

Analysis and Recommendations

RESULTS OF THE
KANANASKIS
COUNTRY
RECREATION
DEVELOPMENT
POLICY REVIEW
January, 1999



Analysis and Recommendations

January 24, 1999

Mr. Dave Nielsen
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Dear Mr. Nielsen

**Regarding: Analysis and
Recommendations on the Kananaskis
Recreation Development Policy Review**

Praxis is pleased to submit the Analysis and Recommendations and the In-Depth Analysis on the Kananaskis Country Recreation Development Policy Review consultation. These two documents should form the basis of your review and recommendations to the Minister in regard to changes to the Recreation Development Policy for Kananaskis Country. The In-Depth Analysis provides the detail that supports this summary and recommendations.

We have enjoyed working on this most challenging project. Working with yourself and the staff at Kananaskis Country along with the Process Advisory Committee has been very rewarding. I hope that the analysis, observations and resulting recommendations will provide the direction you need to move forward with changes to the Kananaskis Country Recreation Development Policy.

Yours sincerely

Praxis, Inc.
Richard Roberts
President

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CONTENTS

1.0 Introduction and Terms of Reference	1
2.0 Methodology	1
2.1 Overall Process	1
2.2 Random-sample Telephone Survey	3
2.3 Public Knowledge and Education	3
2.4 The Workbook	3
2.5 Written Submissions from Alberta Organizations	3
2.6 Response From the Public and Analysis of Data	4
3.0 What Albertans Said in the Random Sample Telephone Survey	4
3.1 Who are the Random Sampled Albertans	4
3.2 What is their Knowledge of Kananaskis Country	4
3.3 What is their Preference Toward Kananaskis Country	4
3.4 What Random Sampled Albertans Do in Kananaskis Country	4
3.5 The Recreation Development Policies	5
3.6 Growth and Change in Kananaskis Country	8
3.7 Attitudes and Values of Randomly Sampled Albertans	9
4.0 What Respondents to the Workbook Said	10
4.1 Who are the Workbook Respondents	10
4.2 Participation in Recreational Activities in Kananaskis Country	11
4.3 The Recreation Development Policies	15
4.4 Views on the Review Process for Unsolicited Commercial Recreational Development Proposals	22
4.5 Growth and Change in Kananaskis Country	23
4.6 Attitudes and Values of Albertan Workbook Respondents	24
4.7 Further Comments by Workbook Respondents on Future Recreation Development in Kananaskis Country	25
5.0 Summary of Written Submissions from Organizations	26
5.1 Summary of Organizational Input	26
5.2 Petitions, Letters and a Form Letter Campaign	26
5.3 Organizational Workbooks	28
6.0 Key Messages From the Kananaskis Recreation Development Policy Review	32
6.1 Key Messages from the Telephone Survey of Albertans	32
6.2 Key Messages from the Workbook Respondents	33
6.3 Selected Similarities and Differences between the Telephone Survey and the Workbook Respondents	35
7.0 Recommendations Based on the Public Response to the Kananaskis Country Recreation Development Policy Review	36
7.1 Introduction	36
7.2 The Recommendations	36

1.0 INTRODUCTION AND TERMS OF REFERENCE

The mandate of Praxis Inc. (Praxis) in conducting the Kananaskis Country Recreation Development Policy Review was to provide for broad public input into a review of existing policies, and to enable Albertans to have their say about future recreation development in Kananaskis Country. The terms of reference or mandate for the review are as follows:

1. Identify and inform the public/users and groups with an interest in the existing and future development policies and the development review process in Kananaskis Country.
2. Receive comments on the existing policies and related issues identified to date from Albertans at large as well as groups/users with an interest in Kananaskis Country. In particular, these include:
 - Review of existing Kananaskis Country Recreation Development Policies (regional and sub-regional)
 - Establishing appropriate levels, if any, and type of future development. (How much is enough?)
 - Clearly identify development issues especially as they relate to both the Spray and Kananaskis Valleys.
 - Review preliminary results received during the 1995/96 consultation processes.
3. Make recommendations to the Department of revising existing recreation policies where warranted.
4. Conduct the review in a fair and transparent manner.
5. Use time and resources effectively and efficiently.

These Terms of Reference became the guiding framework for design of the resulting process and the findings that are presented in this Analysis and Recommendations and the In-Depth Analysis.



2.0 METHODOLOGY

2.1 Overall Process

The core values of 'inclusiveness' and 'transparency' underpinned the review process that was proposed, designed and implemented by Praxis. Being inclusive meant that all Albertans who wished to provide input to the process could do so. Being transparent meant that the method of gathering Albertans' opinions would be fair and impartial, and that this process should be open to informed critique and commentary by interested observers. The multi-use character of the Kananaskis Country has resulted in the development of a very healthy diversity in the number and types of groups that have emerged to 'represent' the interests of the various users of this area. Praxis Inc. believed it was essential that these stakeholders be involved meaningfully in this review process if its mandate was to be fulfilled.

2.1.1 Issue Identification

The policy review process began with identifying issues. Two major initiatives were undertaken. These were the development and implementation of a public scoping consultation and a Process Advisory Committee

Public Scoping Consultation

Praxis believed that it was important to begin this review process by obtaining input from the public about the identity and priority of the key issues and opportunities of concern to Albertans. It was also important to obtain input from the public on the concept and operating requirements for a process advisory committee. Therefore, two scoping meetings were held, one in Canmore the second in Calgary. An information package and a short questionnaire was sent out to a mailing list of approximately 1,600 households that included stakeholders and previously involved participants. The mailout included a preliminary list of issues compiled from a review of the comments received from the 1995-1996 mail-back survey and focus group sessions held by Alberta Environmental Protection (AEP) as well as a review of other background documents that were available at that time. A comment response form to obtain input on the issues was also included. A full summary of "What You Told Us" from this phase of the review process is located in the Appendices of the In-Depth Analysis.

Process Advisory Committee

One of the prime functions identified for organizations with a self-declared interest in Kananaskis Country was to oversee the manner in which Praxis facilitated the involvement of Albertans in this public consultation process. The goal was to develop an acceptable, valid, interests-diverse stakeholder committee to overview the process of this project. This was accomplished through the creation of a Process Advisory Committee (PAC). Initial and subsequent steps related to the PAC were as follows:

- to develop a series of guidelines and working rules with the Process Advisory Committee for their involvement throughout the process;
- to work with Praxis and AEP to review and monitor all aspects of the project through to its conclusion.

The sectors and organizations comprising the PAC included:

- recreation users (Calgary Area Outdoor Council, Alberta Off-Highway Vehicle Association, Bow Valley Riding Association, Elderhostel, Bow Valley Mountain Bike Alliance, Bow Valley Riding Association, Alberta Snowmobile Association)
- environmental organizations (Canadian Parks And Wilderness Society, Kananaskis Country Coalition, Alberta Wilderness Association)
- resource industries-forestry (Spray Lake Sawmills)
- resource industries-grazers (Alberta Cattle Commission)
- resource industries - oil and gas (Canadian Association of Petroleum Producers)
- resource industries-tourism (Travel Alberta)
- resource industries - hydroelectric (TransAlta)
- adjacent jurisdictions (Banff National Park, Town of Canmore, Town of Longview, B.C. Environment-Parks, Kananaskis Improvement District, Kananaskis Cabin Owners)
- existing commercial operators (Kananaskis Inn)
- downhill ski operators (Fortress/Nakiska Ski)
- permit holders (Mirage Adventure Tours Ltd.)
- scientific community (University of Calgary)
- education institutions/Crowsnest Pass region (Nippon Institute of Technology)

- Provincial Government (Alberta Environmental Protection)
- First Nations (Nakoda First Nation, Tsuu T'ina First Nation)

All PAC members remained throughout the process with the exception of the Nakoda First Nation who resigned over concerns related to the exclusion of aboriginal questions related to the Telephone Survey. As the process evolved, a number of other organizations requested attendance and were included as observers in all PAC meetings. They were the snowmobiling, cabin owners and mountain biking associations and are included in the preceding list.

2.1.2 Measuring Opinions on Recreation Development in Kananaskis Country

Through discussion, a consensus was developed among members of the PAC that the public consultation process had several different, and possibly complementary purposes, each of which should be addressed. These are:

- to obtain good, reliable, benchmark information on Albertans' attitudes towards recreation development in Kananaskis Country;
- to bring together, in a single readily-available form, current information about the state of the Kananaskis Country environment, and where possible to fill the gaps in understanding;
- to measure the opinion of an "informed" public, while at the same time providing an opportunity for all Albertans to become more informed on this issue, and to use this information in developing their ideas.

2.1.3 Research Design

From these objectives a multi-stage public consultation process was designed that consisted of:

- a Telephone Survey to a statistically valid, random sample of Albertans;
- a set of ten resource documents on Kananaskis Country which were placed in the Canmore, Calgary and Edmonton public libraries, the Municipal Offices in Longview, and AEP offices in the region;
- an Information Book, called the "Backgrounder," on the current state of recreation development in the Kananaskis Country;
- a "Workbook" to be completed by self-selected individuals or organizations; and

- an opportunity for groups and organizations to make independent, written submissions.

In addition to having input into the overall character of the research design, PAC also extensively commented on:

- the substance and content of the random survey questionnaire;
- the substance and content of the “Backgrounder”;
- the substance and content of the Workbook.

2.2 Random-sample Telephone Survey

In May and June, 1998, a survey questionnaire (see Appendix 1 in the In-Depth Analysis for a copy of the questionnaire) was administered to a random sample of 1,272 Albertans. The survey was administered by telephone, and took on average 18 to 20 minutes to complete. The phone calls were based on a set of randomly generated residential telephone numbers, stratified by place of residence from across all of Alberta. Interviews were conducted using a three call-back regimen including different times of day and different days of the week. Response rate for the survey, based on the number of person-to-person contacts (that is, eliminating answering machine, non-responses, and no adult at home responses), was 18 per cent. A sample of this size produces a margin of error for the province as a whole of ± 2.8 per cent, at the 95 per cent confidence interval.

2.3 Public Knowledge and Education

As part of the consultation process, Praxis, in concert with AEP and with significant input from PAC, produced a “Backgrounder,” intended to increase knowledge about the current state of recreation development in Kananaskis Country. The Backgrounder provided some of the context for questions that were probed in greater detail in the Workbook, available to all self-selected Albertans for completion. The Backgrounder and the Workbook were mailed out together and were also available electronically through Praxis’ Website.

In addition, AEP commissioned a report of the status of grizzly bears in Kananaskis Country, intended partly as background to the recreation development policy review. The results of this study were released in October, 1998, and were made available in several forms. Copies were made available to major libraries in the province and Praxis produced a copy of the executive summary which was placed on Praxis’ Website.

2.4 The Workbook

The next set of public activities was the advertising of the self-selected, mail-back/fax-back/Email back questionnaire, labeled the “Workbook” (see Appendix 3 of the In-Depth Analysis for a copy). The public announcement of this stage of the process was in late June, 1998 with the official cut-off date being October 15, 1998. Albertans were made aware of this stage of the consultation process through two rounds of province-wide newspaper advertisements placed in almost all weekly and daily newspapers; various written and radio/television media reports with the toll free number and Website address included; press releases from AEP; posters placed by a number of the user organizations; posters placed in the Information Centres and selected AEP offices; and other sources. For all those who called the toll free number, a package including the Backgrounder and Workbook was sent to participants. In addition, packages were automatically sent to all people on the initial mailing list (1,600) the random sample Telephone Survey participants who agreed to participate in the second round (800), all those who accessed the Website and downloaded files (1,500), and ‘bulk distribution’ to such locations as the libraries, the offices of AEP and the Information Centres in Kananaskis Country (approx. 2,000).

Because the Workbook was completed by self-selected participants (that is, by whomever accessed it and wished to complete it), it does not provide a ‘representative’ view of Albertans. It was an opportunity to provide respondents with information included in the Backgrounder and to ask them to elaborate on recreation development options on the basis of this information.

2.5 Written Submissions from Alberta Organizations

Input into the public consultation process was also obtained by soliciting written submissions from organizations. Various organizations adopted alternative approaches to providing input from organizing petitions, to writing letters, to completing Workbooks and to providing detailed analyses of recreation development policy options. Organizations were provided with an extra month, until November 15, 1998 to submit their written submissions. This was so that organizations could have their submissions vetted by their own membership, a requirement requested and approved by PAC.

2.6 Response From the Public and Analysis of Data

Following is a breakdown of the response from the public and organizations to the process:

■ Random Sample Telephone Survey	1,272
■ Workbooks from Individuals	2,524
■ Workbooks from Organizations	18
■ Written Submissions from Organizations	13
■ Petitions and Surveys from Organizations	2

All of the Workbooks, written submissions and other input were keyboarded and created as an electronic computer data base. These were then analyzed using a number of tools including statistical analysis (Statsview), data base analysis (Excel), and analysis of all open ended or textual data (Sonar Professional). In total, a team of fifteen data entry staff and ten researcher-writers undertook the analysis and ultimate report production.

One of the notable unintended outcomes of this process has been the development of a data base which can be used for planning purposes by AEP in the future. There are few locations including national parks that have such a comprehensive, current data base of user preferences, levels of satisfaction, future activities and other pertinent recreation information which can be used as a planning tool.

In preparing for the analysis, it was agreed with PAC that the random sample telephone survey would form the basis of the overall analysis as the intent of this survey was to obtain broad-based, current knowledge and input from the broadest range of the Alberta public. In turn, the Workbook and organizational responses were designed to probe a range of issues and questions more deeply than was possible with the random sample Telephone Survey and to ask questions about particular regions of the Kananaskis Country. This stage also provided an opportunity to give respondents a greater level of information which was included in the Backgrounder and to have them elaborate on recreation development options. Once this analysis was completed, the self-selected Workbook participants and the submissions from organizations would provide the detail and support to what was said in the Telephone Survey. For this reason, the sections of this summary and recommendations and the Analysis and Recommendations reflect this order as well.

3.0 WHAT ALBERTANS SAID IN THE RANDOM SAMPLE TELEPHONE SURVEY

3.1 Who are the Random Sampled Albertans

A random sample, Telephone Survey of Albertans was conducted in May and June of 1998. It achieved a representative sample of Albertans in terms of age, gender, family income, level of education achieved and length of time lived in Alberta. It generated 1,272 responses with 32 per cent coming from Calgary and the surrounding region including the Bow Corridor; 34 per cent coming from Edmonton and surrounding communities; and 34 per cent from the remainder of the province. A sample of this size produces a margin of error for the province as a whole of ± 2.8 per cent, at the 95 per cent confidence interval.

3.2 What is their Knowledge of Kananaskis Country

Not surprisingly, there was a range of responses to the question of "How familiar are you with Kananaskis Country". Approximately 15 per cent of respondents considered themselves to be *very familiar* while 42 per cent considered themselves *familiar* with the region in contrast to 27 per cent of respondents who considered themselves to be *not very familiar* and 16 per cent considered themselves *not at all familiar* with Kananaskis Country.

3.3 What is their Preference Toward Kananaskis Country

Approximately 50 per cent of randomly sampled Albertans prefer Kananaskis Country to other mountain destinations, while approximately 30 per cent said they did not prefer Kananaskis Country and the remainder said they did not know. The top five reasons given for why they prefer Kananaskis Country were: it is closer, more available, accessible, convenient and better for day trips; less crowded; not as commercial (or Banff is too commercial); better scenery, more beautiful, quiet or peaceful, more natural, nicer, more wilderness feeling; and it is cheaper, or costs less.

3.4 What Random Sampled Albertans Do in Kananaskis Country

3.4.1 Visitation to Kananaskis Country

Approximately 70 per cent (895) of the randomly sampled Albertans indicate that they had visited Kananaskis Country at some time in the past and

approximately 80 per cent of those who visited Kananaskis Country indicate that they had visited the region within the past five years. For those who visit Kananaskis Country, approximately 27 per cent indicate they visit less than once per year, approximately 50 per cent indicate that they visit the region one to five times per year and another 16 per cent indicate that they visit six or more times per year. Six per cent indicate they visit Kananaskis Country more than 20 times per year. Roughly 30 per cent (368) indicate they had not ever visited Kananaskis Country, primarily because of distance, cost and other factors.

3.4.2 Overnight Visits

Of the randomly sampled Albertans who have visited Kananaskis Country in the past five years, 63 per cent indicate that they stay overnight and 37 per cent indicated that they don't ever stay overnight. Of those staying overnight 67 per cent use the camping facilities and 22 per cent stay in hotels or other fixed-roof accommodations.

3.4.3 Participation in Activities in Kananaskis Country



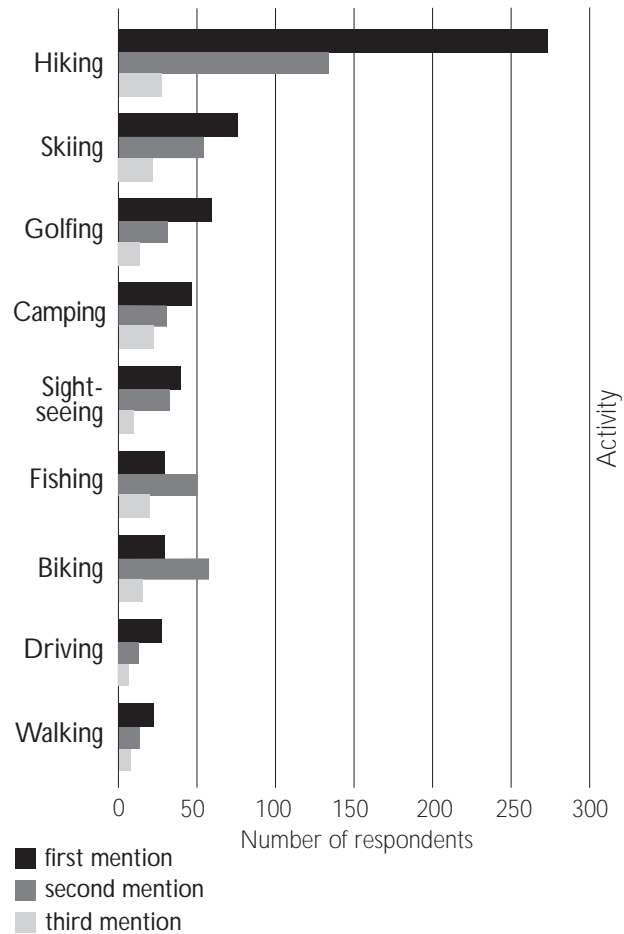
When the randomly sampled Albertans who had visited Kananaskis Country were asked which activities they did most, many respondents mentioned more than one activity. There were

over thirty different activities suggested. The nine most frequently mentioned activities were hiking, skiing, golfing, camping, sight-seeing, fishing, biking, driving and walking as illustrated in Figure S-1.

3.4.4 Effect of Multiple Use on Recreational Experience

Randomly sampled Albertans were asked to offer an opinion regarding whether the multiple use nature of Kananaskis Country has an impact on their experience of the region and whether this impact is positive or negative. Approximately three-quarters said their experience was not affected by the multiple use nature of Kananaskis Country. The majority of the remainder indicated that their experience was made worse by the multiple use nature.

Figure S-1 Activities mentioned first, second or third by respondents

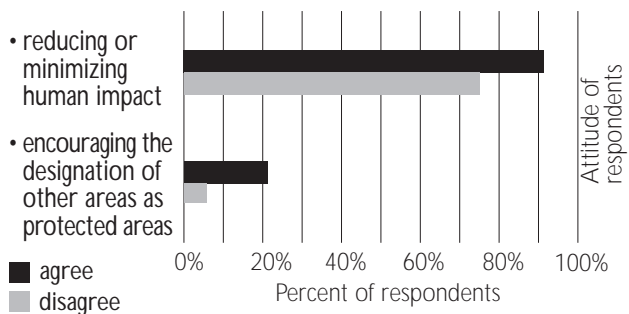


3.5 The Recreation Development Policies

3.5.1 Philosophical Basis for Kananaskis Recreation Policies

Randomly sampled Albertans responding to the Telephone Survey were asked seven questions about the philosophy on which the Kananaskis Country Recreation Development Policy should be based. As can be seen in Figure S-2, overall, the responses to

Figure S-2 Attitude towards philosophies for recreation amenity development



these questions indicate a strong preference among Albertans to reducing or minimizing human impact or encouraging designation as protected areas. At the same time, Figure S-3 illustrates that there is opposition both to encouraging new large-scale amenities, and also to a policy of permitting no further recreation amenities. Albertans seem quite supportive of minor adjustments to the current levels of recreation development, and opposed to major changes. This theme, of a high level of satisfaction with the present state of development in the Kananaskis Country, emerges over and over in the Telephone Survey.

Another theme to emerge from this question about values is the high premium the random sampled Albertans attach to the wilderness character of the Kananaskis Country, which again is a theme that emerges at various points in this Telephone Survey. However, one should not confuse this view regarding the primacy of preserving the area's wilderness character with the view of halting all further development. Indeed, most of the randomly sampled Albertans are opposed to such blanket limitations on development. In addition, they indicate strong support for additional areas in Kananaskis Country to be protected.

3.5.2 Assessing Current Recreation Development Policies

Currently, all proposals for recreation development are evaluated in relation to five policies governing such development in the Kananaskis Country. Telephone survey respondents were asked to comment on four of the five policies. The first policy includes specific reference to the Integrated Resources Plan (IRP). Both Praxis and PAC felt that detailed information on the IRP was beyond the knowledge base of

most telephone respondents, and therefore attitudes towards this particular policy were not measured.

With respect to the four policies queried, the overall conclusion to be drawn from the randomly sampled Albertans is that there is a high level of agreement that these policies are appropriate for assessing recreation development proposals as illustrated in Figure S-4. Overall, 79 per cent of respondents agreed or strongly agreed that 'no town-sites and no permanent or non-essential residences will be permitted' in Kananaskis Country, compared to 18 per cent who disagreed or strongly disagreed. This is a ratio in support of this policy of more than four to one. An even greater proportion, 87 per cent, agree with the policy 'whenever possible, commercial and non-profit development will be directed outside Kananaskis Country,' with only 10 per cent opposed.

The ratio of support for this policy is almost nine to one. Similar to the findings regarding these value questions, very strong levels of support for these policies is consistent with the desire to preserve and enhance the area's wilderness character. Randomly sampled Albertans appear to strongly support policies that focus the development of both residences and commercial and non-profit initiatives in the gateway communities along the perimeter of Kananaskis Country. This conclusion may be inferred from responses to these two policy statements, and is also expressed more directly when we report on attitudes towards increased overnight accommodation.

There also is evidence that randomly sampled Albertans wish to ensure that Kananaskis Country is broadly accessible to all Albertans, with sharp limitations on policies that restrict access to those who cannot afford to pay. A prime example is attitudes

Figure S-3 Attitude towards philosophies for recreation amenity development

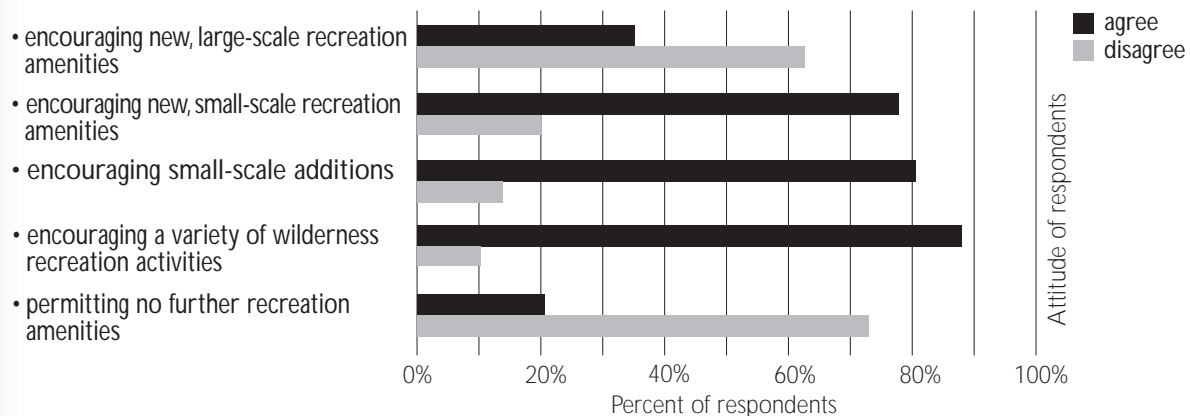
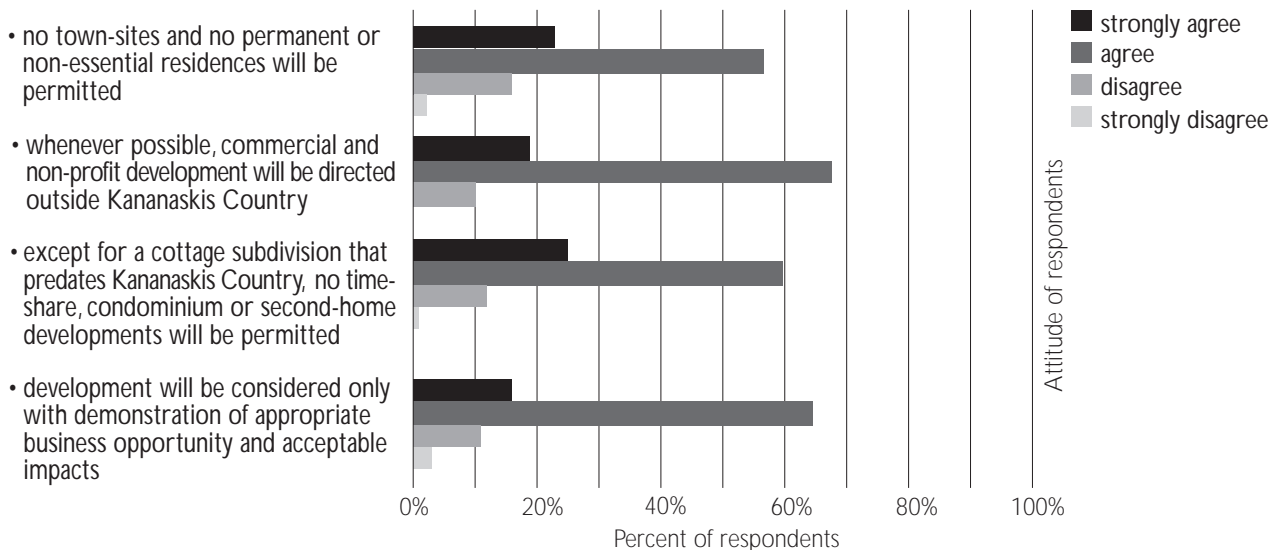


Figure S-4 Attitudes towards current recreation development policies



about time-shares, condominiums or second homes. The current policy states, 'except for a cottage subdivision that predates Kananaskis Country, no time-share, condominium or second-home developments will be permitted.' This policy is supported by 85 per cent of respondents and opposed by 13 per cent, for a ratio of support of more than six to one. It is indicative of support of the value of broad public accessibility of the Kananaskis Country, a recurrent theme in the Telephone Survey.

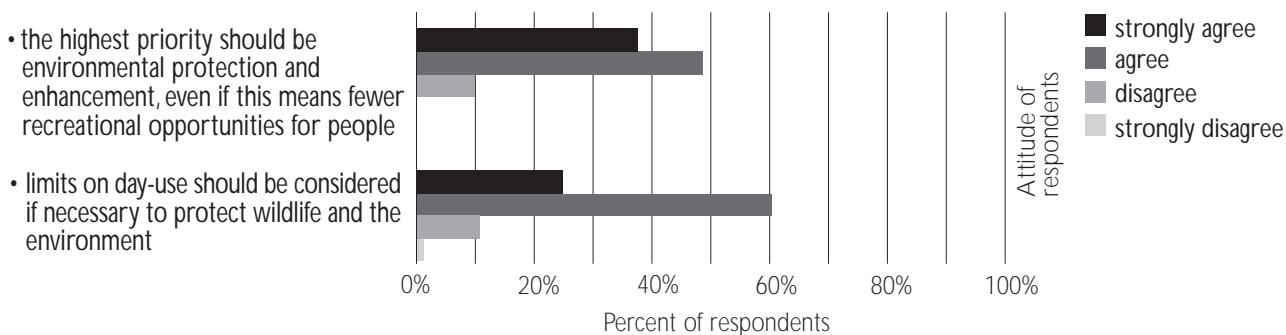
The final policy queried states, 'development will be considered only when an appropriate and viable business plan exists, and which has acceptable environmental and socioeconomic impacts.' As with the other policies, support for this policy is substantial, with 81 per cent of respondents in support, and 14 per cent opposed. Again, this produces a ratio of support of more than five to one. As a group, randomly sampled Albertans are supportive of the policies used to evaluate recreation development proposals.

3.5.3 Future Proposals Regarding Recreational Use of Kananaskis Country

Telephone Survey respondents were asked statements concerning future proposals for recreational use of Kananaskis Country. The first of two statements was, "the highest priority should be environmental protection and enhancement, even if this means fewer recreational opportunities for people." Figure S-5 illustrates that 88 per cent of respondents agreed or strongly agreed with this view, whereas only 10 per cent disagreed, a ratio of support of nearly nine to one.

Furthermore, respondents are even prepared to limit day-use of the Kananaskis Country, if necessary. In response to the statement "limits on day-use should be considered if necessary to protect wildlife and the environment," 87 per cent agreed compared to only 11 per cent who disagreed, a ratio of support of eight to one. Thus, there is compelling evidence that protecting the wilderness character and natural environment of Kananaskis Country is a core value of Albertans.

Figure S-5 Attitudes towards giving environmental protection priority over recreation opportunities



3.6 Growth and Change in Kananaskis Country

3.6.1 Future Recreational Use in Kananaskis Country

The previous discussion that focused on the values of randomly sampled Albertans towards recreation development emphasized the strong preferences for small-scale over large-scale development options. It was noted, however, that there was uncertainty over what kind of development constitutes “small-scale” and what is “large-scale.” To help clarify what Albertans have in mind when they articulate these values, respondents were provided with a series of eleven statements which were used to query attitudes towards future recreation use in Kananaskis Country. Since these attitudes address specific future uses of Kananaskis Country, the answers can be seen to elaborate on the more general value statements discussed previously.

The answers to these specific questions demonstrate a strong consistency with the previous attitudes about core values. Overall, the data show that randomly sampled Albertans preferences are for development options that maintain the wilderness character of Kananaskis Country and adjust human impact accordingly. While there is variability amongst different future recreational activities or facilities, Figures S-6 and S-7 illustrate that there is significantly more opposition than support for more downhill skiing opportunities (opposition rate of 3:1), more golf courses (opposition rate of 5:1), time-share accommodations (opposition rate of 4:1), more major hotels (opposition rate of 6:1), expansion of off-road vehicle use (opposition rate of 6:1), and snowmobiling (opposition rate of 3.5:1).

When questioned about their attitudes towards recreation uses that are more in keeping with the wilderness character of the Kananaskis Country, levels of support increased considerably. The ratio of support to opposition for increased hiking opportunities (support rate of 7.5:1), increased trails (support rate of 3.5:1), increased camping opportunities (support rate of 3.5:1) and increased small lodges and rustic accommodation (support rate of 2:1). Opinion was evenly split for the suggested increase in trailhead facilities. Therefore, the closer the activity or use is to maintaining the natural and wilderness character of Kananaskis Country, the higher the level of support. Opposition was quite marked for those activities that deviated significantly from this core value.

Figure S-6 Attitudes towards accommodation choices

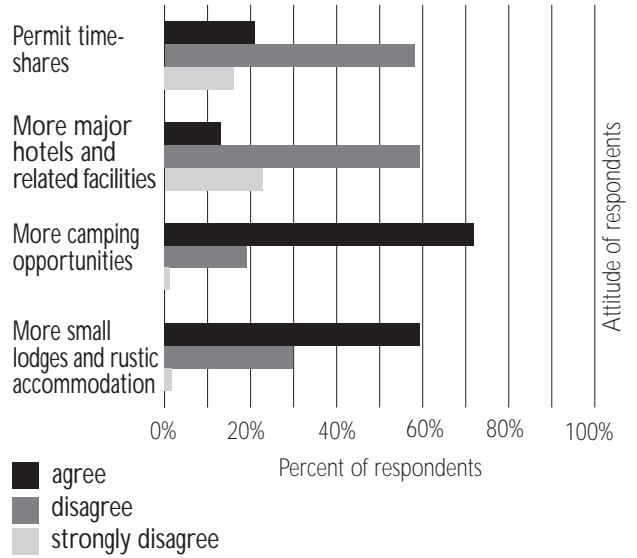
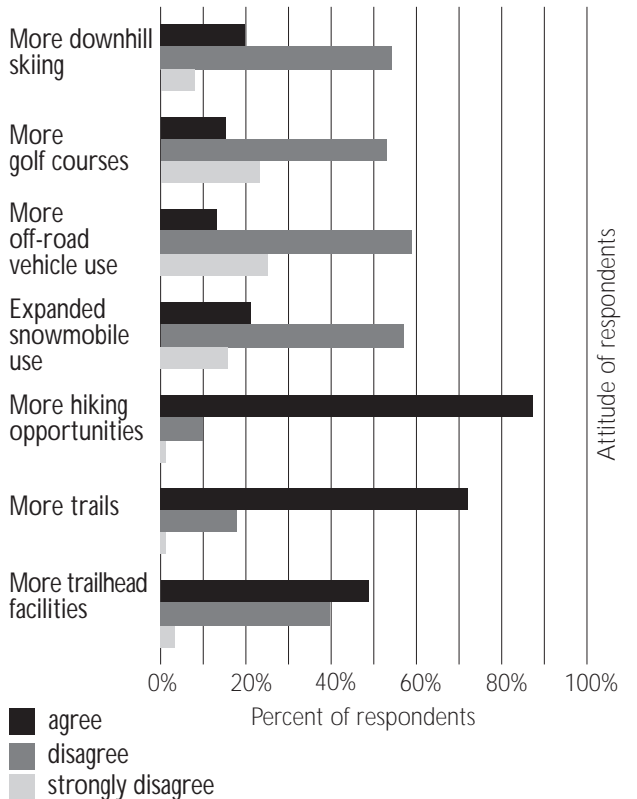


Figure S-7 Attitude towards a variety of recreation activities



3.7 Attitudes and Values of Randomly Sampled Albertans

In the last series of questions related to Kananaskis Country, randomly sampled Albertans were offered several pairs of strongly opposing value statements. For each pair, they were asked to indicate the statement that came closest to their own views. The results of this series of questions can be found in Figure S-8.

The first of these questions measured attitudes towards the manner in which impact on wildlife should be factored into decisions on recreation development in Kananaskis Country. The overwhelming majority (91 per cent) chose the option which speaks to protecting wildlife, even if that sometimes limits human use compared to only seven per cent who thought wildlife must adjust to human activity. When asked to assess the value of Kananaskis Country to Albertans, 93 per cent of respondents

selected the option to enjoy nature with basic facilities, compared to 6 per cent who prefer to have wealthy clientele enjoying luxury facilities.

The third set questioned people's views on the fragile or sensitive nature of the Kananaskis Country ecosystem, and the perceived impact of further development on wilderness and wildlife. Again, the answers demonstrate a strong preference for wilderness preservation with 76 per cent of respondents agreeing that Kananaskis Country is a delicate ecosystem and that wilderness and wildlife may be at risk with further development, whereas only 15 per cent felt Kananaskis Country is sufficiently hardy to withstand further development.

The fourth set questioned a concrete development option; namely, additional overnight accommodation in Kananaskis Country. Only 15 per cent preferred more within Kananaskis Country, compared to 78 per cent who would prefer that accommodation go outside the Kananaskis Country boundaries.

Figure S-8 Attitudes and Values of Randomly Sampled Albertans

Question 12	When you get right down to it, Kananaskis Country is a resource for our enjoyment. Wildlife must adjust to human activity.	7%
	Kananaskis Country is the home for wildlife. It is our responsibility to protect this area for them, even if that sometimes limits human use.	91%
	neither	3%
Question 13	Kananaskis Country is more valuable to Albertans as a tourist resort where a wealthy clientele can enjoy luxury facilities in a mountain resort.	6%
	Kananaskis Country is more valuable to Albertans as a regional recreation area where a visitor can enjoy nature with basic facilities in a mountain setting.	93%
	neither	2%
Question 14	Kananaskis Country is a delicate ecosystem. Wilderness and wildlife in Kananaskis Country may be at risk with any further developments.	76%
	Kananaskis Country is sufficiently hardy to withstand more development activities without risking the health of the ecosystem.	15%
	neither	8%
Question 15	There should be more overnight accommodation in Kananaskis Country.	15%
	Additional overnight accommodation should be placed outside Kananaskis Country, in gateway communities such as Canmore, Longview or Turner Valley.	78%
	neither	7%
Question 16	Kananaskis Country already is overused. Recreation activities should be scaled back to provide increased environmental protection.	30%
	Kananaskis Country is not overused. Existing recreation activities in Kananaskis Country should not be scaled back or relocated.	46%
	neither	24%

The last of the questions asked respondents whether they believe Kananaskis Country already is overused and would like to see recreation activities scaled back, or whether they felt that Kananaskis Country at present is not overused. The answers to these set of statements differ in two ways from the other four polar opposite items. First, opinion is more evenly divided, with 30 per cent agreeing Kananaskis Country is already overused and recreation activities should be scaled back, compared to 46 per cent who held the opposite view. Second, almost a quarter of respondents (24 per cent) agreed to neither view. This group appears to be uncertain about the current state of use of Kananaskis Country either because they do not have personal experience in the area, or because they feel they do not have the information or expertise to make this assessment.



Overall, several observations can be made based on these value statements. The most obvious is the preference among randomly sampled Albertans to preserve the wilderness character of Kananaskis Country, and to keep the welfare of the wildlife foremost in deliberations about recreation development. There is also a strong indication that randomly sampled Albertans view Kananaskis Country as a delicate ecosystem, which could be adversely affected with further significant recreation development. Placing developments such as overnight accommodation facilities outside of Kananaskis Country boundaries is a highly favoured option. Finally, although the view is expressed by a considerable minority that Kananaskis Country already is overused, a larger number of Albertans feel that it is not overused at present. Nearly one-quarter of randomly sampled Albertans are not sure. At the very least, these findings indicate the need to be very careful in implementing any additional recreation development in Kananaskis Country.

4.0 WHAT RESPONDENTS TO THE WORKBOOK SAID

4.1 Who are the Workbook Respondents

The Workbook was designed to probe a range of issues and questions more deeply than was possible with the random sample Telephone Survey and to ask questions about particular regions of Kananaskis Country. This stage also provided an opportunity to give respondents a greater level of information which was included in the Backgrounder and to have them elaborate on recreation development options. Once this analysis was completed, the self-selected Workbook participants and the submissions from organizations would provide the detail and support to what was said in the Telephone Survey. In total, 2,524 Workbooks were completed by self-selected participants. Most of these submissions were completed in great detail, taking from two to three hours for each submission.

Workbook respondents were approximately 40 per cent female and 60 per cent male with slightly over two per cent indicating they were a family (primarily as they completed the Workbook together). Family income was equally distributed at approximately 20 per cent each for \$30,000 - 49,999; \$50,000 - 69,999; \$70,000 - 99,999 and \$100,000 or more. The level of education was relatively high with almost 75 per cent having at least some university education. Over 80 per cent of respondents have lived in Alberta all of their lives. The age of Workbook respondents is approximately 15 per cent 19 years or less age; 9 per cent 20-29 years; 22 per cent 30-39 years; 26 per cent 40-49 years; 23 per cent 50-59 years; and 20 per cent 60 years and older.

Approximately two-thirds of Workbook respondents consider themselves to be *very familiar* with Kananaskis Country and the other one-third considers themselves to be *familiar* with the region. Only about two and one-half per cent considered themselves to be *not very familiar or not at all familiar* with Kananaskis Country. Nearly all Workbook respondents had visited Kananaskis Country at some time with almost 100 per cent indicating they had visited Kananaskis Country within the past five years. Overall, this indicates extensive experience, knowledge and use of Kananaskis Country.

Albertans who completed Workbooks are frequent users of Kananaskis Country. Approximately 25 per cent indicate that they visit Kananaskis Country one to five times per year while one-half indicate 6 to 20 times per year. Another 25 per cent indicate that they visit in excess of 20 times per year. Over three-

quarters of the respondents stay over-night in Kananaskis Country with 50 per cent staying in a campsite. Nearly 25 per cent indicate they use several types of accommodation depending on the season, weather or type of activity. Less than 10 per cent indicate they stay in hotels. Another 10 per cent use 'other' accommodation types including random camping, bivouacing and backcountry camping or backcountry campsites. The remainder of respondents used fixed-roof accommodations such as cabins, residences, staff accommodations or lodges.

In terms of their highest level of comfort as an outdoorsperson, approximately 15 per cent of Workbook respondents said their highest level of comfort would be staying in a hotel, driving and viewing scenery, strolling for an hour or two, or a half-day hike. About 20 per cent each said their highest level was a full-day hike or a weekend backpacking trip with 30 per cent saying their highest level was a one-week wilderness trip and 13 per cent saying they would be comfortable leading a group on a wilderness trip or climb.

4.2 Participation in Recreational Activities in Kananaskis Country

4.2.1 Recreational Preferences of Workbook Respondents

Preference for Kananaskis Country

Workbook respondents were asked whether they prefer to visit Kananaskis Country to other mountain destinations such as Banff or Jasper National Parks. Three-quarters indicate that they preferred Kananaskis Country. There were many reasons given including the close proximity and convenient location of Kananaskis Country and the limited development they experienced when they visit. A large number prefer Kananaskis Country because of its varied terrain, scenic vistas, and an abundance of flora and fauna. The "commercial international" tourist destinations that Banff and Jasper have become do not offer the "away from it all" experience that many say they value and that Kananaskis Country provides.

Many respondents indicated that they prefer Kananaskis Country because it is a regional, outdoor recreational area that provides the activities they like doing. They rated the region's facilities as good, better than the national parks and well maintained to superior, superb, and excellent. They value the lack of a "park" fee and the low cost of camping.

For the 25 per cent of respondents who do not prefer Kananaskis Country, the reasons cited include that all areas are unique and liked equally for what each has to offer; other areas are closer; they go elsewhere to visit family; and they do not like the multiple-use character of Kananaskis Country.

The Affect of Other Recreational Users

Motorized recreation and hunting were identified as having negative impacts on respondents' recreational experience in Kananaskis Country. These two activities were mentioned by slightly less than one-half of the 2,366 respondents who answered this question. They cited noise, personal safety, ethical considerations, and the negative impacts these activities are said to have on the natural environment. Hiking and skiing, particularly cross-country skiing, were identified by roughly 25 per cent of respondents as activities that enhance the Kananaskis Country experience. These two activities were seen as having the least negative impacts on the environment. Cycling and horseback riding are seen as conflicting uses, primarily by hikers. A small number of respondents mentioned golfing in negative terms because it is seen to be environmentally harmful and aesthetically unsuited to the wilderness setting. Camping, fishing, non-motorized water sports and nature watching were primarily described as positive contributions to the Kananaskis Country experience. Many respondents described Kananaskis Country as a "park," or as an area set-aside in some way for the preservation of wildlife and wilderness.

Small numbers of users of some of the less "popular" activities mention conflicts with participants of more popular activities. Hunters said the proliferation of hikers and hiking trails is reducing hunting opportunities, particularly of sheep. A few respondents say that hikers are sometimes inconsiderate of other users, such as cross-country skiers and hunters. A few also say they enjoy activities like snowmobiling and that the existing designated areas for motorized activities are becoming too crowded and need to be expanded. They point out that campers and other users, who have other places they can go, are contributing to this overcrowding.

Workbook respondents who indicated that other recreation users did not affect their recreational experience in Kananaskis Country were divided into four groups: 1) those who said that all activities are equally important and acceptable; 2) those who said that there is currently no conflict of use; 3) those who said that there are some conflicts but they do not arise out of use; and, 4) those who said that the question confused them.

The Affect of Non-Recreational Users

When asked whether Workbook respondents recreational experiences in Kananaskis Country were affected by non-recreational uses including logging, cattle grazing, oil and gas production and hydro-electric production, 72 per cent of 2,375 respondents say their experience is negatively affected. In general, non-recreational uses were seen to negatively impact recreational activities, aesthetic enjoyment and the environment. Seven per cent of respondents indicate their recreational experience was enhanced by non-recreational uses and 21 per cent did not know.

Workbook respondents were asked to explain their responses. Of those responding, all expressed concern that both the quality of recreational experiences available and the quality of the environment be maintained in Kananaskis Country. Overall, one in four respondents refer to how some aspect of the environment is affected by non-recreational development. Virtually no one recommended that non-recreation use be increased. This suggests a correlation between environmental effects and effects on respondents' recreational experiences.

Of the respondents to this question, 59 per cent found logging to be a concern; 46 per cent believed oil and gas exploration and production to be of concern; 33 per cent were concerned about cattle grazing; and 23 per cent believed



hydro-electric production to be incompatible with their recreational use. Roughly 16 per cent replied that *all* of the industries listed had some negative impact on either their enjoyment or the environment.

Despite the fact that Kananaskis Country does not have the designation of a park, over 50 per cent of the respondents are under the impression that it is a

park or should be one. The majority of respondents realize that the problem of non-recreational use is bigger than simply whether one's recreation is spoiled or not. While a few respondents found the ideal of co-existence and resource management to be the answer, the majority indicate that the benefits of non-recreational uses do not outweigh the drawbacks.

4.2.2 Present and Future Participation in Recreational Activities

Workbook respondents were asked to provide insight as to why they visit Kananaskis Country. In recognition that people involve themselves in activities often for more than one reason, respondents were asked to indicate up to five reasons and to indicate them in order of importance with one (1) being the most important.

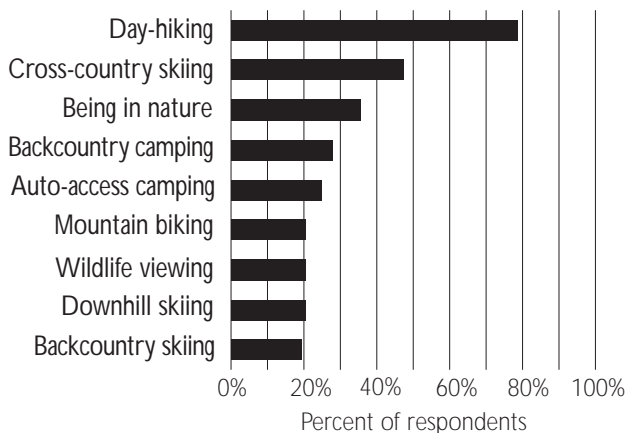
Important Recreation Activities

Over 75 per cent of the 2,468 respondents to this question listed 'enjoy nature and scenery' as one reason for visiting Kananaskis Country. The next most popular reason, slightly less than 75 per cent was to 'enjoy (the) setting.' Approximately 50 per cent of respondents suggested 'adventure/ wilderness experience,' 'observe flora and fauna' and physical fitness and exercise as reasons to visit Kananaskis Country. About 30 per cent gave 'get away' or 'enjoy sports' as reasons while 25 per cent gave 'spend time with family,' 'learn about nature,' 'relieve stress' or 'spiritual inspiration' as reasons. Only two reasons, 'enjoy nature and scenery' and 'adventure/wilderness experience' were listed as the most important reason by respondents.

Respondents were asked to indicate their five most important recreational activities in Kananaskis Country, to rate their level of satisfaction and then provide the reasons for this response. Respondents were then asked if they anticipate their usage in these activities to be maintained at their present level, to increase or to decrease. They were also given the opportunity to provide an explanation for any changes.

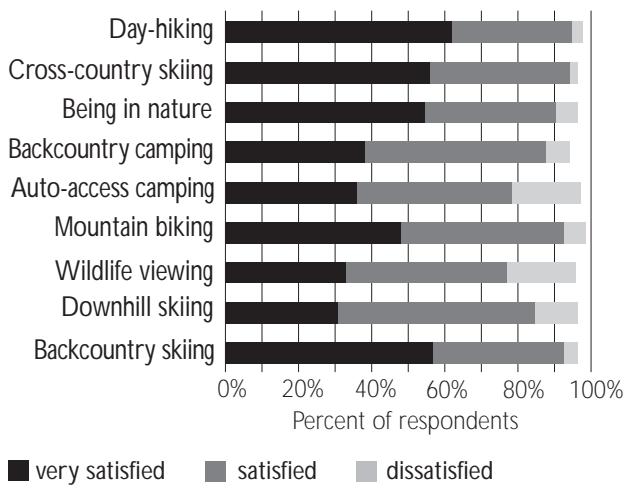
All together, respondents identified a total of 41 different recreation activities. The number of respondents indicating each of these activities ranged from 1,932 for day-hiking to three for windsurfing/ sailing. There were nine activities mentioned by more than 15 per cent of respondents. Day-hiking and cross-country skiing were the activities mentioned most often. Table S9 outlines the other major activities and shows the relative amount of respondents who mentioned them.

Figure S-9 Proportion of respondents participating in various activities



In all cases, when asked about satisfaction with these recreational activities, well over 75 per cent were satisfied, indeed very satisfied with their experience as shown in Figure S-10.

Figure S-10 Participant satisfaction in recreational activities



The second highest priority activities, selected by between 15 per cent and five per cent of respondents, in descending order is as follows: cycling, picnicking, spiritual inspiration, photography, mountaineering, fishing, canoeing/kayaking, strolling, bird watching, auto touring, rock climbing, golfing, and horseback riding.

The third highest priority set of activities, selected by between five per cent and one per cent of respondents, in descending order is as follows: snow-shoeing, interpretive programs, hunting, mountain hotel, snowboarding, artistic inspiration, ice climbing, mountain lodge, OHV riding, back-packing, snowmobiling, and business conference.

Finally, the last set selected by less than one per cent of respondents, in descending order is as follows: rafting, power-boating, biking, heli-touring, heli-hiking, backcountry hiking, and windsurfing/sailing.

Overall, respondents find they are enjoying their chosen activities but find restrictions and development are not conducive to the “back to nature” experience. Respondents, throughout this question, felt that motorized activities such as powerboats, all-terrain vehicles, and helicopters are quite intrusive and do not have a place in a wilderness setting. A common theme throughout the responses to this question was to keep Kananaskis Country “wild” through higher maintenance, more restrictions and greater enforcement. In addition, there are a number of messages for lower fees and the preservation of Kananaskis Country for future generations.



Level of Satisfaction with Recreation Activities

For 30 out of the 41 activities mentioned, more than ninety per cent of respondents who said they participated in these activities indicated that they are very satisfied or satisfied with their experiences.

There were only 10 activities where more than 10 per cent of participants said they were dissatisfied or very dissatisfied as is shown in Figure S-11. While large numbers of respondents do not participate in some of these activities, the degree of satisfaction is significant. The levels of the concern may begin to indicate overcrowding, higher costs and conflict of uses that is beginning to be mentioned by users of Kananaskis Country.

Figure S-11 Disatisfaction with activities

Activity	% who participate in the activity who said they are dissatisfied or very dissatisfied	reasons for dissatisfaction
Powerboating	36%	Safety is an issue.
OHV riding	29%	Limited area to enjoy this activity.
Hunting	24%	Area is over-populated with hunters.
Fishing	24%	The new regulations will slowly help in the future; overcrowding makes it too noisy; more monitoring is needed.
Mountain hotel	19%	Hotels need upgrading and are too expensive.
Auto-access camping	18%	Too expensive with privatization and increasing development costs; overcrowded but more development is not wanted.
Wildlife viewing	18%	With more development, people and traffic the numbers of wildlife animals to view will diminish.
Snowmobiling	17%	McLean Creek area is not large enough.
Downhill skiing	11%	The runs and snow conditions.
Mountain lodge	11%	Too expensive.



Future levels of participation

Respondents were asked to indicate their anticipated future levels of participation in their most important activities. For the nine highest priority activities, over 80 per cent of participants anticipate their level of participation to remain at its present level or to increase. Of the key nine activities, approximately 10 per cent of respondents indicated that they anticipate their participation to decrease only for auto-access camping and downhill skiing. The data suggests that for seven of the nine activities, there will be an increase from 20 per cent to 30 per cent. Notably, the activity among these nine with the lowest current participation among respondents, backcountry skiing, also has the largest number of respondents predicting that their participation in this activity will increase. Data for all the activities is available in the In-Depth Analysis.

New Recreational Activities

Workbook respondents were asked whether there are any (up to three) new recreational activities that they expect to take up in the next year. A total of 1,090 respondents indicated at least one new activity, 665 respondents indicated at least two new activities and a further 380 indicated three new activities. The activities listed were analyzed and the total number of respondents indicating each activity was determined. This did not take into account whether the activity was listed first, second or third.

Figure S-12 shows the 'new' activities that were mentioned by 45 or more respondents and the numbers of respondents who mentioned each. It is noteworthy that seven of these 15 activities were not currently one of the nine key activities identified previously. These activities are marked with an asterisk. It is significant that a number of the activities participants will take up are existing, popular activities. If this is a trend, this may affect other users and place additional demand on existing facilities.

Figure S-12 Respondents participating in "new" activities

New Activity	Number of respondents
Canoeing/Kayaking*	249
Snowshoeing*	173
Backcountry Camping	157
Cross-Country Skiing	137
Photography*	121
Fishing*	94
Rock Climbing*	89
Bird Watching*	87
Backcountry Skiing	79
Cycling*	74
Mountain Biking	69
Horseback Riding*	63
Auto-Access Camping	52
Mountaineering*	50
Downhill Skiing	45

* Activities not identified as 9 key activities in the Survey

4.3 The Recreation Development Policies

4.3.1 Existing Recreation Facilities

As noted in the Workbook, the Recreation Development Policies and the recreation development process currently in place have resulted in a diversity of recreation opportunities and development in Kananaskis Country. These were summarized in the Workbook and respondents were asked whether the current amount of each type of facility is "just right," too much or too little.

The next four figures summarize the responses. In Figure S-13, responses on camping and day-use facilities are presented. Approximately three-quarters of the Workbook respondents believe that the amounts of these facilities are "just right." The remaining respondents are relatively evenly split between too little and too much in the case of auto-access camping. In contrast, one-quarter said that there are too few backcountry camping facilities. Somewhat more respondents think there are too many day-use areas than think there are too few.

Figure S-13 Attitude towards existing facilities

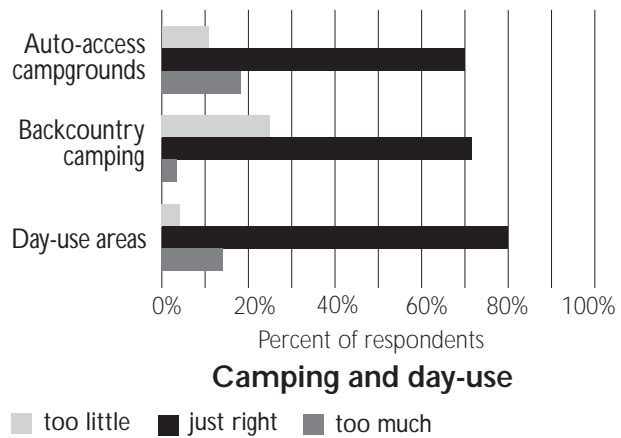
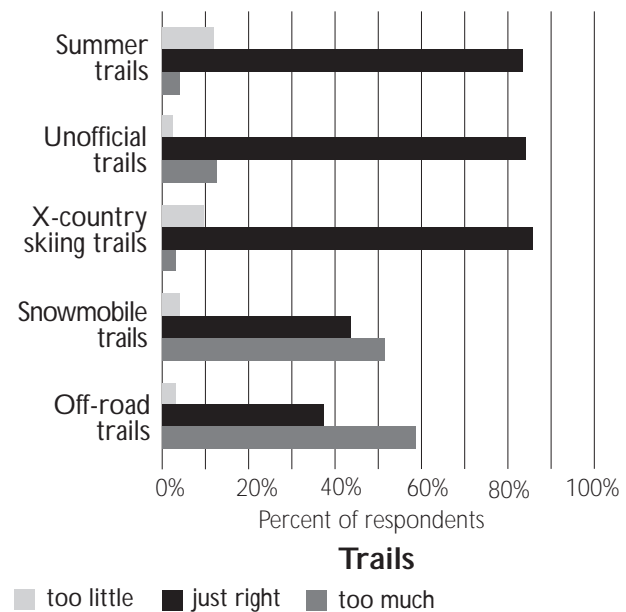


Figure S-14 summarizes respondents' attitudes towards the amount of trails in Kananaskis Country. There is a marked difference between motorized vehicle and non-motorized vehicle trails. Over 75 per cent believe that the existing amount of non-motorized vehicle trails is just right. There are also a small number of respondents who say that the amount of summer trail and cross-country trails is too little.

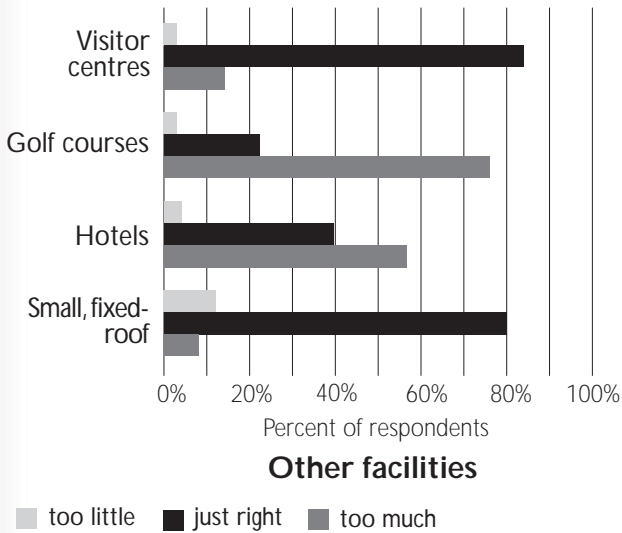
In contrast, respondents are relatively evenly split between saying that the amount of motorized vehicle trails is just right or too much. Opposition to off-road vehicle trails is somewhat stronger than opposition to snowmobile trails.

Figure S-14 Attitude towards existing facilities



In Figure S-15 respondents' views regarding the amounts of visitor centres, golfing, hotels and small fixed-roof accommodation is presented. Approximately three-quarters of respondents believe that the numbers of visitor centres and small fixed-roof accommodation facilities are just right. The remaining respondents are relatively evenly split between too few and too many. In contrast, nearly 75 per cent said that there is too much golfing and nearly 50 per cent said there are too many hotel facilities.

Figure S-15 Attitude towards existing facilities

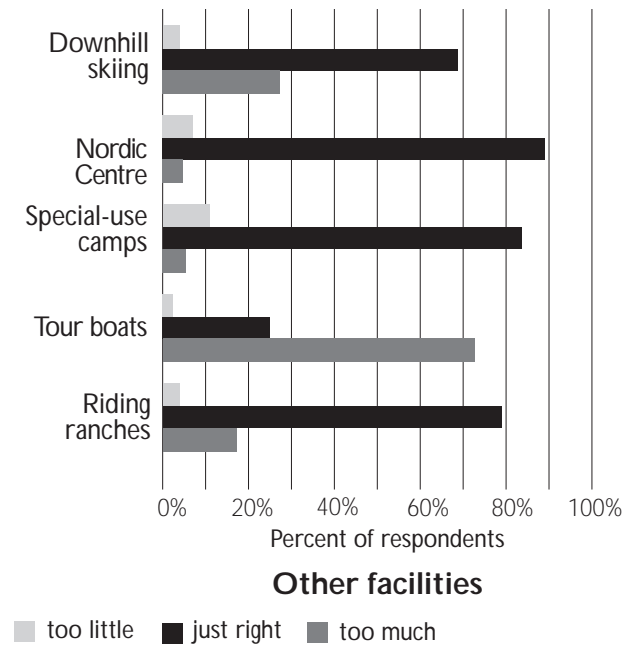


In Figure S-16 respondents' views regarding the amount of downhill skiing, the Nordic Centre, special-use camps, tour boat and riding facilities are presented. With the exception of tour boats, approximately three-quarters of respondents believe that the number and amounts of the downhill skiing, the Nordic Centre, special use camps and riding ranches are 'just right.'



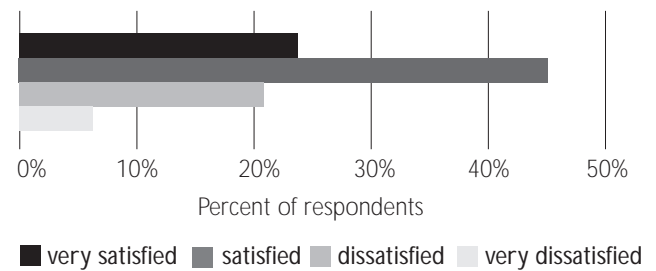
In the case of tour boat operations, 75 per cent say that the one approved, but not yet operating facility is too much.

Figure S-16 Attitude towards existing facilities



After determining the individual groupings of facilities and rating them, respondents were then asked to provide their overall level of satisfaction with the total package of existing facilities that have been created as a result of the existing policies. The results in Figure S-17 show that nearly 75 per cent of the 2,408 respondents to this question said that they are satisfied or very satisfied. The balance or 25 per cent are dissatisfied or very dissatisfied.

Figure S-17 Satisfaction with existing recreation facilities (overall)



When asked to provide reasons for satisfaction with the existing range of opportunities and facilities, the common theme is the current balance of recreation and environmental preservation is "just right." Many of the 75 per cent who are satisfied believe that there is an adequate range of recreational opportunities, appealing to a wide range of users. The majority also add that any increased recreational development would upset this balance. Of those who are dissatisfied a number of respondents (14 per cent) feel specifically that there is already too much recreational

development. Roughly 10 per cent cite those projects currently within the review process, but not built, as a source of dissatisfaction. Instead of identifying additional developments, 73 per cent of the 2,154 respondents to the question on suggestions for additional types of recreational facilities do not wish to see any new facilities or opportunities. Those who do desire new opportunities mention camping, small-scale backcountry accommodations, hiking and cross-country skiing most frequently. Even when asked which existing recreation facilities should be added to or expanded, 61 per cent of the 2,220 respondents to this question do not want to see any expansions or additions. The only facilities to receive more than two per cent support for expansion are trails (5 per cent), interpretive facilities (4 per cent) and small backcountry lodge or hostel accommodations and added downhill skiing runs which are each mentioned by three per cent of respondents. Many prefer improved maintenance and upgrades to existing facilities before expansion or additions occur. Other issues mentioned consistently are concerns over affordability of facilities, maintaining an emphasis on wilderness preservation and environmental education.

4.3.2 Existing Recreation Development Policies

At present, whenever an unsolicited commercial recreation development proposal for Kananaskis Country is put forward, it is evaluated against five policies. The rationale for each policy is included on page 8 of the Backgrounder. Respondents were asked whether they strongly agree, agree, disagree or strongly disagree with each policy. They were then asked whether each policy has resulted in an appropriate balance between recreation development and environmental protection and whether the policy, as stated, will continue to result in an appropriate balance between recreation development and environmental protection. They were asked to provide the reasons for their views.

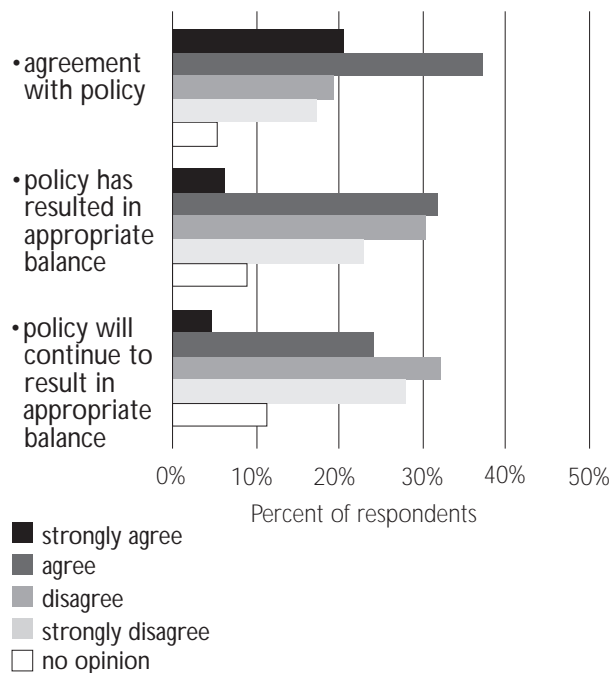
Lastly they were asked to indicate whether any concerns were specific to a particular region which was identified in the Backgrounder:

1. Spray, Smith-Dorrien,
2. Kananaskis,
3. Highwood,
4. Jumping Pound,
5. Elbow,
6. Sheep.

Policy 1: All recreation and tourism developments will be consistent with the Kananaskis Country Subregional Integrated Resource Plan.

The results in Figure S-18 show that 58 per cent of the 2,243 respondents support Policy 1 with approximately 36 per cent not supporting it. The figure also shows that 38 per cent believe this policy has resulted in an appropriate balance and about 53 per cent do not believe that it has resulted in an appropriate balance. The figure also shows that respondents hold similar beliefs regarding the effectiveness of this policy to continue to result in an appropriate balance between recreation development and environmental protection.

Figure S-18 Policy 1: Consistency with IRP



Most respondents generally support Policy 1, believing that it is important to have an overall management plan or that it provides a basis for more rigorous policy development. A large number of those who agree with the policy have added conditional comments, such as the need for enforcement and the need to continually review and update the IRP based on factors such as population growth pressures, public values and new scientific knowledge.

However, 60 per cent of 2,114 respondents to the question on whether the policy as stated will continue to provide an appropriate balance have significant reservations about the ability of the policy to achieve a balance between environmental protection and recreational development (both in the past and

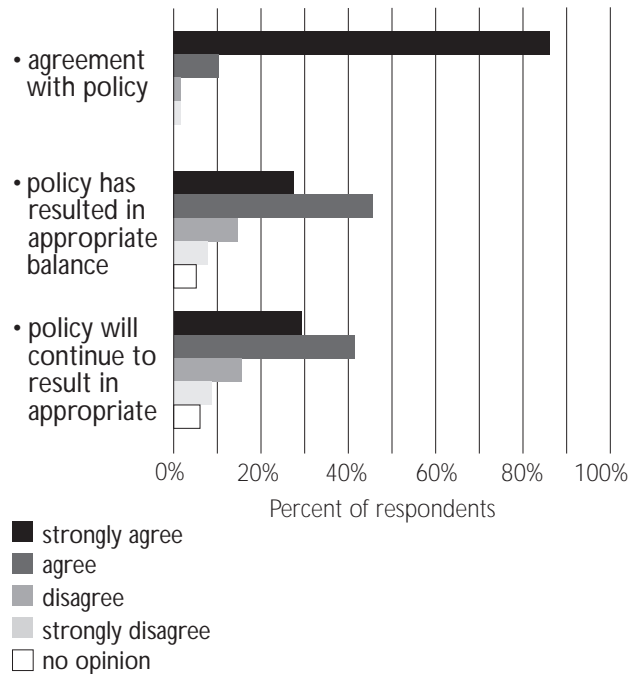
particularly in the future). Roughly 28 per cent of respondents believe that the policy does not place environmental protection and wildlife habitat preservation at the forefront and has failed to provide sufficient controls on both recreation and natural resource development. Some of the respondents mentioned existing and proposed golf courses and their impact on large mammal migration routes. Others note the approval of the yet-to-be-built facilities outlined in the Backgrounder demonstrates the inadequacy of the IRP. A few add that it is either vaguely worded and open to interpretation or that it has been poorly adhered to and enforced. In particular, the term “resource potentials” is greeted with great suspicion. Some respondents also question the Province’s commitment to the public interest in the face of strong lobbying pressures to develop the area.

The Kananaskis Valley and Spray, Smith-Dorrien regions are mentioned most frequently as the areas of concern relating to Policy 1, along with a general concern for Kananaskis Country in its entirety. These regional concerns closely mirror the over-development and habitat loss worries mentioned previously. The concerns for the Highwood, Jumping Pound, Sheep and the Elbow are more focused on resource extraction issues, such as logging, grazing and oil and gas development.

Policy 2: No town-sites will be allowed to develop and no permanent or non-essential residency will be permitted in Kananaskis Country.

Almost 100 per cent of the Workbook respondents answered this question. The results show that almost 85 per cent strongly agree and 10 per cent agree with Policy 2 while less than five per cent disagree or strongly disagree. Approximately 75 per cent of respondents believe that it has resulted in an appropriate balance while about 20 per cent do not believe it. Respondents also hold similar beliefs regarding the future effectiveness of this policy as its current effectiveness in its ability to result in an appropriate balance between recreation development and environmental protection as can be seen in Figure S-19.

Figure 5-19 Policy 2: No town-sites



The reasons given by Workbook respondents who support Policy 2 were that the natural environment of Kananaskis Country must be protected and preserved, that development would have too great an impact on the area and that residential development is not needed or appropriate. They also state that the problems incurred in other town-sites in recreational areas such as Banff must be avoided and that they oppose development or believe that Policy 2 will help prevent further residential or commercial development and their associated infrastructures. A town-site would detract from the primary benefits of unspoiled scenery and wilderness experience. Respondents want to get away from urban development, noise, cars, roads, stores or other commercial services. Less than three per cent of the Workbook respondents support various types of residency within Kananaskis Country. Of the 25 per cent of the respondents who disagree or strongly disagree that Policy 2 has resulted in an appropriate balance between recreational development and environmental protection, almost all indicate problems with the wording or enforcement of the policy. They believe that Policy 2 has resulted in an imbalance which favours recreation development. These respondents suggest clarification of the phrase ‘non-essential residency.’ The terms ‘essential’ is a matter of perception, and could easily be abused when applying Policy 2. The ambiguity of the wording will not serve to restrict much other than a formal town-site from developing. These comments stem from concerns about perceived non-essential residency at Fortress Mountain and the potential for the same at Tent

Ridge or the Spray Valley. There are also perceptions that existing facilities such as Kananaskis Village, cottages, ski hills and golf courses all have the impact of a small town.

Many respondents who say that Policy 2 has resulted in an appropriate balance between recreation development and environmental protection state that the policy appears to be working. This is because a town-site is not present within Kananaskis Country, recreation potential is being preserved and the environmental disruption of a town-site has been avoided. Some respondents see Policy 2 as appropriately inclined to environmental preservation, while others would grant a higher priority for environmental protection. Some believe that Policy 2 serves to discourage recreation development and keeps Kananaskis Country from becoming as commercialized as Banff. Further development is believed to destroy the balance between recreation development and environmental protection.

Respondents who agree that Policy 2 will continue to result in an appropriate balance believe that it has worked to date, is sound and logical, and has prevented a town-site similar to Banff. Roughly 25 per cent of respondents who provided an explanation for their support condition their agreement on the policy being clarified, maintained and enforced, or on further development being prohibited. They say the government needs to have the political will to enforce the policy.

Respondents who disagree that Policy 2 will continue to result in an appropriate balance say that the policy contains ambiguous wording and that the lack of enforcement of Policy 2 will favour development and fail to provide sufficient environmental protection in the future. They suggest staff housing or rental accommodations at existing or approved developments should be considered permanent and non-essential residency, and therefore not allowed under Policy 2. They also suggest the interpretation of essential residency could change over time and the current wording of Policy 2 would allow for it.

When asked if their concerns are specific to particular regions, respondents primarily express concern for areas of high use, areas with approved developments, or areas subject to development proposals. All areas of Kananaskis Country need to be protected from town-site development. They feel that accessible areas adjacent to roads will be more susceptible to development pressures.

About 30 per cent of respondents who provide comments specific to a region mention the Spray, Smith-Dorrien region. Current development pro-

posals in this region do not appear to be 'essential,' and are perceived to be in conflict with Policy 2. Some respondents specify no town-sites, golf courses, hotels or resorts in the Spray, Smith-Dorrien region. Other respondents specify no motorized recreation such as snowmobiles, helicopters, all-terrain vehicles or tour boats in the Spray, Smith-Dorrien region, including the Spray Lakes tour boat. Others either state that this region should not become as developed as the Kananaskis Valley, or no further development should occur.

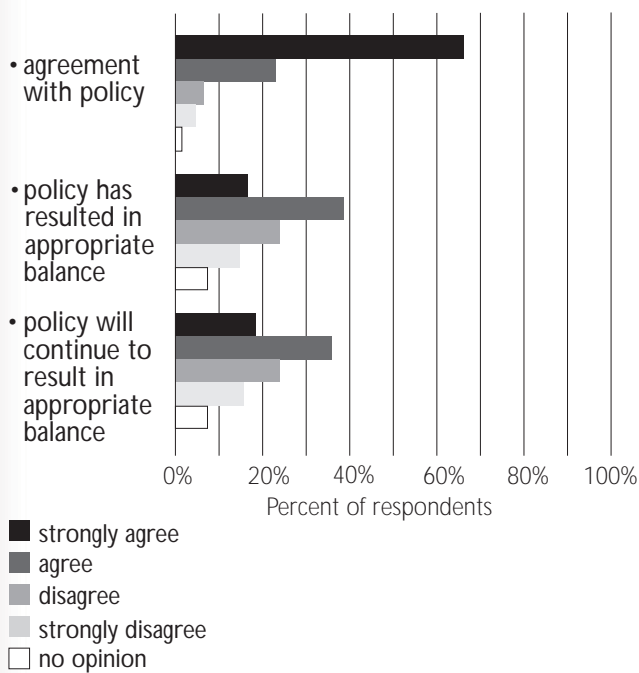
About 25 per cent of respondents who provide comments specific to a region mention the Kananaskis Valley and they focus on the level of existing development and the vulnerability to further development. They feel the Kananaskis Valley suffers from congestion and overuse. They suggest valley bottoms have the highest ecological risk if development continues, and therefore needs a high level of protection. Respondents also express concern regarding Wind Valley, Bow Valley Provincial Park, and the valley along Highway 40. There were also concerns expressed about existing and future facilities. The concern raised is that the Kananaskis Village and any other commercial facilities require infrastructure and have the same impact as a town-site.

Policy 3: Wherever possible, commercial and non-profit development will be directed outside Kananaskis Country.

Almost 100 per cent of Workbook respondents answered this question. Approximately two-thirds strongly agree with Policy 3 and another one-quarter agree with this policy. Less than five per cent disagree or strongly disagree with it. The figure shows that slightly over 50 per cent believe that this policy has resulted in an appropriate balance while over one-third of respondents do not believe that it has resulted in an appropriate balance. About the same number of respondents think the policy can continue to result in an appropriate balance in the future as can be seen in Figure S-20.

Over 85 per cent of respondents agree with the policy. More than 80 per cent of those who disagree with the policy do so because they think it should be more restrictive. However, 21 per cent of respondents who provided a reason for their answers expressed concern about the wording of the policy and how well it has been followed or enforced. Most of these said that the policy was weakly worded, vague, ambiguous, confusing and provided 'loopholes' that would allow unnecessary and unwanted development. Many also expressed a lack of confidence in

Figure S-20 **Policy 3: Commercial and non-profit development directed outside Kananaskis Country**



the government saying there is no political will to say 'no' to developers and properly enforce the policy. Less than three per cent who provided a response expressed disagreement with the policy because it was too restrictive in terms of development.

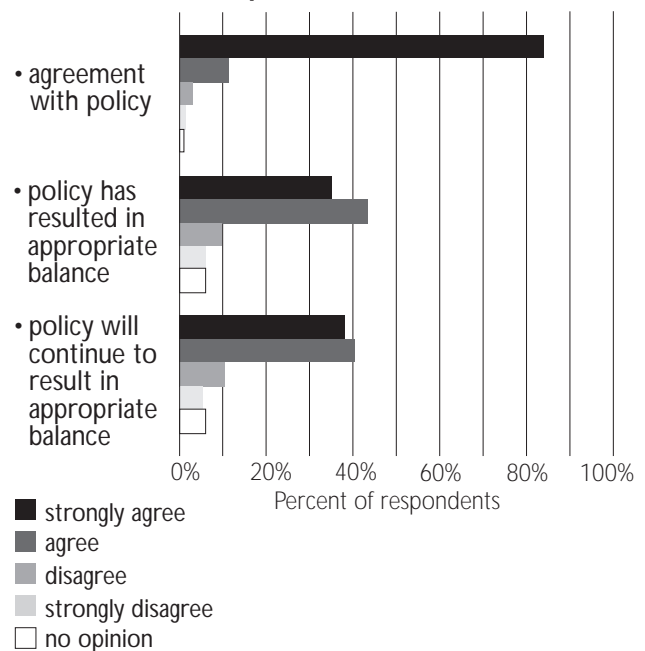
There were similar response patterns to the questions of whether the policy resulted in an appropriate balance and whether it would do so in the future. The comments provided to both the questions show that both those who agree and disagree with the questions share the concern with whether the policy has or will be applied and enforced in the future. Even 63 per cent of those who agree that the policy will continue to provide a balance qualify their support over concerns with the wording, application or enforcement of the policy.

Development in two regions, the Spray, Smith-Dorrien and the Kananaskis Valleys are of most concern to respondents. Many say that these areas are becoming over-commercialized and threaten critical wildlife corridors and grizzly habitat.

Policy 4: No time-share, condominium or second-home developments will be permitted.

Almost 100 per cent of Workbook respondents answered, with almost 90 per cent agreeing with Policy 4. Less than 5 per cent disagree or strongly disagree. Over 75 per cent of respondents believe this policy has resulted in an appropriate balance while approximately 15 per cent of respondents do not believe that it as resulted in an appropriate balance. About the same number of respondents think the policy can continue to result in an appropriate balance in the future as can be seen in Figure S-21.

Figure S-21 **Policy 4: No time-shares, condominium or second-home developments**



Of those respondents who strongly agreed with Policy 4, the most common reason was that the policy prevents exclusivity, where access to facilities and/or services would not generally be available to all Albertans. Respondents who agree with the policy mentioned environmental reasons for their support even though environmental protection is not one of the justifications of the policy. Many respondents see Policy 4 as one way to limit development. Comparisons are made to Banff and Canmore and respondents clearly do not want to see the same kind of development in Kananaskis Country.

Workbook respondents who disagree with Policy 4 do so for a myriad of reasons. No one reason was more popular than another reason. The responses ranged from those who felt Kananaskis Country should allow the development of time-share,

condominium and second homes to those who believed the policy did not go far enough and there should be no development of any kind in the region.

The most common perceptions of respondents who strongly agree that the policy has resulted in an appropriate balance is that there is no or little evidence of time-share, condominium, or second-home development in Kananaskis Country and that an appropriate balance has been achieved. For respondents who agree with the policy, the prevalent reason is that the policy is working and an appropriate balance between recreational development and environmental protection has been achieved. There is some mention of the units at Fortress Mountain as a possible violation of the policy and many note a need for more enforcement or application of the policy to continue what is seen as an appropriate balance.

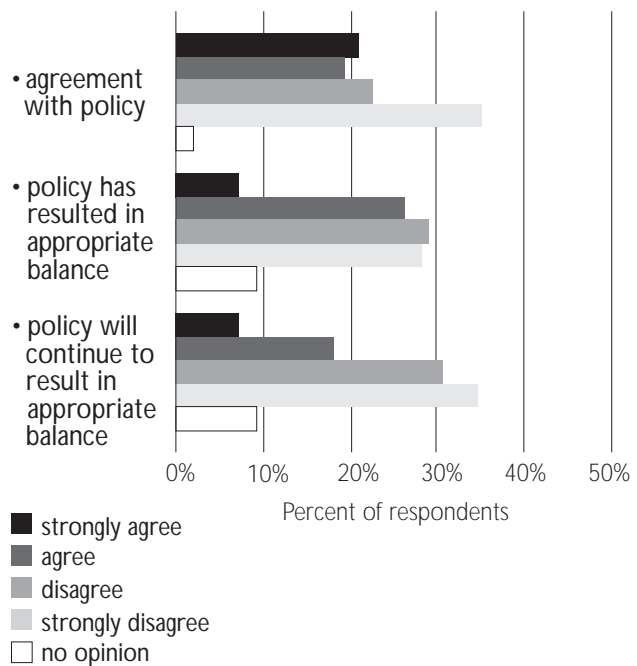
The most noted reason of respondents who either agree or strongly agree that Policy 4 will continue to result in an appropriate balance make their agreement conditional on the proper enforcement of, and adherence to, the policy. Other comments call for environmental protection of the area; limited development; and the opinion that Kananaskis Country is accessible to the average Albertan. Those respondents who disagree that Policy 4 will continue to result in an appropriate balance do so, for the most part, because of the approved units at Fortress Mountain. This group says the policy has not been applied, enforced or adhered to. Others within this group state that the policy is not strong enough, is poorly worded, and has failed to live up to its intent. These respondents project a lack of confidence in the system to do what is best for Kananaskis Country.

All of the regions were mentioned with the Spray, Smith-Dorrien and the Kananaskis Valley receiving the most comments.

Policy 5: Development will only be considered when the proponent can demonstrate an appropriate and viable business opportunity with acceptable environmental and socio-economic impacts.

Over 90 per cent of Workbook respondents answered this question. In a change from the previous four policies, roughly 40 per cent of respondents strongly agree or agree with Policy 5 while 58 per cent of respondents disagree or strongly disagree. About 57 per cent of respondents believe that this policy has not resulted in an appropriate balance. This disagreement increases to 65 per cent when respondents are asked if the policy will continue to result in an appropriate balance in the future as can be seen in Figure S-22.

Figure S-22 Policy 5: Demonstrate appropriate balance between business opportunity and impacts



Policy 5 is the only one of the five policies where more respondents disagree than those who agree. More than half of the 58 per cent of respondents who agree or strongly agree indicate that no more development should occur. They add that prohibiting further development is essential to protecting the environment. They also express concern that Kananaskis Country will become overdeveloped and that wilderness will be lost forever. They would like protection of the environment, rather than profitable developments to be the primary goal. About 10 per cent of the respondents who disagree insist that all development proposals should require Environmental Impact Assessments while 25 per cent of the respondents who disagree say Policy 5 is too open to interpretation. Words such as 'appropriate' and 'viable' are considered unacceptable. They would like clear guidelines for 'acceptable environmental impact.'

Roughly 20 per cent of respondents who agree or strongly with Policy 5, support the policy as written. Almost as many support the policy conditionally and want to see more emphasis on protecting the environment and limiting growth.

About 57 per cent of the respondents who either 'strongly disagree' or 'disagree' that Policy 5 has resulted in an appropriate balance between recreation development and environmental protection, expressed concern that Policy 5 too heavily favors development and that too much development has been allowed.

Of the 65 per cent of respondents who disagree or strongly disagree that Policy 5 will continue to result in an appropriate balance between recreation development and environmental protection, the most common comments are that no balance has been achieved and that restrictions over development should be added and the policy is too vague. Developments and activities such as golf courses, cattle grazing, Kananaskis Village and tour boats are suggested as examples of developments that are harmful to nature. Roughly 10 per cent of respondents suggested prohibiting or restricting further development and placing a greater emphasis on environmental protection.

Approximately 20 per cent of Workbook respondents have concerns with the Spray, Smith-Dorrien and Kananaskis Valleys. About 10 per cent of the total respondents have concerns for the other four regions. Concerns specific to the Spray, Smith-Dorrien Valley include the following developments: boat tours, resorts, helicopter tours, golf courses and downhill skiing. Concerns specific to the Kananaskis Valley include the following: golf courses, ski hills, rental accommodations, Fortress Mountain and Kananaskis Village.

4.3.3 Further Changes To Existing Recreation Development Policies

Following the comments about the five policies, Workbook respondents were asked whether there are any other changes to these existing recreational development policies, or new recreation development policies that they would like to see. There were a large number of policy changes suggested by the 1,556 respondents to this question.

There are 427 or 27 per cent of respondents who want no further development in Kananaskis Country. Instead they want firm and unavoidable policies prohibiting further development. Another 98 or six per cent of respondents say that although some development may be acceptable, the amount should be limited. In contrast, there were 80 or five per cent of respondents who support further development in Kananaskis Country. Some 241 or 15 per cent of respondents suggest that policies should have a greater emphasis on environmental preservation and protection. Some changes to or the elimination of Policy 5 was suggested by 111 or seven per cent of the respondents. A number of other suggestions were mentioned by less than five per cent of respondents. These included banning certain activities, greater public involvement, applying Environmental Impact Assessments and clearer policies with better enforcement.

4.4 Views on the Review Process for Unsolicited Commercial Recreational Development Proposals

The 1,368 respondents to this question recommended a number of changes to the development review process. The changes that were suggested fall into seven categories:

1) public involvement; 2) no further development; 3) environmental impact assessment; 4) loopholes and political interference; 5) environmental protection; 6) NRCB review; 7) KCIC; and 8) recreation development policies are acceptable.

About 22 per cent of respondents (300) suggest that more public input is needed. Respondents want more than disclosure. In fact, they would like to be part of the approval process. Concern is expressed that too many proposals are approved "secretly." Another 21 per cent of respondents (283) insist that no review process is required because no further development is needed. Respondents express frustration that further development is even being considered and wonder when the government will realize that 'no means no.' Fewer than 20 per cent of respondents (270) recommend that EIA's should be mandatory for all proposed developments. A few respondents (37) suggest that EIA's should be completed by neutral and unbiased researchers. Concern is expressed that EIA's are completed by people 'in the pockets' of developers.

When respondents were asked if there is adequate public involvement in this process, 72 per cent of respondents (1,341) insist that more public involvement is needed. Greater involvement will ensure that Kananaskis Country maintains an adequate balance between preservation and development. Respondents express concern that, in the past, decisions have been made outside of public awakening. Developments like golf courses, for example, are offered as developments that would have been prevented had the public been consulted.

4.4.1 Criteria for Future Recreation Development Policies

Respondents were asked to identify five criteria that they believe to be most important in considering future recreation development proposals. Most respondents either drew from the list of examples provided or specified aspects of importance to them without phrasing them as criteria. The responses have been grouped into 16 categories and are listed in order of frequency.

- Protection and Preservation of Wildlife – 2,384 responses
- Accessibility – 1,698 responses
- Pollution – 1,452 responses
- Wilderness Experience – 1,093 responses
- Visual Aesthetics – 811 responses
- Suitability – 584 responses
- Necessity – 495 responses
- Naturalness – 325 responses
- Proximity to Other Uses – 117 responses
- Education – 129 responses
- Range of Services – 86 responses
- Financial Feasibility and Viability – 42 responses
- Public Accountability – 48 responses
- Enforcement – 31 responses
- Location – 24 responses
- Safety – 22 responses

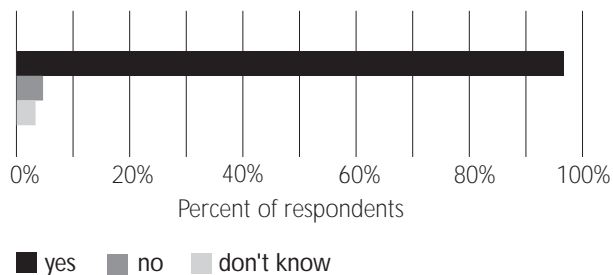
The responses to this question reveal two primary values. Almost all Workbook respondents clearly place a very high priority on protecting and preserving wildlife and the land on which wildlife depend. Second, almost 75 per cent of respondents want to ensure that people of all ages, abilities and income levels have a chance to enjoy Kananaskis Country. Respondents demonstrated an understanding that the first value places limits on the second. However, they do not always agree on what those limits should be, or how they should be measured or achieved. In spite of these differences, the majority of respondents support taking a cautious approach to future development and always placing the greatest priority on protecting the natural environment.

4.5 Growth and Change in Kananaskis Country

4.5.1 Growth Management Issues

Respondents were asked whether issues that Kananaskis Country will face related to growth management as the population in Alberta and tourism to the province continues to grow are of concern to them. Over 90 per cent of respondents said these issues are of concern to them with almost no one saying no or don't know as shown in Figure S-23.

Figure S-23 **Concern regarding growth management**



4.5.2 Ideas for Managing Increasing Numbers of Recreation Users

Respondents were asked to provide ideas for managing the increasing numbers of recreation users in Kananaskis Country. Approximately three-quarters of respondents provide suggestions for limiting the overall number of Kananaskis Country users. Of these, less than one-half suggest that limiting commercial development and non-commercial facilities will automatically limit the number of users.

In addition to controlling numbers through the presence of facilities, approximately one-half of the respondents suggest controlling visitor volumes through quotas or user fees. Quotas could be set on persons, vehicles or activities. Access to limited facilities could be determined by issuing permits or having reservations. Along with quotas, user fees would help control the number of visitors to Kananaskis Country. While limiting visitor numbers is a concern, about half of the respondents also render suggestions for reducing user impacts.

4.5.3 Changes or Modifications to Recreational Facilities or Activities

Respondents were asked what, if any, recreational facilities or activities that they would like to see changed or modified in some manner in Kananaskis Country. They were asked to select up to five activities and indicate what changes they would like to see. The results are separated into winter and summer activities and the three most mentioned activities from each season discussed.

Winter Activities

The number of responses within the winter activities totaled 2,557. The three most cited activities; business/conference facilities, all-terrain vehicles, and snowmobiling constituted almost two-thirds of total responses to winter activities.

There were 712 of 2,557 winter activity respondents who identified business and conference facilities. About 50 per cent want the current level of infrastructure, with no further development. Following this, with 40 per cent of respondents identifying business and conference facilities, was a suggestion to reduce or remove all business and conference facilities-including all hotels. A few respondents (7.5 per cent) requested additional facilities, particularly more affordable lodging including more hostels. All-terrain vehicle use was mentioned by 591 respondents with three-quarters of this group opposed to having all-terrain vehicles in Kananaskis Country. About one-fifth of the respondents to this activity felt that existing levels of all-terrain vehicular activity was fine-but no further expansion be allowed. A small (3 per cent) minority of responses wanted an expansion of all-terrain vehicular activities within Kananaskis Country. Snow-mobiling was the third most identified winter activity with 359 responses or 14 per cent of the total in winter activities. Of these responses, three-quarters of this group wanted this activity removed from Kananaskis Country. One-fifth of people identifying this activity wanted existing facility levels to remain the same. Very few respondents (4 per cent) requested expanded facilities for snowmobiling.

Summer Activities

In total, there were 3,719 responses covering all categories of summer activities. In particular, there were three activities, which garnered 60 per cent of all responses. These were helicopter-related interests, golfing, and power boating. The remaining 17 identified activities made up the remaining 40 per cent of total responses.

Helicopter-related activities were the most frequently raised. There were over 1,000 responses, or 27 per cent of the total. Of this, almost 90 per cent were for a prohibition of any helicopter flying. Those who sought the maintenance of current infrastructure represented about 7.5 per cent of those selecting this activity. Less than one per cent of respondents sought an increase in helicopter-related activity. Golfing was identified by 753 respondents comprising 20 per cent of all responses to summer activities. Approximately 40 per cent of those selecting golf stated that this activity and facilities should be banned from Kananaskis Country. Just over 50 per cent of respondents identifying golfing indicated only existing facilities should remain with no possibility of future expansion. Very few respondents, about five per cent, expressed a desire to have additional golf facilities included in Kananaskis Country.

4.5.4 Additional Comments on Current Recreational Facilities or Activities

Respondents were asked if they would like to provide any additional comments regarding their point of view. They were invited to refer to specific regions of Kananaskis Country. About 450 respondents offer additional comments. The majority of the opinions do not relate to specific regions; rather, they are meant to have wide application to all of Kananaskis Country, and they speak to broad concerns about development in general. Several respondents preface their views by stating that, for them, Kananaskis Country is indivisible; it makes no sense to discuss any of the six areas in isolation. The number of comments unique to each of the six regions declines from 114 with respect to the Spray, Smith-Dorrien Valley to nine with respect to the Sheep. In half of these cases, respondents have listed several or all regions and made one statement intended to apply to all of them.

Of all the responses, about 80 per cent address perceived problems with either existing or future development, particularly natural resource extraction, cattle grazing, and commercial recreational development, in one or more of the six regions. The remaining 20 per cent focus on specific recreation issues, some of which are particular to an identified region. While opinion is divided about different sorts of recreational activities in Kananaskis Country, respondents favor “non-intrusive” diversions, usually defined as those having no or low impact on wildlife and the environment. Most of the recommendations about recreational activities relate to improvements to trails and campgrounds.

4.6 Attitudes and Values of Albertan Workbook Respondents

In the next series of questions, Workbook respondents were offered several pairs of strongly opposing value statements. For each pair, they were asked to indicate the statement that came closest to their own views as Albertans. As can be seen in Figure S-24, questions 15 to 17, nearly all respondents selected the same value statement over the alternative. Notably, for these questions, the value statement that was chosen by this vast majority of respondents reflected values related to limiting recreation development in order to protect the environment.

For question 18 the responses were much more divided with two-thirds choosing one and one-third choosing the alternative. Nevertheless, over one-half of Workbook respondents felt that Kananaskis Country is already overused and that existing recreation development be scaled back.

Figure S-24 **Attitudes and Values of Albertan Workbook Respondents**

Question 15	When you get right down to it, Kananaskis Country is a resource for our enjoyment. Wildlife must adjust to human activity.	5%
	Kananaskis Country is the home for wildlife. It is our responsibility to protect this area for them, even if that sometimes limits human use.	95%
Question 16	Kananaskis Country is more valuable to Albertans as a tourist resort where a wealthy clientele can enjoy luxury facilities in a mountain resort.	1%
	Kananaskis Country is more valuable to Albertans as a regional recreation area where a visitor can enjoy nature with basic facilities in a mountain setting.	99%
Question 17	There should be more overnight accommodation in Kananaskis Country	7%
	Additional overnight accommodation should be placed outside Kananaskis Country, in gateway communities such as Canmore, Longview or Turner Valley.	93%
Question 18	Kananaskis Country already is overused. Existing recreation activities should be scaled back to provide increased environmental protection.	61%
	Kananaskis Country is not overused. Existing recreation activities in Kananaskis Country should not be scaled back or relocated.	39%

4.7 Further Comments by Workbook Respondents on Future Recreation Development in Kananaskis Country

Respondents were asked whether they have any further comments regarding future recreation development in Kananaskis Country and the policies that govern recreation development.

Respondents made extensive use of this opportunity to comment at length on the issues of future and current development of all forms in Kananaskis Country. Over 90 per cent of respondents strongly express their opposition to additional development of any kind, and three-quarters also take great issue with most or all of the six current recreation development proposals. Approximately 15 per cent of all respondents also call for reduction and, in some cases elimination, of existing commercial ventures.

While some Workbook respondents convey their appreciation to the provincial government for the opportunity to participate in this public consultation, about 25 per cent of respondents question the purpose and integrity of the process. Many people point to previous surveys about development in Kananaskis Country, contending that the Province has largely ignored the results. Deep resentment is expressed about the tax dollars spent on repeated consultations which, they argue, have failed to influence government policy. It is frequently said that the Government is simply re-visiting the issue until it receives a pro-development response; many predict that anti-development results will not be released to

the public. Indeed, lack of faith in the Government's willingness to listen to the public is a consistent and prominent theme throughout the responses.

Less than one per cent of respondents endorse additional private or commercial development in Kananaskis Country. About 10 per cent support limited expansion of recreational development, with extensive caveats about the sorts of projects and the conditions under which they would be acceptable. In general, respondents are extremely passionate about the perceived need to maintain the area as pristine wilderness unsullied by human development.



5.0 SUMMARY OF WRITTEN SUBMISSIONS FROM ORGANIZATIONS

5.1 Summary of Organizational Input

Written responses from organizations was designed to probe a range of issues and questions more deeply than was possible with the random sample Telephone Survey and to ask questions about particular regions of the Kananaskis Country. This stage also provided an opportunity to give respondents a greater level of information which was included in the Backgrounder and to have them elaborate on recreation development options. The written submissions from organizations would provide the detail and support to what was said in the Telephone Survey.

There were four types of written responses received from organizations to the Kananaskis Country Recreation Development Policy Review. They are 1) a petition, 2) letters, 3) a questionnaire campaign, and 4) a number of Workbooks completed by a wide range of organizations.

5.2 Petitions, Letters and a Form Letter Campaign

One petition was received sponsored by the Kananaskis Coalition and has 2,278 signatures. It requests "the Government of Alberta to protect legally the entire area known as Kananaskis Country from any further commercial or industrial development."

A number of letters were submitted by organizations and many of these letters dealt with single or specific issues. In the interests of fairly representing the content of the letters, a specific reference and summary of each letter is presented:

The Lodge at Kananaskis expressed concerns with the length of time and methodology of the consultation process. They did not feel the economic benefits and impacts of their business would be taken into consideration. They also do not feel stakeholders are fairly represented in the Policy Review process.

The Village of Longview feels the Policy review affects the Village and other gateway communities. They support the concept of limited development in Kananaskis Country and see a benefit in maintaining the wilderness area to the benefit of all Albertans and the many visitors who come to the area. They are concerned about the delay in implementing the resulting Recreation Policy.

The City of Calgary Waterworks Division has considerable interest in activities in Kananaskis Country as it contains the watersheds which are part of the water supply for the City of Calgary. They support the present low development scenario for the Elbow watershed as it provides 50 per cent of Calgary's drinking water. They are concerned about the effects of use and development in Kananaskis Country on future water quality, including cattle grazing and sewage treatment from developments.

Kananaskis Valley Leaseholder and Business Operators have concerns on the ongoing review of Kananaskis Country Recreational Policy Review. If the existing facilities are to continue to be viable, maintain or improve their position in the competitive recreation industry, further development will be essential. They support the continued administration of the existing guidelines as opposed to revised guidelines. They also suggest a need for a business climate which allows them to raise the necessary capital to maintain and enhance visitor facilities and associated infrastructure.

Kananaskis Improvement District Council feels strongly the integrity of Kananaskis Country must be secured for the citizens of Alberta and for future generations. They feel the existing policies have been effective in meeting the objectives of environmental protection while making available acceptable recreation and tourism and should not be substantially changed. They suggest minor changes to the existing policies and see the need for a policy which sets a limit to the amount of time a proposal can exist prior to a decision being taken.

The Boundary Ranch has concerns about the outcome of the Kananaskis Country Development Policy Review. They suggest the environmental impact of most businesses is limited as most visitors do not venture from the business sites. The policy review may affect their business potential.

Banff National Park (BNP), as the agency responsible for managing the adjacent land to the west of Kananaskis Country, suggests the need to work together in the management of shared resources and need to pursue common goals and strategies. A current priority for BNP is the maintenance of habitat, secure areas and movement corridors to support appropriate populations of wary carnivores. If significantly more development takes place in Kananaskis Country, the restoration of the grizzly population in the Central Rockies will be severely hindered. They would encourage a strengthening of the Recreation Development Policy and other relevant policies for Kananaskis Country to ensure

there is very little future development in the area and that strategies are in place to manage human use.

The Bow Valley Naturalists suggest Kananaskis Country should be considered at the landscape level. The current habitat fragmentation and islandization of protected areas is cause for concern over the impacts of growing populations and the spread of commercial/industrial development. There is more than enough development in Kananaskis Country. Projects currently in the review process or previously approved projects should be reconsidered or disallowed, no new projects should be considered and no new industrial development or motorized access should occur. The overall value of Kananaskis Country in the future will be its role as an intact, connected natural system where people's recreational experiences are with the natural resources and not a plethora of human development.

The Alberta Snowmobile Association would like to see increased opportunities for snowmobilers in new areas of Kananaskis Country. Access to larger areas with better snow would alleviate current crowding and safety concerns and result in positive economic benefits within Alberta. They would also like to see snowmobile access restored to levels which existed when Kananaskis Country was created.

The Calgary/Banff Chapter of the Canadian Parks and Wilderness Society submitted a detailed, extensive submission which went into great depth on the Recreation Development Policy Review. Their key recommendations are:

- It is the government's responsibility to take management actions now to secure the future of Kananaskis Country for all the natural inhabitants, as well as present and future Albertans.
- Full legal protection for the Spray, Smith-Dorrien and Kananaskis valleys, without any industrial intrusions is what the scientific data tells us - and what our souls need.
- A policy with corresponding legislative support should be developed that is definitive and unequivocal in its objective to direct further development outside of the Kananaskis Country region.
- A comprehensive plan for Kananaskis Country is required, and a substantial revision to the 1986 Integrated Resource Plan would be a sound starting point.
- No further intensive recreational development should occur within the boundaries of Kananaskis Country.

- Five fundamental guiding principles must be applied to any proposed developments.
- A needs assessment must precede any additional development proposals.
- A human use management plan is needed in harmony with the needs assessment.
- Continuing research is crucial to ensure data is available for strengthening the legislative framework needed to keep ecosystems intact and functioning.
- Cumulative impact assessment must be the guiding ethic for testing the effects of any proposed development on the environment.
- Kananaskis Country is public land that should not be developed for commercial or recreational purposes without full public disclosure and consultation before any decisions are made.
- An EIA is required for all proposed developments in Kananaskis Country.

Their submission also addressed the existing policies, the current review process, current built facilities, managing human use and proposed changes to recreational activities.

The Edmonton Branch of the Czech and Slovak Association of Canada made suggestions for improving the facilities and services in Kananaskis Country in general and Peter Lougheed Provincial Park in particular including ground squirrel control in the group camps, increasing the availability of block ice in the summer seasons and shower facilities for cross-country skiers.

The Calgary Snowmobile Club is interested in seeing additional snowmobiling opportunities made available in Kananaskis Country. Concerns presented include the small number of trails available, lack of snow in designated areas, current restrictions and crowding. They also submitted 78 form letters in support of their submission. They suggest snowmobiling opportunities be expanded in all multiple use areas in Kananaskis Country.

5.3 Organizational Workbooks

5.3.1 Setting the Stage

In total, 18 organizations submitted Workbooks on behalf of their organizations. Due to the similar nature of the responses, these have been grouped and analyzed together. The organizations who submitted a Workbook are as follows:

- Rocky Mountain Books
- Alpine Club of Canada - Rocky Mountain Section
- Prairie Mountaineer Hikers
- Alpine Club of Canada National Component
- Bow Corridor Organization for Responsible Development
- Trailminders of the Bow Valley
- Cochrane Environmental Action Committee
- Czech and Slovak Assoc. of Canada
- Alberta Bowhunters Association
- Calgary Mountain Bike Alliance
- Calgary Regional Trail Riders
- Castle-Crown Wilderness Coalition
- Alpine Club of Canada: Calgary Section
- Hostelling International - Southern Alberta Section
- Kananaskis Coalition
- Trail Care Group
- University of Calgary - Campus Recreation
- Seniors Outdoor Club of Calgary

5.3.2 Familiarity and Use of Kananaskis Country

Over 95 per cent of the groups indicated they were very familiar with Kananaskis Country. Of the groups, 65 per cent prefer Kananaskis Country over other mountain destinations and 30 per cent replied they don't know. When asked whether other recreation users affect their Kananaskis Country experience, 88 per cent think other recreation users affect their experience and 12 per cent do not think this is the case. Of the groups who think their experience is affected, 50 per cent think their experience is worse or much worse, 25 per cent think the experience is much better and the remaining 25 per cent don't know. At the same time, 87 per cent of the groups think non-recreation users make their experience worse or much worse. Respondents spoke of the

disturbances to aesthetics, degradation of wildlife habitat and trails, potential safety concerns and reductions in water and air quality. The top reasons organizations visit Kananaskis Country, in order of priority suggested, include: to enjoy the mountain setting, to enjoy nature and scenery, the adventure/wilderness experience, physical fitness and to get away.

5.3.3 What Organizations Members Do in Kananaskis Country

The top six recreational activities identified by the organizations which responded are backcountry camping, day-hiking, cross-country skiing, being in nature, cycling and mountaineering. Overall organizations are satisfied or very satisfied with current services and facilities. There is some dissatisfaction with backcountry camping, cycling and auto-access camping. Organizations identified 19 activities where they anticipate an increase in usage over the next five years and only four activities where a decline is anticipated. The highest priority increasing activities include, in order of priority: hiking, backcountry camping, backcountry skiing, horseback riding, and rock climbing. Those that they predict will decrease include: day-hiking, cross-country skiing, wildlife viewing, and canoeing and kayaking. These last are seen to be decreasing due to crowding and interference by other users.

Organizations submitting Workbooks indicate preferences and support for, many of the existing recreational facilities. There is not support for the existing levels of facilities for golfing, a tour boat operation, hotels, winter snowmobiling trails and summer off-road vehicle trails.

5.3.4 The Recreation Development Policies

At present, whenever an unsolicited commercial recreation development proposal for Kananaskis Country is put forward, the government evaluates it against five policies. The rationale for each policy is included on page 8 of the Backgrounder. Respondents were asked whether they strongly agree, agree, disagree or strongly disagree with each policy. They were then asked whether each policy has resulted in an appropriate balance between recreation development and environmental protection and whether the policy, as stated, will continue to result in an appropriate balance between recreation development and environmental protection. They were asked to provide the reasons for their views. Lastly they were asked to indicate whether any concerns were specific to a particular region:

- Spray, Smith-Dorrien,
- Kananaskis,
- Highwood,
- Jumping Pound,
- Elbow,
- Sheep.

Policy 1: All recreation and tourism developments will be consistent with the Kananaskis Country Subregional Integrated Resource Plan.

The responses from organizations indicate 25 per cent of respondents strongly agree, 44 per cent agree, 12 per cent disagree, 12 per cent strongly disagree and 6 per cent have no opinion. Some questions about the appropriateness of the Integrated Resource Plan were raised including it fails to address the ecological realities of Kananaskis Country and needs to change to reflect the need to protect the wildlife habitat and the natural environment. There is a mixed response on whether the policy has provided an appropriate balance with 30 per cent who agree, 30 per cent who disagree and 24 per cent who strongly disagree. A similar pattern exists when asked whether the policy will continue to provide an appropriate balance with 29 per cent of respondents who agree, 35 per cent who disagree and 24 per cent who strongly disagree. The pattern of the responses suggests there is roughly 60 per cent of the organizations who do not think the policy will be effective in the future.

Roughly 60 per cent of the organizations also responded they have concerns specific to regions of Kananaskis Country. Every one of these groups have concerns with the Spray, Smith-Dorrien region and half the groups have concerns with all the regions.

Policy 2: No town-sites will be allowed to develop and no permanent or non-essential residency will be permitted in Kananaskis Country.

All of the organizations who responded to this policy either agree (12 per cent) or strongly agree (82 per cent). When asked if the policy resulted in an appropriate balance between recreation and environmental protection, 30 per cent of respondents strongly agree, 35 per cent agree, 12 per cent disagree and 12 per cent have no opinion on the question. On the question of whether the policy will continue to result in an appropriate balance in the future, the ratio of

those who do not think this is the case opposed to those who think the policy will work in the future is roughly two to one. The results indicate while the policy is appropriate and supported, there are significant concerns the policy will not be applied.

As with Policy 1, there are concerns with the Spray, Smith-Dorrien and the Kananaskis Valleys.

Policy 3: Wherever possible, commercial and non-profit development will be directed outside Kananaskis Country.

There is strong agreement with this policy with a total of 94 per cent either agreeing (30 per cent) or strongly agreeing (64 per cent). When asked if the policy has resulted in an appropriate balance, 35 per cent of respondents strongly agree, 24 per cent agree, 18 per cent disagree and 12 per cent strongly disagree. Again, the differences have more to do with a perception that the policy has not been implemented than with the policy itself. This agreement is repeated in the organizations assessment of whether the policy will contribute to an appropriate balance in the future. Concerns are expressed on whether the policy will be enforced and the developments currently under consideration will be cancelled. The majority of the concerns with this policy apply to all of the regions of Kananaskis Country.

Policy 4: No time-share, condominium or second-home developments will be permitted.

There is little support for the concept of time shares, condominiums or second home developments in Kananaskis Country with 82 per cent of the organizations who strongly agree and 12 per cent who agree with the current policy. On the question of whether the policy has resulted in an appropriate balance between recreation development and environmental protection, roughly 70 per cent of the organizations either strongly agree (47 per cent) or agree (23 per cent) with the policy. Those who strongly disagree make specific reference to the condominiums at the Fortress Ski Hill. The same response pattern exists for the question of will the policy contribute to an appropriate balance in the future. There are references to the long term benefits of this policy in ensuring equal access to Kananaskis Country, the need to enforce the policy and withstand the pressures of developers and concerns about whether the policy will be implemented.

Most of the concerns over this policy apply to all of the regions of Kananaskis Country.

Policy 5: Development will only be considered when the proponent can demonstrate an appropriate and viable business opportunity with acceptable environmental and socio-economic impacts.

There is limited support for both the policy and the suggestion that the policy contributed to an appropriate balance between recreation development and environmental protection, with 59 per cent of the organizations who strongly disagree with the policy compared to the 12 per cent of organizations who strongly agree and 18 per cent of organizations who agree with it. Even those organizations who strongly agree with the policy suggest development be restricted including the current development proposals. Comments on this policy suggest it is more likely to result in unwarranted development than to achieve environmental protection. Opinion is also split on whether this policy will provide an appropriate balance in the future with 29 per cent of organizations strongly agreeing or agreeing and 29 per cent disagreeing or strongly disagreeing. An additional 23 per cent of the organizations had no opinion on this question.

One-half of the organizations who responded indicated their concerns apply to all the regions of Kananaskis Country and the other half specifically referenced the Spray, Smith-Dorrien and the Kananaskis Valleys along with the Highwood Region.



5.3.5 The Development Review Process

A number of comments suggested there was no need for a review process as there was no need for further development. There were a number of suggestions for changes to the current review process for unsolicited, commercial recreational proposals. They included posting a bond for potential environmental cleanups, involving the public in the review process, making an environmental review/assessment mandatory, creating a Development Review

Panel and eliminating favoritism or patronage when considering development approvals.

None of the organizations felt there is adequate public involvement in the current development review process. They made a number of suggestions including all projects passing initial screenings to have a public hearing, making the Kananaskis Country Interdepartmental Committee a public body with stakeholders having representation and increasing public accountability for the process.

The organizations proposed a number of criteria which could be used in assessing future recreational development proposals. They have also been prioritized with the criteria suggested most often presented at the top of the list.

1. Wildlife Habitat
2. Wilderness Experience
3. Impact on Existing Users (both on access and experience)
4. Environmental Quality
5. Mechanized or human propulsion
6. Air and Water quality
7. Affordability to all Albertans
8. Visual Quality
9. Location outside Kananaskis Country
10. Concentrated or dispersed impacts

5.3.6 Growth and Change in Kananaskis Country

When asked whether issues related to growth management were of concern as the population in Alberta and tourism continues to grow, over 80 per cent of the organizations expressed concern. There were large number of suggestions put forward for managing increasing numbers of recreation users in Kananaskis Country. They included: marketing the area as a recreation area only, increasing the number of official trails, distributing use to less environmentally sensitive areas, grooming marked trails, establishing additional accessible multiple use recreation areas, increasing environmental education efforts, limiting access to ecologically sensitive areas, slowing down commercial development, introducing quota systems and demand side management, capping existing developments, continuing interpretive programs and managing the area as wilderness. In summary, there were suggestions to limit both the users and the facilities and to use education as a means of reducing impacts.

5.3.7 Changes Or Modifications To Recreational Facilities Or Activities

Respondents were asked what, if any, recreational facilities or activities that they would like to see changed or modified in some manner in Kananaskis Country. They were asked to select up to five activities and indicate what changes they would like to see.

There was a wide range of suggestions for changes to activities or facilities made by the organizations. They range from suggestions to eliminate or ban activities to seeking improvements or enhancements. A number of activities based on motorized vehicles, including all-terrain vehicle riding, heli-hiking, helicopter touring, power boating and snowmobiling received numerous suggestions to have these activities eliminated or scaled back. There were some suggestions that hunting be limited or eliminated and one suggestion to increase bow hunting opportunities.

Organizations feel that the activities of downhill skiing and golfing should continue at the current level with no additional developments or expansions. There were calls to add more trails for hiking, mountain biking and cross-country skiing and to improve the levels of trail maintenance and grooming. Some

additional facilities in support of horseback riding and rock climbing were suggested. Increased operating seasons for auto accessible camping and cycling on Highway 40 were also mentioned. In terms of roofed accommodations, opinion was split on whether to add mountain lodges or take them down. Modifications to an existing hostel and the addition of a second hostel were suggested.

5.3.8 Organizational Beliefs and Attitudes

In the next series of questions, organizations were offered several pairs of strongly opposing value statements. For each pair, they were asked to indicate the statement that came closest to their own views as Albertans.

As can be seen in Figure S-25, questions 15 to 17, nearly all organizations selected the same value statements which favoured values related to limiting recreation development and protecting the environment. For question 18 the responses were evenly split between those who think Kananaskis Country is overused and those who do not think so. One-half of the organizations would favor scaling back existing recreational development in response to a perception Kananaskis Country is overused.

Figure S-25: Organizational Beliefs and Attitudes

Question 15	When you get right down to it, Kananaskis Country is a resource for our enjoyment. Wildlife must adjust to human activity.	13%
	Kananaskis Country is the home for wildlife. It is our responsibility to protect this area for them, even if that sometimes limits human use.	87%
Question 16	Kananaskis Country is more valuable to Albertans as a tourist resort where a wealthy clientele can enjoy luxury facilities in a mountain resort.	0%
	Kananaskis Country is more valuable to Albertans as a regional recreation area where a visitor can enjoy nature with basic facilities in a mountain setting.	100%
Question 17	There should be more overnight accommodation in Kananaskis Country.	13%
	Additional overnight accommodation should be placed outside Kananaskis Country, in gateway communities such as Canmore, Longview or Turner Valley.	87%
Question 18	Kananaskis Country already is overused. Existing recreation activities should be scaled back to provide increased environmental protection.	53%
	Kananaskis Country is not overused. Existing recreation activities in Kananaskis Country should not be scaled back or relocated.	47%

5.3.9 Summary Thoughts and Suggestions from Organizations

Organizations had the opportunity to provide additional comments regarding future recreation development in Kananaskis Country and the policies that govern recreation development.

Two-thirds of the organizations provided an additional response. More than half of the responses echo the theme of no additional development being required. A number of organizations specifically mention the six current proposals on Page 6 of the Backgrounder and suggest they be cancelled. There were also some negative comments on commercial operations. One comment highlighted the need to remember Kananaskis Country is a multi-use area where people and low impact activities should be encouraged and welcomed. Another appreciated the opportunity to provide input on the Recreational Development Policy Review and hoped future decisions will be based on "Listening to Albertans..." and not just special interest groups."



6.0 KEY MESSAGES FROM THE KANANASKIS RECREATION DEVELOPMENT POLICY REVIEW

This section presents the key messages that have been drawn from the Random Sample Telephone Survey of Albertans, the Workbook completed by those who self selected and the written submissions from organizations with an interest in Kananaskis Country. What is paramount to note are the similarities, differences and parallels that can be drawn between the responses from these processes.

6.1 Key Messages from the Telephone Survey of Albertans

The following set of key messages are based on the 1,272 participants who responded to the random sample Telephone Survey. The Telephone Survey sampled, with significant statistical accuracy as discussed previously, a random sample of participants from across Alberta. These "average" Albertans had some very significant and consistent messages regarding the Kananaskis Country Recreation Development Policy.

- Many of the earlier reports on Kananaskis Country, user statistics and 'myths' about Kananaskis Country have indicated that Kananaskis Country is primarily a "playground" for Calgary, Canmore and Banff. What the Telephone Survey demonstrates is that the usage of Kananaskis Country is widely supported across Alberta. Previous Kananaskis Country user statistics indicate a relatively low level of participation and usage from outside southern Alberta. In this Telephone Survey, it is noteworthy that usage by those from the Edmonton region and other areas of Alberta, for example, is higher than anticipated, although their frequency of use is lower than the survey results from Calgary and the surrounding region. This is also true of those outside the two major regions, generally including the smaller cities and communities in Alberta and the rural areas. From the response on the Telephone Survey, over 70 per cent of Albertans visited Kananaskis Country within the last five years, many on multiple occasions. Over 25 per cent of Albertans have been to Kananaskis Country more than five times in the last five years.
- Assessing the respondents who reside outside of the Edmonton and Calgary regions, over 40 per cent of those respondents have been to Kananaskis Country on multiple occasions in the last five years. Kananaskis Country is a "Place for Albertans."

- When asking the Telephone Survey participants what activities they have undertaken while in Kananaskis Country, a clear pattern becomes evident. Hiking (30 per cent), skiing (10 per cent), golfing (7 per cent), camping (7 per cent), sight seeing (6 per cent), fishing, biking, driving, walking, and mountain biking are major activities. These top ten activities represent approximately 80 per cent of overall use by the “average” Albertan.
 - As demonstrated, randomly sampled Albertans do many things in Kananaskis Country. The diversity of activities is significant and the majority are based on outdoor active or passive recreation. This diversity of opportunity is of key importance to these Albertans.
 - Randomly sampled Albertans appear to view themselves as stewards of this unique “wilderness” area, and wish to promote this aspect of Kananaskis Country above all others. There also is recognition that such an approach sees value in Kananaskis Country’s natural wilderness character.
 - If participation for all passive leisure activities such as walking, fishing, driving, and viewing nature are combined, a major proportion of randomly sampled Albertans use Kananaskis Country for passive outdoor recreation as an “escape” to the solitude of Kananaskis Country.
 - The key reasons why Albertans go to Kananaskis Country as opposed to other mountain national parks are that it is less crowded, for the location, access, quieter, more wilderness experience. Randomly sampled Albertans say they are looking for this.
 - The multiple use nature of Kananaskis Country is acceptable at present to the randomly sampled Albertans who have visited Kananaskis Country. However, from many of the comments the situation is reaching the point of no longer being acceptable.
 - Albertans in the Telephone Survey strongly recognize the need to balance protection and use of Kananaskis Country. They are concerned that their actions can negatively impact wildlife. They see that stewardship should take priority over recreation development.
 - There is a preference for non-motorized, lower impact, activities in a natural setting in Kananaskis Country which satisfy respondents needs for recreation. Albertans sampled in the Telephone Survey do not want to see downhill skiing, snowmobiling, golfing and off-road opportunities expanded, rather, smaller scale development such as trails and small scale lodges allowed.
 - Albertans indicate overall support for the recreational development policies but there is concern as to their application and on-going regulation.
 - Based on the paired value questions, randomly sampled Albertans clearly indicated their belief that wildlife protection is more important than human activity in Kananaskis Country, and that wilderness and wildlife may be at risk with any further developments. They believe that Kananaskis Country is more valuable as a regional recreation area with basic facilities than as a tourist resort with luxury facilities. Respondents had more difficulty deciding whether Kananaskis Country is already overused, and whether current activities need to be scaled back.
- ## 6.2 Key Messages from the Workbook Respondents
- Workbook respondents indicated increasing future participation in many outdoor recreation activities. These recreational activities and how the increased demand will be handled will be key to future support for and popularity of Kananaskis Country. Will the increases be managed well, or controlled well is a question commonly asked by respondents. The respondents are noting increasing conflicts due to demands on recreation facilities and activities due to increasing numbers of users. There are also increasing conflicts between recreational and non-recreational activities such as helicopter use, cattle, oil and gas, hunting and forestry. Respondents indicate that further increases in recreational and other non-recreational use may exacerbate this problem.
 - Workbook respondents indicated that there are a number of activities which will result in a 20 per cent to 30 per cent increase in participation in the future. These include:
 - day-hiking
 - cross-country skiing
 - being in nature
 - backcountry camping
 - mountain biking
 - wildlife viewing
 - backcountry skiing
 - Workbook respondents indicate a significant support for a mix of uses and users – accessibility to handicapped, seniors, youth, and others were all seen as very positive and should be continued.

- Workbook respondents felt that there was need to have the Integrated Resource Plan updated as soon as possible. The feeling was that the policy is very outdated for the 1990's or 2000's. The basic concern was that an ecological basis has not been built into the land use planning process and this needs to occur. In addition, there were a variety of suggestions that implied that Kananaskis Country needs a new overall vision. The 'opportunity' to access the range of outdoor recreation activities is the most critical concern to the public - the natural resource is the attraction, not the facilities.
- The Workbook participants were generally in support of the range of facilities that have been created under the existing policies and process. The strongest support focused on camping and day-use facilities, non-motorized trails for hiking or cross-country skiing, the Visitor Centres, and small fixed-roof accommodations, downhill skiing, the Nordic Centre, special-use camps and riding ranches. All of these facilities were supported by over three quarters of the respondents as 'just right' or a need for slightly more. Tour boats, golfing, hotels, off-road and snowmobile trails were the only facilities that caused concern and significantly lower support from participants.
- Overall, nearly three quarters of the Workbook respondents demonstrated a strong message that Kananaskis Country has provided an acceptable set of facilities (roofed and soft) to date. The respondents are satisfied, but there was concern that Kananaskis Country is reaching its limits. From the comments, respondents are tolerant and supportive of what has happened in Kananaskis Country in the past and up to the present, but in the future with increasing levels of activity and recreational development the tolerance will disappear.
- There was overall support from Workbook respondents for the recreational development policies but there was concern as to whether they would be applied and regulated appropriately. There is little confidence as to how Kananaskis Country will be managed in the future. Policy Five caused the greatest uncertainty and concern. "Great policy if only enacted" and "too ambiguous" typified the responses.
- Workbook respondents indicated that the Review Process for Unsolicited Commercial Recreational Development Proposals needs to be reorganized and "re-mandated." Provision for transparency of decision making was seen as essential. A major public involvement component needs to be introduced for any development review process including the screening stage.
- Many of those completing the Workbook on Kananaskis Country indicate that they believe there has been an appropriate balance in the past and it has remained intact. Now, however, there is significant concern that this will not be the situation if it is more extensively developed. Workbook respondents are tolerant of the development that is in Kananaskis Country now. A major sentiment was to put environment first on the list, not after everything else.
- Extensive comment was made by Workbook respondents regarding the elimination of the six development proposals which are not part of the current moratorium. This is supported by many of their comments which state that the current balance of facilities was "just right," however, if these other proposals proceeded, it was their feeling that this balance would be lost.
- On the issues of accessibility and affordability, the overall comment can be typified as "not another Banff."
- Heavy users tend to be more supportive of environmental protection over additional use and development, and to feel more strongly that Kananaskis Country is already overused and overdeveloped.
- On the question of growth management, Workbook participants recognized the need to manage human use. Too many people can create problems and respondents recognized that growth and their impacts are caused by people, hence there is a need to manage people. However, at the same time, many respondents are assuming management of other people, not themselves, and they will be able to continue doing what they are already doing, a dichotomy to say the least.
- Workbook respondents indicate a greater desire for balance between natural areas and development. They are seeking and seeing in Kananaskis Country the real value for passive and spiritual retreat.
- The highest level of concern regarding current and future recreational development of all kinds amongst the Workbook respondents is for two of

the regions, first the Spray, Smith-Dorrien Valley and second, the Kananaskis Valley.

- Throughout the five policy questions, a high percentage of those respondents who disagree with the policies do not support additional development. Their disagreement reflects their concerns that the policies will not restrict or control future development. There is only an extremely small number of respondents who advocate additional developments.
- Finally, Workbook respondents see that Kananaskis Country is approaching the limits of acceptability – action needs to be taken. Respondents recognize that there is a need to look at day use and control of human limits.



6.3 Selected Similarities and Differences between the Telephone Survey and the Workbook Respondents

Similarities:

- Similar reasons for going to Kananaskis Country and for preferring it over other destinations (wilderness values, natural scenic beauty, peace and quiet, closer/more accessible, less crowded, not as commercial as Banff, less expensive)
- Hiking and cross-country skiing were the most popular activities
- Strong support for existing Recreation Policies
- Environmental protection should be given a priority over recreation and development
- Preference for limiting future development to small-scale development and small additions

- Wildlife protection is more important than human activity in Kananaskis Country, and that wilderness and wildlife may be at risk with any further developments
- Kananaskis Country is more valuable as a regional recreation area with basic facilities than as a tourist resort with luxury facilities.
- Protecting the wilderness character and natural environment of Kananaskis Country is a core value of Albertans. An important inference is that this value could usefully be incorporated into the recreation development review policies used to assess the appropriateness of recreation development proposals.

Differences:

- Workbook respondents are more likely to prefer Kananaskis Country over other destinations
- Workbook respondents also are more likely to be familiar with or very familiar with Kananaskis Country, to have visited in last five years, and to have visited frequently
- Workbook respondents are more likely to indicate that their experience is negatively affected by the multiple use nature of Kananaskis Country
- The value statements between that of the Telephone and Workbook participants differ in terms of the degree to which the Telephone participants supported the need for environment and wilderness for Kananaskis Country. However, the proportion is high, just higher for Workbook participants
- Telephone survey participants hike, enjoy the scenery as well as many other activities and are more likely to golf in Kananaskis Country whereas Workbook respondents are more likely to hike, backcountry camp, enjoy nature, view wildlife and to backcountry ski
- Generally, the Workbook responses show lower proportions of activity for the following: wildlife viewing, cycling, mountain biking, interpretive programmes, fishing, bird watching, golfing, and snowmobiling

7.0 RECOMMENDATIONS BASED ON THE PUBLIC RESPONSE TO THE KANANASKIS COUNTRY RECREATION DEVELOPMENT POLICY REVIEW

7.1 Introduction

Praxis is making the following set of recommendations based on the expressed opinions of Albertans who were randomly sampled in a statistically valid Telephone Survey, those who self-selected and completed the Kananaskis Country Workbook and self-selected organizations who either completed the Workbook or submitted written submissions to the process. It is understood that there are a number of other inputs that will be used by AEP in its review of the Kananaskis Country Recreational Development Policy including environmental data, user studies and other information generated by AEP and other departments of the Alberta Government.

However, Praxis strongly recommends that AEP give careful consideration to each of the following recommendations as they revise the policy. It is understood that it will be very difficult to build thirteen major policy recommendations into the five existing policies. These recommendations are intended to demonstrate how the policy could be revised and improved to address the most prevalent public preferences as presented in this report. *The following recommendations are not prioritized, they are all equally important.*

7.2 The Recommendations

Recommendation 1:

Protection of the natural environment and the wilderness character of Kananaskis Country should be the overriding and guiding principle for the Kananaskis Country Recreation Development Policy. While the current five policies are strongly supported by the Telephone Survey, Workbook, and organizational participants, there is overwhelming concern that Kananaskis Country needs a contextual framework of natural and wilderness environment and the Recreational Development Policies must support this guiding principle. One further way of demonstrating this is to change the name of the policy to "The Kananaskis Country Recreation Policy". All proposed recreation developments and uses should be evaluated first and foremost against this guiding principle.

Policy Five must be re-focused to reflect a priority on environmental protection as opposed to economic viability and other socio-economic impacts. In addition, ambiguous terminology such as "townsite," "non-essential residency," "appropriate," "viable," and "where ever possible" needs to be clearly defined in each of the five policies.

A broadly-based stakeholder and government working group should be established to assist in defining ambiguous terminology and developing evaluation criteria.

Recommendation 2:

The Recreation Development Policies must be incorporated in a new or updated resource management plan which reflects current ecological and socio-economic information, as well as changing public values. This plan must then be updated on a regular basis. The resource management plan should continue to include a mandate for multiple use in areas of Kananaskis Country that have not been designated as protected areas. Protection of the natural environment and the wilderness

character of Kananaskis Country should be paramount guiding principles even in multiple use areas. Allocation of lands for multiple use should be managed according to an updated zoning system that is based on current ecological information. This will ensure that the resource management plan provides an appropriate vision and framework for decision making, including application of the Recreation Development Policy.

Recommendation 3:

The potential for establishing new or expanded areas with enhanced protection within Kananaskis Country should be explored. Requirements indicate that new areas could be established through new policy or legislation. Public concern for strong environmental protection was most frequently expressed for the Spray, Smith-Dorrien and the Kananaskis Valleys. These are the two areas that should be given first priority in this regard.

Recommendation 4:

Further support the concept of no time-share, condominium or second-home development in Kananaskis Country. The vast majority of respondents to the Telephone Survey, the Workbook and respondents from organizations state that there should be no exclusivity of access or use of facilities in Kananaskis Country, now or in the future. In terms of affordability, access should not be cost-prohibitive to the average Albertan.

Recommendation 5:

The Recreation Development Policy must clearly articulate the types and levels of recreation facilities and support facilities that are most appropriate in Kananaskis Country. The vast majority of respondents to the Telephone Survey, the Workbook and respondents from organizations feel that the current mix of facilities and activities is “just right.” This majority indicate that appropriate developments could include small scale facilities and improvements such as trails, trailhead facilities, small lodges, and backcountry campsites. They specifically state that new or major expansions to downhill ski areas, golf courses and major resorts should not be allowed. In addition, there was priority to maintain and enhance the operations and maintenance of all facilities as a priority before building any new facilities.

Recommendation 6:

Continue and enhance the separation of incompatible recreation and non-recreation activities in Kananaskis Country. It was clear that many respondents had concerns over the conflicts between some recreational uses such as motorized activity, horse travel and mountain biking. The government policy of separating conflicting activities has worked but needs to be enhanced and supported.

Recommendation 7:

Predictable criteria should be developed against which development proposals can be clearly measured. Criteria related to pollution prevention related to air, water and noise should form key components of these criteria. For example, noise pollution from mechanized activities or effects on water quality from golf courses, etc. A public process and established timeframe should be instituted to evaluate success in applying each policy according to the prescribed evaluation criteria.

Recommendation 8:

Decision making regarding development in Kananaskis Country needs to become more open, transparent and participatory. The Development Review Process should become more publicly accountable with meaningful public consultation at all stages of the process. User groups should be involved in the decision making process to allocate land uses and in resolving conflicts among different users in Kananaskis Country.

Recommendation 9:

There should be a “sunset clause” for development proposals. Under the revised Recreation Development Policy, if new, approved developments are not constructed by a specified date, the approval should be cancelled. In the case of existing, approved developments, including those currently included outside the moratorium, proponents should be given a specified time in which to proceed, after which they should be required to resubmit their proposal. At that time, it would be subject to the new Recreation Development Policy and review processes.

Recommendation 10:

The Recreation Development Policy must have the ability to manage the increasing types and levels of recreation activities in the future. There is strong support by the Telephone Survey, Workbook, and organizational participants for limits and restrictions on recreational activities to protect wildlife and the environment and maintain a quality visitor experience. Limits become even more critical given respondents' stated intentions to increase their participation from 20 per cent to 30 per cent in a significant number of recreation activities, particularly day use activities.

To support this management approach, there will be the need for a broadly based public education initiative to inform and educate users about the implications of changes to the Kananaskis Recreation Development Policy.

The broadly-based stakeholder and government working group previously discussed should help establish limits to growth and ways to manage recreation growth in Kananaskis Country.



Recommendation 11:

The Recreation Development Policy must support the gateway communities so they can become greater focal points for “basic and essential services.” Many Workbook and organizational respondents noted that significant development should occur on the periphery of Kananaskis Country. In particular, refocusing of day use recreational development and activity should be focused on the eastern regions of Kananaskis Country. The eastern regions are more hardy and less developed and there is the desire for the activity from the gateway communities of Longview, Bragg Creek, Turner Valley and Black Diamond.

