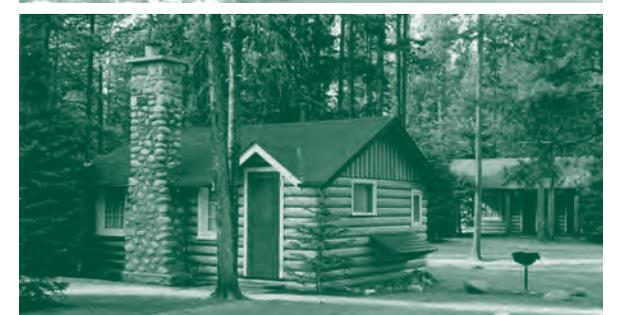


Redevelopment Guidelines for

OUTLYING COMMERCIAL ACCOMMODATIONS AND HOSTELS IN THE ROCKY MOUNTAINS NATIONAL PARKS

2007





FOREWORD

For more than a century, the dramatic scenery, abundant wildlife, and exceptional recreational opportunities of Canada's mountain national parks have enabled visitors from around the world to make deeply personal connections with Canada's natural sites through their memorable experiences at these places. While these parks are, first and foremost, a place for nature, providing appropriate services that allow visitors to enjoy and appreciate our natural and cultural heritage is fundamental to Parks Canada.

The mountain parks offer a range of overnight accommodation, from primitive back country campsites to luxury hotels. Most visitors stay in park campgrounds and the hotels, motels, and bed and breakfast facilities in park communities. However, people seeking accommodation in a more natural setting have access to a variety of hostels, lodges and cabins located outside national park communities. The lodges and cabins are known as Outlying Commercial Accommodation (OCAs). OCAs are defined as any privately operated, road-accessible, mountain national park visitor accommodation outside the communities of Banff, Lake Louise, Field, Jasper and Waterton. Several OCAs are popular with day visitors, either because they are near major scenic attractions (e.g., Moraine Lake Lodge, Johnston Canyon Resort, Emerald Lake Lodge) or because they provide services for motorists or tour buses.

Many OCAs have remained essentially the same since the first guidelines for their operation were finalized in 1988. Some have undergone minor redevelopment and a few, such as Emerald Lake Lodge, Banff Rocky Mountain Resort and Moraine Lake Lodge, have changed substantially. Guests of an OCA can expect, at a minimum, the basic amenities of a small hotel together with the unique experience of a more remote park setting. Because of their location, OCAs may provide additional services, such as food, fuel and equipment rentals for their guests. Rates are generally comparable to those charged in the communities.

Hostels provide low cost, roofed accommodation. The number of hostel beds outside park communities has declined from 424 to 352 during the past two decades. During the same period, new hostels, with a total of 205 beds, were built in the hamlet of Lake Louise, the Town of Banff and the community of Waterton.

The bulk of development in the national parks (townsites, highways, day use areas), including most OCAs and hostels, is located in the montane ecoregion, the most important wildlife habitat in the parks. Development in the montane affects wildlife directly (e.g., by building facilities in important habitat) and indirectly (e.g., by fragmenting landscape with its resulting impact on wildlife movement). As with other facilities in the national parks, OCAs and hostels must ensure their operation, design, and any planned expansion respects Parks Canada's mandate, policy and regulations. These guidelines provide direction to ensure that change honours the mandate of Parks Canada. They provide for some growth at most operations, while offering opportunities to make site specific ecological improvements, provide better protection of cultural resources, and improve the character of development to better reflect national park values.

Parks Canada will follow the intent of these guidelines at its road-accessible facilities outside the townsites, including campgrounds and day use areas.

Approved by:

Bill Fisher
Director General, Western and Northern Region
Parks Canada Agency

FOREWORD

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CHAPTER 1

Introduction

1.1 OBJECTIVES

The objectives of these guidelines are to:

- update the direction for visitor accommodation facilities located outside communities, in the mountain national parks;
- set limits to growth as well as parameters for development and services within which development or redevelopment proposals for OCAs and hostels, in Banff, Jasper, Kootenay, Yoho and Waterton Lakes National Parks will be reviewed; and
- ensure any redevelopment respects the parks' ecological integrity, cultural resources, and built heritage; and enhances the visitor experience.

1.2 CONTEXT

The traditional OCAs, or bungalow camps, as they were once called, have played an important role in accommodating park tourists since the early days of the automobile. In Banff, Yoho, and Kootenay, some of the first OCAs were built by the Canadian Pacific Railway as it expanded its hotel chain throughout the parks. In Jasper, the newly-formed Canadian National Railway began construction of Jasper Park Lodge in 1922. Development of several OCAs in Jasper followed. The Glacier Park Hotel Company, a subsidiary of the Great Northern Railway Company, constructed Waterton Lakes National Park's landmark Prince of Wales Hotel in 1927.

Alberta was the birthplace of hosteling in Canada, with the first hostel established by the Canadian Hosteling Association near Bragg Creek in 1922. The mountain parks' first hostels, along the Icefields Parkway, were constructed in 1950.

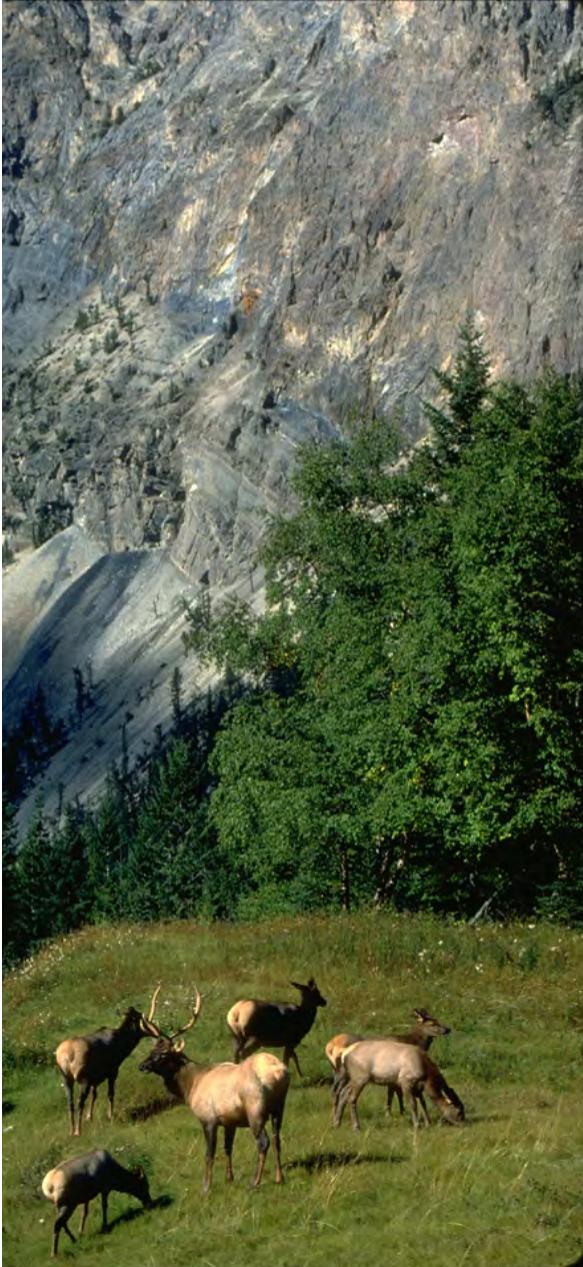


FIG. 1 The Four Rocky Mountain Parks

The first development guidelines for OCAs were originally prepared as part of the planning program for the four contiguous national parks of Banff, Jasper, Kootenay and Yoho in the 1980s. Over the years, the 1988 Four Mountain Park Outlying Commercial Accommodation Redevelopment Guidelines became out of date.

In October, 1998 the Minister responsible for Parks Canada asked an independent panel to recommend principles that would govern the nature, scale and rate of future development for commercial accommodation outside the national park communities. Owners and operators, members of the public and stakeholders participated in the panel's review. The report of the panel was received in 1999.





Parks Canada considered the recommendations of the independent panel, discussions with each OCA operator as well as hostel representatives, as well as a variety of issues at each site to make a decision on the amount of development it would be prepared to consider for each site. In Banff, Yoho, Kootenay, and Waterton Lakes National Parks, that direction was provided to each operator in a letter from the Chief Executive Officer (CEO) for the Parks Canada Agency, Mr. Tom Lee, during the winter and spring of 2001.

In Jasper National Park, an area around the town of Jasper where the Miette, the Maligne, and the Athabasca valleys converge is one of the most ecologically important areas of the park. This area is known as the Three Valley Confluence. Parks Canada had to consider the cumulative effects of all human use in the Three Valley Confluence area around the community of Jasper before finalizing guidelines for future development of OCAs in that area.

A Three Valley Confluence Recovery Plan was developed through a peer-review process, with local stakeholder input. It contains a variety of measures to improve the ecological integrity and aesthetic quality of the area, which were incorporated into the final site-specific guidelines for affected OCAs. This direction was communicated to operators by the CEO from January to August 2001.

1.3 SCOPE

These guidelines will apply to the facilities outlined in Figures 2,3,4,5, and 6.

OCAs and hostels are frontcountry facilities, accessible by motorized vehicle. The guidelines do not apply to day-use areas, campgrounds, and back country lodges and cabins, including those managed by the Alpine Club of Canada. They do not apply to Upper Lake Louise (including Paradise Bungalows, Deer Lodge and the Chateau Lake Louise), the hamlet of Lake Louise, the Village of Field, the Palisades Centre, the Jasper Park Lodge, the Columbia Icefield Centre, the Rimrock Hotel, or hostels located within park communities. Other documents (e.g., community plans) address the management and potential development of many of these facilities.

All development at hostels and OCAs will be guided by the direction in this document and the policy letters for each OCA and hostel.

The Guidelines address the following:

- the scale, character, and extent of commercial and staff accommodation;
- the amount of overnight commercial accommodation permitted;
- the number of staff residents and overnight visitors;
- the protection and enhancement of ecological integrity and cultural resources;
- basic and essential services;
- heritage tourism; and
- appropriate use.

1.3.1 Limits to Development

Given the environmental considerations at the local, regional, and landscape scales, it is apparent that limits need to be placed on the future development of national park OCAs and hostels.

These guidelines control growth through specific recommendations that limit growth on the basis of four variables:

- 1) total number of guest units;
- 2) maximum occupancy;
- 3) total amount of commercial development in m²; and
- 4) total amount of staff accommodation in m².

Limits to development are based on site considerations, the likely impact of additional development at the local scale, as well as broader landscape and regional considerations.

The limits identified for each site in chapters 5 & 6, represent the potential development on each site. Development proposals will be subject to the Canadian Environmental Assessment Act (CEAA), and the Development Review process.

The opportunity to expand does not apply equally to all facilities for two reasons. First, the allocation is directly related to potential improvements to ecological integrity, cultural resource protection, and the character of the built environment that redevelopment affords. Second, facilities that offer the most benefits to the park when the conditions for development are met have been allotted the greatest potential for growth.

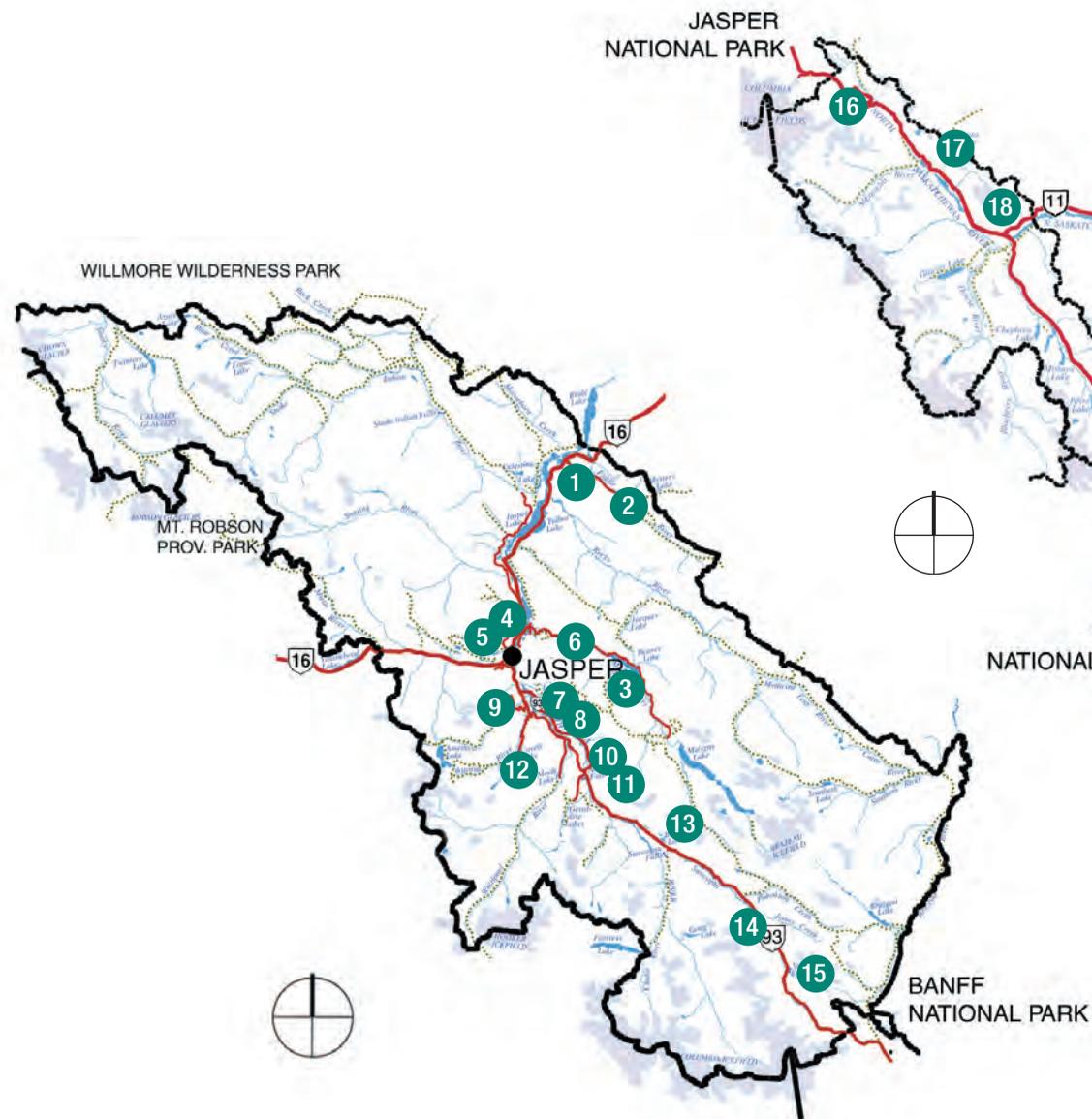


FIG. 2 Jasper National Park



FIG. 3 Banff National Park

These guidelines apply to the following facilities:

Jasper National Park

1. Pocahontas Bungalows
2. Miette Hot Springs Bungalows
3. Maligne Canyon Hostel
4. Pyramid Lake Resort
5. Patricia Lake Bungalows
6. Pine Bungalows
7. Tekarra Lodge
8. Alpine Bungalows
9. Whistlers International Hostel
10. Jasper House Bungalows
11. Becker's Bungalows
12. Mount Edith Cavell Hostel
13. Athabasca Falls Hostel
14. Sunwapta Falls Resort
15. Beauty Creek Hostel

Banff National Park

16. Hilda Creek Hostel
17. Rampart Creek Hostel
18. The Crossing

Note: maps are not to scale

- 19. Num Ti Jah Lodge
- 20. Mosquito Creek Hostel
- 21. Moraine Lake Lodge
- 22. Baker Creek Chalets
- 23. Storm Mountain Lodge
- 24. Castle Mountain Village
- 25. Castle Mountain Hostel
- 26. Johnston Canyon Resort
- 27. Juniper Inn (formerly Timberline Inn)
- 28. Banff Rocky Mountain Resorts

Yoho National Park

- 29. Whisky Jack Hostel
- 30. Emerald Lake Lodge
- 31. Cathedral Mountain Chalets
- 32. West Louise Lodge

Kootenay National Park

- 33. Kootenay Park Lodge
- 34. Radium Hot Springs Lodge

Waterton Lakes National Park

- 35. The Prince of Wales Hotel

Note: maps are not to scale

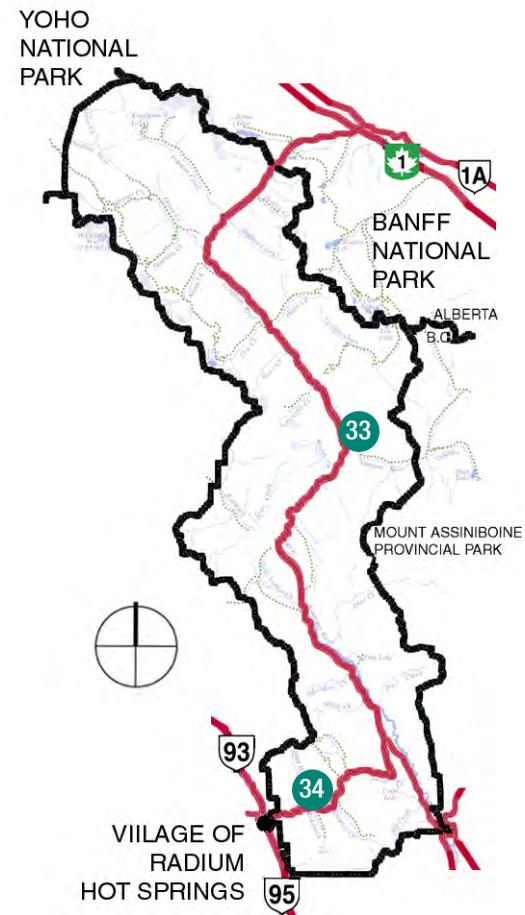


FIG. 5 Kootenay National Park

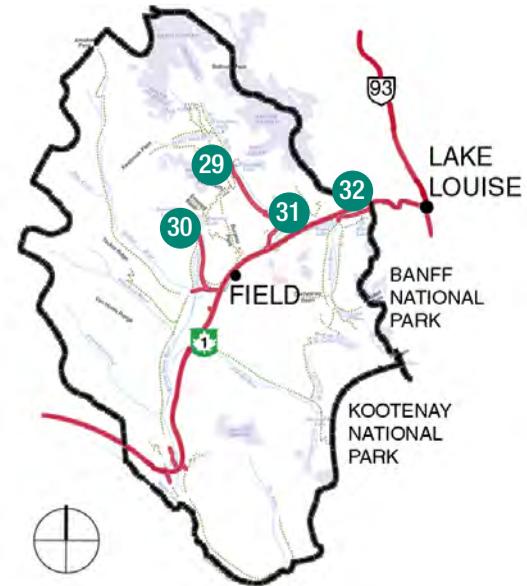


FIG. 4 Yoho National Park

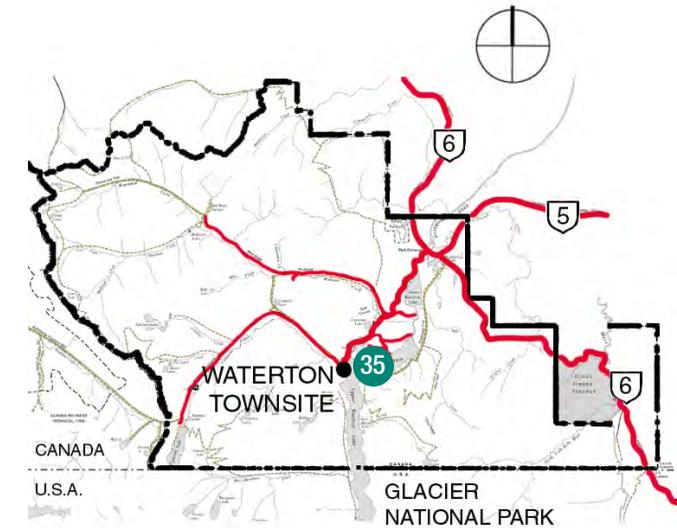


FIG. 6 Waterton Lakes National Park

1.4 LEGISLATION AND POLICY CONTEXT

The legislative direction and policies most relevant to OCA and hostel redevelopment are summarized below.

Canada National Parks Act and Regulations

The National Parks Act was introduced in 1930. In 2000, this act was revised and consolidated in Bill C-27, the *Canada National Parks Act* (the Act). The Act states that the National Parks of Canada are hereby dedicated to the people of Canada for their benefit, education and enjoyment, subject to this Act and the regulations, and the national parks shall be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations. Section 8.(2) of the Act states that maintenance of ecological integrity, through the protection of natural resources and natural processes, shall be the first priority of the Minister when considering all aspects of the management of parks.

Regulations in support of the Canada National Parks Act apply directly to OCAs and hostels, specifically portions of the General Regulations, Lease and Licence of Occupation Regulations, Businesses Regulations, Building Regulations, Garbage Regulations, and Water and Sewer Regulations.

Guiding Principles and Operational Policies (1994)

The National Parks Policy and Cultural Resource Management Policy have particular relevance for OCAs and hostels:

(a) National Parks Policy

Protecting ecological integrity and ensuring commemorative integrity take precedence in acquiring, managing and administering heritage places and programs. In every application of policy, this guiding principle is paramount.

Management decisions are to be based on sound cultural resource management and ecosystem based management practices.

Parks Canada will welcome visitors and make them aware of the opportunities for understanding, appreciating and enjoying each national park through its programs, services, and facilities.

Parks Canada will provide the public with interesting and enjoyable opportunities to observe and discover each park's natural, cultural, historical, and environmental features and processes.

Within national parks, preference will be given to basic accommodation facilities such as campgrounds, hostels and shelters which enhance visitors' understanding, appreciation and enjoyment of the parks' special values and which provide access to additional, enjoyable park experiences including a range of appropriate recreational opportunities.

Where commercial accommodation is provided within national parks, it will enhance understanding, appreciation and enjoyment of natural settings and provide access to additional park experiences, including a range of recreational opportunities.

Essential and basic services are provided while maintaining ecological and commemorative integrity and recognizing the effects of incremental and cumulative impacts.

(b) Cultural Resource Management Policy

A number of OCAs include important buildings in the history of the mountain parks, and their continued protection is a key objective. The unique architecture and location of some buildings also contributes to many sites' heritage values.

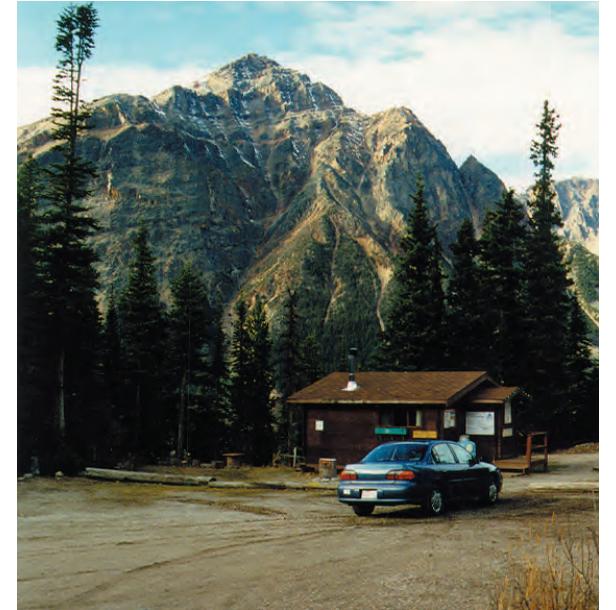
The Cultural Resource Management Policy applies to the care of cultural resources, as well as the promotion of public understanding, appreciation and enjoyment of these resources. It defines cultural resources as a human work, or a place that gives evidence of human activity or has spiritual or cultural meaning, and that has been determined to be of historic value. Parks Canada applies this definition to a variety of resources including

cultural landscapes and landscape features, archaeological sites, structures, engineering works, artifacts and associated records.

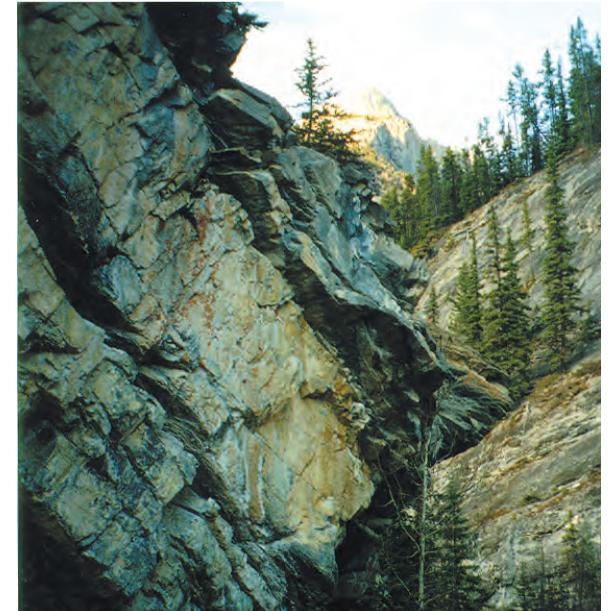
Parks Canada Charter

The Parks Canada Charter states that on behalf of the people of Canada, we protect and present nationally significant examples of Canada's natural and cultural heritage, and foster public understanding, appreciation and enjoyment in ways that ensure their ecological and commemorative integrity for present and future generations.

Mount Edith Cavell View



Rampart Creek Canyon View



Mount Edith Cavell Hostel



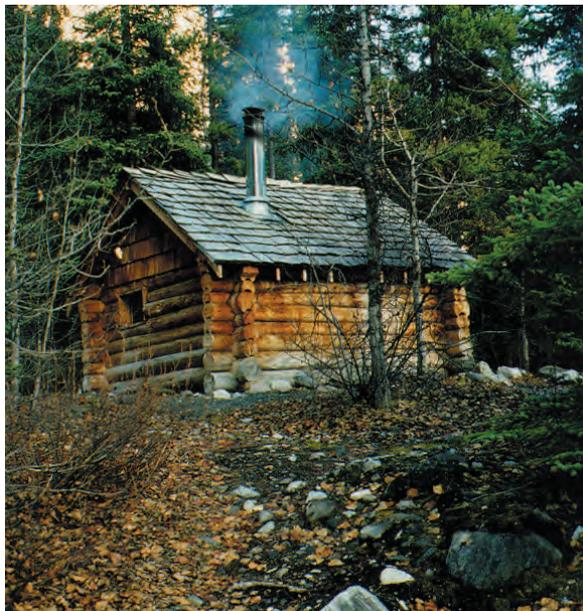
Beauty Creek Hostel



Athabasca Falls Hostel



Rampart Creek Hostel



National Park Management Plans

The Canada National Parks Act requires the Minister to prepare a management plan for each national park including provision for resource protection, zoning and visitor use. The management plan for Banff National Park was approved in 1997. Management plans for Jasper, Kootenay, Yoho and Waterton Lakes National Parks were approved in October 2000. These management plans provide the policy framework and overall direction for applying the OCA guidelines. They were amended in May 2004.

The management plans stress an ecosystem based approach to planning and management. People are part of the ecosystem, and the objective of human use management is to allow people to enjoy a national park without damaging its ecological integrity. The more Canadians know about national parks and appreciate their resources, the more likely Canadians will support the work required to assure their preservation and protection.

Canadian Environmental Assessment Act (CEAA)

All development within a national park, requiring a building permit, is subject to the CEAA and will undergo an environmental screening in accordance with the CEAA and Parks Canada policy. A key aspect of the CEAA is that environmental assessments must consider any cumulative effects that are likely to result from the project in combination with other projects or activities that have or will be carried out.

A strategic environmental assessment was prepared to determine the overall impacts should the level of development outlined in the Chief Executive Officer's (CEO) letters occur for each OCA and hostel. This EA was updated in early 2005 and is included as Chapter 9.

Parks Canada will consider proposals consistent with these general and site-specific guidelines, or which will result in less impact and/or significant environmental and cultural resource benefit. Development approval will be subject to successfully

completing the development review process, and application of the CEAA.

Leases and Licences of Occupation

All OCAs are built on land leased from the Government of Canada.

Wilderness hostels in Banff National Park are owned by Parks Canada and operated by Hostelling International, Pacific and Mountain Region. The Lake Louise and Banff Hostels are owned and operated by Hostelling International, Pacific and Mountain Region. Hostels in Jasper National Park are owned by Parks Canada and operated by Hostelling International, Northern Alberta Region. Hostelling International operates the wilderness hostels in Banff and Jasper National Park through licenses of occupation with a term of ten years.

CHAPTER 2

Guiding Principles

This chapter sets out the conditions, principles, and policy on which the site specific guidelines in chapters five and six are based. They apply to all development proposals. The actions clarify how the principles should be applied and are based on conservation biology, ecological integrity, cultural resource integrity, heritage tourism expectations, visitor experience, planning and architecture, fire management, landscape architecture and architecture.

2.1 OBJECTIVES

OCA and Hostels perform a valuable role in providing accommodation in a more natural setting than that available in park communities, giving visitors opportunities to understand, learn and enjoy the natural and cultural heritage fundamental to the Parks Canada mandate. The Park Management Plans highlight the importance of enlisting the active participation of the tourism industry, including OCAs and Hostels, in providing visitors with a quality experience based on National Park values.

Improvements to individual operations can help support ecological integrity, while offering visitors opportunities that enhance their national park experience and improve their understanding of natural ecosystems and cultural heritage. However, OCAs and hostels may only expand if: development on their site has not yet reached the maximum outlined in the specific guidelines; and the development proposal clearly demonstrates how the developer will implement the following requirements:

- ecological improvements;
- protection of important cultural resources;
- improvements to the character of the operation so it better reflects national park values; and
- improved delivery of heritage tourism messages.

2.2 ECOLOGICAL INTEGRITY

Principles

The management, operation, and expansion of OCAs and hostels will ensure the protection of the parks' ecological integrity.

Services provided to visitors, including education and learning opportunities, will contribute to their understanding of ecological issues at the site and in the park.

The development review process and CEAA will apply to decisions on development.

OCAs and hostels will operate in an environmentally responsible manner, and demonstrate leadership in environmental stewardship.

Actions

- Relocation of OCAs will not be permitted.
- Limits to growth will not be exceeded.
- Environmentally sensitive areas on leaseholds will be protected.
- Where not specifically prohibited by their site specific guidelines operators may be allowed to change their operating season if they clearly demonstrate the change will not have any unacceptable impact on the ecological health of the area.
- Measures to reduce the environmental impact of the operation in and around the facility will be included in all development proposals.
- Special measures will be required to avoid degradation of headwaters, wetlands, riparian areas, rare ecosites, and rare vegetation. These measures will include the protection, and where appropriate the reclamation of naturally vegetated strips adjacent to all permanent and intermittent water bodies.

- Where required, Parks Canada will allow selective cutting and clearing of vegetation to protect facilities from forest fire.
- Measures to avoid a negative impact on wildlife will be included in development proposals. These include maintaining important wildlife habitat and movement corridors, and preventing wildlife habituation.
- Exotic plants will gradually be replaced with species that are native to the region. Exceptions will be made in the case of historical plantings as long as the species are non invasive.
- Operators will adopt integrated pest management programs.
- Redevelopment projects will keep the modification of the natural environment to a minimum e.g., by reducing the development footprint, and restricting new development to previously disturbed lands.
- Operators will improve environmental stewardship by rehabilitating degraded landscapes, identifying and cleaning up contaminated sites, and eliminating existing and potential sources of pollution.
- A phased approach to achieving effluent targets set out in management plans must be implemented by operators. Wherever possible, sewage should be treated on site or on adjacent areas covered by a licence of occupation.
- Effective strategies to reduce the consumption of water and energy, and reduce the amount of waste, will be included in all development proposals.
- The leasehold boundary will be renegotiated where beneficial for ecological, cultural, health and safety, or visitor experience reasons.

CHAPTER 2

Guiding Principles

2.3 HISTORICAL AND CULTURAL RESOURCES

PRINCIPLE

Alterations or expansion of hostels and OCAs will ensure the protection of important historic buildings and their settings, cultural landscapes, archaeological sites, and artifacts.

ACTIONS

- Parks Canada will require owners to protect, maintain and, where appropriate, enhance cultural resources that have special historical significance.
- Redevelopment proposals will include measures to protect elements that define the heritage character of individual sites, including archaeological resources.
- When appropriate, leases and licences of occupation may be revised to allow the protection, appropriate maintenance, and presentation of important heritage structures, views, landscapes and archeological resources.

2.4 BUILT ENVIRONMENT

PRINCIPLES

OCAs will continue to be relatively small scale facilities providing a distinct alternative to townsite accommodation. Hostels will be more rustic in nature.

Buildings will blend into the natural landscape. This will be reflected in the buildings' form, scale, placement, details, choice of materials, and colour.

ACTIONS

- Proposed changes will protect or enhance the views of, and from, important natural and cultural features.

- The design of new buildings, additions, and landscaping will keep the ecological and visual impact on the surrounding environment to a minimum.
- Interior design will reflect the national park setting and park themes.
- Operators will be encouraged to improve the aesthetics of existing roads, parking lots, and outdoor spaces.

2.5 SOCIAL AND ECONOMIC HEALTH

PRINCIPLES

The national parks belong to all Canadians. Accordingly, Canadians expect businesses to pay the costs associated with their development and operation in the parks.

A healthy local economic climate is necessary to allow park businesses to evolve along aesthetically pleasing and environmentally responsible lines, and to contribute to the broader economy.

ACTIONS

- Operators will provide adequate housing and support services for their staff.
- Parks Canada will recover the cost of services it provides to operators, where these services primarily or exclusively benefit that operator.

2.6 APPROPRIATE VISITOR ACTIVITIES AND USE

PRINCIPLES

The national parks welcome activities that help visitors understand and appreciate the parks' nature, history, and culture, without impairing the parks' ecological integrity.

The primary role of OCAs will be to provide low density visitor accommodation in a natural setting, as well as secondary day use facilities where applicable. OCAs may provide appropriate ancillary services for visitors as long as they are not attractions in themselves.

The primary role of outlying hostels will be to provide basic, low cost, fixed roof accommodation in a natural setting.

ACTIONS

- All OCAs and hostels have been assigned development limits. Those limits and these guidelines will govern development.
- Operators will be responsible for justifying new uses by demonstrating how they will benefit the park and enhance visitor experience.
- No new OCAs or hostels will be permitted, other than those permitted within the national park communities of Jasper and Field, as provided for in their community plans.
- Hostels will continue to offer fixed roof accommodation at a reasonable price. Facilities will be allowed to be modernized but will be kept simple, basic, and affordable to users.
- Where appropriate, operators may participate in the maintenance and management of adjacent day use facilities.

2.7 HERITAGE TOURISM AND VISITOR EXPERIENCE

PRINCIPLE

Operators will foster an appreciation of the parks' environment and cultural heritage by implementing a heritage tourism strategy for each site.

ACTIONS

Operators will be required to prepare a heritage tourism strategy for their operation before receiving an occupancy permit for redevelopment or expansion.

Heritage Tourism Strategies will:

- support the goals identified in park heritage tourism strategies
- ensure written material is sensitive to the Parks Canada mandate; include information about the ecology, natural and cultural history of the area; accurately reflect visitor opportunities; and create realistic expectations of visitor experience.
- promote awareness of heritage tourism among staff, visitors, media and travel writers.
- offer on-site opportunities to enjoy and learn about the park.
- provide visitor programs and staff training to increase understanding of ecological integrity and cultural resource management and to show how visitors and staff can personally contribute to parks preservation and facilitate memorable visitor experiences.

CHAPTER 3

Environmental Conditions and Limits to Growth

The increasing number of visitors to the mountain parks has the potential to have a corresponding negative impact on the park environment. If Canadians are to protect their national parks from their own popularity, the parks must be carefully managed. This chapter looks at the impact of development on the environment and how it can be managed, and describes the method used to set limits to overall growth.

3.1 ENVIRONMENTAL IMPACT

Any development has some impact on the environment. In addition to the obvious effect on the natural scenery, damage can include lost habitat, contaminated water, trampled vegetation, erosion, wildlife habituation, human-wildlife conflict, traffic accidents, and noise and light pollution. OCAs and hostels must be considered as part of a total human use strategy for the park.

Assessing the type and degree of impact of outlying accommodation becomes increasingly complex when OCAs and hostels are located in popular day use areas, such as Moraine Lake, Bow Lake, Emerald Lake, Johnston's Canyon, and Maligne Canyon. It is difficult, in these cases, to determine the relative impact of OCA and hostel developments versus that of day use and traffic. What is clear is that these facilities have environmental impacts and opportunities exist to mitigate these impacts.

3.1.1 *Wildlife*

The mountain parks protect some of the last suitable habitat in southern Canada for far ranging species such as wolves and grizzly bears. Some outlying accommodation is located in, or

very near, important habitats and corridors that connect habitat areas. OCAs that affect wildlife movement are mainly in valleys already constricted by highways, railways, powerlines, pipelines, campgrounds, trails, parking areas, or other facilities. All these developments reduce the amount of secure habitat and the effective width of corridors for wary carnivores.

Because key predators, particularly wolves, avoid humans and developed areas, their prey, particularly elk, seek refuge in such areas. The problem is compounded at facilities where vegetation is an added attraction. This combination of factors, across numerous sites within a particular ecoregion, has increased the potential for serious conflicts between humans and elk, has contributed to over-browsing, and threatens vegetation communities that are important to regional biodiversity, notably aspen, willow and mixed wood stands.

3.1.2 *Fire*

A growing understanding of the important role of fire in maintaining natural ecosystems has led Parks Canada to work towards partial restoration of natural fire regimes in the parks. In many of the park ecosystems, fire is a factor in regeneration and helps maintain biodiversity. Parks Canada uses prescribed burns, monitoring of random wildfires, modified suppression techniques, and other fire management strategies to achieve goals such as maintaining habitat for large mammals, managing insects such as mountain pine beetle, and reducing the threat of uncontrolled wildfire to nearby resources. Facilities such as OCAs and hostels make this more difficult to achieve because of the need to protect the facilities.

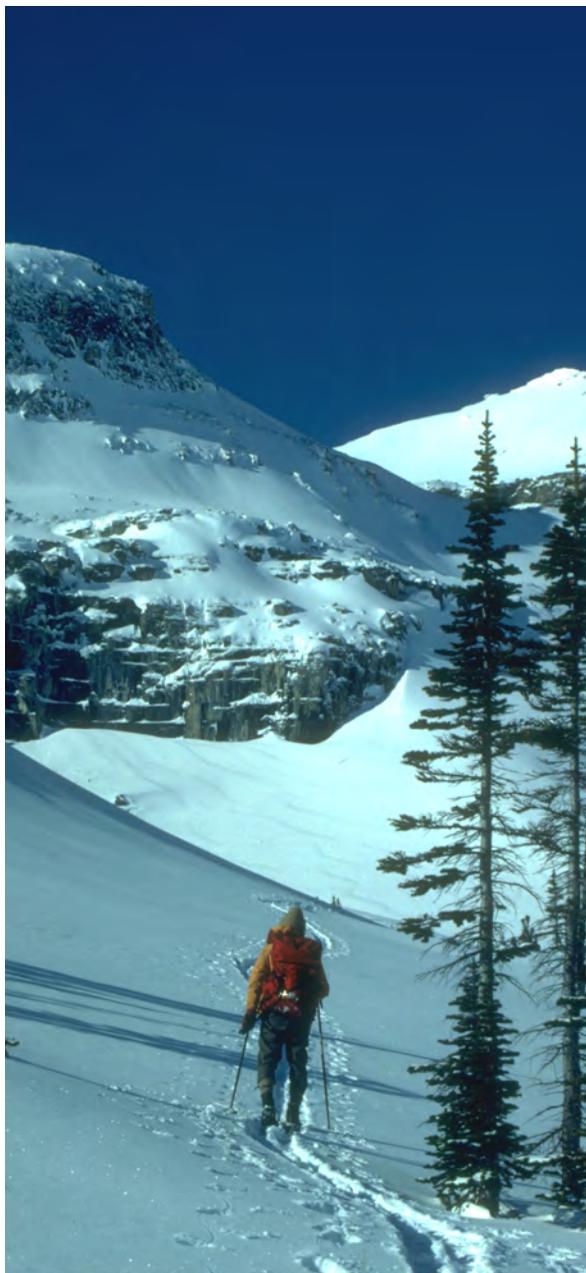
3.2 CUMULATIVE EFFECTS/ ENVIRONMENTAL ASSESSMENT

While it is essential to look at each facility individually to determine the site specific ecological impacts, there is a growing recognition of the need to understand how local impacts combine to affect park ecosystems over time. Projects can no longer be viewed in isolation. Greater emphasis needs to be placed on assessing the cumulative effects of development proposals as required by the Canadian Environmental Assessment Act and national park policy. Parks Canada recognizes it is unrealistic to expect the operator of a small facility to organize and pay for a cumulative effects assessment at the regional landscape scale. This type of assessment occurs when drafting policies and strategic plans and is the responsibility of Parks Canada. However, owners are expected to contribute their fair share to ensure any proposed development on their leasehold will not have a negative impact on the broader landscape. Operators will also be responsible for mitigation of any significant environmental impacts identified through the CEAA process, including cumulative effects. The CEAA requires that development proposals be evaluated in the context of all existing and anticipated projects. To facilitate this, proposals must be described in detail, as specified in the development review process, and include a comprehensive master plan for the site. Cumulative effects must consider development at build-out, increased human use (on site and in the region), and development in the greater region. The terms of reference for the environmental assessment will define its desired scope.



CHAPTER 3

Environmental Conditions and Limits to Growth



3.3 ECOLOGICAL STRESSORS

Parks Canada has identified a set of primary stressors that may threaten the ecological integrity of a national park. Stresses of human origin, known as anthropogenic stressors, are of primary concern and include:

- toxins and pollutants;
- habitat change;
- direct and indirect impact on wildlife; and
- exotic species.

These stressors can have a variety of effects on ecological integrity:

- genetic structure of wildlife populations;
- population size;
- loss of native species;
- community structure;
- habitat fragmentation;
- habitat loss;
- water or soil chemistry;
- modification of the physical environment;
- water quality; and
- water levels, etc.

Ecosystem Stresses in Canada's National Parks: Guide and Questionnaire and the State of the National Parks reports discuss the nature and extent of anthropogenic stresses in national parks. It is important that OCAs and hostels, through their day to day operations or as a result of a redevelopment, do not increase the level of stress experienced by a park in general, or by a specific area of a park. In preparing these guidelines, the OCA panel and Parks Canada considered the potential impact of all these stressors at each facility.

3.4 SIGNIFICANT LANDSCAPES

Several landscapes, of significant interest due to their environmental and cultural importance are described below. They require further study to determine the cumulative effects of human development. Their importance to wildlife or biodiversity raises questions about how much development should be permitted in these areas. Until more is known, Parks Canada will apply the precautionary principle.

The Three Valley Confluence near Jasper



3.4.1 *Three Valley Confluence Jasper National Park*

The Three Valley Confluence refers to the area around the town of Jasper where the Miette, the Maligne and the Athabasca River valleys converge. Junctions of river valleys are recognized as strategic points in the landscape, where wildlife species tend to be concentrated. The intersection of the major valleys, the connection with areas of important habitat both within and beyond the park, and the high levels of species diversity found in the montane vegetation of the area, makes the Three Valley Confluence extremely important to the functioning of the broader regional ecosystem.

While the Three Valley Confluence landscape is one of the most ecologically important areas in Jasper National Park, it is also the most developed. The Yellowhead Highway, the Icefields Parkway and the CN Rail line pass through the area, creating the major transportation corridor for the region. It is unquestionably the centre of visitor activity in Jasper National Park, with the townsite as well as many OCAs located in this landscape. These include Jasper Park Lodge, Pine Bungalows, Tekarra Lodge, Alpine Bungalows, Jasper House Bungalows, and Becker's Bungalows. The majority of the recent development in Jasper National Park has occurred in this area, and growing visitor use is expected to continue to be centred there.

A wildlife movement study is underway to determine the importance of specific areas of the Three Valley Confluence. The amount of economic investment in the area is substantial and suggestions for the partial removal or modification of development in the area must consider the actual environmental gains to be realized. Until this information becomes available, a degree of precaution should be applied, as well as a prudent approach to both increased visitation and suggestions for removal of development.

3.4.2 The Lower Bow Valley Banff National Park

The montane, the most biologically diverse of all the ecoregions in the mountain parks, occupies only four percent of the total area of Banff National Park. Many species are found only in this ecoregion and most wildlife depend on it for food, shelter, and as movement corridors. The extent of montane habitat in the mountain parks lost to development or impacted by human activity is cause for concern. Wary species, such as wolves and grizzly bears, that commonly frequent the montane avoid developed areas or areas with high levels of human use. The movement of these wary carnivores through the lower Bow Valley is of particular concern.

Efforts must be made to contain existing development and to restrict redevelopment to previously disturbed land. In areas of particular importance, OCAs, hostels, and day use will be carefully managed. Areas should be consolidated by fencing and restricting access.

OCAs in the Lower Bow Valley include Baker Creek Chalets, Johnston's Canyon Bungalows and Castle Mountain Village.

3.4.3 Vermilion Pass Banff National Park

Vermilion Pass between Numa Creek and Castle Junction is an important ecological linkage between Kootenay National Park and the Bow Valley. It is one of the lowest passes across the Continental Divide and its continuous strip of forest cover serves as a year-round migration and dispersal corridor for wary species. Achuff et al (1986) identified the Pass as a Natural Area of Significance in Banff National Park because of its rare plants and animals, including bird species found in the burn area (Hawk Owl, Lewis' Woodpecker, Black-backed Woodpecker). The forest fires of 1968 and 2003 have created habitat for snowshoe hares and lynx that prey on them. The 2003 burn area will likely have increasing value for grizzly bears.

3.4.4 Sinclair Canyon Kootenay National Park

Sinclair Canyon is a narrow pass through the mountain range that separates the Kootenay River Valley and the Columbia River Valley, at the western edge of Kootenay National Park. This area is an important corridor, allowing wildlife movement from one valley to the other. Highway 93, which bisects the canyon, provides spectacular views and a dramatic access to the Columbia Valley from the east.

Until the fall of 2001, the area just inside the park's west gate was the most densely developed in Kootenay National Park, with four OCAs as well as the Radium Hot Springs facility. Buildings were concentrated in a narrow area, called a pinch point, where they contributed to reduced wildlife movement. Despite the extent of development, many animals, particularly goats and sheep, continued to frequent the area, creating problems of wildlife habituation and mortality.

The removal of 3 of the 4 OCAs in the fall of 2001 has reduced the amount of human activity in the area. It has also created an opportunity for fire to be reintroduced into the larger landscape in the Sinclair Canyon area, with subsequent potential restoration of its open forest and grasslands ecosystem.

The Bow Valley Corridor



The Kicking Horse River Valley



3.4.5 Kicking Horse Pass Yoho National Park

The Kicking Horse Corridor, in the upper Kicking Horse Valley between the continental divide and the confluence of the Emerald and Kicking Horse Rivers, is an important link between wildlife populations in British Columbia and Alberta. There is considerable development in this corridor, which at some points is barely 1,000 m wide. Facilities include the Trans-Canada Highway, the Canadian Pacific Railway, Field Townsite, two campgrounds, Cathedral Mountain Chalets, and West Louise Lodge.

Kicking Horse Pass is Yoho's only vehicle-accessed pass across the continental divide, and one of very few forest-covered passes in the Rocky Mountains between Yellowhead Pass and Crowsnest Pass. By providing a link between habitat patches, low elevation passes such as the Kicking Horse allow wide-ranging animals to occupy home ranges that span the continental divide. This creates a genetic Abridge between populations on either side of the divide, an important contribution to the genetic diversity and viability of wildlife populations.

The Yoho Park Management Plan and the Field Community Plan both contain measures to improve the Kicking Horse corridor. Additional efforts to restore habitat security along the length of the Kicking Horse corridor will focus on reducing the impact of development at pinch points, and on improving the integrity of Kicking Horse Pass. The park management plan calls for an integrated strategy for the Kicking Horse Corridor that addresses human use, transportation, wildlife mortality, and the location and use of infrastructure. Trans Canada Highway plans identify the need to remove West Louise Lodge to make way for highway improvements. Given these circumstances, precaution should apply to development in this area.

3.5 RATE OF GROWTH

The potential cumulative impact of allowing an unrestricted rate of growth suggest the need for a precautionary approach. Phasing growth will allow for monitoring to determine the need for further mitigation or adjustments to the guidelines. In parks where there are many potential redevelopments, park specific growth rates will reflect the phasing set out in community plans.

CHAPTER 4

General Guidelines

The following general guidelines are to be used in conjunction with site specific guidelines that follow in chapters 5 and 6. The main purpose of this section is to indicate the criteria by which Parks Canada will evaluate development and redevelopment proposals.

4.1 ECOLOGICAL IMPROVEMENTS

Because each site is unique, the ability of each OCA or hostel to address ecological issues will vary. The goal is for each site to make the maximum improvement given its particular circumstances. The following criteria apply to activities directly related to the site's operation. The list is not exhaustive and the application of the CEAA may identify other required improvements.

Parks Canada will require operators to:

- minimize the development footprint and return disturbed sites to a natural state where feasible;
- replace non-native vegetation with native species;
- where necessary, consider reconfiguration of the leasehold to help protect adjacent park land and limit the impact of development ;
- reduce the impact on adjacent land by:
 - preparing and implementing an environmental management strategy (EMS)
 - ensuring staff and guests restrict their activities to designated trails;
 - educating staff and guests about ecological and cultural resource issues;
 - removing informal trails adjacent to operations; and
 - reducing light and noise pollution.

4.2 FIRE AND FUEL MANAGEMENT

The distance of OCAs and hostels from normal municipal services places these facilities at greater risk from forest fires. Therefore, all OCA and hostel facilities will require some degree of enhanced fire protection. The responsibility for fire protection for the site and the safety of the guests and staff rests with the operator. Parks Canada's goal is to strive to achieve reasonable facility protection without compromising character and ecological goals.

Parks Canada will require each operator to:

- prepare a fire protection strategy tailored specifically to each site's unique situation. Strategies will address site, structural, and operational considerations; and
- refer to Fire Smart as an important reference document and a tool for assessment of risk and for designing an appropriate plan.

4.2.1 General

Parks Canada will:

- ensure fuels management considers character and ecological objectives;
- participate in any planning for off-lease fuel reduction;
- support measures on park lands if the actions undertaken do not compromise ecological or character objectives;
- ensure the result of any selective thinning or trimming appears natural and minimizes impact on wildlife movement; and
- prohibit combustible roof materials. Parks Canada may consider exceptions to maintain or enhance a site's heritage character or when conserving a historic structure.

4.2.2 Site Considerations

The following should be considered:

- appropriate building materials, design, and fire suppression systems;
- landscaping on the leasehold;
- fuel reduction where necessary (e.g., selective thinning);
- removal of trees or other vegetation on the leasehold must not exacerbate human use in sensitive wildlife areas by encouraging visitors to travel through previously unaccessible or difficult-to-access areas of importance to wildlife; and
- storage of firewood.

4.2.3 Structural Considerations

The following should be considered:

- appropriate building construction, size, separations, fire resistance, and egress tailored to unique site conditions;
- conformance to applicable building and fire code standards; and
- provision of fire code evaluations for every new development, including consideration of remote site implications for building fire safety.

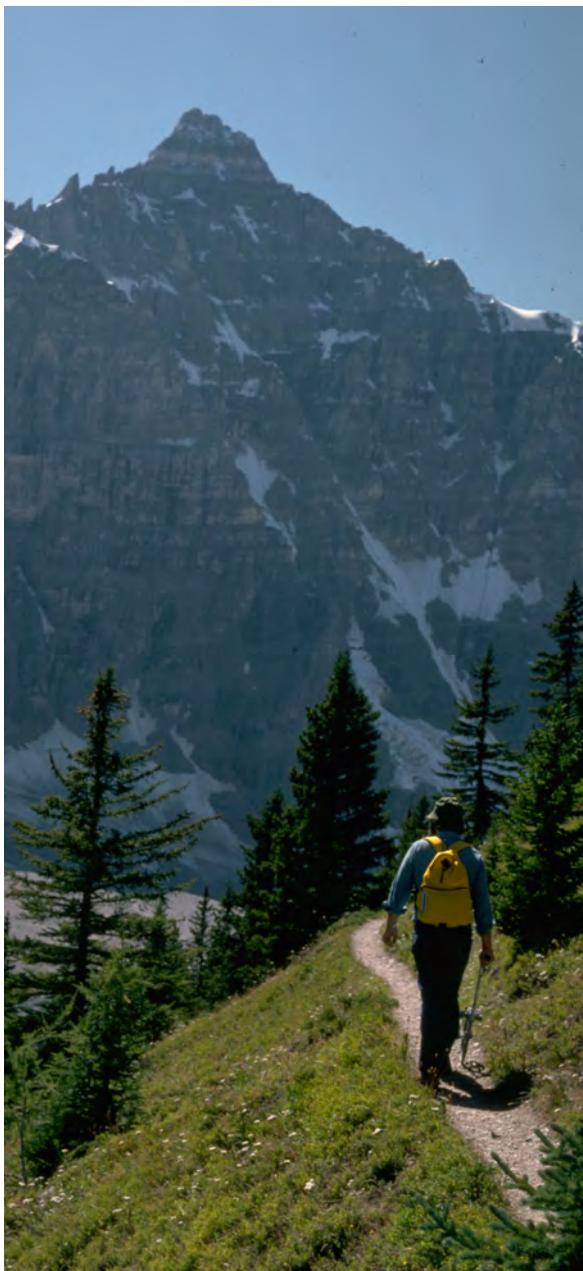
4.2.4 Operational Considerations

The following should be considered:

- reliability of water sources and power supplies;
- annual training of staff;
- clear instructions and guides to guests on fire safety; and
- maintenance of fuel management areas and fire safety equipment.

CHAPTER 4

General Guidelines



4.3 ANCILLARY SERVICES

The main purpose of OCAs and hostels is to provide overnight accommodation. The type and level of ancillary services they can offer will depend on individual locations, the scale of existing development, and the proximity of the facility to communities.

Parks Canada will:

- allow more remote OCAs and hostels to provide a larger spectrum of ancillary services (e.g., food, fuel, equipment rentals, interpretive centres, gift shops, small grocery stores);
- restrict facilities near communities where a variety of services already exist to the provision of accommodation, food and information, except where other amenities already exist at an OCA or hostel, and are provided for in their leases;
- prohibit new service stations at OCAs and the expansion of existing stations. Stations may be reinstated where site specific guidelines or leases permit, subject to the CEAA and the development review process;
- require vending machines and newspaper boxes to be located in enclosed areas or screened from view;
- prohibit new laundry facilities at outlying hostels; and
- prohibit additional swimming pools at OCAs. Modestly-sized hot tubs are permitted.

4.4 SEASON OF OPERATION

As Parks Canada learns more about wildlife, it is becoming increasingly apparent that mating, birthing, the need to find food, and the ability to move during winter snow periods make some species more vulnerable during shoulder and winter seasons.

Parks Canada must carefully manage human use during these periods. In addition, changing the season during which outlying accommodation is open may increase Parks Canada's operating costs (e.g., snow plowing, waste removal, signs, patrols, etc.).

Parks Canada will:

- not allow expansion of the season of operation when expressly prohibited in an OCA's site specific guidelines.

When site specific guidelines do not prohibit an expansion of the season of operation Parks Canada will:

- require operators to obtain approval to expand their season of operation. Operators must clearly demonstrate there will be no significant environmental impact before a change of operating season will be approved.
- require an environmental assessment and a development permit application for any proposal to change the current season. The assessment must clearly identify potential impacts, proposed mitigations, and benefits for visitors.
- require existing year-round operations located in sensitive areas to mitigate current impacts as part of any concept for redevelopment or expansion
- require operators to pay for Parks Canada's costs associated with increasing the season of use.

4.5 COST-SHARING OF PUBLIC SERVICES

4.5.1 Cost-Recovery Related to Unique Conditions

Certain sites are characterized by infrastructure conditions that lead to increased costs to Parks Canada to maintain services solely for the benefit of one operator. In such cases, the operator will be required to pay for such costs, which may include:

- highway or road access provisions not limited to: lane widening, repaving, special signage, extended access, road construction;
- extended highway and roadway maintenance, including snow clearing and removal; and
- utility access, including power lines, communication lines, remote tower locations, gas lines, water reservoirs, water lines, and sewage systems.

4.5.2 Off-site Cost-Sharing of Public Services

Several OCAs directly benefit economically from their location near popular attractions where Parks Canada offers a variety of services for visitors (e.g. trails, washrooms, parking lots, etc.).

Parks Canada will:

- where day use facilities provide clear economic benefits to OCA operators, negotiate a fair agreement to share the cost of capital improvements, ongoing maintenance, and activities that contribute to the objectives set out in the park management plan;
- negotiate arrangements on an individual basis as a condition of commercial expansion;
- include these agreements in revised leases; and
- encourage operators to provide staff and visitors with up to date information on visitor opportunities.

4.6 GENERAL DESIGN REQUIREMENTS

OCAs and hostels tend to be located in areas of outstanding aesthetic and cultural value. Great care must be taken to ensure that any change to the built environment (including landscaping) is in harmony with these locations.



FIG. 7 Mining Vernacular Style



FIG. 8 Swiss Chalet Style



FIG. 9 Rustic Mountain Style

Before Parks Canada accepts an application for development, Operators must submit a master plan for their site (see detailed requirement at Section 8.1). The master plan will be a public record of all existing land uses and all planned development over both the short and long terms.

4.6.1 Site Design

Good site design is the result of careful site planning and appropriate landscape architecture that reflects the climate, topography, scale and character of the natural landscape. Parks Canada will require operators to:

- retain the services of professionally accredited designers, including landscape architects, to design the site plan;
- maintain natural drainage, and control drainage from buildings, roads and parking to minimize damage to landscape by erosion or pollutants and prevent storm water drainage into septic fields, waterwells and reservoirs;
- retain and protect existing vegetation and natural grades, with only minor changes permitted for building construction; replace trees lost through development;

- use plants indigenous to the area for all permanent ground cover, shrubs and tree plantings; and
- focus all new development and landscaping to currently disturbed or non-vegetated land.

4.6.2 Building Location

Operators will:

- use landscaping and building orientation to screen development from major roads;
- avoid placing buildings in straight lines or repetitive patterns unless there is a historic precedent;
- locate new buildings a minimum of:
 - 30 m from the high water mark of any watercourse or waterbody. Ensure minimal environmental impact, as well as public access;
 - 1.2 m from the leasehold boundary (3 m if the leasehold abuts another leasehold);
 - 20 m from the edge of the pavement of a public highway; and
- leave a minimum of 4.5 m between the side facing eaves of adjacent structures and 7.5 m between front or rear facing eaves.

4.6.3 Architecture

Dating from the turn of the century to the present, OCA and hostel buildings reflect the full range of rustic design in the national parks. This variation in form and style contributes to their unique and attractive character. New development must respect this heritage and draw inspiration from historic precedents both on the site and within the region.

Mountain architecture ranges from the stereotypical Swiss Chalet style imported from Europe, to the North American Rustic styles (Figures 7, 8, and 9). The rich built heritage of the Canadian Rocky Mountains emphasizes craftsmanship and respect for

the grandeur of the environment, and includes the following elements:

- natural materials and colours (Figure 10);
- deep roof overhangs and recesses in walls, doors and windows that take advantage of natural light and shadow and provide protection from snow and ice;
- simple roofs (Figure 11);
- porches, verandahs and dormers to break down the scale of the building and make a practical transition to the landscape (Figure 12);
- exposed structural elements such as columns, post and beam systems, brackets, trusses, and exposed rafter ends (Figure 13);
- bold bands of different materials;
- small lodges and clusters of cabins (Figure 14);
- simple details around windows and doors (Figure 15); and
- restraint in the use of architectural decoration (Figure 16).

FIG. 10 Natural Materials + Colours

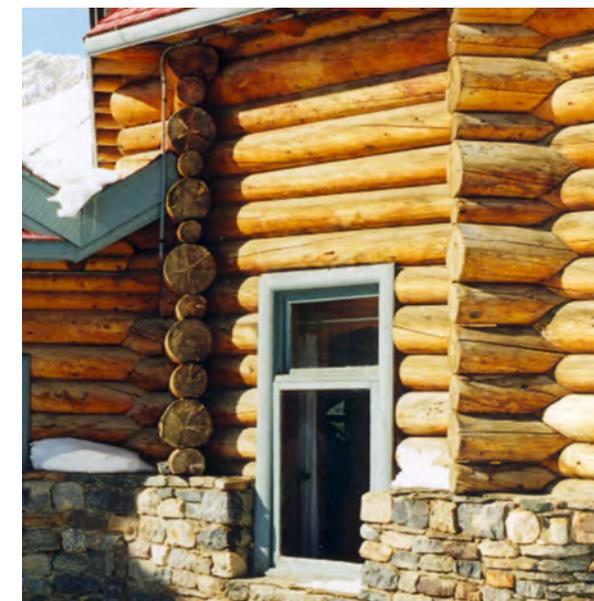


FIG. 11 Deep Roof Overhangs



FIG. 12 Definition of Building Exterior



FIG. 13 Exposed Structural Elements

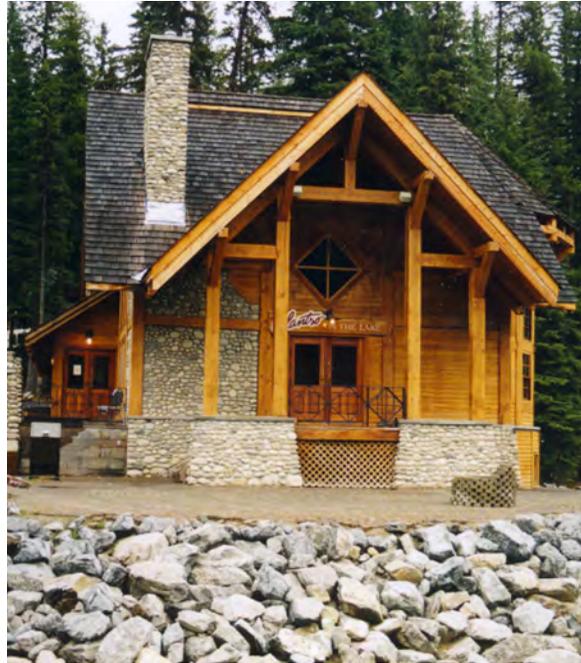


FIG.14 Clusters of Cabins

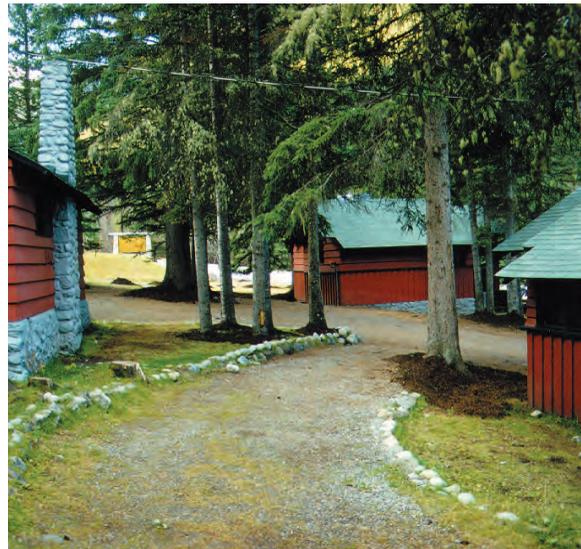


FIG. 15 Simple Details Around Windows and Doors

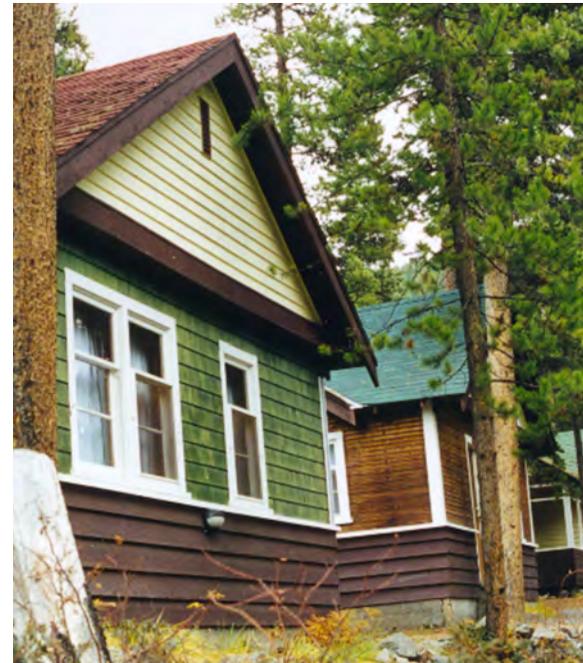


FIG. 16 Simplicity of Architectural Detail



4.6.3.1 MASSING

Parks Canada will:

- limit the height of the main structure at OCAs to three storeys above average grade, with the 3rd storey in the attic space. Restrict all other buildings to two storeys or 9m above average grade, with the second storey in the attic space. Specific building heights for each site are discussed in Chapter 5. Exceptions may be made to respect extreme site conditions;
- limit the site coverage of the main structure at OCAs to less than 900 m² and of secondary buildings to 200 m². See chapter 5 for specific building footprints;
- limit the height of all hostel buildings to 2 storeys, or 9 m above average grade, with the second storey in the attic space;
- restrict the length of an exterior wall, without a change in plane, to 12 m; and
- allow covered walkways to connect main buildings. These walkways must be at ground level and be open on the sides.

Parks Canada will require that operators:

- ensure the scale and massing of new buildings is consistent with existing buildings. Buildings should blend into the natural setting and enhance the harmony of the development;
- use interesting, simple forms such as dormers, porches, chimneys and windows to reduce the overall building mass; and
- enhance the human scale by integrating or grouping smaller buildings and by breaking down larger buildings into smaller components.

4.6.3.2 COLOUR

Colours used on buildings in national parks must blend with nature and allow the setting to dominate. Parks Canada will require operators to:

- keep the number of colours to a minimum;
- select exterior wall colours that complement the natural palette of the surrounding landscape; and
- use accents that complement the overall colour scheme.

Parks Canada will:

- consider exceptions to maintain or enhance a site's heritage character or when conserving a historic structure.

Recommended Colours

Exterior Surfaces:

- limited to earth tones ranging from natural browns to dark greens.

Roofs:

- limited to a palette of green, grey or brown, or maintain the natural colour of the roofing material;
- all roofs on the site to be similar in colour; and
- roof vents, flashing, and other roof components will be painted to match or complement the roof colour.

Architectural Details:

- accent architectural details, windows, and doors with darker or brighter shades of the same colours permitted for exterior walls; and
- paint exterior finishes and trim the same colour as adjacent materials, except where contrasting caulk has been used historically (e.g., log chinking)

Prohibited Colours

- white or other light colours
- white trim, caulking or finishes

4.6.3.3 ROOFS

Designers of new roofs must be aware of the technical issues associated with ice and snow accumulation in the mountain climate. Parks Canada will require operators to:

- maintain consistent slopes and angles for main roofs and secondary roofs. A different, preferably steeper, slope on roofs over dormers and entrances will be considered.
- use groupings of small roof forms rather than a single large expanse of roof on larger buildings;
- demonstrate the mountain architecture style by using deep overhangs and steep roofs, while not unnecessarily increasing a building's height:
- minimum overhang 600 mm;
- recommended pitch 8:12 or greater;
- minimum pitch 6:12, except for limited flat or low slope roofs required for technical reasons. In these cases the main roof must slope;
- ensure all roofs on a site are of similar material, detail and colour;
- enclose or screen roof top equipment and flues;
- ensure the scale of ventilator dormers, cupolas, and continuous ridge vents is appropriate for the size of the roof;
- choose a gable, hip, shed, or hipped gable roof form; and
- use dormers wherever possible.

Prohibited

- mansards, flat roofs, pediments, false facades and full shed roofs
- kitchen exhaust hoods, metal roof vents, goose necks, and rotating whirl-i-bird type roof vents.

4.6.3.3.1 Roof Materials

Recommended

- coloured metal standing seam, batten seam, ribbed sheet systems
- copper and slate
- textured and profiled asphalt shingles

Not Recommended

- concrete or clay tile
- flat asphalt shingles

Prohibited

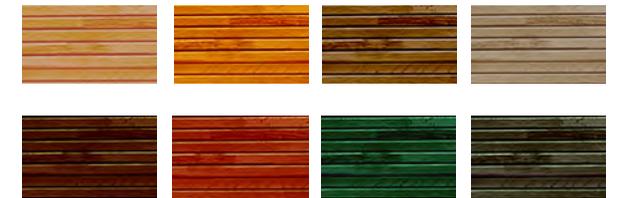
- sawn or split wood shingles and shakes treated with fire retardant
- curved profiles
- fabric structures
- pre-finished or unfinished aluminum or galvanized metal soffits, fascias, and trims, unless they are painted and designed to complement the mountain architecture

4.6.3.4 EXTERIOR FINISHES

When choosing an exterior finish for buildings in national parks, it is important that it contribute to the structure's sense of solidity and authenticity. Designers can achieve this by drawing inspiration from the historic use of natural materials found throughout the Rocky Mountain National Parks. Parks will require operators to:

- use natural materials (e.g., wood, log, stone, stucco) to finish the main exterior walls. Manufactured products may be considered subject to submission of a sample and approval by Parks Canada.

siding colour palette



stucco colour palette



roof colour palette



trim colour palette

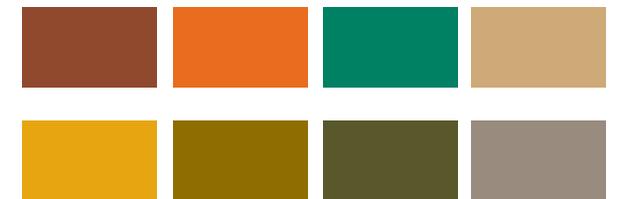


FIG. 17 Colour Palettes

Appropriate Architectural Detailing



Appropriate Style + Materials



Recommended Styles and Materials

WOOD

- traditional profile and texture
- horizontal, vertical, board and batten, bevelled or flat applications
- clean edges and finished cut ends

Prohibited

- exposed plywood, particle board, hard board, vinyl or aluminum siding or siding corners

STONE

- same colour and texture as existing buildings or local stones
- mortar joints appropriately scaled to the building

Prohibited

- artificial stone or precast stone embedded concrete, unless approved by Parks Canada upon submission of a sample

STUCCO

- maximum 25% of the total net area of the exterior wall
- finely textured surface (float or wet dash)

GENERAL

Operators will:

- use materials that have an intrinsic structural quality and do not appear pasted on;
- avoid large exposed areas of concrete;
- clad concrete with stone veneer or exposed aggregates;
- limit parging on exposed concrete up to a maximum of one metre high on foundations or walls;
- use concrete block split face for fire walls only; and
- refrain from using prefabricated exterior mouldings or extrusions.

Prohibited

- the use of brick unless it is historically appropriate for the site
- precast or tilt-up concrete panels and curtain wall systems

4.6.3.5 WINDOWS AND DOORS

Windows are traditionally rectangular or square with panes, often divided by full mullion and muntin bars. Several small windows grouped together are preferable to large expanses of window glazing. Doors should be simply designed in keeping with the style of the windows. Parks Canada will require operators to:

- ensure the size of windows and doors are appropriate for the scale of the building.

WINDOWS

Recommended Styles and Materials

- traditional rectangular or square shaped windows only
- square corners on bay windows
- double or triple glazed wood sash windows
- recommended styles: fixed, double hung, single hung, awning, casement and hopper windows
- horizontal sliding windows for operational purposes only (e.g., kiosk)
- mullion and muntin bars at least 25 mm wide
- window trim at least 120 mm wide
- wooden shutters that are appropriate for the alpine setting
- black, dark bronze, or stainless steel window hardware and accessories
- modest glass tinting or other energy efficient treatments

Prohibited Styles and Materials

- mirror faced, reflective, or deeply tinted windows
- applied muntin bars less than 25mm thick
- domed or curved skylights, glass sections, and glass blocks
- louver windows
- aluminum or steel framed windows with metallic finishes
- windows that are irregular, angled, curved, round, or contain geometric patterns. Angled windows may be permitted where they fit within the structural component of a roof and/or dormer.

DOORS

Recommended Styles and Materials

- wood, metal cladding, and insulated pressed steel
- flush doors, french doors and two or four panel sash doors
- sliding glass doors when screened by handrails, fenced in patios, or in discrete areas such as private balconies
- segmented, roll-up garage doors with wood panels or insulated metal panels that simulate wood panels

Prohibited Styles and Materials

- simulated wood grain doors, light weight metal framed screen doors, revolving doors

4.6.3.6 PORCHES, VERANDAHS, DECKS, PERGOLAS AND BALCONIES

The design of verandahs and porches as part of the overall building expression is encouraged as a device to break down the scale and mass of the building. Parks Canada will require operators to:

- build porches, verandahs, decks, pergolas and balconies of stone, dimensional wood timber, logs or rustic framing;
- surface patios with natural stone, approved paving stones, or textured concrete;
- enclose or otherwise finish the underside of decks; and
- use substantial posts and columns.

Prohibited Styles and Materials

- plywood and outdoor carpeting for exterior flooring
- asphalt and plain concrete
- exposed steel or concrete framing

4.6.3.7 EXTERIOR STAIRS AND RAMPS

Parks Canada will require operators to:

- build exterior stairs and ramps of wood, masonry or concrete; and
- use stone finishes or textured concrete to soften the appearance of large concrete stairs or ramps.

Prohibited

- steel framing

4.6.3.8 EXTERIOR HANDRAILS AND GUARDS

Parks Canada will require operators to:

- install handrails and guards made of wood and/or metal;
- encourage the use of historic detailing;
- ensure rails are substantial; and
- use manufactured railings only if they are large enough to complement the main building design.

Prohibited

- solid glass handrails

4.6.3.9 EXPOSED DECORATIVE AND STRUCTURAL ELEMENTS

Parks Canada will require operators to:

- select angle, retractable and canvas-covered awnings;
- install timber, log, wood clad or stone posts. Exposed wood trusses and brackets are recommended;
- reflect mountain style architecture in the capitals and bases of columns; and
- install metal connections and bolts that are matt black, dark green or a colour that is appropriate to the building.

Prohibited

- barrel and bubble canopies and awnings, and high reflective and/or transparent fabric canopies and awnings; and
- manufactured columns with classical motifs and/or capitals, and exposed metal or vinyl clad columns.

4.6.3.10 INFRASTRUCTURE

Operators will:

- ensure the design of all buildings used to house infrastructure, utilities, and operational equipment matches the architectural style of the main buildings;
- screen all services and utilities (e.g., transformers, satellite dishes, propane tanks, garbage cans, HVAC equipment);
- surface all exposed concrete with stone veneer;
- where permitted by code, integrate garages with buildings; and
- bury all utilities for new development.

Prohibited

- large satellite dishes

4.6.4 Outdoor Spaces

Operators will:

- integrate outdoor spaces into the design of buildings and landscaping to maximize their use and attractiveness;
- use interesting outdoor spaces as buffers between buildings;
- ensure guest and staff activities are located on the leasehold or restricted to designated trails. Informal trail development will not be permitted.

4.6.5 Site Furnishings

Site furnishings should be an integral part of a development proposal and contribute to the goal of providing comfortable accommodation in a natural setting. Operators will:

- install site furnishings, such as seating and telephone booths, that reflect the site's architectural motif and landscaping style.

4.6.6 Heritage Character

Heritage character is the combination of distinctive landscape and building features that give a site a special quality, style or uniqueness representative of past traditions. The heritage character of many OCAs and hostels complements the surrounding natural setting and attracts park visitors. Care is required to protect the features which individually and collectively contribute to a site's heritage character.

Parks Canada staff have evaluated heritage features. Some field units have prepared a heritage character statement for each site that provides direction to operators for development proposals. In other cases, operators may need to provide further documentation should a development call for the removal of a heritage building or feature.

Appropriate Balcony Detailing



Appropriate Structural Elements



Vehicle Circulation Issues



Landscaping Required for Parking Areas



Operators will:

- engage a qualified conservation architect when development will have a direct impact on a heritage building;
- avoid alterations that threaten a site's heritage character;
- make every reasonable effort to preserve as much of the original historic fabric of a structure or landscape as possible;
- design roofs for historic buildings that match the slope, detail, and finish of the original;
- replace defining elements of a site's heritage character only when little or no material can be salvaged;
- ensure ongoing protection and maintenance of historic buildings and landscape features; and
- ensure that new structures are sympathetic to existing historic resources.

4.6.7 Vehicle Circulation

Traffic and parking must allow safe access without comprising the attractiveness of the site.

4.6.7.1 PARKING

Operators will:

- confine all parking, including bus parking, to the leasehold;
- use curbs, barriers, bollards, guardrails, fencing, wheel stops and road shoulders to confine vehicles to paved areas;
- avoid large expanses of pavement or gravel;
- build parking lots on disturbed land where possible;
- divide runs of more than fifteen parking stalls with a planted area equivalent to at least one stall;
- screen parking areas from the main public thoroughfare and other vantage points, preferably with natural landscape features and vegetation; and

- store boats, vehicles, and other materials or conveyances used in the operation of the facility out of view of the highway and visitors.

Parks Canada will:

- prohibit overnight camping at OCAs or hostels;
- allow only those guests who stay in fixed-roof accommodation to park recreational vehicles, campers, or trailers on-site; and
- prohibit on-site parking or storage of commercial vehicles that weigh more than 4,000 kg (except for construction, servicing, or loading) unless they are in a well-screened hard-surfaced area. Tour buses will be allowed to park on-site, but idling will be prohibited.

MINIMUM PARKING REQUIREMENTS

Lodges and hotels – 1 parking stall for each unit of commercial accommodation. Bus stalls may replace up to 30% of the required number of parking stalls (20 car stalls + 1 bus stall).

Hostels – 0.5 parking stalls for each bed. With Parks Canada's approval, bus stalls may replace up to 30% of the required number of parking stalls.

Guest cabins – 1 parking stall for each unit

Eating and drinking establishments – generally, require the greater of 1 parking stall for each 10 seats of seating capacity, or for each 12 square metres of net seating area. Parks Canada will determine specific parking requirements based on the nature of the establishment.

Barrier Free – a minimum of 2% of the total parking area

Staff parking – a staff parking strategy is required as part of development proposals

Loading bays –

for commercial gross floor areas equal to or less than 465 m² – one bay

For commercial gross floor areas greater than 465 m² – two bays

Other Commercial Areas and Services –

Facilities that provide space for other commercial areas and additional services for day visitors will be required to provide one car stall for every 50 m² of gross floor area devoted to those services.

MINIMUM SIZES

Car stalls – 2.7 m x 6.0 m

Barrier free stalls – 3.6 m x 6.0 m. The parking surface for barrier free parking stalls must be firm, slip resistant, and have a maximum 3% slope in any direction. Clearly marked stall(s) must be near an entrance that meets all barrier free standards.

Bus stalls – 3.6 m x 12.2 m, with a minimum vertical clearance of 4.6 m

Parking aisles – at least 6.5 m wide for 90 degree parking, 5.5 m wide for 60 degree parking, and 3.6 m wide for 45 degree parking. If parking is along an access road or lane, the aisle width may be reduced by the width of the lane.

Loading bays – 3.6 m x 9.0 m, with a minimum 3.7 m vertical clearance

4.6.7.2 TRAFFIC

Where a development proposes to make changes to access and egress from a site, Parks Canada will

- require a review by a highway engineer.

4.6.8 Pedestrians

Operators will:

- use features such as small hills, boulders, dense plantings, or fences to discourage pedestrians from taking short cuts through sensitive areas; and
- limit hard-surfaced pathways to areas where easy passage of wheeled vehicles such as wheelchairs and baby carriages is required.

4.6.9 Signs

Parks Canada will require all operators to:

- prepare a comprehensive sign plan to promote consistency and quality in site signage.

Operators will ensure that all signs:

- demonstrate consistency with the overall architectural and landscape style of the leasehold, including informative and interpretive signage;
- are unobtrusive and contribute to the visitor experience through effective and informative graphics;
- are limited to the number of signs required to properly orient guest and staff;
- are kept at the pedestrian level;
- if freestanding, are mounted on a stone or wood base;
- are lit from the front with sharp cut off fixtures;
- do not exceed a maximum overall size of 2.5m (8.2 ft) x 1.8m (5.9 ft);
- are constructed of natural regional materials, such as wood and stone;
- minimize use of flat lettering and graphics; and
- conceal conduits and mounting hardware unless treated as an architectural feature. Mounting hardware should be restricted to matt black or dark green material.

Not Permitted:

- High mounted signs that are discordant with the overall site and building;
- Exposed concrete pile caps or slabs unless heavily screened with native vegetation;
- Back-lit signs; and
- Neon signs.

4.6.10 Fencing, Screening, Free-Standing Walls and Retaining Walls

Parks Canada will:

- require that operators limit fencing to that required for screening, to maintain public safety, or for environmental and/or aesthetic reasons;
- require that operators provide natural, or approved manufactured screening for all services and auxiliary structures;
- prohibit the use of chain link or stucco;
- limit fencing and screening to a height of 1.2 m. Where required to screen infrastructure such as service and loading docks, garbage cans, propane and fuel storage, or to keep out wildlife, or to meet code requirements, allow fences of a maximum height of 2 m;
- prohibit prefabricated concrete retaining walls unless deemed necessary by an engineer and only when no viable alternative is available;
- prohibit gabion walls; and
- limit the height of retaining walls to 1.2 m. Plans for retaining walls over 1m high must be stamped by a professional engineer.

Operators will:

- avoid long fences or dramatic grade changes in fences that may have an impact on the site's appearance or views of the surrounding landscape;

- build fences with natural materials such as wood and stone;
- preserve all freestanding walls that define the site's historic character;
- avoid the need for retaining walls by carefully locating buildings. and
- finish retaining walls with materials such as sandblasted coloured concrete, exposed aggregate finished with coloured concrete, natural stone veneer, or monumental stone.

4.6.11 Planting and Reclamation

Operators will:

- submit a landscaping plan for Parks Canada approval as part of a development application.
- consult with Parks Canada specialists to ensure landscaping and maintenance comply with Parks Canada's requirements relating to fire management;
- phase out the use of pesticides;
- use herbicides only as part of an approved integrated pest management program;
- landscape around all new development with native or specific approved non-native plant species only;
- follow the direction of a qualified arborist when cutting or disturbing roots during excavation;
- leave natural vegetation in all undeveloped areas;
- landscape all areas disturbed by construction within one year of the date construction was completed;
- restore disturbed terrain to its natural condition;
- protect and where possible, expand native plant communities; and
- coordinate landscaping and construction to ensure the site appears reasonably complete at each stage of development and to eliminate weed growth within 4 years of project completion.

FIG. 18 Examples of Appropriate Signage



FIG. 19 Appropriate Lighting Locations + Types



Parks Canada will:

- require developers to post performance bonds to ensure all areas disturbed by construction are landscaped within one year of the date construction is completed.

4.6.12 Lighting

Night lighting is an important component of site design. Lighting should respect a dark sky concept by not being overly bright or causing light pollution. Warm coloured light is preferable to blue or white light. Parks Canada will require operators to:

- direct lighting downward;
- keep outdoor lighting to a minimum without compromising safety;
- only allow the illumination of buildings to highlight details of historic significance;
- refrain from using floodlights;
- select simple light fixtures. Luminaires, brackets and poles must reflect the hand-crafted, simple aesthetics of mountain architecture;
- ensure attached fixtures are in proportion to the building. Freestanding lights should be of an appropriate scale for pedestrians; and
- light walkways and steps with low bollard lighting directed specifically at the pathway.

Parks Canada will:

- prohibit high-pressure sodium or mercury vapour lights;
- prohibit chrome, intricately moulded plastic and overly ornate fixtures; and
- allow temporary holiday sign and decorations provided they are erected no longer than the season or holiday they depict and in any case no longer than 40 days in one year.

4.6.13 Staff Accommodation

During the peak season, most OCAs and hostels provide on-site accommodation for their employees. The remaining staff live in nearby park communities or just outside the parks in places such as Canmore and Radium Hot Springs. The quality and size of staff housing and related facilities varies greatly. Parks Canada will:

- require operators to provide adequate staff housing on-site (within specified limits) or off-site for all employees, unless operators can demonstrate that employees have voluntarily secured housing elsewhere;
- require operators to submit a housing strategy for all employees as part of any proposal for commercial expansion or redevelopment. The strategy must address the social and recreational needs of employees;
- if additional housing is necessary, require operators to provide a minimum of 12.5 m² gross floor area per employee;
- limit the number of people per room to four;
- require operators to provide on-lease private outdoor space for staff;
- restrict staff housing at OCAs and hostels to the use of eligible residents. Renting units to visitors, friends, or staff who do not work in the national park will not be allowed;
- issue a building permit for commercial expansion only when housing to satisfy current shortfalls and issues have been addressed; and
- issue an occupancy permit for commercial expansion only when staff housing for new employees is available.

CHAPTER 5

Environmental Management

5.1 ENVIRONMENTAL MANAGEMENT STRATEGY

Each OCA and hostel will develop and implement a formal Environmental Management System (EMS). Such systems introduce more efficient and environmentally sensitive maintenance and operation methods, and have the associated benefit of raising awareness of environmental issues. An EMS not only helps to reduce waste and pollution but also to integrate operational activities, analyse present practices, and put forward suggestions for improvement that often go far beyond those required by law. The introduction of an EMS promotes an efficient balance between business needs and environmental protection.

Environmental Management System (EMS) requires planning, internal policy development, management review, monitoring, ongoing improvement, and corrective actions. Environmental audits and performance evaluations promote management decisions that reduce environmental impacts. Major programs such as energy conservation, use of appropriate materials, recycling, appropriate waste management, water quality control, safe storage and transport of hazardous material, and the conservation of water are important steps towards the better protection of the environment.

There are two important goals of an EMS: prevention and mitigation of environmental impacts. Because the design of an EMS can make a significant difference in how well OCAs and hostels contribute to these goals, operators should review their EMS requirements during the early phases of project design.

Parks Canada will:

Require each OCA and hostel to implement an EMS that includes the following five main components:

- an EMS policy that sets environmental goals. The policy should be communicated to all employees;
- an EMS plan that defines actions, responsibilities, time frames, evaluation criteria, a monitoring program, and a reporting schedule;
- implementation of the system. This includes the identification and provision of essential resources (human, technological, financial) and training requirements;
- monitoring and corrective action. Corrective action involves eliminating the causes of actual and potential environmental impacts, putting procedures in place for mitigating impacts, and implementing or modifying controls to avoid repeat problems; and
- annual review and updates.

5.2 ENVIRONMENTAL BUILDING TECHNOLOGIES

The use of environmentally sensitive technology in the renovation of existing buildings or the design of new projects will ultimately lead to economic gains for the operator (e.g., reduced energy costs) and environmental benefits for the parks.

Operators will:

- design buildings so they take advantage of natural conditions (e.g., natural light and heat, natural air flow for cooling);
- minimize reliance on mechanical or electrical systems by taking advantage of solar heating gains, natural ventilation, building orientation, seasonal shading and traditional design features;

- be required to meet or exceed the following minimum insulation standards: for foundations - RSI 2.5 (R14); for exterior walls - RSI 3.5 (R20); for ceilings and roofs - RSI 7.0 (R40);
- be required to use windows and doors that are energy efficient for both heating and cooling conditions;
- be required to design all structures for human occupation to R2000 CMHC standards;
- install heat recovery systems;
- reuse building materials where possible;
- consider the use of recycled wood products to reduce the need for new lumber;
- install energy efficient plumbing fixtures (e.g., low flow shower heads, six-litre flush toilets);
- be required to design sewage systems to minimize any impact on the natural environment;
- consider the collection of grey water and rain water for irrigation or other uses where permitted by health standards;
- consider potential for micro generation of local power needs, including alternatives such as solar voltaic, wind generators, earth thermal mass and ground storage. Any system considered should have minimal impact on the immediate environment, including habitat values, water quality, noise, disruption of building aesthetics, smell, glare, vibration, and light; and
- be required to evaluate all projects greater than 600 square meters using LEEDS (Leadership in Energy and Environmental Design). Require qualified consultants to be used for this evaluation. Require a Silver LEEDS standards.

CHAPTER 5

Environmental Management



5.3 INFRASTRUCTURE

The effectiveness of infrastructure at outlying facilities plays an important role in reducing the environmental stress caused by human activities. Infrastructure concerns relate primarily to domestic water, wastewater, solid waste, heating, electrical energy, and communications services.

Infrastructure requirements vary. Several OCAs are near park communities and are connected to municipal water and sewer systems. Others, and most hostels, are in sensitive subalpine areas where inadequate infrastructure or inappropriate technology could compromise the health of local ecosystems.

Parks Canada will:

- require all facilities to demonstrate the use of appropriate technology to mitigate the impacts of human use on natural systems; and
- encourage OCAs to connect to municipal systems where feasible.

5.3.1 Drinking Water

5.3.1.1 STANDARDS FOR DRINKING WATER

There are two current standards for drinking water that facilities in national parks within Alberta and British Columbia must meet:

- Canadian Drinking Water Quality Guidelines and
- applicable Alberta and/or British Columbia guidelines.

Provincial or federal standards for domestic water use may be applied. The higher of the two standards must be met.

5.3.1.2 PERMITTING AND REPORTING

OCA operators are responsible for meeting the following permitting and reporting requirements:

Parks Canada will:

- require all operators to have a current water permit issued by Parks Canada; and
- require all new water systems, or modifications to existing ones, to be designed and stamped by a professional engineer registered in the province.

Operators will:

- meet all federal and provincial guidelines for drinking water, including those for testing and reporting;
- ensure the medical health officer or public health inspector immediately notifies the OCA operator and Parks Canada if samples do not meet standards; and
- provide Parks Canada with copies of all test results where an operator supplies drinking water to a Parks Canada facility.

5.3.2 Wastewater Treatment

5.3.2.1 FOR FACILITIES DISCHARGING TO SURFACE WATER

Leadership targets for the quality of wastewater discharged to surface waters are identified in Park Management Plans. As facilities are upgraded, the principle of best available technology which is economically achievable (BATEA) will be applied.

Parks Canada will require operators to:

- implement a phased approach to achieving Parks Canada leadership targets when redeveloping their properties;
- in the interim, meet Environment Canada's guidelines for

FIG. 20 Examples of Hostel Infrastructure



wastewater effluent quality as they are amended from time to time. The 2000 Environment Canada Guidelines are effective immediately;

- should monitoring of receiving waters indicate adverse ecological effects or risks to human health, take immediate steps to correct the problem by hiring a qualified engineer to recommend modifications and improvements. Carry out the improvements under the supervision of an engineer;
- require all plans for new and modified wastewater systems to be designed and stamped by a professional engineer;
- carry out testing to determine if the discharge of waste water has an adverse effect on surface water, and to take corrective action if necessary;
- prepare a water budget that demonstrates the water disposal system can adequately treat the quantity of water used, particularly during peak periods;
- hire a qualified engineer to set up appropriate back-up systems or contingency plans, for approval by Parks Canada; and
- ensure sewage treatment facilities have the capacity to handle increased loads (maximum hourly and daily) before expansion is approved.

Parks Canada will:

- not issue occupancy permits for expansion or redevelopment until sewage treatment upgrades are completed.

5.3.2.2 FOR FACILITIES DISCHARGING TO GROUND

Wastewater discharging to ground shall not adversely affect water quality or aquatic ecology in nearby subsurface waters. No risk to public health, adverse aesthetic impacts, or significant impairment of groundwater should occur.

When operators request expansion or redevelopment, or upon renegotiation or replacement of land use instruments (leases, licence of occupation, water permits, etc), Parks Canada will require that operators hire a qualified engineer to:

- assess individual wastewater treatment facilities to determine the potential for adverse environmental, aesthetic, and public safety effects; and
- verify adequate wastewater system capacity and performance, including maximum loading and any potential future expansion. This verification will include comparison with applicable provincial standards (eg: Alberta Private Sewage Systems Standard of Practice);

5.3.2.3 MONITORING FOR BOTH FACILITIES DISCHARGING TO SURFACE WATER AND TO GROUND

Parks Canada will, where facility assessments indicate potential for adverse effects, require operators, in collaboration with Parks Canada:

- to develop and implement site-specific sampling programs to monitor for adverse effects to ground or surface water;
- include upstream and downstream monitoring of nearby surface waters for water quality and ecological impacts and/or groundwater monitoring;
- specify additional requirements where necessary to address site-specific issues;
- require operators to pay for the costs of monitoring;
- require operators to hire a professional engineer to inspect septic fields, treatment plants, and other facilities at least once every five years and to submit a report to the Parks Canada. This inspection will verify adequate system capacity and performance, and include comparison with

applicable provincial standards (eg: Alberta Private Sewage Systems Standard of Practice);

- review monitoring programs regularly for consistency with current Parks Canada policy regarding ecological indicators and monitoring; and
- require operators to periodically demonstrate that effluent complies with requirements of the Fisheries Act.

View of the Prince of Wales Hotel in its Natural Environment



View of Moraine Lake



5.3.3 Storm Water Management

Operators will:

- prepare a storm water management strategy;
- periodically measure contaminants in runoff from parking lots;
- use a vegetated buffer to reduce the effects of runoff from roads and parking lots;
- ensure new parking lot designs effectively trap contaminants; and
- be required to install storm water interceptors if runoff is likely to lead to significant environmental impacts on adjacent lands or water bodies.

- locate all diesel generators within sound-proof buildings; and
- be required to prohibit noise to be emitted from any equipment or system that exceeds 70 Dba measured at 7 meters, or 71 Dba measured at 3 meters distant from the external enclosure containing the source of the noise.

5.3.4 Energy

Reducing energy consumption results in economic benefits and reduces the need for onsite power generation with its accompanying noise and air pollution. **Operators will:**

- be required to include strategies for energy conservation in all new development proposals;
- consider installing more energy efficient products;
- consider eliminating diesel generators where practical, or reducing their use;
- investigate alternative power sources (electrical grid, propane, solar, wind etc);
- address power requirements and related cumulative effects when preparing environmental assessments;
- consider the purchase of green power;
- supply approved devices to contain potential oil spills;
- if possible, locate diesel generators downwind of guest facilities to minimize the effects of air and noise pollution;

CHAPTER 6

Implementation + Management

6.1 MASTER PLAN SUBMISSION

Operators must submit a Master Plan for each site in the following cases:

- projects that increase the capacity or footprint of the site;
- projects that add additional guests or staff accommodation, or that expand commercial services;
- repairs or upgrades to more than 50% of the site;
- significant changes to infrastructure or architectural style; or
- application for extension of season of use.

Preparation of the master plan submission shall be by qualified professionals, including: architects, planners, conservation architects and engineers registered in Canada; and landscape architects recognized by landscape architect associations in Canada. The use of professionals to prepare the Environmental Assessment and strategy documents is highly recommended.

Parks Canada will review the master plan submission to confirm that the proposals are consistent with these Guidelines as well as the CEO letters, and the park management plan. Master plan submissions must include a detailed description of the current situation and a clear description of what is proposed, including the following:

- A real property report clearly showing the existing situation: the north arrow, scale, and civic/legal address; all locations of the existing and proposed legal boundaries, easements, rights-of-way, utility services, roads, paths, parking areas, contours, vegetation, significant landscape features, decks, porches, roof lines, and structures, in context to the surrounding vicinity;
- land uses including: number of guest beds, number of seats in restaurants, sq. meters of commercial and staff accommodation areas;
- a clear description of how the operator will provide barrier free access;
- a description of architectural style;
- renderings or other forms of modeling that realistically indicate architectural and landscape requirements for the proposed project;
- a description of utility services;
- the proposed operating season;
- a lighting and sign strategy;
- a listing of guest and staff services and activities;
- a list of off lease activities;
- a staff housing strategy;
- an Environmental Management Strategy;
- a proposal for cost sharing of public facilities where appropriate;
- a clear description of how the operator will contribute to better protection of cultural resources and ecological integrity; and
- a development schedule.



FIG. 21 Example of a Rendered Master Plan

CHAPTER 6

Implementation + Management



6.2 DEVELOPMENT REVIEW PROCESS

All proposals for development and redevelopment are subject to the Development Review Process and to the CEAA. Discussing ideas early on with the responsible Parks Canada staff will help proponents understand this review process and related requirements. The development review process has 3 main stages: development permit; building permit; and occupancy permit.

The purpose of the review process is to confirm that proposals are consistent with:

- these Guidelines;
- the park management plan;
- the *Canadian Environmental Assessment Act*; and
- applicable regulations, directives, codes, and standards.

6.3 LEASES AND LICENCES OF OCCUPATION

Prior to issuance of a development permit for those cases described in 8.1, all leases and licences of occupation will reflect new requirements, including:

- revising documents so they conform with current Parks Canada lease policies;
- reconfiguring leaseholds where necessary;
- specifying permitted uses on the leasehold;
- protection, maintenance and presentation of important heritage resources according to Parks Canada's standards;
- heritage tourism, staff education, environmental stewardship, staff housing, monitoring, cost sharing of public facilities where applicable, permitted uses, fuel management, and other appropriate conditions identified during project reviews;

- room limits and development limits defined as part of project reviews;
- reconciliation of existing rights-of-way;
- consolidation of multiple leases;
- where possible, and without increasing the size of the leasehold, reconfigure leases to include off-site facilities that support the OCAs operation (e.g., parking, sewage treatment);
- allow new licences of occupation for off lease activity when there is a benefit to the park; and
- in the case of hostels, the size of a licence of occupation may be increased to incorporate off-licence infrastructure which does not increase the footprint of development.

When Parks Canada approves an application by the Hostelling Associations for major capital improvements, Parks Canada will grant the Associations a 21 year Licence of Occupation which includes a 10 year environmental and operational review, when all applicable conditions are satisfied.

6.4 OTHER SUBMISSION REQUIREMENTS

The following submissions must be completed by the Operator and agreed to by Parks Canada before a development permit will be issued for cases outlined under Section 8.1:

- a landscape improvement strategy;
- a detailed description of how natural vegetation, slopes, drainage, paths will be protected or modified;
- a guest, day use and staff parking strategy;
- a storm water management strategy;
- a water and sewage treatment strategy;
- a structural fire safety strategy ; and.

- a forest fire protection strategy.

The following must be completed by the Operator and agreed to by Parks Canada before an occupancy permit will be issued:

- staff housing that addresses any previous housing shortfalls and meets the requirement for the current development; and
- a heritage tourism strategy for guests and staff.

6.5 MONITORING

Operators will be required to monitor the impact of their OCA or hostel in the following areas:

- water quality (Wastewater effluent, contaminants, including sedimentation);
- other environmental issues identified in an environmental assessment; and
- social and heritage tourism issues such as, patterns of use and effectiveness of communications with guests and staff.

Such monitoring will link with broader park monitoring in the above areas.

Operators will submit monthly occupancy statistics to Parks Canada, as well as numbers of guests per night on an annual basis, by April 1 of each year.

APPENDIX A

STRATEGIC ENVIRONMENTAL ASSESSMENT OF DEVELOPMENT GUIDELINES FOR OUTLYING COMMERCIAL ACCOMMODATIONS AND HOSTELS IN THE CANADIAN ROCKY MOUNTAIN NATIONAL PARKS

Introduction

In October 1998, Parks Canada appointed a Panel to prepare guidelines for the future nature, scale and rate of potential development of outlying commercial accommodations and hostels in the mountain national parks of Waterton Lakes, Kootenay, Yoho, Banff and Jasper. Outlying commercial accommodations and hostels are road-accessible, overnight, rental accommodations located inside the national parks but outside the communities of Waterton Lakes, Banff, Lake Louise, Field and Jasper. The Panel examined 28 outlying accommodations, 10 hostels, the Jasper Park Lodge, the Maligne Lake Day Lodge and the Prince of Wales Hotel. A report - *Redevelopment Guidelines for Outlying Commercial Accommodations and Hostels in the Rocky Mountain National Parks, June, 1999, Olson, D. et al.* - was prepared and presented to Parks Canada. That report is commonly referred to as the OCA Panel Report.

Subsequently, Parks Canada examined the recommendations of the OCA Panel, held discussions with each OCA operator as well as hostel representatives, and considered a variety of issues at each site to make a decision on the amount of development it would be prepared to contemplate.

In Banff, Yoho, Kootenay, and Waterton National Parks, direction on development limits was provided to each operator in a letter

from the Chief Executive Officer for the Parks Canada Agency, Mr. Tom Lee, during winter 2000 and spring of 2001. In Jasper National Park, Parks Canada had to consider the cumulative effects of all human use in the Three Valley Confluence and around the community of Jasper before finalizing guidelines for future development of OCAs in that area. A Three Valley Confluence Recovery Plan was developed through a peer-review process, with local stakeholder input. It contains a variety of measures to improve the ecological integrity and aesthetic quality of the area, which were incorporated into the final site-specific development limits for affected OCAs. This direction was communicated to operators in the Three Valley Confluence area by Mr. Tom Lee from January to August 2001.

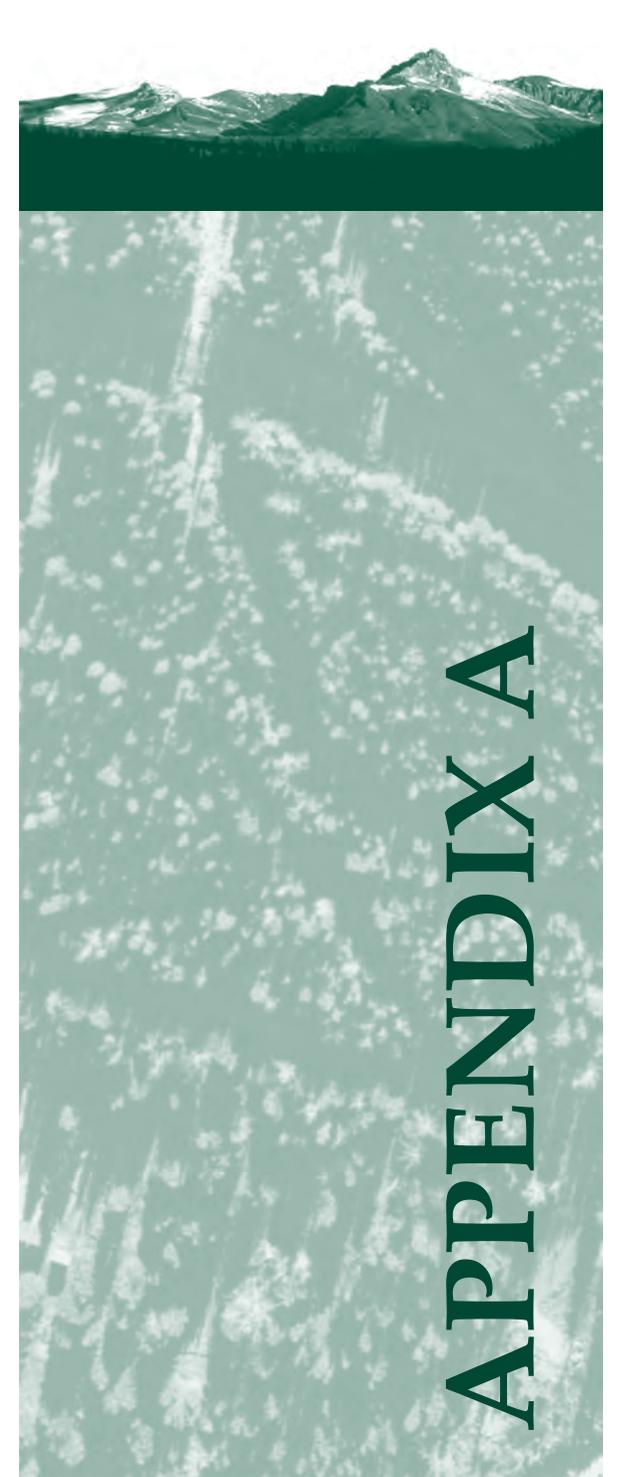
This creation of development limits by Parks Canada triggered an environmental assessment pursuant to the *1999 Cabinet Directive On the Environmental Assessment of Policy, Plan and Program Proposals*. Accordingly, Parks Canada prepared the following strategic environmental assessment of the OCA Development limits.

Parks Canada now has prepared a separate final report - *Redevelopment Guidelines for Outlying Commercial Accommodations and Hostels in the Rocky Mountain National Parks 2007* - detailing both general principles and specific guidelines for development at OCA's, hostels, and several other commercial facilities in the mountain national parks. Herein, this report will be called the Parks Canada OCA Guidelines report.

The OCA Panel Redevelopment Guidelines Report June 1999

The original OCA Panel Report described the existing development at each location, including buildings, infrastructure, noteworthy operational topics, and the natural and cultural heritage environment. Environmental stresses unique to each site or arising from inadequacy in the development or its operation were noted and briefly explained. Panel members interviewed each owner/manager to determine their vision for future changes and operations. Public and stakeholder input was sought and considered by the Panel. Subsequently, the Panel offered recommendations about the appropriateness of development ambitions, limitations and opportunities, and the need for improvements for the benefit of the natural environment and cultural heritage.

The OCA Panel reported that most of the sites had situations that needed attention to mitigate an environmental stress. The Panel made special note for concern regarding cumulative effects considerations. Fortunately, there was not widespread occurrence of serious environmental conflicts requiring immediate intervention. Nevertheless, it is critical for Parks Canada and owner/operators to be cognizant of circumstances that require attention, and to form plans and policies that will lead to improved compatibility with the national park setting.



APPENDIX A

The Parks Canada Redevelopment Guidelines for Outlying Commercial Accommodation and Hostels in the Rocky Mountain National Parks Report - 2007

Parks Canada's OCA Guidelines report explains Parks Canada's general intentions and expectations for OCAs and hostels in two parts. The first part presents principles and policies that will be common to all OCAs and hostels, e.g. - priority for ecological integrity in size, location, shape, operation, etc. Secondly, the report details Parks Canada's final decision for limits of development for each facility. Parks Canada considered a variety of issues at each site with respect to ecological integrity and quality of visitor experience. Issues included wildlife habituation, habitat fragmentation, high water table, waste disposal systems, aesthetics and viewscape intrusion, condition of facilities, conflict with important public infrastructure, adverse cumulative effects and others. Cumulative effects was an important consideration, particularly in locations such as Jasper's Three Valley Confluence, and Sinclair Canyon in Kootenay where OCAs were grouped in close proximity. In particular, Parks Canada focussed on; reducing the footprint of development such as parking lots, roadways, and buildings; returning disturbed sites to a natural state; reducing impact on adjacent lands; and avoiding or restoring fragmented wildlife habitat and travel routes. Considerable thought and discussion went into each decision in an attempt to meet Parks Canada's responsibilities for ecological integrity while being fair to operators.

The conclusions and guidance contained in the Parks Canada OCA Guidelines report will not be repeated here – readers are directed to that report for details.

Scope of Project and Scope of This Assessment

The scope of the project for the purpose of environmental assessment is not easily defined in the instance of these OCA development limits guidelines. The report's subjects mostly occur as single operations at multiple sites separated by a maximum distance of 670 km. Conversely, in one case in Jasper, eight of the accommodations are located almost within sight of each other; this location, close to the community of Jasper, is referred to as the Three Valley Confluence. Some OCAs and hostels operate year-round, others are seasonal. Both the OCA Panel and the Parks Canada OCA Guidelines reports present an extensive amount of detail about each site, as well as related pertinent topics. Except in individual cases where problematic site-specific environmental situations require discussion this strategic environmental assessment report will avoid repetition of the information presented in the OCA development limits guidelines reports. Consequently, it is necessary for readers of this assessment to refer to the Parks Canada's OCA report to be fully apprised of the issues at each site. This is a strategic assessment; primarily it looks at the big picture. Individual sites and situations will be addressed where noteworthy stress is or could be present, and was taken into consideration in decision making for that particular circumstance.

In one instance - the Three Valley Confluence - cumulative effects is the main issue. Several other sites have wildlife conflict or problematic site-specific situations that will be discussed below. Parks Canada must assert a strong role of responsible authority in these instances to ensure ecological integrity at any scale is not stressed more than it already has been, and opportunities to restore ecological integrity are recognized and pursued.

Limits To Growth

During the time the OCA Panel was undertaking its work, and until decisions ensuing there-from could be made, Parks Canada applied a moratorium on development of OCAs. Appointment of the OCA Panel, and the development moratorium arose, in part, from Parks Canada's concern that the ecological integrity of park lands in the vicinity of the popular visitor destinations in the mountain parks was under stress from overuse. Clearly, consideration of limits to growth was necessary. The 1988 guidelines for development of OCAs, which applied before this time, were based on a Floor Area Ratio (FAR) calculation. The Panel report presented a detailed explanation of growth or no-growth recommendations for each site.

A summary of the OCA Panel findings, reported in June 1999, follows:

OCAs

- 28 OCAs had 1374 units, which could accommodate 4628 guests
- The Panel recommended no growth at 9 of the 28 OCAs as most of these facilities already had reached their build out level permissible from earlier guidelines
- The Panel recommended a total combined growth of 273 units (651 more guests) for the other 19 OCAs
- Total proposed growth for OCAs was 20%, although that was not evenly distributed between all OCAs because some had developed further towards their earlier build out limits than others, and environmental conditions varied from site to site.

Hostels

- 10 existing outlying hostels had a total capacity of 352 guests
- The proposed potential increase in guest capacity was 152, or 43%
- Most of this growth is the proposed new Jasper town site hostel; however, there was a net increase of only 2 beds at outlying hostels due to the reduction of 35 beds at the Whistlers International Hostel near Jasper

Prince of Wales Hotel (POW) and Jasper Park Lodge (JPL)

- The POW currently had (and still has) 87 units for 227 guests; the Panel proposed 16 new units for 42 additional guests by converting staff residences to guest accommodation
- The JPL currently has 446 units accommodating 1064 guests; the Panel proposed 85 new units for 190 additional guests, and many major infrastructure suggestions, essentially amounting to a comprehensive plan review exercise

Maligne Lake Day Lodge

- The Maligne Lake Day Lodge does not offer overnight commercial accommodation, and none was being proposed by the OCA Panel
- The OCA Panel made recommendations regarding the proposal to upgrade the day use facilities at Maligne Lake Day Lodge

Appropriateness of the OCA Panel Proposals and Parks Canada's Decisions

The OCA Panel prefaced their objectives in producing OCA Guidelines with the caveat that the overriding goal was to preserve the ecological integrity of the national parks for future generations. This is consistent with Parks Canada's mandate and policy. The OCA Panel, and Parks Canada, recognizes that OCAs and outlying hostels provide an important and different type of visitor experience than that found in the towns of Banff and Jasper and other Mountain Park service centres such as Waterton Lakes. The character and scale of these facilities as well as their closeness to the natural environment of the park contributes to a unique park experience. The role of the OCAs is to provide a more isolated, low-density alternative to the accommodations located within the communities. The role of the outlying hostels is to provide basic, low-cost, supervised, fixed roof, overnight accommodation to park visitors. Hostels typically have limited services and are sited in more remote locations. The Jasper Park Lodge, Maligne Lake Day Lodge and the Prince of Wales Hotel individually provide unique services in their settings.

The Parks Canada Guidelines identify the unique character of each facility and indicate the measures that should be taken to enhance these qualities while protecting adjacent undisturbed lands. The founding principle of the guidelines is that all development, redevelopment and maintenance should be directed at improving what exists, in terms of both the natural and built environment. In some cases this involves phase-out of the facility where the environmental sensitivities are high and the opportunity to enlarge or upgrade the facility is precluded. The Parks Canada report examines the policy and pertinent approved park management plan context of each of the sites in preparing recommendations.

Parks Canada is satisfied the original OCA Panel and subsequent refinements by Parks Canada staff have properly and adequately considered the appropriateness of OCAs, hostels and the Prince of Wales Hotel in the general context of their role in the mountain national parks. Similarly this exercise has been applied to each development and its site, using a close examination of the issues, opportunities and constraints of each to establish limits to growth. Jasper Park Lodge is subject to a more intensive separate planning exercise that is ongoing at this time. Similarly, the Maligne Lake Day Lodge, which does not have overnight guest accommodation, will be planned by an exercise separate from the Parks Canada OCA Guidelines Report.

Parks Canada has a cautious view about development, based on the occurrence of valued ecosystem components and the precautionary principle of decision-making. In many instances, therefore, Parks Canada did not fully endorse the OCA Panels findings; these are discussed below.

Decision Making and the Precautionary Principle

On March 23, 2000 the Minister of Canadian Heritage announced a series of immediate actions to protect the ecological integrity of Canada's national parks. The Action Plan in Response to the Panel on Ecological Integrity of Canada's National Parks 2000 provides specific guidance pertinent to decision making for the OCA Panel recommendations. The Action Plan states:

We will ensure that maintenance of ecological integrity is the primary consideration in Parks Canada's assessment of any capital redevelopment of facilities, accommodations and infrastructure belonging to both Parks Canada and private or commercial operators.

Shortly after (October 2000), the newly revised *Canada National Parks Act* came into force, with a special emphasis on ecological integrity – see Subsection 8(2) of that Act.

The precautionary principle in decision-making emphasizes care and caution when changes to the natural environment are contemplated. This is particularly important when knowledge of a natural system is incomplete, when an area is unusually susceptible to damage, or is thought to be already under ecological integrity stress. This places an obligation on Parks Canada not to make risky decisions in the absence of scientific information, and the burden on project proponents to demonstrate that development does not nor will not have significant negative effects.

Adaptive management is an important strategy in the presence of uncertainty. Although it has a role in decision-making and undertaking future actions with certain of the mountain park OCA's, the application of adaptive management will not be elaborated here because it is site specific, whereas this assessment is strategic – the big picture.

Environmental Concerns and the Development Review Process

It is important to be mindful that Parks Canada's procedures for implementation of the *Canadian Environmental Assessment Act* apply to any OCA, hostel, Jasper Park Lodge, Prince of Wales Hotel or Maligne Lake Day Lodge development proposal which may be forthcoming. Both an overall development plan, and its individual components, will be subject to a project specific environmental assessment pursuant to the normal development proposal review process utilized in the mountain national parks.

Upon informing each of the OCA and Hostel operators of Parks Canada's final determination of limits to development, the moratorium on development was terminated. OCA and hostel operators in Banff, Jasper, Yoho, Waterton and Kootenay then could submit development plans for their facility consistent with the direction that has been established. These proposals are subject to the Development Review Process that is already in place for these parks. This includes the normal application of the applicable environmental assessment process (environmental screening pursuant to the *Canadian Environmental Assessment Act*).

Development Limits Established by Parks Canada

The environmental concerns pertinent to the OCA Panel recommendations and which influenced Parks Canada's final decision-making regarding the future of the OCAs and hostels, the Jasper Park Lodge and the Prince of Wales are presented in groups of, i. Essentially acceptable as proposed, ii. not acceptable as proposed, or iii. Demonstrating potentially adverse cumulative effects.

Acceptable as Proposed with Minor Modifications

Neither the OCA Panel nor Parks Canada identified significant outstanding issues of ecological integrity or cumulative effects concern which precluded Parks Canada from advancing discussions with owners/operators of the following properties, on the basis of the OCA Panel findings and recommendations, and other pertinent Parks Canada plans and policies:

In Jasper:

Pocahontas Bungalows	Miette Hotsprings Bungalows
Sunwapta Falls Resort	Pyramid Lake Resort
Patricia Lake Bungalows	Alpine Village
Tekarra Lodge	Beckers Bungalows
Jasper House Bungalows	

The owners of Pine Bungalows were interested in only a lesser amount of development than proposed by the OCA Panel.

As noted above, the Maligne Lake Day Lodge (also known as Maligne Lake Tours) will be planned as an exercise separate from the OCA development guidelines program.

In Banff:

The Crossing (at Saskatchewan Crossing)	
Moraine Lake Lodge	Baker Creek Chalets
Castle Mountain Village	Banff Rocky Mountain Resort

In Yoho:

Emerald Lake Lodge	Cathedral Mountain Chalets
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Seven of the ten hostels were acceptable as proposed.

Accordingly, Parks Canada informed each of the OCA operators listed above of Parks Canada's general acceptance of the limits to development proposed in the OCA Panel report. Development as proposed at the Mount Edith Cavell, The Whistlers and Maligne Canyon Hostels was not accepted as proposed by the OCA Panel; rather Parks Canada informed the Hostelling Association of alternate considerations. For example, the Whistlers Hostel will be removed entirely and replaced by a larger facility located within the Town of Jasper.

Site Specific Environmental Concerns Preclude Acceptance of OCA Panel Recommendations : Alternate Strategies Have Been Established

Several of the OCAs examined have site-specific issues that precluded Parks Canada's acceptance of the OCA Panel recommendations as presented. In these instances, Parks Canada undertook to work closely with the operators to ensure good environmental stewardship practices were being employed to address any outstanding operational deficiencies

Prince of Wales Hotel in Waterton Lakes National Park :

Parks Canada did not accept the OCA Panel proposal to convert existing staff accommodation to visitor accommodation, and develop new staff accommodation elsewhere. The approved Waterton Community plan does not provide for a large staff residence within the community, and there is no inclination to revisit that recent decision. Parks Canada is not prepared to provide undeveloped national park land for a new staff residence site elsewhere in the wildlife habitat sensitive Waterton Lakes Valley.

Kootenay Park Lodge in Kootenay National Park is located in a wildlife corridor leading up to one of the lowest elevation passes across the Rocky Mountain divide within the Canadian national parks. This is an important area for wildlife to move between the Columbia River watershed in BC and the Bow River watershed in Alberta. Although it is acceptable to modestly increase the guest capacity, as proposed by the OCA Panel, the proposal to operate year round instead of the summer only, which has been the case, is not acceptable for protection of wildlife security. This is a risky concept that potentially constricts this important wildlife travel route.

West Louise Lodge (Wapta Lodge) in Yoho National Park is located in Kicking Horse Pass. Again, this is an important wildlife pass across the Rockies, which already is diminished by the presence of the TransCanada Highway (TCH), the CP Rail line, the Bow Valley Parkway trail up to the Great Divide, a major trailhead for Lake O'Hara, and several hiking/ski trails (Sherbrooke Lake, Cascade Brook, Ross Lake and Bath Creek). Recent research has shown that wary species such as grizzly bears and wolverines are having difficulty negotiating this pass because of human activity. West Louise Lodge is located immediately adjacent to the TCH, which is right on the shore of Wapta Lake. Terrain rises steeply to Mount Bosworth right behind the existing development. The CP Rail line is on the other side of Wapta Lake. In the future, should the TCH be upgraded through this area, the obvious route would be through the site of the West Louise Lodge. It would be imprudent to develop costly visitor accommodation without deference to important future public works and adverse consequences for ecological integrity of Banff and Yoho National Parks. Accordingly, Parks Canada has informed the owners of West Louise Lodge that the property lease will not be renewed upon its expiration in 2025. In the meantime, only very modest upgrade or expansion will be considered, and then only upon the completion of an environmental assessment, which conclusively shows, that adverse cumulative environmental and socio-economic effects are not likely to result. Additionally, several other circumstances, such as cleanup of a contaminated site, are priorities.

Num-Ti-Jah Lodge in Banff National Park is located on the shore of Bow Lake on a poorly drained, high water table site. This location is an aquifer leading down from Bow Summit to Bow Lake, and consequently has saturated soil on a continuous basis, with extensive streamlets and diverse surface drainage during snow free seasons. Problems with roadways, drainage works, parking

lots and sewage disposal have been long enduring at this location. This is a difficult location to construct works without adverse initial and ongoing impact to the headwaters of the Bow River. Consequently, Parks Canada has informed the operators that only a lesser amount of increase in commercial guest capacity and services than proposed by the OCA Panel is acceptable. The focus of the Num-Ti-Jah Lodge must be for an overnight guest facility, not a major day-use destination. Parks Canada will provide day-use facilities near the highway. Additionally, the horse corral operation must be phased-out, possibly to be replaced with a non-motorized boat concession, and the overall development footprint is to be minimized by reducing roads and parking, and reclaiming disturbed lands.

Juniper Lodge in Banff National Park is located in an important westerly extension of the Cascade wildlife corridor on the lower slopes of Mount Norquay close to the TransCanada Highway near the town of Banff. Wildlife travel routes in the lower Bow River Valley in the vicinity of Banff have been severely disrupted by development. Efforts to protect wildlife and restore their travel routes past Banff, begun with the TCH twinning project and highlighted in the 1997 Banff National Park Management Plan, have continued vigorously: - closure and removal of the buffalo paddock, closure and relocation of the horse corrals, closure of the airstrip, closure and removal of the cadet camp and, restrictions on human activity in wildlife corridors around Middle Springs and the Banff Springs golf course. These all have contributed noticeably to partial recovery of wildlife habitat effectiveness in the Banff town site area. Because the Juniper Lodge is located at a pinch point of the Cascade wildlife corridor, Parks Canada concluded in recent Banff National Park Management Plans (see Banff National Park Management Plans for April 1997 and May 2004) that the Juniper Lodge would be restricted to its existing

footprint. The general Juniper Lodge location has been discovered to be a substantial prehistoric human occupation site of significant cultural value. Therefore, Parks Canada did not accept the OCA Panel recommendation for expansive development of the Juniper Lodge. Parks Canada was prepared to consider redevelopment of the site as a single building on the existing footprint of the main lodge. All guest and staff services, including parking, would be located in a new building which would not exceed three stories. All existing outbuildings would be removed, with disturbed lands reclaimed, and the overall leasehold size reduced. Most parking would be underground.

Addison's Bungalows, Blakely's Bungalows, Mt. Farnham Bungalows, and Radium Hotsprings Lodge were located in a narrow part of Sinclair Canyon at the point where the Kootenay Parkway crosses over from the Kootenay River valley into the Columbia River valley. Also, the Radium Hotsprings that attract hundreds of thousands of visitors are at this location as well. The Sinclair canyon area was/is a rich wildlife habitat and is an important regional route for wildlife movement between the Kootenay River valley and the Columbia River valley. The level of development in the Sinclair Canyon impaired habitat effectiveness, fragmented habitat connectivity and contributed to the creation of a pinch-point that adversely impacted wildlife movement. Wildlife habituation arising from the close proximity of unnatural plant materials and high human use contributed to a vehicle/bighorn sheep collision situation. Parks Canada was not prepared to consider any further expansion or upgrade of these properties due to the high environmental sensitivity of the location, and the ambition to restore the integrity of this damaged ecosystem.

Accordingly, and in constancy with the recommendations of the OCA Panel (see page 14), Parks Canada pursued a course

to remove the existing facilities. In 2001 Parks Canada was successful to acquire Addison's Bungalows, Blakely's Bungalows and Mt. Farnham Bungalows on a willing buyer/willing seller basis. These facilities since have been removed and the sites reclaimed, with quick evidence of favourable response by bighorn sheep to occupy their former habitat.

Radium Hot Springs Lodge owners have been informed that no expansion of guest or on-site staff accommodation will be permitted and that the lease for the Radium Hot Springs Lodge property will not be renewed when it expires in 2027. Buildings and facilities will be removed at that time, and disturbed lands rehabilitated.

Johnston Canyon Resort is located along the Bow Valley Parkway in Banff near the junction of Johnston Creek and the Bow River. Due to the overall sensitivity of both the site and the high year-round wildlife values of this part of the Bow Valley, Parks Canada did not accept the amount of development proposed by the OCA Panel. Johnston Canyon will be allowed a modest upgrade that safeguards the sensitive montane environment of the middle Bow valley.

Storm Mountain Lodge is located in Vermilion Pass, a low elevation pass known to be critical to wildlife travel between the Kootenay River valley and the Bow River valley. Due to its location in this sensitive area, Parks Canada did not accept the amount of development proposed by the OCA Panel. Storm Mountain Lodge will be allowed to expand to a maximum total gross floor area of 2,750 m².

Jasper Park Lodge is positioned within Jasper's Three Valley Confluence area of special concern for cumulative effects. The large size of Jasper Park Lodge – 365 ha, with its golf course, requires a special planning undertaking. That initiative is active at this time, with the expectation to produce a plan that specifies development limits. In the meantime, special measures have been undertaken on the Jasper Park golf course to reduce conflict with wildlife (particularly elk) traversing and occupying this important part of the Three Valley Confluence.

POTENTIAL ADVERSE CUMULATIVE EFFECTS SPECIFIC TO THE THREE VALLEY CONFLUENCE IN JASPER NATIONAL PARK

The commercial, privately owned properties situated in the Three Valley Confluence near the town of Jasper are components of a human dominated environment which has caused diminished ecological integrity in this special part of Jasper National Park. The Three Valley Confluence is the area of Jasper National Park where the Miette, Athabasca and Maligne Rivers converge. This was a rich, valley-bottom, montane ecosystem, which in the absence of human effect, would have been a crossroads for nearly all species of wildlife inhabiting Jasper National Park. It was, and is a seasonally important habitat for wide ranging species such as elk, grizzly bears, wolves and others. Many species such as mule deer, elk, Rocky Mountain bighorn sheep, coyote, black bear, cougar, and others, are continuously resident in or near the Three Valley Confluence. Virtually all of these species are at risk for conflict resulting from habituation to humans, or vehicle collision on roadways and railways present throughout the length of this area. Landscape fragmentation and loss of wildlife travel route connectivity resulting from a mosaic of OCAs, the town of Jasper,

campgrounds, trails, picnic sites, infrastructure installations, roadways, rail lines, a golf course, and nearly continuous human activity has lead to diminished habitat effectiveness.

Areas and subjects of special concern in the Three Valley Confluence include:

- protection, and improvement of the diminished wildlife travel routes on the Pyramid bench
- protection of the wildlife travel notches off the Palisades bench down to the Athabasca Valley north of Jasper
- safeguarding a year round wildlife travel route through the Miette Pocket, around Old Fort Point and on past the JPL at the base of Signal Mountain
- attention to the high wildlife/vehicle collision circumstance on Highway 16 several kilometers west of Jasper, and near the Moberly Bridge turnoff north of Jasper
- habituated wildlife, especially elk, black bears and coyotes
- protection of migratory, breeding bird habitat
- maintenance of the ecology of the montane ecosystem

The situation was not hopeless, or beyond recovery, however. The compelling argument at the completion of the OCA Panel's work was not to worsen the circumstance with risky decisions that might have irreversible, adverse, consequences for ecological integrity in the Three Valley Confluence. In 2000 Parks Canada implemented a strategy and action plan to reduce regional cumulative effects and restore important components of the Three Valley Confluence ecosystem. In the meantime the precautionary principle compelled that no previously unapproved facility developments that might introduce further stress inducing human projects or activities would be considered.

Overall Cumulative Effects

Recent study reports, notably *Banff Bow Valley: At The Crossroads, 1996* and *Unimpaired For Future Generations? Conserving Ecological Integrity For Canada's National Parks, 2000*, - have demonstrated the threats to ecological integrity that are present in Canada's national parks. These circumstances have derived from stress created by human use, both inside and outside the parks. Adverse cumulative effects occur when many impacts, although perhaps singularly inconsequential at their site, overlap, combine and interact to create a larger stress that affects a bigger area and lasts longer. Further, modest development of the OCAs, hostels, the Prince of Wales Hotel, the Jasper Park Lodge, and the Maligne Lake Day Lodge would not be a major threat, if that's all there was to consider, but it is not. The OCA Panel reported that owners of most of the OCAs and commercial properties examined had desire to enlarge, and extend their operation into shoulder seasons, or year round in some cases. Additionally, most of the national park communities are pressing to expand to their defined development limits, traffic on the major highways is annually increasing about 2%, overall park visitation in Canada's mountain parks was increasing annually about 3 %, most concessionaire and business leaseholders want to expand their businesses, world tourism is predicted to increase, particularly to countries perceived as safe, world population is predicted to increase.

Meanwhile, natural areas, worldwide are decreasing. The outcome is, and will be, that Canada's national parks will be increasingly scarce and precious protected areas, sought after by more and more visitors. Parks Canada is well aware of this paradox, and has and will take bold steps to preserve these lands. Personal stewardship by visitors and commercial operators in the mountain national parks is essential to achievement of Parks Canada's goal

and responsibility to pass on Canada's national parks unimpaired to future generations. Limits to growth are being complemented by limits to use designed to reduce adverse impact on natural environments.

Parks Canada's intentions expressed as limits to OCA, hostels and several other facilities development embody a distinct precautionary approach to protection of ecological integrity, cultural resources and a high quality visitor experience. Except for the Three Valley Confluence in Jasper, many of the other OCAs are located in dispersed proximity to each other and to other accommodation amenities; therefore cumulative effects between these proposed upgraded OCAs and to other nearby infrastructure or park facilities is inconsequential. However, numerous locations present confined topographic and landscape constraints that give rise to potential adverse cumulative effect stresses unless restraint in development and human activity is practised. Sinclair Canyon in Kootenay, Kicking Horse Pass and Wapta Lake in Yoho, the Prince of Wales hill in Waterton Lakes, Storm Mountain Lodge in Vermillion Pass, and Juniper Lodge and Johnston Canyon Resort in sensitive wildlife habitats in Banff have all been subject to growth limitations in order to ensure protection of ecological integrity. In these cases special cumulative effects considerations have compelled Parks Canada to employ precautionary principles in deciding to reduce development ambitions in these locations.

There will not be any new OCAs in the mountain national parks and the approved Park Management Plans for Waterton, Banff, Kootenay, Yoho and Jasper are distinctly low or no-growth in principle. Except for continuance of the project to twin the TransCanada Highway in Banff and finalization of the ski area plans, no other public or private infrastructure projects that are likely to interact with OCAs and hostels are approved or foreseen.

Consequently, minimal adverse cumulative effect is anticipated for the OCA and hostel upgrades being proposed. In fact, with the decisions that have been made, overall adverse cumulative effects situations will be reduced, with ecological integrity circumstances improved.

Jasper's Three Valley Confluence circumstance has been investigated and reported separately from this strategic assessment. The findings of those studies have guided Parks Canada to establish limits to growth and development guidelines that will improve the environmental stress situation in the vicinity of the town of Jasper, see - *Evaluation of Ecological Recovery Options for the Three Valley Confluence Landscape Management Unit in Jasper National Park, Axys et al 2001* and, *Three Valley Confluence Restoration Framework Jasper National Park Summary Report: Accountability and Status of Implementation, Parks Canada 2004*.

Jasper Park Lodge is subject to a separate planning exercise where avoidance of adverse cumulative effects in the Three Valley Confluence will have prominent influence. This is in the form of a replacement lease that specifies development limits, and is subject to an environmental screening where cumulative effects is a major consideration.

Public Input and Concern

The OCA Panel undertook extensive initiative to obtain input to their examination of outlying commercial accommodation. Input was sought from a wide spectrum of stakeholders and interested commentators.

The owners and operators of the businesses being reviewed had two opportunities to meet with the Panel. Additionally, some operators met with individual Panel members to more fully explain their interests.

The Panel used a variety of methods to gain an understanding of the range of issues and public concerns surrounding mountain park OCAs and hostels. Background information being reviewed by the Panel was made available through a dedicated web site, as well as at the Banff, Canmore, Jasper, Calgary Central and Edmonton Central libraries. Advertisements were placed in the newspapers of these communities, along with directions regarding how to provide comments to the Panel. Public comments were received between 01 November, 1998 and 01 March, 1999.

Two Round Table meetings were held - first in Banff on 08 and 09 February, 1999, and a second in Jasper on 10 and 11 February, 1999. Representatives of key local, provincial and national groups were invited to comment directly to the Panel by way of presentations and written submissions. Representatives of OCAs and hosteling associations were invited to present as well. Members of the public were welcome to attend and observe the proceedings and presentations.

The OCA Panel hosted a discussion workshop in order to acquire the assistance of specific stakeholders in preparing development

guidelines. Representatives from the OCAs, local and regional environmental groups and Parks Canada attended the workshop, held in Banff on 17 May, 1999. The OCA Panel prepared a Supplementary Report wherein they detailed the consultation program and a summary of input and concern from all interested parties.

Subsequent to the completion of the OCA Panel report, another Panel – the Ecological Integrity Panel reported on issues of Ecological Integrity in Canada’s National Parks, see *Conserving Ecological Integrity with Canada’s National Parks “Unimpaired for Future Generations” 2000*. They too held open public forums and maintained a website to discuss all issues, including visitor accommodation services.

Subsequent to the receipt of both the OCA and Ecological Integrity Panel reports, Parks Canada undertook direct consultations with each of the owner/operators of the mountain OCAs, hostels and other outlying tourist service facilities. Also, meetings were held with other organizations that maintain an enduring interest in mountain national parks subjects.

Parks Canada is satisfied the OCA and Ecological Integrity Panels undertook appropriate and effective programs to gauge the extent and nature of concern from key stakeholders, they reported that interest, and responded appropriately, within the scope of their individual mandates. Following, Parks Canada considered the findings as they prepared site-specific guidelines that were reviewed with each owner/operator. Also, Parks Canada is satisfied that OCA and hostel owner/operators and other stakeholders were informed about the findings and had adequate opportunity to express their concerns and ambitions to Parks Canada before decisions were taken.

Conclusion and Determination

Parks Canada has concluded the OCA Panel has undertaken a comprehensive investigation of the OCA, hostel and several other visitor accommodation and service facilities in the Mountain National Parks, and has presented a considered opinion of possible development scenarios. This has included open consultation with key stakeholders and interested national park supporters. Further, Parks Canada has examined the recommendations of the OCA Panel within the context of the findings of the Panel on Ecological Integrity of Canada’s National Parks. With these considerations, and others, Parks Canada staff has fine-tuned the acceptable development possibilities at each site. They have ultimately endorsed most of the OCA Panel recommendations, and proposed lower development limits or protective strategies at the remainder. Parks Canada has employed a precautionary approach at Jasper’s Three Valley Confluence: decisions regarding development limits have and will be undertaken subject to guidance determined in the *Three Valley Confluence Restoration Framework* referenced above. Studies to that end are completed or ongoing. Decisions regarding OCA development in Jasper’s Three Valley Confluence emphasize precautionary and ecological integrity management strategies.

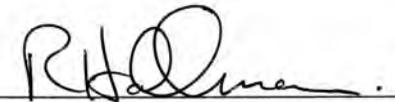
It is concluded, therefore, the cumulative, and site effects of the decisions related to Parks Canada’s development limits for Mountain National Parks OCAs, hostels and several other visitor facilities have been well considered, are understood, and are based on adequate knowledge and a precautionary principle. It is predicted that, with the employment of mitigation measures specified, and the further application of the Canadian Environmental Assessment Act on a project and site specific basis significant adverse environmental effects are not likely.

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