

## Chapter 7 Integrated Summary of Recommendations

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The previous chapter contains more than 500 specific recommendations that the Task Force believes will help park administrators, residents and businesses in the Valley, and indeed all Canadians, as they make decisions about the future of the Banff-Bow Valley. In this chapter we would like to focus attention on a few areas of concern that deserve high priority attention. The summary that follows will be particularly useful in scheduling and implementing the Task Force's recommendations. It is divided into two main sections:

1. Recommendations that are park-wide, process or governance related.
2. Recommendations that affect specific areas in five zones of the park.

Where possible, we have prioritized the recommendations according to the schedule for implementation. The recommended time lines reflect the maximum acceptable period. Ranges (e.g., 3-10 years) are provided for actions that require a phased approach. Where additional research, site design and/or planning is required prior to implementation, these should be completed within the suggested time frame. Actions with an identical time frame are listed alphabetically.

The agency, organization or commercial enterprise that should be responsible for, or take the lead in, the implementation, funding and management of the recommended actions are also indicated. A brief justification for the recommended actions is provided; details are provided in Chapter 6. Due to the complexity of many of the recommended actions and/or the need for more design or research, it was not possible to estimate costs for implementation, operations or maintenance.

We have examined many but not all of the complex issues in the Valley. We have presented recommendations in an integrated way. We caution that implementation must be equally integrated as many recommendations depend upon the successful implementation of others. Choosing not to implement a recommendation or to consider relative timing could negate the effectiveness of the action.

### 7.1 Park-wide, Process and Governance Recommendations

The following summary of recommendations flow from Chapter 6:

- 6.2 Banff National Park as a National and International Tourism Destination
- 6.3 Human Use Management
- 6.4 Appropriate Use and Basic & Essential Facilities and Services
- 6.5 Role of Communities
- 6.6 Role of Commercial Enterprise
- 6.7 Transportation
- 6.8 Heritage Facilities and Services
- 6.9 Regional Management
- 6.10 Park Management

#### 7.1.1 Banff as a National and International Tourism Destination

##### *TOUCHSTONE TOURISM DESTINATION MODEL*

Parks Canada, in collaboration with the local and regional tourism sector, should seek to implement a refocused tourism model. The Task Force has entitled this new model "Touchstone for the Canadian Rockies". This theme seeks to convey to Canadians, and to all citizens of the world, that we intend Banff National Park to set a clear standard for the manner in which tourism can support and enhance ecological integrity in an environmentally sensitive tourism destination.

**The Touchstone model has as its primary emphasis the theme of learning, education, understanding and appreciation of nature and the Rocky Mountain culture as the basis for tourism in the Banff-Bow Valley.** This emphasis will pervade the whole destination; it will become the "glue" that binds all the efforts of those who seek to realize the tourism potential of the Banff-Bow Valley.

The implementation of the Tourism Destination model has a high priority and should begin immediately.

##### *TOURISM DESTINATION MANAGEMENT INFORMATION SYSTEM*

Parks Canada, in collaboration with the tourism sector, should develop a comprehensive tourism destination management information system that will adequately support the implementation of the Tourism Destination Model. The tourism destination management information system will require strong support from a visitor research program. This research program would measure visitor activities, behaviour, satisfaction, origin, attitudes, trip motivation, mode of travel, party characteristics, etc. This is a high

priority initiative that should begin immediately. Financing should come primarily from the tourism sector and, to a lesser extent, from Parks Canada.

#### **RESEARCH**

To help ensure Banff National Park's role as a tourism destination respects ecological integrity, Parks Canada, in collaboration with the tourism sector, should begin research that will determine the types and levels of experiences that are consistent with ecological integrity in the Park. This is a high priority action that should take place over the medium term.

#### **INDUSTRY UNDERSTANDING AND COMMITMENT**

Parks Canada should actively assist members of the tourism sector to understand the concept of ecological integrity, and the impact of visitor activities on the Park. It should also provide incentives to encourage the sector to make a fuller commitment to environmentally sound practices and should recognize the operators who do this. This has a medium priority and should be carried out over the medium term.

#### **FOCUSED HIGH QUALITY, HIGH VALUE EXPERIENCES**

Parks Canada, in collaboration with the tourism sector, should facilitate the development of a broad range of high quality/high value experiences in the Banff-Bow Valley. These experiences should emphasize an improved understanding of nature and the Rocky Mountain culture. Initially this will require a compilation, analysis and assessment of the major categories of Banff National Park experiences that are considered appropriate and that can be offered to the public on an economically sustainable basis. This is a long term objective with a medium priority.

#### **EDUCATION**

Parks Canada should take immediate steps to spearhead a comprehensive educational program for visitors. The flagship of this effort should involve one major, high quality interpretation centre that is designed to help visitors to understand the nature and importance of ecological integrity and the Rocky Mountain culture. Developing this type of centre offers the opportunity to pursue financial partnerships. This initiative has a high priority.

Over the medium to long term, Parks Canada should collaborate actively with the tourism sector on the development and delivery of educational opportunities for visitors in as many tourist operations as possible. This is a high priority.

#### **PROGRAM TO ENHANCE VISUAL APPEAL OF COMMUNITIES AND FACILITIES**

A common, high quality theme for architecture, landscaping, streetscapes and signs should be developed. The theme should stress simplicity of design, heritage authenticity, and the use of natural materials that will enhance the visual appeal of the Town of Banff, the Hamlet of Lake Louise and other commercial and park operated facilities. The theme

will also serve as a foundation for appropriate and consistent promotional programming. Developing the theme should be done in partnership with municipal authorities and residents. This is a long term project of medium priority.

#### **FAIR AND EQUITABLE ACCESS**

Parks Canada must take steps immediately to ensure that the opportunity to enjoy Banff National Park experiences is available to all Canadians in a fair and equitable manner. This is a high priority and will involve establishing clear principles. The implementation of these principles will require monitoring, a program to publicize the cost and availability of the experiences, and a system of incentives to encourage the provision of experiences with a range of prices. Where visitor management is required, it is essential that reservation systems or other tools are fair and equitable for all Canadians.

#### **REFOCUSING MARKETING PROGRAMS**

Parks Canada, in collaboration with the Banff/Lake Louise Tourism Bureau, private operators, and other organizations, should, as a long term objective, develop marketing strategies that are based on the Tourism Destination Model. Promotions should enhance the appeal of Banff National Park as a tourism destination, while ensuring that visitor expectations are consistent with the experiences available in the Park. This has a medium to low priority.

#### **HOSPITALITY**

Parks Canada, the tourism sector, and local residents should collaborate in efforts to ensure that visiting Canadians from across the country feel especially welcome in Banff National Park. While this is important in maintaining broad public support for the efforts and the expenditures needed to maintain the well-being of the Park over the long term, it is of a lower priority than other recommended actions.

#### **NATIONAL UNITY AND PRIDE**

Banff National Park, in collaboration with the local, regional and national tourism sector, should play an active role in fostering national unity and pride. This is a medium term objective with a low priority.

#### **FINANCIAL AND HUMAN RESOURCES TO SUPPORT THE PARK**

In light of decreasing public funding, tourism sector support is essential for programs that ensure a strong and fair contribution of financial and human resources, on the part of all users, to the protection and operation of the park. Fostering this support is a high priority over the medium term.

### 7.1.2 Human Use Management

Many of the key recommendation under Human Use Management are captured elsewhere in this summary. The previous section focused on the importance of visitor experiences, the need for educational programs, and a system of management that assures equitable access and treatment. Section 7.2 describes the site-specific recommendations for human use management that will contribute to restoring and maintaining ecological integrity.

Additional high priority activities for human use management that require immediate attention include:

- the preparation of a Human Use Management Plan for Banff National Park that is based on the Park's ecological and social carrying capacities. Research is needed to select and study appropriate social and ecological indicators to augment those developed by the Task Force;
- consistent application of the existing Park zoning to reflect ecosystem and cultural resource protection needs, visitor experience goals, and the human use guidelines developed by the Task Force. This should include rezoning the Cave and Basin Marsh as an Environmentally Sensitive Site and of the Fairholme/Carrot Creek area as a special preservation area;
- the designation of the Fairholme/Carrot Creek area and the Sawback Range as Wilderness Areas under the *National Parks Act*;
- a comprehensive review of trail use conflicts; in the interim reaffirm the present restrictions on trail use; and
- reviews of all ski hill long range development plans (see Chapter 7.2.6.2).

High priority should be given to the following actions over the medium term:

- establishment of thresholds for human use for all zones of the park;
- preparation of a Human Use Management Plan for the Vermilion Lakes Wetland area;
- development of a cooperative approach to managing multi-jurisdictional access points to the Park; and
- ongoing monitoring and adapting of the approach to human use management in the Valley.

### 7.1.3 Appropriate Use and Basic and Essential Services

#### *DECISION-MAKING FRAMEWORK AND GUIDING PRINCIPLES*

Parks Canada and the Town of Banff should use the framework developed as part of the Banff-Bow Valley Study as the basis for their planning and decision-making with respect to appropriate use of the national park. In addition, Banff National Park should adopt the criteria and guiding principles for appropriate use identified by the Round Table. Work on this should begin immediately as a high priority.

#### *PRIORITY RATINGS*

Until statistically valid research is carried out at the national level, Banff National Park should, when making decisions about appropriate use, activities, facilities, and services, accept the priorities assigned to the Round Table criteria, and the ratings for specific activities, uses and services that were obtained by surveying the residents of Calgary.

#### *TYPES AND LEVELS OF SERVICES*

Parks Canada should immediately begin to define the services, and levels of service, that are considered basic and essential in meeting the needs of visitors and residents. This should be carried out through a collaborative process over the medium term.

### 7.1.4 Role of Communities

The Town of Banff and the Hamlet of Lake Louise should immediately begin to reorient themselves to the Tourism Destination Model and to develop Growth Management Strategies.

#### *TOWN OF BANFF*

The Town of Banff should reflect the Tourism Destination Model and growth management strategies in its update of the Municipal Development Plan. This should include a fundamental reassessment of the current build-out objectives and targets. Aligning the community with the Tourism Destination Model will require that the criteria for a model community and the guidelines for basic and essential services be developed and incorporated as soon as possible. An environmental assessment of the impacts, including cumulative effects, of the Municipal Development Plan is also required.

The alignment of commercial enterprises, provision of additional residential housing, enforcing residency requirements, and participation in regional planning can proceed at the same time, but have a more medium to long term priority.

In most cases, moving adjacent accommodation into the Town will occur over the medium to longer term (5 -15 years).

#### *HAMLET OF LAKE LOUISE*

The Hamlet and Parks Canada should immediately affirm the growth management strategy. All leaseholders should be informed about this policy and of Parks Canada's intention to enforce the provisions on housing included in their leases.

Parks Canada should notify owners that the Trailer Court will be permanently removed within two years, and the site rehabilitated.

The trend to increased self government should end immediately and an appropriate fee for services arrangement be established with Parks Canada.

The alignment to the Tourism Destination Model, assessment of basic and essential service requirements, establishment of residency needs and participation in the regional growth management strategies are of medium term priority.

Parcel BM should be made available for a cooperative housing project, to be administered by the major lessees. While this should start immediately, this has a medium term priority due to the development requirements.

### **7.1.5 Role of Commercial Enterprise**

#### *CONTRIBUTION TO THE TOURISM DESTINATION MODEL*

The development work and team building required to align commercial enterprise with the Tourism Destination Model should begin immediately and should include the affected commercial enterprises, the Town of Banff, regional communities and other Canadians. For each area of the Tourism Destination Model in which commercial enterprise is to participate, the parties involved must identify an approach, required resources, and an implementation schedule.

#### *SERVICE SUPPLY STRATEGY*

The development of a Services Supply Strategy should begin immediately. Implementation of the strategy will occur over the medium to long term. The Advisory Committee should be established as soon as possible.

Changes to the administration of leases and licences of occupation should begin immediately and continue as circumstances permit (e.g., lease renewals).

#### *IMPLEMENTATION PROGRAMS*

The following programs should begin immediately:

- the development and implementation of a strategy to encourage commercial enterprise to contribute more directly to Park goals;
- the phasing out of home-based businesses;
- discussions with institutions such as the Banff Centre with regard to their direction;
- the establishment of “fair competition” ground rules for employee take-over programs;
- the effort to understand the way businesses operate.

Due to the time and resources needed, incentive/disincentive programs, parameters for “fair return”, and the business framework will have a more medium term priority.

#### *CODES OF CONDUCT AND PRACTICE*

The adoption of codes of conduct and practice by commercial enterprise and participation in environmental stewardship programs should be short term priority items.

#### *MONITORING AND ACCOUNTABILITY*

Because time is needed to develop the program, mechanisms to involve commercial enterprises in environmental monitoring and public accountability will, of necessity, be a medium term priority

### **7.1.6 Transportation**

Key recommendations affecting transportation corridors (i.e., Trans-Canada Highway, CP Rail line and other roadways) are summarized in section 7.2. Additional recommendations that should be given high priority are:

#### *TRANSPORTATION/UTILITY CORRIDOR*

Parks Canada, with the companies involved, should prepare a long term plan to define future transportation and energy infrastructure demands and identify ways to minimize environmental impact. This plan should assess the possibility of a unified transportation corridor. While this is a long term strategy, work should begin immediately.

#### *PUBLIC TRANSPORTATION SYSTEMS*

Work should begin immediately on assessing the Task Force’s recommendations regarding public transit in the following areas: Moraine Lake Road, parts of Highway 1A, the Upper Hotsprings Road, and Upper Lake Louise. The Task Force also recommends an assessment of the more ambitious concept of commuter trains or buses in the Calgary-Banff corridor. These proposals must be developed through cooperative approaches involving Parks Canada, commercial enterprise, the Town of Banff, the Hamlet of Lake Louise and municipal and provincial authorities outside the Park.

#### *AIRCRAFT USE*

The Banff airstrip should be closed immediately.

A cooperative program should be developed to monitor and control aircraft flights over the Park. Specific flight rules for the control of fixed wing, helicopter and other aircraft should be developed and implemented by Parks Canada, Transport Canada and commercial operators who will be affected. This should begin immediately.

### **7.1.7 Heritage Facilities and Services**

While the principal focus of this report deals with environmental and economic considerations, there are several heritage matters which require priority attention. We believe that the Park is not achieving its potential in this area. Recent cutbacks have particularly hurt this aspect of the Park’s mandate. Banff National Park has been the scene of many critical events in our cultural history. These have helped to shape Canada’s national identity, as well as the Park’s attraction as a tourism destination. Some concerns related to the heritage character of the Valley have been covered in section 7.1.1. Three additional areas require urgent attention:

#### *HERITAGE CHARACTER OF COMMUNITIES*

As commercial development expands or buildings decay, the architectural heritage of the Town and the Park is being seriously eroded. The loss of the distinctive streetscapes and buildings affects the Park’s image and the values that it represents. Parks Canada, with the Town of Banff, must preserve locally and regionally significant examples of the

Park's built heritage and streetscapes through more effective policies and their associated bylaws. This should be an important part of the current review of the Municipal Development Plan.

#### *COMMEMORATION AND INTERPRETATION*

The Park's commemorative and interpretative programs should include more information about the proud history of the Bow Valley, including the role of Canada's First Nations. Through partnerships with the private sector and volunteer groups such as the Friends of Banff, Parks Canada should embark immediately upon a three stage process to formalize a cultural resource management plan:

1. Identify the basic themes for commemoration. Where possible, these themes should link ecological and heritage considerations.
2. Carry out research to identify sites for commemoration.
3. Implement a long-range plan to establish these sites as resources become available.

We believe that such a program would contribute to national identity, enhance the visitor experience, and promote the educational role of national parks.

#### *TRUST FUND*

We do not believe that the federal government can finance a program to protect and interpret the Park's history and culture effectively. We feel that the private sector, non-government organizations and individuals should support such a program through the creation of a trust fund. This should be a partnership for park enhancement projects, with Parks Canada taking the lead in launching the process.

### **7.1.8 Regional Management**

#### *STRATEGIC INTER-AGENCY PLANNING AND MANAGEMENT*

Parks Canada should immediately bring the major regional agencies together to begin the formation of a strategic inter-agency planning and management group and to start the development of harmonized approaches to ecosystem management. This should include discussions between the Minister of Canadian Heritage and her counterparts in Alberta and British Columbia.

#### *REGIONAL ECOSYSTEM COORDINATION*

(see also Section 7.2.6.3)

Immediate, high priority initiatives for regional management include:

- application for membership in the Bow Corridor Ecosystem Advisory Group; and
- support by Parks Canada for the Special Places 2000 Program, in particular the Bow River/Canmore Corridor and Spray Lakes/Kananaskis River nominations.

Medium term, high priority initiatives include:

- modification of regulations governing hunting of large carnivores and other wildlife species requiring protection;
- the development of an integrated research program; and
- the development of a common data base.

#### *REGIONAL VISITOR MANAGEMENT STRATEGY*

Parks Canada should, as a high priority, promote the development of a regional Visitor Management Strategy that would be implemented over the medium term. This would happen in conjunction with the implementation of the Tourism Destination Model and the finalization of the Services Supply Strategy.

#### *GROWTH MANAGEMENT STRATEGY*

Action on a regional Growth Management Strategy, including the allocation of costs for basic and essential services, should begin immediately with the recommended conference of key stakeholders. Implementation should occur over the medium term, on a high priority basis.

#### *REGIONAL SOCIAL SERVICES*

The realignment of social / institutional services for the region is a long-term project that has a medium priority. This is because of the associated development and infrastructure costs. In the short term, as a high priority, the Park should revise its fee structure to recognize the need for access to regional services located in the Park.

### 7.1.9 Park Management

The complexity and comprehensiveness of the Task Force Report has significant implications for the management of the Park. It is important that the recommended actions be properly integrated in current and future planning, and in any joint endeavours with other agencies and parties.

#### *IMPLEMENTATION STEERING GROUP*

Of primary and immediate importance is the creation of a special working group to oversee the implementation of the Task Force's recommendations and to assess the need for resources (e.g., skills, funding, etc.). There should be an analysis of the broader management role recommended for Parks Canada, which would focus on areas such as human use management, social impact, economic factors and communication with stakeholders. Parks Canada should assume responsibility for the management tools (e.g., Cumulative Effects Assessment, Futures Outlook Project and the *State of the Banff-Bow Valley* report and data base) developed by the Task Force.

#### *REGIONAL MANAGEMENT*

At the same time, Parks Canada should open a dialogue with the surrounding jurisdictions. This dialogue would aim to establish an improved joint approach to regional management.

#### *ORGANIZATION AND STRUCTURE*

The recommendations related to Employee Take-Overs, Partnerships and the Agency can be implemented immediately. Discussions between Parks Canada and commercial operators concerning ways to improve their relationship can also begin immediately.

#### *MANAGEMENT PLANNING*

Parks Canada should immediately begin to incorporate the Task Force's recommendations into the *Banff National Park Management Plan*.

#### *DECISION MAKING, PUBLIC INVOLVEMENT AND ACCOUNTABILITY*

Parks Canada should:

- immediately prepare a plan to communicate the principles of precaution to the organization and ways to incorporate these principles into the decision-making process;
- over the next two years, set up a process to audit decisions and determine what improvements are required,
- within the next two years, incorporate the Round Table/Task Force recommendations into the Park's decision-making and public involvement processes. This would include identifying the best methods to obtain and ensure improved national participation.
- immediately open a dialogue with the interests represented at the Round Table to determine their desired role in the implementation of the Task Force recommendations and the future management of the Valley.

#### *MANAGEMENT OF THE SCIENCES*

The implementation of the Task Force's recommendations on the management of science will, of necessity, be a medium term effort. It must, however, be addressed as a high priority, due to its fundamental impact on the recommended management direction.

Some actions will involve the very culture of the organization, others will dictate the broadening of efforts in unfamiliar areas such as the social sciences, while others will entail simply filling data gaps in order to improve decision-making. To permit the necessary learning and adjustment to take place, improvements in integrating the efforts of operational and science managers will require a careful and systemic approach over an extended period of time.

Immediate action is required to:

- create a Science Advisory Committee;
- improve communication with outside agencies, external researchers and public organizations; and
- prepare an overall science strategy, to be included in the *Banff National Park Management Plan Update*. This strategy would include the social sciences and the natural sciences.

Some recommendations related to process, such as the release of scientific research before decisions are made, can be implemented immediately. Others, such as improvements to the data management system, will be medium term efforts.

### ***LEASE AND LAND MANAGEMENT***

Implementing the recommendations concerning lease and land management will require careful preparation and communication, including extensive stakeholder involvement, over the medium term. Because of their importance to the future management of the Valley, these recommendations must be addressed as a high priority at a senior level.

A new approach to leases and licences of occupation, the strategic plan to modify existing facilities and the review of development plans should start immediately and should include consultation with affected stakeholders.

The approach to concessions has a medium priority over the medium term.

### ***MUNICIPAL MANAGEMENT***

The communities, because of their important role in the future of the Valley and the need for their understanding and commitment, will require the immediate attention of the implementation team. Significant issues will have to be addressed at all stages of the process. Issues that require immediate attention include the Incorporation Agreement, eligibility to reside, and governance in the Hamlet of Lake Louise.

It is particularly important that Parks Canada make its interests clear concerning the review of the Municipal Development Plan for the Town of Banff. It must also begin the necessary discussions with the Town on the implementation of the Task Force's recommendations.

Similar discussions on housing and on the implications of a "no growth" strategy should begin immediately with the Lake Louise Advisory Board.

Public consultation should begin immediately on new guidelines for eligible residency and the enforcement of those guidelines.

Integrating the various planning processes, developing by-laws and clarifying responsibility for inspections are a medium priority.

### ***DEVELOPMENT REVIEW PROCESS***

Improving the approach to the review of development proposals is fundamental to restoring trust in the organization and confidence in the process. Many of the recommended actions are within Parks Canada's control, and can be implemented immediately as part of the project to harmonize the development review process with the new *Canadian Environmental Assessment Act*. This is particularly true of recommendations to improve the transparency and credibility of the process.

Recommendations concerning performance bonds, fees for monitoring, and voluntary monitoring agreements may, due to administrative requirements, have to be implemented over the medium term.

Environmental office staffing should be included as part of the overall resources assessment discussed above.

### ***FEES AND REVENUE GENERATION***

Past history indicates that there may be resistance to new or increased fees. To begin, Parks Canada must carry out an intensive and comprehensive communications program to explain why additional funds are required, how they will be used, and their importance in protecting the Park. It will be equally important to engage those affected in identifying appropriate solutions to issues, timing and transitional programs. These steps should begin immediately.

The following medium term, high priority issues should begin immediately:

- studying the feasibility of an ecological and visitor enhancement fee;
- establishing fee schedules; and
- appointing the Strategic Planning Board.

These activities should take place in conjunction with the development of the Tourism Destination Model and other associated recommendations.

### ***ENVIRONMENTAL STEWARDSHIP***

The Park has already invested a significant effort in the design of a comprehensive environmental stewardship program. Implementing this program will require resources and collaboration with the various stakeholders.

Regional efforts, which can also build on existing or planned initiatives, should be integrated over the medium term, in conjunction with the development of the other joint regional management programs.

## 7.2 Spatial Integration of Recommended Actions

In this section, we have summarized site-specific recommendations for ecological integrity and human use management. More specifically, these recommendations relate to:

- guidelines for human use;
- fire management;
- modification of facilities;
- mitigation measures along the Trans-Canada Highway and Canadian Pacific Rail Line;
- restoration of aquatic habitat; and
- management of wildlife-human conflicts.

For this purpose we have divided the Park into five major geographic areas (Figure 7.2.1): East, Central, Northwest, Southwest and South.

Following these site-specific recommendations are a number of actions that apply to the entire Parks, as well as to regional initiatives, and research and interpretation as they apply to ecological integrity and management of human use.

We would like to remind readers that this is only a summary of the recommendations that are described in detail in chapter 6. Chapter 4 outlines the trends and evidence to support these actions.

### 7.2.1 East Area

The East Area includes all of the Bow Valley between the Town of Banff and the East Gate, and from the crest of Mount Rundle to the Fairholme Range. It also includes the Lake Minnewanka area and the Cascade River Valley (Figure 7.2.2). The area contains the Fairholme benchlands (i.e., all of the lower Bow Valley from the Johnson Lake-Tunnel Mountain area to the East Gate), the largest, intact block of montane habitat in Banff National Park.

Existing development and facilities include the Trans-Canada Highway and CP Rail corridors, the Lake Minnewanka - Johnson Lake Road, TransAlta's

Lake Minnewanka facilities (i.e., the dam, Two Jack Lake, Two Jack canal, penstocks, power generating station and transmission line), the Lake Minnewanka recreational area, Two Jack Campground, the Johnson Lake recreational facilities, and the Cascade Ponds day use area. Trails and TransAlta's right-of-way provide access through the Fairholme area, around Lake Minnewanka, and along the Cascade Valley. Trails in the lower Cascade Valley (Stoney Creek to Lake Minnewanka), the Johnson Lake area, and along the Bow River are heavily used by mountain bikers. The Cascade Valley is also used by commercial horse outfitters and recreational riders. There are a number of backcountry campsites, grazing areas and several warden cabins.

#### 7.2.1.1 Management Actions and Mitigation Measures

##### HUMAN USE

1. Reduce and maintain human use of all trails and facilities in the East Area to fewer than 100 people per month in summer (May to October) and 1,000 people per month in winter (November to April) (Figure 7.2.2). Higher levels of human use are possible in certain areas including the Trans-Canada Highway corridor, the CP Rail Line, the Lake Minnewanka recreation area, and the Cascade Ponds recreation area (Figure 7.2.2).
2. Maintain human use in the Lake Minnewanka recreational area at fewer than 100,000 people per month in summer and 1,000 people per month in winter (Figure 7.2.2). The campground should remain closed in winter as should the western section of the road, from the Johnson Lake turnoff to the dam. Winter access to the TransAlta facilities and Lake Minnewanka should be via the eastern section of the Lake Minnewanka - Johnson Lake Road.
3. Maintain human use on the lower Cascade Valley Trail at fewer than 1,000 people per month (Figure 7.2.2).

FACILITY	ACTION (# = people per month)	TIMELINE	RESPONSIBILITY	JUSTIFICATION
West Minnewanka-Johnson Lk. road	Close during winter	1 yr	PC	Improve winter wildlife movements
Central Cascade Trail	Reduce to <100 (S); <1,000(W)	1-2 yr	PC	Restore habitat security
Riverside Trail	Reduce to <100 (S); <1,000(W)	1-2 yr	PC	Restore habitat security
Johnson Lake Rec. Area	Reduce to <100 (S); <1,000(W)	1-5 yr	PC	Restore habitat security
Lk. Minnewanka shorelines	Reduce to <100 (S); <1,000(W)	1-5 yr	PC	Restore habitat security
Lower Cascade Trail	Reduce to <1,000 (S)(W)	1-5 yr	PC	Restore habitat security
S = Summer (May to October) W = Winter (November to April) PC = Parks Canada				

Table 7.2.1.1 Human Use Guidelines for Trails and Facilities in the East Area



Figure 7.2.1. Site-specific actions for ecological integrity, visitor experience and human use management were summarized for each of five major areas within Banff National Park .

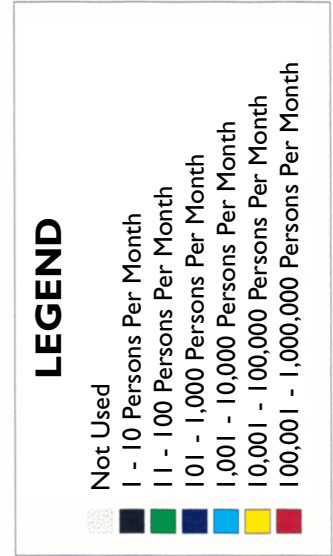
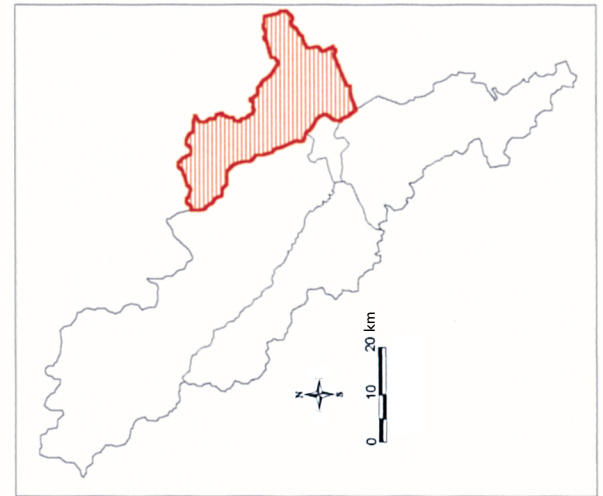
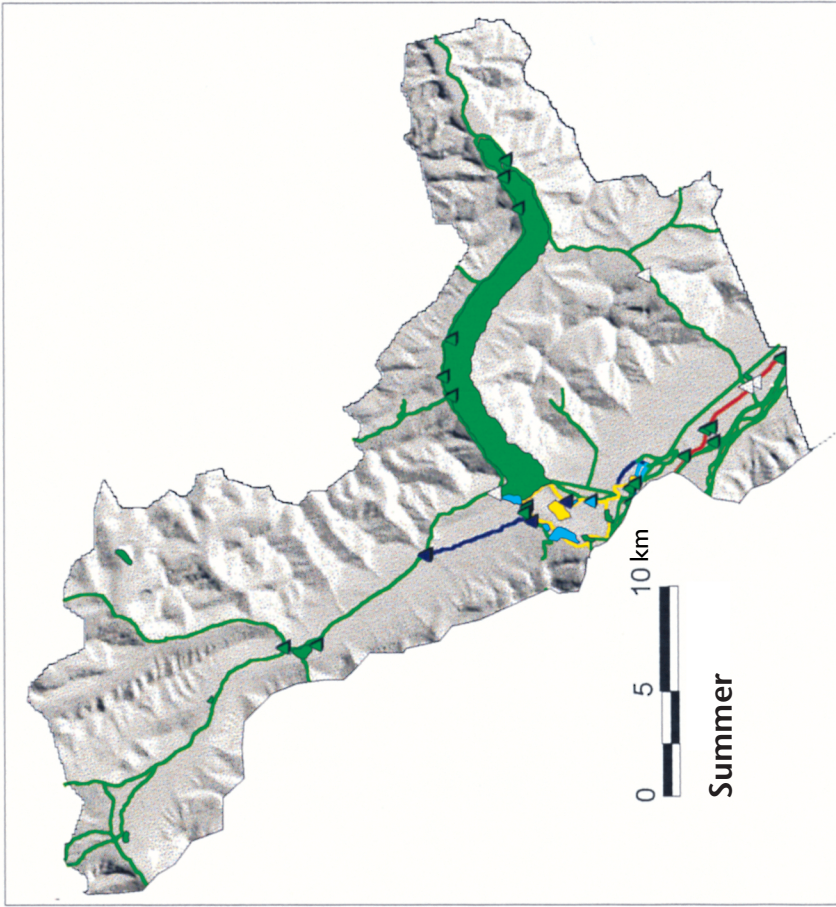
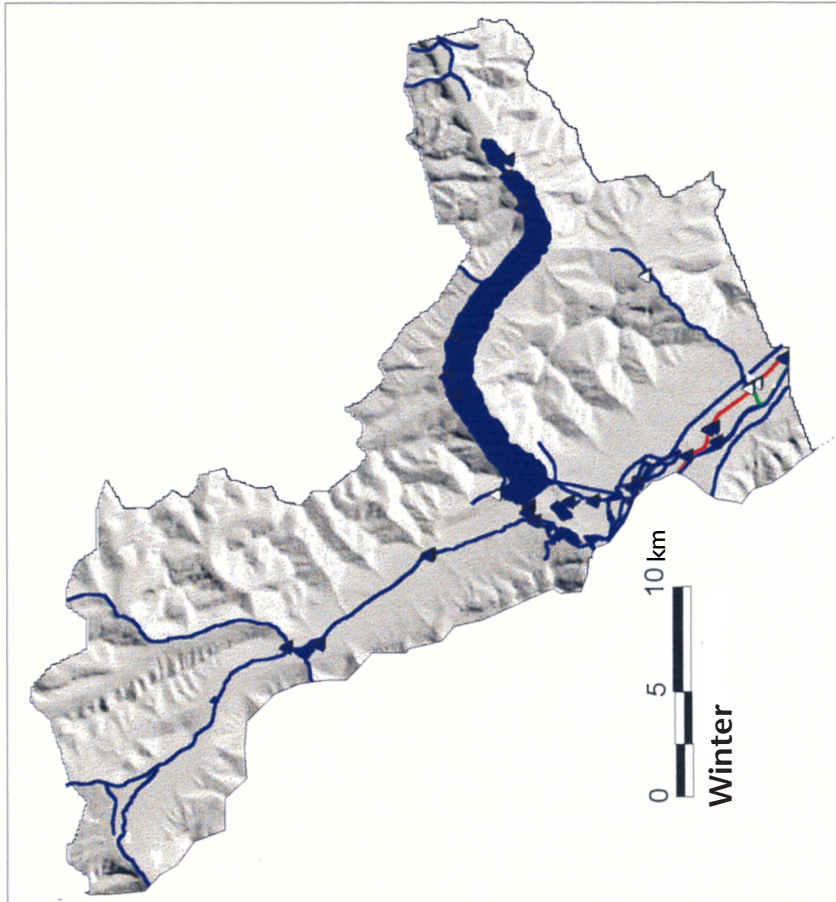


Figure 7.2.2. The East Area. (Site-specific guidelines for maximum levels of human use are shown for winter and summer).

4. Maintain human use in the Two Jack Campground area at fewer than 100,000 people per month in summer and 1,000 people per month in winter (Figure 7.2.2). Note the need for a perimeter fence and food storage facilities(see below).

Trails and facilities where human use exceeds the recommended guidelines by two levels (e.g., 100 times the recommended guidelines), or more, are summarized in Table 7.2.1.1. Measures should be implemented as soon as possible to reduce and maintain human use below the recommended guidelines. To ensure that human use does not exceed the guidelines, monitoring should begin immediately.

#### ***FIRE MANAGEMENT***

A substantial number of prescribed burns are recommended to reduce fuel loadings, improve public safety, protect facilities, and restore a diversity of montane grassland, shrubland and forest communities.

Prior to the implementation of the prescribed burn program, a comprehensive, operational plan for fire management must be developed. Because the East Area is near provincial lands, the Hamlet of Harvie Heights and the Town of Canmore, Parks Canada should encourage these jurisdictions to participate in developing the plan. The plan should describe the specific sequence of prescribed burns, special precautions to protect the safety of people and facilities (e.g., fire breaks), and public involvement and communications.

Based on Achuff et al. (1996), and additional input from the vegetation and wildlife experts for the Ecological Outlook Project, the following prescribed burns are recommended for the East Area (Table 7.2.1.2). The exact location and sequence of the burns should be refined as part of the planning process.

#### ***FACILITY MODIFICATIONS***

Several existing facilities must be removed or modified to maintain wildlife movements, improve habitat security and reduce the potential for human-wildlife conflicts (Table 7.2.1.3).

A review of existing facilities and their effect on habitat quality for large carnivores should be completed, along with an assessment of the risk of human-wildlife conflicts. The results of this assessment may indicate the need for additions to or modifications of the above recommendations.

#### ***TRANS-CANADA HIGHWAY AND OTHER ROADS***

A comprehensive study of wildlife movements in relation to the Trans-Canada Highway corridor and the existing underpasses is required. This study should assess avoidance of the corridor by wildlife, as well as use or avoidance of the existing crossing structures. Available information indicates that the underpasses are not used consistently by wolves, and are not used by sensitive species such as grizzly bears. It is clear that modified or new structures are necessary.

To restore the movement of large animals, two new

structures -- one at Carrot Creek and the other near TransAlta's Cascade generating station -- should be built within five years. Wildlife experts recommend overpasses or elevated sections of highway that allow animals to pass underneath. Design studies will be required for both locations. A public information and awareness program should be implemented to explain the need for these structures.

Given the length of the fenced highway between the East Gate and the Sunshine Road Junction, and the limited use of the existing underpasses by large carnivores and some other species of large wildlife, Parks Canada should immediately undertake a research program to determine (i) where existing underpasses should be modified to restore movements by large carnivores and other sensitive species, and (ii) if and where additional crossing structures may be required.

Parks Canada and Public Works should also assess the effect of the Trans-Canada Highway and other roads on outwash fans and stream dynamics. They should implement measures to reduce or eliminate these effects over the next ten years. The outwash fan from Cascade Mountain, where it is crossed by the Lake Minnewanka road, is recommended as a pilot project.

#### ***CP RAIL LINE***

CP Rail must reduce the amount and frequency of wildlife mortality along the rail line. In cooperation with Parks Canada, the company should begin to identify problem sites immediately and, within two to five years, should implement measures to reduce mortality at problem locations. All grain spills should be cleaned up immediately to avoid attracting wildlife to the area.

CP Rail should also assess how its rail line has affected outwash fans and stream dynamics and, over the next ten years, implement measures to reduce or eliminate these effects. The crossing of the outwash fan on Carrot Creek by CP Rail is recommended as a pilot project.

CP Rail should assess how their past and current operations have contributed to the introduction of non-native plant species in the East Area. CP Rail should immediately implement measures to eliminate existing problems and minimize the risk of future introductions of non-native species.

AREA	BURN UNIT	PRIORITY	RESPONSIBILITY	JUSTIFICATION
Carrot Creek-Fairholme	7	1	Parks Canada	Fuel reduction
Carrot Creek-Fairholme	8	1	Parks Canada	Fuel reduction
Carrot Creek-Fairholme	9	1	Parks Canada	Fuel reduction
Cascade River	273	1	Parks Canada	Restore montane or subalpine pine forest
Cascade River	274	1	Parks Canada	Restore montane or subalpine pine forest
Duthill-Carrot Creek Benchlands	6	1	Parks Canada	Fuel reduction
Lake Minnewanka	35	1	Parks Canada	Maintain montane/subalpine Pine
Lake Minnewanka	131	1	Parks Canada	Maintain montane/subalpine Pine
Lake Minnewanka	260	1	Parks Canada	Maintain montane/subalpine Pine
Cascade River	265	2	Parks Canada	Restore shrub meadows
Cascade River	267	2	Parks Canada	Restore montane or subalpine pine forest
Cascade River	268	2	Parks Canada	Restore shrub meadows
Cascade River	269	2	Parks Canada	Restore montane or subalpine pine forest
Duthill-Carrot Creek Benchlands	2	2	Parks Canada	Restore trembling aspen
Fairholme Range	13	2	Parks Canada	Restore montane or subalpine pine forest
Fairholme Range	14	2	Parks Canada	Restore montane or subalpine pine forest
Fairholme Range	15	2	Parks Canada	Maintain montane/subalpine Pine
Fairholme Range	16	2	Parks Canada	Maintain montane/subalpine Pine
Fairholme Range	327	2	Parks Canada	Restore montane or subalpine pine forest
Two Jack	17	2	Parks Canada	Maintain montane/subalpine Pine
Two Jack	18	2	Parks Canada	Maintain montane/subalpine Pine
Two Jack	21	2	Parks Canada	Maintain montane/subalpine Pine
Cascade River	261	3	Parks Canada	Maintain montane/subalpine Pine
Duthill-Carrot Creek Benchlands	6	3	Parks Canada	Restore trembling aspen
Fairholme Range	9	3	Parks Canada	Restore montane or subalpine pine forest
Fairholme Range	11	3	Parks Canada	Restore montane or subalpine pine forest
Fairholme Range	12	3	Parks Canada	Restore montane or subalpine pine forest
Two Jack	22	3	Parks Canada	Maintain montane/subalpine Pine
Two Jack	23	3	Parks Canada	Maintain montane/subalpine Pine

Table 7.2.1.2 Recommended Prescribed Burns in the East Area

FACILITY	ACTION	TIMELINE	RESPONSIBILITY	JUSTIFICATION
Carrot Creek Campsite	Remove facility	1-2 yr	PC	Improve habitat security
Johnson Lake	Remove dams/restore	1-2 yr	PC	Improve wildlife movements
Johnson Lake	Remove facilities and road	1-2 yr	PC	Improve habitat security and wildlife movements
Two Jack Campground	Perimeter fence	1-2 yr	PC	Improve wildlife movements, reduce wildlife conflicts
Two Jack Canal	Install wildlife crossings	1-3 yr	Trans-Alta, PC	Improve wildlife movements
Two Jack Campground	Electric fence tent areas	3-5 yr	PC	Improve wildlife movements, reduce wildlife conflicts
PC = Parks Canada				

Table 7.2.1.3 Modifications to Facilities in the East Area

### WILDLIFE - HUMAN CONFLICTS

As noted in Table 7.2.1.3, a perimeter fence should be installed around the Two Jack Campground within two years to reduce the risk of wildlife-human conflicts (particularly involving black bears and grizzly bears) and reduce human use in areas that need to be maintained as secure wildlife movement corridors. Hard sided facilities for food storage should be provided in tenting areas to reduce their attraction for wildlife, particularly bears. An electric fence should also be considered to exclude black bears from the tenting area.

### AQUATIC RESTORATION

Recommended initiatives to restore aquatic habitat are primarily related to water levels and the modification of water releases for Lake Minnewanka, and the restoration of Johnson Lake as a wetland. Recommended actions for restoration of ecological integrity in aquatic systems are summarized in Table 7.2.1.4.

### 7.2.1.2 Research and Monitoring

The following initiatives are recommended in the East Area:

1. Monitor water quality (e.g., chemical, bacteriological) in the Bow River regularly (e.g., weekly to monthly).
2. Assess the impact of water regulation on the Lake Minnewanka reservoir and on areas downstream of the Lake Minnewanka dam. TransAlta has already completed some research in this area.
3. Assess options to restore water flows in the lower Cascade River through water releases from the Lake Minnewanka reservoir; implement the preferred option.
4. For each option, assess the flood risk for people and facilities; examine ways to manage these risks.

FACILITY/LOCATION	ACTION	TIMELINE	RESPONSIBILITY	JUSTIFICATION
Johnson Lake and Chinaman's Creek	Restore natural flows	1-5 yr	PC	Restore wetland; improve wildlife movements
Bow River (below falls)	Restore cutthroat trout	1-5 yr	PC	Restore native fish species
Lake Minnewanka	Reduce human pollution of lake	10-15 yr	PC, operators, boaters	Reduce discharge of human sewage into lake
Cascade River (valley bottom)	Modify bridges to accommodate flows	Long term	PC, PWGS, CP Rail	Allow restored flows downstream of dam
Lake Minnewanka/Cascade River	Restore natural flows downstream	Long-term	Trans-Alta, PC	Restore aquatic systems downstream
Lake Minnewanka	Restore natural water levels	Long-term	TransAlta, PC	Restore aquatic systems within lake
PC = Parks Canada; PWGS = Public Works and Government Services				

Table 7.2.1.4 Measures to Restore Aquatic Systems in the East Area

5. Conduct an ongoing creel census, and implement appropriate fishery management practices.
6. Assess the effectiveness of facility modifications, human use management and other measures in restoring movements by large carnivores and other sensitive species through the East Area and the lower Cascade Valley (i.e., Johnson Lake to Cascade Mountain, north to the Lake Minnewanka area). Where movements have not been adequately restored, develop and implement new measures.
7. Assess the effectiveness of facility modifications, human use management and other measures in restoring secure habitat for large carnivores. Where security has not been adequately restored, develop and implement new measures.

### 7.2.2 Central Area

The Central Area encompasses the confluence of the Bow and Spray Rivers and Forty Mile Creek (Figure 7.2.3). All of the Central Area is located within the montane ecoregion. It includes the Vermilion Lakes, the largest wetlands in the Park, and the nearby Cave and Basin Marsh. The lower, middle and upper hot springs are also in this area. The Central Area contains some of the largest remaining montane grasslands and shrublands in the Park.

The Central Area contains the densest human development in the Park. It includes the Town of Banff and the adjacent outlying areas, including Tunnel Mountain, the Cascade Corridor (e.g., the Parks Canada corrals and horse barns, public corrals, buffalo paddock, air strip and Cadet Camp), the Timberline Lodge, the Banff Mount Norquay ski area, the Rocky Mountain Resort, the Cave and Basin area (including the trail to Sundance Canyon), the Middle Springs residential development, the Upper Hot Springs area (e.g., Sulphur Mountain Gondola, the Rimrock Hotel, and Upper Hot Springs Pool), and the Banff Springs Hotel and Golf Course (Figure 7.2.3). The Trans-Canada Highway and the CP Rail Line bisect the area.

#### 7.2.2.1 Management Actions and Mitigation Measures

##### *HUMAN USE*

1. Base human use within the Town of Banff on social carrying capacity and quality of the visitor experience. Levels of use should not jeopardize the ecological integrity of the Park and the areas adjacent to the Town.
2. Maintain use of trails in the Banff Springs Golf Course area at fewer than 10,000 people per month in summer (May to October) and 1,000 people per month in winter (November to April) (Figure 7.2.3). These totals include all types of use - golf course maintenance, golfing, access to the sewage treatment facility, and Parks Canada's activities. Use should be restricted to the period between one hour after sunrise and one hour before sunset. Use on trails to the east of the golf course should be maintained below 100 people per month in summer and 1,000 people per month in winter.
3. Maintain human use in the Cave and Basin to Sundance Canyon area at fewer than 100,000 people per month, year-round (Figure 7.2.3). This use should be restricted to the period between one hour after sunrise and one hour before sunset.
4. Until the preferred option for restoring wildlife movements in the vicinity of the Vermilion Lakes and the Trans-Canada Highway is determined (i.e., 1-5 years), human use on the Vermilion Lakes Road should be maintained below 100,000 people per month in summer and 10,000 people per month in winter (Figure 7.2.3). Use should only occur in the period

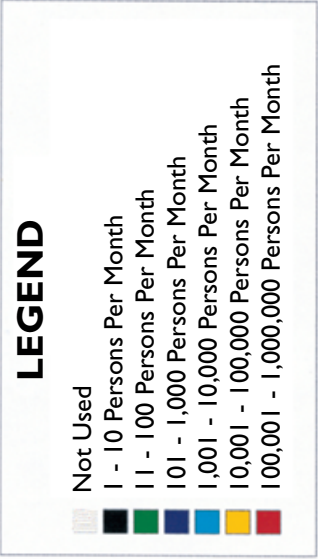
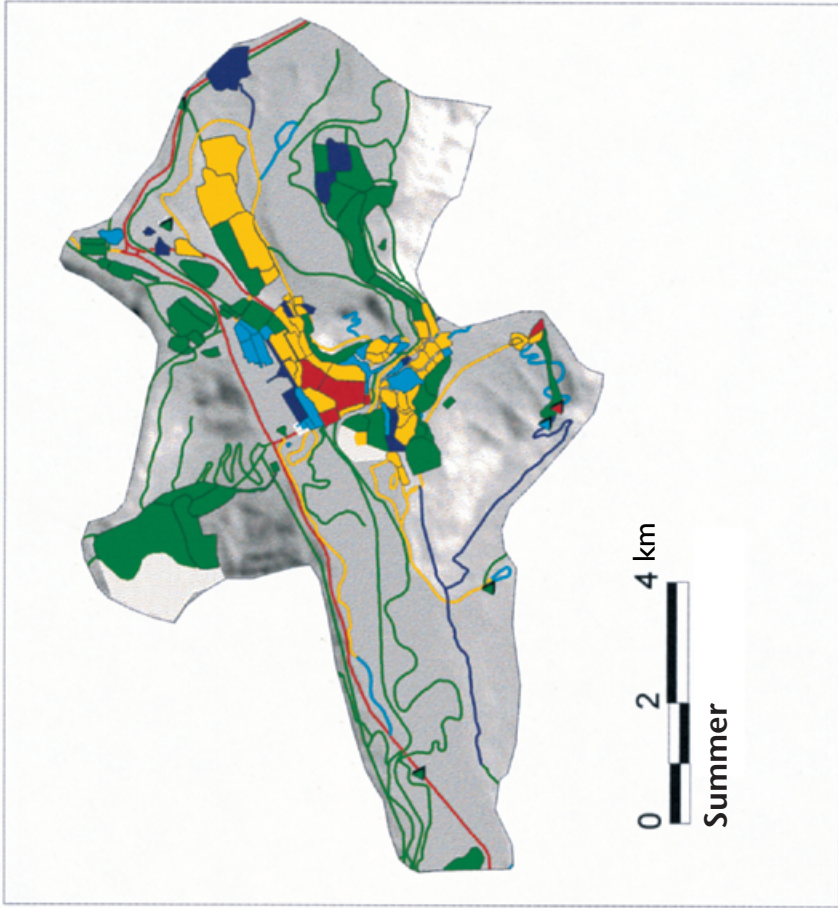
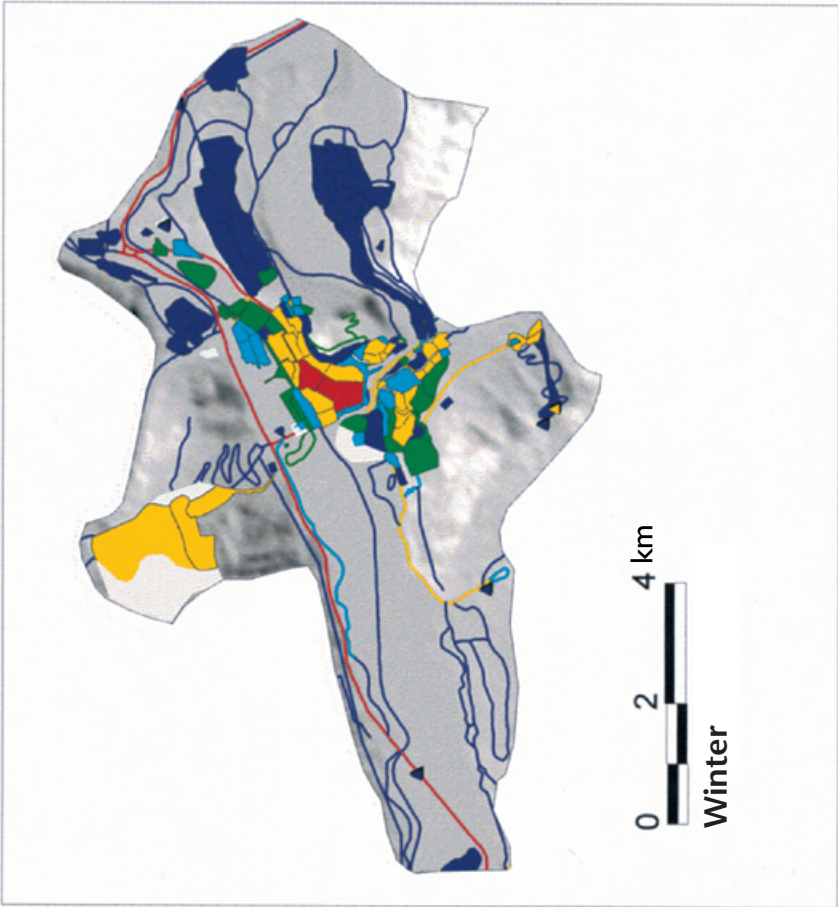


Figure 7.2.3. The Central Area. (Site-specific guidelines for maximum levels of human use are shown for winter and summer).

FACILITY	ACTION**	TIMELINE	RESPONSIBILITY	JUSTIFICATION
Mt. Norquay: winter use	Maintain below limits of long range plan	Immediate	PC, Banff Mt. Norquay	Restore habitat security
Town of Banff & vicinity	Continue closures of calving/rut areas	Immediate	PC	Minimize elk conflicts
Banff Springs Golf Course	Close road to public use	1 yr	PC, CP Hotels	Minimize disturbances, restore movements
Banff Springs Golf Course	Day use only	1 yr	PC, CP Hotels	Minimize disturbances, restore movements
Sulphur Mt. Gondola	Day use only, public transit	1 yr	PC	Restore movements and habitat security
Trails east of golf course	Reduce to <100 (S); <1,000(W)	1 yr	PC	Minimize disturbances, restore movements
Upper Hot Springs	Day use only, public transit	1 yr	PC	Restore movements and habitat security
Golf Course	Close road to private vehicles year round	1 yr	PC	Minimize disturbances, restore movements
Winter use of golf course	Close all trails in winter	1yr	PC	Minimize disturbances, restore movements
Corrals to Airstrip	Reduce to <100 (S); <1,000(W)	1-2 yr	PC	Restore habitat security
Mt. Norquay: summer use	Reduce to <100 (S);	1-2 yr	PC, Banff Mt. Norquay	Restore habitat security
Norquay/Stoney Squaw Road	Reduce to <100 (S);	1-2 yr	PC, Banff Mt. Norquay	Restore habitat security
Rimrock Hotel vicinity	Reduce to <100 (S); <1,000(W)	1-2 yr	PC, Rimrock Hotel	Restore movements and habitat security
Rocky Mt. Resort vicinity	Reduce to <100 (S); <1,000(W)	1-2 yr	PC, Rocky Mt. Resort	Restore movements and habitat security
Timberline Lodge vicinity	Reduce to <100 (S); <1,000(W)	1-2 yr	PC, Timberline Lodge	Restore movements and habitat security
Vermilion Lake Road*	Reduce on-foot & vehicle access	1-2 yr	PC	Restore movements and habitat security

\*Recommended guidelines for human use will depend on the option that is selected to restore wildlife movements see Chapter 6.1.7.3)  
\*\* Numbers refer to people per month  
S = Summer (May to October) W = Winter (November to April) PC = Parks Canada

Table 7.2.2.1 Human Use Guidelines for Trails and Facilities in the Central Area