the northeasterlies that now rocked the Qaquoluk heavily. It was 5:00 a.m.

The rain pelted down on the white canvas over our heads as we all sat in the main tent listening to the wind. We waited. Coffee and bannock served to occupy the time. We were already two days overdue. We had set out under blue skies from Coral Harbor the previous Friday. The three day guided tour was to take us to Bencas and Coats Islands and return via Native Point on southeastern Southampton Island. It was now Wednesday. Our original party had included four Italian tourists whose schedule didn't account for northern surprises like this, and they had chartered a flight off the island to Rankin Inlet the night before. They couldn't wait. I think they missed the best part of the trip. They missed appreciating what they did experience because they were anxious about the weather and their schedule. And they missed really seeing the native people and their relationship with the land. For me, impatience and tight schedules obscure the real character of the north.

Talk was soft but distinct in the main tent where we had all gathered. ! couldn't understand the words except for the occasional '30 knots' or 'marine forecast', but the patterns were understandable. Raymond Ningeocheak, the outfitter and leader of the group was next to me and was the focal point of the conversation about our situation. He was clearly consulting the others for their view of the wind, the weather and the available options. Jimmy Eetuk and Adamie Nakoolak shared a wooden supply box as a seat next to the tent door – a Hudson Bay blanket hung from the opening with an orange plastic tarp attached across the outside. Adamie's sealskin boots moved slowly with the patience of old age and the experience of many years on the land and sea. An elder in the community of Coral Harbor, he spoke quietly and often with a faint smile. He seemed at home in the camp. Jimmy lit another cigarette as he spoke. He gestured slightly with his strong hands showing directions for our move.

Next to Jimmy, John Shimout perched on the corner of a table which 1 was convinced would collapse under his weight. Four scraps of 2" x 2" supported a weathered and broken piece of plywood. The 2" x 2'"s were not the same length and three of them balanced precariously on one or two stones selected to create a more or less level table. The cooling bannock on the table was not in danger but I had a silent bet with myself as to when the teetering box of Fruit Loops would spill onto the gravel floor. It never did. John was the youngest of the crew but close in age to Jimmy Ningeocheak, Raymond's son. They both spoke English although Jimmy was clearly the more fluent. In spite of Jimmy's curled up position on the sleeping area at the opposite side of the tent from the door. both he and John would be up and in action at the first word from Raymond.

Between John and Jimmy. sitting on a cooler was Caroline Samurtuk who was a guest like myself on this outing. She was a nurse in the community of Coral Harbor and from her years in the Keewatin understood more of the conversation than I did. On my left, Raymond's wife, Shavekok. steadily sorted and cleaned our kitchen supplies and checked the dampness of the clothing hanging on a line above the burning Coleman stove where the coffee and tea were becoming stronger and stronger.

The rain eased and strengthened in a slow rhythm but never really stopped. The wind relentlessly pushed at the side of the tent and frantically flapped the plastic sheet over the door.

Raymond's voice was still calm and quiet but Jimmy's seemingly lifeless bodv on the bed suddenly rose along

At the walrus haul-out (B. K. Downie)

on our raingear covering winter clothing, seemed endless. As we rolled heavily from side to side in the swells, we also rose and fell 12 to 14 feet with each wave, like a trackless roller coaster ride. Finally we turned parallel to the shore and the roiling subsided leaving us rising and falling with the rhythm of the waves.

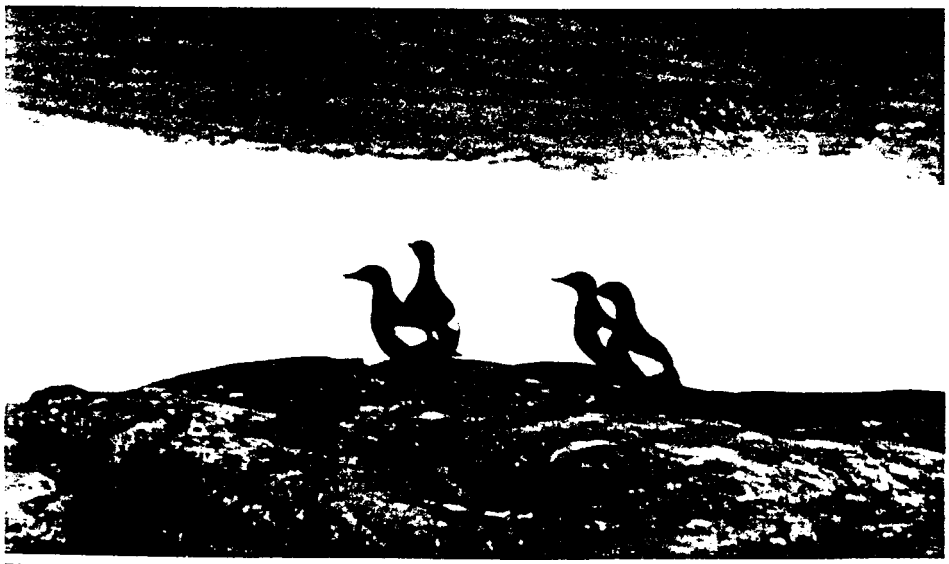
To take my mind off my stomach I watched for landmarks that brought back recollections of our earlier outings on Bencas island over the previous few days. My memories were good ones and the landmarks I now saw from the boat were easily recognizable.

First we passed the haul-out. No walrus today — it was too rough. I remembered Raymond saying as we had approached the area overland a couple of days earlier that they might not be out because of the waves and even if some were there they'd be more nervous and less settled.

with those of the other men who understood now was the time to go. Supplies were hauled across the stranded seaweed and slippery rocks down to the water's edge where the freighter canoe was anchored. As each tent was emptied. the rocks were cleared from the guy ropes and skirt and it was folded, tied and carried to the boat. The main tent was the last to go. After two canoe loads of gear and people, we were on board the Qaquoluk raising anchor,

It was far from calm. As the Qaquoluk headed cautiously out of the harbor. it hit the full brunt of the wind and swells. We had to take them broadside for awhile in order to clear the shoreline and then turned them to our backs. heading southwest. The time, with the engine struggling and the spray heavy

Preparing to break camp (B. K Downie)



Photogenic black guillemots (B. K Downie)

Our casual hiking was brought to an abrupt halt by Raymond and we gathered together in a small group. "Keep quiet and low and follow me", he said. Our group. now single file. was moving more cautiously and with intent. After quietly scrambling over rocks and through a lush. marshy area. we were stopped again by Raymond's quiet instructions. We could just hear the grunting of walrus over the sound of the ocean's waves on the rocky shore. Raymond led us two by two down a draw in the rocks. keeping low so we could get close without being seen. As 1 raised my head and my camera on one

side, a walrus was raising his head on the other side of the rock. He obviously told his friends that there were people nearby and the group became more restless. We watched and took pictures until suddenly some of the animals closest to the shore took to the water. In a flurry of awkward but hurried movements, accompanied by constant bellowing, the 30 tonnes of walrus retreated from the exposed shoreline rocks to the security of the sea. They continued to bellow at us as they bobbed comfortably in the waves.

Wandering around the rocks after their departure, it was clear that the area was a favorite spot for more walrus than the small group of about 50 that we were watching. Amidst the distinctive smells and signs of walrus, I also discovered the droppings of a polar bear. I felt the mixed emotions I often feel when hiking along the coastal tundra — both excitement and nervousness at the prospect of seeing a bear. We didn't see any during the entire trip.

The walrus drifted along the shore bobbing up and down in the icy water, their noise diminishing as we headed up over the rocks and back towards camp.

The next landmark I noticed from the roller coaster offshore was a high oblong ridge near the south end of the island. We had hiked, widely spread out, down the island in search of caribou. As 1 approached a low rise I saw antlers outlined against the sky in the distance and immediately dropped to the ground. Having crawled up to see over the rise, I waited. Jimmy Eetuk was high on the landmark ridge to my left and the others were a long way off on the rise to my right. Before long I saw five caribou assemble on another rise just beyond where I was lying. Seeing the others in their visible positions, the caribou headed between them, not far from where I lay. With the majestic bull in the lead they pounded by in single file, the sound of their running and breathing filling my ears and their strong, agile bodies filling my view. Then they circled around to the general area where they had begun. Being nervous still about our presence, they continued to move. Watching their movements I retreated to the other side of the ridge where Jimmy sat and quickly found cover on the ground among some rocks. They came by again even closer than before in the same formation with the calf bringing up the rear. This time they circled wide and headed off down the shore to the end of the island and we all headed back to camp.

Having rounded the tip of the island where we had seen the caribou, the Qaquoluk was now heading directly into the oncoming waves as we struggled up the northwest side of Bencas Island. Still a roller coaster extraordinaire, the wind and spray were now in our faces and I took shelter at the stern of the boat. Approaching the sheltered harbor that was our destination, I saw the familiar ridge and pile of whale and walrus bones at the site of the old Inuit houses that had been converted by the new residents, arctic fox, into a number of dens. We had seen arctic foxes in the twilight on the day we arrived on the island. On the first available sunny morning, 1 had set out to spend a little time on the rocks near the den, to watch and take a few pictures. Although I had taken a roundabout route from camp, hoping to come close to the den without being seen, a fox startled me in my approach by running to a vantage point and barking at me. He was still there when I had circled further up to my chosen observation point as if he knew all along where 1 was headed. Rather than try to be crafty any longer 1 presented myself in full view and settled down to watch and wait. The fox headed back to the den and also sat down to watch and wait. We both relaxed, taking in the morning sun in cozy spots sheltered from the wind.

I was jolted out of my recollections by the sound of the anchor chain and I realized we were finally in calmer water. On this side of the island we would be more protected from the northeast winds but it would still be another couple of days before they subsided enough to let us head back to Coral Harbor.

As we set up camp again, I was impressed by all the terns that continually called, soared and hovered above us. The island had been alive with birds during our whole stay – arctic loons, snow geese, parasitic jaeger, and a variety of shore birds. Here on this point, cut off from the rest of the island at high tide, 1 spent some enjoyable hours watching and photographing black guillemots, inures and the ever present terns. The black guillemots were photogenic because of their strangely colorful feet. The terns were fascinating because of their hovering and landing style. The inures were intriguing because of the memories they stirred.

We had been to the inure cliffs earlier in the week, a communal nesting site along the shore of Coats Island. As the Qaquoluk had approached the destination, the noise of the engine became overshadowed by the noise of thousands of birds bumping each other along every nook and cranny of the cliffs and taking excursions of flight in amazing floods of black and white out over the ocean. With the engine shut down we cruised in the canoe along the face of the cliff to feel the overpowering presence of these fascinating

A majestic caribou bull on the run. (B.K. Downie)

The crew *of the Qaquoluk (from left to right): Raymond Ningeocheak, Jimmy Eetuk,* Jimmy *Ningeocheak, John Shimout.* (B.K Downie)

birds. Why do they come here to nest year after year? Why do they gather in such numbers? As with virtually every moment of our trip, 1 marvelled at the complexity and majesty of nature in this remote land.

Still we waited, The waves crashed against the shore in the background of my pictures, the winds whistled around the tent where we sought shelter and the radio crackled as Raymond asked about the marine forecast. We heard about a search launched for someone lost near Repulse Bay. We also heard from neighboring boats on Coats Island about a man out all night with mechanical problems with his Honda three wheeler while caribou hunting. Minor by comparison. 1 sent messages by radio to cancel my travel and work plans and we waited for the winds to die down.

On Friday afternoon, a week after our departure from Coral Harbor, and five days longer than expected, we finally broke camp and headed home. Although there had been some easing of the wind and a slight change in its direction it was still a rough sea as we pitched and tossed ourselves into the waves beyond the shelter of our anchorage at Bencas Island. Trusting in the experience and skill of Raymond and his crew, I was ready for the nine hour trip back to Coral Harbor.

After hours with no land on any horizon, finally Jimmy said, "See that land over there?"

The setting sun glistened on the relentless rolling swells that swept across Hudson Bay. "No," I replied, straining to see the slightest bump on the horizon.

"It's Ruin Point, about 40 kilometres from Coral Harbor. "

Then a southern question slipped from my lips. "How long till we reach the harbor?"

Jimmy laughed. "This week isn't enough proof? We'll get there when we get there. "

I experienced the north on its own terms and came away with a very rewarding experience. I felt the winds: listened to the surf and the scolding of the terns watched the geese and loons flying, the walrus lounging on the rocks or swimming in the bay, the caribou running along a ridge, and the fox basking in the sun. But even more important, 1 met the people. I was impressed by their calm manner, their resourcefulness. their care and concern for their guests, their warmth, their knowledge, and their skills for living on the land. 1 enjoyed the inevitable cribbage game in the evenings in the tent.

For me, part of enjoying the north fully is sampling the hospitality of its people. Raymond's hospitality is an example I will remember with pleasure. I was glad I took the time. Putting aside my southern schedule in the north, I was able to experience the joys of waiting. Even in waiting, there is so much to see and do!

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Northern Land Use Planning and Parks and Wilderness Protection

D. Jones and I. Robertson

Land use planning in the Northwest Territories is founded upon an agreement signed in July, 1983 by the Federal and Territorial Governments, the Dene Nation. Metis Association and Tungavik Federation of Nunavut (TFN).

The agreement outlines the general principles to guide land use planning as well as the structure and processes to be carried out, One of the principles of the agreement states that:

> "The plans shall provide for the conservation, development and utilization of land, resources, inland waters and the offshore. "

The Inuvialiut of the western arctic have agreed to participate in the land use planning process through provisions outlined in their land claims settlement legislation. Through the planning process. the Inuvialuit have placed high priority on the conservation of wildlife resources and habitat. The establishment of the Yukon North Slope National Park has served as the first step in the realization of this goal.

To date, the land use planning process has identified the Beaufort Sea/ Mackenzie Delta and Lancaster Sound as the two priority regions where planning will begin. In both of these regions, northerners have stressed the importance of protecting the renewable resource base, The traditional solution to maintaining this resource has been to conserve wildlife habitat through the establishment of national parks and wildlife sanctuaries.

In January, 1986, the Task Force on Northern Conservation released its report outlining a strategy for the wise use of all land and resources north of 60 including the offshore. The strategy consisted of two components; a system of protected areas; and a means to ensure integrated resource use. By developing a conservation strategy addressing land. fresh water and marine areas, the Task Force acknowledged the special relationships of the Inuit with the offshore. For a significant portion of the year the sea is simply an extension of the land.

The land use planning process is seen as the vehicle to implement a northern conservation strategy. The key to success for planning rests in the "grass roots" approach of the program with its emphasis placed upon community support.

In the north a wage based economy has not supplanted the importance of renewable resource harvesting. Northerners are well aware of the tradeoffs between conservation and development. They have decided that it is their turn to define the priorities.

In September 1986, the Inuvialuit of the western arctic decided that a priority for planning in their region should be the conservation of wildlife habitat and populations. In the eastern arctic a national park reserve has been established on Ellesmere Island. At the same time Parks Canada announced a "National Marine Park Policy".

It is possible that one of Canada'< first marine parks will be in Lancaster Sound. A national park with a marine component is proposed for Bylot Island/ Eclipse Sound. The "North Baffin" proposal. as it is commonly called, is of interest to Pond Inlet. In it, the community sees tourism development opportunities and possible protection of important wildlife habitat from mining, oil and gas exploration. These conflicts and opportunities must be addressed in the regional plan.

Federal and territorial government agencies. as well as independent scientists, have identified many candidate areas for special protection. Their location and significance are generally well documented. More attention is needed in identifying archaeological resources and obtaining local knowledge to put the puzzle together in a regional land use plan.

With a Land Use Planning Program in place, a forum has been created to build in all interests in the use of land, water and the offshore. With the priorities emerging from Northwest Territories residents discussed here, it is plain that protection of wildlife habitat and populations will be a high priority. In this respect, the traditional role played by National Parks in wilderness protection will be important. but will be challenged by a need for more flexible thinking in developing a wider spectrum of uses within park areas.

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One of the first National Marine Parks is proposed for Bylot Island (G. Lindfield)

Progress Towards a Park System for the Yukon

Stephan Fuller

Until the early 1980s, Kluane National Park Reserve and several game sanctuaries were the only lands set aside for conservation purposes in the Yukon. There had never been a comprehensive evaluation of conservation needs in northern Canada and little had been done to investigate protective mechanisms for environmentally sensitive lands. In the face of several major economic development proposals, there were increasing calls by a diverse variety of groups for site specific protective designations before any systematic understanding of either needs or establishment mechanism was undertaken.

The federal government responded by commissioning the Task Force on Northern Conservation, with a membership drawn from very diverse economic and political interests. They reported in December 1984 with an extensive blueprint for conservation policy and practice in the north, including a recommendation for a comprehensive system of protected areas. [1] The Task Force Report was adopted in principle by the Government of the Yukon in 1985, and several steps have recently been taken to implement a territorial park system plan as part of a broader system of protected areas.

In one of the first tangible steps towards implementation of the recommendations. the territorial Department of Renewable Resources (which is responsible for the Parks Act) has undertaken to produce a computer-based inventory of all existing and proposed protected areas in the Yukon. Although originally conceived as a time-consuming, but relatively simple exercise. the organizers were quickly surprised by the vast range of prior studies, evaluations and inventories which have been undertaken. Compiling and cross referencing these many projects for quick and easy retrieval became a major undertaking.

The list of prior studies included academic, government, and non-government sources ranging from international Biological Program sites, national park theme studies and wild river inventories, to cultural and historic site studies and archaeological inventories. Many of the specific areas or sites have overlapping proposed designations with many different values worth protecting. However, there was no systematic evaluation of the completeness of any of the systems, so it became doubly useful to complete such a computer-based inventory. (The open-ended inventory was completed in February 1987),

Obviously, a list of existing and proposed protected areas does not represent a systematic evaluation of natural or recreation features. To ensure that the territorial park system was based on a complete understanding of all potential park values, such an evaluation was necessary. By late 1987 both a natural and recreation features inventory will be added and these, in combination with the computer inventory of potential sites, will provide the basis for selecting a series of territorial park candidate areas.

The other ingredient that had been missing, since the passage of the territorial Pork Act in 1979, was a Park System Policy identifying the types of proposed parks. the available zoning types, and selection criteria. This has now been drafted and it will be reviewed during the spring of 1987. It will provide the framework for the park system, classifying nature (ecological) preserves, natural environment (representative) parks, recreation parks, historic parks and parkways (trail or river).

While the Yukon is almost the last jurisdiction in North America to develop a park system plan, it may end up being one of the most innovative. As governments at all levels in the north approach a more progressive and sound resolution of native land claims they are slowly developing new co-operative management programs with native communities and this will be reflected in the land use zoning systems that are proposed for inclusion in the park system. Perhaps the most innovative proposal is a cultural resource zone in addition to the standard classes common in other park systems (e.g. wilderness, natural environment, multi-use, etc.). In a cultural resource zone, the land base would be managed in a manner which allowed traditional subsistence hunting, fishing, trapping, religious and recreation pursuits.

In retrospect, the path from the recommendations of the Task Force on Northern Conservation, to the present optimistic situation has not been a continuously happy route. The emerging consensus on the need for a parks and protected areas system was aided by a number of other events which, almost fortuitously, converged to provide support for the effort.

The funding provided by Parks Canada during 1985 for the National Parks Centennial led to the creation of a largely volunteer Yukon Caucus to provide input to the Parks Centennial. The Caucus organized workshops on various aspects of heritage protection and issued a report that identified many areas requiring additional attention by government. The Caucus was chaired by Nancy McPherson. who had been a member of the Task Force on Northern Conservation, and this provided much needed continuity to the work. Ms. McPherson, as a volunteer during 10 years in the Yukon, raised in excess of a million dollars for the conservation projects of the Yukon Conservation Society and other groups. She went on to work in a consulting capacity on the computer-based inventory during 1986.

Since late 1985 the Department of Renewable Resources has been working on a Yukon Conservation Strategy, modelled on the World Conservation Strategy. A principal component of this

is the development of a better integrated and strategic approach to renewable resource management generally, which also reflects another recommendation of the Task Force. Such work provides a positive atmosphere for action on a parks and protected areas plan.

In related projects the Fish and Wildlife Branch of the. Department of Renewable Resources has initiated, in co-operation with Habitat Canada and Ducks Unlimited, new inventories of critical wildlife habitat and an examination of new protective mechanisms and their implementation. Again, good news on the conservation front.

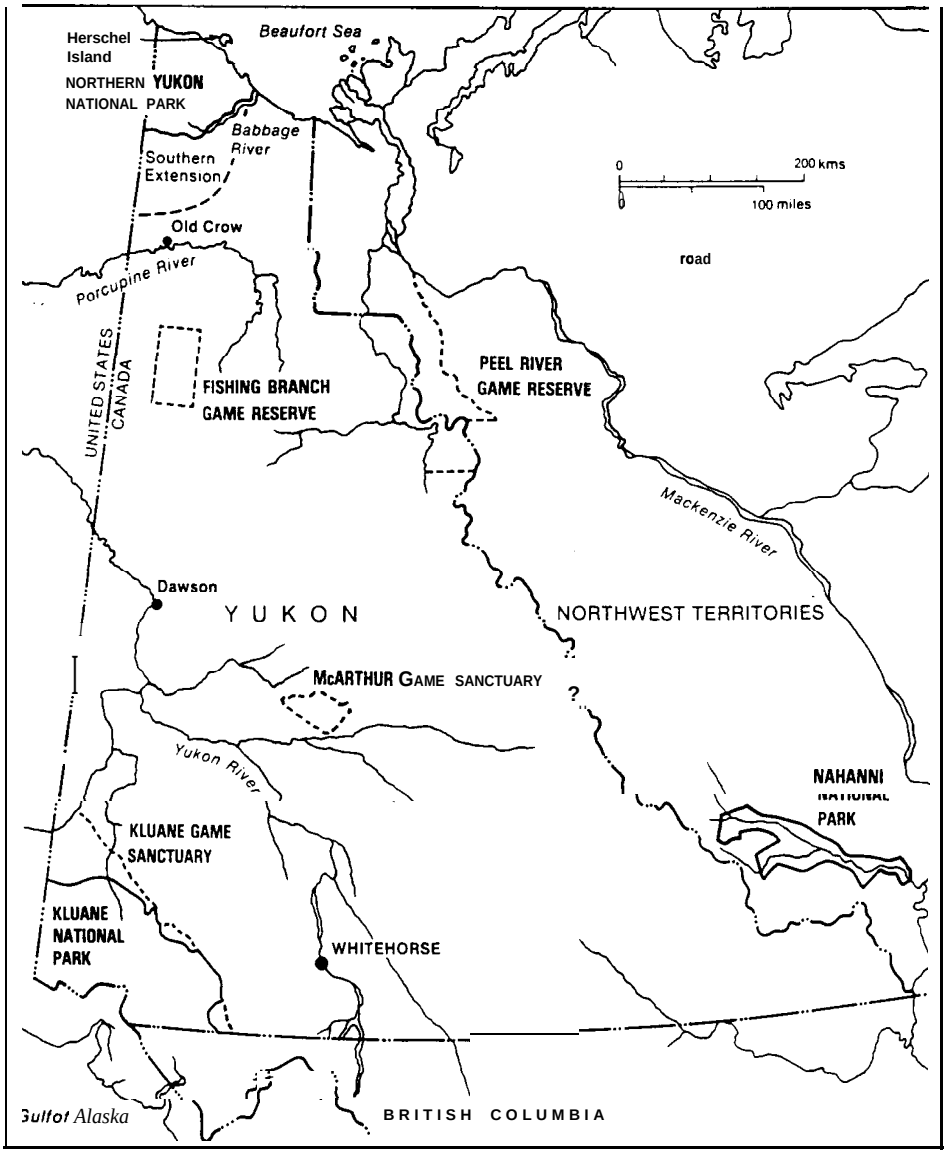
Pending land claims settlements are another major variable that, on balance, have had a generally positive effect on efforts to establish protected areas. The *Western* Arctic *(Inuvialuit)* Claims Settlement Act which prescribed a final settlement for the peoples around the Mackenzie Delta and Beaufort Region, included in its terms the creation of the new North Yukon National Park, and the soon to be declared Herschel Island Territorial Park (the first territorial park). It also introduces new environmental screening and review processes to protect the conservation values on the rest of the Yukon's north slope. Other Yukon land claims settlements are also likely to include provisions for the development of territorial parks.

Perhaps the most important factor of all, however, was the all-party Select Committee of the Legislature struck during 1986 to review the future of the Yukon's renewable resources. This was designed as a major public participation component in the development of the new renewable resources strategy. The three politicians on the Committee toured the Yukon, visiting all the rural communities. listening to the views of virtually every community and interest group. Their report, released in January 1987, addresses all aspects of renewable resources management, but on the subject of parks. provides a full endorsement of the parks system concept and the selection criteria developed three years earlier by the Task Force on Northern Conservation. Given that both the Select Committee and the Task Force were broadly representative of all political interests it appears safe to say there is an emerging consensus on the subject.

Even among those traditionally opposed to protected areas there are signs of moderation. In a report prepared for the Department of Indian Affairs and Northern Development (DIAND) that addressed the idea of opening existing protected areas to multiple use. the idea was rejected, and it was acknowledged that there is a Canadian consensus on the need for the long term protection of our national heritage. The new federal Northern Mineral Policy, also released in January 1987, further endorses the validity of conservation lands and a land use planning process.

The Yukon Chamber of Mines, while arguing for the predominance of multiple use land management principles, has also acknowledged that it is legitimate to protect small areas of wilderness or areas of exceptional aesthetic importance.

It is, therefore, reasonable to suggest that there is an emerging social consensus on, and substantial progress towards a parks system for the Yukon. The benefits will be tangible. from the potential for significant increases in the economic benefits from tourism to the less often identified benefits derived from the protection of our magnificent natural heritage, in perpetuity.



Protected areas of the Yukon.

Footnote:

1. The Report of the Task Force on Northern Conservation is now out of print, but facsimile versions are available from:

   The Information Education Officer,
   Department of Renewable Resources,
   10 Burns Road,
   Whitehorse, Yukon
   YIA 2C3

An Overview of Territorial Parks in the Northwest Territories

G.M. Hamre

Territorial parks are a tiny but growing component of the environmental and cultural scene in the Northwest Territories. Currently there are about three dozen territorial parks which, in total, include roughly 30 square kilometres of land. This might seem to be hardly significant within the total 3.4 million square kilometres of the Northwest Territories. However, the park system is young and has a promising future.

Table 1 explains the purpose of each of the five classes of territorial parks which may be created by the Minister of Economic Development and Tourism. The emphasis is on outdoor recreation and public enjoyment, rather than environmental protection. There are two main reasons for this. First is the emphasis that the Government of the Northwest Territories places on economic development through tourism. Second is the confidence that the Government of the Northwest Territories has that other mechanisms. some already in place, others in progress, will ensure conservation.

Tourism is critical to the economy of the Northwest Territories. It follows mining, oil and gas, and government as the fourth most important sector. But unlike most of the non-renewable resource industries, tourism offers benefits which are broadly distributed among residents. and is an industry which business people can enter comparatively easily with limited capital. As well, tourism is seen as being compatible with many aspects of the traditional lifestyles of native peoples, and is essentially non-consumptive. There is exceptional opportunity for growth in the outdoor adventure and culture markets; it is here in particular where territorial parks become part of the tourism sector.

With their apparent emphasis on tourism, it might seem that territorial parks belie the concept of conservation which is traditional in national parks. This is not quite the case. The Government of the Northwest Territories will ensure sound conservation management of the resources in its territorial parks. However, in contrast with national parks, territorial parks are not created for the purpose of conservation. Rather, conservation is a consequence of their creation.

Notwithstanding the overall recreation focus, protection of resources plays a significant role in the creation of Historic Parks. Indeed, it is paramount. In 1987, two Historic Parks will open in the Baffin region.

Kekerten Historic Park, near Pangnirtung, the gateway to Auyuittuq National Park, commemorates the participation of Inuit in commercial whaling in Cumberland Sound. From the 1840s through the turn of the century, Inuit assisted Scottish and American whalers in their pursuit of the bowhead whale.

Qaummaarviit Historic Park protects relics of three ancient cultures dating back 2,600 years. Most easily observed are the remains of several Thule winter dwellings. The island is a short distance from Iqaluit (formerly Frobisher Bay).

Both these historic parks were thoroughly studied by researchers under the auspices of the Prince of Wales Northern Heritage Centre. Development has been limited to measures appropriate to commemorate and explain the historic and archaeological resources while ensuring their protection. Virtually all visitation occurs with the benefit of knowledgeable local guides.

The establishment of territorial parks takes a number of years. Historically, parks were only a few hectares in size and were located more or less within road rights-of-way. Primarily, these were wayside parks which served the traveling public or provided access to lakes and rivers, The current trend to develop recreation oriented parks suitable, in some cases, for tourism marketing has lead to the need for larger parks.

The relationship of parks to the settlement of native claims is key to their creation. There are two outstanding comprehensive claims whose areas correspond roughly to the two territories which would be created if plans for divi-

Table 1 PARKS IN THE NORTHWEST TERRITORIES

Classification	Purpose
Natural Environment Recreation	Preserve the natural environment therein for the benefit, education and enjoyment of the public.
Outdoor Recreation	Provide opportunities for outdoor recreation to the public.
Community	Provide opportunities for outdoor recreation primarily for the benefit of residents of communities.
Wayside	Provide for the enjoyment, convenience and comfort of the traveling public.
Historic	Designate and commemorate historic and archaeological sites and their lands for the education and enjoyment of the public.

sion proceed, as agreed to in January 1987 by native leaders. Denendeh is the western territory which includes the claim of the Dene and Metis, who are represented by the Dene/Metis Negotiating Secretariat. Denendeh also includes part of the claim of the Inuvialuit, who are represented by the Committee for Original Peoples' Entitlement (COPE). This claim was settled a few years ago. Nunavut is the eastern territory and includes the claim of the Inuit, who are represented by the Tungavik Federation of Nunavut.

Territorial parks do not prejudice claims negotiations: the land within them remains available for selection by native peoples. The *Territorial Parks Act* guarantees this. In practice, the extensive public consultations carried out prior to establishing any new park virtually ensures that no park is created which does not enjoy the support of all concerned people.

In 1987, the Minister of Economic Development and Tourism took significant steps to further the participation of residents in the planning, operation and management of territorial parks by introducing amendments to the *Territorial Parks Act* to allow the formation of parks consultative committees. Such a mechanism had been requested by various interests over the proceeding few years.

Until recently, the creation of territorial parks has not followed a systematic pattern. beyond establishment of recreational areas along highway corriders and near communities. In the future, new parks will continue to be created to meet recreational needs of visitors and residents. The system is likely to expand along other lines as well.

Some native groups are looking at territorial parks as a means of setting aside traditional lands for their continued use. Increased powers to direct the management of park lands through parks consultative committees, coupled with responsibility for wildlife available through wildlife management boards, places native peoples, in particular, in a strong position to control extensive areas for their benefit without the need to own the land. This is the most promising avenue for the creation of larger territorial parks.

Historic parks, like Kekerten and Qaummaarviit, certainly will increase in number. The celebration of Canadian heritage in the North, most notably the continuous occupation by native peoples of lands and waters for the past 10,000 years, has been overlooked by most heritage agencies. The complete absence of National Historic Parks from the Northwest Territories, more than one third of the country, is lamentable. The Government of the Northwest Territories will redress this with its own park system according to the desires of the people. At this early stage, the lack of a historical theme analysis will hardly hamper growth or lead to redundancies.

Like most of the parks elsewhere in Canada, certain of those in the Northwest Territories will be developed because they will contribute in any of a number of ways to tourism, economic development, and regional enhancement. Parks are being established, and facilities provided therein, to provide access to wilderness areas and bases for the operation of tourist outfitters, to encourage the public to visit areas with suitable land use capabilities, and to control extensive visitation and thereby passively prevent conflict between tourism and traditional resource utilization, including harvesting of wildlife.

Virtually all future parks will require negotiation of agreements to specify the terms under which the interested parties agree to their creation. This requirement is already established for territorial parks in Nunavut, where the Government of the Northwest Territories and the Tungavik Federation of Nunavut prepare Inuit Impact and Benefit Agreements, Similar agreements will be negotiated for parks in Denendeh, though the process is not at present codified.

There is growing confidence that territorial parks can be created and managed in a manner that benefits the Northwest Territories in many ways. Inuit Impact and Benefit Agreements and their Dene/Metis counterparts, and parks consultative committees, will ensure that this is the case.

Publications

Canadian Parks and Wilderness Society

MARINE PARKS AND CONSERVATION, CHALLENGE AND *PROMISE* **edited by** J. Lien and R. Graham. 1985, 440+ pages, maps, illustrations, photographs, $24.95.

NATIONAL PARKS AND *NEW INITIATIVES IN BRITISH COLUMBIA by* **Shelagh Stiven** and Bruce Downie. 1985, 39 **pages,** maps and photographs, $5,00.

THE LAND SPEAKS: Organizing and Running *an Interpretation System* by Y. Edwards. *1980, 85* pages, line drawings, $5.00.

THE PARK BUFFALO by S.C. Ogilvie and R.C. Scace. 1979, 69 pages, maps, black and white and **color** photographs, **$5.00.**

WILDERNESS NOW **by Algonquin Wildlands League. 1980, 72 pages,** maps and photographs, $5.00.

SNOW WAR: An *Illustrated History of Rogers Pass, Glacier* National *Park, B.C.* by J. Woods and **J.S.** Marsh. 1982, 52 **pages,** maps, numerous photographs, $5.00.

PARK NEWS *INDEX: Volumes 1-17, 1965.1981* **compiled by Jean and** James Soper. 1983, 48 pages, $5,00. .

WILDERNESS AND *THE ARTS,* **special theme** issue of park *News* edited **by J .,S. Marsh.** 1982, 42 pages, black and white and color photographs, $2.00,

SPECIAL NORTHERN EDITION: PARK NEWS edited **by** J, Theberge. 1983, 41 pages, maps, photographs, line drawings, **$2.00.**

PARK NEWS – QUARTERLY *JOURNAL OF THE CPAWS. Available with a* CPAWS membership,

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NOTICE

CPAWS Annual Conference and Business Meeting

September 18-20, 1987
Regina, Saskatchewan

THEME: Prairie Wilderness

*-come and discuss the future of Prairie Wilderness at Friday's opening panel of speakers.

- come and hear more about the future of Grasslands National Park on Saturday.
- come, explore and birdwatch at Lost Mountain Lake Wildlife Area on Sunday's field trip.
- come and vote about your Society's affairs at the annual business meeting.

This conference will be held in co-operation with the Prairie Chapter of the Canadian Association of Geographers.

FOR MORE INFORMATION, PLEASE CONTACT:

Merv Hay, Chairman, Prairie Chapter, CPAWS
Box 914, Saskatoon, Saskatchewan S7K 3M4

Northern Irony:

The Uncertain Future of Alaska's Arctic National Wildlife Refuge, and Canada's Migratory Arctic Wildlife

Stephan P. Fuller

The United States Department of Interior (DOI) is presently reviewing a draft Environmental Impact Statement (EIS) which suggests that the northern coastal plain of the Arctic National Wildlife Refuge (ANWR) could be opened to allow full petroleum leasing and potential development. This proposal would, in the opinion of the United States biologists who authored the EIS, cause major negative impacts on the Porcupine caribou herd, migratory waterfowl, regional polar bear populations, muskoxen, and significantly diminish the wilderness characteristics of one of the largest wilderness areas remaining in North America. Each of the species of concern have both intrinsic and utilitarian value to Canada, and it is disturbing that, although the species are shared with Canada the EIS does not acknowledge the potential for serious negative effects on Canadian users and on wildlife shared by both countries.

Since 1960 the extreme northeastern corner of Alaska has enjoyed some form of protected area status. But in 1980, when the *Alaska National Interest Lands Conservation Act* (ANILCA) was passed (increasing the size of ANWR to 19 million acres) a section of the coastal plain was not assigned wilderness status under the United States *Wilderness Act.* Provisions under Section 1002 on ANILCA allowed strictly controlled petroleum exploration (surface seismic) to continue. in an effort to delineate potential subsurface geological structures that may contain oil. Additional biological studies were undertaken, and the legislation dictated that an environmental statement must be submitted to the United States Congress before the long term future status of the coastal plain be determined.

Using a computer model and the seismic evidence. the United States government estimates that there is a 19 percent chance of discovering a supply of recoverable oil (estimated to cost 33 dollars U.S. per barrel to produce). If oil is discovered, the model predicts that the most likely size of a deposit would be 3.2 billion barrels, approximately 200 days supply for the United States in the year 2000.

On the other side of the equation the biological and socio-economic consequences of allowing full development to proceed on the so-called "1002" lands are estimated by the United States investigators to include:

- the potential loss of 78 percent of the core calving area of the Porcupine caribou herd, causing a potential for a 20 to 40 percent decrease in the size of the herd, which spends most of its yearly cycle in Canada. but calves in Alaska;
- a significant decrease in the size of the regional muskox population, which has been repopulating the northern Yukon (having been hunted out late in the last century);
- a major loss of wetland staging habitat for the internationally significant snow goose population, which breeds on Banks Island in Canada and provides for both subsistence and sport hunting through western North America;
- a major loss of wilderness value in one of the world's last great wild places;
- and the potential loss of subsistence resources for many of the aboriginal peoples of northern Alaska (Inupiat, Loucheux) and Canada (Inuvialuit, Loucheux).

It is also important to stress that the Arctic National Wildlife Refuge lands are the only portion of the Alaska arctic coast that are protected for conservation purposes. All the rest of the north slope is open to exploration and, in fact, a large portion is a different, and somewhat novel, type of protected area; a Strategic Petroleum Reserve.

Irrespective of one's opinion about the tradeoff that is proposed by the U.S. Department of Interior, it is the lack of consideration of the petroleum operations effects on Canada which is particularly disturbing. Impacts are discussed solely on the basis of the direct and indirect effects in Alaska. Effects in Canada have not been assessed, and the evaluation of the significance of the effects is based solely on criteria determined to be important to the people of Alaska, not Canada. This point becomes critical when one realizes that the draft EIS identifies major impacts on four transboundary species which have direct economic importance to villages such as Old Crow, Yukon, and Aklavik and Fort McPherson in the Northwest Territories. No organization or agency in Canada was consulted during the preparation of the EIS.

It is also disturbing to Canadian interests that the potential exploration and development activities on the coastal plain are assessed in an apparent vacuum, not acknowledging the almost simultaneous proposals for exploration of offshore areas. A completely separate evaluation of the environmental effects of offshore industrial activity is being publicly vented in completely separate sets of public hearings. It presents a frustrating and difficult situation for governments in Canada.

Environmental, native and government interests in the north are generally in agreement that the proposed oil and gas development should not be permitted to take place within the wildlife refuge. The Yukon Legislative Assembly passed a unanimous motion on December 3, 1986 to express serious concerns to U.S. and Alaskan officials. Subsequent strong representations were presented by government officials in public hearings in Kaktovik and Anchorage, Alaska, Washington D. C.. and Ottawa. Native interests from both Alaska and the Yukon and every major envir-

onmental organization in the U.S. have also mounted lobby efforts.

Notwithstanding this unanimity. there are many signs that do not bode well for a pro-conservation regime along the Alaska North Slope, The Department of interior had to be taken to court by Trustees for Alaska. a group of environmental lawyers. in order to allow the public hearings process to occur at all. Now that the hearings have occurred the agency has scheduled only 60 days to consider the voluminous testimony that occurred. and make final recommendation to the U.S. Congress.

While the draft impact statement is quite fair in its identification of major impacts (for Alaska at least), the executive summary of the report which was written by senior DOI officials, rather than by the U.S. Fish and Wildlife Service (who actually prepared the EIS) attempts to suggest that no net loss of habitat quality will occur — a direct contradiction of the technical evaluation.

There is also a continued effort by the oil companies involved. and the Alaska government. to suggest that the now extensive experience with relatively sound oil drilling practices at Prudhoe Bay to the west of the refuge proves that no serious negative consequences will occur from new drilling (again a contradiction of the draft EIS). The companies fervently point out that the Central Arctic Herd has actually increased in size, and consistently imply that drilling is not only benign but actually good for caribou.

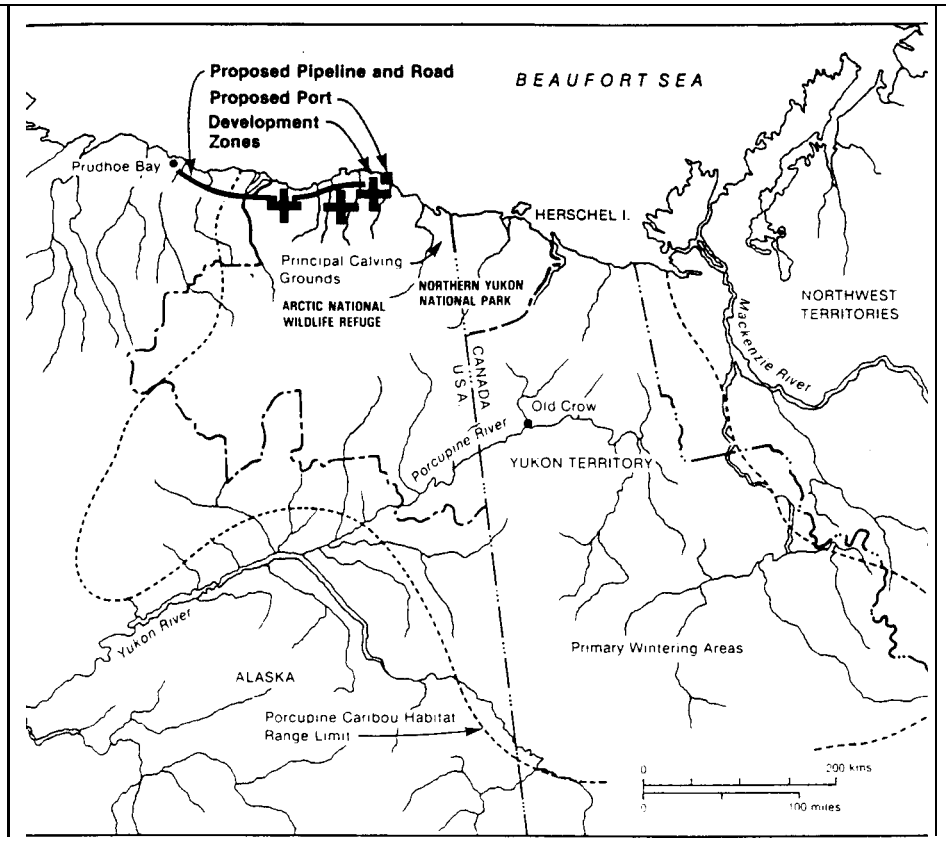
Although the Central Arctic Herd (CAH) results make for good public relations, the biological realities just aren't analagous. The CAH has increased because natural predation has dropped dramatically and the Prudhoe Bay developments did not occupy the calving grounds of the herd. In the case of the ANWR coastal plain, however, the Porcupine caribou herd has little alternative calving habitat available, and the developments are proposed in the prime habitat lands. The pro-development argument also commonly ignores the potential effects of development on other parts of the caribou range. These differences in biological data are well known, but in recent hearings on the future of the ANWR lands in Anchorage a continuing line of oil industry representatives stated that the Prudhoe Bay experiences ensured that no negative impacts would be felt by the Porcupine caribou. It is the irresponsible effort of the oil industry, which places greater emphasis on perception than fact, that is so disturbing.

In view of the reluctance of the Reagan administration to allow enough time for a full public analysis of the draft ELS, the "disinformation" campaign mounted by industry and the overly enthusiastic approach used in writing the executive summary of the Environmental Impact Statement. it is the considered opinion of groups such as the Wilderness Society that the real battle for protection of the ANWR lands will be fought, not on the basis of technical data, but on the floor of the United States Senate.

In lieu of having decisions based on the exposition of fact in the draft EIS. the vagaries of the U.S. political process become quite significant. According to

Porcupine Caribou herd

(CPAWS files)



The international *range of the Porcupine Caribou herd*

the present schedule, the Department of Interior will issue its recommendations to the United States Congress by the end of March 1987. Congress then has three choices; to support the Interior recommendations and pass legislation to allow development; to support pro-wilderness options as they see fit; or to do nothing, in which case the status quo would prevail (no development, but limited long term protection). For any action to be taken, both the U.S. House of Representatives and the Senate must agree on any action, and then the President must also approve (another problematic event in this instance).

In the past, prior to the passage of *ANILCA* in 1980, the House of Representatives passed strong bills to add all of ANWR to the United States Wilderness Preservation System, but the Senate was less willing, adding the 1002 clause which led to the present situation. With the present split of political influences in the United States Congress one can well imagine a similar result. causing significant delays.

Another potential occurrence involves the introduction of separate competing legislation by pro-conservation interests in Congress that ignores the Interior recommendations entirely. With competing bills, both would be referred to committee to determine if a compromise is possible. On January 9, 1987, Morris Udall introduced just such a pro-wilderness bill, significantly complicating the situation. (It is important to point out that in this instance, full wilderness status for the ANWR lands would continue to allow for native subsistence uses — a justifiable and sensitive exception.)

The great irony of all of this strategizing is that Canada, after taking far longer than the United States to put together a reasonably systematic land and resource management regime comparable to ANWR, suddenly finds itself in a situation where our portion of the Porcupine caribou herd range has more protection than the U.S. side. These measures include Northern Yukon National Park. the North Slope Wildlife Management Advisory Council, the Inuvialuit screening and review processes and various game management and research boards.

Until 1984 the situation was substantially different, but when the land claims agreement with the Inuvialuit peoples around the Beaufort Sea was signed into law we gained a new national park in the northern Yukon and a new territorial park at Herschel Island. For the rest of the Yukon's north slope the same *Western* Arctic *(Inuvialuit)* Settlement Act prescribes special environmental screening and review processes with guaranteed native participation. In addition, there is a special Wildlife Advisory Board, an Inuvialuit Game Council, and a NWT-based land use planning process for the Mackenzie Delta area, that have conservation as their principal theme. Through these various mechanisms the legitimate subsistence and related economic interests can be meshed with habitat and wilderness protection.

To the south of the divide between the north slope of the Yukon and the Porcupine River basins there are similar positive developments which will aid in the protection of the Porcupine caribou herd and other resources. A land claims settlement for the Loucheux peoples of Old Crow appears imminent and it will likely prescribe an extension of the southern boundary of the North Yukon National Park as well as lands for the subsistence use of the Old Crow people, such as the muskrat trapping area in the Old Crow flats. Special environmental assessment and land use planning provisions are also close to agreement among the various negotiators. With such structures in place a well integrated conservation regime will be realized for the northern Yukon.

In 1985 the various native interests, the two territorial governments and the federal government signed a Porcupine Caribou Herd Management Agreement which sets out the rights and responsibilities of various parties with respect to the Porcupine herd (when it is present in Canada). A Management Board was established to oversee research activities, to ensure fair harvest allocations and to monitor the health of the herd. This Board is the most tangible evidence that Canada has its conservation act together.

Now, of course, we are faced not only with a considerable threat to the viability of the Porcupine herd, but with a series of transboundary resource management issues which will require full bilateral co-operation to resolve. Caribou, bears. muskoxen. geese. and salmon are all threatened by the industrial development proposals extant in Alaska. The future is exceptionally uncertain and all interests in Canada are clearly going to need to redouble the effort to protect the remarkable wilderness resource of northern Alaska and the Yukon, in perpetuity.

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Kayaking Ellesmere's Coast

Steve Barnett

Reprinted from the *Northwest Explorer,* Winter 1986.

Basking in continua/ sunlight. (Jim AlIan')

Friends who had been there told me. "Don't let Resolute discourage you. Ellesmere is great!" How right they were. From the wind, rain, and snow that continuously pelted the desolate gravel plains of Resolute, I was transported in a few flying hours to an Arctic oasis where it was warm enough to bask in the sun in shirtsleeves at 'midnight. Carpets of wildflowers rimmed the skirts of mountain glaciers at 80°N. 1 was 480 kilometres north of Resolute, and only .320 kilometres south of the Pole.

1 was traveling with a crew of adventurers led by Jim AlIan of Ecosummer Canada Expeditions, pioneers in the exploration of the Ellesmere coast by kayak, It was a cohesive, adventurOUS, hard-working group, as you might expect of people who choose a vacation amid ice floes and walrus rather than palm trees and sand beaches.

Why had they chosen the Arctic? Their reasons were as varied as the group itself. Phil, a college dean, wanted to explore in the footsteps of a distant relative who'd been here 70 years before. Several group members had kayaked with Jim's outfit in the Queen Charlotte Islands, and had been intrigued by the challenge of Ellesmere. Others were inspired by Barry Lopez's book, *Arctic Dreams.* A Canadian surgeon said. "It's something every Canadian should do. Living in Canada, one *bus* to go to the Arctic. It seemed an ideal way to do it — in a kayak, which is the native craft. "

Jerry. a thoughtful, quiet journalist, said. "Ellesmere is the jumpoff for North Pole expeditions — one of the farthest-north places in the world. and has a reputation for being spectacularly scenic. It's got a certain mystique other parts of the Arctic don't have. "

Sea kayaking is the classic way to explore the Arctic coastline. an extension of the long tradition established by the inventors and early masters of

The classic way to explore the Arctic coastline. (Barb Souther)

the kayak, Thule Inuit. Europeans. like Norway's Fridtjof Nansen at the turn of the century, used kayaks in parts of their Arctic explorations.

Traveling by kayak allows you intimate contact with the sea ice, and with every nook and cranny of the coastline. You get great views of icebergs and wildlife.

Ellesmere's interior is covered with ice caps and soaring mountains. Glaciers slither down from the ice caps, plunging into salt water in countless fiords. In places, the fiords are so deep the island is nearly cut in two. The combination of mountains and sea is spectacular.

The steep fiords protect paddlers from storms, and the sea ice keeps large waves from forming. At the end of our trip, in fact, my experienced paddling partner Sharon told me, "YOU still haven't been sea kayaking!"

She meant I hadn't yet been scared silly by rough seas and huge waves!

Ellesmere is one of the greatest wilderness areas left on Earth. There's only one community, Grise Fiord, on the whole huge island (fifth largest in the world), and that's only been there since the 1950s. But in past periods of more moderate climate, Ellesmere supported a considerable population. We found the remains of camps of the Thule people, who lived by hunting sea mammals — bowhead whales, seals, and walrus. Whalebone used for roof-supports in their stone-paved pit houses still gleamed white a thousand years later.

And we found numerous tent rings of an even earlier people, the Dorset group, who lived here more than a thousand years before the Thule. There are also possible relics of Viking explorations, and perhaps settlements, at a few places along the coast.

In our kayaks. we could explore the richest wildlife environment in the Arctic, the edge of the sea ice. While Arctic lands support less life than places farther to the south, floe edges are impressive cradles for living things. Forests of algae, fed by 24-hour daylight, flourish in open water and under the pack ice, These feed krill-like crustaceans which in turn feed fish, birds, and sea mammals. Rich beds of clams are the main source of food for walrus, which graze along the sea bottom. eating only the necks and feet of the clams.

Walrus were a major source of excitement for us as we cruised through the small ice floes and bergs along the coast. They like to crowd together and bask on small floes, and their groans, moans, and belches carry a long way over a still water surface. There was some danger, since walrus will attack a kayak without provocation.

Our leader recalled the time his group was eating on an ice floe when a walrus leapt aboard and charged right through their lunch. Another time, a delinquent juvenile swam under one of the kayaks, turned on its back, and raked the cloth bottom with its tusks. We were torn between curiosity and fear: we wanted to get a good look at the ungainly tuskers as they lay on floes, but we knew we had to keep our distance from the animals, especially if they were in the water. To our relief, though, the walrus ignored us.

Kayaking through bergs and floes is a passage through fantasy forms that constantly change. You never know what you'll find around the next corner. The nooks and crannies in the ice, the towers and strange shapes, combine with the low sun at midnight to make this one of the most other-worldly environments possible.

You can never be sure what route you'll take from one point to the next, because a change in the wind can empty a fiord of ice, or pack it full, in a matter of hours. We were always trying to pin Jim down about our exact schedule, but he'd never commit himself. We had to adapt to ice conditions as we found them.

If we ran into a roadblock, we would land, eat lunch, and scout the ice from high cliffs along the shore; we'd camp if there was no route visible.

Once we waited four hours and gave it another try. We paddled through narrow leads between the floes, till we were blocked again. The obstacle was a thin channel, too narrow for a kayak, but beyond it lay open water, as far as the eye could see. Jim nosed his kayak into the channel, brushing heavy ice away with his paddle. The huge floes seemed immovable, but the current made by his paddle floated them apart slowly, inch by inch. We squeezed the kayaks through. We'd learned to have more patience and confidence in dealing with the ice.

As we neared our destination, the airstrip at Flagler Bay, we ran into a solid plug of ice, running completely across the fiord. We explored it from end to end, as walrus surfaced, blowing and belching, all around us. We could find no way to get through. And we'd come too far to turn back. There seemed no alternative but to portage many kilometres along the steep, rough shoreline.

We carried our boats and supplies on our backs to our first camp, at low tide. We hoped high tide that evening would allow us to line the kayaks to the final camp. A channel did open up right along the shore as the tide rose. After the hard portage of the afternoon, it was an extraordinary relief not to have to carry the boats, which were murderously heavy and awkward, even when collapsed and packed into bags.

We didn't spend all our time paddling. We had plenty of opportunities for photography and wildlife watching. From each of our coastal camps, we hiked inland, and to places along the shore that were unreachable by kayak because of pack ice. The never-ending daylight of the open tundra lets you hike wherever and whenever you please.

The late hours, bathed in the sublime light of the midnight sun, are unforgettable. One day, I left camp at 4 p.m. to ski a glacier up to a nearby peak. Eight hours later, I stood at the summit, taking in the view, as sunlight glinted on the fiord below. Then, just after midnight, I began my long, glorious run back down.

The land here isn't teeming with wildlife, but Ellesmere's mosses, lichens, grasses, and dwarf shrubs support a small population of muskox and caribou. Polar bears, terns, and gulls thrive on the rich coastal sea life. The tundra is a good place to see and approach a variety of animals and birds. There are black-tailed weasels, Arctic foxes, Arctic hares, lemmings, Peary caribou, snow buntings, ptarmigan, oldsquaw and eider ducks. sandpipers. snow geese. red-throated loons, glaucous gulls, and black guillemots.

All large animals have to be treated with respect. Irascible muskox bulls, like walrus. will sometimes charge humans. Polar bears regard humans as a potentially tasty lunch.

We kept a gun close at hand at all times, but this summer the bears were concentrated on the ice edge to the south. We never met one face to face.

Our Ellesmere trip took just two weeks, but it gave us a taste of what so fascinated Fridtjof Nansen and other explorers. Threading our kayaks through towering icebergs and pancake floes, gliding under glacier-hung mountains, skirting walrus herds and silent, bearded seals, we had explored the world's true wilderness.

Conserving Nunavut Through The Settlement Of The Inuit Land Claim

Terry Fenge

"Throughout northern Canada and the northern circumpolar world. old peep/es in ancient homelands are seeking new status and new means to control their lives and their territories The front-lines of this struggle are conservation policies. "

Peter Jull

Introduction

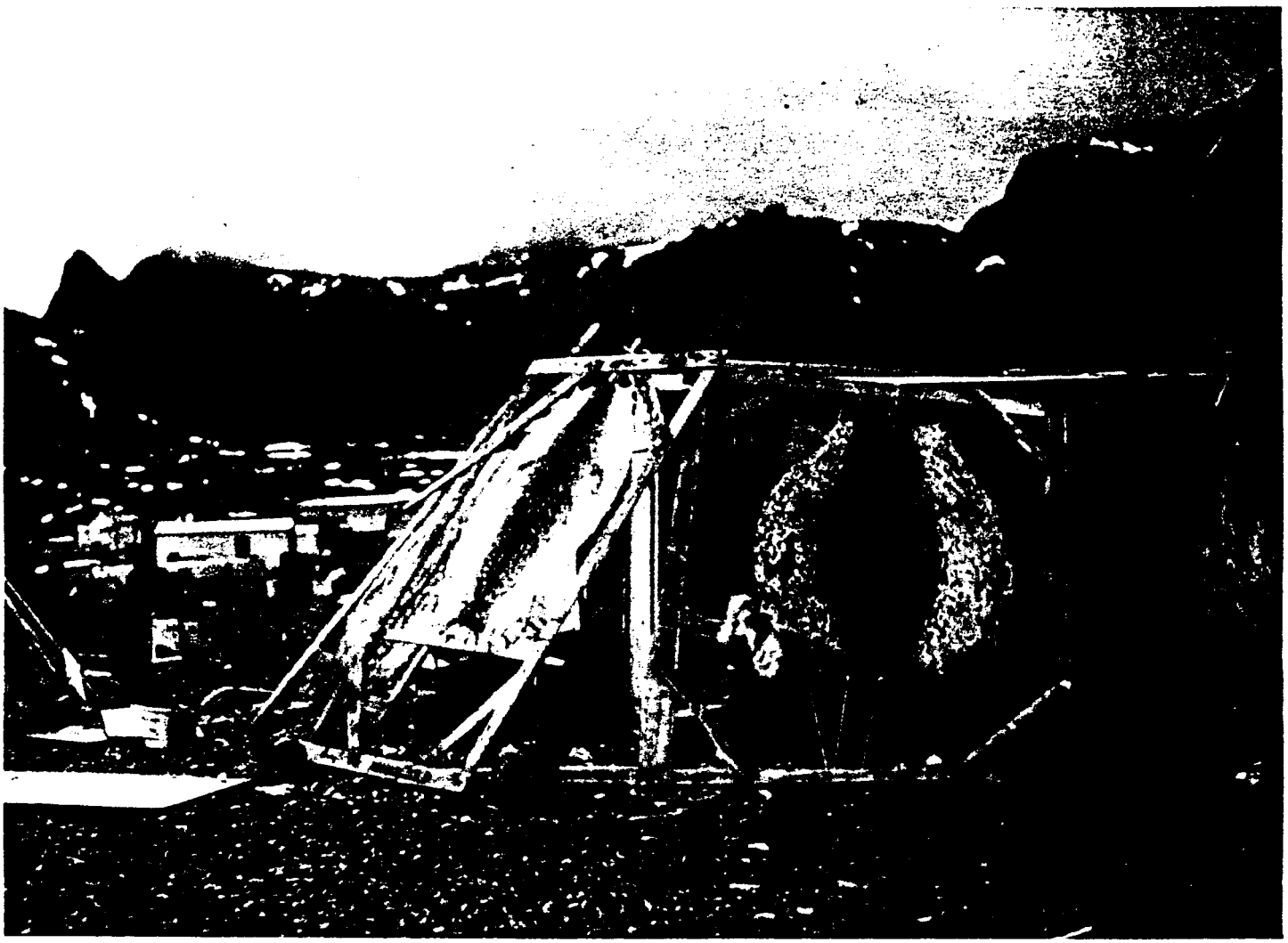
Little has been done in the last 10 years to effectively preserve and conserve the wildlife, wildlife habitat and landscape of Canada's two northern territories. Conservation reserves in the Northwest Territories (NWT) are mere vestiges of the Arctic Islands Game Preserve that, at its height in the mid 1940s. covered most of the NWT.[1] Unfortunately, the federal Department of the Environment (DOE), with the mandate to conserve environmentally significant areas (ESAS) in the North, seems to have lost interest in this vast region now that oil and gas mega-projects here have been shelved. Only four years ago, DOE trumpeted its vision for the North[2] which included protection for 136 "special places".[3] Yet two years later, in 1985, the highest profile conservation agency within DOE, Parks Canada, quietly eliminated its northern parks establishment division notwithstanding its 1978 plan to designate at least six new national parks in Yukon and the NWT.

Successive federal governments and, in particular, ministers of the Environment and Indian Affairs and Northern Development (DIAND), have promised repeatedly to conserve the North but have achieved little. Moreover. those very few areas that have been conserved in the last 10 years, such as Northern Yukon[4] and Polar Bear Pass[5], became the subjects of bitter conflict between competing interests and government agencies due, in part, to the ham-fisted way in which DOE and DIAND carried out public consultation to determine the future of these sites.

Many interested observers in the South still look for action by federal agencies to conserve more land in the North and, in particular, to designate additional national parks there. Such advocacy by environmental and conservation groups is not misplaced, but politicians and civil servants are guided now by the federal government's priority to reduce its budget deficit. Proposals to establish new northern conservation re*serves* are unlikely to be viewed sympathetically by the federal Treasury Board. In this current period of fiscal restraint, it will be difficult not only to conserve more land in the North, but also to keep that which is already conserved.

In early December 1986, the Minister of Indian Affairs and Northern Development released the long-awaited, Cabinet-approved, Northern Mineral Policy.[6] This policy promises a "review" of the migratory bird sanctuaries, game sanctuaries and sites of ecological importance in the North, identified by scientists working under the International Biological Program in the 1960s and 1970s.[7] The language of public policy is often beguiling, and to capture its intent it is sometimes necessary to read between the lines. For example, the promised review of northern migratory bird sanctuaries is "to ensure that the lands they contain are necessary to achieve the conservation objectives for which they were established. "[8] This sounds harmless enough, but those attuned to the Ottawa version of doublespeak know that "review" is a euphemism. The intended effect of the Northern Mineral Policy will be to reduce the size of existing conservation areas and to make it more difficult to designate new ones. The Northern Mineral Policy reflects the advocacy of the mining industry but. more important. it is a statement that reflects accurately the federal government's land use priorities for the North in the current period of financial restraint.

If in the next few years we rely solely upon government agencies in Ottawa to conserve the North, very little is likely to be accomplished. However, we need not accept this gloomy prognosis. for there is another vehicle to conserve



The Community of Grise Fiord: Lifestyle tied to renewable resource harvesting. (R. Riewe)

the North's wildlife, wildlife habitat and landscape: the settlement of the aboriginal people's land claims. This article shows how the settlement of the Inuit land claim can be used to conserve the eastern and central arctic.

The Mystery of Land Claims

To many people. land claims conjure up images of aboriginal peoples demonstrating against logging in the Queen Charlotte Islands or protesting about oil and gas exploration and development in northern Alberta and the Mackenzie Valley.' Most people in Canada's southern cities would be hard pressed to expand upon these initial images. This is not too surprising because land claim negotiations are confidential — and the resulting agreements-in-principle are made public only prior to parliamentary scrutiny and approval, Nevertheless. the basis to land claims is quite clear. It involves a dispute over land ownership between the federal and some provincial governments, and many aboriginal peoples.

Indians and Inuit in northern Canada have aboriginal title over land, freshwater and oceans they have traditionally used and occupied. These peoples have not been conquered by an alien power. nor have they ceded or surrendered legal title to "their land" through treaties to the Canadian government or its predecessor. the British colonial government. Nevertheless, the federal government has maintained that it owns the land in northern Canada, and thus disposes of it as it sees fit, with little regard for aboriginal title. The assertion of aboriginal title by aboriginal peoples, and its acknowledgement in 1973 by the Supreme Court of Canada in the justly famous Calder case, created legal uncertainty in the federal government's ability to dispose of land and to develop natural resources.'0 Inuit and

Butchering a muskox (R Riewe)

other aboriginal peoples have threatened court action to remove unwanted developers from "their land" and have, on occasion. carried out these threats. Canadian courts have been of marginal use in resolving land ownership disputes arising from the assertion of aboriginal title — so both the federal government and most aboriginal peoples have agreed to resolve these disputes through negotiations.

The federal government's goal in entering land claim negotiations has been to clear title to land by extinguishing aboriginal title, and to offer in exchange clearly defined rights; ownership of some land traditionally used and occupied: and cash compensation for past use and enjoyment of land and as a consideration for its surrender. [11] This policy guided federal land claims negotiators from 1973 until late in 1986 when Cabinet approved amendments that abandoned blanket extinguishment of aboriginal rights and title to land as a condition to settlement. and replaced it with the less onerous condition of "clarification" of title to land. [12] This change in policy should be of great interest to those who would like to see more conservation areas and more rigorous conservation and management of renewable and non-renewable resources in the North.

The old land claims policy envisaged straightforward cash for land deals and offered aboriginal peoples only advisory roles in managing natural resources on land they had traditionally used and occupied. In the two land claim settlements achieved under this old policy — James Bay and Northern Quebec;[13] and the Beaufort Sea region in the Western Arctic" — government maintained unfettered its authority to dispose of and to develop land. The newly amended land claims policy is far broader. It permits aboriginal peoples to share the royalties and revenues derived from non-renewable resource development and it endorses their direct involvement in deciding how renewable resources are to be conserved and developed. The federal government has, at last, agreed to share decision-making authority with aboriginal peoples.

The new land claims policy should lead to imaginative and far-reaching land claim settlements that may include establishment of federal and territorial conservation areas. This is more likely to be so if two conditions are met. First. conservation areas must support and enhance the still vibrant renewable resource harvesting lifestyle and economy of northern aboriginal peoples. Second, settlement legislation must endorse joint management of conservation areas by government agencies and aboriginal peoples. This is not a pie-in-the-sky hope. The 1984 legislation that settled the Inuvialuit land claim in the Beaufort Sea region established the Northern Yukon National Park, the first full-fledged northern national park since 1922.'[5]This is a valuable precedent, which, moreover, was achieved under the more restrictive land claims policy of the 1970s and early 1980s. The new land claims policy should be a more attractive vehicle to conserve environmentally significant areas in the North.

Sealing: Conservation areas must support traditional hunting activities. (R Riewe)

What Do Inuit Want?

This is not a simple question to answer and may be presumptuous even to pose. Nevertheless, since the mid 1970s, Inuit have sought to divide the NWT into two new territories. The eastern territory — Nunavut — would be an Inuit "homeland" with a territorial government more likely to reflect Inuit values, goals and traditions than the existing government of the NWT. " The Inupiat-dominated North Slope Borough in Alaska and the Home Rule Government of Greenland are two examples where Inuit effectively control their own destinies. These examples have spurred Canadian Inuit to harbor similar aspirations. Land claim negotiations, while supporting the goal of establishing Nunavut, are also motivated by three additional objectives: to ensure that the land and its animals are effectively conserved: to ensure that non-renewable resource development in Nunavut not only benefits Inuit socially and economically, but also only proceeds when and where it is not detrimental to renewable resources: and to ensure Inuit share authority with government to determine the scale, pace and timing of natural resource use,

Inuit have chosen two main avenues to achieve these three objectives. First, they are attempting to put in place *new* institutions and decision-making processes to conserve and manage the terrestrial and marine resources of Nunavut. These institutions will bring together representatives of federal and territorial government agencies and Inuit to make decisions about resource use. Eighteen agreements-in-principle between the Tungavik Federation of Nunavut (TFN) which represents the Inuit of the eastern and central Arctic, and the federal government have been signed to date, and most deal with natural resource conservation and management. Land use planning and rigorous evaluation of the impacts of non-renewable resource development will be assured through these agreements-in-principle. Inuit intend the resource management institutions established through the land claim. such as

the proposed Nunavut Wildlife Management Board, Nunavut Water Board and Nunavut Impact Review Board will cooperate closely to manage the natural resources of Nunavut in an integrated fashion and implement principles of resource conservation. [17]

Second, Inuit will retain as fee simple owners an as yet undetermined amount of land from the huge area they currently and traditionally have used and occupied (see Figure 1), and over which they have aboriginal title. Land not retained by Inuit will be retained by the Crown. It has already been agreed-in-principle that Inuit will retain land for a wide variety of uses to promote their economic self-sufficiency. [18] So, Inuit may attain undisputed title to mineral and perhaps hydrocarbon-rich land as well as to areas important for wildlife and for hunting, fishing and trapping.

Time and again Inuit have made it clear that conserving the land and its wildlife is of central, in fact, overwhelming importance. Inuit also know that conserving wildlife habitat through conservation reserves alone is of limited value when key species, such as barren ground caribou, migrate thousands of kilometres annually ignoring political boundaries. To conserve the North. conservation reserves must be implemented simultaneously with the establishment of new resource management institutions and by Inuit retaining land as fee simple owners. All three methods to conserve Nunavut can be accomplished through settlement of the Inuit land claim.

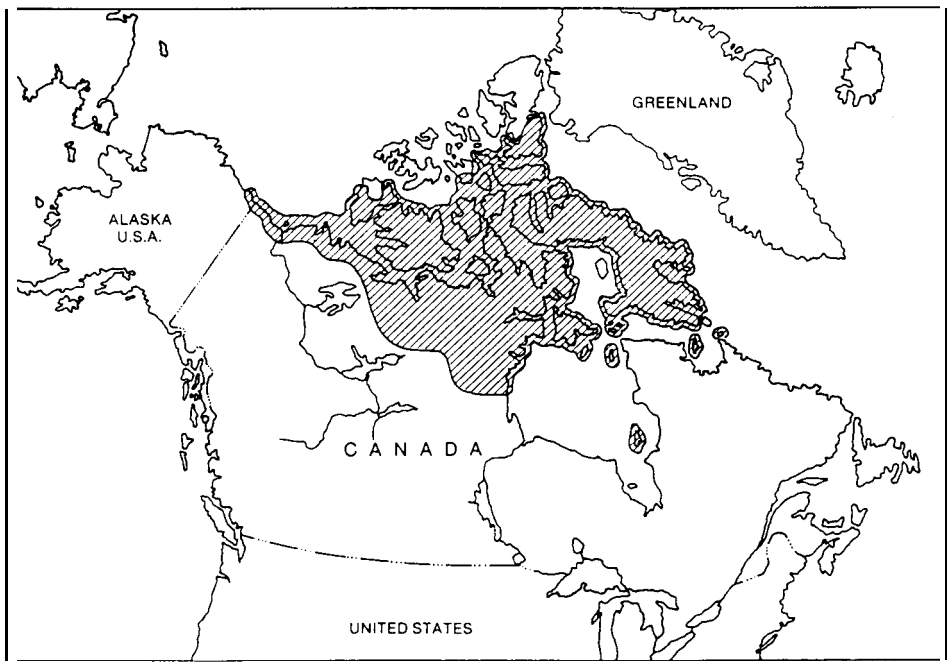
Conservation Reserves and Land Retention in Nunavut

Three of the 18 agreements-in-principle negotiated between TFN and the federal government deal with the establishment and management of national parks, territorial parks and other conservation areas. [19] These agreements-in-principle are quite detailed and commit the federal and territorial governments to specific actions. For example, the national parks agreement in principle requires the federal government to establish at least three national parks in Nunavut. [20] In addition, these agreements-in-principle oblige government to negotiate economic and social benefit arrangements with Inuit affected by proposed conservation areas. This will. hopefully, ensure that Inuit benefit from tourism and recreation. In any event, hunting, fishing and trapping by Inuit is to continue inside conservation areas and is to be managed by the proposed Nunavut Wildlife Management Board.

These three agreements-in-principle bind the designation of parks and conservation areas in Nunavut closely to the Inuit land claim. This binding will become closer still as land claim negotiations move from Inuit participation in land, water and wildlife management, to the crucial question of land ownership. Previous land claim settlements in the western Arctic and northen Quebec have confirmed aboriginal peoples' ownership of huge tracts of land. The Inuvialuit, for example, gained fee simple title to nearly 35,000 square miles of land through their land claim settlement.

Inuit realize that, upon legislated settlement of their land claim, they will own only part of the land they now use and occupy. While Inuit can retain land for various reasons and purposes, it seems likely that protecting key wildlife areas and places favored for hunting, fishing and trapping will be their major aim. This brings to the fore two crucial questions: Can national parks, territorial parks and other conservation areas fit into and support land uses by Inuit; and can a network of conservation reserves be established through the land retention negotiations? These two questions are closely linked. If Inuit answer yes to the first question, then ways and means surely can be found to get government to answer yes to the second question. The answers will likely vary from community to community, but Inuit will probably approach the first question cautiously and themselves ask how conservation areas can help them to increase their control over land. If Inuit are not able to obtain fee simple ownership of all the land they want or need, they may well turn to conservation areas to serve their interests. This seems to be what happened in negotiations between the Inuvialuit and the federal government that led to the establishment of the Northern Yukon National Park. Furthermore, the Dene Nation and Metis Association of the NWT are looking now at the proposed East Arm of Great Slave Lake National Park with a similar strategic eye.

Communities of Nunavut could themselves bring forward proposals in the land retention negotiations to conserve and to protect land under both federal and territorial statutes. Although this sounds like a simple principle it would be quite difficult to put into practice, because it would challenge directly those



SOURCE: BRODY, H.. "Land Occupancy: Inuit Perceptions in FREEMAN, M.M.R. (cd.), *Inuit Land Use* and Occupancy *Project, 3* volumes, Department of Indian Affairs and Northern Development, Ottawa: Ministry of Supply and Services Canada. 1976. p. 187.

FIGURE 1 Maximum Extent of Inuit Land Use in the Northwest Territories Within Living Memory

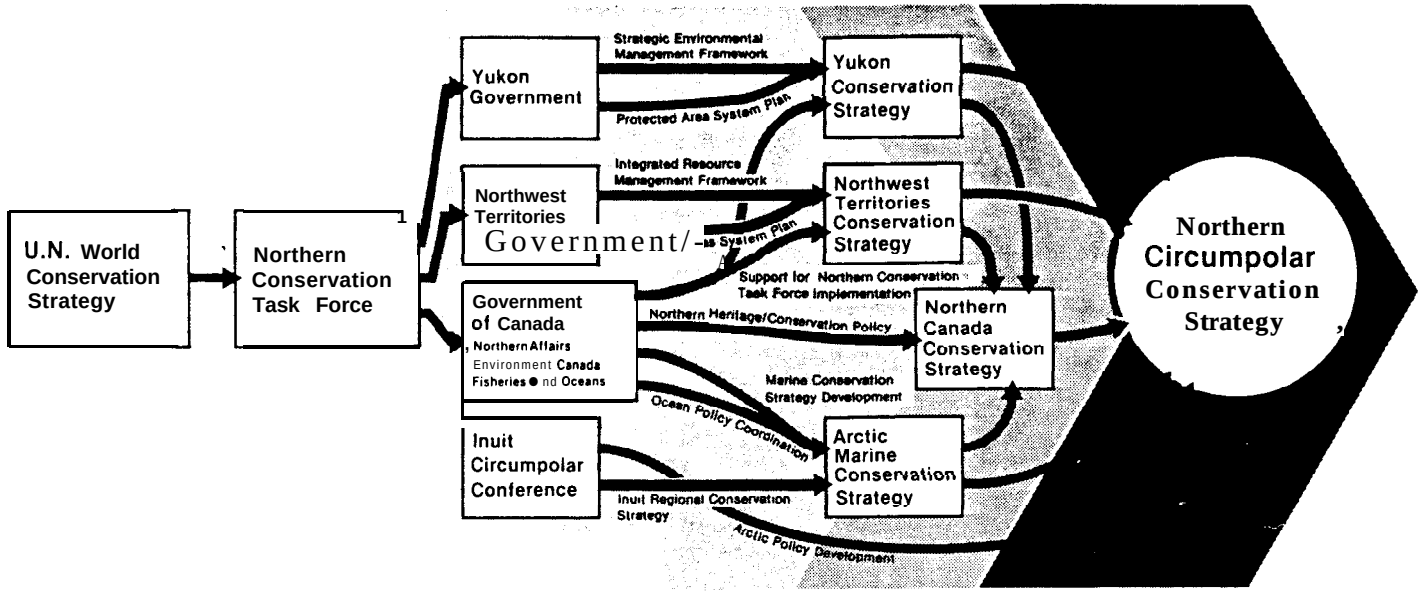


FIGURE 2: The Federal and Territorial Governments' Perception of Conservation Planning in Northern Canada.

federal and territorial government agencies that currently control the conservation areas agenda." Most conservation-oriented government agencies appreciate the wisdom of consulting communities about governmental plans to establish conservation areas — but few would reverse the roles. The government-dominated approach to northern conservation planning is well illustrated in Figure 2, a chart currently circulating amongst federal and territorial government agencies in Ottawa, Whitehorse and Yellowknife.

Difficult though it might be, a community-based planning approach to conservation areas is not far-fetched and could provide a once-and-for-all solution to the many sites that warrant conservation reserve status. A community-based approach to conservation planning is now being implemented with some success in Old Crow, northern Yukon. Before we recoil from the immensity of the task, it is useful to ponder experience in Alaska where, in 1980, over 100 million acres of land was added to conservation designations through the National Interest Lands Conservation Act, which itself emanated out of the 1971 Alaska Native Claims Settlement Act. " Most of these conservation proposals came not from civil servants but from citizens' organizations, aboriginal peoples, and communities.

The political, legal and social circumstances in Alaska during the 1970s were very different from those now in the NWT. Nevertheless, the 1980 National Interest Lands Conservation Act is a valuable model for it illustrates just what can be achieved through concerted government action brought about by settlement of land claims and the demands of citizens. The bottom-up model of conservation area planning that worked in Alaska in the 1970s could work in Nunavut in the 1980s, through the newly enhanced vehicle of land claim negotiations.

Ten years ago, Justice Thomas Berger presented to the federal government the results of his three-year inquiry into the environmental, social and economic consequences of a proposed gas pipeline linking northern Alaska with Alberta via the northern Yukon and Mackenzie Valley .[23] As is well known, Justice Berger recommended a ten-year moratorium on the proposed gas pipeline and expeditious settlement of the land claims of the Inuvialuit of the Western Arctic and the Dene of the Mackenzie Valley. It is less well known, however, that he also recommended government action to stimulate the North's renewable resource economy and to conserve key wildlife habitat through widespread use of conservation reserves. He understood how conservation reserves could serve the aims and objectives of aboriginal peoples and soften the antagonism between two competing views of the North, that of homeland and that of frontier. We must guard against historical amnesia for this vision is valid still.

Will It Happen?

A comprehensive network of conservation areas established through the settlement of the Inuit land claim could happen if we really want it to. Public policies are now in place that would allow it to happen in both the marine and terrestrial environments,[24] and the recent report of the Task Force on Northern Conservation urges this course of action. " Whether it will happen is entirely another matter. Resource conservation and development in northern Canada is, at heart, a jurisdictional issue that all too often pits the region's permanent residents, the Inuit, against the government of Canada whose perception of the North owes more to John Diefenbaker's northern vision of untapped mineral and hydrocarbon wealth than to the advocacy of Inuit and their political leaders. So the establishment of conservation areas is part and parcel of the long-term political battle through which northerners — Inuit, Dene, Metis and non-natives — are trying to wrest authority from Ottawa, and as such, it is subject to the ebbs and flows of this larger struggle. 26

It is no longer politically possible for any federal minister nor the federal government to run roughshod over northerners. The territorial governments

are now consulted fairly frequently by federal ministers, even on matters clearly outside territorial jurisdiction, and aboriginal peoples' leaders have better access to federal politicians than ever before. Yet this commendable broadening of the policy process has had a cost. With different ideas and visions of the North's future being articulated by more and more groups party to the policy process, it has proven difficult to achieve much, even after long years of effort. Also, the two processes through which northerners are gaining authority from Ottawa — land claim negotiations and political devolution to the Government of the NWT — are coming into conflict, causing a possible further delay in the resolution of conservation issues.

In summer 1985, Madame Blais-Grenier, then Minister of the Environment, signed with the Government of the Northwest Territories a Memorandum of Understanding about the territorial government's role in planning for northern conservation areas. Neither the Inuit nor the Dene were forewarned about this northern foray by the Minister of the Environment, and both objected vehemently, noting that conservation area planning should be handled through land claim negotiations. The Inuit pointed out that the Government of the NWT is nothing more than an administrative arm of DIAND, and suggested that the Minister of the Environment might just as well have remained in Ottawa and discussed matters with her cabinet colleague, the Minister of Indian Affairs and Northern Development.

Conclusion

Many barriers stand in the way of establishing new conservation areas in the North. Not the least of these is the Department of the Environment's declining interest in this region. Nevertheless. the agreements-in-principle initialled by TFN and the federal government provide the framework for conservation areas planning in Nunavut. The forthcoming land retention/land ownership negotiations. which may be conducted in northern communities, will determine which areas are to be owned by government and which areas are to be owned by Inuit. These negotiations could also identify areas for designation as conservation reserves and, most important, result in a commitment by both parties to their early establishment.

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The Canadian literature on aboriginal rights and land claims is largely written by lawyers for lawyers and is, therefore, exhausting, if not exhaustive. The following articles dealing with the aboriginal rights of Inuit are helpful to the interested observer and not too turgid: CUMMING, P., "Inuit Hunting Rights in the Northwest Territories". *Saskatchewan Law Review*. Vol. 38. No. 1. 1973-1974, pp. 251-323: HOOPER. A., "Aboriginal Title in the Northwest Territories" in CUMMING. P A. and MICKENBERG. N.H. (eds.). *Native Rights in* Canada. Indian-Eskimo Association of Canada. Toronto: General Publishing Company, 1972, pp. 132-166; CUMMING. P., "Canada's North and Native Rights" in MORSE. W. (cd.), *Aboriginal* Peoples and *the Law.* Ottawa: Carleton University Press, 1985. pp. 695-744,

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12. "Federal Comprehensive Land Claims Policy Announced", *Communique 1-8654*, Ottawa: Department of Indian Affairs and Northern Development, 1986.

13 The James Bay and Northern Quebec Agreement. Editeur officiel du Quebec. 1976.

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The new land claims policy notes: "The federal government is prepared to negotiate with aboriginal groups on matters relating to the harvesting and management of renewable resources in marine areas as well as on land. " Coupled with the recently unveiled policy for national marine parks, both the federal government and Inuit are now in a position to discuss the designation of terrestrial and marine conservation areas through the land claim.

TASK FORCE ON NORTHERN CONSERVATION 1984, *Report of the Task Force* **on** *Northern Conservation*. Ottawa: Department of Indian Affairs and Northern Development. 1984.

See FENGE. T., "National Parks to Conserve the Northwest Territories?". *Park News*, Vol 22. No. 2. Summer 1986, pp. 4-9. For a circumpolar perspective on the links between conservation and political development see JULL. P *Politics, Development and Conservation in the International North*, Policy Paper Number 2, Ottawa: Canadian Arctic Resources Committee. 1986.

Northern Images

Ed Struzik

Everyone has their favorite wilderness retreat. For some, it may be the' forest islands of the west coast where sky, fog, hills, and lakes blend into one landscape. Others like the crimson sunsets that cast long shadows over ski tracks on a Rocky Mountain trail. And there are those who swear that you've never really tasted the freedom of wilderness until you've walked through the arid, wind-swept plain of the Saskatchewan grasslands.

I like the North. I know that sounds like a mouthful considering that the North represents about one-third of the country's land mass. But I prefer places that you can't get to by road, places that require a lot of planning and a degree of skill and risk to get through. Maybe it has something to do with my own ego and the thrill of seeing places that few people will ever have a chance to. But moreso, I think, it's because the North is the kind of place where man's relationship with nature is still at the discovery stage. You may easily see a mountain goat or bighorn sheep in one of the southern mountain parks, for example, but you have to work awfully hard to see one up close in Kluane or Nahanni National Park Reserves. The animals there are just that much more wild. Or you can drive to Niagara Falls and view them from almost every angle, but the experience will never compare to a view of Virginia or Wilberforce Falls after you've canoed along the Nahanni or the Hood Rivers for several weeks.

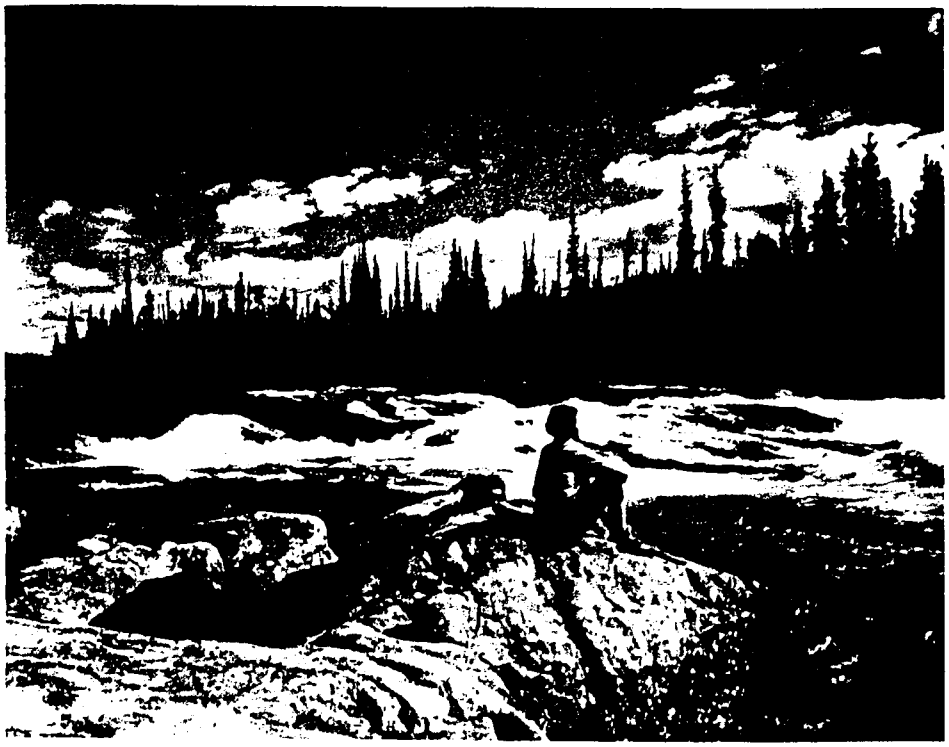
One such special place in the North is Polar Bear Pass, a narrow valley that stretches across Bathurst Island in the High Arctic. What makes this place so special is the abundance of life that thrives here in the middle of what is essentially a huge wasteland. The first time I visited Polar Bear Pass was on a ski trip in the Arctic. We had spent a week on the sea ice along the barren shores of Cornwallis and Little Cornwallis Islands. The only life we saw during that time was a single polar bear marching along a pressure ridge in search of seals basking in the sun.

Then we reached Bathurst Island.

They were tiny dots in the distance when my friends and I first spotted them; a large herd of muskoxen basking in the frigid – 30°C sunlight at the bottom of a very deep escarpment. We came within 10 metres (33 feet) of the creatures when a large bull, monitoring every one of our movements, signalled to the rest of the herd. Within seconds, two groups bunched together in their classic defensive positions — rears together in a half-circle. heads lowered and hooves nervously stomping the snow. Then they bolted up the hillside with the speed and agility of mountain goats, leaving a cloud of snow and a bleating calf behind.

It was a tremendous thrill getting so close to a rare and striking creature, especially after skiing for so long and not seeing anything. The magic of the place stayed with us through the following day when we veered north into the rugged hills that parallel Polar Bear Pass. We had no idea what to expect since the squiggly contour lines on the map were our only guide. What we encountered was a skier's paradise — hills of feathery snow the size of ten-storey buildings and mammoth cornices dangling dangerously overhead off the cliffs. Hoodoo-like formations sculpted into the sandstone gaped at us from above. We skied through this canyon like tiny

"Muskoxen in their classic defensive positions. "' (E. Struzik)



"The brilliant blue rapids of the Lockhart *River."* (E. Struzik)

miniatures. It was awesome, uplifting scenery.

There were signs of caribou, musk-oxen, wolves and arctic foxes everywhere. Up to 53 bird, 8 land mammal, and' 3 marine mammal species inhabit the area around this arctic oasis.

There are similar places throughout the Arctic. Yet none are the same. Some areas. like Northern Yukon National Park, provide habitat for huge congregations of animals like the over 150,000 caribou of the Porcupine herd. The marine environment of Lancaster Sound in the eastern Arctic is home to 85 percent of North America's narwhal population, 40 percent of the beluga whales and several million migrating seabirds of eastern North America.

The TheIon Game Sanctuary is another special place. When I decided to canoe through it last summer via the Hanbury and TheIon Rivers, someone who had once flown over it couldn't understand why. Between Great Slave Lake and Hudson Bay there is only rolling tundra — nothing more interesting than acres of monotonous cow pasture, she said.

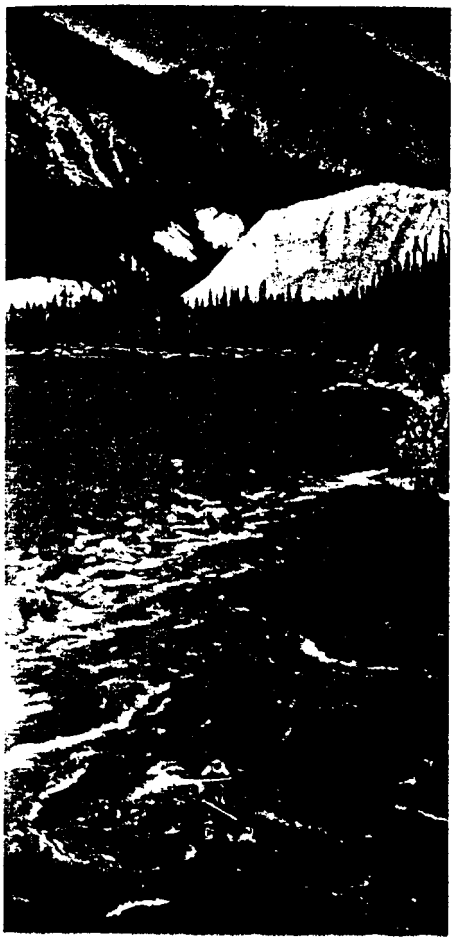
The first night of the trip, when we were camped on Hanbury Lake in miserable weather, I might have been inclined to agree. Certainly the clear, dark waters of the Hanbury paled in comparison to the brilliant blue rapids and waterfalls of the Lockhart River in the proposed East Arm National Park on Great Slave Lake. And the surrounding tundra landscape was not nearly as spectacular as the daunting cliffs around Wager Bay, another national park proposal on the west coast of Hudson Bay.

But the Lockhart is virtually unnavigable and only a fool would take a canoe into Wager Bay with its turbulent tides and reversing waterfalls. I was here to canoe and see some wildlife which the TheIon Game Sanctuary is famous for.

Any doubts I had about my choice of rivers were quickly dispelled the second day of the trip when 1 spotted a strange movement about a kilometre away from our tent. At first I thought my eyes were playing tricks on me, for the whole hillside was moving. But as I looked more closely, I discovered the hillside was completely covered with as many as 10,000 caribou, They were so tightly packed together that they looked like maggots swarming over a heap. When I turned to tell my partner, 1 was again distracted by a similar movement across the river from us; only this group was headed directly towards us. The 500 or 600 animals actually swam within 50 feet of our tent before they realized what lay ahead. After a moment's pause in the shallow part of the river, they all swam back to the other side. Within five minutes not a single animal could be seen anywhere around. It was so still and forlorn that we had some difficulty convincing four other canoeists who passed by moments later of what we had just encountered.

Floating along the Hanbury and TheIon Rivers was like that throughout the three week trip. One day, we

Historic Fort Conger on eastern Ellesmere island. (E. Struzik)



The Nahanni River. (E. Struzik)

Ellesmere – the quintessential northern experience. (E. Struzik)

were forced off the river while 10,000 caribou literally choked the entire channel. Another day. about 18 prehistoric-looking muskoxen stepped out from the tall grass towards the river bank to get a closer look at us: the larger one snorting at us as we drew close. By the end of the trip, we had seen more than 50,000 caribou, 200 muskoxen, three grizzly bears, a dozen moose (including one that charged us in the river), hundreds of swans. geese, rough-tailed hawks, peregrine falcons, and scores of other birds.

Human History

Neither the Dene Indians or the Keewatin Inuit live in the Thelon Game Sanctuary, but you can see signs of their presence and their past everywhere along the river. In one spot, it might be a tall inukshuk (stone marker); in another. several circles of stones used to hold down their canvas tents. For centuries. both groups — the Dene from the east end of Great Slave Lake and the Inuit from Baker Lake to the west — make an annual pilgrimage inland to intercept the unfailing migration of the Beverly caribou herd. Why they don't settle here year-round is a testament to the harshness of the climate and environment. By late August, the caribou have gone towards the south near the treeline and the muskoxen have grouped together to find shelter in the more secluded spots on the tundra. There is little life here in the winter and even less shelter against the blinding snowstorms. John Hornby, the famous British guide and northern traveller, learned about this the hard way when he and two companions wintered in a small cabin on the banks of the Thelon River. All three starved to death before summer arrived.

The St. Elias Mountains of Kluane National Park. (E. Struzik)

The remnants of Hornby's cabin still lie near the forested shores of the TheIon, but there is no official marker designating the site. and what little lumber is left is almost beyond repair. You see a lot of this throughout the North. That's what makes traveling there so exciting (however disappointing it is to see these historically. important sites go to ruin). On the east arm of Great Slave Lake, there's Captain George Back's chimneys, the last remains of the fort built on his journey down the Back River to the Arctic Ocean in 1832. And there's Fort Conger on the east side of Ellesmere Island. The three wood huts that still stand there today were built in 1899 by Commander Robert Peary during his fourth expedition to the Arctic in pursuit of the North Geographic Pole. Fort Conger is included in Ellesmere Island National Park Reserve.

Northern Baffin Island - hunting group near floe-edge. (E. Struzik)

Climate and Vegetation

On the surface. it seems almost ludicrous that Parks Canada would hope to establish a national park so far north on Ellesmere Island. But a combination of 24 hours of sunlight reflecting off the inland waters of Lake Hazen and Tanquary Fiord and the surrounding mountain peaks have created a thermal oasis during the summer months. Temperatures here in July and August are often as warm as places 1,500 kilometres (930 miles) to the south. You find this occurring throughout the North. The Nahanni River Valley, normally so cold and inhospitable from September to June, is often sweltering in July and August. Grise Fiord is, on average, several degrees warmer in summer than Igloolik, several hundred kilometres to the south.

Remarkably, there are about 70 frost-free days in some spots on northern Ellesmere Island. This lends itself to the production of lush, lakeside vegetation that cannot be found in places as far south as Yellowknife.

Although very few people have visited Ellesmere Island, the most logical method of travel during the summer months would be by foot from Tanquary Fiord to Lake Hazen with the occasional sidetrip along the way. There is legitimate concern, however, that increased visitation to the area will cause severe damage to the vegetation. It takes so long for plants to recover this far north that tire tracks left more than 25 years ago are still visible today.

Archaeology

As such, Ellesmere offers perhaps the quintessential northern experience, provided one can afford the high cost of getting there, the risk of long delays due to weather problems and a shortage of air flights. Most notable of Ellesmere's features are the many major archaeological sites. These provide the visitor with a rare glimpse of what life was like for the Inuit who lived here in previous centuries.

There is some controversy concerning how the early Inuit cultures came to this part of the world. The most popular theory suggests they settled during several migrations from the west on their way to Greenland. Another opposing theory argues that the area was visited only by Greenlanders who made sporadic hunting trips to the area. Regardless, many of the existing sites contain artifacts from different cultures and different times. Most of these consist of a circle of stones with a hearth located in the centre.

The People of Today

The Inuit rarely travel to Northern Ellesmere Island today, but there are many places throughout the North where visitors can meet Indian, Inuit or Metis people following a traditional lifestyle of fishing, hunting, and trapping. In summer, there's the Loucheux Indian fish camps on the Peel River near the Yukon/Northwest Territories border. Several spectacular canoeing rivers flow into the Peel from the Yukon. And stopping at one of these camps for a cup of tea has almost become customary.

Off the coast of northern Baffin Island in spring, Inuit families spend days, even weeks camped near the floe-edge of the ocean waiting for the seals and narwhal to swim by. The scenery is breathtaking if the weather is good. The dark blue ocean, the white snow and light blue sky, and the snowy mountains on the shore of Baffin Island combine to produce an unforgettable setting. Occasionally, the silence of the night under the midnight sun will be shattered by a group of narwhals or large bearded seal breaking the stillness of the waters.

While there's something extraordinarily exciting about traveling on your own in the North. I've found that accompanying an Inuit hunter, a Dene trapper or a Metis fisherman provides you with a perspective you might never develop on your own. One of the most memorable of my many trips in the North was in the company of a Cree Indian through the Athabasca Delta in Wood Buffalo National Park.

There was a philosophy among Indians of the Peace-Athabasca delta that if you found a good place to build a campfire, stop no matter what time of

day it was. If you didn't, peace would elude you. It was near the island the Cree Indians called "God" (after a mysterious god-like beast was spotted on its grassy shores) that Alec Courtoreille, a 50-year-old Cree Indian from Fort Chipewyan, steered the hand-made wooden skiff towards the shoreline. It was early in the evening when the powdery clouds above the delta were lit up like the orange embers of a campfire. We could have gone on, as 1 would ordinarily have done on my own, but this was the place for Alec – a wide-open field of sweetgrass and a strong wind to blow away the hordes of mosquitoes. Even before we finished unloading the boat, Alec was building a fire and boiling water for tea.

As we sat back sipping the sugary brew, a herd of bison came along and stared blankly at us as if they were domestic cattle waiting to be fed. They ignored the spot nearby where a wolf had just finished off one of their young. More than 12,000 of the shaggy animals roamed the area in the 1960s. They number less than 5,000 now — victims of tuberculosis and brucelosis that was introduced accidentally when some diseased animals from the south were shipped in. Biologists predict the disease could soon wipe out the herd completely just as the man-made dam on the Peace River upstream in British Columbia is slowly drying up the delta.

What I learned from my travels with Alec is that the native people of the delta are also an endangered species. Where hundreds of Cree, Chipewyan, and Metis families once lived in the wildlands, tucked away in shacks among the shady trees near the murky river banks, only a handful remain today. All are very old; most have to retreat to Fort Chipewyan in the winter because they are no longer strong enough to survive.

Alec, of course, was caught in the middle. Politically active as a town councillor for five years and always close to the land claims negotiations, he tired of the city life and the senseless pace that people set for themselves there. He wanted to go back to the land, but fishing was unprofitable, hunting was severely curtailed because of the legal ban on hunting bison, and trapping provided only a small income. Alec fancied that he might go into the guiding business, but even that was not so attractive.

Part of the reason is that Wood Buffalo remains one of the great, undiscovered wilderness reserves in the country, Less than 2.000 people visit this, the world's second largest national park, each year and only a handful of those ever venture away from the roads or the established campgrounds. Yet within the park, accessible only by foot or by boat and most enjoyable in the company of a trapper or fisherman, there is a variety of landscapes that range from the desert-like flats of the Salt Plains to the lushness of the delta which resembles the Florida Everglades.

Within Wood Buffalo, you can find the continent's most northerly pelican colony and the northernmost grouping of red-sided garter snakes. The world's last 100 or so whooping cranes nest here each summer. And the Slave River which borders the park contains one of the wildest stretches of river in the countrv. Even the shortest excursion through the park is likely to result in a wildlife encounter or scenic wonder of some sort. Yet few people have jumped on the opportunity.

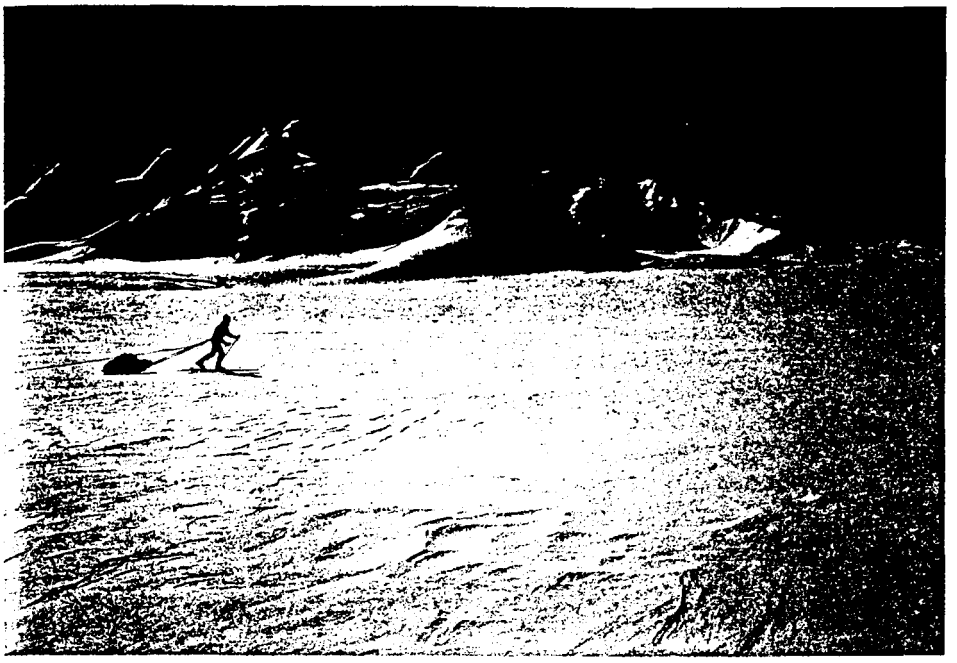
Exceptional Natural Sites

I wrote earlier that the North was my favorite place. There are some specific areas that stand out, though, simply because they contain the most exceptional natural sites man is likely to encounter. Parry Falls on the Lockhart River is one of them. A 25 metre (80 foot) vertical fall into a deep gorge, this place so impressed the Dene Indians that they regard it to this day as a special holy place. Part of the wonder of Parry Falls is getting there. From the east arm of Great Slave Lake you cross four different ecological regions before you get to the falls. A few kilometres further upstream, you reach the open tundra, the fifth ecological region in less than 70 kilometres (45 miles). Nowhere else in Canada do you get such a diversity of landscapes.

The Burwash Uplands in the Yukon is another spectacular site, although mining and road-building has ruined a good deal of its character in recent years. In late July, you can hike up to the Uplands from the Alaska Highway in just a day. And from the top of Amphitheatre Mountain, if the weather is clear, you can see a virtual Garden of Eden of rolling green hills, snow-capped mountain peaks, and a large variety of wildlife which might include wolves, golden eagles, Dall's sheep, grizzly bears, Osborne Mountain caribou and other birds and small mammals. A short hike across the mountain pass and you reach the Donjek Valley, a dry, sand-blown landscape that contrasts sharply with the lushness of the Burwash Uplands. A few more days of hiking and you reach the toe of the Donjek Glacier, a fitting end to an exciting and diverse trip.

There are few places in the world that rival the view of the Lowell Glacier in Kluane National Park Reserve

Wood *Buffalo's desert-like Salt Plains.* *(E.* Struzik)



Cross-country skiing in Kluane. (E. Struzik)

from the top of Goatherd Mountain. 1 camped there for more" than a week a decade ago and I can still remember clearly one afternoon when I was watching some mountain goats basking in the sun below me. The Lowell Glacier, part of the world's largest subpolar icefield, stood in the background. Huge chunks of ice would sporadically fall off the toe of the glacier and splash into the Alsek River below. Occasionally, the sound of thunder would fill the air as the huge mass of ice surged forward over its rocky base. The mountain goats wouldn't budge. Their only concern was my movement.

It had been partly cloudy for days up until then, but now the sky was clearing rapidly. As it did so, it slowly unveiled the peaks of three towering mountains which we had not yet seen. Suddenly the full extent of this, the continent's largest mountain chain, became obvious. Although this glacier was over a hundred kilometres long and several kilometres wide, it was unable to dwarf the peaks of these mountains.

Several years later. I skied in the shadow of these mountain peaks on a trip that took me up the Lowell Glacier and over the summit to the Kaskawalsh Glacier. It was the ultimate cross-country ski trip with several mountains and numerous hills of powdery snow to choose from. Yet the deep crevasses hidden below the snow-cover make this kind of skiing extremely treacherous. The only way to go is with a good guide, a knowledge of mountain rescue techniques, and a strong rope to tie you together.

No other northern national park offers such a diversity of recreational opportunities and wilderness experiences as Kluane. Here, you can make the relatively easy hike up the Slims River valley to the toe of the Kaskawalsh Glacier or climb Mount Logan, the largest peak in the country. Or, if you're so inclined, you can drive through part of the park and camp at highly scenic spots such as Kathleen Lake.

The only thing that Kluane doesn't offer is a first-rate paddling experience. That's where Nahanni comes in. Much has been written about Nahanni National Park Reserve and the South Nahanni River that flows through it. It's been pooh-poohed by some simply because it does not hold up to its reputation as the "dangerous river". It is. in fact, still one of the best river trips to be made in the North.

It's hard to know where to begin in describing the special features of Nahanni. The river itself is often slow below Rabbitkettle Lake near where the world's largest sub-arctic karst system is located. But it flows through the biggest canyon system in the Canadian North and over one of the most spectacular waterfalls in North America. Occasionally, the river picks up speed and tests the abilities of any good paddler. It can also be unpredictable. A single evening of rainfall can submerge a riverside camp and make the normally calm waters treacherous.

There are lots of other aspects to Nahanni besides the river itself. Rabbitkettle and Krause hotsprings give rise to the largest tufa mounds in Canada while caves like Grotte Valerie. which have only recently been discovered, preserve the remains of hundreds of DalI's sheep that mysteriously entered the ice confines of the cave and got trapped. Their skulls and carcasses are still preserved in the caves today.

There are many kinds of wildlife in Nahanni, including grizzly and black bears, bald eagles, osprey, and peregrine falcons. And the hiking opportunities are virtually limitless. One trip is barely enough to scratch the surface of what this place offers for the wilderness traveller

Conclusion

The list of special places in the North goes on forever. There's the rugged mountain terrain of Pangnirtung Pass in Auyuittuq National Park on Baffin Island, the myriad of lakes at Old Crow Flats in Northern Yukon National Park, the stunning late evening view of Bathurst Inlet from the last portage on the Burnside River. All are unforgettable, geologically significant, and full of tremendous wilderness opportunities.

But if one place and time in my travels could best reflect the magic of the North, it would be one that occurred in a setting that was not as spectacular as the ones I've described. It happened at the north end of Bathurst Island. the day after we skied away from Polar Bear Pass. There wasn't much there, especially in the way of wildlife, but towards the day's end on our route up a snowy escarpment, when we were exhausted and a little demoralized from the cold, a great snowy owl swooped across the blue evening sky towards us. The slow. deliberate beat of its full white wings and the haunting hoot from deep in its throat were incomparable. Like everything else I had observed in the many places that I have mentioned. it was the kind of perfection that we rarely see in a human environment. It reaffirmed everything that 1 love about the North.

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CALL FOR ASSISTANCE

Prairie-Northwest Territories Shorebird Survey Program

In 1987, the Canadian Wildlife Service, Western and Northern Region will be initiating a program to survey major shorebird staging and nesting areas in the prairie provinces and the Northwest Territories. This project is part of the International Shorebird Surveys Program.

Similar surveys in Atlantic Canada have identified a number of significant staging areas in the Bay of Fundy. Many of these sites are now proposed for protection through the Ramsar Convention and the shorebird "Sister Reserves Program" la hemisphere wide system of reserves for shorebird protection). However, very little data exists on shorebird use in the prairie provinces or the Northwest Territories,

For this program to accomplish its objectives the Canadian Wildlife Service will have to rely heavily on the efforts of outside individuals, organizations and government agencies. Through your participation in this project, determination of potential Sister Reserves in these regions of Canada will be possible. So if you are interested in surveying shorebird staging and/or nesting habitats in the prairie provinces or the Northwest Territories, please contact me at the address or phone number listed below, Everyone who takes part in the program will receive the annual summary of the Canadian survey results (provincial breakdowns are included).

H. Loney Dickson, Wildlife Biologist
Canadian Wildlife Service
Western and Northern Region
2nd floor, 4999-98 Ave.
Edmonton, Alberta T6B 2X3

Telephone: (403) 420-2525

Yukon Wilderness

John Lammers

1 agreed to make an attempt at giving you here — in two thousand words or less — a feeling of the character and atmosphere of the Yukon wilderness. Now, with the deadline near, I can only lament my decision, The editor must have caught me in a very weak moment. But a promise is a promise . . .

Let me explain that, after living in this Territory for almost 35 years and having developed a very close affiliation with all its natural aspects — although not with the role our species is playing in it — I am still at a loss to adequately describe and do justice to it. So how shall I approach this problem?

Shall I ask you to look at a map of the Yukon for you to try to interpret the symbols of the colored mosaic printed on a flat piece of paper? Would it help if 1 explained the colors, lines and names? I doubt that would do very much for you. For me it is like looking at the picture of a dear friend or relative: an instant stream of recollections and impressions makes it come alive. But in order for that to happen to you I think you must first see and commune with the live entity.

So, should I just tell you about the rivers here, wild and in a hurry, or grand and serene: about the many lakes or the boreal forest in varying moods from the brief outburst of summer green to the long months of winter stillness? Or should I try to describe the tundra, mysteriously generating teeming life in such a barren environment and creating a hospitable home to many breeding birds during the brief summer and a more spartan one. year-round, for the large herds of constantly traveling caribou that seem to slowly float over the land like ragged brown carpets drawn by unseen hands?

Would a description of the profusion of wildflowers, the delicate vegetation on forest floors, the excruciatingly slow growth of the only nine species of trees here convey a message? Does a discussion of the slow processes and delicate balances of the natural world here, without you yourself directly seeing and experiencing them, create understanding of the need for humans to, literally and figuratively speaking, tread lightly? And just talking about the wildlife it harbors: bears, moose, wolves, the furbearers and birds, does it contribute anything to the overall picture?

So, when it is so difficult to adequately describe this land to those who have never experienced it by being here, it should not surprise us when many question why anyone should be so preoccupied with such an area that has hardly any population at all. An area the size of, say, France. with fewer than 25,000 people in it! And such a lean and hungry land, mostly empty space and cold half the time . . .

What is there to talk about, really, except some mines, some oil and gas-wells, some recent history perhaps best forgotten and some civil service and political gossip and anecdotes? Why not get on with the job of extracting the resources we hear so much about, with digging them up in the mountains and cutting them off in the forests near lakes and rivers, and sucking them out of the tundra and the sea? Surely there are more important things to be concerned about here than some half frozen wilderness and the banalities of a handful of people whose daily lives are stimulating only to themselves?

That, by and large. is the mostly unspoken sentiment of many who have never been "up north" or, when coming up for a brief look for professional, political or other reasons, do not stay long enough to delve below the surface and really see. At worst they will dismiss the notion that there is much of importance to the north, viewing it with clinical coldness, an eye only to the availability of resources for export or needed by a hungry, industrialized south. At best they will look upon it with a sort of amused tolerance and some half-hearted indulgence. mostly spurred by the desire to make this transfer of resources as painless and free of problems as possible — for themselves.

The situation is not helped by the strange mixture of delusions of grandeur, adolescent wilfullness and plain ignorance too often displayed by some Yukon politicians and their followers. Nor is it improved by other inhabitants who see themselves as heroes just for living here: who demand unwarranted special considerations and attentions for doing so. and are willing to, for a price, sell anything of value here, regardless of the consequences.

If it is difficult for the locals to properly evaluate these attitudes, small wonder that outsiders fail to see behind the posturing and rhetoric forthcoming from this segment of the population. Besides, all too often it is picked up by the otherwise more discriminating media just because it's news that sells. That has been and is the story of the Yukon — a matter of price. not of value, be it human values or other intrinsic values of a land so far largely unspoiled. Then again, the story is not new, it is being enacted and re-enacted all over the world. especially in hitherto undeveloped areas.

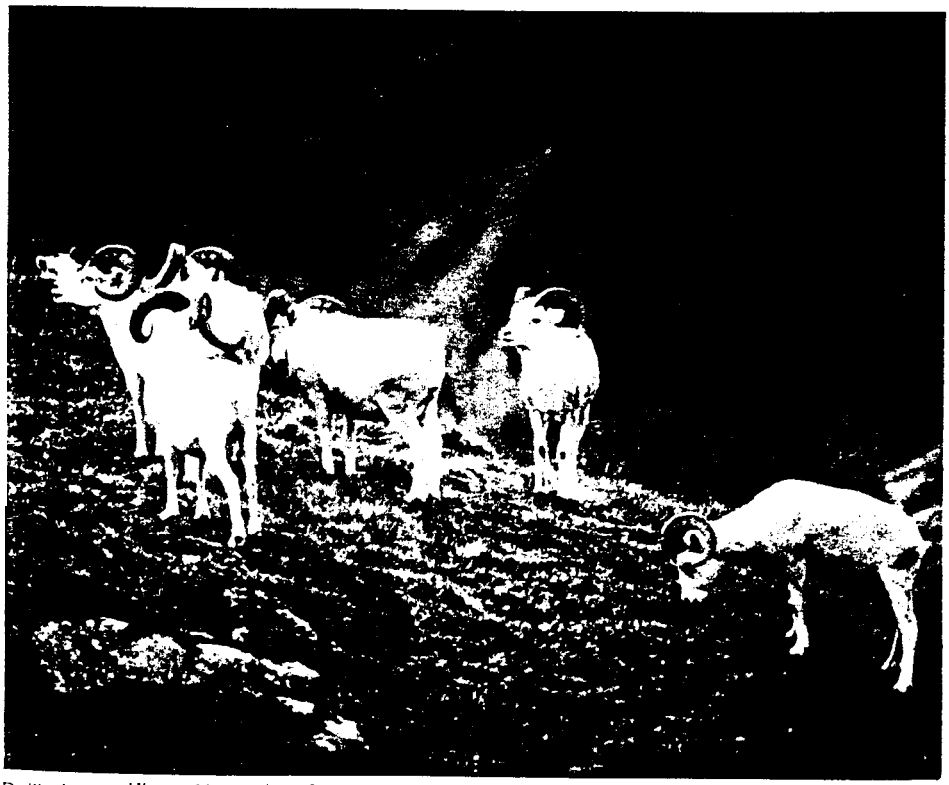
To my mind the value of the Yukon, perhaps of the north in general, lies in nature. Nature is what constitutes its uniqueness. The Yukon's huge and splendid wilderness, in which the puny human communities are buried like so many mousenests in a haystack, is what delivers the greatest single impact on resident and visitor alike.

Nature here is still at one's doorstep, everywhere. all the time, be it an all-pervading presence and influence or just dimly perceived. but always felt in some manner. It is the backdrop of the stage against which all the everyday dramas of life in the north are played and must be seen.

The major part of these dramas and what the majority of the Yukon's people are directly or indirectly involved with, whether they are conscious of it or not, is and will be resource exploitation. It

Snake River: "Wild and in a *hurry".*

(E. Struzik)



Dall's sheep in Kluane National Park.

(D. C. Harvey)

has its roots in nature, in the natural environment. so that whatever happens or is done in its name always alters this backdrop and, in so doing meddles with the play in process on the stage.

Resource development — resource issues — reach directly into everyone's life in the north. Not just for reasons of commerce, although, of course, they play a very large role. but also because they touch lifestyles, recreation and commerce and, for some, aesthetics and even ethics.

Nature, wilderness, is the outstanding reality of the north, central to people's existence. in contrast to the populated south where a man-made environment by and large has replaced the natural one, Nature is also the Yukon's only enduring asset and it remains to be seen whether we have the will and the wisdom to understand its great importance to us, wherever we live, in the Yukon or outside it, to safeguard and protect it by workable — and enduring — means.

Position Statement:

The Renewable Resource Base of Old Crow

Norma Kassi

Note: The following article is the text of Norma Kassi's presentation to a World Conservation Strategy (WCS) Workshop held in Old Crow in April, 1986. The purpose of this workshop was to prepare community input for the WCS conference which took place in Ottawa, June 1-5, 1986. Reprinted with author's permission.

First of all I would like to say how proud I am that my village was chosen for this case study on such an important issue as Renewable Resources in the North. I think our community has a lot to offer and I hope people benefit from this case study and this workshop.

Old Crow is a small village of about 300 aboriginal men, women, children and elders located near where the Crow River meets the Porcupine. The Porcupine River flows south into the Yukon River. Ours is an isolated community, being the only village in the Yukon Territory which does not have road access. We are also the only Yukon community located north of the Arctic Circle, so we enjoy the long summer days and experience the short days of winter. The Gwich'in Nation extends throughout the Yukon, the Northwest Territories and parts of Alaska. For thousands of years, and perhaps many tens of thousands of years, the ancestors of my people, the Vantat Gwich'in, have used and continue to use this land. We have hunted and fished, and have used the resources such as the plants and the caribou, and we have survived. This land has sustained us and, there. fore, our development.

We have a language of our own, and a strong culture that is based on the land and the respect for it. We have been a self-determining people for many thousands of years. In the last 100 years or so. contact with European Man has increased. Today, we have a permanent settlement at Old Crow with a school, a nursing station, police, a co-op store. a small motel, an arts and crafts store. an active Band Council and a few "economic opportunities" for our people.

I want to state at this point that when we address the concept of industrial or "modern" development in the north, it must be viewed with one basic condition in mind — and that condition is the need for local *control.*

Over the years, I have seen many changes come over our people. During the early 1960s, alcohol began to take its toll in the community. It worked a lot of hardships on our people as 1 grew up through the seventies. During the late 1970s an awareness began to grow among our people that alcohol was a problem and we had to deal with it ourselves. The people pulled together and are presently working very hard in the social development field.

A process has been established where we:

- start at the grassroots
- develop individual strengths
- develop our culture and traditions
- develop the community as a whole, and
- work with the surrounding villages and relatives to achieve economic development that is viable in the village.

"This land has sustained us, " (CPAWS files)

It's a slow process, however we are getting good results and I have seen the community grow stronger and stronger. I have also seen the benefits of modern education in our young people — they are more able to deal with pressures of the modern world once they have succeeded at dealing with the education system.

In the last 20 years we have seen construction of a large airstrip that has meant less isolation for the community. In recent years, radio and live television via satellite have come into Old Crow. We have a lot of children growing up today in the community who have parents and grandparents who remember the way things were when we were very isolated and a lot more independent. Let me not fool you — things used to be pretty hard at times before we had the nursing station and the other services. We had times of starvation and disease. What I have seen in recent years is an increase in the "modern" world influences and at the same time a decrease in our independence though these two are not necessarily directly linked. We have also seen a lot of changes in our culture. I will not say that our culture is threatened, as in Old Crow the language is well used and traditional ways are quite strong, though some may point out that there are things like fewer dog teams in the community, of which some 10 years ago was our only means of transportation. The reality is that we have a lot of elders who command a lot of respect and whose direction the community follows. These people train their grandchildren and educate them in traditional ways, especially in conserving Mother Earth and all the resources that she holds that are given to us freely. By this I mean the basics of life that we cannot survive without, the air we breathe, the water we drink, the plants that come from the earth, the sun, the fire. and the wildlife.

Our culture thrives, for example, every spring when the village of Old Crow becomes nearly deserted as many families leave town to go muskrat trapping or "ratting" as we call it on Crow Flats. During the months of March up until June we live through this springtime of hard work, traditional training and personal as well as family unit development. The muskrats we get contribute to an essential part of our yearly income.

In the fall, another beautiful season, our work begins to preserve a winter's supply of food. such as fish, berries and

caribou. Winters are long and cold and we must accumulate a lot of food for all the people in the village.

Now this information is to give you background for our discussion on renewable resources and northern communities. I think we have seen Old Crow successfully survive as a renewable-resource based community for many years. I think it can do so still, and I think we can rely on traditional pursuits to get us by. Yet there is a need for cash income due to our desire to take advantage of what modern society offers. So where can we get this cash?

For the past few decades, cash has come into Old Crow mainly from trapping. As well. in recent years, we have seen the growth of cash income to individuals from government programs such as the Department of Indian Affairs, Family Allowance, Old Age Pensions, etc.

Nowadays, both men and women work at arts and crafts. People are paid to build houses each summer. There is work cutting wood for heating fuel as well as for logs. Then there are a few government jobs such as school maintenance/janitorial staff.

Old Crow believes that our future lies in our renewable resource base, not in the exploitation of non-renewable resources such as oil and gas. Many, huge developments have been proposed for our area over the years — including the Mackenzie Valley Pipeline — and our village fears huge developments.

I do not believe we need a pipeline or a road or a port on the north coast to give us wage work, For one thing, that kind of work is **unreliable** as it comes and goes with the price of oil and gas. We can't count on it as we can count on the land.

These large scale developments have the potential of doing great harm to the renewable resources that have sustained my people and our ancestors for so many thousands of years. For example:

1. We rely on the 140,000-strong Porcupine Caribou Herd as our main supply of food. especially winter meat. A road and port on the North coast of the Yukon could harm the caribou calving grounds which could reduce the herd's population and in turn, do harm to the people of Old Crow.
2. Development on the north coast could disturb migratory bird habitat and reduce those populations.
3. Development in the Beaufort Sea could lead to damage along the Yukon shoreline and therefore the caribou and birds.
4. A pipeline, which Judge Berger documents so strongly, either along the north coast or near Old Crow would either directly damage or hold unacceptably high potential for damage to the environment and the people who rely on it.

Furthermore, we believe fundamentally that Mother Earth has had enough destruction and can't possibly handle much more. The world is trying to deal with nuclear wastes. and pollution that has gone beyond our control. We see and hear about these things every day. We see more and more people suffer and even we are affected way up here. In Old Crow, we want to take care of what we have left and share it with whoever will respect it and do the same.

In my village of Old Crow, we know we can rely on the caribou, the birds, the fish, in general the land for our basic survival. We can trap and hunt and fish and survive. We have the skills of conservation — we have a powerful traditional law that we must abide by. "If we destroy we are then destroying ourselves." When we take, we have our own ways of giving back. We are part of the natural cycle and must live that way to maintain an all around "balance".

We can open up slowly, to a limited degree, my village as well as our traditional land for some tourism and gain cash revenue which we acknowledge we need. *But whatever development occurs, it must be done on our terms at our pace. I* think this applies not just to Old Crow, but to other northern communities as well, all around the world.

We must keep in mind the one basic condition I spoke of earlier in regards to northern development, and that condition is "local control".

While I would like to end my paper at this point. I cannot end a discussion of renewable resources and sustainable development in the north. without discussing trapping. As I have stated over and over, our community relies a lot on trapping income and the anti-fur movement around the world is offering us no substitute. It is shameful and irresponsible and totally selfish for animal rights groups to campaign against our way of life without taking the time to educate themselves about it and the harmful effects of their actions. Nor are they taking the time to educate themselves about the relationship native people have with the animal world — "a relationship that is so special". It's a relationship that has sustained both people and animals for many thousands of years. We conserve each other. Modern-day trapping is an extension of that and has not threatened the animal populations in any way. Urban animal rights groups fail to recognize this relationship and they fail to acknowledge that in nature part of life is death: and that death should be examined in context.

These groups are doing more harm than good, and if they persist, then their impact on the survival of renewable resource-based economies in northern parts of the world could be much greater and much more significant than massive industrial development.

As the Gwich'in people, we have hopes and aspirations for the future:

- that the world will come together to conserve Mother Earth and all that she holds (or at least what's left),
- that the cultural and traditional values of my people, the Vantat Gwich'in and other cultures would continue to follow the natural laws of respect, caring, sharing and kindness.

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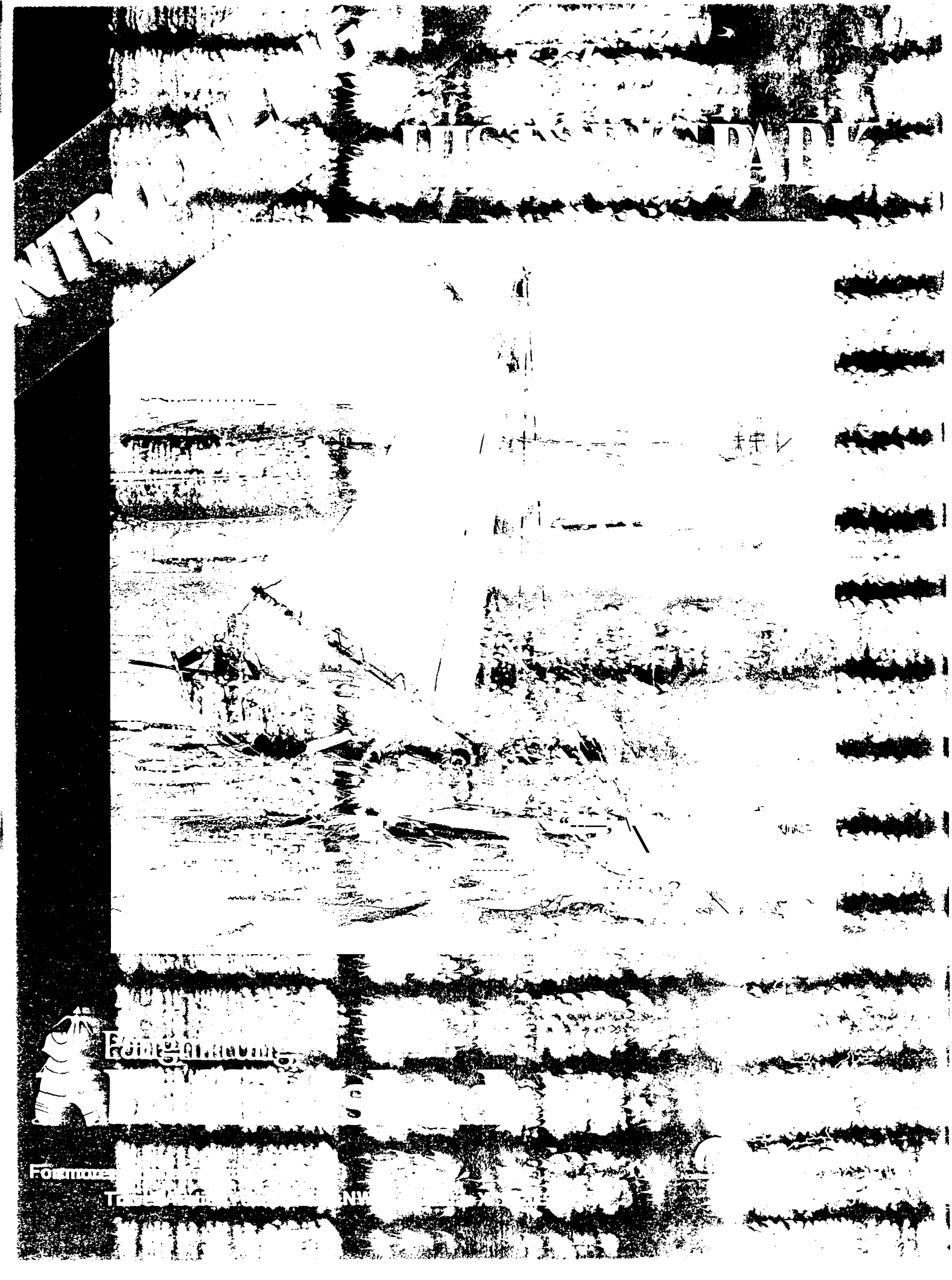

such as the critical periods of light and darkness; or the often terrific distances of migrations; or on a specific Arctic creature like the polar bear, muskox, narwhal, or Man. He describes in a readable style current scientific knowledge on Arctic life and phenomena, and then goes beyond the data bases and into the realm of imagination and self-discovery that opens when one's self is enveloped by this vast, lonely space. On this inside the book's accounts philosophical and intellectual voyage that transcends any other "travel book."

Lopez takes pains to warn us of the ever-present danger of applying our own southern and temperate attitudes, desires, and cultural baggage to this astonishingly beautiful place:

> "We tend to think of places like the Arctic as primitive, but there are in fact no primitive or even primeval landscapes. Northern are those permanent landscapes. And nowhere is the land simply or undeveloped. It cannot be improved upon with technological assistance. The land, an animal that contains all other animals, is vigorous and alive. The challenge to us, when we address the land, is to join with cosmologists in their ideas of continuous creation, and with physicists with their ideas of spatial and temporal paradox, to see the subtle grace and mutability of the different landscapes."

Barry Lopez has created as fine a book as any on the Arctic. He rekindles the special magic that exists when an alert mind has been traveled and experienced. He lures those who have not experienced it to seek it out in the pursuit of their own dreams as so many others have in this book.

Mark E. Gallaire

☐ **ARCTIC DREAMS — IMAGINATION AND DESIRE IN A NORTHERN LANDSCAPE** by Barry Lopez. Toronto: Collier-Macmillan, 1986, 464 pp., $22.95 U.S. (Bantam paperback $5.95 Can.)

For those among us who have lived and traveled in the Arctic, this is the book that I'm sure we all wish we had written. It is the ideal solution to the problem that occurs when friends and acquaintances, in response to your own rhapsodic ramblings on the subject, ask you the inevitable question, "But what is it about the Arctic that makes you feel this way?". Your frustrated response is invariably, "It's too difficult to explain, you simply have to experience it for yourself". Barry Lopez has explained instead by translating his own experiences and observations of the Arctic into a lilting, almost metaphysical journey of discovery that captures precisely that unusual mood and environment that is the Arctic.

[illegible] Desire in a Northern Landscape, Lopez follows his theme perfectly. Underlining his [illegible] on various [illegible] environment [illegible] consistency that the Arctic exists as a country of [illegible] it does [illegible] and ice, light and dark, tundra and polynya; the [illegible] triumph and disaster, myth and [illegible]

[illegible], a thread, Lopez has wisely created [illegible] of those very rare books on the Arctic that is not [illegible] graphs. [illegible] matter. [illegible] of life and movement, photographs serve only to [illegible] reader's [illegible] imagination. The [illegible] line [illegible] fix the geographical locales of Lopez' essays.

Lopez has constructed his book as a [illegible] around [illegible] existence.

☐ **THE ARCTIC WORLD** [illegible] William E. Taylor. San Francisco: Sierra Club Books, 1985, 256 pp., 130 color [illegible] black and white [illegible] Maps, bibliography, index. Cloth $37.95

[illegible] of the William E. Taylor [illegible] book presents a [illegible] history and fascinating environment of the circumpolar [illegible]. It does so in a large format with numerous illustrations and [illegible]

Fred Bruemmer is the principal writer and photographer. He is internationally recognized for his photographs of the Arctic, particularly the Canadian Arctic, and such books as "Seasons of the Eskimo" and "Encounters with Arctic Animals". His photographs reproduced here are excellent, as are the ones by other. renowned photographers such as John de Visser, Brian Milne, John Reeves, Galen Rowe]] and Paul von Baich. They include scenes of the rolling tundra, icebergs, wildlife, native people and modern developments. Most are in color, some taking up part of a page, others, panoramas, being spread across two pages. The reproduction and color rendition, on high quality glossy paper, is generally good. However, the sharpness of a few photographs, for example on pages 39, 101, and 103, appears to have suffered as a result of poor light conditions, overenlargement or misaligned plates. The volume also includes numerous black and white reproductions of historical engravings and photographs, many from the Public Archives of Canada. Exampies include pictures of the shipwrecked Barents expedition of 1596, Lapps and reindeer in the 17th century, the 1821 Franklin expedition, and the Blacklead Whaling Station in 1903. All the pictures are interesting, though their selection seems somewhat random: the Canadian Arctic receives greater coverage than other regions, and photographs of modern development are scarce. This emphasis may please readers of *Park* News, and is not surprising given the principal author's interest in Canada, and the Sierra Club's interest in nature conservation.

The accompanying text is informative but relatively brief and rather disjointed, presumably because the intention was to emphasize photographs, and the text was written by a variety of authors from different countries. It begins with a short preface by Minnie Aodla Freeman, a writer of native ancestry married to a scientist. She stresses the value of information on the north produced by scientists, such as those writing in this book, "who have dedicated themselves to studying, testing, researching and writing down their findings", and by native people "whose understanding is derived from traditional sources of knowledge".

The longest part of the book, consisting of nine short chapters written by Fred Bruemmer, is entitled "A Land Molded by Ice". though it also looks at the way people have molded it. He begins by describing the "northern vision" of southern man, the perception of the area as "dismal, dreary and desolate", yet still worthy of exploration and political partition. The next chapter argues that such partition is arbitrary, that the Arctic is one natural realm, "where plants, animals and humans have responded in amazingly similar ways to the demands of a harsh climate and a hostile land and sea". Polar bears, whales, and birds migrate regardless of political boundaries, and the Inuit of various countries have much in common. Within the circumpolar realm are four distinct regions: the taiga forest, the treeless tundra, the coasts and islands and the northern seas.

Chapters three to nine document the history of people in the Arctic from the ice age to the present. It is suggested that people settled the Arctic because it provided a refuge from enemies and was rich in game, hence hunting and herding cultures developed. The European exploration of the north is summarized with emphasis on the Norsemen, and the early search for a "route to Cathay". The resulting fur empires of Siberia and Alaska are then described up to 1867 when the United States acquired Alaska from Russia. Next, attention is directed at the Canadian Arctic and the voyages of Bylot and Baffin in the 1600s, "an era of valiant captains in small ships sailing north into unknown seas, their doomed but daring quests financed by 'merchant adventurers'." Bruemmer maintains that as "the Arctic had not repaid exploration", it "lapsed again into icy obscurit y", until the nineteenth century when "scientific rather than mercantile goals" led to expeditions such as those of Ross and Parry. The loss of the Franklin expedition resulted in some 40 search expeditions that increased knowledge of the Arctic, and led later explorers like Peary and Stefansson to combine "Inuit methods and experience with southern technology and knowledge". Brief mention is made of the concurrent decimation of whales, seals and bears and the death of numerous Inuit from inadvertently introduced diseases. "In 1888, when the whalers came to the Beaufort Sea, more than 1,000 Mackenzie Inuit inhabited the region. Twenty years later, less than 100 were left." In the twentieth century "the Arctic rushed, with only a brief transition, from stone age into space age, from a culture that had adapted to arctic conditions to another able to conquer the Arctic with its advanced technology". The discussion of this critical period seems unreasonably brief but covers the growing strategic importance of the north, changing Inuit lifestyles, development of the oil and gas industry and pleas to conserve nature. Bruemmer contends that "the north is the last great wilderness region on earth", but he makes no strong personal plea for wilderness preservation, does not mention any specific conservation initiatives, such as national parks, and seems resigned to many developments.

Part two of the book, entitled "The Arctic Wilderness' includes two chapters, the first by Dr. Thor Larsen of the Norwegian Polar Research Institute on "Wildlife of the Sea and Land". It deals mainly with how animals and birds keep warm, but concludes with a comment that "Arctic ecosystems may be more able to meet changing living conditions than previously thought, but they also have their limits, which must be recognized". The second chapter, by Dr. Frans Wielgolaski of the University of Oslo, is on the "Plants of the Arctic and Sub-Arctic". It mentions the distribution of vegetation in the Arctic but deals mainly with the way plants have adapted to the short growing season and low average temperatures.

Part three of the book, entitled "People of the Far North", provides additional material on topics in part one. It begins with a chapter by Dr. Robert McGhee, an archaeologist with the National Museum of Canada, on the first, and pre-European settlements and cultures of the Arctic, especially the Canadian part. The next chapter. by A.F. Treshnikov of the U.S.S.R. Geographical Society, returns to the theme of "Polar Exploration" but emphasizes the northern U.S.S.R. and recent research activities. The final chapter, by Dr. Ernest Burch of the Smithsonian Institution, looks again at recent changes, and particularly people, in the north. It examines demographic changes, education, food and urbanization, and while identifying problems, notes that "in most countries northern natives are more in control of their own affairs now than they have been for several generations".

In summary, the book has splendid illustrations, a somewhat disjointed but interesting text that places the Canadian Arctic in its circumpolar context, and a conservation message that will appeal to readers of *Park News* and should be amplified by them.

John Marsh

Society News

❑ Moose Hunting on Manitoba's Hecla Island - Values in Conflict

Hecla Island. a marshy, limestone land mass in Lake Winnipeg, 190 kilometres (120 miles) north of the city of Winnipeg, has become the focus of a conflict of opposing wildlife values. One value position, held by local sportsmen's organizations, the Manitoba Wildlife Federation, and bow-hunters, with more than tacit support from some provincial Wildlife Branch staff, would see the Island's moose population managed to maximize hunting opportunity with viewing of the animals a fringe benefit. An alternative value position, advanced by CPAWS, the Manitoba Naturalists Society, the Manitoba Environmental Council, and the local citizenry, would maintain a relatively tame moose herd easily viewed by the public.

Hecla Island, with an area of approximately 150 square kilometres (60 square miles), is the largest of several islands comprising Hecla Provincial Park. Settled in 1876 by Icelanders forced by the eruption of Mount Hekla in their homeland to seek new homes, Hecla Island is of heritage significance. The preliminary management plan released for public discussion by parks planners recommended that the park be given heritage status, that tourism and recreation be featured, and that Hecla Island proper become a moose refuge with priority given to viewing and interpretation of the animals.

While the island normally supports a large moose population, a program of habitat enhancement conducted by the Wildlife Branch with the questionable use of funds from a provincial Habitat Heritage Fund has resulted in one of the densest moose populations found anywhere in the province, if not in Canada.

Predictably, sportsmen's organizations attacked the moose refuge proposal. Following a series of stormy public meetings the Parks Branch backed away from its original proposal and released an interim planning document calling for further input.

So confident was the provincial Wildlife Branch of the outcome that its fall 1986 hunting regulations included a season on Hecla Island which in the absence of management guidelines did occur. On the other hand, CPAWS and Naturalists Society representatives take some comfort in the fact that the provincial cabinet so far has been too timid to release a final management plan providing for hunting on Hecla Island.

Harvey Williams

❑ Prairie Chapter

The Saskatchewan chapter of the Canadian Parks and Wilderness Society was reconstituted at the Chapter's 1986 annual meeting in Riding Mountain National Park as the *Prairie Chapter,* now representing both Saskatchewan and Manitoba constituents and issues.

The Prairie Chapter will be hosting the CPAWS 1987 annual general meeting in Regina in late September of this year with plans for a field trip to Last Mountain Lake. The theme of the meeting is "Managing Grasslands as Wilderness Areas". We are hopeful that 1987 will be the year that Last Mountain Lake is designated a national wildlife area.

We are pursuing our continued deep concerns over the stalemate in progress over establishment of Grasslands National Park. The Saskatchewan Water Corporation has been urging the Saskatchewan Government not to cede 'control of water rights for the Frenchman River to Federal Parks authorities, although Environment Canada - Parks has agreed to honor provincial water management agreements and guidelines. In addition, Federal and Provincial authorities are renegotiating an extension to the 1981 agreement that allowed seven years for oil and gas exploration surveys within the park.

- A "State of the Park" report for Prince Albert National Park was prepared by Stuart Heard of the Prairie Chapter in 1986 in conjunction with the five year review of the Parks management plan. CPAWS (Prairie Chapter) strongly condemns initiatives in the Waskesiu Community Plan for expansion of commercial facilities within that townsite.
- A new provincial Parks Act was passed in Saskatchewan in 1986 containing many important provisions:

  the new parks act formally establishes a park classification system that will categorize parks as Historic, Natural Environment, Recreation or Wilderness areas.

  the Act established five new provincial parks including the first wilderness provincial park (Clearwater River) in the province. The Clearwater River has also been designated a heritage river under the Canadian Heritage Rivers System.

  seven new protected areas for provincially significant historic and prehistoric resources were established.
- A provincial Parks System Plan is being developed and will hopefully be available for public discussion in 1987. In addition, work is in progress on the development of resource management guidelines for parks, and a parks zoning scheme and regulations. Provincial Parks are completing a major visitor survey which includes economic indicators, and the results should be available by this summer.
- The Minister of Parks and Renewable Resources has appointed a nine member Parks Advisory Committee consisting of representatives of interested user groups and associations to review government initiatives on parks. CPAWS is represented by our Chapter's new chairperson, Merv Hey.

❑ Recent Activities of the Calgary/Banff Chapter

ANNUAL MEETING WITH PARKS CANADA

The Calgary /Banff chapter of CPAWS meets with Parks Canada staff once a year in order to discuss matters of concern. One major concern identified by our chapter at a recent meeting was the possible expansion of the Banff townsite. Not many people realize that one of the reasons wildlife such as deer, elk and bears are so common in the townsite is because the town was built in

one of the best wintering and calving areas for ungulates in the park.

Parks staff is seriously considering building a second bridge over the Bow River to improve traffic circulation into the newly renovated Cave and Basin. Two routes have been proposed. The one that appears to be favored by Parks staff would cause an elk calving area to become surrounded by roads. We suspect that Parks staff prefer this route because it would allow them to conclude that the area could be developed — since it would *no* longer be a true "natural" area. This conclusion would relieve some of the strong pressure to increase the size of the townsite and help to alleviate the perpetual housing problem.

We do not want houses to replace valuable wildlife habitat, particularly since there is an alternate environmentally acceptable route for the bridge. We also think that the solution to the housing shortage in Banff must be addressed by more effective uses of the townsite, not by expansion.

In addition, our meeting addressed such issues as expansion of the Chateau Lake Louise, the twinning and fencing of the Trans-Canada Highway, the controlled burning of park timber, and the methods used by Parks to advertise public consultations.

NOSE HILL PARK - CALGARY

More than two decades of speculation about a natural prairie park in Calgary are reaching a crucial stage. Nose l-fill is the proposed site, but part of the land is privately owned. The provincial government has introduced Bill 52 – legislation that would force the City to take action within six months, by either:

(a) expropriating the land and paying a price that the City may not be able to afford; or

(b) rezoning the area to allow development.

The Calgary /Banff Chapter has stated that Bill 52 imposes an unworkable time frame on municipalities and may require them to pay large sums of money to acquire precious parkland. Part of our proposed solution would see compensation paid on the basis of the owner's original cost of acquisition plus interest.

This issue will likely reach a crucial stage during the next few months because the legislature will be sitting again and making a decision. We are taking steps to ensure that the public is aware of the dispute.

❑ CPAWS Northern Conservation Program — An Update on 1986 Activities

The Society's 1986 program focussed on three specific areas of concern: Protection; Legislation and Policy; and Public Awareness.

PROTECTION

The success of any conservation program relates largely to the protection achieved for natural areas. In 1986 the Society contributed to the protection of two areas: Nahanni and Ellesmere Island.

Over the last three years the Society had advocated a management plan for Nahanni National Park Reserve that would preserve the wilderness character of this World Heritage Site. In 1986, the Society called upon federal Environment Minister Tom McMillan to implement a plan to prohibit motorized use of the South Nahanni River by jetboat or other motorized craft. In February 1987, the Minister finally signed the Nahanni park management plan which both preserves the area's spectacular northern wilderness and prohibits motorized use within the park.

After Mr. McMillan announced in September 1985 that Ellesmere Island would be declared a national park by year's end, the Society waited almost a year before publicly expressing frustration over the fact that the agreement was still unsigned in August 1986. The Society's participation in the formal event establishing the park in September 1986 reflects its continuing commitment to the conservation of Canada's Arctic and sub-Arctic environments.

LEGISLATION AND POLICY

On September 26, 1986, Mr. McMillan announced government approval of the long-awaited Marine Parks Policy at the Society's Annual General Meeting (see *Park News,* Winter. 1986-87). This policy is an important component of a Northern Conservation Strategy as it calls for the establishment of marine parks to assist in the protection of critical northern marine environments. Areas such as Lancaster Sound are essential to wildlife and human life-support systems and require protective action.

The Society advocated a marine parks policy for almost a decade and supported changes to preliminary drafts of the policy that addressed northern conservation objectives,

Other major Society initiatives in the area of park policy and legislation have implications for northern parks. The Task Force on National Park Establishment was spearheaded by the Society and public release of the final report is due in the spring of 1987.

Another focus of the Society's advocacy efforts has been a set of amendments to the National Parks Act which were introduced in the House of Commons in December 1986. One important amendment supports the notion of legislative protection of wilderness, an amendment the Society has led the way in getting the government to adopt. This amendment is particularly important in the context of northern national parks as it will allow for the legal protection of important wilderness areas, such as Ellesmere Island. The Society will work in 1987 to ensure amendments to the Parks Act that advance northern conservation are passed into legislation.

PUBLIC AWARENESS

An essential part of the Society's Northern Conservation Program is generating public awareness and understanding of northern conservation issues.

Utilizing a government program, the Society employed several people to work on the preparation of six booklets that describe some of the proposed northern national parks. With the booklets in draft form, the Society is seeking assistance for the final production and distribution of the booklets. Their purpose is to promote the need for, and a public understanding of the issues surrounding, northern national park proposals.

CONCLUS1ON

Since the establishment of Kluane and Nahanni national parks in the early 1970s, the Society has been able to marshal] public opinion and political support for northern conservation initiatives. The accomplishments of 1986 demonstrate our resolve on this issue.

There will be more northern conservation issues and work in 1987. Volunteers are needed. Individuals or organizations interested in supporting the Society's Northern Conservation Program are invited to contact the Society's National Office.

Kevin McNamee
Director
Conservation Program

Contributors

STEVE BARNETT

Steve is a freelance writer from Mazama, Washington. He is a frequent contributor to various outdoor magazines through his affiliation with Ecosummer.

BRUCE K. DOWNIE

Bruce is a park, recreation and tourism planning consultant (PRP Parks: Research & Planning Inc.) who has worked extensively in the north. His involvement in the north began during his previous employment as a planner for Parks Canada where he was extensively involved in the planning of Kluane National Park. He is a former board member and vice-president of CPAWS.

TERRY FENGE

Terry is currently the Director of Research for the Tungavik Federation of Nunavut, the organization negotiating the land claim on behalf of Inuit in the eastern and central arctic. He is a long time supporter of environmental and conservation organizations, in particular the Canadian Arctic Resources Committee, the Canadian Nature Federation and the Canadian Parks and Wilderness Society.

STEPHAN FULLER

Stephan is the manager of policy analysis and development for the Yukon Department of Renewable Resources. He is presently co-ordinating the Western Canada Environmental Non-Governmental Organizations' input to the Fourth Wilderness Congress to be held in Colorado in September.

BOB GAMBLE

Bob is a public liaison officer for Environment Canada - Parks and has been the contact person for local people affected by new park proposals in the north. He has travelled extensively to the communities throughout the territories to explain park proposals and to listen to the people's concerns.

GORDON HAMRE

Gord is special advisor for parks development with the Government of the Northwest Territories in Yellowknife. "He has formerly held positions in the Interpretation and Resource Conservation Divisions in the park, regional office and agency headquarters in Ottawa. and has also served as special assistant to the Deputy Minister before taking up his current position.

LYN HANCOCK

Lyn is a freelance nature writer and photographer who has worked and travelled extensively in the north and contributes regularly to a wide variety of magazines. The author of a number of books, her most recent is Looking For The Wild.

DAVE JONES

Dave is a planner with the Department of Renewable Resources, Government of the Northwest Territories. Formerly from Toronto, he has lived in Yellowknife for the past seven years.

NORMA KASS1

Norma's concern for her people and their culture led her to seek election as the NDP MLA for Old Crow in 1985. She has been active in her community as president of the Old Crow Co-op Society, and vice-president of the Yukon Indian Women's Association. Norma has also had a continuing interest in the land claims negotiations, the trapping issue and the Porcupine caribou herd.

JOHN LAMMERS

John has lived in a variety of locations throughout the Yukon Territory, all of which were in, or in close proximity to. wilderness. Founder of the Yukon Conservation Society in 1968, he is currently director of the Sierra Club of Western Canada, and is writing a book on life in the Yukon Territory and the issues involved in environmental and wilderness protection there.

MURRAY McCOMB

Murray is involved in the planning of new northern parks in the Systems Division of the Ottawa office of Environment Canada - Parks. He has been a major contact person within the federal agency on a number of important and active park proposals in recent years including northern Ellesmere and East Arm.

LETHA MacLACHLAN

Letha has her own law practice in Yellowknife. She was a member of the Northwest Territories caucus during Parks Canada's Heritage for Tomorrow program and, more recently, took part in the special task force on park establishment as a northern representative.

JAMES RAFFAN

James is a freelance writer and consultant in Ontario, working under his company name of Edviron Services. He has published work in a variety of environmental and travel magazines, His recent focus in northern travel has been in the Keewatin where he has spent considerable time getting to know both the people and the environment.

IAN ROBERTSON

Currently Director of Land Use Planning, Department of Renewable Resources, Government of the Northwest Territories, Ian is responsible for coordinating the governments' input into the preparation of regional land use plans. Formerly with Parks Canada, in Yellowknife he worked on the establishment of new arctic national parks on Ellesmere Island and in the northern Yukon.

ED STRUZIK

Ed is a freelance writer and photographer whose interest and experience is clearly northern. He has contributed to a wide variety of magazines including *Up* Here, Nature Canada. and Outdoor *Canada.* A recent article on polar bears was the feature article of the Jan/Feb 1987 issue of Equinox. Ed is currently on a study fellowship at the University of Toronto.

SCOT WEERES

Scot has been a resident of Fort Simpson, NWT since 1984. For the last three years he has been an employee of the Deh Cho Regional Council, and for two of the three years he has been the Regional Council's Director of Planning.

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