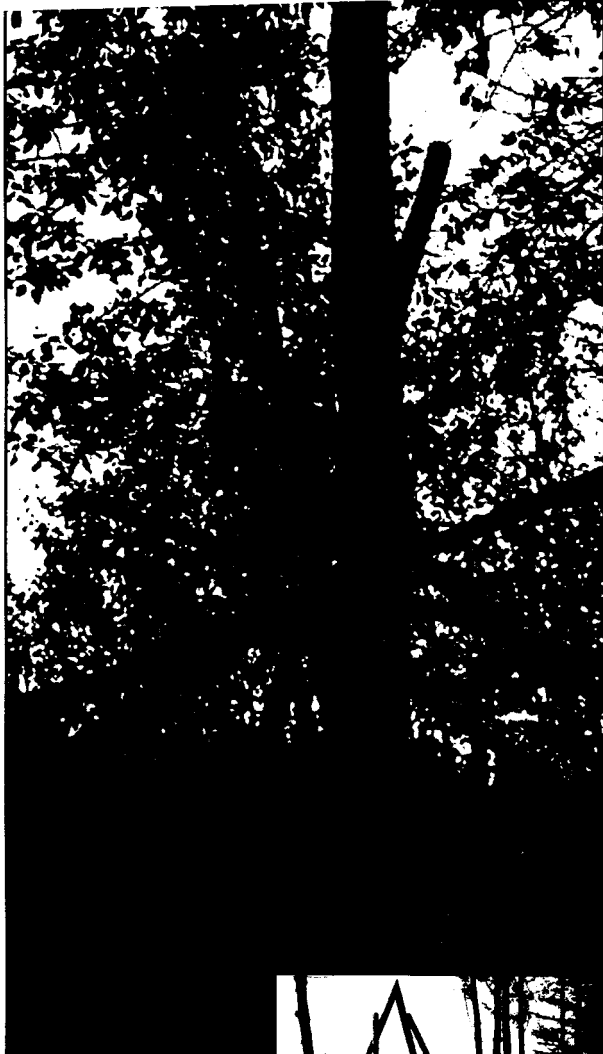




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GNWT Parks Policy Discussion Paper

A paper to obtain public comment prior to developing a formal policy



Prepared By:
Parks and Visitor Services Division
Department of Economic Development
and Tourism
Government of the Northwest Territories
January, 1995



Northwest Territories Economic Development and Tourism



MESSAGE FROM THE MINISTER

The people of the Northwest Territories are extremely fortunate to be blessed with spectacular landscapes, impressive wildlife populations, and diverse cultures. This heritage enriches us greatly, but we are also keen to share it with our visitors from other parts of Canada and from abroad.

In establishing and operating territorial parks, we conserve outstanding examples of our natural and cultural heritage. While doing so, we also provide valuable services for our visitors, and generate important economic and social benefits for individuals and communities throughout the North.

Although a Territorial Parks Act was consolidated in 1988, we do not yet have a general Parks Policy to provide a more detailed set of guidelines for park development and operations. As the economy of the Northwest Territories matures, it is important that such a policy be in place. It is also important that there be a reasonable consensus concerning costs and benefits of parks as we collectively address major land use decisions in the coming years.

The attached paper is intended to stimulate discussion with respect to developing that policy base for territorial parks. It describes the social and economic context in which parks are established and operated, and it outlines the kinds of benefits that parks are intended to achieve in such areas as employment, business opportunities, conservation, recreation, and sustainable development. In these and other ways, parks can contribute significantly to the well-being of Northern communities.

If parks are to succeed in providing the benefits intended, it is important that the Parks Policy reflect the needs and concerns of NWT residents. I therefore encourage you to read this discussion paper, and to give us your thoughts on it. In part, this paper proposes that current practices that have evolved over the years be formalized in policy. On other questions, the paper indicates ways in which emerging issues might be addressed. In either case, we invite your comments before proceeding further.

The last section of the paper outlines how you may become involved in this important policy project. We look forward to receiving your views.

John Todd
Minister
Economic Development and Tourism

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1. Why a Parks Policy?

Territorial parks are administered by the Department of Economic Development and Tourism. Parks comprise but one aspect of the Department's mandate, which is to strengthen the territorial economy and particularly its tourism sector. Other aspects of the Department's mandate, including other aspects of the tourism sector, are addressed in other policy instruments.

The territorial parks system is now 25 years old. The system includes some 45 parks that are administered in accordance with the Territorial Parks Act and the Travel and Tourism Act. Until very recently, the combined area in territorial parks was extremely small. However, with the transfer of land late in 1993 for Katannilik Park in the South Baffin, the NWT has its first major territorial park. Katannilik is some 1400 square kilometers in area.

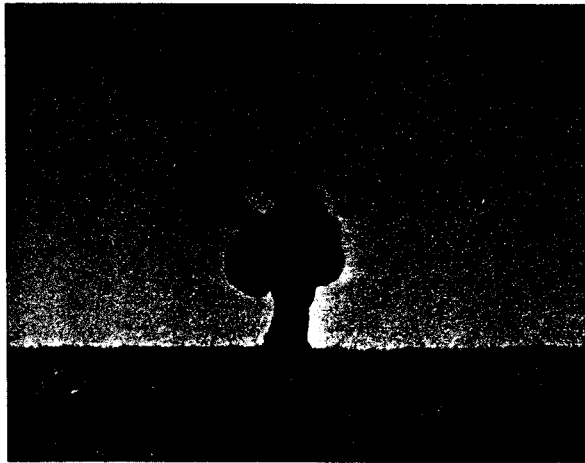
With Katannilik and several other parks, such as Black Stone and Hidden Lake, the territorial park system now includes some outstanding natural areas and historic sites. Yet to date the system has evolved rather haphazardly, with no clear plan guiding the establishment of new parks. As well, though a Territorial Parks Act was enacted in 1987, no general Parks Policy has been put in place to interpret that act and to guide the development and operation of the parks. The Financial Management Board has previously approved the "Criteria and Standards Manual for Development of Tourism Capital Projects." This manual defines the standards to be used in building facilities within parks once the latter are established. The Manual does not, however, address the more basic question of determining where parks are to be established. We do not yet have, therefore, a general policy that sets out what roles territorial parks are to play, what benefits they are intended to achieve, and how parks are to be selected or identified.



MOUNTAIN AVENS: THE TERRITORIAL FLOWER

ECONOMIC DEVELOPMENT AND TOURISM, GNWT

A Parks Policy is intended to... help to provide everyone with a clear understanding of the roles that parks are to play in the evolving society and economy of the NWT.



PAUL VON BACH

EXPLORING THE LANDSCAPE REMINDS US OF WHO WE ARE

Such a Parks Policy and Park System Plan are now needed. The financial resources available to all levels of government are currently under severe pressure, and this situation is very unlikely to ease in the foreseeable future. If government programs are to be delivered effectively and efficiently in these circumstances, it is imperative that all interested parties have a clear understanding of the objectives of individual programs, of the intended benefits of those programs, and of the underlying basis for decisions concerning use of public funds for such purposes.

A Parks Policy, prepared with contributions from all who have an interest in our parks, will help to provide everyone with a clear understanding of the roles that parks are to play in the evolving society and economy of the NWT. This proposed policy is intended to provide that common understanding and that direction, and to ensure that parks contribute as effectively as possible to the goals of the territorial government in such areas as tourism, recreation, economic growth, and sustainable development.

In other words, the proposed policy is intended to set out the kinds of benefits that are to be achieved through the development and operation of territorial parks. Some of those benefits, in areas such as employment and tourism expenditures, can be measured fairly readily. Other kinds of benefits are much more difficult to measure but they are no less legitimate. Such benefits include the strengthening of traditional cultures, the enhancement of community well-being and esteem, and the conservation of natural systems upon which traditional cultures and communities are based.

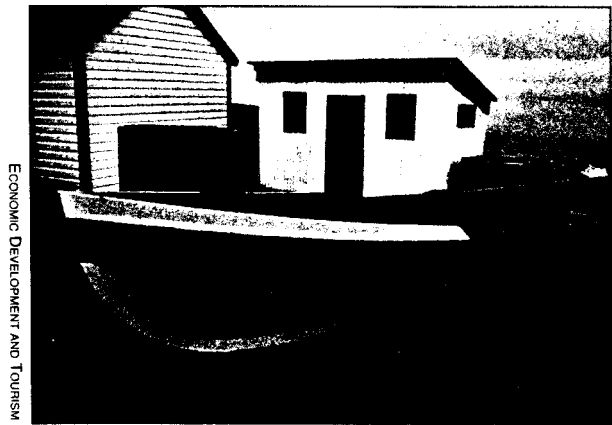
Typically, in Canada, an approved Parks Policy is followed by a document known as a Park Systems Plan. This Plan sets direction for the acquisition

of new parks that would facilitate achievement of the goals defined in the Parks Policy. As with the Parks Policy, the Park System Plan would be prepared only after full consideration of wide ranging contributions from within and outside governments. This system plan would provide a valuable tool to be used in building a system of parks that will fully reflect the spectacular landscapes and diverse cultures of the Northwest Territories. Such a system would be one of which all Northerners can be proud, and one that would serve to attract increasing numbers of visitors to share our magnificent heritage with us.



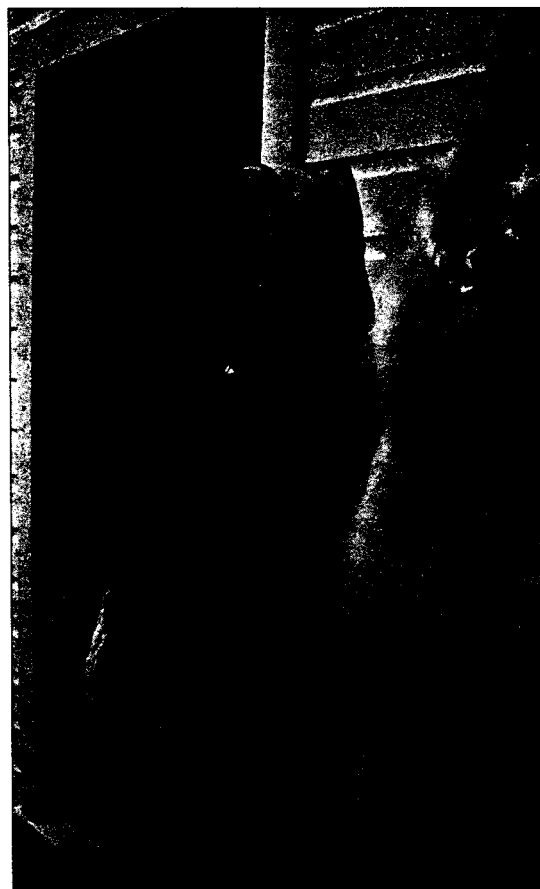
LANDSCAPES ARE ATTRACTIONS THAT ARE PART OF OUR HERITAGE

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Territories,*



ECONOMIC DEVELOPMENT AND TOURISM

HUDSON'S BAY BLUBBER STATION, PANGNIRTUNG.



MICHAEL MORSE

OUR HERITAGE COMES FROM THE LAND

2: The Territorial Parks Act

Under the Territorial Parks Act, the Minister of Economic Development and Tourism is responsible for parks in the Northwest Territories. That Act directs the Minister to establish and operate parks for the "...benefit, education, and enjoyment of the public."

The Act provides for five different types of territorial parks, and specifies the kinds of development that are appropriate in each type.

(a) Wayside Parks provide for the enjoyment, convenience and comfort of the traveling public. Most of these parks are located along the highway network in the southwestern part of the Northwest Territories. Wayside parks commonly provide picnicking facilities, and may include campsites as well. An example is Chuk Park near Inuvik.

(b) Community Parks provide outdoor recreational land and facilities primarily for the benefit of residents of particular communities. Fort Simpson Park is an example of a Community Park, with its associated ball diamond and related facilities.

(c) Historic Parks provide for the protection, management, and interpretation of historic and archeological sites and associated lands, for the education and enjoyment of the public. Kekerten near Pangnirtung is a distinctive Historic Park.

(d) Outdoor Recreation Parks provide opportunities for outdoor recreational activities for the benefit of NWT residents and visitors. Blackstone Park on the Liard River in Deh Cho is an Outdoor Recreation Park.

(e) Natural Environment Recreation Parks preserve the natural environment for the benefit, education and the enjoyment of the public. It is



ECONOMIC DEVELOPMENT AND TOURISM

COMMUNITY GROUPS USE PARKS FOR FUN AND RECREATION

*The Territorial Parks Act, ..
directs the Minister to
establish and operate parks
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and enjoyment of the
public. "*



PAUL VON BAUGH

CANOEING IS POPULAR ON OUR LAKES AND RIVERS

expected that Katannilik, near Lake Harbour, will become the first such park in the Northwest Territories.

The Act stipulates that the Minister of Economic Development and Tourism may, by order, establish a park in one of the first three categories. However, in the case of Outdoor Recreation Parks and Natural Environment Recreation Parks, the Minister may establish a park only with a supportive recommendation by the Legislative Assembly.

Finally it should be noted that the classification of a particular park is a statement that reflects the emphasis or primary purpose of that park. The use of classifications is not intended to suggest that the five types are wholly mutually exclusive. Thus, an Outdoor Recreation Park will probably include picnicking and camping facilities similar to those in a Wayside Park. As well, Community Parks commonly include camping facilities for visitors, in addition to recreational facilities intended primarily for use by community residents.



ECONOMIC DEVELOPMENT AND TOURISM

INUKSHUKS, HISTORIC LANDMARKS ON OUR LANDSCAPES

3: Context

The functions of establishing, developing, and operating territorial parks are not carried out in a vacuum. They take place within a particular political and social context, and must be performed in ways that are consistent with that context.

Accordingly we might define several contextual parameters. These parameters do not relate specifically to the objectives of territorial parks, but they do set the context within which parks are to be established, developed, and operated.

Some aspects of that context that are particularly important in the case of parks areas follows:

Aboriginal Rights

The establishment, development and operation of existing or future territorial parks must be consistent with or complement, all agreements, policies, and legislation related to the settlement of aboriginal claims.

As per its 1990 Sustainable Development Policy the Government of the Northwest Territories is committed to the full implementation of settled claims, and the continuation of a healthy, traditional economy based upon the harvesting of the natural bounty of our lands and waters. Territorial parks reflect full adherence to these maxims.

This provision means that proposed or existing territorial park boundaries may be subject to change, in order that they might comply with the terms of all land claim settlements. Parks are also to be managed so as to comply fully with all wildlife and land use management provisions established under aboriginal land claim settlements.

Aboriginal people are guaranteed the right to continue to hunt, fish, and trap in territorial parks, with the proviso that due



TESSA MACHINOSH GNWT

GABRIEL DOCTOR AT HIS CAMP. HUNTING AND TRAPPING ARE AN IMPORTANT PART OF TRADITIONAL LIFE.



ECONOMIC DEVELOPMENT AND TOURISM

DRY FISH

regard be given to the need for general public safety.

This commitment is provided for under the Territorial Parks Act. It recognizes explicitly the cultural and economic importance of traditional harvesting by aboriginal peoples in the Northwest Territories. The management of a territorial park can enhance traditional renewable resource activities. Such harvesting will be carried out with all due regard for the safety of other park users.

Aboriginal people are guaranteed the right to extract and remove from parks, carving stone and other biophysical materials used in traditional activities.

This commitment recognizes the economic benefits obtained from the production and sale of arts and crafts items. It recognizes as well, the importance of long established activities and ceremonies to the health of traditional societies.

Costs and Benefits

It is proposed that a territorial park be developed and operated with a view to maximizing the widely varying kinds of benefits that flow from parks, within a fiscally responsible framework.

As per currently existing practice, particular attention would be paid during the park development stage to using skilled craft, hand labour, and local materials. This practice can yield a high level of employment benefits for adjacent communities. The use of local materials and design motifs will also give visitors a heightened appreciation of the regional character, thus reinforcing tourism marketing efforts.

Cost savings can be achieved through cooperation with other levels of government and with

non-profit organizations such as the NWT Recreation and Parks Association. As well, the private commercial sector can be encouraged to provide appropriate services to park users wherever possible.

Public Consultation

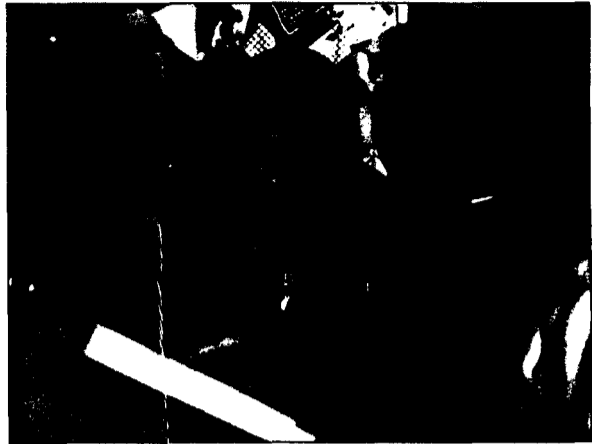
As per the Territorial Parks Act, territorial parks will be established only after extensive community participation and public consultation. Ample opportunity will also be provided for the public to contribute their views concerning subsequent development and operation of parks.

This reflects the NWT tradition of consensus decision-making and community consultation. Such consultation also serves to build public understanding and support for park initiatives early in the planning and development process.

Agency Cooperation and Collaboration

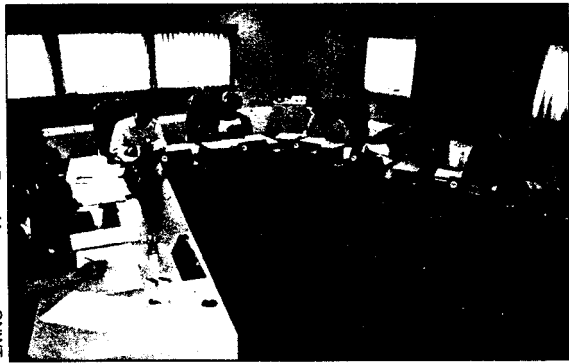
It is expected that territorial parks be established and operated so as to complement the efforts of other parks, tourism, recreation and conservation agencies, at the municipal, territorial, provincial and federal levels, as well as the efforts of the private sector,

For example, the Minister of Economic Development and Tourism recognizes the benefits to be gained through coordinating the Department's efforts to establish and operate parks with related efforts undertaken by Parks Canada and the territorial Department of Renewable Resources. The five existing national parks and national park reserves contribute very significantly to the tourism industry of the Northwest Territories, and particularly to the economies of communities in the vicinity of those parks. Services and Facilities available at ter-



CONSULTATION ENSURES THAT PARKS MEET EXPECTATIONS OF COMMUNITIES

MICHAEL MORSE



TESSA MACINTOSH GNWT

THERE ARE MANY GROUPS WHO COOPERATE IN THE ESTABLISHMENT OF PARKS

territorial parks like BlackStone and Little Buffalo River Falls can complement those available in federal parks, for the benefit of travelers in the Northwest Territories. Cooperative territorial/federal heritage initiatives such as Canadian Heritage Rivers also serve to protect outstanding heritage resources and to boost tourism incomes.

Effective management of lands within territorial parks requires close cooperation with the Department of Renewable Resources, particularly with respect to such questions as environmental conservation, wildlife management and forest fires. Cooperation in such areas is essential if territorial parks are to contribute to the government's sustainable development objectives and if conservation and development objectives are to be appropriately balanced.

Similarly, the provision of recreational opportunities in territorial parks will be coordinated with efforts by the Department of Municipal and Community Affairs to complement facility based recreational opportunities in the communities of the Northwest Territories. Achievement of high standards in the design, development, and maintenance of major facilities requires close cooperation with the Department of Public Works and Services. As well, efforts to preserve historic and cultural heritage will be coordinated with those of the Department of Education, Culture and Employment, more particularly with the programs of the Prince of Wales Northern Heritage Centre.

As the Department of Transportation plans and develops an expanded and improved highway network for the Northwest Territories, the Department of Economic Development and Tourism will work with that department to ensure that the needs of visitors and residents for highway oriented park facilities are fully considered.

Cooperative efforts also seek to ensure that highway signage relating to parks is attractive and effective.

The Department of Economic Development and Tourism cooperates with all public and private sector interests responsible for management of lands adjoining territorial parks, to ensure that the integrity of the parks' heritage assets are assured over the long term. Thus, for example, where mining, forestry, or sport hunting activities are carried out on lands adjacent to parks, the Department of Economic Development and Tourism works with those responsible for managing the adjacent lands, in an effort to ensure that the practice of those activities does not jeopardize the integrity of park assets or the safety of park users.

4. Goals of Territorial Parks



FLYING IN: THE PRIVATE SECTOR IS OFTEN ACTIVE NEAR PARKS

PAUL VON BAICH

It is proposed that territorial parks be established and operated within a comprehensive and balanced system, for the economic, social and cultural benefit of residents of the Northwest Territories and for our visitors. Benefits are achieved through the use of heritage assets for tourism, recreation and educational purposes. The benefits are achieved only if the heritage assets are protected and managed effectively.

The formal goals proposed for territorial parks are essentially those which have unofficially guided the development and operation of parks for the last five years. To:

- support the tourism industry through provision of necessary services to travelers, and by serving as destinations or attractions, while providing assurance of reliability, safety and consistent levels of service.
- provide business and employment benefits compatible with community lifestyles through use of local business, labour, and materials.
- establish, protect, commemorate and interpret cultural and historic parks for the benefit, enjoyment, and education of the general public.
- provide recreation opportunities for tourists and for community residents.
- protect and interpret the natural environment for the enjoyment and education of the public, and in support of the territorial government's commitment to sustainable development.

In its efforts to achieve these goals for territorial parks, the Department is proposing to adhere to the following general principles:

•Parks will be managed so as to comply with all wildlife and land use management provisions established under aboriginal land claim settlements as well as applicable Territorial and Federal legislation.

•Where possible, cost savings will be achieved through cooperation with other levels of government and with non-profit organizations such as the NWT Recreation and Parks Association.

•The private sector will be encouraged to provide appropriate services to park users.

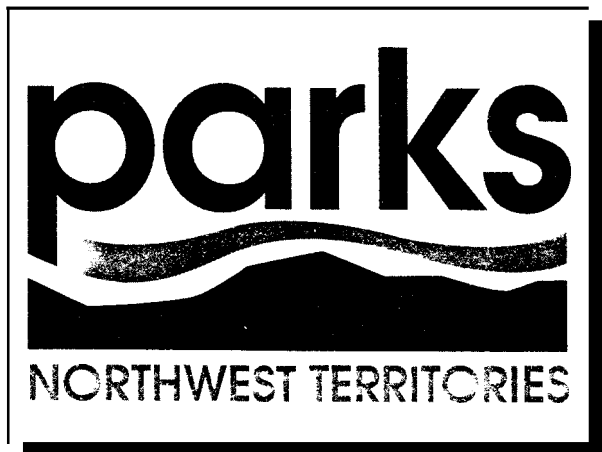
•Provision will be made for effective public consultation and participation with respect to decisions concerning development and use of parks or changes to park boundaries.

At this point, it maybe valuable to compare the purpose of a national park with that of a territorial park. The primary purpose of a national park is to protect the ecological values of a representative example of one of the natural regions identified in Parks Canada's system plan. Development and recreational activities are accommodated insofar as they are compatible with achievement of the primary purpose of environmental protection.

Thus a national park protects heritage resources while accommodating compatible use, with the



The primary purpose of a national park is to protect the ecological values of a representative example of one of natural regions



A territorial park, on the other hand, would generate . . . benefits through the use of natural and cultural heritage assets, with the benefits being generated only if the heritage assets are effectively protected,

latter being perceived to be a necessary element of effective resource protection. It is proposed, on the other hand, that a territorial park, would generate benefits through the use of natural and cultural heritage assets, with the benefits being generated only if the heritage assets are effectively protected. Both types of park protect and use heritage resources. The difference is one of emphasis and of primary motivation.

In the following five sections, the goals of territorial parks are discussed at some length, with a view to making their primary motivation and emphasis more clear.

4 (a): Parks and Tourism

The Government of the Northwest Territories is committed to expanding and diversifying the economy of the NWT. Parks comprise one of the tools that this government uses to that end. With the parks program making up one element in the tourism investment strategy of the Department of Economic Development and Tourism, parks play an important role in supporting the tourism industry and in increasing the levels of incomes generated by that sector.

In order that they might fulfill their role in supporting the tourism economy parks need to be carefully developed to create attractive destination locations and to provide appropriate services to visitors, with a view to encouraging visitors to extend the length of their stays. As noted in the Northwest Territories Tourism Marketing Strategy released in 1994, "Auto touring is the classic North

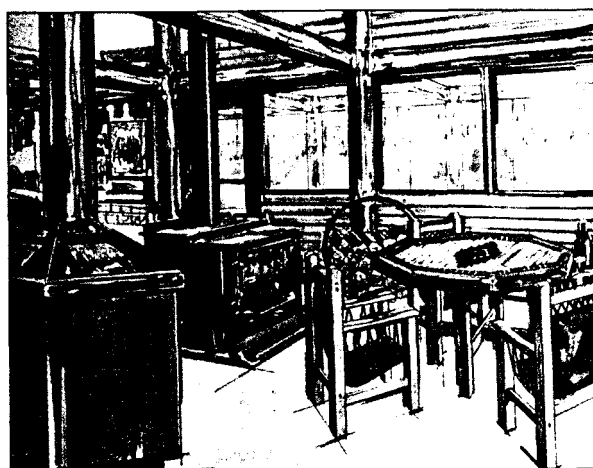
American vacation and is the single largest tourist market in North America. The NWT will have to position itself as a unique or niche auto touring destination with attendant product experiences including parks, visitor services, roadside services and day use facilities.”

The business community may be encouraged to develop appropriate accommodation, outfitting operations, and other related services, both within and adjacent to parks. The intent is that the services provided by the private tourism sector and by the parks program should complement each other.

The tourism sector can be supported by parks:

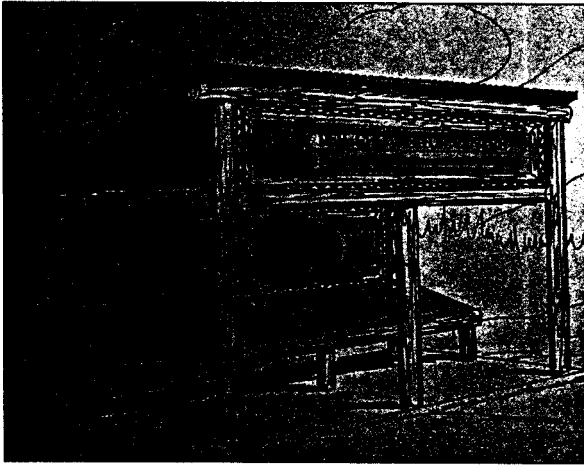
- that attract visitors to the Northwest Territories and that provide them with quality services and facilities;
- that complement services and facilities provided by the private sector;
- that support a thematic focus for marketing the outstanding natural and cultural heritage of the Northwest Territories to potential visitors in the rest of Canada and in other countries;
- that provide recreational opportunities relating to the understanding, appreciation, and enjoyment of the natural and cultural heritage of the Northwest Territories, by both residents and visitors.

Territorial parks can play a role in helping to establish an image of the Northwest Territories in the eyes of visitors. This can be an image of quality experiences and quality facilities, of exciting destinations that can be enjoyed from safe and clean facilities.



ECONOMIC DEVELOPMENT AND TOURISM

ATTRACTIVE FACILITIES WELCOME PARK VISITORS



INFORMATIVE DISPLAYS ENCOURAGE VISITORS TO EXPERIENCE OUR HERITAGE

Parks help to convey the identity of a region, and to stimulate interest on the part of potential visitors in experiencing the cultures and landscapes of that region for themselves,

In part, the support for tourism can also be achieved through the use of carefully considered architectural designs and materials that reflect the cultures and natural character of a given region. In this way parks help to convey the identity of a region, and to stimulate interest on the part of potential visitors in experiencing the cultures and landscapes of that region for themselves.

During their first quarter century territorial parks were developed primarily to provide basic services and facilities for travelers proceeding to other tourism destinations. Wayside parks fulfill this purpose, particularly for the highway touring vacationer, and they will continue to comprise an important part of the park system. In fact, as the highway network of the Northwest Territories continues to grow, the need for attractive highway oriented facilities in support of tourism will also continue to grow. As well, however, there will be an increasing emphasis on developing territorial parks which themselves are tourism destinations, or which provide core attractions around which private sector initiatives can focus.

In establishing and managing territorial parks that are themselves outstanding tourism destinations, the Department is responding to the demands of ecotourism, the most rapidly growing segment of the overall tourism market. Successful ecotourism operations enable visitors to enjoy quality wilderness experiences in outstanding natural areas in which landscape values and ecological values are effectively protected. Katannilik provides the first clear example of a territorial park

that both protects outstanding natural heritage values and supports a growing and sustainable ecotourism industry.

In all of these efforts in the tourism area, Department personnel will work closely with persons and organizations in the private tourism sector and with tourism agencies at all levels of government, in order to ensure that parks contribute as effectively as possible to the tourism economy.

4 (b) Employment and Business Opportunities Relating to Parks

It is proposed that the Government of the Northwest Territories continue its commitment to establishing, developing, and operating parks that will provide opportunities for local employment, contracting benefits, and increased incomes from sales of goods and services to park users. Effort will be made to make such opportunities as consistent as possible with northern lifestyles and traditions. The Department works with other territorial and federal departments to facilitate and support the necessary training programs that build upon existing knowledge and skills, and that prepare individuals and communities so that they might benefit fully from business and employment opportunities.

In short, the development and operation of territorial parks can be carried out in such away that some tangible social and economic benefits flow to residents of nearby communities. In some instances, this objective concerning community benefits can be achieved by means of a co-management agreement negotiated between the



REGIONAL MATERIALS AND DESIGN MOTIFS ARE USED IN PARK FACILITIES



Parks . . . will provide opportunities for local employment, contracting benefits, and increased incomes from sales of goods and services to park users.

Department on the one hand, and community government and/or regional aboriginal organizations on the other. Such an agreement could relate to park development and/or park operation.

As appropriate, the Department works with the territorial Department of Education, Culture and Employment, and with the federal Department of Indian Affairs and Northern Development, and with other territorial and federal agencies, to facilitate the provision of training opportunities. The purpose of such training is to enable local residents to qualify for employment both in park operations and in tourism businesses catering to the demands of park visitors.

Secondly, in the course of park development, it is proposed that labour and businesses from adjacent communities be utilized wherever possible. Parks and related tourism operations may offer employment opportunities that introduce community residents to types of work with good long term career potential, and that encourage them to acquire related education and training.

Finally the Department will also work with other interests, in both the public and private sectors, to identify business opportunities that relate to park development and operations. Said opportunities may entail establishment of compatible businesses in or adjacent to parks. Once such opportunities have been identified, the Department will actively encourage businesses to take advantage of them. Where necessary, the Department will encourage private sector involve-

ment in parks through provision of a range of services and programs to assist small businesses.

4(c) Parks, Cultural Resources, and Community Well-being

The population of the Northwest Territories is small and widely dispersed over an enormous area amounting to over 1/3 of the area of Canada. The majority of our people live in small and relatively remote communities. It is important that territorial parks provide benefits not only to visitors from afar, but to NWT residents as well, particularly to the residents of smaller communities that are often economically and socially disadvantaged.

Some of the benefits for local communities can be measured relatively easily, in terms of employment and increased sales of goods and services. Other benefits may be much more difficult to measure, but they are no less important. Parks in Canada typically entail the protection, appreciation and enjoyment of heritage values. Thus in the NWT they can serve to highlight the unique qualities of the lands and peoples of the North. In so doing, parks can greatly improve the quality of life for residents of the Northwest Territories. They can become important sources of local pride, giving visitors and northerners themselves an increased appreciation of those things that define us as peoples of the Northwest Territories.

One could point, for example, to Kekerten Historical Park and Katannilik Territorial Park, as examples of heritage initiatives that have been



DENE DRUM MAKER JOHNNY NEYELLE FORT FRANKLIN

TESSA MAC INTOSH GMMT



KAREN LAURIE GMMT

FORT LIARD BASKETS

Parks in Canada typically entail the protection, appreciation and enjoyment of heritage values. Thus in the NWT they can serve to highlight the unique qualities of the lands and peoples of the North,

strongly supported by local communities. In part that support is based upon a recognition that parks can be important vehicles for heightening appreciation of the cultures of the communities in question. In these instances, parks and related heritage initiatives clearly reflect the traditions and aspirations of local communities. It is intended that this pattern be the norm for establishment and operation of territorial parks.

The unique cultures of the Northwest Territories are currently under enormous pressure. The stress is reflected in various social and economic indicators, such as unemployment, alcoholism, family violence, and school drop-out rates, that are a cause for serious concern in communities all across the North. In this situation, parks can provide invaluable assets, as focal points for enhancement of the self-esteem of individuals and entire communities. As well, by protecting cultural and natural heritage resources deemed to be important to community well-being, parks can help to engender a sense of responsible stewardship in both individuals and communities.

In sum, by protecting outstanding examples of our northern heritage, and by providing opportunities for enhanced understanding and enjoyment of that heritage, parks can function as valuable educational assets. Parks could become educational tools to be used in strengthening the traditional cultures of northern communities, and in helping communities to share their cultures proudly with our visitors. For visitors, parks can also provide windows to enhanced appreciation of diverse northern cultures. As well, parks can encourage visitors to take advantage of the many

tourism opportunities that enable them to experience and enjoy elements of those cultures for themselves.

4(d) Parks and Recreation

As per the Territorial Parks Act, parks are intended to provide recreational opportunities, both for our visitors and for territorial residents themselves. Within Natural Environment Recreation Parks and Outdoor Recreation Parks, the recreational opportunities are provided in attractive natural settings. The quality of those recreational opportunities, and the quality of the wilderness experiences enjoyed, are dependent in large part upon protection of the integrity of those natural settings. Moreover, the recreational activities that typically occur in parks are those linked closely to the character of the natural environment. They include canoeing, boating, hiking, cross-country skiing, and so on.

The recreational use patterns that are becoming established in the new Katannilik Park are noteworthy. While the landscapes are rugged and appealing, they do not tend to overwhelm as can those of other areas further north on Baffin Island. The Katannilik pattern might be said to reflect a more user-friendly northern wilderness, of a kind that the territorial park system can offer to visitors elsewhere.

Community parks are also specifically intended to provide recreational opportunities. Here the emphasis is more on the development and operation of facilities, rather than on natural settings. As well, the facilities are intended primarily for



LOCAL RESIDENTS ENJOYING THE BEACH

GOVERNMENT OF THE NORTHWEST TERRITORIES

Community Parks and associated recreational facilities can substantially enhance the quality of life for residents of the Northwest Territories,



PAUL VON BAICH

FISHING IS AN ACTIVITY ENJOYED BY MANY PARK VISITORS

the benefit of community residents. Again, as with cultural resources, community parks and associated recreational facilities can substantially enhance the quality of life for residents of the Northwest Territories.

4 (e) Parks, Conservation, and Sustainable Development

The Government of the Northwest Territories adopted a Sustainable Development Policy in 1990. As well, this jurisdiction is a signatory to the commitment made by the federal government and all 12 provincial/territorial governments in 1992 to do everything possible to establish completed systems of protected areas that are representative of Canada's land-based natural regions by the year 2000. Finally the Government of the Northwest Territories is committed to support fully the global Convention on Biological Diversity to which Canada formally adhered in 1992.

In short, although territorial parks are intended primarily to support the tourism industry and to provide recreational opportunities for our residents and our visitors, this government recognizes that territorial parks have another important role to play in helping the Northwest Territories to fulfill its conservation obligations with respect to protected areas and biodiversity, and to meet its sustainable development goals. Moreover, it is also recognized that the tourism objectives of territorial parks will be met to the maximum extent possible, only if the natural and cultural heritage assets of parks are effectively conserved. Thus protec-

tion of heritage resources becomes a necessary requirement of park operations.

To ensure that parks support the territorial government's Sustainable Development Policy as effectively, as possible, Department staff will work closely with their counterparts in the Department of Renewable Resources. In particular, parks can assist the Department of Renewable Resources to achieve its management objectives by functioning as "conservation areas." The latter are defined in the Sustainable Development Policy as areas established and managed "to protect special values related to wildlife and wildlife habitat, unique or representative ecosystems, . . . and heritage, recreational, tourism, scientific, and aesthetic resources." Outdoor Recreation Parks and Natural Environment Recreation Parks in particular have the potential to play an important role in furthering the aims of the Sustainable Development Policy as valuable conservation areas in which ecosystems, cultural heritage, and aesthetic resources are effectively protected.

Finally the aboriginal peoples of the Northwest Territories are assuming increasingly important roles in the political and economic affairs of this jurisdiction. These larger roles flow in part from the establishment of land and resource management bodies called for in various land claim settlements. One common thread running through these claims settlements is the attention that is to be formally given to managing the lands, waters, and all biophysical resources of the Northwest Territories in a sustainable manner, so that these resources continue to be available for the benefit of future generations.

The establishment and operation of territorial parks with a view to meeting sustainable development

Territorial parks have another important role to play in helping the Northwest Territories to fulfill its conservation obligations with respect to protected areas and biodiversity, and to meet its sustainable development goals.



ABORIGINAL PEOPLES CONTINUE TO CARRY OUT TRADITIONAL HARVESTING
IN PARKS

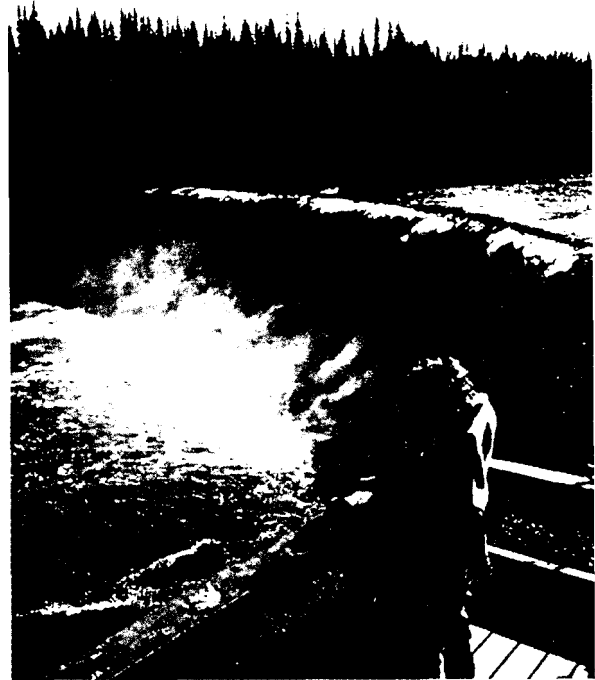
objectives thus reflects the increasingly important place of aboriginal communities in determining the character and roles of our institutions. More specifically, the operation of parks so as to achieve sustainable development objectives reflects an attitude of respect for the land that is an important element of all traditional cultures in the Northwest Territories.

5: Safety and Public Services

The territorial government operates parks that residents and visitors can enjoy, and use safely. Appropriate facilities and services are provided and appropriate regulations set in place, consistent with a given type of park and with the needs of the visitors that the park is likely to attract. As well, the safety of highway travelers is enhanced through the provision of safe and attractive viewpoints and picnic areas where travelers may rest.

Services available in a given park should reflect visitor use levels and availability of funds. Some of the things that may be needed in order to ensure acceptable levels of public safety include emergency shelters, cautionary information, secure food storage facilities, radio communication systems, outfitting or guiding services, and facilities to permit safe river crossings.

The requirements for some of these services and facilities are often considerably greater in remote locations where search and rescue services and health services are not readily at hand. The facilities and services in question may be provided by the Department or by the private sector, as circumstances require. Specific requirements for a given park can be identified in the concept and management plans for that park.



ECONOMIC DEVELOPMENT AND TOURISM

OBSERVATION DECKS PROVIDE SAFE VIEWPOINTS



SIGNS ARE USED TO ADVISE THE PUBLIC OF HAZARDS AND SERVICES

6: Paying for Parks

Given the kinds of benefits that can flow from parks with respect to employment, business opportunities, community well-being, and sustainable development, it is entirely appropriate that the bulk of the funding for parks come from the public purse. However, park users derive very specific direct benefits from parks, and it is therefore fitting that these users pay a share of the costs incurred in providing the facilities and services in question.

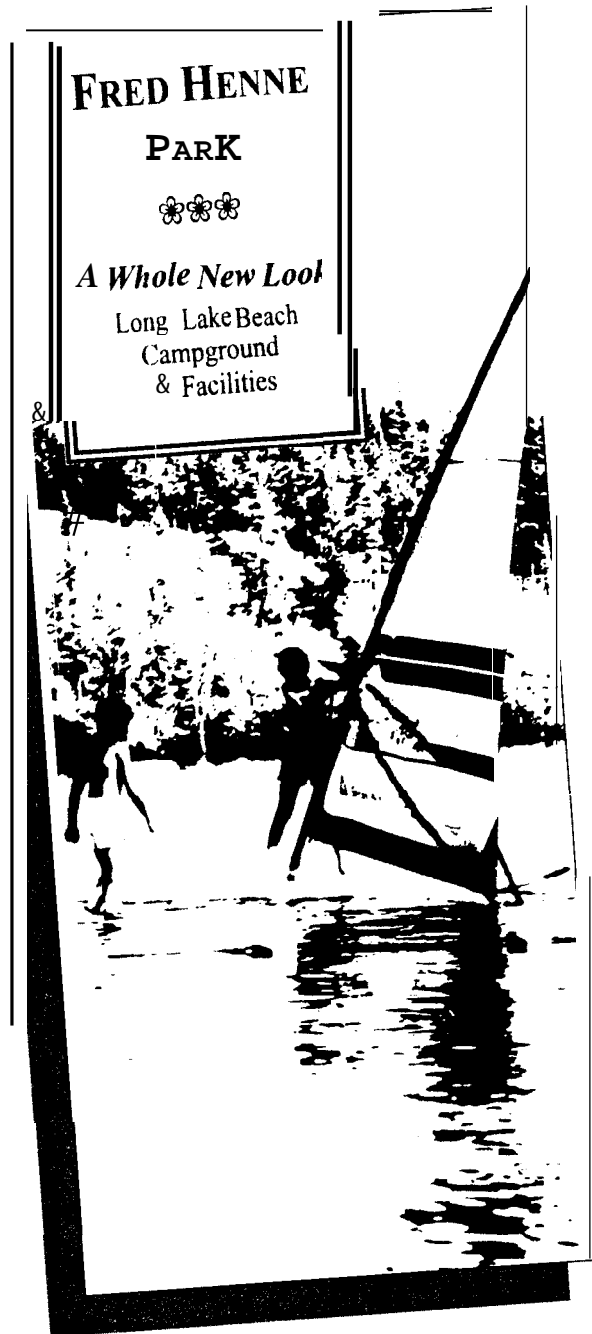
The user-pay practice is in fact already in place in territorial parks, as per authorities contained within the *Territorial Parks Act*. Park entrance fees and camping fees are levied in a number of parks. The Department will consider additional options for revenue generation wherever possible. The proposed criteria to be used in determining whether or not user fees will be charged are:

(i) Fees will normally be charged when an individual user derives a specific direct benefit from use of a facility.

(ii) Levels of fees will be set so as to enable the government to recoup a portion of the operating and maintenance costs related to provision of the service/facility in question.

(iii) Levels of fees will be set so as to avoid unfair competition with private sector suppliers of comparable services.

However, user fees are practical only when the anticipated revenues exceed the anticipated costs of collecting fees. In this regard, various means of efficiently and effectively collecting fees will be evaluated, including self-registration or self-payment by the user.





To enable park operations to be enhanced at a time of financial restraint, the Department is exploring options which might allow it to retain a portion of revenues generated from park users, in order to offset its costs in operating parks. It may be that park users would be willing to pay higher fees if they felt that the increased revenue would go directly to maintaining or improving service. As well, the Department is exploring, by means of several pilot projects, various mechanisms that would permit both the Department itself and individual park operations to sell park-related items and to retain the revenues from these retail operations. The items in question might include such things as publications, posters, replicas of artifacts, outdoor or souvenir apparel, and so on. The Department may also make such saleable items available to others for retail sale to the public. The retail service could be provided either by the commercial sector, or by non-profit organizations that operate programs in support of the parks function. In any event, care will be taken to ensure that the parks program does not compete unfairly with the private sector.

Park users derive very specific direct benefits from parks, and it is therefore fitting that these users pay a share of the costs incurred in providing the facilities and services

7: The Park Establishment Process

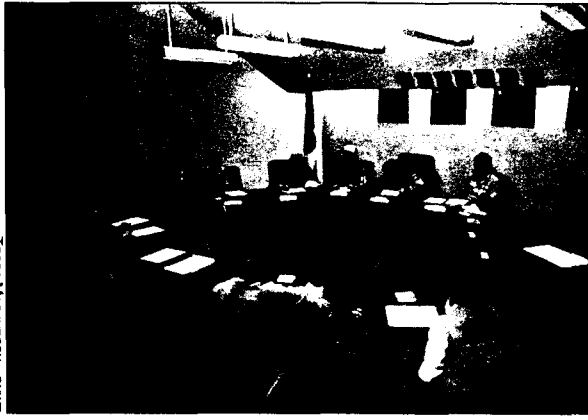
The current park establishment process is quite simple, but can still take a very long time. First, a consensus must be reached amongst the various interested parties to the effect that establishment of a territorial park is desirable. Such consensus will only be achieved after lengthy consultation.

The process begins with emergence of a park concept. In the past, a park concept may have originated within the Department, or more likely, within the context of exercises such as community development plans, regional tourism plans, regional land use plans, and so on. Lengthy studies and consultations with all interested parties have then been undertaken. The intent of such studies and consultations, in brief, has been to determine whether or not the proposed park would be likely to achieve the various kinds of goals outlined above in Section 4, with respect to such things as tourism, employment, community benefits, and sustainable development. Consultation with land claim boards and communities would determine whether establishment of the proposed park is consistent with priorities of the boards, and if residents of the area support park establishment.

If market analysis and other studies indicate that the anticipated economic and social benefits of a proposed park are indeed significantly greater than the estimated costs, and the decision is taken to pursue a park, it will then be necessary to weigh the potential benefits of a park against those related to use of the land in question for other purposes. Here consultation will be required with other public agencies with interests in land management, and with private sector interests in such sectors as mining and transportation. In instances of competing interests, and depending in part upon the amount of land involved, inventory and assessment of potential benefits related to use



THE PARK ESTABLISHMENT PROCESS MUST PROVIDE FOR DUE CONSIDERATION OF THE NEEDS OF OTHER LAND USERS SUCH AS THE MINING INDUSTRY



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GNWT

PUBLIC CONSULTATION IS AN IMPORTANT PART OF PARK ESTABLISHMENT

of the surface and subsurface for other than park purposes may be appropriate.

If a decision is then made to proceed to park establishment, the Department must take action to secure the necessary land base. In the past, this has almost always meant that the requisite steps had to be taken to effect a transfer of the land in question from the federal government to the territorial government. In future, this type of transfer will probably still be called for in most instances. However, given the recent settlement of several comprehensive land claims and the likelihood that more such claims settlements will be achieved in the next several years, the situation has changed markedly. In some instances, sites with significant park potential may be located on lands selected within the claims settlement process. In such a case, the government may consider establishing a territorial park, but only if requested to do so by the relevant claimant group, and only if mutually beneficial long-term arrangements can be agreed upon by the government and the claimant group.

Once the necessary land base has been secured, either through transfer of title from the federal Crown or through conclusion of agreements with aboriginal land-owners, a territorial park can then be formally established. As per the Territorial Parks Act, the Minister may, by order, establish a wayside park, a community park, or an historic park. However, outdoor recreation parks and environment recreation parks, can only be established under the Act on recommendation by the Legislative Assembly.

8: A System Plan for Parks

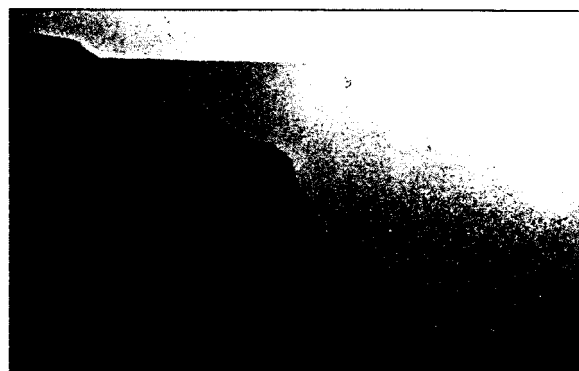
As noted in Section 1., the existing system of territorial parks has evolved on an ad hoc basis, rather than in response to an acquisition plan that has been prepared in advance and that responds effectively to a widely agreed upon set of objectives. In this regard, the Northwest Territories is no different from virtually all other jurisdictions in this country. Parks Canada's park system plan, for example, was approved some 86 years after the establishment of Canada's first national park.

However, the territorial parks system has now sufficiently matured that such a system plan could be useful. This plan can both guide those directly involved in the growth of the system, and provide all other interests with a common understanding of the direction in which the territorial park system can be anticipated to grow.

In other words, to date each territorial park proposal has been considered on its own merits by various interested parties. More and more, however, some of those parties have found it increasingly difficult to assess individual park proposals, in the absence of an overall plan that indicates what an evolving system of parks might look like, perhaps 15, 30, or 50 years down the road.

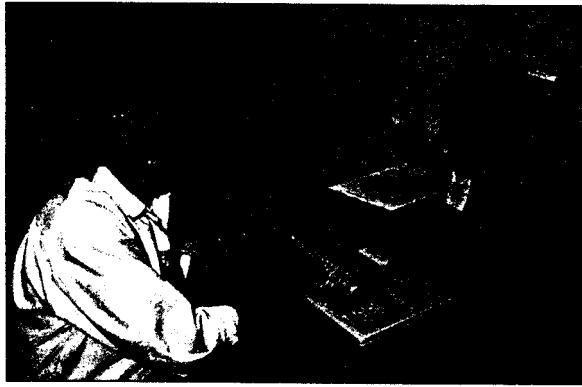
A system plan is intended to provide this kind of perspective. It is unrealistic to presume that we can define with precision the parameters that the territorial park system will have in 50 years. Far from being able to predict with complete confidence what units will comprise that future park system, we should not even presume to know what goals our grandchildren and great grandchildren will seek to achieve through their parks in 2045.

Nevertheless, it is still believed that there is much to be gained by providing, to the best of our ability, a picture of what that future park system may



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IMPORTANT LANDSCAPES AND ATTRACTIONS ARE IDENTIFIED IN A SYSTEM PLAN



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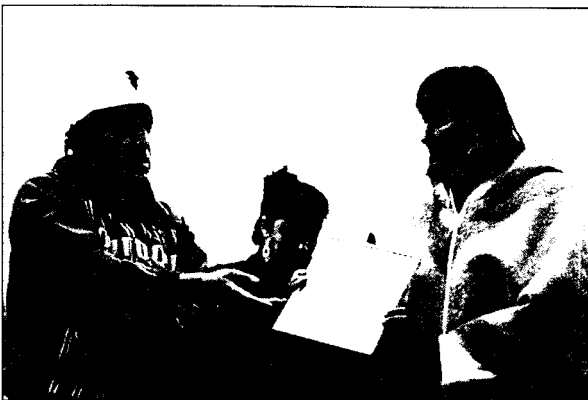
LENGTHY STUDIES GO INTO PARK SYSTEM PLANNING AND PARK ESTABLISHMENT

look like. The need for a system plan is even more obvious at a time when there is great pressure on public funds. Such a plan would help decision makers in their efforts to weigh the relative merits of several proposals competing for scarce financial resources.

With the financial resources of all levels of governments being severely constrained, it is worthwhile defining our long term goals to the extent that we can. Amongst other things, such a plan will help us to identify areas in which we can collaborate effectively with other government, with land claim boards, community-based organizations and with partners in the private and volunteer sectors.

As well, experience elsewhere demonstrates clearly that park system plans are welcomed by those elements of the commercial sector that may have land based interests that are perceived to compete with park interests. By providing all parties with a common understanding of the broad parameters of acquisition goals for territorial parks, a park system plan enables everyone to work together with a view to achieving cooperatively the long term goals of a number of competing and equally legitimate interests.

In preparing a park system plan, the Department would seek to identify those additional parks that together with existing properties, will help it to achieve its goals for parks on a territory wide basis over the long term. These should be consistent with long-term community priorities.



ECONOMIC DEVELOPMENT AND TOURISM

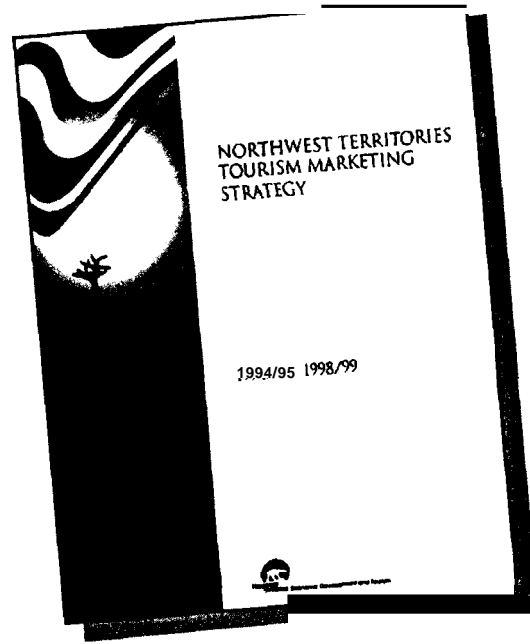
MANY DIFFERENT GROUPS ARE CONSULTED AND INVOLVED IN THE DEVELOPMENT OF PARKS

9: Location and Size of Parks

It follows from the above considerations of the park establishment process and park system planning, that various quite different factors are involved in evaluating the desirability and viability of a proposed park. Those factors include support to the tourism industry, employment and income spin-offs, community benefits, sustainable development, and the character and compatibility of adjacent land uses. These factors will not figure equally prominently in all park proposals. Thus the sustainable development factor, for example, may be more important in some instances than in others.

Given that the factors involved in park assessment studies will not weigh equally in every case, it follows that there can be no hard and fast rules concerning location and size of parks. Location is influenced by such considerations as the following:

- occurrence of natural and cultural attractions.
- market demand for natural and cultural attractions and for park services.
- transportation systems and accessibility.
- sensitivity or conservation requirements of heritage assets.
- existing and projected tourism infrastructure.
- costs of anticipated park development and operations.
- locations of competing or complementary tourism attractions.
- requirements of competing land uses.
- availability of basic utilities/services or potential to provide same.



PARKS CONTRIBUTE SIGNIFICANTLY TO THE TOURISM INDUSTRY



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MELIADINE RIVER TENT RINGS AREA GREAT CULTURAL ASSET.

- potential for generation of direct and indirect economic benefits.

Similarly the appropriate size for a given park will reflect various considerations including the following:

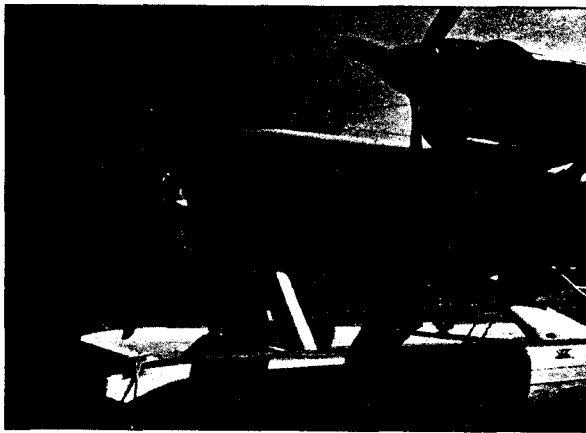
- character of the key natural and cultural assets.

- requirements relating to natural and cultural assets, if their long term viability is to be assured.

- requirements relating to anticipated user activities and length of stay.

- access and infrastructure requirements, with potential for expansion in response to future demands.

- requirements of competing land uses, and the need to buffer the park from these uses/activities if necessary.



ECONOMIC DEVELOPMENT AND TOURISM

MANY TOURISM DESTINATIONS IN THE NWT ARE ACCESSIBLE ONLY BY AIR

10: The Park Management Plan

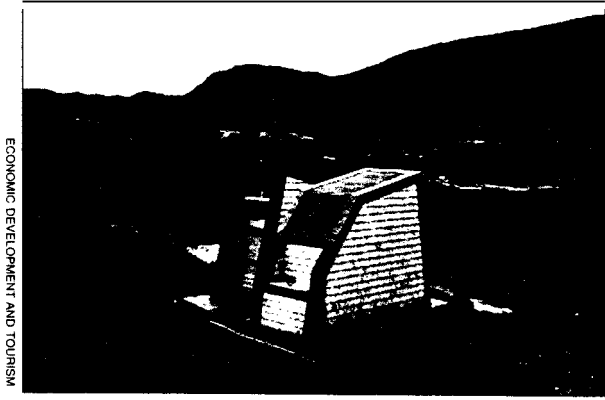
A park concept plan is a broad outline that is the basis of discussions on whether or not a park should be established. The park concept describes the primary assets, attractions, and visitor opportunities of the park, the visitor activities to be accommodated and promoted, the kinds of facilities and services to be provided, the existing infrastructure within the vicinity of the park, regional access facilities, and third party interests. The park management plan follows a decision to proceed with park establishment. The management plan addresses questions of location, scale, and management prescription, in the light of defined goals and objectives for the park, and its intended role in the park system.

A management plan should first identify those sites within the park that have high tourism and recreation potential. Sensitive natural areas and cultural sites would also be identified. Management measures would be defined with a view to facilitating use and enjoyment of the sites with high tourism and recreation potential, while ensuring that sensitive sites are not degraded.

As for visitor activities, let us assume that camping, picnicking, hiking and boating are to be accommodated and promoted as per the concept plan. The levels of service to be provided to support such activities can then be determined, and the necessary facilities and services can be defined in the management plan.

If it is determined, for example, that serviced picnic areas, campgrounds, trails, and boat launches are required, then the number, scale, and location of these facilities will be identified. Access requirements and routes within the park can also be determined. As well, the needs of any third party interests will be delineated and guidelines developed with a view to minimizing any areas





ECONOMIC DEVELOPMENT AND TOURISM

THE FINAL PRODUCT IS THE RESULT OF CAREFUL PLANNING

of potential conflict between those interests and park visitors.

Note that while the park management plan does identify locations and scales of facility development, actual site plans and designs are not yet provided. By way of example, a concept plan might state that camping is to be accommodated. The management plan will then identify a location for a campground and specify that 20-25 sites are to be provided, based on projected visitor use rates. A site plan will later be required. It would identify the specific location of each of the 22 individual campsites within the campground. As well, accompanying design specifications would set out the type/size of tables to be provided, the size and substrate of each tent-pad, the type and placement of each grille and firepit, and so on.

11: Park Zoning and Land Use

In many jurisdictions, one of the most important attributes of a park management plan is the delineation of zones within a park. Under a zoning plan, zones are identified within which certain types of activities or developments are considered appropriate or inappropriate, given the goals to be achieved. Such zoning systems have long been common elements of municipal land use plans as well.

Until recently zoning has been considered unnecessary in our territorial parks, largely because the parks were so small. However, with parks such as Katannilik coming on stream, zoning will become a valuable park management tool.

Proposed goals for territorial parks have been set out above, (Section 4). Goals related to tourism, employment, community well-being, and sustainable development are all considered legitimate. However, the support facilities and land management regimes that are appropriate for meeting one kind of goal, may be inappropriate if a different goal is considered paramount.

Zoning simply recognizes that different equally legitimate goals can best be met more effectively in some parks rather than in others, and more effectively in some parts of a given park rather than in different parts of that same park. In other words, zoning defines the primary purpose of given area within a park, and sets out the facilities, services, and activities that are appropriate within that area.

The number of kinds of zones within a given zoning system will vary, depending upon the range of goals to be achieved within parks, the activities to be accommodated in meeting each type of goal, the levels of compatibility of those activities, the park use levels, and the character and level of external pressures. The following zoning



A PARK ZONING PLAN IDENTIFIES AREAS IN WHICH FACILITY DEVELOPMENT CAN OCCUR

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APPROPRIATE FACILITIES ARE PROVIDED IN DEVELOPMENT ZONES

classification is proposed for use in territorial parks.

Zone A: Development

A broad range of outdoor recreation activities and related facilities may be accommodated in this zone. Facilities for which provision might be made include developed boat launches, outfitter camps, roads, visitor centres, campgrounds accessible by vehicle, and park operational facilities.

Zone B: Natural Environment

Only certain specified activities and very limited visitor facilities would be permitted in this zone. Visitors will be expected to experience such an environment with little dependence on developed facilities. Motorized access (e.g., by boat, aircraft, vehicle, or snowmobile) maybe strictly controlled as per direction provided in the specific park management plan. Facilities such as emergency shelters maybe accommodated.

Zone C: Third Party Interests

When a territorial park is established, boundaries will normally be drawn so as to exclude private freehold, leased lands or things such as established traplines. As well, lots for non-commercial purposes or for commercial purposes unrelated to the provision of services for park visitors, would not be made available within territorial parks. These general guidelines notwithstanding, however, territorial parks will not encumber the right of access to, or use of, existing freehold or leased lands. Areas of this kind that are located within park boundaries would be zoned "Third Party Interests" and managed according to specific guidelines in the park management plan, with

a view to minimizing conflict between park visitors and those third party interests.

Zone D: Hunting

As noted above under “Context”, aboriginal people have the right to hunt in territorial parks. Normally hunting by non-aboriginals is not permitted in parks. However, in certain instances, areas within parks may be zoned to accommodate this activity, under specified conditions, subject to the usual regulations applicable under the NWT Wildlife Act. The Department of Renewable Resources would continue to be responsible for administration of this Act. Its personnel would work closely with those of the Department of Economic Development and Tourism in all fish and wildlife management matters within parks.



Zone E: Special Protection

Certain small areas or specific features within a park may require special management measures, in order to ensure that the value of unusual assets is protected. The areas in question, for example, may support particularly significant plant or animal populations. Some sites may include significant structures or other historic resources. Other sites may be the locations of memorable historic events. Still other sites may be considered sacred to one or more cultural groups and require protection for that reason. Access to and use of such sites would be very strictly controlled or, if necessary, prohibited. Depending upon the specific concerns involved, restrictions may be in place at all times or only at certain critical periods. Concerns may relate to such things as archeological sites, unique vegetation, and so on. In unusual circumstances in which the assets in question require a particularly high level of protection, the Department may investigate the pos-



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sible application of other legislative or regulatory instruments, in cooperation with the appropriate federal or territorial departments.

In operating large parks that include significant ecological resources, it will be increasingly important that the Department work closely with the Department of Renewable Resources. The latter, for example, is responsible for administering the NWT Wildlife Act. Effective enforcement of that Act is particularly important in a major park such as Katannalik.

12: Public Involvement in Park Establishment

If territorial parks are to meet the current and future needs of the people of the Northwest Territories, then it is important that adequate provision be made for meaningful and continuing public involvement in all aspects of parks. From policy formulation to system planning, from park establishment to park management planning, from park facility development to on-going park operations, the Department is committed to encouraging and accommodating such involvement.

Public consultation is specifically referenced in the Territorial Parks Act. In the course of park establishment, the Minister is required to consult with representatives of residents living in the vicinity of the proposed park and of parties whose interests may be affected by establishment of the park. Residents may be represented by claim boards and community-based organizations. The Act also provides for the establishment of Park Consultative Committees with which the Minister will consult on matters pertaining to parks in general or to the establishment, development, and operation of one or more specific parks.

Particular effort will be made to encourage interested non-profit organizations to participate in the consultation program on the proposed policy. Interest groups with a focus on parks, recreation, hunting, mining, tourism and commerce will each be approached. The emphasis will be upon groups based in the NWT but other key groups outside of the NWT will be encouraged to review the material. Formal adoption of a policy represents a major step for territorial parks in the Northwest Territories. We would like to ensure that it reflects the needs and concerns of NWT residents to the maximum extent possible.

If the policy is to do that, we need your help. It is important that we hear your views on the ideas outlined in this discussion paper. Do you agree or disagree with the content of the proposed items? Are there areas that should be changed or expanded? Should any additional questions be considered?

In the months ahead, we shall be scheduling consultation meetings in communities in all parts of the Northwest Territories. In the mean time, we would invite you to write or call us directly. Letters or phone calls can be directed to the following:

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Special Advisor, Parks Development
Department of Economic Development and
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Government of the Northwest Territories
P.O.Box 1320
Yellowknife NT XIA 2L9

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