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# Cross-Border Approaches to Protected Areas, Heritage Conservation, and Tourism: A Parks Canada Perspective

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## Abstract

*Many issues facing individual protected areas agencies transcend park and national boundaries and also affect neighbouring countries. Issues of common concern provide opportunities to work collaboratively on a continental or regional scale to improve protected area management, share best practises and address park management challenges that can only be resolved through mutual cooperation and information exchange. At the global scale, there has been increasing interest in transboundary parks and cross border cooperation and the institutional and governance arrangements that have been put in place for their management. Transboundary protected areas and consideration of benefits beyond boundaries were a major focus of presentations, discussions and recommendations at the 2003 World Parks Congress.*

*Within this larger global context, this paper provides an overview of Parks Canada's transboundary protected area work, the issues being addressed and some examples of institutional arrangements that have been developed to manage cross border cooperation.*

## Transboundary protected areas: The Global Context

A recent analysis shows there to be 188 internationally adjoining protected area complexes and other transboundary conservation areas, including at least 818 protected areas in 112 countries (Besançon and Savy, 2005). The total size of all these protected area complexes is more than 3,169,000 square kilometres, representing approximately 16.8% of the global extent of protected areas.

Of relevance to this paper is the finding that nearly half of the total extent of internationally adjoining protected areas is located in North America (Table 1). This is due in large part to the contribution of two complexes, each of about 15 million hectares that lie adjacent to the USA and Canada border. These are the formally designated Kluane/Wrangell-St Elias/Glacier Bay/Tatshenshini-Atsek transboundary World Heritage Site and an unnamed transboundary complex

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\* The views expressed are those of the author and do not necessarily reflect the views of Parks Canada.

involving Ivvavik National Park (Canada) and the Arctic National Wildlife Refuge (USA). The large size of the Quttinirpaaq National Park (Ellesmere Island)/Greenland transboundary protected area complex (101 million hectares) in the high Arctic also makes a sizeable contribution. The Waterton-Glacier International Peace Park World Heritage Site on the border of Canada and the USA (Alberta and Montana) is another large transboundary protected area complex of about 4600 square kilometres.

**Table 1. Internationally adjoining protected area complexes by continent**

Region	2005 PA's	2005 Complexes	Size (Hectares)
North America	97	15	145,897,290
Africa	186	33	64,048,168
Central and South America	161	29	52,386,893
Asia	185	46	45,964,411
Europe	189	65	8,618,981

Countries with the greatest number of internationally adjoining protected area complexes on their borders include the Russian Federation (21), China (14) and Canada (12).

The number, extent and location of internationally adjoining protected area complexes shows that such areas are a significant and widely used mechanism to achieve biodiversity conservation at a landscape scale as well as social and economic goals. Fostering new opportunities for sustainable development and engendering a culture of peace and cooperation between and among countries are additional benefits provided by such areas. Creation and effective management of these areas requires governments, NGOs and civil society to work with one another through innovative governance mechanisms. Although there is a growing body of literature related to transboundary parks and protected areas, there has been relatively little research on cross boundary cooperation related to historic sites that interpret shared historical themes.

### **Parks Canada's Legislative and Policy Mandate for Bilateral Cooperation**

Parks Canada's international role is not addressed in any of the substantive provisions of its legislation. The most explicit statement is the Preamble to the Parks Canada Agency Act that states:

*And whereas it is in the national interest .... to contribute towards the protection of and presentation of the global heritage and biodiversity (Government of Canada 1998).*

Parks Canada's Guiding Principles and Operational Policies (1994) include a number of general provisions regarding an international role for the Agency.

The Vision Statement includes a reference to “helping and cooperating with others to protect and present heritage...through ...fostering and advocating heritage protection and presentation, both nationally and internationally.” Under the principle of Leadership and Stewardship, Parks Canada is seen as having a “...broader responsibility to the conservation and interpretation community within Canada as well as other countries” (Parks Canada Agency 1994).

### **National Parks and Historic Sites of Canada: Positioned for cross boundary cooperation**

Parks Canada has responsibility on behalf of Canadians for forty-two national parks/reserves totalling 276,000 sq kms and two marine conservation areas totalling 1,283 sq kms. In addition, the agency is responsible under the Historic Sites and Monuments Act for 916 National Historic Sites, 154 of which it administers. Reflecting the historical development of the country and the focus of early park establishment in pursuit of economic and tourism objectives, many national parks and historic sites are located in close proximity to the US border (Figure 1). This generates a need as well as providing an opportunity for cross border cooperation. Ecosystems do not respect political boundaries and cooperation is essential to effectively manage shared ecosystems, address cross border tourism and address other issues of mutual interest.

### **Institutional Arrangements for Cross-Border Cooperation**

In their presentation at the World Parks Congress, Van der Linde and Oglethorpe (2005) concluded that effective transboundary management requires an iterative process and cautioned against a fixed or blueprinted approach. Essentially, cross border cooperation requires institutional arrangements that are suitable to the countries that are working together to manage cross border protected area issues. A variety of types of agreements to accommodate different needs, strong communication amongst individuals and organizations involved in cross border issues, and an enabling environment that promotes transboundary cooperation are essential ingredients for success.

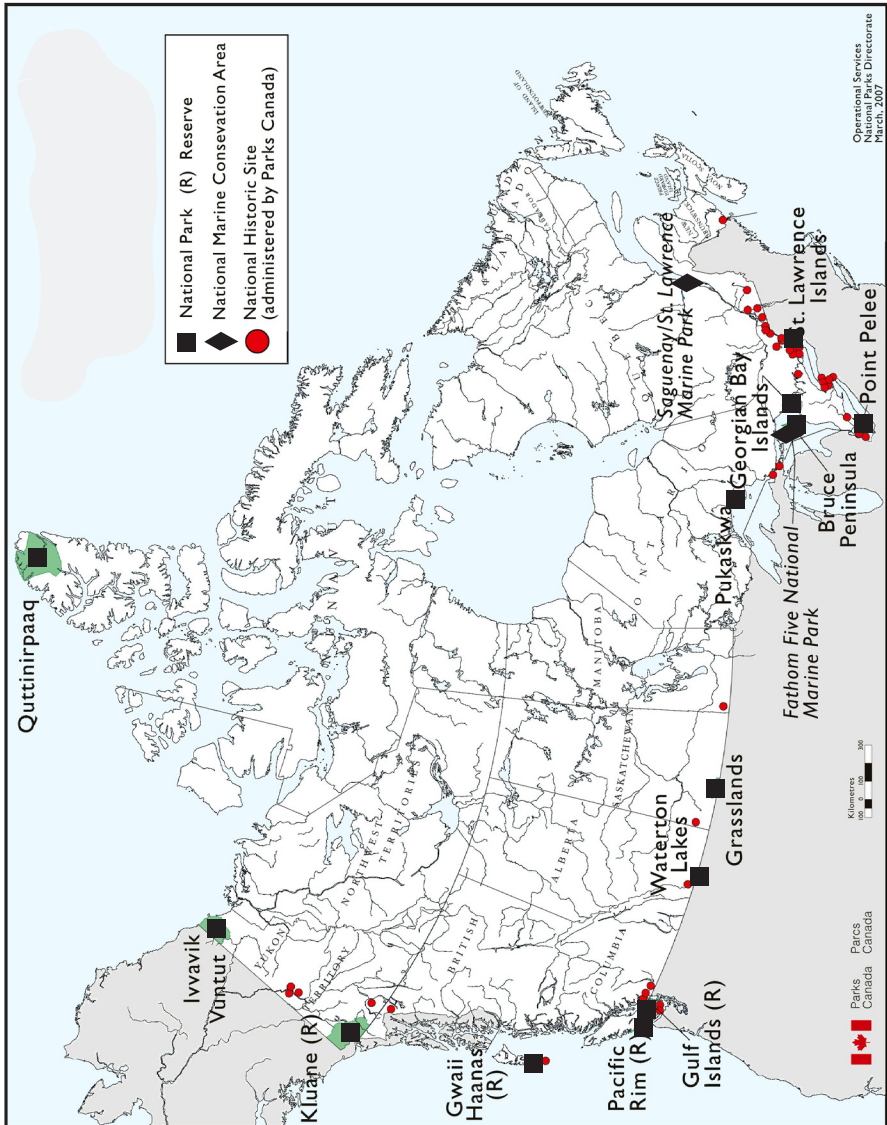
In the case of Parks Canada’s strategic arrangements for cross boundary cooperation – two are of particular note. The first, and the most relevant is the Memorandum of Understanding (MOU) on Cooperation in Management, Research, Protection, Conservation and Presentation of National Parks and National Historic Sites between Parks Canada and the US National Parks Service (1999). A second and more general arrangement that has more limited application to cross boundary cooperation is in the form of the protected area provisions associated with the Arctic Council Declaration of 1996 and the Conservation of Arctic Flora and Fauna Program.

The Parks Canada-USNPS MOU was negotiated and signed in 1998 by the Assistant Deputy Minister for Parks Canada and the Director of the National Parks Service of the US Department of the Interior. An annex was added in

1999 identifying priority areas for collaboration. The MOU is an agency-to-agency instrument of understanding and basis for cooperation, signed by senior officers of both organizations, rather than a political accord.

The MOU is focused on enhanced cooperation between the US National Park Service and Parks Canada in the management, planning, development, preservation, research and conservation of national parks, national historic sites, and national cultural heritage resources. It builds on the fact that the United States

**Figure 1. Protected Areas Close to or Contiguous with Canada's Border**



and Canada are both parties to the World Heritage Convention and that both manage World Heritage Sites including two cross border sites. A stated purpose of the MOU is to strengthen the management and conservation of national parks close to, or contiguous with the border for the purpose of conserving shared ecosystems. Box 1 shows the priority areas for cooperation.

**Box 1**

Priority areas for possible collaboration between Parks Canada and the U.S. National Park Service pursuant to the Memorandum of Understanding:

- World Heritage Site in the St. Elias Mountains (Kluane National Park, Wrangell-St. Elias National Park and Preserve, Glacier Bay National Park and Preserve, and Tatshenshini- Alsek Provincial Wilderness Park);
- Waterton/Glacier International Peace Park World Heritage Site
- Lake Superior
- St. Croix River and Island
- Roosevelt-Campobello International Park
- Perry's Victory and International Peace Memorial
- Chilkoot Trail
- Pacific coast marine parks
- National Parks in the Yellowstone to Yukon Corridor
- Underground Railroad
- Regional Air-Quality Partnerships
- Guide's Guide
- Market and Visitor Research
- Immigration History Sites Network

A second purpose of the MOU is creation of a framework for cooperation and coordination between the two agencies concerning the commemoration, conservation and presentation of natural and cultural heritage sites. In terms of governance, the agreement calls for a co-chaired Intergovernmental Committee to discuss progress on projects and possible areas for future cooperation that will meet periodically, alternating between the two countries. The co-chairs will designate representatives to oversee, direct, jointly negotiate, approve, implement and monitor the progress of cooperative activities developed to accomplish the objectives of the MOU. Progress reports on projects undertaken under the agreement will be provided to the Intergovernmental Committee for its review.

The MOU provides for a range of cooperative activities: exchanges of technical and professional information; participation in joint seminars, conferences, training courses and workshops; joint planning and research teams; and, exchanges and/or secondment of personnel, specialists and consultants. Areas of mutual interest and benefit for cooperative activities include the following:

- Strengthening participation in the World Heritage Convention, and complementary participation in international membership organizations

such as The World Conservation Union (IUCN) the World Commission on Protected Areas, the International Council on Monuments and Sites (ICOMOS and multilateral conservation initiatives such as UNESCO Biosphere Reserves;

- Research, inventory, documentation and monitoring of natural and cultural heritage resources and sites and related conservation technologies;
- Planning, sustainable design and appropriate development of heritage sites;
- Public information programs and materials to increase understanding of and community support for conservation objectives and heritage;
- Joint identification, conservation, and interpretation of heritage sites and transboundary resources of shared significance to the people of the US and Canada; and
- Development of joint heritage tourism initiatives.

Cooperation under the memorandum is subject to the availability of funds and staff and the agreement does not create a new financial structure. Parks Canada and the USNPS decide upon funding and staff availability before individual projects are undertaken.

### **The Arctic Council Conservation of Arctic Flora and Fauna Program**

The Arctic Council is a high-level intergovernmental forum for circumpolar co-operation on shared environment, socio-economic and cultural issues. It was created in 1996 to address common issues faced by Arctic states: Canada, Denmark (including Greenland), Finland, Iceland, Norway, the Russian Federation, Sweden and the United States. Foreign ministers represent countries. Representatives of the Arctic's indigenous peoples' organisations have a role as Permanent Participants. This enables indigenous peoples organisations to attend meetings of the Council and its programs.

The Conservation of Arctic Flora and Fauna (CAFF), one of five programs established under the Arctic Council, is the biodiversity and habitat conservation arm of the Council. It was created "as a distinct forum for scientists, indigenous peoples and conservation managers" to "co-operate for the conservation of Arctic flora and fauna, their diversity and their habitats" (Arctic Environmental Protection Strategy 1991). In 1991, Arctic Ministers agreed to promote the "development of a network of protected areas." This led to the development of an inventory of arctic protected areas, a listing of proposed arctic parks and conservation areas, and principles and guidelines for establishment and management. A gap analysis and a Circumpolar Protected Areas Strategy and Action Plan were also completed. The latter outlined a concept of a physical network of protected areas that would be coordinated through cooperative action and promote ecological, informational, managerial and inter-jurisdictional linkages.

The resulting network was intended to protect important terrestrial, marine and freshwater areas as well as sites of cultural significance. Sustainable use by Arctic peoples within a management framework of conservation would be encouraged. The Strategy and Action Plan called for 26 action items consisting of measures to be implemented nationally and collectively through circumpolar cooperation, including twinning of arctic protected areas.

From a Canadian perspective, CAFF and CPAN has most relevance as a basis for cooperation with Denmark on protected areas in Greenland and with the USA on national parks and other protected areas in Alaska.

### **Examples of Cross Border Cooperation**

Bilateral or regional instruments provide an essential context for cross border collaboration but what happens on the ground is the true expression of cooperation. Described below are four examples of cross border cooperation involving Parks Canada.

#### **Waterton-Glacier International Peace Park and the Crown of the Continent\***

At the centre of the Crown of the Continent are Waterton Lakes and Glacier National Parks straddling the Canada-US border in Alberta and Montana. These parks are internationally recognized as an International Peace Park through legislation in both Canada and the US, a UNESCO World Heritage Site (1995) and a UNESCO Biosphere Reserve. The term 'Crown of the Continent' was first used in the late 1800's to describe the ecoregion that provides the headwaters of three major river systems that drain to Hudson Bay, the Gulf of Mexico, and the Pacific Ocean. This tri-ocean drainage characteristic of the region is one of the outstanding universal values that is associated with the inscription of the international peace park on the World Heritage list.

But the region is not just about parks, conservation and tourism. Logging has been an important industry in the region for more than a century, providing employment and contributing to economic activity. Farming and ranching are also important activities. Rural residential development is an increasingly important land use. Jurisdictional fragmentation is characteristic of the region with multiple entities on both sides of the border exercising a range of mandates addressing multiple interests in the land and its resources.

To better coordinate activities, representatives from over twenty government agencies came together in 2001 to explore ways of collaborating on shared issues in the Crown of the Continent region through an ecosystem based approach. Participants included federal, state/provincial and aboriginal agencies in charge of resource management, land, environment, parks, wildlife,

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\* Adapted from information provided by Bill Dolan, Waterton Lakes National Park, April 2005.

agriculture, forestry and others. Both Parks Canada and USNPS participated. The Crown manager's partnership seeks to improve the management of a large complex ecoregion containing multiple jurisdictions by working together to build awareness of common interests and issues in the Crown of the Continent Ecosystem and build relationships and opportunities for collaboration across mandates and borders. A third objective is to identify collaborative work already underway and opportunities for further cooperation.

Five issues were identified by the participants at the 2001 meeting that could best be addressed at the larger regional ecosystem scale including:

- Cumulative effects of human activity across the ecosystem;
- Increased public interest in how lands are managed and how decisions are reached;
- Increased recreational demands and increased visitation;
- Collaboration to share data, standardize assessment and monitoring methodologies; and
- The need to address the maintenance and sustainability of shared wildlife populations.

The regional cumulative effects analysis is being treated as the most pressing issue.

In terms of organizational structure, the partnership operates through existing cooperative arrangements between Waterton Lakes National Park and Glacier National Park in the US. A Crown of the Continent Research Learning Centre has been established in Glacier National Park. The most notable feature of the collaboration is the wide range of stakeholders involved – in all more than 20 organizations and agencies, of which only two have national park management responsibilities. Although the USNPS–Parks Canada Memorandum of Understanding lists Waterton/Glacier International Peace Park World Heritage Site and “national parks in the Yellowstone to Yukon Corridor” as priority areas for cooperation, the MOU itself is not a significant factor in the creation or ongoing functioning of the partnership, largely due to the fact that a multilateral approach involving numerous stakeholders is needed to effectively address the issues, rather than a bilateral arrangement as provided for in the Memorandum of Understanding.

In addition, Waterton Lakes and Glacier national parks cooperate in a range of areas related specifically to park management, planning, visitor experience, resource protection as well as visitor awareness and public education. This cooperation is complementary to the multi stakeholder collaboration that occurs through the Crown of the Continent process and is consistent with the Parks Canada-USNPS Memorandum of Cooperation. The status of both parks as part of a World Heritage Site and a UNESCO Biosphere Reserve provides an additional catalyst for cross border cooperation.



### **Chilkoot Trail National Historic Site\***

Chilkoot Trail National Historic Site protects the historic gateway to the Yukon once used by Tlingit First Nation traders and Klondike gold rush prospectors. The Chilkoot Trail was designated a national historic site because of the role it played in the mass movement of people to the Yukon during the Klondike Gold Rush. It has been officially designated by Canada and the United States as a component of the Klondike Gold Rush International Historical Park. A 53 kilometre trip through history, the Chilkoot trail stands as one of North America's most fabled treks. It crosses the international boundary between the United States and Canada and is co-operatively managed by Parks Canada and the US National Parks Service.

The 1999 Memorandum of Understanding between the US National Park Service and Parks Canada provides an enabling environment for the cross border cooperation but the details of the cooperative arrangement have been determined at the site level in response to operational requirements. The fact that the site is a shared responsibility makes cooperation essential for effective management, quality visitor services and public safety. Some tangible examples of cross border cooperation include:

- Shared responsibility for fulfilling trip planning and information requests, including web based trip planning guide and a toll-free reservation line;
- Sale of trail maps and guides by both organizations;
- Provision of administration and management of reservation and fee operations by Parks Canada for the benefit of both agencies. Parks Canada's systems are used to record reservations, cancellations and collect, refund, deposit, and account for revenues generated by fees. Parks Canada collects all reservation fees (including those charged to the US side only) and remits the USNPS fee revenues to the USNPS;
- Joint staffing and operation of the Chilkoot Trail reservation, permitting and fee collection operations in the Trail Centre in Skagway, Alaska. Joint staff training takes place in May of each year;
- Provision of office space and facilities in Skagway Alaska for Parks Canada use at no cost, for joint summer operations. There is a mutually agreed upon division of operational costs;
- NPS designates a location at Dyea (near the Chilkoot Trail head) for Parks Canada seasonal staff housing;
- Application of a blended fee structure where the visitor fee is an amalgam of both agencies fees. Revenue from fees is allocated through a jointly agreed process;
- Both agencies provide reciprocal access to the results of research completed on their respective properties; and

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\* Adapted from material provided by Robert Lewis, Parks Canada Yukon Field Unit, April 2006.

- Harmonized information provided to visitors to contribute to a greater awareness of the Klondike Gold Rush International Historic Site concept.

What started out over thirty years ago as a shared signage and marking system has expanded to include the co-ordination of public safety measures for hikers, a reservation system and integrated management. Although the cooperation is based on the strategic Memorandum of Understanding between the two agencies, the actual details of cooperation have been determined by field staff working together to address specific needs and operational issues. This cooperation is based on strong personal connections between staff of the two organizations and the geography and configuration of the site that makes cross border cooperation essential for the effective management of both the US and Canadian portions.

### **Grasslands National Park: The Frenchman River-Bitter Creek Conservation Action Plan\***

Grasslands National Park in South-western Saskatchewan preserves a portion of the mixed prairie grasslands. In less than a century this ecosystem has become one of the most endangered habitats in the country. Changes to the prairie due to settlement have brought about the extirpation of the bison, prairie wolf, plains grizzly, elk, wolverine, swift fox, and black-footed ferret. The park plays a major role in promoting habitat restoration and species preservation and reintroduction.

The park has 15 listed species at risk. Recovery of these species depends on a landscape scale, multi-jurisdictional plan. The challenge is to develop a conservation plan at a landscape scale including cross border cooperation that is relevant for the conservation requirements of these species and to work with partners to implement the plan. The large areas required by some of these species and the contradictory requirements of others means that species-by-species planning will not achieve the desired conservation outcomes.

With species recovery planning as the catalyst, Grasslands National Park helped initiate, fund, and participated in a conservation planning workshop series based on The Nature Conservancy's Site Conservation Planning process. Over 17 different agencies and non-government organizations from Saskatchewan, Alberta and Montana participated. The workshop partners produced draft site conservation action plans for a 24,908 km<sup>2</sup> transboundary region (Figure 2), compiled GIS databases, produced a presentation on the planning process and developed an electronic book detailing the process and results of the collaboration. The approach was a powerful recognition of the utility of integrating species at risk recovery into conservation programming at broader multi-jurisdictional scales. The planning partners have remained committed to

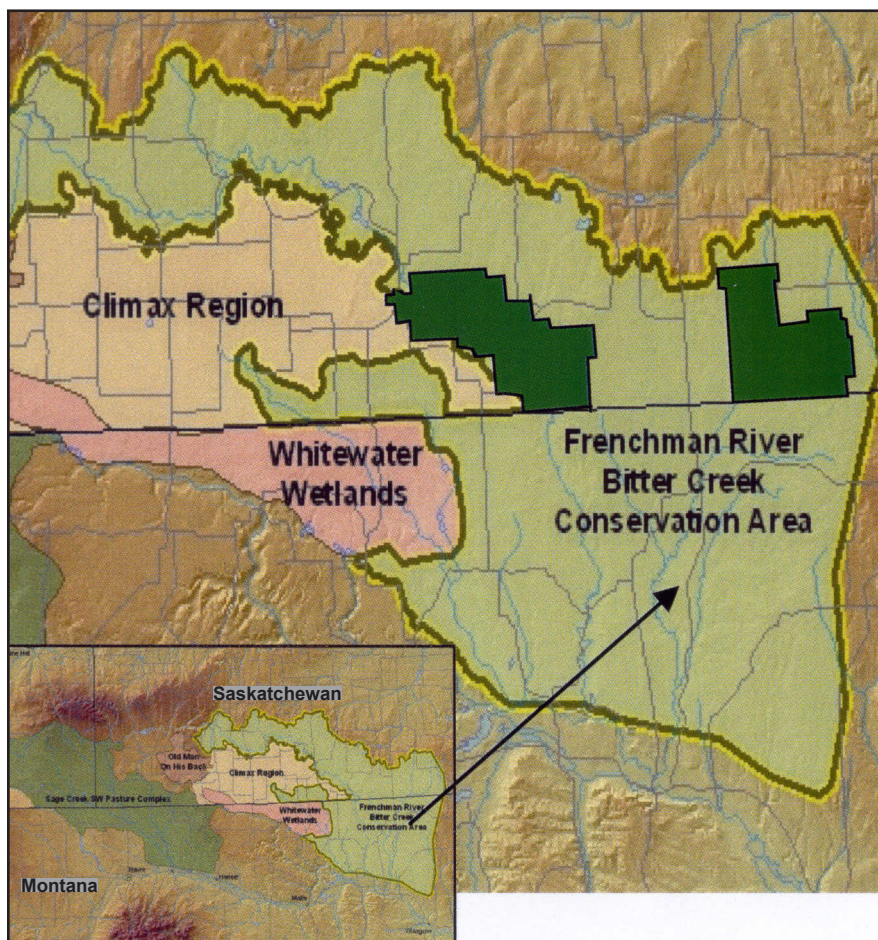
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\* Adapted from material provided by Cheryl Penny and Pat Fargey, Grasslands National Park of Canada, April 2006.

transboundary prairie conservation planning and have agreed to cooperate in formalizing and implementing the plan.

The planning area that includes Grasslands National Park is called the “Frenchman River-Bitter Creek Area.” All park species-at-risk are addressed in the plan, which focuses on securing habitat, stewardship, inventory, and restoration. The plan identifies 36 high-level strategies/actions to recover the highest priority species in the region. In addition, the plan addresses many of the high-ranking State of the Park stressors such as exotic invasive plant species, grazing management, and revegetation of cultivated lands. The Frenchman River-Bitter Creek plan is regional in focus and provides the park with a platform to begin working more with regional/transboundary partners. The outcomes

**Figure 2. The Frenchman River-Bitter Creek region. Grasslands National Park is shown in black.**



Source: Parks Canada, *Crossing the Medicine Line: The Frenchman River-Bitter Creek Conservation Action Plan*. 2005-06 / 2007-08

associated with the project also are consistent with Parks Canada efforts to move from stakeholder consultation to effective involvement of stakeholders, to demonstrate that humans are an integral part of heritage areas and to foster an organizational culture that embraces internal and external engagement.

This example of cross border cooperation, premised on species-at-risk recovery, demonstrates the benefit of working with partners at spatial scales that extend beyond the park boundaries, including working across political boundaries with partners from the United States. Most of the work to date has been agency-to-agency cooperation. Further work to engage regional stakeholders and communities will serve to raise awareness and provide recognition of the important biodiversity values in the region and develop collaborative forums in which local knowledge can be accessed and local interests incorporated into conservation program delivery. As in the case of the Crown of the Continent cooperation, this example demonstrates the value of a multilateral approach involving numerous stakeholders as a means to address the issues rather than a bilateral arrangement as provided for in the Memorandum of Understanding.

### **Other examples of Cross Border Approaches to Conservation and Tourism**

A number of other examples of cross border cooperation can be found in locations such as Kluane National Park/Reserve where agreed upon policies and approaches have been developed for the joint coordination of rafting trips on the Alsek-Tatshenshini River system. At the St Croix Island International Historic Site in New Brunswick, a Memorandum of Understanding has been developed, formally recognizing the international significance of the site and outlining a cooperative program to commemorate the island's history. In Point Pelee National Park, park staff are increasingly cooperating with state and national parks in the US and with Mexican protected area managers to focus on protecting habitat of the monarch butterfly along the length of its migration route.

### **Issues and Challenges**

Although cross border cooperation is increasingly important as protected area agencies adopt new approaches to managing parks in a broader park landscape and addressing species of common conservation concern, a number of challenges exist that can complicate cooperation or reduce its effectiveness.

In some situations, cross border cooperation can be a lower priority than taking care of business within their own system or jurisdiction, where park managers are more conversant with legislation, policy and procedures, and where networks already exist and where funding may be more readily available for project work. Restrictions on travel outside the country may also limit opportunities to meet with cross border colleagues or take part in cross border initiatives. With regard to transboundary or adjoining protected areas

in the Arctic, long travel distances and language differences can serve as an impediment to effective collaboration.

In Arctic protected areas, many of which are managed cooperatively with indigenous groups, domestic laws regarding rights and privileges of indigenous and local communities in protected areas vary from country to country. These differences can complicate cross boundary collaboration by Park agencies, since management arrangements that are effective in one country, based on case law of that country, may not be applicable or be able to replicated in the adjacent country, limiting opportunities for sharing of best practises.

No less a source that the Economist magazine (2006) has noted the increasing setbacks experienced by transboundary protected areas as nations mount new programs to deal with border security. Focused on Big Bend National Park on the US-Mexican border, the article also references North Cascades National Park and Glacier National Park on the US-Canada border and notes the challenges facing transboundary cooperation in an age of heightened border security.

One of these transboundary challenges is cross border tourism, an important activity and revenue source for many national parks located close to the international boundary. Starting in 2007, the Western Hemisphere Travel Initiative will require passports for travel between the US and Canada. This is expected to have significant negative impact on cross border tourism, including travellers to parks and historic sites on both sides of the border. Many potential visitors will not possess passports and will not be able to make cross border trips to visit parks and sites.

Although less of an issue, increased security requirements also may make cross border travel by protected areas staff more complicated, which, in turn, can negatively affect cross border cooperation.

In the last several decades, there has been a significant growth in multi-lateral and regional environmental agreements that increasingly require protected area organizations to work at a regional or global scale (e.g. Scanlon and Burhenne-Guilmin 2004). The most recent of these is the Convention on Biological Diversity (1992) that includes an Article on protected areas (Article 8, In-situ Conservation). In 2004, the Parties to the Convention adopted a global Program of Work on Protected Areas. These instruments have an overall positive effect on global action and cooperation on protected areas as a means to conserve biological diversity. However, this new imperative for international cooperation and efforts by national park agencies on a country by country basis to contribute to the implementation of a global program of work, can result in a lower priority for bilateral or cross border cooperation.

## **Future opportunities**

Although challenges face cross border cooperation related to protected areas and their management, new opportunities are also emerging.

Although not directly related to the Parks Canada–USNPS MOU, the Chief Executive officer of Parks Canada and the Director of the USNPS have met in both 2005 and 2006 to discuss issues of mutual interest and identify new areas of cooperation. In addition, Parks Canada is developing a new strategy to consolidate and advance its international agenda that will better define priorities for international work, including cross border cooperation. New resources to be dedicated to international work as part of this strategy will provide the agency with additional capacity to address cross border cooperation. Increasingly Parks Canada staff and staff of the USNPS are working cooperatively in a variety of areas to address species of common conservation concern such as the monarch butterfly and to share information and best practices in areas such as managing for ecological integrity, monitoring and remote sensing. Another example of cross border cooperation, related to cultural resource management, is the use of the US Secretary of the Interior’s Standards for Historic Properties as a basis for Standards and Guidelines for the Conservation of Historic Places in Canada. A number of national historic sites commemorate themes and historic resources that are of significance to both Canada and the United States.

In the Arctic, the designation of International Polar Year (2007-08) may serve as a catalyst for renewed circumpolar cooperation on arctic protected areas. International Polar Year activities in Canada will be linked with activities in other polar regions through partnerships and collaborative activities some of which involve or have implications for parks and protected areas.

Parks Canada recently established a new External Relations and Visitor Experience Directorate to focus on memorable visitor experiences that will better enable the agency to address cross border tourism challenges, carry out and share social science research and better engage partners and stakeholders.

## **Analysis and Conclusions**

Research presented at the World Parks Congress concluded that effective management of transboundary parks requires institutional arrangements that are suitable to the countries that are working together. In the case of cross border cooperation between Canada and its neighbours, the most successful arrangements seem to be those that have been developed at the park and site level to address specific issues and needs. The high level strategic instruments such as the Parks Canada-USNPS Memorandum of Understanding or the CAFF Circumpolar Protected Area Network Strategy and Action Plan provide a useful context and symbolize goodwill and cooperation but appear to have a modest benefit in terms of actual on the ground cooperation.

Ongoing management of the USNPS-Parks Canada MOU has received less

attention than the actual negotiation of the agreement. The Intergovernmental Committee to review and discuss projects and possible areas for future cooperation and receive summaries of activities undertaken under the MOU has not been implemented. Although the MOU provides an enabling context for cross border cooperation, it does not appear to be used in this way by park managers on either side of the border when developing agreements to address specific cross border management projects. As illustrated by the Crown of the Continent and the cross-border cooperation associated with species recovery in Grasslands National Park, many transboundary management issues require cooperation with a wide range of partners and stakeholders and a bilateral agency-to-agency memorandum of understanding has limited application in these situations.

With respect to CAFF and circumpolar cooperation on protected areas, a recent paper (Pagnan 2005) concluded that significant progress and cooperation had been achieved in the early planning work where a number of important documents were prepared through strong collaboration, but that subsequent project work has been disappointing. On the ground implementation of the Circumpolar Protected Area Strategy and Action Plan, despite its early promise, has stalled. This is in contrast to the some of the examples of cross border cooperation cited earlier where like-minded professionals have come together, primarily at the park or site level, to address an issue or park operational requirement and put in place successful cross border cooperation.

It may be that both types of agreements are becoming necessary for effective park management to address the range of issues that park managers increasingly need to address and will face in the future such as climate change, the spread of invasive alien species and development pressures from adjacent lands and activities on both sides of the border. Essentially national parks have moved from being managed as islands of nature, to parts of regional networks, to key elements of continental conservation initiatives and management challenges have evolved accordingly. Strategic country-to-country cooperative agreements at the political level have value as a means to provide an enabling environment for bilateral collaboration, whereas informal or formal cooperation at the level of individual parks, to address shared management and operational issues, are emerging as the key mechanism to achieve tangible cross border cooperation, often in conjunction with other stakeholders.

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