


Errata: M.A. Thesis, "B.C. Wildlife Federation...", 1982.

Page	Present Text	Should be
33	line 11, ...Cabinet <sup>61</sup>	... Cabinet <sup>67</sup>
40	line 14, Wildlife Service	Wildlife <u>Federation</u>
126	4th line from bottom, Minister of Forests...	Ministers <u> of Forests...</u>
128	2nd line from bottom, urbanity	urbanism

  
John G. Terpenning  
April 1986

THE B.C. WILDLIFE FEDERATION AND GOVERNMENT: A COMPARATIVE STUDY  
OF PRESSURE GROUP AND GOVERNMENT INTERACTION FOR TWO PERIODS,  
1947 TO 1957, AND 1958 TO 1975

by

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M.P.A., University of Victoria, 1978

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## FRONTISPIECE

Somehow, the leadership of the country has consistently underestimated the public's intelligence, its openness to change, its willingness to abide a pluralistic set of values . . .<sup>1</sup> (1973)

You have got to interest your local Members if you are going to get anywhere in the Legislature. . . . But if you have been in politics as long as I have, you know it is a slow process. You can't reach the millenium this year or next, you have got to keep on fighting . . .<sup>2</sup>

. . . you don't settle any financial problems in the House . . . where the fighting is done is there in caucus.<sup>3</sup>  
(1950)

. . . we are going to be interested in politics to the extent of how they as politicians deal with fish and wildlife. . . . Never mind their fancy remarks or speeches in the House . . . what's their record in caucus? That's where the decisions are made!<sup>4</sup> (1975)

<sup>1</sup>Louis Harris, The Anguish of Change (New York: W. W. Norton and Company, Inc., 1973), p. x.

<sup>2</sup>Department of Attorney General, Game Convention: Report of Proceedings (Victoria: Queen's Printer, 1949) pp. 8-9, Attorney General Wismer's speech to convention delegates.

<sup>3</sup>Idem, Game Convention, 1950, p. 136.

<sup>4</sup>B.C. Wildlife Federation, "Annual Resolutions, Votes and Officers' Reports, 1975" (Surrey, British Columbia: BCWF), executive director Otway's annual report to convention delegates.

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#### ABSTRACT

This thesis examines the comparative influence that the B.C. Wildlife Federation had on government policies and actions for two periods, namely 1947 to 1957 and 1958 to 1975. Established in 1947, the Federation was a pressure group that was supported almost entirely by fish and game associations. It interacted with government on matters related to the propagation and conservation of fish and game, and amended its objects in 1967 to include parks and outdoor recreational resources.

From 1947 to 1957, the Federation was a virtual captive of the provincial Game Commission. During that period, the Commission assumed all the fiscal and most of the administrative responsibility for the Federation's annual conventions. After each convention, the Commission followed up on approved resolutions and reported back to the Federation and its member clubs, acting in effect just like Federation directors.

After the 1957 convention, the Federation became fully responsible for its conventions. It then interacted directly with government at the bureaucratic and political levels, rather than with the Commission as in Period 1.

The Federation's influence, or effectiveness, was measured in terms of legitimacy, access channels, and government action on convention resolutions. The methods used to measure effectiveness involved analysis


of 790 resolutions, a review of Federation officials' annual reports, and recollections of key actors.


In Period 1, the Federation's effectiveness was limited by the system. In Period 2, when the Federation was emancipated, its opportunity for participation in the political process became much more open-ended. The Federation improved its level of legitimacy, greatly increased its access channels, and consequently moved government to act on a higher percentage of resolutions.

Although the system of assigning values to partly acted-on resolutions is arbitrary, it is nevertheless contended that this thesis has demonstrated what it set out to do, namely, to show that the Federation had greater influence on government policies and actions in Period 2 than it did in Period 1.

Examiners:

  
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I could not have written this thesis without the extensive information and material that many people provided to me. However, I accept responsibility for any errors that have resulted from misinterpreting or misunderstanding this information and material.

DEDICATION

To: Attorney General Gordon S. Wismer, K.C.,

Minister Responsible for the Game  
Commission from 1947 to May 1952

. . . Who really understood

## INTRODUCTION

The purpose of this study is to show that the B.C. Wildlife Federation (BCWF) influenced government policies and actions to a greater degree from 1958 to 1975 than it did from 1947 to 1957, even though the Federation was "divorced" from government in the second period. As a pressure group<sup>1</sup> that was supported almost entirely by fish and game societies in both periods, the BCWF interacted with government on issues related to the "propagation and conservation of fish and game . . ." and from 1967 when its objects were amended,<sup>2</sup> it also interacted with government on issues related to parks and outdoor recreational resources.

During the first period the Federation was, in effect, a "captive" of the provincial Game Commission since the latter assumed fiscal and most of the administrative responsibility for the Federation's annual conventions. In Period 2, the Federation was "emancipated" in the sense that it assumed full responsibility for financing and running its conventions, although it continued to receive an annual grant from government.

In the early years of Period 1, the Federation concentrated on the regulatory aspects of fish and game management. But over time it became increasingly concerned about the total environment of these two resources and management of parks and outdoor resources. The Federation considered industrial, agricultural and community land use

practices and the rising incidence of land, air, and water pollution as reflections of the government's single use resource development policy.

The BCWF strongly advocated a multiple resource use policy, and from the late 1950s aggressively lobbied government to change its policy. It approved increasing numbers of resolutions which called for multiple resource use development. It presented briefs to Cabinet, Legislative Committees, individual ministers and to public hearings. It increased its direct contacts with departments at levels ranging from senior technical staff up to ministers.

The issues that the Federation tackled in Period 2 had been identified in Period 1, reservoir development and mining practices, for example, but some of these were on a much larger scale in Period 2. Through analysis of resolutions, use of interview information and officers' reports, and research on related documents and publications, this thesis concludes that the Federation was comparatively more effective in Period 2, in terms of legitimacy, access, and percentage of resolutions acted on by government.

The Federation, with the active encouragement of the Game Commission, was informally established in May 1947. In April 1948, the first officers were appointed, and the new organization was called the B.C. Fish and Game Zones' Council (sic). In February 1951, the Council registered under the Societies Act as the B.C. Fish and Game Council, a title it changed in July 1957 to B.C. Federation of Fish and Game Clubs, and again in June 1965, to B.C. Wildlife Federation. Its stated purpose from 1948 was to represent to government its concerns about fish and wildlife matters, and in 1967 it added parks

and outdoor recreational resources to its scope of interest.

Federation members included fish and game clubs, most of which were organized regionally in game zones, and a few other groups--such as the Guides' and Trappers' Associations that had a direct interest in fish and game resources. Regular convention participants included the B.C. Federation of Agriculture and the B.C. Cattlemen's Association, both of which had investments in the land base that supported fish and wildlife. The associations were relative newcomers on the provincial scene, but fish and game clubs dated back to 1883. As nominal interest groups, these clubs were old only by Canadian standards, but as conservation interest groups these societies were among the oldest in North America. In fact, the game conservation philosophy in the province really goes back to 1859 when the Vancouver Island Legislature enacted a game protective statute.

Regardless of the early public interest in these resources, government did not establish a department until 1905. Known as the "Office of the Provincial Game and Forest Warden," this new organization was given responsibility for the "game, forestry, and fishing interests of the Province." It was reorganized several times, and in 1935 a three-man Game Commission in the Department of Attorney General became responsible for freshwater fish and game resources.

The Commission worked as closely with fish, game and related associations as its predecessors had. The Commissioners and the Attorney General, himself, urged the clubs and associations to federate because they believed this was the vehicle whereby these interest groups could develop a broader perspective in fish and game matters.

The first meeting of club delegates, representatives from other interest groups and Commission officials was held in Harrison Hot Springs in 1947.

Called "game conventions," their purpose was to disseminate information, and to discuss and vote on previously submitted resolutions. From 1947 to 1957, these annual affairs had organizational and funding features which were unusual for an interest group. Although participants' resolutions were coordinated by the club zones, with assistance from Northwest Sportsmen (an outdoor magazine that had been working with the clubs for two years), the Game Commission hosted, chaired, provided full clerical support for preparation of agendas and publication of proceedings, and paid delegates' expenses. Subsequent to each convention, the Commission either acted on resolutions or referred them to other government agencies, and then reported its actions to all clubs. The Commission acted, in effect, as surrogate Federation directors.

During its captive or "reverse" state the Federation interacted with the Game Commission on practically all matters. In its emancipated state it was more a pressure than an interest group, more "autonomous" than reverse, and interacted directly with Cabinet, various ministers and department officials, with federal ministers and bureaucrats to a minor degree and, of course, with the Commission. Its legitimacy and access varied in the captive period, but was relatively improved in the emancipated period.

The methods used to show why the Federation was more effective from 1958 to 1975, in terms of legitimacy, access, and percentage of resolutions acted on by government required an analysis of 790

resolutions approved from 1947 to 1975, use of interview information provided by former and present government and Federation officials, a review of the available officers' reports to the conventions and research of related documents and publications. The rate of overall success, or effectiveness, of resolutions between periods was compared. Since the issues were similar in both periods, it was possible to group the resolutions in thirteen major classifications across periods. These were compared for frequency and rates of success. The principal issues within each classification as well as Federation strategies and resources for each period were analyzed and compared.

## INTRODUCTION--NOTES

<sup>1</sup>The terms "interest" and "pressure" are sometimes used interchangeably, and at other times are used to indicate two discrete groups. A. E. Finer, Anonymous Empire (London: The Pall Mall Press Limited, 1958), p. 3, thinks the first term can be applied to groups such as the Federation of British Industries, or the Trades Union Council which represent specific interest areas, whereas the second term would be used to describe a group such as the Peace Pledge Union which was promoting a cause; A. H. Birch, The British System of Government (London: George Allen and Unwin, 1980), pp. 93-106, uses the terms interchangeably; Robert Presthus, Elite Accommodation in Canadian Politics (Toronto: MacMillan of Canada, 1973), p. 70, notes that the term "pressure" sometimes identifies groups which "bring 'pressure' to bear upon those in political roles to achieve their ends," and implies that groups politically inactive could be described as interest groups. In this study, the BCWF was relatively inactive in Period 1, but was very active in Period 2--in this sense it was an interest group in the former period and a pressure group in the latter period.

An interest group is described by David S. Truman, The Government Process (New York: Alfred A. Knopf, 1951), p. 37, as a "shared attitude group that makes certain claims upon other groups in the society." Graham K. Wilson, Interest Groups in the United States (Oxford: Clarendon Press, 1981), p. 4, defines an interest group as an "organization which seeks or claims to represent people or organizations which share one or more common ideals." A. Paul Pross, "Pressure Groups: Adaptive Instruments of Political Communication," in Pressure Group Behaviour in Canadian Politics, ed. A. Paul Pross (Toronto: McGraw-Hill Ryerson, 1975), p. 2, thinks of such groups as "organizations whose members act together to influence public policy in order to promote their common interest."

<sup>2</sup>The original 1948 and the amended 1967 Federation objects are included in Appendix 5.

## CHAPTER I

## THE PRINCIPAL GROUPS: THEIR HISTORY AND ROLES

History

The history of interest groups in Canada apparently has not been a favourite topic of Canadian authors--in fact, some authors say the whole subject has been rather lightly treated by Canadian writers.<sup>1</sup> According to The Parliamentarian,<sup>2</sup> interest group lobbying of Parliament began in 1858, and by 1871 the Canadian Manufacturers Association had been formed. A century later, this organization was included in the over two hundred interest groups that had established offices in Ottawa.<sup>3</sup> Environmental groups, on the other hand, have a much shorter history, and generally are considered post-1960 phenomena in North America.<sup>4</sup> The Sierra Club, founded in San Francisco in 1892 as a conservation society, broadened its mandate to include environmental matters in the early 1960s, about the same time that the environmental movement in Canada and the United States was catching fire.<sup>5</sup> (Environmental and conservation groups are not necessarily philosophically similar. See the paragraph immediately below, as well as the second major section in this chapter for further discussion on this matter.)

In British Columbia, however, the conservation philosophy, which was the underpinning for the environment movement one hundred years later, was first demonstrated in 1859 when the earliest known

game protection bill was passed by the Vancouver Island House of Assembly.<sup>6</sup> The Colony of British Columbia passed a similar bill in 1865, and after 1871 the game protection legislation was frequently amended, presumably in response to pressure from individuals interested in the sportfish and game resources. In 1886, a provincial museum was established, and in 1890 the British Columbia Natural History Society was formed, both of which were dedicated to conserving certain natural resources.<sup>7</sup>

#### Fish and Game Societies

Founding of what was apparently the first game association in British Columbia was reported in a Victoria newspaper in 1883.<sup>8</sup> Subsequently, other clubs were formed in various parts of the province. In his first annual report in 1905, Provincial Game and Forest Warden Williams referred to organized clubs, and delegate McEwan, at the 1947 Convention, referred to club activities on the coast in the 1890s.<sup>9</sup> In 1920, thirty-three clubs were listed in the Game Conservation Board's annual report (see Appendix 1), and in 1947, eighty-two clubs were reportedly active.<sup>10</sup>

Their role was officially acknowledged by the first Provincial Game and Forest Warden in 1905 who referred to "the amount of interest that is being taken in all matters pertaining to sport and the protection of game and fishing . . . ." This same official in 1915 again referred to recommendations for fish and game regulations which had been submitted by the game associations, and in 1920 the Game Conservation Board mentioned its appreciation to game associations for their "promotion of local interest in the conservation of fish and

game . . . ." In 1951, the Game Commission and the Attorney General publicly thanked the organized sportsmen of the province for lobbying Members of the Legislature (MLAs) for a Game Act amendment which provided for a Game Conservation Fund.<sup>11</sup> Until 1947, fish and game clubs were interested mainly in legislation and regulations which defined "legal" fish and game, set fishing and hunting seasons, and fixed catch and bag limits. However, in the early 1950s, rod and gun clubs and their Federation began to extend their interests, publicly expressed in resolution form at their annual conventions, beyond the regulatory aspect of fish and game management, to ecological and environmental issues which affected these recreational resources.

The clubs did not formally coordinate their activities, on a regional basis, until the 1930s when they established zones which were, in effect, regional federations. The purpose of the zones was "to consolidate the recommendations from the member clubs so that submissions from the Zone could be taken as having the sanction of a whole district or area."<sup>12</sup>

These societies have long fulfilled a function which is considered to be an essential role of interest groups, namely to provide government with specialized information.<sup>13</sup>

#### The Provincial Game Commission

Despite the fact that fish and game societies had some support at the political level from at least 1859, a "client department" was not established until 1905 through an amendment to the Game Act.<sup>14</sup>

(Key Game Act amendments and enabling provisions from 1905 until 1966

are described in Appendix 2.) A client department is an essential focus for an interest group; for example, the Chamber of Mines relates to the Ministry of Energy, Mines and Petroleum Resources, the Council of Forest Industries to the Ministry of Forests, the B.C. Federation of Agriculture and the B.C. Cattlemen's Association to the Ministry of Agriculture, and various consumer groups relate to the Ministry of Consumer and Corporate Affairs. The new department, organized as the Office of the Provincial Game and Forest Warden, had a complement of one man who was assisted by the provincial police, and for the first few years by wardens who were paid by the game associations.<sup>15</sup> In 1918, the Game Act was amended and a Game Conservation Board set policy and regulations for the fish and game resources. The provincial police assumed full responsibility for enforcing the Game Act. In 1929 the Act was again amended, the effect of which was to give a Provincial Game Commissioner and his staff sole responsibility for implementing the Game Act. In 1935, an amendment provided for a three-man Game Commission that reported directly to the Attorney General.<sup>16</sup> In 1947, there were still two Commissioners, Frank Butler and James Cunningham; in 1954, the latter died, but was not replaced. In April 1957, when the Game Commission became part of the new Department of Recreation and Conservation, it became known as the Fish and Game Branch, with the Commissioner as Director. In 1961 (sic) the Game Act was amended to provide for these changes in titles. In 1966 the Game Act was finally repealed by the Wildlife Act, and the Branch title was changed to Fish and Wildlife Branch. These two statutes, the Game Act and subsequently the Wildlife Act, provided for the protection,

preservation and management of defined species of freshwater sportfish and game, and of course provided for the administrative vehicle to implement these responsibilities.

#### B.C. Wildlife Federation

The Federation of fish and game clubs and related associations was informally established in 1947 when delegates from these groups held a three-day convention in Harrison Hot Springs.<sup>17</sup> The range of organizations represented at this inaugural meeting included not only fish and game clubs, but also groups which had different interests in sportfish (freshwater) and game resources. For example, the B.C. Federation of Agriculture and B.C. Cattlemen's Associations, whose members controlled, through leases, large tracts of public land, and the Guides' and Trappers' Associations were also represented. (See Appendices 3 and 4 for more details on delegates.) Club members and government representatives had discussed, for many years, the formation of a coordinating agency, a federation which would coordinate and focus club concerns. In 1905, Bryan Williams, the first Provincial Game and Forest Warden, reported game societies' interest, especially in the Vancouver area, "in all matters pertaining to sport and the protection of game and fishing . . ." and suggested that if the Vancouver clubs "were to organise into one body . . . such an association would be more than strong."<sup>18</sup> At the 1947 convention Attorney General Wismer, who was the minister responsible for the Game Commission, expressed his appreciation of the "consummation of a plan that I have had in mind and have discussed with the Game Commission for many years . . . "

because he believed that government needed the "benefit of the advice of the fishermen and the hunters, the men who know about this subject from all over the Province."<sup>19</sup> Others at this seminal gathering, for example Commissioner Cunningham and West Kootenay clubs' representative McEwan, made similar statements.

Although the main reason for the 1947 convention (discussed in detail below) was to establish a federated organization, which was in fact discussed on May 31,<sup>20</sup> the clubs did not formally organize until April 27, 1948, just one day prior to the convention that year. Table 1 below shows the chronology of Federation title changes, the names of individuals who performed executive director duties, and the number of individual members and member clubs. Originally called the B.C. Fish and Game Zones' Council,<sup>21</sup> this new interest group chose the following objects:

- (a) The propagation and conservation of the fish and game of British Columbia and the control and protection of its waters, forest and soil for the purposes aforesaid.
- (b) The submission of its recommendations and views to the B.C. Game Commission and to all other proper authorities, Municipal, Provincial and Federal.
- (c) The fostering of co-operation and mutual goodwill between the sportsmen of the Province generally and also with sportsmen of other provinces of Canada and the United States for the purposes aforesaid.

(See Appendix 5 for the constitution from 1948 to 1975.)

On February 12, 1951 the Council registered under the Societies Act,<sup>22</sup> and changed its name to B.C. Fish and Game Council. It added one further article to its constitutional objects, namely, "And to do such other things as may be in the interest of and benefit to the

sportsmen of the Province generally." In 1957, the Council changed its name to B. C. Federation of Fish and Game Clubs, and again slightly revised its objects by adding to Article (b), "and to any bodies it may deem necessary." In 1967, the Federation completely revised its objects, shown below, but included the intent of earlier objects:

- (a) To ensure the sound, long-term management of B.C.'s fish, wildlife, park and outdoor recreational resources in the best interests of all British Columbians, and to co-ordinate all the voluntary agencies, societies, clubs and individuals interested in that objective.
- (b) To develop and support a comprehensive educational program to make all British Columbians aware of the value of our fish, wildlife, park and outdoor recreational resources, and to arouse in the public conscience a recognition of, and a respect for, the place of fish, wildlife and outdoor recreation in the wise integrated use of the nation's natural resources.
- (c) To submit views and recommendations to all governmental and private agencies as the Federation may deem necessary to safeguard the interests of fish, wildlife, park and outdoor recreational resource values in all natural resource developments.
- (d) To obtain and maintain reasonable public access to all forests and other recreational areas of the Province.
- (e) To make British Columbians aware of the dangers of land, water and air pollution; to act wherever possible to prevent pollution; and to co-operate in every way possible with all groups with similar objectives.
- (f) To promote the true appreciation of sportsmanship and sports safety in the light of fish and wildlife regulations, and all the fair and accepted rules of hunting and fishing, and to foster co-operation and goodwill between sportsmen and outdoor recreationists in British Columbia and the rest of the world.

These objects are said to imply the philosophy that a land fit for fish and wildlife is a land fit for people--which may be another way of saying that "a thing is right when it tends to preserve the

integrity, stability, and beauty of the biotic community."<sup>23</sup> The early fish and game associations were concerned only with part of the biotic community, namely the sportfish and wildlife resources.

#### Annual Convention, B.C. Wildlife Federation

The annual game convention, first held in May 1947,<sup>24</sup> served several purposes: it was an occasion for Game Commission staff to report progress for the preceding year; scientific staff presented papers on fish, game and predatory animal management; guests expert in various subjects gave papers; but primarily it was an opportunity for clubs to discuss and vote on previously submitted resolutions.

From 1947 to 1957 inclusively, the captive period, the Game Commission assumed virtually all administrative and fiscal responsibility for the conventions. Commissioner Butler circularized game associations in April 1947 and detailed procedures in respect to an agenda, selection of delegates and allowable travel expenses. (See Appendix 6 for full text of this circular.)

Mr. Butler chaired ten of the eleven meetings, and another Commission official substituted for him the year he was away ill. Although Butler told delegates at the first convention that "The meeting is yours [and] . . . we hope that you will not hesitate to get on your feet and present your remarks," he nevertheless made it clear that the Chair would be firm. In an exchange with a delegate he said, "I want you to understand very distinctly . . . that the chair is running this meeting . . . I would like you to distinctly understand that, sir." Commissioner Cunningham also gave his impression of the role of the

TABLE 1.--B.C. Wildlife Federation: Some Organizational Changes From 1947 to 1975

YEAR or Period	Title or Organization	Secretary/ Exec. Dir. <sup>1</sup>	Number of Members	
			Individuals	Clubs
1947	none	none	10,500 to 16,000 <sup>2</sup>	82 <sup>3</sup>
1948	B.C. Fish & Game Zones' Council <sup>4</sup>	SCH <sup>5</sup>		
1949		H. Denton <sup>6</sup>		
1951	B.C. Fish & Game Council <sup>7</sup>			
1951-53		J. Railton <sup>8</sup>		
1953-55		Council <sup>9</sup>		
1955-58		J. Railton <sup>10</sup>		
1956 <sup>11</sup>			6,000	62
1957	B.C. Federation of Fish & Game Clubs <sup>12</sup>			
1958		E. Meade <sup>13</sup>		
1959 <sup>14</sup>			10,000	110
1960 <sup>14</sup>			15,100	126
1961				141 <sup>15</sup>
1963 <sup>16</sup>			15,000	170
1964 <sup>17</sup>			13,000+	
1965 <sup>18</sup>	B.C. Wildlife Federation	H. Paish		
1969		G. Warden <sup>19</sup>		
1971			13,000 <sup>20</sup>	
1973		W. Otway <sup>21</sup>		
1975 <sup>22</sup>			16,000	150±

## TABLE 1.--NOTES

<sup>1</sup>The title was secretary, or secretary manager, until January 1965, when it was changed to executive director.

<sup>2</sup>Northwest Sportsmen (NWS), (December 1946):22, survey results refer to 70 clubs and about 10,500 members; *ibid.*, p. 6, an article refers to 16,000 organized sportsmen; NWS, (November 1947):5 an article refers to 16,000 organized sportsmen; the large differences cannot be explained.

<sup>3</sup>NWS (May 1947):3, the masthead page actually lists 82 member clubs; *idem*, (October 1947):5, an article refers to 83 "B.C. organizations. . ."

<sup>4</sup>NWS (May 1948):5-7, this title is from a report of the first B.C. Fish and Game Zones' Council meeting which was held on April 27.

<sup>5</sup>*Ibid.*, p. 7, the Council voted to use the facilities of the Sportsmen's Clearing House (SCH) which was a division of NWS; Interview with J. Railton, Qualicum, British Columbia, 1 August 1981, who said the SCH was the coordinating office for convention resolutions and the centre through which the Council distributed general information; H. Denton, co-publisher of NWS (Railton was his partner) was manager of the SCH (he resigned from NWS in May 1954).

<sup>6</sup>NWS (June 1949):8, the Council voted in April to appoint Denton secretary for Council; Denton would continue to manage SCH.

<sup>7</sup>Ministry of Consumer and Corporate Affairs, Registrar of Companies, B.C. Wildlife Federation (Victoria: 1981), the B.C. Fish and Game Council was registered under the Societies Act on February 12, 1951.

<sup>8</sup>Railton said he was secretary manager for this period--precise dates could not be determined; however, he apparently had assistance from the SCH, perhaps from Denton, and perhaps from Council office staff.

<sup>9</sup>There is no record for this period. Probably Council's registered office carried out clerical support tasks.

<sup>10</sup>NWS (December-January 1977):19, Railton reminisces in this farewell edition about volunteering at the May 1955 game convention to

be secretary manager until such time as the Federation found funds to pay someone--which did not happen until August 1958.

<sup>11</sup>B.C. Wildlife Federation, "Annual Resolutions, Votes and Officers' Reports" (Surrey, British Columbia) (Mimeographed). Meade, executive director, reported these statistics in his 1963 (sic) and 1964 (sic) annual report to the convention.

<sup>12</sup>Ministry of Consumer and Corporate Affairs, *ibid.*, the title was changed on July 24, 1957.

<sup>13</sup>BCWF "Resolutions," president's annual report 1959, he said that Meade had been appointed secretary manager on August 1, 1958 (Meade resigned in December 1964).

<sup>14</sup>*Idem*, "Resolutions," secretary manager's annual report, 1960, Meade estimated the 1959 figures and 1960 club membership but he said the 1960 individual membership figure was from a "tape count."

<sup>15</sup>*Idem*, "Resolutions," secretary manager's annual report, 1961, Meade estimated this figure.

<sup>16</sup>*Idem*, "Resolutions," secretary manager's annual report, 1963, Meade estimated these figures.

<sup>17</sup>*Idem*, "Resolutions," treasurer's annual report, 1964, he said "over 13,000 members have paid their 1964 dues . . . "

<sup>18</sup>Interview with H. Paish, Coquitlam, British Columbia, 20 January 1982, who was appointed executive director January 1965 (he resigned in September 1969); Ministry of Consumer and Corporate Affairs, *ibid.*, the new title was recorded on 28 June 1965.

<sup>19</sup>Interview with G. Warden, Fish and Wildlife Branch, Victoria, 19 November 1981, who was appointed executive director August 1969 (he resigned in June 1973).

<sup>20</sup>BCWF, "Resolutions," secretary treasurer's annual report, 1971, he reported membership was "still falling . . ." (but the total of 13,000 was only inferred by me--JGT).

<sup>21</sup>Interview with W. Otway, B.C. Wildlife Federation, Surrey, British Columbia 1981-82, who was appointed in June 1973 (he resigned in January, 1982).

<sup>22</sup>*Ibid.*, Otway estimated these numbers; NWS (February-March 1976):13, quotes Federation president Downs who referred to the "17,000 people who make up this Federation."

Commission in the convention. In reply to a Vancouver newspaper report which questioned why the Commission had "set aside two whole days for regulations, and a mere half day to figure out how to finance a Federation that will incorporate the present Zone organizations," Cunningham replied, "We feel that it should not take two days to arrive at a decision in connection with this proposal."<sup>25</sup>

The Commission arranged and paid for all meeting facilities, hosted the annual banquet, and reimbursed delegates for travel and accommodation expenses. It prepared and distributed agendas, and assumed responsibility for typing and distributing resolutions (which were coordinated mainly by the Sportsmen's Clearing House (SCH) from 1947 to 1951, and after that by the Federation, possibly with assistance from the SCH until 1954). The Attorney General arranged for a court reporter to record and transcribe gavel-to-gavel proceedings.<sup>26</sup>

In respect to approved resolutions, the Commission acted on those within its authority, referred others to relevant government departments for action, and subsequently advised every game association, in writing, of its actions. Further, the Commissioner solicited comments on its actions directly from convention delegates.<sup>27</sup>

Convention participants varied during Period 1, but generally they included club (voting) delegates, Commission administrative, enforcement and technical staff, guests from other British Columbia government departments, the university, and government departments in Oregon and Washington, a representative of the Alberta Federation of fish and game clubs, a federal government representative, local dignitaries, general public and media representatives from local and

Vancouver newspapers. The B.C. Federation of Agriculture regularly attended during Period 1, but apparently it attended infrequently after that. The B.C. Beef Cattle Growers' (later B.C. Cattlemen's) Association regularly attended through both periods; neither had voting privileges. As a rule the Attorney General attended, although he occasionally sent a ministerial substitute.<sup>28</sup>

The ongoing purpose of the conventions was to reach a consensus on issues, which initially concerned regulations of various kinds. As West Kootenay delegate McEwan said at the 1947 meeting,

some clubs wanted one thing in the way of open seasons or bag limits or game laws, and other clubs recommended the exact opposite. The result was that whatever the Game authorities decided to do they were sure to offend some club, and that was the very thing they wished to avoid.

Commissioner Cunningham saw conventions as an opportunity for sportsmen "to present their views and recommendations towards the management of . . . the game and fish of the Province." Attorney General Wismer said the convention was a place to solve problems, it was "not a political meeting . . . not a political organization . . . we are not here as politicians . . . we welcome here the members of all parties because we are here as British Columbians."<sup>29</sup>

In April 1957 the Game Commission became part of the Department of Recreation and Conservation, and in May it hosted its last game convention. After that, the Federation was emancipated and became wholly responsible for its annual conventions, although it continued to receive financial assistance from government in the form of an annual grant. (See Appendix 13 for details.) The range of participants in Period 2 did not change appreciably. Clubs sent delegates, Fish and

Wildlife Branch was well represented by speakers and resources persons (especially for workshops), outside speakers were invited, the media always attended, the general public was always welcomed, and the minister responsible for fish, wildlife and parks usually addressed the convention. Although Commissioner Butler wanted to continue<sup>30</sup> hosting the conventions, some Federation members had felt for several years that the Federation should have been hosting and chairing its own conventions. The reasons they felt this way will be discussed in a section below dealing with the Federation's evolving role.

In the latter stages of the time covered by the historical material above, the BCWF modified its objects and public stance and became rather typical of some successful environmental groups. In the following section, the role of the Federation as an evolving conservation group is related to the environmental movement and to environmental group role and behaviour.

#### The Federation and Environmentalism

In recent years there has been a great deal of literature<sup>31</sup> dealing both with the impact of environmental groups on natural resource policies and with the role of environmental groups in society. This literature generally recognizes a deterioration in the quality of the environment caused by natural resource development policies, and the need for and role of organized public participation in the public policy making process.

The BCWF is a public interest group which is now included in the environmental category. A public interest group is thought of as

"one organized around a status or role which virtually all persons in a community are thought to share."<sup>32</sup> An environmental group addresses problems attributed to human and societal activities considered harmful to the physical environment which includes "air, water and soil with their features, ingredients and organisms."<sup>33</sup> However, the BCWF was not originally an environmental, but rather a conservation group.

The conservation philosophy has a long and dichotomous history in North America. To some it means to conserve resources by judicious use, and to others it means to preserve resources for aesthetic purposes and perhaps certain kinds of research. Preservationists, followers of California woodsman John Muir (1839-1914), "advocated protecting land in its natural state, setting aside tracts and keeping them inviolate."<sup>34</sup> Conservationists, led by Theodore Roosevelt (1858-1919) and others "called for rational, efficient development of land and other natural resources: multiple use, or reconciling competing uses of land . . ."<sup>35</sup> Turner believes the "philosophy of conservation [became] increasingly important in public thinking over the continent" after World War I.<sup>36</sup>

In Canada there were three general conservation movements, the first in the 1890s, the second in the 1930s and the third in the 1960s when environmental consciousness was sweeping the continent. Although Canadians were concerned about "conservation of the environment and the wise use of natural resources . . ." in the 1890s, the birth of the conservation movement is said to have occurred at the Canadian Forestry Convention in 1906<sup>37</sup> when delegates expressed concern about the effects of logging practices on forest lands. The second movement is associated

with the Prairies in the 1930s. Grain farmers wanted to diversify their production but could do so only if irrigation and soil conservation programs were carried out on a major scale. The federal government and the prairie provinces became directly involved, and under the Prairie Farm Rehabilitation Act, 1935, jointly implemented the Prairie Farm Rehabilitation Scheme.<sup>38</sup> The third movement in Canada coincided with the rise of environmental consciousness throughout the United States in the 1960s, and probably crystallized at the conference of the Canadian Council of Resource Ministers in 1966. The theme that year was "Pollution And Our Environment."<sup>39</sup> It was this last movement that the BCWF reflected when it assumed a more environmental role in the 1960s.

In British Columbia, conservation of fish and game resources dated from 1859, as noted above. Conservation in this case meant sharing and conserving these resources through regulations and legislation, a philosophy that is still current today.

More broadly, conservation in British Columbia has generally meant multiple use of natural resources. Attorneys General Wismer (1947-1952) and Bonner (1952-1957), BCWF director Meade (1958-1964), conservation author Haig-Brown, and Turner, former secretary and president of the British Columbia Natural Resources Conference and first deputy minister of the Department of Recreation and Conservation (established in 1957), all said conservation meant multiple use of natural resources. Wismer said "that while we must have industry . . . we must never lose sight of the great heritage that we have in our wildlife resources." Bonner said essentially the same thing to

delegates at the 1956 Game Convention. Meade "assumed that members of fishing and hunting organizations were the first in British Columbia to accept the more modern interpretation of conservation and wise usage."

Haig-Brown described conservation of resources as "multiple use with priorities." Turner thought of conservation as "optimum utilization . . . conservation today is practised with . . . great consideration for the theory of multiple use . . . ."40

The BCWF acknowledged its conservation role in its first constitution in 1948, but in the early 1950s the Federation became concerned about the quality of fish habitat, and began pushing for establishment of a Pollution Control Branch (PCB) (established in 1956) to control freshwater pollution. Subsequently, the Federation called for control of land and air pollution because of what D'Amato called the "accelerating pace of environmental degradation on all fronts . . . ."41

In 1967 the Federation amended its objects and thereby formalized Federation executive director Paish's claim that the BCWF was the only environmental group in the province at that time. The Federation would "make British Columbia aware of the dangers of land, water and air pollution . . . ." It would "safeguard the interests of fish, wildlife, park and outdoor recreational resource values in all natural resource developments." (See Appendix 5, 1967.) In fact, the Federation became a pressure group that was interested in and concerned about the environment of those four resources and the people of British Columbia. Actually, the BCWF was the first major, registered group in the province since the Greenpeace Foundation (originally

called "Don't Make a Wave Committee"), the Sierra Club and the Society for the Promotion of Environmental Control (SPEC) did not register as societies until later.

Although scientists and conservationists had expressed concern for years about the environment, or at least parts of it, the environmental movement probably did not really take off until some of the older conservation groups--the Sierra Club for instance--took up an environmental role in the early 1960s. More militant groups like Friends of the Earth and Environmental Action were formed about the same time.<sup>42</sup> In Canada, where conservation dated from the 1890s, government interest in the environment was generally "quantitative" rather than qualitative until 1966 when the resource ministers mentioned above focused national attention on the pollution problem.<sup>43</sup> The federal government did not really acknowledge the environmental issue until after the 1968 election. Then, in the 1969-1970 session of parliament, it approved the Canada Water Act which Van Loon and Whittington called "one of the major pieces of government legislation" passed by that parliament.<sup>44</sup> The British Columbia government's environmental timetable was similar to the federal government schedule. Mining legislation, for example, was amended in 1969 to ensure post-mining operation reclamation, and in 1971 the comprehensive Environment and Land Use Act was given Royal Assent.

The role and strategy of environmental groups is generally the same as that of most interest groups, including BCWF. Draper thinks the environmental group role is to "temper the policy choices of individual decision-makers on resources issues," and "represent the

views and interests of a particular group of people."<sup>45</sup> She believes some groups thrive on controversy and die when a crisis is past, largely because they are not institutionalized. This latter characteristic is used to describe a group that is

relatively well structured and of long standing . . . will possess continuity and cohesion . . . and a stable membership willing to support the organization's leaders . . . will have extensive knowledge of those sections of government which affect its activities and good access to important decision makers.<sup>46</sup>

Draper suggests that group attempts to embarrass and harass industries and governments they oppose are counterproductive and create a "negative, alienating image."<sup>47</sup> Or, as Mike Halleran said, "environmental discussion is unproductive because it is too heated, too unrealistic, too uninformed, too shrill."<sup>48</sup> O'Riordan agrees that tactics of some environmental groups leave something to be desired, but suggests that by "virtue of the resources and power of their organisation they can be very effective . . ."<sup>49</sup> Groups that directly challenge the system or the establishment generally lose, but in their early life "confrontation may be the best available strategy as it makes use of the media's ability to influence . . . the politicians . . ."<sup>50</sup> Groups that outlive the confrontation stage, the Greenpeace Foundation for example, institutionalize and survive, although that does not mean they drop their aggressive, challenging styles.<sup>51</sup>

The BCWF, institutionalized throughout its history, actually went against the trend of environmental group evolution. It grew from a quiet, low-key conservation group in Period 1 to an aggressive environmental group in Period 2. It became specifically concerned about the quality of the environment for fish, wildlife, park and

outdoor recreational resources, but it also proposed to make "British Columbians aware of the dangers of land, water and air pollution." It did not abandon its conservation role, however, and at the 1981 convention president-elect Kenyon reminded delegates that the Federation was a "broad-based conservation group."<sup>52</sup>

The political, economic, and even the cultural environment changed from 1947 to 1975, and to survive the Federation had to adapt accordingly. Part of that adaptation process is described in the next section.

The Federation: Legitimacy and Access,  
Interaction and Changing Roles,  
Tactical Group Types

Some Aspects of Legitimacy and Access

Until 1947, fish and game associations were primarily interested in conserving certain freshwater fish and game resources. Later, the clubs and Federation became more concerned about environmental issues that affected these recreational resources, but this concern was not formalized until 1967 when the Federation amended its objects. The Fish and Wildlife Branch, with statutory responsibility for these resources, had been more or less in step with BCWF on environmental matters, and in 1966 replaced a much amended Game Act with the Wildlife Act. Amendments did not, however, include authority to deal with pollution issues, nor land use in general. Such matters were, in time, partially addressed in other statutes, or by regulation or by policy statements. Despite this imbalance in their formal terms of reference, the Federation and Fish and Wildlife Branch represented the

principal legitimate interest group and government agency, respectively, which interacted in decisions directly related to the existence and utilization of these two renewable resources from 1947 to 1975. It should be emphasized, however, that while the Branch had constitutional authority to manage freshwater fish and game resources, other departments--Lands, Forests and Water Resources, and Agriculture, for example--controlled large tracts of land in which both the Federation and the Branch had an interest. The Federation interacted with these departments, not with Fish and Wildlife Branch, in pressing its interests in Period 2.

Actually, the BCWF inherited a long tradition of legitimacy and therefore access. Legitimacy, the extent to which an interest group's "aims are in keeping with the prevailing values . . ." of society and the degree to which group "representatives of that interest are able to participate in the political process . . ." <sup>53</sup> has a strong bearing on the points (or channels) of access which can be cultivated. The word "access" in this study has two meanings. As used by Federation members, it refers to the public right to enter, and to use for recreational purposes, Crown land which has been leased for purposes such as logging and ranching. As used by the author, it refers to contacts, and the intensity of interaction with these contacts, which the Federation had at bureaucratic and political levels.

Within the system constraints and allowing for the different perceptions of fish and game resources by the two Attorneys General, the Federation had a generally high degree of legitimacy in Period 1. For example, the Federation had been pressing in resolution form for a

separate department. At the 1956 convention, Attorney General Bonner referred to a 1955 resolution which "had to [do] with the setting up of a separate department which would have its [sic] responsibility chiefly in the fish and game resources of this Province . . . while there has been no action taken on that suggestion to this point, the suggestion is nevertheless receiving very careful study. . . ."<sup>54</sup> One year later the Department of Recreation and Conservation was established. After 1958, when the Federation was much more aggressive in its approach to government, its legitimacy remained at a high level while its access channels were greatly increased. Meade, the Federation's executive director from 1958 to the end of 1964, mentioned in his report to the 1960 annual convention, the excellent cooperation of the minister, the deputy minister and Branch staff. Meade's successors, Paish, Warden and Otway, said they never had any difficulty in getting to see the Recreation and Conservation minister, other ministers, or members of the Fish and Game Branch.<sup>55</sup>

And judging by Commissioner Butler's obvious interest in Federation affairs, its officers and members presumably had easy access to Commission officials.

The executive directors' combined service from the beginning of Meade's tenure until Otway's term of office covered seventeen years, yet Otway said essentially the same thing as Meade in respect to access. This experience is rather paradoxical because the BCWF underwent some rather significant changes from 1958 to 1975 in regard to its objects, tactics and strategies. These changes are discussed below.

### Interaction and Changing Roles

Throughout the 1947 to 1975 era, the Federation was institutionalized, a description that is reasonably accurate, even for the early years, since the Federation was based on organizations (that is, game associations) of long standing.

From 1947 to 1957, the Federation's relationship with the Game Commission was generally similar to that which the clubs had experienced prior to 1947. The Federation, zones and associations worked closely and amicably with Commission field and head office officials. Game Commission senior staff, especially Commissioner Cunningham, chief fisheries biologist Larkin, and chief wildlife biologist Hatter, and field staff, frequently addressed club meetings in various parts of the province.<sup>56</sup> Even though many convention-approved resolutions called for action by other departments, the Federation interacted with the Game Commission in this captive period. After it "split" with the Commission, its access channels were considerably increased since the Federation then interacted directly with government.

Although the close relationship between the Federation and the Commission was marked by many benefits, especially for the Federation, not everyone was satisfied with the arrangement. In 1951 Lee Straight, outdoor writer for the Vancouver Sun, had questioned the presence of Commission officials at zone meetings and at the annual Federation conventions. Railton and Warden, former Federation executive directors and long-time club members, and Larkin, chief fisheries biologist from 1948 to 1955, offered comments on the arrangement.

Railton said delegates felt obligated to the Commission because it underwrote all convention expenses, and therefore withheld criticism about Commission actions on certain resolutions. Warden said delegates felt the Commission did not take a strong enough position on resolutions (presumably those directed to other departments). Larkin recalled that the Federation felt constrained by the Commission from pursuing a more independent course.<sup>57</sup> Still, not all delegates felt the same way. In 1957, a resolution called on the new Department of Recreation and Conservation to support the convention indefinitely. (Significantly, perhaps, there was no discussion on the resolution.)

Regardless, from 1958 to 1975, the Federation ran its own conventions. Even though it was emancipated, it still received annual financial assistance from government, a circumstance which meant it was still a "reverse" interest group. Van Loon and Whittington think of such groups as those that have been "either created or strongly encouraged by government itself." At the other end of the scale are autonomous groups which these writers describe as those that have been "primarily responsible for their own creation and maintenance."<sup>58</sup> Obviously, the Federation had characteristics of both types. It was more of a reverse group in Period 1, more of an autonomous group in Period 2, according to the Van Loon and Whittington criteria.

Although Van Loon and Whittington imply that funded groups may be captives of government, they and many other writers believe that the practice of funding interest and pressure groups is in the public interest.<sup>59</sup> Paish agreed with the practical aspects of funding, from the government and public interest point of view, but he believed

that a pressure group should largely pay its own way. His reasoning was that members who are willing to financially support their organization are committed members.<sup>60</sup> In his 1975 report to the annual convention, BCWF treasurer Hayward was hoping for a substantially greater contribution from government because of "benefits accruing to the people of B. C. as a result of our activities . . ."<sup>61</sup> In any event, the provincial government made annual non-statute grants to the Federation after the 1957 convention, but the Game Commission had started assisting rod and gun clubs that operated part-time fish hatcheries as far back as 1934.<sup>62</sup> However, the precedent of assisting certain kinds of interest groups had been established by the Agricultural Societies Incorporation Act, 1873. Under this Act, the Legislature approved funds which were granted to the societies by order in council. Those that received grants were required to submit an annual financial report to the Provincial Secretary.<sup>63</sup>

The B.C. Chamber of Mines, another pressure group, has been receiving grants periodically since 1960. These grants, like those to BCWF, were not provided for by statute. As for other environmental groups such as the Greenpeace Foundation, Sierra Club and the Society for the Promotion of Environmental Control (SPEC), no record of financial assistance could be found in Public Accounts within the period covered by this study.

Regardless of its reverse-autonomous characteristics, the split with the Commission meant a significant change in the Federation's interaction patterns. Whereas the Commission had interacted with other departments on behalf of the Federation, mostly in writing, the

Federation went directly to the bureaucratic and ministerial levels of those departments to express its interests, in writing and/or in person. As discussed elsewhere, the Federation also opted for a more aggressive attitude in its approach to government.

Despite the fact that the clubs and the Federation expressed considerable interest in regulations throughout the 1947-1975 study period, they concentrated on that particular aspect of fish and game management mainly in the first half of Period 1 and in the latter part of Period 2. (See Table 4.) However, as the rate of industrial and community expansion--and land use in general--increased, they shifted their attention to the effect of these larger phenomena on fish and wildlife resources. While it is not possible to fix a date that the Federation's concern with environmental issues peaked, it did broaden its objects substantially in 1967. It formalized, in fact, a role it had already been carrying out, namely that of a public interest, environmental group. Although concern for the environment, expressed for years by scientists and conservationists, had not spread to the North American public until the late 1960s,<sup>64</sup> the Federation had become increasingly occupied with environmental issues from 1948.

Fish and game associations in the early years of the Federation were oriented more to selective benefits,<sup>65</sup> in terms of the self interest of their members, but long before the Federation amended its objects in 1967, it had begun to speak of public interest which would collectively include the interest of the group and society. For example, in 1953, a resolution called for forest roads to be open to the public, except during fire season. In 1958, more resolutions

concerning access to and use of public land were approved. In the early 1960s, resolutions opposed to hydro development directed attention to the dis-benefits to the "people of the province." By 1967, when it formalized its public interest, BCWF had evolved from a rather benign, captive group to a highly vocal pressure group "whose members act together to influence public policy in order to promote their common interest." Paish, himself, thought of the Federation as a pressure group whose activities were "perhaps the most effective way . . . to bridge the gap between social awareness at the grassroots level and the senior decision-making level at Cabinet."<sup>61</sup>

The Federation changed its interaction patterns and its role, but throughout this evolutionary process it retained characteristics typical of institutionalized groups. Nevertheless it occasionally used tactics in Period 2 that one would associate with issue-oriented, promotional and social movement groups.

#### Tactical Group Types

Like Pross's "Talking Chameleons,"<sup>67</sup> the Federation adapted to changing circumstances. Some of these adaptations have already been described, a change in objects for example, but some were tactical behavioural changes characteristic of the three kinds of groups mentioned in the preceding paragraph.

#### Issue-Oriented Tactics

Issue-oriented groups are thought of as ephemeral, and concerned only with one or two issues.<sup>68</sup> In this sense they are the opposite of institutionalized groups unless, like the Greenpeace Foundation, they

subsequently develop a stable organizational structure and adapt their objects to new situations.<sup>69</sup> In the case of BCWF, the new issues emanated from government proposals for massive hydroelectric and open pit coal mining developments in south eastern British Columbia. The scope of these developments was unprecedented, and the anticipated effects on fish, wildlife, outdoor recreational resources, forestry, agriculture and people who lived in the affected areas were widespread.

The Federation, acting on its own mandate and perhaps as surrogate for people in government who believed the resources for which they were responsible were threatened, took up the fight. In retrospect, BCWF approached both types of developments as one-time issues in the sense that new basic guidelines, policies, regulations and perhaps legislation would have to be formulated, not just for the current developments, but for all time.

Executive director Meade stated in 1964 that the Federation and its member clubs should apply "continuous pressure upon government to establish true values of fish and wildlife stock."<sup>70</sup> Prior to this, Meade persuaded John Krutilla, an American economist who had written extensively on natural resource development and later on economic evaluation of amenity resources, to take a brief look at the British Columbia resource use conflicts. One of the results of this interest was a paper by Peter Pearse, "A New Approach to the Evaluation of Non-Priced Recreational Resources."<sup>71</sup>

Paish, Meade's successor, visited locations in the United States where resource managers and politicians had already experienced

resource developments similar to that proposed, or underway, in British Columbia.<sup>72</sup> Largely as the result of Federation initiatives, new guidelines, regulations and policies were realized, especially in respect to mitigation for losses in resources values.<sup>73</sup> The Federation did not fade away, as issue-oriented groups tend to do, but in this case it did embark on a major, all-out campaign to ameliorate, where possible, effects of these developments.

### Promotional Tactics

The Federation occasionally acted like a promotional group, which is thought of as an organization that advocates certain causes, usually those with broadly accepted social values.<sup>74</sup> Examples could include S.P.C.A., Save the Whales, Family Planning, Spatsizi Guardians (to save the Caribou), and, in fact, many environmental groups. Promotional groups are generally institutionalized, and some like the S.P.C.A. may regularly work very closely with government. Proponents of hunting and sport fishing traditionally describe these two outdoor activities as causes. In an 1859 game protection act, hunting was described as a "healthy and manly recreation."<sup>75</sup> In 1890, a newly-formed game association referred to its members as "lovers of true sport."<sup>76</sup> At the inaugural game convention in 1947, delegate McEwan called on the organized sportsmen "to convey to the populace in this Province the message . . . that every living human in British Columbia in one way or another derives a benefit"<sup>77</sup> from the sport fishing and hunting "industry." Both the 1951 and 1967 objects reflect the philosophy of a cause, especially the 1967 objects which exhort members to "arouse in

the public conscience a recognition of, and a respect for, the place of fish, wildlife and outdoor recreation in the wise integrated use of the nation's [sic] natural resources." (See Appendix 5, 1967.) Presenting a group's interest as a cause could be a basic strategy; for BCWF fishing and hunting appear to be regarded as both a strategy and a philosophy.

#### Social Movement Tactics

From the late 1960s, BCWF exhibited flashes of characteristics one would associate with social movements. Described in part as groups which are "discontented with the way things are . . . but despair of the institutionalized methods . . ." <sup>78</sup> of changing them, social movements may, in fact, lobby parliament or the legislatures for remedies to their grievances, but often will take more dramatic steps, such as actively supporting a sympathetic candidate, or putting up one of their own. Generally, however, social movements are much more challenging to established processes and decisions, and even to cultural norms. Wilkinson defines a social movement as a "deliberate endeavour to promote change in any direction and by any means . . ." While he does not advocate violence to effect change, he thinks "society has a great need for movement practitioners, leaders and active participants devoted to the service of great ideals reflecting abiding and fundamental human needs." <sup>79</sup>

The Federation objects state, or imply, certain basic human needs, and at least two of the last four executive directors supported a certain kind of political action to satisfy these needs. Direct

political activities would not, of course, be possible since a federal tax law prohibits societies (which claim tax exemption for membership dues) from participating in such activities.<sup>80</sup> However, the law does not apparently prevent a society's directors from pointing out to members which MLAs are unsympathetic to their cause, which were in a very close race in the last election, or, in fact, which party best understands management of the sportfish and wildlife resources. At the 1975 convention, Otway, dissatisfied with government funding of the Fish and Wildlife Branch, reminded delegates that a politician will act only when it will harm him not to do so. "We may not be interested in party politics . . . [but] we are going to be interested . . . to the extent of how they as politicians deal with fish and wildlife . . . when election time comes get your club to work and defeat the representatives in your area who are not working for you."

The minister responsible for the Branch agreed that clubs should know where their MLAs stood on fish and wildlife issues, but implied that Otway was lying. "I don't want to say this is a lie. But it's a statement that's straying from the truth. Because it has no validity."<sup>81</sup>

This kind of challenge is a far cry from social movement tactics such as sit-ins, demonstrations or disruptive and violent behaviour at government hearings, but nevertheless it is the type of overt behaviour that could threaten an institutionalized interest group's legitimacy and access. One will probably never know, however, if the Federation damaged its position because the NDP government was defeated that year. Otway maintained he had good access to the new government which continued to make a slightly increased annual grant to the

Federation.

The Federation Structure, 1975

The B.C. Wildlife Federation had approximately 150 clubs with 16,000 members in six membership classes in 1975: (1) Local Branches, or Branch Societies, (2) Club Members, (3) Regional Wildlife Associations (that is, a regional federation), (4) Sustaining Members, (5) Associate Members, and (6) Life Members. (These organizational details are included in Appendix 5. See also Table 1.) The Federation itself was organized to accept Direct Members (approximately 3,000 in 1981) which meant, in effect, there were seven membership classes. Not all groups that qualified under (1) were fish and game clubs. For example, the Guides' Association and Four-Wheel Drive clubs were included. Those in class (2) were basically the same as (1), but could register under the Societies Act as BCWF clubs. Class (3) was a local federation (with member clubs) which was itself a member of BCWF. Apparently class (4) was never put into effect. Class (5) had only two or three members, and included, for example, the Okanagan-Similkameen Park Society. Class (6) included several individuals honoured for their work in the conservation field. The Direct Members group was provided for by a separate charter through the Federation. In respect to voting privileges at the annual convention, each regional association was entitled to one delegate. Each branch or club with 200 members or less was entitled to one delegate, with 201 or more, to two delegates. The Direct Members group was entitled to two delegates. Sustaining, Associate and Life Members had no voting privileges.

The Resolutions Committee, appointed by the directors, had power to redraft and amalgamate similar resolutions. Directors were required to act and report on all resolutions that received two-thirds majority vote. The Board of Directors, who lived in various parts of the province, consisted of a president, immediate past president, vice-president, second vice-president, treasurer and no less than three directors--all elected by simple majority vote for two years. To qualify for president a member had to serve as a director for one year.

The principal Federation spokesman was the executive director, a full-time official who headed a small support staff. The Federation office was located in the Vancouver area until September 1975 when it was moved to Surrey. (See Appendix 7.1 for background of past executive directors. See also Table 1 for additional information.)

The BCWF was (and still is) a member of the Canadian Wildlife Federation, and has two members on its Board of Directors.<sup>82</sup>

In the following section, Federation structural relationships and interaction patterns with the three levels of government and other interest groups are described.

The Federation: Structural Relationships,  
and Interaction Patterns with Government  
and Other Interest Groups

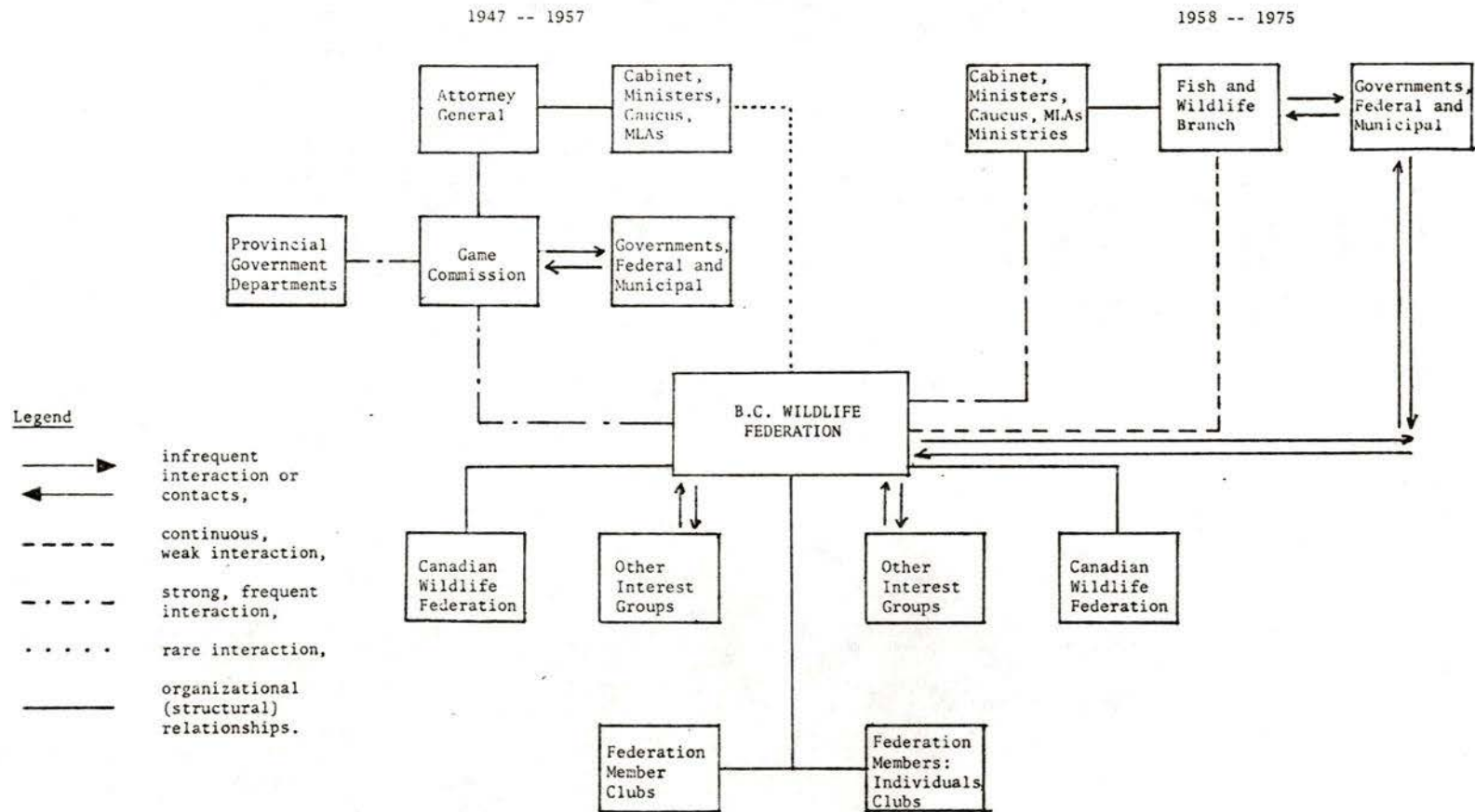
In Figure 1 the purpose is to tie together, schematically, the Federation and government structural (that is, organizational) components, and to show BCWF interaction patterns with three levels of government, namely federal, municipal and provincial, for each period. The figure is not intended to imply kinds of interaction, for example

personal contacts, submission or presentation of briefs, correspondence, or formal meetings. It is intended to show, however, relative strength and frequency of exchanges as between the Federation, the Game Commission and Cabinet in Period 1, or between the Federation, Cabinet and the Fish and Wildlife Branch in Period 2.

In the 1947 to 1957 period, the Federation interacted almost entirely with the Game Commission, which in turn communicated on behalf of the Federation directly with the Attorney General, and with officials (at the same functional level as a game commissioner) in federal and provincial departments. The two Attorneys General, Wismer from 1947 to 1952 and Bonner from 1952 (last half) until 1957, acted on behalf of the Commission with Cabinet, individual ministers and the government caucus. The Federation had a structural relationship with Canadian Wildlife Service, but liaised infrequently with other interest groups in both periods. It had a similar relationship with its supporting membership, the composition of which varied between periods. It apparently seldom contacted Cabinet, individual ministers and MLAs, as shown by the dotted line.

In the 1958 to 1975 period, the Federation interacted directly with all three governments at both the political and the bureaucratic levels, and probably kept all MLAs informed on certain issues as called for by the occasional resolution. The BCWF exchanges with municipal and federal governments were direct but infrequent since relatively few resolutions were concerned with those two governments. As shown by the broken line, it had a continuous but generally weak interaction (in an adversarial sense) with the Fish and Wildlife Branch executive and

FIGURE 1. B.C. Wildlife Federation: Structural Relationships, and Interaction Patterns with Government and Other Interest Groups



technical staff. The Fish and Wildlife Branch contacts with federal and municipal governments were between functional equals, between directors and/or section heads, for example.

The membership relationships differed between periods because the Federation was more complex in Period 2. (For example, compare the 1975 structure above with Appendices 3 and 4 which show 1947 and 1950 convention participants, respectively.) Access points were generally the same in both periods, except that in Period 2 the Federation interacted directly instead of through an intermediary as in Period 1.

#### Summary

The Federation of fish and game clubs was established after several decades of what, by all accounts, had been a positive and profitable interaction between the clubs and government. Like Pross's "chameleon," the Federation adapted to changing circumstances in the 1947 to 1975 period. The data in the next chapter show certain tendencies in respect to Federation and club concerns, as exhibited by annual convention-approved resolutions. In the concluding chapter, these and other data will be used in an attempt to explain the difference in effectiveness for the two periods.

## CHAPTER I--NOTES

<sup>1</sup>Robert Presthus, Elite Accommodation in Canadian Politics (Toronto: MacMillan of Canada, 1973), p. 87, says "Canadian political scientists have almost completely neglected the role of interest groups." Terry M. Moe, The Organization of Interests (Chicago: University of Chicago Press, 1980), p. 228, says "The area of interest groups is simply data-poor to the point where even the most basic information about organizations and their members is lacking." Graham K. Wilson, Interest Groups in the United States (Oxford: Clarendon Press, 1981), p. vii, concludes that "Twenty five years ago, the study of interest groups seemed likely to be one of the main branches of political science. . . . In practice, however, studies of interest groups in the United States have been surprisingly few." A. Paul Pross, "Pressure Groups: Adaptive Instruments of Political Communication," in Pressure Group Behaviour in Canadian Politics, ed. A. Paul Pross (Toronto: McGraw-Hill Ryerson, 1975), pp. 3-4, contends, however, that unpublished dissertations, biographies and histories "tell us a great deal about pressure groups in Canada."

<sup>2</sup>Research Branch, "Pressure Groups in Canada," The Parliamentarian 51 (January 1970):11.

<sup>3</sup>Ibid., p. 13.

<sup>4</sup>Norman J. Ornstein and Shirley Elder, Interest Groups, Lobbying and Policymaking (Washington, D.C.: Congressional Quarterly Press, 1978), p. 45.

<sup>5</sup>Ibid., pp. 160-161.

<sup>6</sup>Georgiana Genevieve Ball, "A History of Wildlife Management in British Columbia to 1918," (M.A. Thesis, University of Victoria, 1980), p. 32.

<sup>7</sup>For the 1865 and 1871 references, see Ball, p. 40; she suggests that those interested in sport fishing and hunting had the political influence to persuade politicians to pass game protective laws; references to the museum and the history society can be found in Ball, pages 50 and 51 respectively--however the British Colonist, 28 April 1872, p. 3, reports a meeting of the local natural history society--no name was given.

<sup>8</sup>Ball, p. 40; game associations later became known by a variety of names such as fish and game associations, fish and game protective associations, fish and game clubs, and rod and gun clubs.

<sup>9</sup>Department of Attorney General, Game Convention: Report of Proceedings, 1947 (Victoria: Queen's Printer, 1947), p. 9, McEwan states, "As long ago as the 1890's the first sportsmen's organization was formed at the coast. . . ." William T. Hornaday, Campfires in the Canadian Rockies (New York: Arno Press, 1967), p. 7 describes a meeting of the Fernie District Game Protective Association in 1905; Department of Provincial Secretary, Annual Report, Provincial Game and Forest Warden (Victoria, King's Printer, 1906), p. D6, Williams lists the various game associations which were active at that time.

<sup>10</sup>Department of Attorney General, Annual Report, Game Conservation Board, 1920 (Victoria: King's Printer, 1921), p. 54; this report lists those associations that were actively assisting the Conservation Board by submitting annual recommendations on fishing and hunting seasons; Northwest Sportsmen (May 1947):3, actually lists 82 associations.

<sup>11</sup>See the Department of Provincial Secretary, *ibid.*, for the 1905 reference; the 1915 reference is in Department of Attorney General, Annual Report, Provincial Game and Forest Warden 1915 (Victoria: King's Printer, 1916), p. 06; the 1920 reference is in *Idem*, Game Conservation Board Annual Report, 1920 (Victoria: King's Printer, 1921), p. 9; the Commission and the Attorney General, respectively, thanked the Federation members for convincing their local MLAs that the Conservation Fund was necessary in *Idem*, Provincial Game Commission Annual Report, 1951 (Victoria: Queen's Printer, 1952), p. E9, and *Idem*, Game Convention, 1951, pp. 11-12.

<sup>12</sup>*Idem*, Game Convention, 1947, p. 10.

<sup>13</sup>A. Paul Pross, "Pressure Groups: Talking Chameleons," in Canadian Politics in the 1980s, ed. Michael S. Whittington and Glen Williams (Toronto: Methuen Publications, 1981), p. 240, describes a pressure group as "the ideal instrument for sectoral, specialized communication; Peter Aucoin, "Pressure Groups and Recent Changes in the Policy-Making Process," in Pressure Groups Behaviour in Canadian Politics, ed. A. Paul Pross (Toronto: McGraw-Hill Ryerson, 1975), p. 187, "notes the extent to which elected representatives depend upon the new committee system (in government--JGT) to obtain information from groups presenting briefs and/or appearing before committees." Norman J. Ornstein and Shirley Elder, Interest Groups, Lobbying and Policy-making (Washington: Congressional Quarterly Review, 1978) p. 224, found that Members of Congress rely on (interest) groups to provide constituency, technical, and political information.

<sup>14</sup>Department of Provincial Secretary, Annual Report, Provincial Game and Forest Warden, 1905 (King's Printer: Victoria, 1906), p. D6, includes discussion of the new organization.

<sup>15</sup>Ibid., p. D5.

<sup>16</sup>Department of Attorney General, Game Act, 1935. Official records in respect to the establishment of a Game Commission are misleading. The amendment to the Game Act was given Royal Assent on March 23, 1935. The Game Commission submitted an annual report for 1934, yet Arthur Gerrard Bolton, F.R. Butler and James G. Cunningham were appointed Commissioners by Order in Council 7027, on May 28, 1935, (B.C. Gazette, May 30, 1935). Cunningham was appointed Acting Commissioner on September 7, 1934 by Order in Council 5730 (B.C. Gazette, September 13, 1934).

<sup>17</sup>Department of Attorney General, Game Convention, 1947.

<sup>18</sup>Department of Provincial Secretary, Annual Report, Provincial Game and Forest Warden 1905 (Victoria: King's Printer, 1906), p. D6.

<sup>19</sup>Department of Attorney General, Game Convention, 1947, p. 5.

<sup>20</sup>Ibid., pp. 63, 169, references are made to the organizational meeting scheduled for May 31, 1947.

<sup>21</sup>The 1948 constitution was published in Northwest Sportsman (May 1948):5-7.

<sup>22</sup>The constitution and amendments from 1951 are filed with the Ministry of Consumer and Corporate Affairs, Registrar of Companies, B.C. Wildlife Federation (Victoria, 1981).

<sup>23</sup>Aldo Leopold, A Sand County Almanac (New York: Oxford University Press, 1966), p. 240.

<sup>24</sup>Department of Attorney General, Game Convention, 1947.

<sup>25</sup>Idem, Game Convention, 1947, p. 158 and p. 63 respectively for the Butler and Cunningham references.

<sup>26</sup> Interview with J. Railton, Qualicum, 1 August 1981, who said the Sportsmen's Clearing House, which was a division of Northwest Sportsmen, an outdoor journal published by Railton and H. Denton, coordinated resolutions which had been selected by the club zones for the convention; see footnote 5, Table 1 for further details on the role of the SCH in Federation affairs; Personal Communication, J.A. McLellan, Fish and Wildlife Branch, 4 August 1981, and Interview with James Hatter, Victoria, 21 December 1981, both of whom were on Commission staff during most of the 1947-57 period, confirmed the Commission's role in convention affairs.

<sup>27</sup> Department of Attorney General, Game Convention, 1950, p. 137, Butler solicited comments on the previous year's resolutions copies of which had been sent to every game association; idem, Game Convention, 1957, pp. 148-156, Butler discussed Commission interaction with other departments about Federation resolutions.

<sup>28</sup> Idem, Game Convention, 1947 to 1957.

<sup>29</sup> Idem, 1947, pp. 10, 61, and 7 are the respective references for these quotations.

<sup>30</sup> Hatter, recalled that Commissioner Butler wanted to continue hosting the game conventions.

<sup>31</sup> Some of the published works include books by Max Nicholson, The Environmental Revolution (New York: McGraw-Hill Book Company, 1970); Garrett De Bell, ed., Environmental Handbook (San Francisco: Friends of the Earth, 1980); Thomas L. Burton, Natural Resource Policy in Canada (Toronto: McClelland and Stewart Limited, 1972); T. O'Riordan, Environmentalism (London: Pion Limited, 1976); Albert E. Utton, W.R. Derrick Sewell and Timothy O'Riordan, eds., Natural Resources for a Democratic Society (Colorado: Westview Boulder Press, 1976); and John V. Krutilla and Anthony C. Fisher, The Economics of Natural Environments (Washington, D.C.: Resources for the Future, Inc., 1975).

Countless articles have been published including William R. Burch, Jr., "Who Participates," Natural Resources Journal 16 (January 1976):41-54; Alister Lucas, "Legal Foundation for Public Participation in Environmental Decisionmaking," Natural Resources Journal 16 (January 1976):73-102; Tim O'Riordan, "Policy Making and Environmental Management," Natural Resources Journal 16 (January 1976): 55-72; and W.R.D. Sewell and Timothy O'Riordan, "The Culture of Participation in Environmental Decisionmaking," Natural Resources Journal 16 (January 1976):1-21. Unpublished works include Dianne Louise Draper, "Eco-Activism: Issues and Strategies of Environmental Interest Groups in British Columbia," (M.A. Thesis, University of Victoria, 1971), and

Audrey Christina Fraggalosch, "The Institutionalized Barriers to Public Participation in Energy Planning in British Columbia," (M.A. Thesis, University of Victoria, 1981).

<sup>32</sup>Peter H. Schuck, "Public Interest Groups and the Policy Process," Public Administration Review 37 (March/April 1977):133; The Cousteau Almanac (New York: Doubleday and Company Inc., 1981), p. 783, describes a public interest group as "an organization representing a broad constituency that is not represented by traditional economic interests."

<sup>33</sup>Lennart J. Lundquist, "Do Political Structures Matter in Environmental Politics?" Canadian Public Administration 17 (Spring 1974):121.

<sup>34</sup>William Tucker, "Is Nature Too Good For Us?" Harpers (March 1982):27.

<sup>35</sup>Ibid.

<sup>36</sup>David B. Turner, Professional Opportunities in the Wildlife Field (Washington, D.C.: Wildlife Management Institute, 1948); p. 5.

<sup>37</sup>Burton, pp. 23 and 28.

<sup>38</sup>Ibid., pp. 35-36.

<sup>39</sup>Ornstein et al, pp. 160-162 discuss the spread of the environment movement across the continent in the 1960s; Burton, pp. 139-140 refers to the 1966 conference.

<sup>40</sup>Department of Attorney General, Game Convention, 1952, p. 187, provides the Wismer statement; Idem, Game Convention, 1956, p. 6, shows the Bonner statement; for Meade's views see "Fishing and Hunting Organization in British Columbia," Inventory of the Natural Resources of British Columbia (Victoria: British Columbia Natural Resources Conference, 1964), p. 542; Roderick Haig-Brown, The Living Land (Toronto: The MacMillan Company of Canada Limited, 1961), pp. 24-26; for D.B. Turner's remarks see Resources of the Northern Cordellera (Harrison Hot Springs: British Columbia Natural Resources Conference, 1959), p. 167.

<sup>41</sup>Anthony A. D'Amato, "Environmental Degradation and Legal Action," Bulletin of the Atomic Scientists 26 (March, 1970), p. 24.

<sup>42</sup>Ornstein et al, pp. 161-162.

<sup>43</sup>Burton, pp. 139-140.

<sup>44</sup>Richard J. Van Loon and Michael S. Whittington, The Canadian Political System (Toronto: McGraw-Hill Company of Canada Limited, 1971), p. 486.

<sup>45</sup>Draper, p. 36.

<sup>46</sup>Van Loon and Whittington, 1981, p. 413.

<sup>47</sup>Draper, p. 37.

<sup>48</sup>"The Shrill Ecological Debate," Vancouver Sun, 24 September 1979, p. 9.

<sup>49</sup>T. O'Riordan, Environmentalism (London: Pion Limited, 1976), p. 253.

<sup>50</sup>Pross, "Talking Chameleons," p. 232.

<sup>51</sup>Ibid., p. 228.

<sup>52</sup>"Hunting and fishing get boost at convention," The Province, 13 April 1981, p. A7.

<sup>53</sup>Van Loon and Whittington, p. 437, and David Kwavnick, Organized Labour and Pressure Group Politics (Montreal: McGill-Queen's University Press, 1972), p. 12, give these definitions, respectively.

<sup>54</sup>Department of Attorney General, Game Convention, 1956, p. 4.

<sup>55</sup>Railton; Interview with W.J. Otway, B.C. Wildlife Federation, Surrey, British Columbia, 1981 and 1982; Interview with H.A.J. Paish, Howard Paish and Associates, Coquitlam, British Columbia, 20 January 1982; and Hatter, former director of the Fish and Wildlife Branch, all made this point.

<sup>56</sup>Interview with P.A. Larkin, University of British Columbia, Vancouver, 20 January 1982; and Hatter, both said they, Cunningham and other staff frequently addressed club meetings.

<sup>57</sup>Department of Attorney General, Game Convention, 1951, p. 16, Commissioner Cunningham quotes Lee Straight; Railton, Interview with G. Warden, Fish and Wildlife Branch, Victoria, 19 November 1981; Larkin.

<sup>58</sup>Van Loon and Whittington, p. 413.

<sup>59</sup>Ibid., these authors maintain that governments get a good return from their investments in pressure groups; A. Paul Pross, "Talking Chameleons," p. 227 contends that reverse pressure groups serve the public interest "in arguing . . . before regulatory and policy-making bodies;" Thomas R. Berger, "The Place of Impact Evaluation in Decision Making," Second Environmental Impact Assessment Conference (Vancouver: Resource Industries Program, 1979), presents his reasons for funding intervenors for the Mackenzie Valley Pipeline Inquiry and argues that all who have an interest should be represented, and if necessary, provided with funds to help them prepare their cases.

<sup>60</sup>Paish.

<sup>61</sup>B.C. Wildlife Federation, "Annual Resolutions, Votes and Officers' Reports" (Surrey, British Columbia: BCWF), 1958.

<sup>62</sup>Department of Attorney General, Game Commission Annual Report, 1934, p. R7.

<sup>63</sup>The Ministry of Agriculture Act, RSBC 1979, still provides for grants to agricultural and horticultural societies.

<sup>64</sup>Ornstein et al, p. 160, says "Indeed, by the late 1960s, the concern about the environment expressed for years by the scientists and conservationists had spread to the general public."

<sup>65</sup>Mancur Olson, The Logic of Collective Action (Cambridge (Mass.): Harvard University Press, 1971), pp. 51, 132-134, suggests that selective benefits are the incentive for a member to participate in an interest group and thinks that anticipation of further benefits will motivate members to act as a group. A. Paul Pross, "Talking Chameleons," pp. 226-227, counters Olson's view and says "there are far too many groups that work for both selective benefits and for the public interest.

<sup>66</sup>B.C. Natural Resources Conference, 1968, p. 145.

<sup>67</sup>Pross, "Talking Chameleons."

<sup>68</sup>Van Loon and Whittington, p. 413; A Paul Pross, "Talking Chameleons," p. 229, describes such groups as those that "spring up at a moment's notice, usually in reaction to some government action or private sector activity that only government can change."

<sup>69</sup>Pross, "Talking Chameleons," p. 228.

<sup>70</sup>G.E. Meade, "Fishing and Hunting Organizations in British Columbia," in Inventory of the Natural Resources of British Columbia, ed. D.B. Turner (Vancouver: British Columbia Natural Resource Conference, 1964), p. 543.

<sup>71</sup>Peter H. Pearse, "A New Approach to the Evaluation of Non-Priced Recreational Resources," Land Economics 54 (February 1968): 87-99. (Pearse is a well-known British Columbia natural resource economist who has authored and co-authored several publications on the value of natural resources including sportfish and game resources; in 1976 he was appointed Commissioner by the provincial government to review forest industry practices; in 1981 he was appointed Commissioner by the federal government to review the state of commercial fishing in British Columbia); Glen W. Smith, Victoria, Personal Communication, 16 November 1981, related that Meade intercepted Krutilla, on other business in British Columbia, and persuaded him to include in his itinerary a review of the resource use conflicts in the Kootenays; for some of Krutilla's views see John V. Krutilla, "Columbia River Development: Some Problems of International Cooperation," in Land and Water: Planning for Economic Growth, Papers of the 1961 Western Resources Conference (Boulder: University of Colorado Press, 1961), pp. 91-119; John V. Krutilla, "Conservation Reconsidered," American Economic Review (September 1967):777-786; and John V. Krutilla and Anthony C. Fisher, The Economics of Natural Environments (Washington Resources for the Future, 1975).

<sup>72</sup>Paish; Smith.

<sup>73</sup>Interview with James H.C. Walker, Fish and Wildlife Branch, Victoria, 27 November 1981. Walker believes the principal gain which resulted from pressure groups and other kinds of intervenor actions, is acceptance by government that mitigation will be made to compensate "losers" in resource development projects.

<sup>74</sup>Anthony H. Birch, The British System of Government (London: George Allan and Unwin, 1980), pp. 94, 95, cites several causes, namely religious, educational, social, and even political causes; he believes the success of promotional groups depends on the quality of their arguments, not on "their ability to claim a mass membership or on their ability to mount an expensive campaign; it depends rather on the prestige of their leading members. . . ."

<sup>75</sup>Ball, p. 34.

<sup>76</sup>Ibid., p. 40.

<sup>77</sup>Department of Attorney General, Game Convention, 1947, p. 9.

<sup>78</sup>John Wilson, Introduction to Social Movements (New York: Basic Books Inc., 1973), p. 32.

<sup>79</sup>Paul Wilkinson, Social Movements (London: Paul Mall Press Limited, 1971), p. 153.

<sup>80</sup>Interview with Otway; Robert Lewis, "The Hidden Persuaders," Maclean's (13 June 1977) p. 40f. describes the Canadian Wildlife Federation (CWF) campaign against proposed federal gun control legislation. Revenue Canada challenged CWF's campaign on the grounds that CWF is registered as a charitable organization which is prohibited from "'acts of a political nature'" and from "'pressuring for change in the law.'" CWF argued, successfully, that its activity was covered by its objects.

<sup>81</sup>BCWF, 1975, speeches by Otway and Radford.

<sup>82</sup>Interview and Personal Communication with W.J. Otway, B.C. Wildlife Federation, Surrey, British Columbia, 1981 and 1982, who explained the Federation organization.

## CHAPTER 2

APPROVED RESOLUTIONS: ANALYSIS  
AND INTERPRETATION

From 1947 to 1975 approximately 1,000 resolutions<sup>1</sup> were approved by delegates to the annual conventions. However, only 790 were used in this study, 326 in Period 1, the captive era, and 464 in Period 2, the emancipated phase. In the first period the Game Commission assumed responsibility for financing and running the annual conventions, whereas in the second period the Federation assumed this responsibility although it continued to receive annual financial support from government (see Appendix 13). Resolutions which dealt wholly with Federation administrative (that is, internal) affairs were rejected, voting records for 1963 and 1964 could not be found, and neither the resolutions nor the votes for 1966 could be located.<sup>2</sup> In respect to "age" of resolutions, it was felt that criteria for identifying failed resolutions were necessary. In virtually all cases resolutions were found to be dead issues if they had not been acted on within three years of any particular convention.<sup>3</sup> Consequently, a three-year period of grace seemed to be one reasonable criteria. Four other conditions for failed resolutions were identified: namely (1) if the same resolution was subsequently resubmitted to a convention, (2) if the Federation said a resolution failed, (3) if government, or the private sector agency, to which a resolution was directed, refused to acknowledge the resolution and (4) if someone

familiar with the issue said the resolution had failed. While most of the 790 resolutions were directed to the provincial government, a few were sent to federal and municipal governments. As mentioned above, not all resolutions called for action only by the Game Commission. In 1947, for example, only one of a total of 15 resolutions used in this study was directed to another department, whereas in 1957, 10 of 34 were directed to other departments. In 1958, the first year that the Federation ran its own convention, 8 of 33 were directed to groups outside the Department of Recreation and Conservation. In 1968 and 1975, 16 of 30 and 8 of 23, respectively, were directed elsewhere. It should be remembered, however, that even though resolutions were directed to departments other than the Department of Recreation and Conservation, the resolutions were concerned almost entirely with fish and wildlife resources. (The Federation objects were amended in 1967 to include parks and outdoor recreational resources, but only a small number of resolutions were concerned with these resources.) Finally, it has been assumed that government would not have acted as requested if there had been no resolution calling upon it to do so. This may not always be a valid assumption since government itself might have independently been occasionally considering an action requested by a Federation resolution.

To determine what action, if any, was taken on approved resolutions, two main sources of information were utilized, namely records and key actor recollections. Records were a suitable source for tracing resolutions concerned with, say, regulations or legislation, but in the case of resolutions calling for policy changes, disposition was much

more difficult to determine. Fortunately, most of the individuals who were central to the Federation and relevant government departments during the time covered by this study were available. These interviewees and contacts have been cited as necessary. (See Appendices 7.0, 7.1, 8.0 and 8.1 for interview material.)

This is a comparative study for the obvious reason that similar data for two periods have been compared to show different rates of effectiveness. As an initial comparison, Figure 2 shows an overall relationship both between and within periods, in terms of the percentages of resolutions which were (a) allocated point values, and (b) were acted on wholly or partly. (Figure 2 is based on data in Appendix 15 and Table 1.)

In this figure the two graphs which have been plotted represent the values of resolutions without regard to category, that is without considering whether the resolutions deal, for example, with fishing or hunting regulations, land use or pollution issues.

The reason for presenting two graphs was to show that even by using two different systems for evaluating and comparing effectiveness, the conclusions were similar, namely that the Federation was more effective in Period 2.

The "X" graph points represent the sum of the annual values (or scores) expressed as percentages of the total possible annual values. In 1947 for example, fifteen resolutions had a total possible score of 30 points; those acted on had a score of 9 points for a value of 30 percent, as shown in Appendix 15.

The "O" curve figures represent the numbers of resolutions

FIGURE 2.<sup>1</sup>

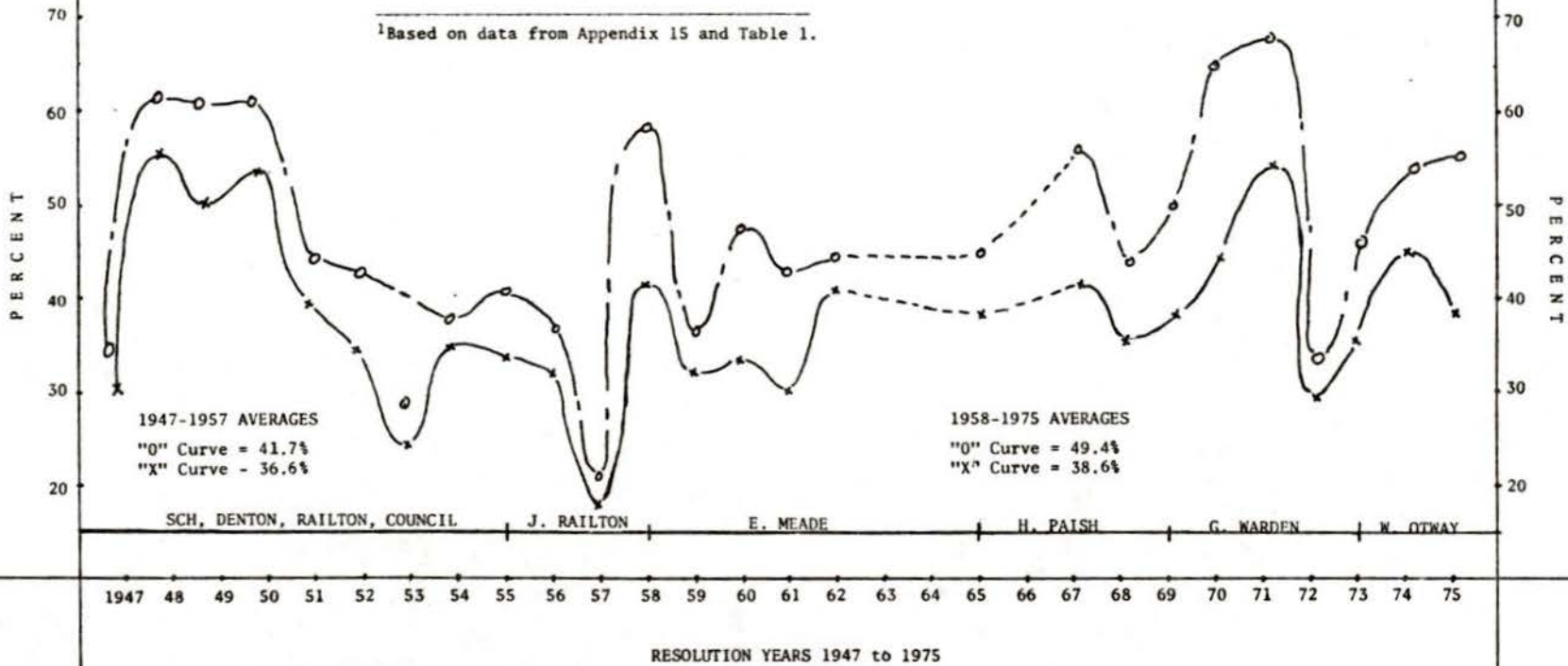
Annually Approved Resolutions Without Regard to Category

"O" Curve - Number Acted on, Wholly or Partly Expressed as Percent of Total Resolutions per Year.

"X" Curve - Actual Points Earned as Percent of Maximum Possible Points.

Bottom - Length of Service of B.C. Wildlife Executive Directors.

<sup>1</sup>Based on data from Appendix 15 and Table 1.



acted on, partly or wholly, expressed as percentages of the total numbers of annual resolutions. In 1947, for example, five of the fifteen resolutions were acted on for a value of 33.3 percent.

Graph "X" is based on arbitrary values that range from zero to 2 points. Score for no action was zero, for any action was one point, and for a full response to a resolution the value allocated was 2 points. Some resolutions, particularly those concerned with regulations, had more than one part. For example, a resolution might call for a change in both trophy and license fees. Another might call for higher fines for polluters and restitution to the Crown for pollution damage (to fish and/or game).

To illustrate a case, in 1947 a resolution called for an increase in non-resident firearms license fees as well as in trophy fees. Only trophy fees were increased before the cut-off date; therefore the value allotted to this resolution was one point. In another case, a 1959 resolution requested that "appropriate" government departments make arrangements with lessee's of Crown land (for example, forestry industry companies) for access over company roads at specified times by "responsible persons and groups."<sup>4</sup> The Private Roads Access Act, 1963, was a partial response to this resolution and relieved the Crown land lessee of responsibility for firefighting costs if a fire was caused by a "member of the public" who had been granted permission to use an access road; the value allocated to this resolution was one point. In 1965 a resolution called for a committee to study use and disposal of pesticides, insecticides and detergents and their effects on fish and wildlife. Such a

committee was established before the cut-off date; this resolution earned 2 points.

These were arbitrary determinations, and it might perhaps be argued that action on half a resolution was worth 1.5 or 1.75 points. Therefore, in an attempt to reduce subjectivity in allocating partial values, a score of one point was arbitrarily chosen.

To put both "X" and "O" values in perspective, in respect to resolutions which were partly or wholly acted on, about 24 percent of the 136 resolutions in Period 1 and approximately 44 percent of the 229 resolutions in Period 2 were only partly acted on. This difference probably indicates the greater complexity of issues in the latter period which made it difficult for government to respond as fully as it did in Period 1.

In the qualified opinion of over half the interviewees, two Federation and three Fish and Wildlife Branch current or former officials, the Federation was "selectively" more effective in each period. In Period 1, these interviewees believed the Federation was more concerned about, and more effective with, resolutions which called for new or amended regulations. In respect to Period 2, these same people thought the Federation was both more interested in, and more successful in moving government to action on environmental issues. Railton and Warden<sup>5</sup> simply thought the BCWF was generally more effective in Period 2 when it was independent of the Game Commission. These two former executive directors also felt that clubs not only had more say in choosing agenda items, but they pushed much harder for action on all resolutions.

Turner declined to compare the two periods since he was not appointed deputy minister of the Department of Recreation and Conservation (which included Fish and Wildlife Branch) until 1957, and did not feel he was sufficiently informed about the entire 1958-1975 period. He did, however, say that while he was deputy minister (1957 to 1968) the Federation had become an increasingly important voice in departmental policy.

Figure 2 shows that the Federation was generally more successful in the second period, both in terms of point scores and numbers of resolutions partially or wholly acted on. The average point score ("X" curve) in the second period, 38.6 percent, is about 5.5 percent higher than the 36.6 percent in the first period. The average "acted on" score ("O" curve) in the second part, 49.4 percent, is approximately 18.5 percent higher than the 41.7 percent calculated for the first period. These are the results which Railton and Warden predicted.

Moreover, as the above five interviewees anticipated, the strength of regulatory resolutions, relative to environmental resolutions, was greater in Period 1, and less in Period 2 where the situation was reversed. Table 2 shows the number and rate of success of regulatory compared to environmental resolutions. In row three, Period 1, for example, the proportion of regulatory compared to environmental resolutions is 31.1 and 17.2 percent respectively, whereas in Period 2 the comparable figures are 28.0 and 39.6 percent respectively. In row five, Period 1, the rates of success are 42.2 and 33.9 percent, respectively, whereas in Period 2 they are 46.9 and 51.6 percent, respectively for regulatory and environmental resolutions. (These percentages are

TABLE 2.--Two Resolution Groups: Number in Each Period, and Number Acted on (Wholly or Partly), Expressed as Percent of Total Resolutions in Each Period, and of Total Within Each Group, Respectively

Regulations Group <sup>1</sup>			Environmental Group <sup>2</sup>		
	Period			Period	
	1	2		1	2
Number	102	130	Number	56	184
Total resolutions	326	464	Total resolutions	326	464
Percent of total	31.3	28.0	Percent of total	17.2	39.6
Acted on, (number wholly or ( partly (percent	43 42.2	61 46.9	Acted on, (number wholly or ( partly (percent	19 33.9	95 51.6

<sup>1</sup>Regulations include those for fish, game, trapping, guiding, predatory animal control, firearms, aircraft use, license and trophy fees, and for general purposes; in Period 1 the majority were for fish, game and license and trophy fees (about 70 percent of all regulations) and in Period 2, the majority were for fish, game, license and trophy fees and firearms (about 79 percent of all regulations).

<sup>2</sup>Environmental issues include resolutions which covered access, reservoirs generally, land use practices, pollution matters, and water use practices, for example irrigation and pleasure boat use.

calculated by comparing the numbers acted on with the number in each classification. For example, in row five, Period 1, 43 of a total of 102 regulatory resolutions is 42.2 percent, and in Period 2, 95 of 184 environmental resolutions is 51.6 percent.)

The relative strength of regulatory resolutions in Periods 1 and 2 (31.3 and 28.0 percent, respectively) was somewhat unexpected since it was thought that resolution topics were heavily inclined toward environmental at the expense of regulatory issues. On reflection one might expect club members, especially those who were active anglers or hunters, or both, to have a continuing interest in protecting and sharing sportfish and game resources by regulation. In other words, while members in general presumably supported the Federation in its battles to win acceptable environmental trade-offs, many obviously maintained a significant interest in the regulatory aspects of fish and game management. It is also quite possible that many members simply were not interested in broad environmental issues. Paish<sup>6</sup> believed that individual club organization might suffer as a result of the Federation concentrating on a few big issues, hydroelectric and open-pit mining projects for example, which were very demanding in terms of BCWF time and resources. He also thought it would probably be difficult to keep the clubs involved, but this risk was accepted as a short-term phenomenon. In fact, the static membership level from 1964 to 1971 may have been the result of this Federation strategy. (On the other hand, there were other very positive consequences which will be discussed below.) As a result Warden,<sup>7</sup> Paish's successor, devoted a lot of time both to club organization and getting the clubs more involved in

Federation affairs. The two major issues during Warden's time in office were open-pit (strip) mining and the proposed flooding of Skagit valley in southwest British Columbia.

While Table 2 shows the relative strength of regulatory and environmental resolutions, Table 3 shows the grouping of all 790 resolutions, by classification, for each period. Vertical comparisons between periods within a classification show the degree of change in resolutions issues. This comparison is particularly useful when examining the components of environmental issues displayed in Table 2.

#### Access Issues

Access, for example, was a fairly persistent Federation concern from 1947, as shown in Table 4, yet the relative proportions for Periods 1 and 2 were roughly similar at 7.0 and 8.0 percent respectively as shown in Table 3. However, this issue overlapped periods and, generally speaking, the strongest activity as expressed by the number of resolutions, as shown in Table 4, covered the years 1955 to 1960, and peaked in 1958 at 10 resolutions. The Federation and clubs were concerned mainly about access to forest lands, that is, Crown land leased to logging companies, but they were less than satisfied with Forest Service policy on access to Crown land leased to cattle ranchers. The Federation contended that Crown land, even when leased, belonged to the people of British Columbia. In particular, access roads built by the Forest Service with public funds should be open to the public, except during periods of extreme forest fire hazard and perhaps during the week if such roads were being heavily used by forest industry vehicles.<sup>8</sup>

TABLE 3. -- Classification of Resolutions, By Period, Expressed as Percent of Total Resolutions, and Number Acted on (Wholly or Partly) Expressed as Percent of Number of Resolutions Within a Classification.

Period 1 1947-57	Classifications <sup>1</sup>													Totals
	Statute 1	Regs. 2	Enf. 3	Mgt. 4	Access 5	Finance 6	Reservoirs 7	Land Use 8	Admin. 9	Pub. Rel. 10	Polln. 11	Misc. <sup>2</sup> 12	Water Use 13	
Number	23	102	25	59	23	12	9	14	30	15	7	4	3	326
Percent of total	7.0%	31.3%	7.7%	18.1%	7.0%	3.7%	2.8%	4.3%	9.2%	4.6%	2.1%	1.2%	0.6%	99.6%
Number and Percent acted on, wholly or partly	6	43	10	27	7	5	4	3	19	8	5	-	-	137
	26.1%	42.2%	40.0%	45.8%	30.4%	41.2%	44.4%	21.4%	63.3%	53.3%	71.4%	-	-	42.0%

Period 2														Totals
Number	6	130	18	67	37	12	19	83	19	17	34	11	11	464
Percent of total	1.3%	28.0%	3.9%	14.4%	8.0%	2.6%	4.1%	17.9%	4.1%	3.7%	7.3%	2.4%	2.4%	100.1%
Number and Percent acted on, wholly or partly	1	61	8	38	19	5	13	39	13	5	19	3	5	229
	16.7%	46.9%	44.4%	56.7%	51.4%	41.7%	68.4%	47.0%	68.4%	29.4%	55.9%	27.3%	45.4%	49.4%

1. Statute refers to legislation changes, mainly to Game or Wildlife, and Firearms Acts; Regs. refers to regulations (see Table 2, footnote 1); Enf. refers to enforcement; Mgt. refers to management of freshwater fish, game, predatory animal and salmon (very few resolutions in last category); Access refers to access to Crown land leased for various purposes; Finance refers to budgetary items almost entirely in Fish and Wildlife Branch; Reservoirs refer to hydro electric projects; Land Use refers to Crown and Crown corporation policies and practises that relate to fish, game, and parks use; Admin. refers to administrative matters, mainly in Fish and Wildlife Branch; Pub. Rel. refers to public relations; Polln. refers to pollution practises, policies and legislation; Misc. refers to miscellaneous matters not included elsewhere, and Water Use refers generally to freshwater use for irrigation, recreation and certain industrial practises.

2. Includes 14 miscellaneous and 1 gun legislation (1972) resolutions.

TABLE 4. -- Annual Distribution of Resolutions By Major Classification<sup>1</sup>

YEAR	Classification													TOTAL
	Statute	Regs.	Enf.	Ngt.	Access	Finance	Reservoirs	Land Use	Admin.	Pub. Rel.	Polln.	Misc.	Water Use	
1947	1	9	-	4	1	-	-	-	-	-	-	-	-	
1948	2	12	2	1	1	1	1	-	1	1	-	-	1	
1949	2	9	-	-	-	-	2	-	1	1	-	-	-	
1950	3	16	-	9	-	4	-	1	-	2	1	-	-	
1951	2	18	2	7	2	-	-	3	5	5	-	-	-	
1952	4	5	5	6	2	-	3	1	2	1	1	1	-	
1953	3	4	2	6	2	2	-	-	-	1	1	1	-	
1954	1	6	5	8	3	1	1	2	4	1	1	-	-	
1955	5	4	5	10	5	2	1	3	7	-	2	-	-	
1956	-	7	1	4	7	-	1	2	6	1	-	-	-	
1957	-	12	3	4	-	2	-	2	4	2	1	2	2	
Sub totals	23	102	25	59	25	12	9	14	30	15	7	4	3	326
1958	1	6	1	6	10	1	-	3	3	1	-	-	1	
1959	2	13	3	9	4	5	4	6	3	3	-	1	1	
1960	1	7	-	5	4	-	2	1	4	2	1	1	1	
1961	-	9	1	2	2	1	2	5	-	-	1	-	-	
1962	-	2	-	4	2	-	-	1	-	1	1	-	-	
1963														
1964														
} Found resolutions but could not locate votes														
1965	1	7	-	4	4	-	4	3	1	3	1	-	-	
} Could not locate resolutions or votes														
1966														
1967	-	6	1	5	-	-	1	4	-	1	1	-	-	
1968	1	8	-	2	3	2	-	6	-	-	6	-	2	
1969	-	6	5	8	1	-	-	10	1	1	5	-	5	
1970	-	4	-	4	1	1	4	6	-	-	5	1	-	
1971	-	14	2	3	1	-	1	7	1	-	4	1	1	
1972	-	16	-	4	-	1	1	9	1	1	3	3	-	
1973	-	11	3	4	2	-	-	11	1	1	3	1	-	
1974	-	12	1	3	3	1	-	6	4	2	1	2	-	
1975	-	9	1	4	-	-	-	5	-	1	2	1	-	
Sub totals	6	130	18	67	37	12	19	83	19	17	34	11	11	464

1. See Table 2 for explanation of Regs. component; see Table 3 for explanation of other classification headings.

During the 1956 Sloan Commission Inquiry into forestry problems, it was stated, in respect to access roads, that the Forest Service had "never sought to curtail their use by the public except by forest closures."<sup>9</sup> This was disputed by both the Game Commission and the Federation. In his submission<sup>10</sup> to the Sloan Commission James Hatter, chief game biologist of the Game Commission, pointed out that under the Forest Act itself, not only were Forest Service access roads and protection trails private, but roads built by logging companies were also private.

However, some progress was being made. At the Sloan Hearings, the MacMillan Bloedel logging company testified it had allowed access to its land since 1954. By agreement with local fish and game associations the company provided passes to club members with the understanding that individual clubs would "set up check points and patrols."<sup>11</sup> But because this position was not province-wide, the Federation continued to approve resolutions on access, and press government for legislative action.

Finally in 1962 at the Spring Session, the Legislature appointed a special committee to hear

submissions from industrial and other interested groups in respect to the public access problems in British Columbia as it applies to private roads and to report to the Legislature its observations and opinions from time to time.<sup>12</sup>

The committee was established on a motion by Ministers Westwood (Department of Recreation and Conservation) and Williston (Department of Lands and Forests) and chaired by Social Credit (SC) backbencher W. C. Speare.

The committee reported on March 23, and recommended that an

inter-departmental committee be established. The committee would include deputy ministers from the Departments of Attorney General, Highways, Municipal Affairs and Recreation and Conservation. This committee was to do two things, (a) process immediate and pressing access problems, and (b) collaborate on developing criteria for an access statute before 1963.

In February 1963, the Legislature appointed another special committee on "Public Access to Private Roads," the purpose of which was to review evidence obtained during the 1962 season, and to prepare a report "on matters of public access problems."<sup>13</sup> Two ministers were included on the committee, Mr. Westwood and Mr. Williston. In its report the committee called for immediate amendments to the Forest, Industrial Transportation, and Motor Vehicle Acts. This was done in the Private Roads Act, 1963 (see Appendix 9), the purpose of which was to relieve logging companies of financial responsibility for fighting forest fires caused by members of the public who were admitted to forest lands by permission of the logging company. The amending statute also stipulated that the public could use private roads, that is roads constructed by logging companies, only at their own risk, and that logging company vehicle operators would be charged with offences under the Motor Vehicle Act only in certain circumstances. The committee also submitted a detailed Access Act (see Appendix 10), and suggested that the final draft be reviewed by a future special committee.

In 1964, the Legislature again appointed a special committee on "Public Access to Privately Administered Roads." This time there were no ministers on the committee, a circumstance which perhaps presaged the

lack of further movement on the issue. The Legislature instructed the committee to look further into, and to hear submissions on the access problem. The committee was "to consider the multiple use of natural resources and the problems of mutual access thereto and such measures as may be necessary for the protection of the forests arising from such mutual access."<sup>14</sup> In its report the committee suggested that the Private Roads Act, 1963 had created an "awareness on the part of industry of the desirability of making provision for public access over privately administered roads." The committee anticipated that industry would continue to cooperate, and recommended (a) that implementation of an Access Act be delayed for one year, (b) that a special committee be established in 1965 to again look into the matter, and (c) that the inter-departmental committee of deputy ministers should devise a procedure to arbitrate disputes over access.

The Legislature never again tackled the access issue, nor did the Federation pursue the matter with the same intensity as in the 1955-1960 period. In large part this was probably because logging companies came to accept at least weekend access. The Forest Service also expanded its picnic and camping site system. In 1971, Minister Williston said forest lands were available for public use, and unless he could be shown where specific access problems existed, he would not approve access legislation.<sup>15</sup> The Federation was prepared to challenge him on this but was unsuccessful in getting members to document specific problems. In 1974, under a new government, BCWF was still not satisfied with access policies, and approved two resolutions dealing with unsatisfactory access to certain Crown lands. On the whole, the Federation

3 → did well on access problems and even came close to persuading government to legislate the issue in 1963 and 1964. Next to the land use classification, the rate of success, in terms of the percent acted on, increased the most as it rose from 30.4 to 51.4 percent, a 69.1 percent increase over the two periods.

The remaining environmental components in Table 3, namely, Reservoirs, Land Use, Pollution and Water Use, all showed big increases in Period 2 in respect to percent of total resolutions, and percent acted on, wholly or partly, with the exception of Pollution in regard to the latter measurement.

#### Reservoir Issues

Reservoir resolutions, that is hydroelectric issues, constituted a relatively minor proportion of total resolutions in both periods as shown in Table 3. Yet such projects had major ramifications from the Federation's point of view. The hydroelectric issue, which was the subject of a convention resolution as early as 1948,<sup>16</sup> involved mainly proposed projects. However, Attorney General Wismer believed that the water license application process needed improving. Those who should have known first about proposed water uses--the Attorney General, Minister of Fisheries and Minister of Agriculture--were hearing of decisions to grant licenses long after they had been made. He was successful in having the Water Act amended in 1949 (in response to a 1948 Federation resolution) so that these three departments could object to applications for water licenses. They did not have veto power, but they could state their objections to the proposed water use.

The Federation's approach to the hydroelectric development issue was predicated on a belief that fish and wildlife (and, later on, parks and outdoor recreational resources) had an economic value as discussed in Chapter 1. If this could be demonstrated, objectively, then the winners (British Columbia Hydro) should compensate the losers of the affected resources. During the time of the Columbia River Treaty negotiations, Smith (at that time Fish and Wildlife biologist for the Kootenays) and Paish sought information from various American officials in respect to hydroelectric development in the United States where mitigation was provided for by statute. This information was subsequently included in a West Kootenay Game Zone brief that was approved by the Federation.<sup>17</sup>

The Federation did not adopt a strategy aimed at blocking the Columbia and Peace River Projects. It concentrated instead on establishing three general conditions, namely, (a) that environmental impact studies be completed beforehand, (b) that compensation be paid for lost resources and (c) that reservoirs be cleared of timber before they were flooded.<sup>18</sup> The provincial government (and British Columbia Hydro) did not initially accept these conditions, but by 1970 British Columbia Hydro (B.C. Hydro) was carrying out impact studies, and providing compensation for lost or damaged resources. By 1972 water licenses were granted only on condition that reservoirs be cleared before being flooded.<sup>19</sup> In retrospect, Paish believes that without Federation lobbying in the 1960s, government would not have acknowledged these responsibilities to the sportfish and game resource users for another twenty years.<sup>20</sup> However, in 1974, the Federation approved a resolution

which demanded that the provincial government

produce legislation . . . to guarantee that an environmental impact study be undertaken in all proposed developments before the first sod is turned . . . that there be adequately advertised and legally constituted hearings. . . . The hydroelectric dams built on the Peace and Columbia Rivers are prime examples of what lack of planning can do to the environment.<sup>21</sup>

Mr. J. Walker, chief, fisheries habitat section in the Fish and Wildlife Branch, says that B.C. Hydro has met the requirements of this resolution since 1974.<sup>22</sup> Possibly the 1974 Federation resolution was simply pushing a matter that interested parties such as Fish and Wildlife had already been negotiating with B.C. Hydro.

#### Land Use Issues

Land use, like the reservoir issue, was contentious and significant, but in terms of the number of resolutions it became a progressively more important convention theme (see Table 4). In eighth place in Period 1 and second place in Period 2 (see Table 3), land use resolutions included, in addition to those concerned specifically with either fish and/or game, a few that called either for creation of more parks or for changes in those already in place. Some issues were obviously much more important than others. Some were resolved, but the majority failed, as shown in Table 3. The success rate at 21.4 percent was the lowest of all classifications in Period 1, but it was much improved in Period 2.

In 1950 the Federation passed its first land use resolution (which failed), one that called for legislation which would give to the Game Commission authority to make the final decision on grazing lease applications.<sup>23</sup> The Federation was concerned about cattle overgrazing leased Crown land, a circumstance that could have an adverse effect,

directly or indirectly, on game forage. The Grazing Division administration and practices were continuing concerns, and were the subject of further resolutions from 1951 to 1975.<sup>24</sup> The Federation also presented briefs to the Select Committee on Forestry and Fisheries in 1967 and 1969.<sup>25</sup> The crux of the issue, at least from the Federation's point of view, was that grazing land legislation and regulations were oriented to single rather than multiple resource use, even though the 1966 (and 1979) Wildlife Act permitted "hunting within the boundaries of a grazing lease on Crown land when such grazing lease is not occupied by domestic stock." This issue was never satisfactorily resolved.

In 1958 the first of four Duck lake resolutions was approved. This resolution called for a large area near the south end of Kootenay lake to be set aside for wildlife management purposes. The resolution was re-approved at the 1959, 1960 and 1967 conventions. Finally, in 1968, the provincial government enacted the Creston Valley Wildlife Management Area Act, a statute which reserved approximately 16,000 acres to be "maintained and developed for the purposes for which it is established and, in particular, as a waterfowl management area . . ."<sup>26</sup> This new act provided for a joint Federal-Provincial Management Authority to maintain, develop, and administer the lands included in the reserve. The Federation successfully lobbied this issue, but the Game Commission apparently had been interested in Duck lake for a long time. In a 1958 meeting that included Federation executive director Meade, Deputy Minister Turner, the Minister of Recreation and Conservation and Commissioner Butler of the Game Commission, Butler said the Commission had formally applied to the Lands Branch for the Duck lake reserve

"some years ago."<sup>27</sup> Butler said the Commission would strenuously oppose any proposals to reclaim land in the Duck lake area for agricultural purposes, and that the Commission application "should be pressed at the appropriate time." According to Hatter,<sup>28</sup> Commission biologists generally did not rate Duck lake as their number one priority, although he personally was much in favour of it. As Hatter said, Federation lobbying was largely responsible for persuading government to establish this waterfowl management area.

Three other issues were particularly significant, one that the Federation first identified in 1952, the other in 1957, and the third in 1968.

Although land use practices in general were all eventually covered by the Environment and Land Use Act (ELUA), theoretically in any event, the resolution back in 1952 could probably be described as a portent of the land use philosophy that eventually led to ELUA and the Environment and Land Use Committee (ELUC) in 1971. This 1952 resolution is quoted below:

Whereas industry and hydro electric power are rapidly expanding in British Columbia:

And whereas there is danger of our resources being wasted or improperly developed:

And whereas there is danger that areas that should be left in their natural state will be taken over by industry, or so cut up that neither industry nor the people will get their full value:

And whereas for the benefit of ourselves and future generations, cultural and recreational progress should keep pace with our industrial development:

And whereas the use and development of our forests, mountains, and lakes should be so planned that hunting, fishing, and recreational facilities will receive due consideration:

Therefore be it Resolved, That to ensure an orderly development of all our resources for both industrial and recreational uses, the B.C. Legislature shall appoint a permanent commission consisting of suitable people, representing industrial, Governmental, recreational, and other interests, with power to thoroughly investigate

any proposed development of any large area, and to render to the Government a report on the immediate and future effects of such development, to make recommendations concerning the proposal, and that such reports and recommendations to be made public.

- Proposed by Vancouver Island Affiliated Fish and Game Association<sup>29</sup>

Similar resolutions were proposed by the same association in 1954 and 1955. In 1961 the Federation approved the following resolution which called on government to establish an agency very similar in nature to what later became known as ELUC. The resolution is quoted below:

Whereas many times problems arise where different departments and agencies of the government are concerned in the multiple use of land for recreational public,

And whereas on many occasions highly trained government personnel are required to spend much time on access problems instead of on their research and application,

Therefore be it Resolved that the Government set up a land use co-operation agency for co-ordination of land use between water-rights, forestry, recreation and conservation, grazing, mining, fishing, farmers and other land users. This agency should not have the final word but have power to recommend.

Submitted by: Nicola Valley Rod and Gun Club and Interior Zone.<sup>30</sup>

Further resolutions were approved, in 1970 and 1971 for example, which called for land to be put to its highest use and for environmental impact studies to be carried out prior to any resource allocation. Section 3 (b) of ELUA (see Appendix 11) quoted below, describes the focus of land use resolutions which began in 1952:

. . . ensure that all the aspects of preservation and maintenance of the natural environment are fully considered in the administration of land use and resource development commensurate with a maximum beneficial land use, and minimize and prevent waste of such resources, and despoliation of the environment occasioned thereby.

However, neither the enactment of ELUA nor the creation of ELUC in March 1972<sup>31</sup> automatically relieved the Federation of land use concerns. A director for the ELUC secretariat was not appointed until 1973,<sup>32</sup>

and the secretariat itself was not officially set up until March 1975 (see Appendix 11). The Federation continued to protest land use policies and legislation (or lack of it) in 1973, 1974 and 1975. In 1975 BCWF executive director Otway complained bitterly in his report to the annual convention about the lack of "adequate environmental considerations"<sup>33</sup> in several industrial developments around the province. In other words, the "bottom line" was not just good legislation but implementation of that legislation.

In 1957, the Federation approved the first of several resolutions which called on government to provide land, either by reserve or outright purchase, for wildlife management purposes, although a few called for acquisition of riparian land on streams and lakes.<sup>34</sup> Half of these resolutions failed for one reason or another. For example, some called for the Fish and Wildlife Branch to purchase and to administer land for wildlife purposes, but the Branch did not have statute authority to "purchase or otherwise acquire . . ." land until the Wildlife Act was enacted in 1966.

Another resolution called for the Department of Recreation and Conservation to enact legislation to acquire foreshore hunting areas between Point Roberts and the Peace Arch and certain inland water areas between these two points. This resolution failed in respect to the requested legislation, but a waterfowl refuge was eventually established between these two locations.<sup>35</sup> But, despite financial and legislative deficiencies, the Fish and Wildlife Branch had an aggressive land acquisition policy, and prior to, as well as after the enactment of the Wildlife Act, it pursued various means to get land reserved or purchased

for wildlife purposes. Other departments, Land, Forests and Water Resources, and Highways, for example, had legislation which provided for land purchases, if funds could be found. One private agency, National Second Century Fund, could (and did) purchase land and make it available to the Fish and Wildlife Branch.<sup>36</sup> As a result of this vigorous acquisition policy, the Branch was able to declare--in response to a 1969 Federation resolution which called for the establishment (by statute) of a system of wildlife refuges comprising one million acres by 1974--that it had in fact met this goal<sup>37</sup> by means other than through a new statute, or amendment, which the resolution called for.

Strip (surface) coal mining was another very contentious land use issue in the Kootenays (the other was hydroelectric development) that the Federation regarded as an example of natural resource development which ignored other users--it involved a single resource rather than a multiple resource use approach.<sup>38</sup> Apparently the first resolution on this activity was passed in 1968. It called on government to issue a mining permit on the condition that the company agree either to pay reclamation costs, or to itself restore the mined-over land, at the conclusion of the mining operation. However, sometime before this Paish had visited the Appalachian region in the south eastern United States to see firsthand, surface coal mining operations, to exchange views with people knowledgeable about the industry, and to review legislation which pertained to surface mining.<sup>39</sup> During the 1969 Legislative Session, Paish testified on behalf of the Federation before the Select Committee on Mining and Railways which held hearings<sup>40</sup> in respect to An Act to Amend the Mines Regulation Act, and the Coal Mines Regulation

Act.<sup>41</sup> Subsequently, one section of each Act was extensively amended, and mining companies were then required to file reclamation plans "Before commencing preparatory work for production from a surface mine . . . ." In addition, the Minister of Recreation and Conservation asked Paish for his comments after First Reading.<sup>42</sup> In 1969, annual convention delegates unanimously approved a resolution<sup>43</sup> that called on government to establish a commission which would have authority to set and enforce reclamation guidelines for land areas affected in any way by exploitation of natural resources. Commission control would cover the logging industry, hydroelectric projects, mining operations (legislated one month before the convention) and certain industrial projects. This resolution failed (although it and several others mentioned below may have helped government decide to enact the Environment and Land Use Act). Despite the revised legislation, the Federation remained dissatisfied and approved a resolution<sup>44</sup> in 1972 that called on government to declare a moratorium on coal mining exploration and development by two companies in the east Kootenay district, and to amend the Coal Mines Regulation Act and the Mines Regulation Act so that the Department of Recreation and Conservation had authority to make binding recommendations on mining lease applications and exploratory plans. As stated above, the Minister of Recreation and Conservation had authority to veto reclamation plans. In practice, however, this was not likely to happen, according to J. Walker<sup>45</sup> of the Fish and Wildlife Branch. The argument of BCWF (and the Fish and Wildlife Branch, according to Walker) was that some mining operations could devastate an area so badly that no amount of reclamation work could

restore the land to its former wildlife production potential. Therefore, the critical decision was not about a reclamation plan, but whether an area should be mined in the first place. Effecting good legislation appears to be only part of the focus of an active interest group--further intensive lobbying may be necessary to get government to put the legislation fully into practice, or to further amend legislation as in fact the 1972 resolution called for. In 1975 the Federation approved another resolution which called for strip mines' profits to be used to cover reclamation costs. This resolution also failed. (In an exchange of correspondence in November 1973 between BCWF executive director Otway and the Minister of Mines and Petroleum Resources, the minister defended his legislation and policies--see Appendix 12.)

Pollution and water use, the two remaining classifications in the environmental category shown on Table 3 were both the subject of very few resolutions in Period 1. In Period 2, the proportions of both increased significantly, although water use issues (as defined in Table 3) were still relatively minor.

#### Pollution Issues

In Period 1, there were only seven pollution resolutions approved, and almost three quarters were acted on. The first resolution in this classification was approved in 1950 and called on the Game Commission to make an intensive study of water pollution in the Province. By 1954 this resolution had evolved to one that called for government to establish a "single fresh water pollution control agency. . . ." <sup>46</sup> In 1956, government gave Royal Assent to a Pollution Control Act which

included provision for a Pollution Control Branch. In Period 2 a resolution in 1961 called for the appointment of a Fish and Game Branch representative to the Board; this was done on January 11, 1962.<sup>47</sup> In 1962 a resolution called for the Pollution Control Act to be amended so that it covered air and land as well as water pollution. In 1967 the Act was amended and gave the Board authority to deal with air and land pollution by order in council (OIC). In 1968 the Federation approved a resolution which asked government to amend the Act to include authority over air pollution (already in the Act, by OIC), and in 1970 the requirement for an OIC was removed. From 1955 to 1969 there was a series of resolutions calling for more control on use of pesticides, insecticides and herbicides. These substances were not banned, but their use was regulated by permit. There were a variety of other resolutions covering issues--such as offshore shipwreck pollution, greater fines for polluters, government financial assistance to municipalities to help them construct secondary and tertiary treatment plants, and supertanker traffic off the British Columbia coast. Although only about 56 percent were acted on (Table 3), this was a relatively high rate of success, compared to the other classifications in both periods.

#### Water Use Issues

Strictly speaking, reservoir issues discussed above could be included with water use resolutions, but those on reservoir matters were all concerned with hydroelectric development. The few issues in water classification included matters such as irrigation control, log

booms on lakes, diversion of water from Arrow and Shuswap lakes to Okanagan lake, and export of water to the United States. A resolution in 1957 called on government to set up a board of interested departments to review all water licenses, especially those for hydroelectric projects. Such a board was never set up, but fourteen years later ELUC was established, and one of its functions was to determine "maximum beneficial land use." Issuance of water licenses, of course, became a rather formal procedure, usually accompanied by public hearings where intervenors had an opportunity to challenge and question the need for, or the proposed use of the licenses.

#### Structural Issues

This classification included a series of resolutions which, each year from 1953 to 1956 inclusively, called for a separate department that would include the Parks Division (from the Department of Lands and Forests), the Game Commission (Department of Attorney General) and the Tourist Bureau (Department of Trade and Industry). Later, Community Programmes Branch (Department of Education) was included. In 1955 at the annual game convention held that year in Nelson, the Honourable Wesley Black, Provincial Secretary and Minister of Municipal Affairs, substituting for Attorney General Bonner, said the government was considering a separate department.<sup>48</sup> At the 1956 convention Bonner said the matter was being seriously studied,<sup>49</sup> and on the 28th March, 1957 the Department of Recreation and Conservation Act was given Royal Assent.

### Other Issues

The other issues shown in Table 3, namely, statute, enforcement, management, finance, administration and public relations, individually represent a small proportion of the resolutions in each period. Collectively, however, they represent about half in Period 1 and less than a third in Period 2. Statute resolutions generally called for amendments to existing legislation, the Game Act, Wildlife Act and Forest Act for example. Concern with this issue dropped noticeably in Period 2. The enforcement issue declined, perhaps because the Fish and Wildlife Branch was downplaying enforcement and devoting a greater proportion of man-hours to habitat improvement and control. Nevertheless, a significant proportion of resolutions were still calling for regulatory control and, by implication, more enforcement. As a percentage, management resolutions actually declined, but the rate of success improved. As Table 4 shows, this was, next to regulations, the most consistently pursued issue. Federation resolutions in the 1970s began to reflect a growing concern for protecting species through setting up smaller management areas, by reducing bag limits, restricting fishing and hunting to residents only, and by restricting or stopping logging in certain areas. As Hatter observed,<sup>50</sup> clubs were very supportive of scientific management measures.

Financial resolutions generally called for more funds for the Fish and Wildlife Branch, but in respect to the annual estimates the Federation was consistently unsuccessful. Compared to the rate of growth of total government estimates, Branch estimates from 1947 to 1975

grew at a higher rate only six times (see Appendix 13). As a proportion of provincial estimates, Branch estimates fell slowly from the all-time high of 0.84 percent in 1947 to 0.20 percent in 1972; then rose for two consecutive years, and began falling again in 1976. However, the Branch was much more fortunate in locating indirect sources of revenue for land acquisition, as discussed above, and in this respect the Federation resolutions were comparatively successful.

Administrative resolutions concerned matters relative to the administration of the Branch, for example, more sales outlets for fishing licenses, Branch staff should be increased, and hunting boundaries should be more clearly marked. The rate of success of these resolutions was high because once identified they were matters that were internal to the Branch and could be addressed relatively easily.

Public relations resolutions which called for, say, more progress reports on Branch programs for clubs, or more wildlife films and brochures for public consumption could be satisfied in a year or two. But, those resolutions that called, for example, on the Department of Education to offer conservation courses in junior and secondary schools, or for the University of British Columbia to produce films on the value of wildlife to the farmer, did not fare well, as reflected in the low success rate of 29.4 percent in Period 2.

#### Summary

Over 1,000 resolutions were approved by fish and game club delegates at the annual Federation meetings from 1947 to 1975. However, only 790 were used, namely 326 that were approved in the captive period

from 1947 to 1957 inclusively, and 464 that were approved in the emancipated period from 1958 to 1975, inclusively. Using two different approaches, Figure 2 shows the rates of success in each period, that is, the relative effectiveness of the BCWF, and in both cases the Federation was more effective in its emancipated state. In Table 2, regulatory and environmental issues are compared and show that the Federation was more successful with the latter issues in Period 2, although regulatory issues were strong in both periods. Table 3 shows the level of success within a period and between periods. The strength of regulatory issues in Period 2 was rather unexpected since it was thought that, in general, other issues were more important to the clubs. Moreover, the rate of success was higher in Period 2 for regulations, an occurrence both Railton and Warden predicted. Table 4 is a useful way of making comparisons between years in any particular classification.

The Federation lobbied the provincial government on some very contentious issues, for example, access to leased Crown lands, hydro-electric power developments, land use, pollution and a few water use issues from early in Period 1. Although it was not totally successful with all the resolutions included in any one issue, the Federation nevertheless made substantial progress in each. There were still access problems as indicated by resolutions in respect to grazing leases and certain streams and lakes, but the problem of access to forest lands was pretty well settled by 1970. In regard to the effects of hydro-electric schemes, the trade-offs apparently will never be fully acceptable since there is no way of replacing valley bottoms or vital spawning streams. But compensation based on a cost/benefit approach

has been accepted, although in practice there may be wide disagreement and protracted negotiations over the negative and positive effects of a particular project or development.

The lengthy Federation/government exchange over land use issues was largely responsible for ELUA and government acknowledgement that land and natural resources should be administered and developed "commensurate with a maximum beneficial land use . . . ."

The Federation lobbied for the Pollution Control Act which allowed pollution at certain levels by permit. But toward the end of Period 2, Federation concern with pollution problems grew and resolutions called for higher fines for pollution offenses and expansion of sewage treatment facilities.

The Federation lobbied, successfully, for more input by those who would be affected by issuance of water licenses.

With assistance from a few individuals and the British Columbia Natural Resources Conferences,<sup>51</sup> the Federation lobbied persistently and successfully for a separate department.

Generally, the BCWF was more effective in Period 2, as shown in Figure 2, and specifically on nearly every major issues, as shown in Table 3. But the Federation was not the same organization in 1975 as it was in 1947. It adapted, like any viable organization,<sup>52</sup> to changing circumstances brought about by changes in government, industrial development strategy, and population levels and distribution. It got assistance along the way from others--pressure groups, government departments, and individuals prominent in the conservation field. The Federation's constituency, including members and non-member anglers and hunters,

changed from 1947 to 1975--not only in numbers but in perception of the overall management of fish and wildlife resources. Similarly, public attitudes to fishing and hunting changed. These and related matters will be addressed in the next chapter.

## CHAPTER 2--NOTES

<sup>1</sup>Department of Attorney General, Game Convention: Report of Proceedings (Victoria: Queen's Printer, 1947-1957); B.C. Wildlife Federation, "Annual Resolutions, Votes and Officers' Reports," (Surrey, British Columbia: B.C. Wildlife Federation, 1958-1975). Considerably more were presented to the conventions, but this figure represents the number of approved resolutions.

<sup>2</sup>Interview and Personal Communication with W.J. Otway, B.C. Wildlife Federation, Surrey, British Columbia, 1981 and 1982; Interview with H.A.J. Paish, Howard Paish and Associates Limited, Coquitlam, British Columbia, 20 January 1982; Personal Communication, A. Playfair, Secretary, Victoria Fish and Game Protective Association, 23 January 1982; none were able to locate these missing data.

<sup>3</sup>Department of Attorney General, Game Convention, 1955, pp. 157-158, delegates called for re-introduction of all "unfinalized" 1954 resolutions as they believed such resolutions would be forgotten if not brought forward again; see BCWF, "Resolutions," 1973, resolution FED4 which called for a review of outstanding resolutions for the years 1967 to 1972 inclusively--see Godt Committee report, April 4, 1974, for the large number of resolutions that were not acted on.

<sup>4</sup>BCWF, "Resolutions," 1959, resolution A/1.

<sup>5</sup>Interview with J. Railton, Qualicum, 1 August 1981; Interview with G. Warden, Fish and Wildlife Branch, Victoria, 19 November 1981.

<sup>6</sup>Paish.

<sup>7</sup>Warden.

<sup>8</sup>Department of Attorney General, Game Convention, 1947, pp. 89-93; Idem, Game Convention, 1951, pp. 183-186, both provide views on Forest Service and logging company roads; Idem, Game Convention, 1955, pp. 149-151, includes discussion on the authority that the Forest Service Act gives to forest industry companies by which these companies can deny access to the public; BCWF, "Resolutions," resolution A/1, 1968, calls for a committee of representatives from interest groups to probe access policies; BCWF, "Resolutions," resolution A/1 and A/2, 1974, address access problems.

<sup>9</sup>Gordon McG. Sloan, Report of the Commissioner on the Forest Resources of British Columbia (Victoria: Queen's Printer, 1956), p. 621.

<sup>10</sup>Ibid., pp. 615-618, and p. 4710 for full transcript.

<sup>11</sup>Ibid., pp. 619-620.

<sup>12</sup>Legislative Assembly, Journals, February, 1962, pp. 23-24.

<sup>13</sup>Idem, 1963, February, p. 63, and March, pp. 147-156.

<sup>14</sup>Idem, 1964, February, p. 47, and March, pp. 157-159.

<sup>15</sup>BCWF, Warden's letter to clubs and report on 1970 resolutions, January 18, 1971.

<sup>16</sup>Department of Attorney General, Game Convention, 1948.

<sup>17</sup>Personal Communication, Glen W. Smith, Victoria, 16 November 1981; the brief was presented to the convention held in Penticton in 1966 or 1967 (exact year could not be determined).

<sup>18</sup>BCWF, "Resolutions," 1960, 1961, 1965; Idem, "Resolutions," 1974, resolution LV/3 says it would be "asinine" to try to halt industrial development; the three conditions stated here have been deduced from resolutions.

<sup>19</sup>Interview with James H.C. Walker, Fish and Wildlife Branch, Victoria, 27 November 1981.

<sup>20</sup>Paish.

<sup>21</sup>BCWF, "Resolutions," 1974, LV/3.

<sup>22</sup>Walker.

<sup>23</sup>Department of Attorney General, Game Convention, 1950.

<sup>24</sup>Idem, Game Convention, 1951, 1953 and 1956; BCWF, "Resolutions," 1961, 1970 and 1975.

<sup>25</sup>Legislative Assembly, Journals, 1967, March, pp. 183-184; Idem, Journals, 1969, March, pp. 208-210.

<sup>26</sup>Department of Recreation and Conservation, Creston Valley Wildlife Management Authority Act (Victoria: Queen's Printer, 1968).

<sup>27</sup>E. Meade, Secretary Manager, BCWF, 31 October 1958, report to the clubs on actions taken on resolutions, section 3(c) of attachment.

<sup>28</sup>Interview with James Hatter, Victoria, 21 December 1981.

<sup>29</sup>Department of Attorney General, Game Convention, 1952, pp. 172-173.

<sup>30</sup>BCWF, "Resolutions," 1961.

<sup>31</sup>British Columbia Gazette, March 27, 1972.

<sup>32</sup>Idem, August 30, 1973.

<sup>33</sup>BCWF, "Resolutions," 1975.

<sup>34</sup>Department of Attorney General, Game Convention, 1957; BCWF, "Resolutions," 1959, 1961, 1962, 1967, 1972 and 1973; all these called for reserves or purchase--still others called for Fish and Wildlife Branch to "manage" areas designated as critical wildlife wintering areas.

<sup>35</sup>Hatter; Environment Canada, Lands Directorate, Canada Special Resource Lands (Hull: Ministry of Supply and Services, 1979), the Boundary Bay Wildlife Management Area included about 14,600 (sic) acres, according to the latter reference.

<sup>36</sup>Personal Communication, R.J. Walker, Fish and Wildlife Branch, 18 November 1981, file note 16 October, 1981.

<sup>37</sup>R. Walker, 18 November 1981.

<sup>38</sup>Paish; as the result of a very intensive lobby against single resource use in the Kootenays, Paish believes government finally decided to pursue a multiple use policy.

<sup>39</sup>Paish.

<sup>40</sup>Legislative Assembly, Journals, 1969, March, pp. 199-201.

<sup>41</sup>Department of Mines and Petroleum Resources, Coal Mines Regulation Act, and Mines Regulation Act, 1969.

<sup>42</sup>Paish.

<sup>43</sup>BCWF, "Resolutions," 1969, resolution AD/9--see also Appendix 12.

<sup>44</sup>BCWF, "Resolutions," 1972, resolution LV/1--see also Appendix 12. (NOTE--the amended form was not included in the correspondence.)

<sup>45</sup>J. Walker, considered the veto section a paper tiger.

<sup>46</sup>Department of the Attorney General, Game Convention, 1954, p. 248.

<sup>47</sup>British Columbia Gazette, February 1, 1962.

<sup>48</sup>Department of Attorney General, Game Convention, 1955, p. 2.

<sup>49</sup>Idem, Game Convention, 1956, p. 6.

<sup>50</sup>Hatter, said that as club members grew more familiar with principles of game management they became increasingly supportive of Commission technical staff.

<sup>51</sup>The British Columbia Natural Resources Conference, Transactions of the Sixth Annual Conference (Vancouver, 1953); Dr. Turner, first deputy minister of the new department, was a strong advocate of a separate department of recreation and conservation, according to Interview with P.A. Larkin, University of British Columbia, 20 January 1982; Roderick Haig-Brown called for a new department at the 1953 and 1955 Conferences.

<sup>52</sup>Paul A. Pross, "Pressure Groups: Talking Chameleons," in Canadian Politics in the 1980's, ed. Michael S. Whittington and Glen Williams (Toronto: Methuen Publications, 1981), pp. 222, 232; Michael I. Karni, "Business Planning as Business Opportunity," in Preparing Tomorrow's Business Leaders Today, ed. Peter F. Drucker (New Jersey: Prentice-Hall, Inc., 1969), p. 103 says "Every business and every organization must be able to master change in order to survive. If it manages change well, it will progress and grow. If it manages it badly or ignores it, it will die."

## CHAPTER 3

COMPARATIVE PERIOD ASSESSMENT OF  
FEDERATION EFFECTIVENESS

The Federation of fish and game societies, trappers' and guides' associations was perceived as a vehicle to meet certain challenges. The societies and associations were becoming alarmed about the present and future conditions of the sportfish and game resources and believed they must pull together to address these challenges. The Game Commission, similarly concerned, realized the resources problems crossed social, association and zone boundaries. Therefore, a Federation was seen as a mutually acceptable opportunity for: (a) the groups to adopt a broad approach to fish and game management principles and problems; and (b) for the Commission to exchange information and hopefully reach a consensus on specific measures needed to properly manage these two recreational resources. In the preceding chapter, analysis and interpretation of resolutions for the 1947-1957 and 1958-1975 periods show that a captive Federation was generally less successful than an emancipated Federation. Why was this so? In what way did the Federation resources differ? Were the issues different in Period 2? How much or what kind of assistance did the Federation receive from government and other interest groups? Was the economic and political climate different in Period 2? Answers to these questions should help to show why the Federation was more effective in Period 2.

A review of Federation resources should provide at least partial answers to these questions.

### Group Resources

#### Political Resources

It has been said that "political activism and effectiveness are essentially a function of resources."<sup>1</sup> Group resources<sup>2</sup> may include political resources such as campaign expertise, political process knowledge, political strategy expertise and political reputation. Resources may also include communicative abilities, legitimacy and access, money, membership, and leadership qualities such as the ability to identify and order key issues.

Although an interest group may be endowed with a lot of political campaign expertise, it may be restricted by law to a certain range of activities. As explained in Chapter 1, BCWF may engage in acts of a political nature and press for changes in law only if such actions are part of their environmental mandate, as determined by Revenue Canada.<sup>3</sup> Exercising its mandate, the Federation approved two resolutions in 1972 which called on Federation members to be more politically active. One called for club members to make every Member of the Legislative Assembly aware of the need for more funds for Fish and Wildlife Branch, and secondly to vote only for those candidates who made a commitment to "realistic financial support for the Fish and Wildlife Branch." The other called for the resignation of the Minister of Recreation and Conservation.<sup>4</sup> There was one dissenting vote for the latter resolution. At the 1975 convention, executive director Otway made what was apparently the first direct Federation call for political action. He attacked the record of

the New Democratic Party (not of the minister responsible for fish and game matters) and called on all members to challenge individual MLAs about their position on environmental issues, and at election time vote accordingly. (This is essentially what members were asked to do in 1972, but that was by resolution, not by one of the Federation officers.) During the election campaign in December that year, the Federation directors approved newspaper advertising in support of the Minister of Recreation and Conservation.<sup>5</sup>

The foregoing demonstrates three points. One, it showed the Federation knew where to apply pressure in a political campaign. Two, the decision to contact every MLA ensured that government caucus knew the concern of the club members. Party discipline ensures public support for government decisions but it does not prevent debate in caucus where, as Attorney General Wismer once said, "the fighting is done . . . . You have got to interest your local Members if you are going to get anywhere in the Legislature."<sup>6</sup> Three, the speech itself was much more aggressive than any convention speech in Period 1.

In regard to political process knowledge, that is, the degree of familiarity with the Legislature, House and Cabinet committees, with Cabinet itself, and with the legislation (new and amending) process, the Federation was not in need of a high level of this kind of knowledge from 1947 to 1957. During this period the Game Commission acted as surrogate Federation directors. It dealt with resolutions which were covered by its legislation and regulations, and referred others to the appropriate departments.<sup>7</sup> In Period 2 the Federation obviously had to develop its own political process intelligence. Paish, Warden and

Otway understood this process and accordingly broadened Federation access to include the deputy and minister responsible for the Fish and Wildlife Branch, other ministers, Cabinet, Select and Standing Legislative Committees and the bureaucracy in various departments.

Concerning political strategy expertise, the Federation had no real call to develop this skill in Period 1 for the reasons mentioned above. In Period 2, however, the Federation began a long-term general strategy that president Barsby described at the 1959 annual convention. We need, he said, "a strong aggressive Federation . . . that will always be able to register our protest, or take such action as may be necessary, with one firm united voice."<sup>8</sup> The Federation's transition from an interest to a pressure group probably dates from the 1959 convention.

The Federation demonstrated its unity and political strategy in the 1960s. For example, it focused a lot of resources on the reservoir development and strip mining issues, and its strategy was first, to reject as unacceptable the government's explicit single use approach and secondly, to identify and press for other uses implicit in a multiple use approach. (Hatter, director of Fish and Wildlife Branch from 1963 to 1976 said that the Federation grew progressively more aggressive and demanding during his tenure. It "antagonized" government, but it nevertheless gave "substantial assistance" to the Branch, which was also deeply opposed to single use resource development, in persuading government to accept the multiple use concept.)<sup>9</sup>

In respect to the Federation's political reputation, an assessment obviously depends on one's perspective since a reputation can be

good, bad, or even intimidating to certain people. As Pross says, "Many a rural politician has trembled as Provincial legislatures have debated hunting and fishing legislation . . ." <sup>10</sup> He may have been describing the British Columbia situation, as active fish and game clubs might have been able to determine election outcomes in closely contested ridings. From 1947 to 1952, the Federation had a good reputation with at least one senior member of Cabinet, the Attorney General who was responsible for the Game Commission. He attended conventions and described fish and game matters as "one of the most important matters we have to deal with in the Legislature," <sup>11</sup> He urged delegates to get their local member interested and "convince him of the importance of this matter." If political reputation of an interest group can be measured in terms of growth of its client department, the Federation's reputation declined from 1947 to 1972, and rose slightly following this. The Game Commission budget, as a proportion of the provincial budget, slowly declined from 1947 to 1972, rose for two years, then slowly began falling again.

In general, political resources may themselves be functions of, or dependent on, group resources such as communicative ability, legitimacy and access, money, membership, and the ability of group leaders to identify, prioritize and concentrate on key issues.

#### Communicative Ability

According to Pross, "communication is the primary function of a pressure group," and Presthus believes "information is perhaps the most valued currency mediating the exchanges between lobbyists and government elites." <sup>12</sup> As discussed in Chapter 1, the Federation of

fish and game clubs and related associations was visualized by government--the Attorney General and the Game Commission--and the clubs, as a vehicle for an exchange of views on fish and game problems. Federation communications with the Game Commission in Period 1 were ideal but after 1952 were not as open with the new Attorney General (this is discussed in more detail below under Legitimacy and Access). In Period 1, communication channels to other ministers, government backbenchers, the opposition party and to other departments were partly blocked because of a system whereby the Attorney General and the Game Commission, instead of the Federation, generally followed up resolutions. However, Attorney General Wismer said at the 1950 and 1951 conventions that he, himself, had done a lot of lobbying of Members, apparently on both sides of the House, and as a result in 1951 "the whole Legislature [was] fish and game conscious . . . ." <sup>13</sup> Yet in 1950, the Game Commission budget was less, expressed as a proportion of the provincial budget, than in 1949. In 1951, the budget was 28 percent more than in 1949, but the same as the 1949 proportionate share (see Appendix 13). The conclusion here is that communication and effective communication may be quite different resources.

Despite the broader communication patterns from 1958 to 1975, the Federation was no more successful in Period 2 than the Attorney General and the Game Commission were in Period 1, in terms of the budget as a proportion of the provincial estimates. However, from 1973 until 1975, both the proportionate share and the absolute amounts were increased substantially, but after that the budget began to decrease. <sup>14</sup>

While all Federation executive directors from 1958 to 1975

stressed their good communications with both the political and bureaucratic levels, both the Federation and the Fish and Game Branch lost something when the Branch moved to Victoria in 1962, even though the Federation had shifted its focus from the Branch to the Minister of Recreation and Conservation after 1957.

It has been said that to lobby effectively, a lobbyist must maintain frequent, low-key contacts<sup>15</sup> with those who are involved, peripherally or centrally, in his area of interest, and especially with members of his client department. A lobbyist has two general functions, one, to provide information to his client department and to other government departments and individuals, and two, to keep fully informed about pending policy shifts and proposed programs.

A lobbyist should be able to provide information quickly. He should find out about new developments as soon as possible so that he has ample time to submit his comments. He has an opportunity to accomplish part of the first and a great deal of the second function through frequent, casual social encounters--for example, at coffee breaks, lunches, street encounters, after-work bar stops--and at spontaneous information exchange meetings with people ranging from administrative up to ministerial levels. But this type of contact is impossible if the lobbyist and his clients are in separate cities, in this case in Vancouver and in Victoria.

The transfer of Fish and Game Branch headquarters staff to Victoria was a logical organizational move since the deputy minister, minister and headquarters of the other four Branches in the new department were already there. But the cost to the Federation and the many

clubs on the Lower Mainland was the lost opportunity for frequent personal contact with the Fish and Game Branch. (In 1960, thirty-five of the 126 clubs in the province were on the Lower Mainland.)

It should be remembered, however, that the Federation also had an interest in parks and outdoor recreational resources, functions which were the responsibility mainly of the Parks Branch. The Federation lost valuable day-to-day contact with the Fish and Game Branch, but in fact it had been at the same disadvantage with other parts of the Department of Recreation and Conservation, as well as with other departments in Victoria, from 1957. The Federation had good and effective communications with Victoria-based government, but if one accepts the principle that proximity enhances information exchange, then a Victoria-based Federation would have been even more effective.

In general, the communicative system was different in each period. In Period 1, the Federation focused on the Game Commission, whereas in Period 2 it dealt directly, not only with the minister responsible for the Fish and Game Branch, but also with ministers and bureaucrats in other departments. It effectively conveyed its message to government decision makers, but this was possible only because the Federation had legitimacy and access, resources which themselves varied according to communicative ability<sup>16</sup> and/or opportunity.

#### Legitimacy and Access: Period Comparison

The Federation inherited a long tradition of legitimacy and access as discussed in Chapter 1. In each period it enjoyed both, but in Period 1 its legitimacy was perceived by fewer and different people, and its access was restricted to fewer channels. In the latter half of

Period 1, it also may have lost some of its legitimacy and access.

In the first half of Period 1, the Game Commission and the Attorney General were the principal access points for an organization they regarded as highly legitimate. They could not initially convert their convictions into many tangible results, in respect to budgetary matters as discussed above, for example. Until 1951, when the Attorney General said the whole House was aware of fish and game matters, neither he nor the clubs had been able to get the MLAs interested. However, they had a few notable successes up to and including 1951. In 1951 the Attorney General, with assistance from a few club members who came to Victoria to lobby their individual MLAs, succeeded in getting the Game Act amended to provide for a Game Conservation fund,<sup>17</sup> a provision that was repealed in 1957. In 1949 the Attorney General succeeded in getting the Water Act amended, as discussed in Chapter 2.

In the latter half of Period 1, Attorney General Bonner was not as enthusiastic as his predecessor about fish and game matters, that is if the tone and content of his convention speeches can be used as reliable indicators of his views. Attorney General Wismer, for example, referred at almost every convention to the necessity for managing the fish and game resources on the basis of long term plans.<sup>18</sup> This was the logic of his support for the Game Conservation Fund which would be continued from year to year--a revolving fund not subject to budget variations--and would be used to finance long term plans. Attorney General Bonner concurred with Wismer that industry and fish and wild-life managers would have to be mutually accommodating, but he did not speak of long-term plans. He, in fact, said financial allocation for

conservation should be subject to the annual Legislative estimate review process.<sup>19</sup>

This difference in concept may have meant the Attorney General was not as receptive as his predecessor to Game Commission negotiations on behalf of the Federation. On the other hand, the Social Credit government may have had a scale of priorities different than the old government in regard to fish and game matters. The Federation's level of legitimacy and formerly open access to the Attorney General via the Game Commission were apparently eroded.<sup>20</sup> The communicative ability of the Federation and the Game Commission was still there, but it had lost its effectiveness. Table 5 shows some indication of falling effectiveness toward the end of Period 1 (row 2). On the other hand, the other indicators in the remaining rows show a rising effectiveness, also supported by data in Figure 2, an accomplishment that indicated a rising level of legitimacy and improved access. Why did both improve? Or in what way did they improve in Period 2?

As noted above, the communication system was different. The Game Commission was no longer a systematic access channel to the minister. After the Commission had become the Fish and Game Branch, and broken its direct connection with the Federation, the latter began directly lobbying politicians, bureaucrats and the Legislature. While it is not clear in his annual reports, Meade apparently did not directly approach ministers from other departments, although he had excellent access to the Fish and Game Branch and to the deputy minister and minister of the Department of Recreation and Conservation. Paish, on the other hand, lobbied whichever minister was responsible for the area

TABLE 5.--Percentage Success of Individual Executive Directors in Terms of Resolutions Acted on Wholly or Partly.<sup>1</sup>

Periods Counted <sup>2</sup>	Sec. or Exec. Dir.	Percentage Success	Time with Federation
1947-55	SCH plus Council	45.2%	May 1947 to 1955 (?)
1956-58	Railton	38.5	June 1955 to July 1958
1959-64	Meade	41.9 <sup>3</sup>	August 1958 to December 1964
1965-69	Paish	48.7 <sup>4</sup>	January 1965 to September 1969
1970-73	Warden	51.8	August 1969 to June 1973
1974-75	Otway	55.2	June 1973 to January 1982

<sup>1</sup>This table is derived from Table 1 and Appendix 7.1

<sup>2</sup>Conventions were held in May, therefore service counted included the number of conventions a candidate held his post; for example, Railton, 1956 to 1958, served for three conventions, Otway served only two.

<sup>3</sup>Resolution data for 1962 and 1963 were missing and therefore were not included.

<sup>4</sup>Resolution data for 1966 was missing and therefore was not included.

that the Federation was interested in. He and his successors all found access open to the ministerial level. While none of them said so during their interviews, they may have been applying Federal Fisheries Minister Romeo LeBlanc's philosophy, namely, "'push the officials . . . they like it.'"<sup>21</sup> This may or may not be true, but the Federation became progressively more assertive and demanding. Government did not punish the Federation by cancelling or reducing the annual grant, or by closing off or reducing access channels. It continued to accept the Federation as a legitimate representative of somewhere between 280,000 and 424,000 resident anglers and hunters that were licensed in 1975. The number of dues-paying club members was, of course, far less than that.

#### Membership and Federation Finances

While money may not be everything, as one writer said, others think it is perhaps the most important group resource.<sup>23</sup> The Federation would probably agree with the latter statement since its treasurer periodically reported a revenue shortfall.<sup>24</sup> From 1947 to 1957, inclusively, the Game Commission underwrote all convention expenses, as discussed in Chapter 1, but after that the Federation was responsible for these expenditures. Government continued to assist the Federation through annual grants (see Appendix 13), but in 1959 annual dues plus this grant did not equal expenses.<sup>25</sup> Sheer size of membership is not considered by everyone to be a crucial resource,<sup>26</sup> but to an organization that had lost a significant portion of its "revenue," increased membership was a necessary and obvious source to exploit. One of executive director Meade's priorities was to work closely with the clubs.

In 1960, about two years after his appointment, he reported that membership had risen from 6,000 in 1956 to 15,100 in 1960 (see Table 1). However, it was at roughly the same level fifteen years later, and may have been at that level thirteen years earlier, that is in 1947. As a resource, membership appears to have been weakly exploited, based on the steadily rising number of resident anglers and hunters which, in 1947, was about 110,000, and in 1975 was approximately 424,000. When considering participation rates, these combined totals are misleading since some anglers are also hunters, and vice versa, but the extent of the overlap could not be determined. So with this qualification, these particular data will be used to determine a rate of participation of resident anglers and hunters in fish and game associations. Participation rates may also be functions of rising economic affluence, increasing leisure time and the size of the provincial population.

Political participation rates in Canada vary widely, according to Van Loon and Whittington, but for a restricted range of activities they vary from 3 to 10 percent.<sup>27</sup> These authors define participation in this context as community (party) work, attending meetings, contacting public servants and politicians, carrying party identification (signs, stickers) and campaign activity.

According to this index, and if the 10,500 membership figure in Table 1 is used, since it appears to be the more reliable, the angler/hunter participation rate in 1947 at 9.5 percent was high. In 1961, when membership was approximately 15,000 and the combined angler/hunter population was about 262,000, the participation rate was 5.7 percent. In 1975, when membership was estimated at 16,000 and angler/

hunter population was approximately 424,000, the participation rate was even lower at 3.8 percent, but still within Van Loon's and Whittington's 3 to 10 percent range. At the upper end, membership would have been around 40,000--a target president Downs called for in 1976.<sup>28</sup>

Membership may also be related to growing economic affluence and a corresponding increase in leisure time. From 1919 until 1947 the provincial budget increased about  $5\frac{1}{2}$  times, but over the following twenty-eight years it increased approximately 55 times (see Appendix 13). Gross total production (later known as gross provincial product) rose from \$294.3 million in 1922 (data for previous years was not available) to \$1.4 billion in 1947, an increase of about 15 percent per year, and by 1975 had reached a total of \$16.172 billion, an increase of approximately 38 percent per year.<sup>29</sup> Average weekly earnings in 1947 and 1975 were \$38.50 and \$227.00, respectively. The average work-week in 1946 was 44 hours, 40 hours in 1947 and 37 by 1975.<sup>30</sup> The high level of government expenditures was not reflected in the combined Game Commission and Predatory Animal budget which increased only about 21 times from 1947 to 1975, but it was evident in other areas. For example, good roads were built to all parts of the province. With increasing leisure time and money to buy boats, fishing tackle, hunting outfits and to pay for travel, resident anglers and hunters increased about 286 percent from 1947 to 1975. Provincial population grew about 136 percent over the same period (see Appendix 13). Federation membership, meanwhile, increased only about 52 percent.

As a proportion of the provincial population, membership in 1947 was approximately one percent; in 1961 (assuming membership of

15,000) it was 0.92 percent, and in 1976 (assuming membership of 16,000) membership was around 0.65 percent of the population. If the 1947 proportional rate had prevailed, membership would have been around 25,000 in 1976.

Regardless of how membership levels are rationalized, Federation executives themselves realized the angler/hunter club participation rate was too low. The big increase from 1956 to 1960 may have been the result of Meade's approach, which he said was to work closely with clubs. The membership increase may also have been a response by concerned sportsmen to the anticipated effects of the huge hydroelectric projects proposed for southeastern British Columbia. Columbia river development southeast of Cranbrook, for example, had been under discussion since 1951 when the Americans proposed building Libby dam. Later in that decade Ottawa and Victoria had discussed Columbia river development. Finally, in April 1962, water licenses were issued, after public hearings, for High Arrow, Duncan and Mica dams.<sup>31</sup> Effectiveness is not necessarily a function of membership size, but in this case the rate of effectiveness did start to rise, as shown in Table 5, row 3. This change in rate could also be attributable, in part, to other factors, such as a change in leadership and a change in organizational focus from the Game Commission to ministerial levels.

#### Leadership

It is difficult to compare leadership in terms of identifying, prioritizing and concentrating on issues or problems for the two periods since the system was different in Period 1 (as already described above).

For example, the annual resolutions were coordinated by the Sportsmen's Clearing House and by the club zones in the 1947 to 1951 sub-period, and mainly by the Fish and Game Council in the 1951 to 1955 sub-period. Despite this, the Federation would nevertheless have been constrained from setting priorities and concentrating on these prioritized issues because of the role of the Game Commission. In addition to administering all preparatory arrangements for the convention, the Commission followed up on all resolutions and reported to the clubs by mail,<sup>32</sup> and directly to the conventions. It would have been difficult to exercise leadership under this "captive" system. Nevertheless, the clubs did identify the major classifications of environmental issues in Period 1, as shown in Table 3.

Federation leadership in Period 2, therefore, was demonstrated more by the strategy it chose, already described above. Former Deputy Minister Turner thought the Federation directors were very capable.<sup>33</sup> Former Federation executive director Paish, on the other hand, thought the directors should have been much more instrumental in determining Federation policy (Paish thinks the Federation still needs to be improved in this respect).<sup>34</sup> As an inevitable consequence of this organizational characteristic, Paish, himself, developed what he perceived to be the most suitable policies for issues, after he consulted with various experts in the particular area of concern. Presthus confirmed this oligarchic behaviour in Canadian organizations and observed a tendency for "executive directors to enjoy considerable latitude in shaping and carrying through decisions affecting their members."<sup>35</sup> Nevertheless, those who have addressed the role of boards

of directors all generally agree that "the ultimate responsibility for the setting of management policy rests with the board."<sup>36</sup>

Policies are not usually synonymous with strategies, but in 1959, Federation president Barsby recommended an aggressive, united approach to government and industry. The Federation executive opted for this course since they obviously thought it would be relatively successful. In the same convention speech, Barsby said he was "sure that the delegates here understand that it is almost impossible to have all the resolutions implemented. Indeed, if only a small percentage of them are acted upon, then I feel we have been successful."<sup>37</sup> By this self-imposed goal, the Federation's leadership policy, or strategy, was highly successful in Period 2.

#### Assistance from Other Organizations

Assistance from any source--government, private corporations, other interest groups, individuals, direct or indirect--is a resource to the recipient group. The fish and game clubs, trappers' and guides' associations, for example, had a long history of mutual assistance and cooperation with Game Commission game wardens and support staff. When fisheries and wildlife biologists started coming on staff in 1948, the clubs soon had a similarly close relationship with them. As a result of this close association, clubs had opportunities to learn about the scientific approach to fish and game management. Consequently, they often sought professional advice before submitting a resolution for convention consideration.<sup>38</sup>

On most issues, the Federation and the Fish and Wildlife Branch

had the same general appreciation of their significance. The opportunities for mutual support were logical and inescapable, although each had reservations about the other's position. Hatter, for example, believed the Federation often either did not fully appreciate, or understand technical information which had been provided to it, or did not present the material as convincingly as it might have. The Federation, for its part, apparently did not believe the Branch was sufficiently demanding or aggressive in pushing various issues.<sup>39</sup> In comparing the two periods, however, the relationship between the two organizations was not as productive in Period 2. Hatter said the Branch lost contact with the clubs after 1957, mainly because the Federation wanted to be the principal spokesman for club interests. Paish, on the other hand, said the Branch lost touch with the clubs because it became overly preoccupied with large habitat issues, a syndrome which he described as "habitat cop-out."<sup>40</sup>

For several years prior to 1967, the Federation had expressed concern about the environment of fish and game resources, and that year updated its objects to be consistent with its demonstrated interests. In British Columbia there were no major registered environmental groups (as distinguished from conservation groups) until 1969 when the Sierra Club and SPEC registered in British Columbia. Greenpeace of Canada registered in 1970,<sup>41</sup> about the time that the environmental movement peaked. However, other organizations and groups, for example Ministry of Agriculture, Ministry of Forestry, B.C. Federation of Agriculture, Council of Forest Industries, and various labour unions, all found they had something in common with the Federation when their interest in the

land base was threatened by hydroelectric projects.

Probably the most helpful organization was the British Columbia Natural Resources Conference (BCNRC) which was founded in 1948, and held annual conferences until 1968. Its general theme was conservation of the province's renewable and non-renewable resources and it claimed to represent "Industry, University and Government."<sup>42</sup> (See Appendix 14 for its objects and conference themes.) Game Commission staff, and later, Federation people, attended or were active in conference affairs. Game Commissioner Butler attended the first few conferences, and chief wildlife biologist Hatter and chief fisheries biologist Larkin (succeeded by R. G. McMynn in 1955) were frequent participants for approximately the first ten years. Fish and Wildlife Branch executive Robinson was a member of the BCNRC executive from 1961 to 1968. Turner was president in 1953 and long time secretary of the BCNRC. Larkin was vice-president and president of the Conference in 1954 and 1955 respectively. Meade, Federation executive director for 1958 to 1964, became president in 1960, and Paish, Federation director from 1965 to 1969 was editor of transactions in 1968.

From 1948 to 1952, the conferences concluded with a series of resolutions that the incoming executive was expected to act on. However, that practice was dropped after 1952 because, as past president Warren said, "We were in danger of becoming a pressure group . . . we should make facts available [and refrain] from making political recommendations." Conference secretary Turner said the conference should "try to present and analyse the resource data but the conclusions to be reached . . . "<sup>43</sup> are someone else's business.

Some of the resolutions and issues raised were very similar to those that the Federation was concerned about. For example, in 1948 the BCNRC called for the establishment of (a) a division or branch to coordinate competing water uses, and (b) a committee to study the effects of certain logging practices on trout and salmon spawning streams.

That same year, the Federation approved a resolution similar to the first of those two, and in 1949 the Attorney General had the Water Act amended <sup>44</sup> which partially satisfied the request for coordination of water demands. The Water Act amendment, which the Attorney General told the 1949 game convention he promoted in response to the 1948 Federation resolution mentioned above, provided that three departments--the Attorney General, Agriculture and Fisheries--could file objections to applications for water licenses. In respect to the second BCNRC resolution, the Federation did not call for an improvement in streamside logging practices until 1952. This issue was the subject of further Federation resolutions, and was not resolved until the early 1970s.

In 1949 and again in 1950, the BCNRC called for a government agency to coordinate use of natural resources, but the Federation did not call for a similar agency until 1952, as described in Chapter 2.

In 1951, the BCNRC called for full collaboration between fisheries and hydroelectric authorities. The Federation asked for this type of coordination in 1948, and in 1949 the Water Act amendment provided an opportunity for limited coordination of Fisheries and hydroelectric interests.

In 1951, the Conference called for multiple use of grazing

leases, a chronic Federation concern from 1950 that was never, despite a provision in the 1966 Wildlife Act,<sup>45</sup> satisfactorily resolved.

In 1952, the Conference asked for public hearings to be held before water licenses could be granted. The Water Act amendment described above partially met this request, and subsequently public hearings were held, in the case of High Arrow, Duncan and Mica dams in 1962, for example. But there was still no statutory provision for mandatory public hearings in 1979.

In 1953 and again in 1955, the BCNRC recommended the establishment of a new department which would include the Parks Division, the Game Commission and the Tourist Bureau. The Federation first called for such a department in 1953 and each year thereafter until 1956. Government responded directly to the Federation in 1955 and 1956, and implied it would soon establish such a department.

In 1953, the Conference called for further study of water pollution problems, and in 1954, recommended the establishment of a freshwater pollution agency. In 1950, the Federation called for an intensive study of water pollution in the province, and in 1954 also called for the establishment of a freshwater pollution agency. Finally, in 1956, the Pollution Control Branch was formed.

The Conference and Federation were both vitally interested in conservation and multiple use of the province's natural resources, and for the first seven or eight years, certain Conference resolutions and recommendations were very similar to Federation resolutions and vice versa. This circumstance should not have been particularly surprising or unexpected since the resources and related problems were understood

by both groups. Moreover, there was an overlapping of personnel in both organizations, as described above. Turner, Director of Conservation in the Department of Lands until his appointment as Deputy Minister in 1957, was a long-time conservationist and a strong advocate of the new department. Haig-Brown, eminent conservationist and author of many books (as early as 1951) on British Columbia's trout and salmon, was the BCNRC participant who twice recommended formation of the Department of Recreation and Conservation.

The two organizations identified a fundamental principle in the utilization of renewable and non-renewable natural resources, namely, multiple use. Both identified similar problem areas--use of Crown land, hydroelectric development and pollution--all of which were central to Federation protests in Period 2. The fact that these issues had already been identified by the BCNRC--a neutral, non-pressure group--may have enhanced the Federation's legitimacy in Period 2.

The B.C. Federation of Agriculture, which sent delegates to the game conventions from 1947 on, and the Advisory Board of Farmers' Institutes also supported the BCWF through means other than participation in the annual conventions. In 1949 and 1950, both bodies recommended to the Legislative Select Committee on Agriculture that government allocate more funds to the Game Commission. In both these years the BCWF approved similar resolutions, with indifferent results, as the combined Predatory Animal and Commission estimates dropped slowly from 1947 to 1950, inclusively, were increased in 1951 to the 1949 level, and thereafter continued to drop until the early 1970s (see Appendix 13).

Changes in the Economic and Political Climates

The provincial economic and political environment was very dynamic from 1947 to 1975, and it was in this climate that the Federation's effectiveness improved.

As discussed above, the economy did indeed change rapidly between 1947 and 1975. But the rising affluence did not, by itself, appear to relate directly to increased membership. That is, just because anglers and hunters had more money to buy equipment and enjoy their sport did not necessarily mean they would join fish and game associations and pay dues. However, as the numbers of anglers and hunters increased, they tended to seek out new places to pursue their activities, but sometimes found they were barred from Crown land.<sup>46</sup> As a result of the buoyant economy, there were other competitors for the same land-- for example hydroelectric projects, logging and mining companies, ranchers, and new communities needed for the expanding industries. It was in that kind of climate that Meade started recruiting in 1958, and membership apparently rose about 150 percent in two years (assuming membership had dropped to 6,000 by 1958). The rising economy meant, in fact, that more people had to share fish and game resources which were themselves either declining or had become unavailable through loss of, or damage to, fishing waters and game land. Licensed sportsmen had firsthand opportunities to become personally aware of the effects of growing industrialization on "their" resources. Consequently, some of them made financial and other commitments to the Federation in its bid to protect these recreational resources.

This political climate, characterized by a series of paradoxes, was influenced by a dominant Social Credit government for the latter half of Period 1 and most of Period 2. Wismer, Attorney General of the Coalition and Liberal governments from 1947 to 1952, was personally much more interested in fish and game matters than his successor was. But Social Credit caucus was generally more partial to hunting than the NDP caucus.<sup>47</sup> The Social Credit government was supposedly not enthusiastic about interest groups,<sup>48</sup> yet Paish, Warden and Otway found that Cabinet and individual ministers were very accessible. The NDP had a better understanding of land use management than the Socreds, yet in 1975 Otway assailed the NDP for its lack of such a policy. Despite these paradoxes, government policy in both periods was oriented to development of the province's natural resources, and each government's approach was essentially the same. On May 9, 1952, just over a month before his government fell, Attorney General Wismer told Game Convention delegates that

any company that wants to come in and take over a natural resource . . . has got to be prepared to cooperate in saving fish and game [but] we have to have big companies coming in here to develop our resources, to provide work and . . . opportunities . . . .<sup>49</sup>

In 1956, Attorney General Bonner said that

fish and game is not only a great source of recreation . . . it is as well an industry of great consequence to the economy of the province [but] we will have to adjust our policies to meet the challenge of industrialization.<sup>50</sup>

Federation executive director Warden (from 1969 to 1973) believed that while the NDP had a better understanding than the Social Credit of wildlife management, it too accepted that wildlife policies would have

to be adjusted to accommodate industry.<sup>51</sup> In 1959, the Federation foresaw problems as a result of political decisions to industrialize the province, and decided then that there was only one way to counter single-minded resource development, namely, by aggressively protesting "with one firm, united voice."<sup>52</sup>

#### Summary

In terms of resolutions acted on, legitimacy and access, the Federation was generally more effective in its emancipated state. Its resources--political, communicative ability, legitimacy and access, money and membership, and leadership--were better in Period 2, partly because of Federation initiative and partly because of the "system" change in 1957. The Federation received assistance from various organizations in both periods. Government provided financial support, indirect in Period 1, and direct in Period 2 through annual grants. The Fish and Wildlife Branch provided useful technical information in Period 2. The BCNRC and the Federation had similar views about resource use and development, and several problems that the Conference identified were pursued by the Federation in both periods. In the late 1960s, new environmental groups, SPEC, Sierra and Greenpeace lent support to the Federation on certain issues--land use and pollution, for example. The economic and political environment was not static, of course, and the Federation realized it, too, would have to adapt to new situations. Consequently, in 1959 the leadership adapted to the political decisions to industrialize the province by opting for an aggressive defense of its interests, an approach that enhanced its legitimacy and access, and

therefore, effectiveness.

## CHAPTER 3--NOTES

<sup>1</sup>Robert Presthus, Elite Accommodation in Canadian Politics (Toronto: MacMillan of Canada, 1973), pp. 119, 172, 207; political activism is defined as the frequency of interaction between interest groups and government elites; effectiveness is the ability of a group to achieve collective goals.

<sup>2</sup>Norman J. Ornstein and Shirley Elder, Interest Groups, Lobbying and Policymaking (Washington, D.C.: Congressional Quarterly Press, 1978), p. 69; Anthony H. Birch, The British System of Government (London: George Allen and Unwin, 1980), pp. 95, 104; Harry Eckstein, Pressure Group Politics (London: George Allen and Unwin, 1960), pp. 34-35.

<sup>3</sup>Robert Lewis, "The Hidden Persuaders," Maclean's, 13 June 1977, p. 404.

<sup>4</sup>British Columbia Wildlife Federation, "Annual Resolutions, Votes and Officers' Reports" (Surrey, British Columbia: BCWF), 1972, the first resolution was presented by the Resolutions Committee, the second by the East Kootenay Wildlife Association.

<sup>5</sup>Northwest Sportsmen (NWS) (February/March, 1976):15.

<sup>6</sup>Department of Attorney General, Game Convention: Report of Proceedings (Victoria: Queen's Printer), 1947, p. 136; idem, Game Convention, 1949, p. 9, Attorney General urged delegates to keep on educating their local MLAs.

<sup>7</sup>Idem, Game Convention, 1951, p. 117, Commissioner Butler said "every game association . . . was supplied with a copy of the resolutions, setting forth under each particular resolution the action taken by the Game Commission"; idem, Game Convention, 1956, pp. 147-163, Butler discussed Commission progress with 1955 resolutions.

<sup>8</sup>BCWF, "Resolutions," 1959, president's report.

<sup>9</sup>Interview with James Hatter, Victoria, 21 December 1981.

<sup>10</sup>Paul A Pross, "Pressure Groups: Talking Chameleons," in Canadian Politics in the 1980s, ed. Michael Whittington and Glen Williams (Toronto: Methuen Publications, 1981), p. 222.

<sup>11</sup>Attorney General, Game Convention, 1949, p. 9.

<sup>12</sup>Pross, p. 224; Presthus, p. 81.

<sup>13</sup>Attorney General, Game Convention, 1951, p. 12.

<sup>14</sup>BCWF, "Resolutions," 1972, AD/12 compared growth in Fish and Wildlife Branch and government budgets for 1952 and 1972; see also Appendix 13.

<sup>15</sup>Birch, p. 104, suggests that lobbyists' "influence tends to be greatest when it is least conspicuous . . . "

<sup>16</sup>Pross, pp. 224-225.

<sup>17</sup>Department of Attorney General, Game Act, 1951. The Game Conservation Fund was to be drawn from Game Act revenue, as provided by the Game Act Amendment Act, 1951.

<sup>18</sup>Idem, Game Convention, 1947, p. 6; the Attorney General also referred to the need for long-range planning at the 1949, 1950, 1951 and 1952 conventions.

<sup>19</sup>Idem, Game Convention, 1953, p. 9.

<sup>20</sup>Interview with P.A. Larkin, University of British Columbia, Vancouver, 20 January 1982, who did not think Social Credit placed much importance on fish and game matters.

<sup>21</sup>Pross, p. 224.

<sup>22</sup>See Appendix 13. A figure of 424,000 would apply if there was no overlap between fishermen and hunters, that is, if no fishermen hunted and vice versa.

<sup>23</sup>Richard J. Van Loon and Michael S. Whittington, The Canadian Political System (Toronto: McGraw-Hill Ryerson Limited, 1981), p. 432; Ornstein, p. 70, and Eckstein, p. 34, all think money is a key group resource, whereas Birch, p. 104, thinks it less valuable than good contacts and the ability to provide specialized information.

<sup>24</sup>BCWF, "Resolutions," treasurer's reports submitted to annual convention in 1961, 1964, 1969 and 1975 report revenue shortfalls.

<sup>25</sup>Idem, "Resolutions," 1960, treasurer's report.

<sup>26</sup>Ornstein thinks size of membership is important; Van Loon and Whittington, p. 433-434, and Birch, p. 95, argue that organizational cohesiveness (that is, the executive and the membership are solidly in agreement on issues), the quality of a group's arguments, and the prestige of the leading members may more than offset lack of group size.

<sup>27</sup>Van Loon and Whittington, pp. 135-137, see especially Table 5-17, rows 9 to 18, column "Often" where frequency of participation varies from 3 to 10 percent.

<sup>28</sup>NWS, (February/March, 1976):13.

<sup>29</sup>Department of Finance, A Review of Resources, Production and Government Finances (Victoria: Queen's Printer, September 1951), p. 47; Idem, Financial and Economic Review (Victoria: Queen's Printer, September, 1975), p. 80.

<sup>30</sup>Labour Gazette, September 1947, p. 1376 provides the 1946 data; Labour Gazette, August 1948, pp. 637 and 932 provides the 1947 data; Ministry of Industry, Trade and Commerce, Canada Year Book 1976-77 (Ottawa: Queen's Printer, 1977), pp. 403 and 415 provides the 1975 data.

<sup>31</sup>Paddy Sherman, Bennett (Toronto: McClelland and Stewart Limited, 1966), p. 260 and for further discussion see Chapters 10 and 11; see also Neil Swainson, Conflict over the Columbia (Montreal: McGill-Queen's University Press, 1979), pp. xvii-xix.

<sup>32</sup>Department of Attorney General, Game Convention, 1951, p. 117.

<sup>33</sup>Interview with D.B. Turner, Victoria, 18 January 1982.

<sup>34</sup>Interview with H.A.J. Paish, Howard Paish and Associates Limited, Coquitlam, British Columbia, 20 January 1982.

<sup>35</sup>Prethus, p. 106.

<sup>36</sup>Frank T. Sherk, "Management Policies," in The Effective Director, ed. W.J. McDougall (London: School of Business Administration, University of Western Ontario, 1969), p. 87; Myles L. Mace, Director: Myths and Reality (Boston: Harvard University, 1971), p. 178, says that in "most companies boards of directors serve as a source of advice and counsel, serve as some sort of discipline, and

act in crisis situations . . . "; Susan Peterson, Canadian Directorship Practices: A Critical Self Examination (Ottawa: The Conference Board of Canada, 1977), p. 12, agrees that a board of directors has an essential mandate, namely to monitor management; Arthur A. Dean, "Director Disclosure Responsibilities in the United States," in Evolving Responsibilities of the Corporate Director, ed. W.J. McDougall (London: School of Business Administration, University of Western Ontario, 1966), p. 27, believes that the "basic responsibilities of directors of a publicly-held corporation, whether in the United States, Canada or England, are to determine corporate objectives and policies, (and) review management's performance . . . "; William R. Conrad Jr. and William E. Glenn, The Effective Voluntary Board of Directors (Chicago: The Swallow Press Inc., 1976), p. 8, say the board must determine policy but above all it must ensure planning since this is now a matter of organizational survival, not of growth.

<sup>37</sup>BCWF, "Resolutions," 1959, president's reports.

<sup>38</sup>Hatter; Larkin; Interview with James H.C. Walker, Fish and Wildlife Branch, Victoria, 27 November 1981, all said they had provided clubs with technical information from time to time.

<sup>39</sup>Hatter, said the Federation believed Fish and Wildlife Branch executive were weak on environmental issues.

<sup>40</sup>Hatter, Paish, provided this information.

<sup>41</sup>Ministry of Consumer and Corporate Affairs, Registrar of Companies, Victoria, 1981.

<sup>42</sup>British Columbia Natural Resources Conference, Transactions of Annual Conferences 1948-1968, Vancouver.

<sup>43</sup>BCNRC, Transactions, 1955, pp. 325-326.

<sup>44</sup>Department of Attorney General, Water Act Amendment Act, 1949, section 6.

<sup>45</sup>Department of Recreation and Conservation, Wildlife Act, 1966, section 15 (5).

<sup>46</sup>Gordon McG. Sloan, Report of the Commissioner on the Forest Resources of British Columbia (Victoria: Queen's Printer, 1956), pp. 615-618, Hatter presented a brief to the Commission on access restrictions to forest lands.

<sup>47</sup>Hatter; Paish; Interview with W.J. Otway, B.C. Wildlife Federation, Surrey, British Columbia, 1981 and 1982; Interview with D.J. Robinson, Fish and Wildlife Branch, Victoria, 19 January 1982.

<sup>48</sup>Kenneth C. Vance, "The Lobbyist in British Columbia in 1978." M.A. Thesis, University of Victoria, 1980 reported that Premier Bennett in 1953 refused to let any delegates see Cabinet during the Session; Presthus, pp. 329 and 331, observed that Social Credit MPs had a generalized skepticism about interest groups.

<sup>49</sup>Department of Attorney General, Game Convention, 1952, pp. 186-187.

<sup>50</sup>Idem, Game Convention, 1956, pp. 179-180.

<sup>51</sup>Interview with G. Warden, Fish and Wildlife Branch, Victoria, 19 November 1981.

<sup>52</sup>BCWF, Resolutions, 1959, president's report.

## CONCLUSION

The purpose of this thesis has been to show that the British Columbia Wildlife Federation, as a "captive" interest group from 1947 to 1957, had a lesser degree of legitimacy, more limited political access and a lower rate of effectiveness than it did as an "emancipated" group from 1958 to 1975.

In theory, an interest group should have a hierarchically structured organization composed of elected leaders and a stable or expanding membership. It should be institutionalized, within the political system within which it operates. Since its principal role is to influence government policy it must have communicative ability. The level of this ability will in turn depend upon an interest group's degree of legitimacy, location (in a political and bureaucratic sense) and number of access channels. In addition to the foregoing resources an interest group should have funds, political resources such as campaign expertise and political process knowledge, and good leadership.

While the BCWF had the resources and characteristics referred to here, it had a unique relationship with government from 1947 to 1957 which in effect reduced the utility of these necessary theoretical (and practical) group features and qualities. The ways in which the Federation chose to alter this relationship and improve its practical as compared to its theoretical effectiveness are described below.

From 1947 to 1957, Period 1, the Game Commission hosted and chaired the Federation's annual conventions. Subsequent to each convention, the Commission either acted on, or referred all approved resolutions to the relevant government departments, and reported its actions to the clubs. The Federation had indirect access to the Attorney General and other ministers and Departments. Because of this system, the Federation's access to political and bureaucratic levels was "blocked," or at least deflected, and opportunities to enhance its legitimacy at those levels were restricted, mainly to overtures that the Attorney General and Game Commission made on its behalf.

After the 1957 convention, the system was changed and the Game Commission participated only as guests at future conventions. As an emancipated group, the Federation seized the opportunity to open up political access and enhance its legitimacy. It retained a close relationship with the Game Commission, then known as the Fish and Game Branch, and after 1966 as the Fish and Wildlife Branch, but it began dealing directly with ministers and bureaucrats in various departments.

Early in Period 2, the Federation deliberately opted for an aggressive approach to government as a strategy to cope with what it perceived as the province's single resource use policy. It is less than clear where the MLAs fitted into this strategy, or whether there was even a plan for maintaining continuous contact with local Members. In 1972, the Federation approved a resolution which called on club members to "seize every opportunity to make every Member of the Legislature . . . aware of the need for a more realistic budget for the Fish and Wildlife Branch."<sup>1</sup> In 1975, executive director Otway

called directly on delegates at the annual convention to urge all members to challenge MLAs about their stand on fish and game matters. And twenty-eight years before, Attorney General Wismer urged delegates at the 1947 convention to keep their MLAs informed, a course of action he repeatedly emphasized at future conventions.

However, lobbyists focus their attention on Cabinet, individual ministers, and the bureaucracy so the practice of approaching MLAs in general would not seem to be very effective. As an Ottawa lobbyist said, "When I see Members of Parliament being lobbied, it's a sure sign to me that the lobby lost its fight in the civil service and the cabinet."<sup>2</sup> Actually Wismer himself made clear, by implication, that an interest group should lobby government MLAs. At the 1950 convention when referring to additional program funds for the Game Commission, he said "you don't settle any financial problems in the House. That is a matter of government policy and where the fighting is done is there in caucus."<sup>3</sup> Regardless of a minister's personal views about a matter, he would certainly find it easier to pursue the problem with Cabinet if the issue was constantly being raised in caucus, especially by Members sensitive to the votes of anglers, hunters and other outdoor recreationists. Obviously these caucus Members could not bring up Federation concerns if they had not been directly and fully informed. So, in general, Federation members should never ignore government backbenchers. A minister is busy beyond belief so he will understandably focus his attention on those matters which are most pressing for him.

Nevertheless, in its approach to government the Federation varied its tactics while cleaving to an aggressive strategy line. Some-

times it acted like a short-lived, one-issue group, at other times, like a promotional group encouraging citizens to respect the "place of fish, wildlife and outdoor recreation in the . . . use of the nation's natural resources . . . ," and at times the Federation pursued a course very much like an establishment-challenging social movement group. It was antagonistic and demanding, but government did not punish it by closing off political access nor by cancelling the annual grant. In fact, its influence with government in Period 2 grew, in terms of acted-on resolutions, broadened access and a greater degree of legitimacy.

The Federation took a major step in 1967 when it broadened its constitution to bring its objects in line with a course it had been already pursuing, namely, one of concern for fish, wildlife, parks and outdoor recreational resources. In the sub-period 1965-1969, Table 5 shows an increase in the rate of effectiveness, a circumstance which may have reflected a different perception of the group by government. It formally became the only major active environmental group in the province at this time. Sierra Club, SPEC and Greenpeace did not register in the province until later.

Despite the Federation's growing effectiveness after 1957, it was not able to influence government decisions in respect to the annual estimates of Fish and Wildlife Branch, although it passed several resolutions, the latest in 1972, which called for government to allocate a greater proportion of the provincial budget to the Branch. The proportion dropped slowly, but steadily from 1947 (even in the 1947-1952 period when Attorney General Wismer was personally very interested in fish and game matters) until 1973 when it rose for two consecutive years,

levelled off in 1975, and began falling again in 1976.

The frequency of regulatory resolutions from 1958 to 1975 was another anomaly. This was not anticipated in Period 2 because several of the interviewees felt this issue would be relatively minor. An explanation may be that while members supported macro issues that dominated the scene, they still believed regulatory control was an important way to ensure sharing and conserving fish and game resources.

There were major accomplishments which would not likely have been realized without the intervention of the B.C. Wildlife Federation. Land access problems, for example, would have been resolved in some local areas (as they were, in fact). But it seems most unlikely that a Legislative committee would have investigated land access if the Federation had not intervened. Both the BCNRC and BCWF pushed for a freshwater pollution agency which, in view of growing pollution problems, would likely have been established in any event--but it is probably reasonable to believe the agency would not have been established in 1956 without the initial interest of both, and the continued interest of the Federation. Government acceptance of the multiple use concept, and the principle of compensation for lost or damaged resources would have been a long time coming if a non-governmental group had not intervened with government. Similarly, enactment of an Environment and Land Use Act would almost certainly have been delayed a long time if the Federation had not so persistently lobbied government over land use practices.

As discussed in Chapter 3 (under Leadership) Paish believed (and still holds this view) that Federation directors, not the executive

director, should determine policy. This view is strongly supported by writers on the role of directors (see footnote 36, Chapter 3). A strong, publicly active directorate would be a signal to government that the executive director's views were those of the whole organization, not just his own, as government sometimes assumed.<sup>4</sup>

An interest group has various ways that it can send signals, of course, and one of the more obvious is to demonstrate to government that it has strong support from the group it claims to represent.<sup>5</sup> Federation executives have acknowledged that membership was too low. If it had held to the 1947 level, expressed as a proportion of the provincial population and the number of resident anglers and hunters, membership would have ranged from 25,000 to 42,000 in 1975. Although membership is in itself an important group resource, funds generated from members are another essential resource--and both may translate into effectiveness.

While the Federation was comparatively more successful in Period 2, it probably missed an opportunity to be even more so because it did not have a resident lobbyist in Victoria. This would have ensured day-to-day contact with those who make decisions that affect "fish, wildlife park and outdoor recreational resources."

In summary, it has been shown that the BCWF was more effective in Period 2 than in Period 1, in terms of legitimacy, access, and percentages of approved resolutions which were acted on, wholly and/or partly. Evidence presented here suggests that the Federation could improve its effectiveness by (a) always keeping government backbenchers informed about issues, (b) ensuring that directors are very visible to the general public and government, (c) increasing membership by 200

percent of the 1975 level, and (d) by maintaining a full time lobbyist in Victoria.

Perhaps the Federation could have accomplished much more than it did. On the other hand, maybe president Barsby was realistic when he reported to delegates at the 1959 annual convention that the Federation should consider itself successful "if only a small percentage . . . " of resolutions were acted on.

## AFTERWORD

Components of the major resource classifications, arbitrarily identified for purposes of this study, still posed problems in early 1982. Land access, specifically access to grazing leases, was still a contentious issue. In January, BCWF President Kenyon wrote to the editor of the Times-Colonist protesting new regulations which will have the effect of restricting access through Crown land leased for grazing purposes. In March, MLA Hanson wrote to the same newspaper, also protesting grazing lease regulations. In April, Lands, Parks and Housing Minister Chabot rebutted Hanson's interpretation of the new regulations, and said the "new grazing lease . . . in fact ensures that all roads and trails are excluded before any grazing lease is issued to a rancher." Fish and Wildlife Branch director Robinson said he was recently advised that Section 14 of the Wildlife Act,--which permits hunters to use leased land, when not occupied by livestock,-- may in fact be ultra vires.<sup>6</sup>

The above is really part of a broader natural resource concern, namely the highest and best use of land. This principle was demonstrated at the Legislative level in 1981 when MLA Segarty moved in Orders of the Day that the "Minister of Forests, Environment, and Land, Parks and Housing develop an integrated planning process that will subject all forest lands to an economic and social test, as to the land's best use, before it is designated for a single purpose."<sup>7</sup>

British Columbia Hydro continued to compensate the Fish and Wildlife Branch for lost fish and wildlife resources. It paid \$1.8 million to the Branch for losses which resulted from the Pend Oreille hydroelectric project in 1975, \$6.0 million for losses caused by the Revelstoke dam, and has offered \$9.1 million for all losses, land and recreational, which will be caused by Site C construction on the Peace River.<sup>8</sup> The BCWF intervened in hearings that were associated with these projects, but of course had pressed government before this for multiple resource use and compensation for lost or damaged fish and game resources.

The anti-hunting sentiment of the 1970s may be on the decline. During that period, the NDP caucus was anti-hunting, urban politicians of both parties shared that sentiment, and two interest groups-- Greenpeace and Sierra Club--felt the same way. At the 1981 BCWF convention, Dr. V. Geist, Professor of Environmental Design at the University of Calgary, told delegates that hunting was "getting a bad name." Nevertheless, the number of resident hunters, which had been dropping each year from 1973 to 1976, began to rise and by 1980 had almost reached the 1973 total, which at 169,000 was the highest ever recorded.<sup>9</sup> Between 1970 and 1980 both the number of hunters and revenue (licenses only) increased about 7½ percent. The number of resident anglers, on the other hand, rose approximately 60 percent while corresponding revenue increased about 156 percent for the same period.

Acceptable  
leisure  
activity?

The message seems to be that the more things change the more they remain the same. Certain problems facing the B.C. Wildlife

Federation and other similarly oriented groups may never be resolved to everyone's satisfaction. The grazing lease issue is one such problem. The highest and best use of land is an example of another. On the other hand, it appears to be government policy to accept cost/benefit analysis as a basis for determining compensation for resources lost or damaged through natural resource development. Increasing urbanity, spatially and culturally, will pose future problems for managers of fish, wildlife, parks and outdoor recreational resources.

## CONCLUSION AND AFTERWORD--NOTES

<sup>1</sup>B.C. Wildlife Federation, "Annual Resolutions, Votes and Officers' Reports" (Surrey, British Columbia:BCWF), 1972, resolution AD/12.

<sup>2</sup>Richard J. Van Loon and Michael S. Whittington, The Canadian Political Process (Toronto: McGraw-Hill Ryerson Limited, 1981), p. 418; for more on interest group targets in government see Robert Presthus, Elite Accommodation in Canadian Politics (Toronto: MacMillan of Canada, 1973), pp. 142-156, and A. Paul Pross, "Pressure Groups: Adaptive Instruments of Political Communication," in Pressure Group Behaviour in Canadian Politics, ed. A. Paul Pross (Toronto: McGraw-Hill Ryerson, 1975), p. 2.

<sup>3</sup>Department of Attorney General, Game Convention: Report of Proceedings (Victoria: Queen's Printer), 1950, p. 136.

<sup>4</sup>Interview with Dr. James Hatter, Victoria, 21 December 1981, who said government sometimes believed that Federation statements and actions reflected only the views of the executive director and a few others, not those of club members generally.

<sup>5</sup>David Kwavnick, "Pressure-Group Demands and Organizational Objectives," Canadian Journal of Political Science 4 (December 1973): 582, observes that expansion of membership is one means of strengthening the mandate of a group.

<sup>6</sup>Times-Colonist, 20 January 1982, p. 5 for Kenyon's letter; March 16, p. 4 for Hanson's letter; and April 11-12, p. 4 for Chabot's article; Personal Communication with D. R. Robinson, Fish and Wildlife Branch, Victoria, 14 April 1982, who said that a 1981 amendment of the Trespass Act caused the legal conflict. (Robinson is Branch director.)

<sup>7</sup>Legislative Assembly, Orders of the Day, 9 April 1981.

<sup>8</sup>Vancouver Province, 22 November 1981, p. 11 for Site C article; 7 April 1982, p. A5 and Times Colonist, 11-12 April 1982 for Revelstoke and Pend Oreille articles.

<sup>9</sup>Vancouver Province, 13 April 1981, p. 7 for the Geist quote; Department of Recreation and Conservation, Fish and Wildlife Branch, Summary of Revenue, 1973 to 1980 (Victoria: Queen's Printer) provides the statistical data; the views on hunting were expressed earlier in this study.

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## APPENDIX 1

Game and Fish Associations, 1920<sup>1</sup>Northern British Columbia

Rupert Rod and Gun Association, Prince Rupert  
 Omineca District Rod and Gun Club, Smithers  
 Fort George District Game Protective Association, Prince George

Central British Columbia

Harper's Camp Trapper's Association, Harper's Camp  
 Clinton Rod and Gun Club, Clinton  
 Kamloops Game and Fish Protective Association, Kamloops  
 Salmon Arm Sportmen's Association, Salmon Arm  
 North Okanagan Game and Fish Association, Vernon  
 South Okanagan Game and Angling Association, Kelowna  
 Penticton Fish, Game and Forest Protective Association, Penticton

Note: Game Association being formed at Princeton  
 viz., Similkameen Valley Game Association

Kootenay District

Windermere District Rod and Gun Club, Invermere  
 Fernie District Rod and Gun Club, Fernie  
 Natal and Michel Rod and Gun Club, Natal  
 Cranbrook District Rod and Gun Club, Cranbrook  
 Nelson District Rod and Gun Club, Nelson  
 Creston District Game and Fish Association, Creston  
 Slocan District Rod and Gun Club, New Denver  
 Big Horn Rod and Gun Club, Corbin  
 Rossland Rod and Gun Club, Rossland

<sup>1</sup>Department of Attorney General, Annual Report, Game Conservation Board, 1920 (Victoria: King's Printer, 1921), p. 54.

Lower Mainland

Vancouver Angling and Game Association, Vancouver  
Mission District Rod and Gun Club, Mission City  
Chilliwack Game Protective Association, Chilliwack  
North Shore Fish, Game and Protective Society, North Vancouver  
New Westminster and Valley Rod and Gun Club, New Westminster  
Powell River Game, Fish and Forest Protective Association, Powell River

Vancouver Island

Victoria and Island Fish and Game Association, Victoria  
Cowichan Game Protective Association, Duncan  
Comox Valley Fish and Game Protective Association, Courtenay  
Salt Spring Island Rod and Gun Club, Ganges  
Denman Island Fish and Game Protective Association, Denman Island  
Nanaimo Fish and Game Protective Association, Nanaimo  
Sidney Rod and Gun Club, Sidney

APPENDIX 2. -- Game Acts, 1905 to 1966, Key Amendments and Enabling Provisions

Year Enacted	Name of Act	Enabling Provisions
1905	<i>Game Protection Act, 1898, Amendment Act, 1905 (sic)</i> (Department of Provincial Secretary)	section 17, Lieutenant Governor may appoint a Provincial Game and Forest Warden, Deputy Wardens and Forest Wardens to attend to "the game, forestry, and fishing interests of the Province..." and to enforce game laws.
1918	<i>Game Act Amendment Act, 1918</i> (Department of Attorney-General)	provision for Provincial Game and Forest Warden repealed; Game Conservation Board established to "consider suggestions for the conservation, propagation, and importation of game..."; provincial police given authority for enforcing Game Act.
1929	<i>Game Amendment Act, 1929</i> (Department of Attorney-General)	1918 amendments repealed; Game Commissioner and support staff to administer fish and game matters and enforce game laws.
1935	<i>Game Act</i> (Department of Attorney-General)	Game Commission established, to include not more than three members; to implement Game Act may hire and administer enforcement and support staff; provincial police also have authority to enforce Game Act.
1957	<i>Game Act still in force; Department and Recreation and Conservation Act given Royal Assent 28 March 1957</i> (Department of Attorney-General)	Game Commission re-named Fish and Game Branch, became part of Department of Recreation and Conservation; remaining Commissioner became director, game wardens became conservation officers.
1961	<i>Game Act Amendment Act, 1961</i> (Department of Attorney-General)	provided for change of titles in 1957 (sic)
1966	<i>Wildlife Act, 1966</i> (Department of Attorney-General)	<i>Game Act</i> repealed; Fish and Game Branch became Fish and Wildlife Branch; responsible for freshwater fish and game resources as above.

## APPENDIX 3

Delegates, First Annual

Game Convention, Harrison Hot

Springs, May 1947

Delegates, First Annual

Game Convention, Harrison Hot Springs

May 1947<sup>1</sup>

I. Rod and Gun Club Representatives

Vancouver Island

F. Hughes, Victoria Fish and Game Association Victoria  
D. Marshall, Vancouver Island Zone Association, Campbell River

Lower Mainland

F. Clendenning, B.C. Game Development Association,<sup>2</sup> Vancouver  
T.S. Dixon, B.C. Game Development Association, Vancouver  
R.T. Jackson, B.C. Game Development Association, Vancouver  
H. Denton, Greater Vancouver Salmon Club, Vancouver  
D. Littler, Lower Mainland Gun Association, Vancouver  
H.G. Palmer, Lower Mainland Gun Association, Vancouver  
H.J. Sedgewick, Lower Mainland Zone Association, Vancouver  
E. Ford, Vancouver Angling and Game Association, Vancouver

Upper Coast

M.C. Brydges, Prince Rupert Rod and Gun Club, Prince Rupert

South Interior

H.L. Bray, Kamloops Fish and Game Protective Association, Kamloops  
W.J. Munro, Kamloops Fish and Game Protective Association, Kamloops  
A. Blackie, Kelowna Rod and Gun Club, Kelowna  
A.M. Hugo, Interior Zone, Penticton  
P. Eastman, B.C. Interior Fish, Game and Forest Protective Association,  
Revelstoke

F.F. Becker, Vernon Fish and Game Association, Vernon

N.G. Snow, West Summerland

### Cariboo

E.B. Hart, Cariboo Zone, Williams Lake

### Northern British Columbia

L.G. Sugden, Interior Zone 2, Burns Lake

R.E. Duncan, North Peace Rod and Gun Club, Fort St. John

C. Westaway, Northern Zone, Prince George

### West Kootenay Region<sup>3</sup>

R.T. Garland, West Kootenay Rod and Gun Clubs Association, Nelson

J.J. McEwan, West Kootenay Rod and Gun Clubs Association, Nelson

J. Atwell, Trail Rod and Gun Club, Trail

### East Kootenay Region<sup>3</sup>

Mr. Muraro, East Kootenay Rod and Gun Club Association, Kimberly

H. Hughes, East Kootenay Rod and Gun Club Association, Natal

## II. Other Representatives

G.T.L. Bayliff, B.C. Federation of Agriculture, Alexis Creek

J.R. Hanson, B.C. Registered Guides Association, Bridge Lake

E. Collier, B.C. Registered Trappers Association, Riske Creek

<sup>1</sup>Department of Attorney General, Game Convention, Report of Proceedings, 1947 (Victoria: Queen's Printer, 1947). It's not always clear in the Proceedings whether "association" refers to a zone or club representative; in some cases, Ford and Eastman, for example, "association" refers to a club; similarly, Littler, Palmer, and Sedgewick all may be zone representatives. Organization titles were

not reported in 1948 and 1949, and titles in 1950 (see Appendix 4) are slightly different. Idem, 1948, p. 90, Commissioner Butler explains voting rules--see Appendix 6.

<sup>2</sup>These participants represented a private gun club; apparently this was the only convention they attended.

<sup>3</sup>An exhaustive search was not made in the Registrar of Companies but a cursory search revealed that neither the East or West Kootenay organizations were registered societies in 1947; in 1961 the latter agency registered and listed objects which indicated that it was a federation of West Kootenay area clubs.

## APPENDIX 4

Delegates, Fourth Annual  
Game Convention, Vancouver,  
May 1950

Delegates, Fourth Annual  
Game Convention, Vancouver,  
May 1950<sup>1</sup>

Vancouver Island Affiliated Fish and Game Association

E.L. McConnan, 11 Jedburgh Road, Victoria, B.C.  
D. Marshall, Campbell River, B.C.

Lower Mainland Fish and Game Zone Association

H. Sedgwick, Vancouver, B.C.  
J. Pilling, Chilliwack, B.C.

Mainland (North) Coast Zone, from Area from Howe  
Sound to Knight Inlet

Alex. L. Hay, Powell River, B.C.

Mainland (North) Coast Zone, from Area North of  
Knight Inlet and Including Terrace Area

J.H. McLeod, Prince Rupert, B.C.

West Kootenay Rod and Gun Clubs Association

R.T. Garland, 219 Diana Crescent, Trail, B.C.  
M.F. Edwards, 930 Schofield Road, Trail, B.C.

East Kootenay Rod and Gun Clubs Association

Bud Andrews, Creston, B.C.  
S. Muraro, Kimberly, B.C.

Interior Fish and Game Protective Association

A. King, R.R. 1, Penticton, B.C.  
H. Lomax, Kelowna, B.C.

Cariboo Zone (All Area South of Prince George,  
North of C.P.R.)

H.J. Gardiner, Williams Lake, B.C.  
D.M. Thomason, Bridge Lake, B.C.

Northern Zone, Including Peace River and Northern Portions  
of Fort George, Omineca, and Atlin Electoral Districts

Don Leach, Dawson Creek, B.C.  
Edward Smith, Fort St. John, B.C.

B.C. Federation of Agriculture

E.S. Walls, Vancouver, B.C.

B.C. Sheep Breeders' Association

Robert Heron, Box 100, Kamloops, B.C.

B.C. Beef Cattlemen's Association

Ronald Waite, Williams Lake, B.C.

B.C. Registered Trappers' Association

Eric Collier, Meldrum Creek, B.C.

B.C. Registered Guides' Association

L.C. Cleveland, Clinton, B.C.

North Central Zone, Including All of Province Lying East  
of Terrace to Alberta Boundary along C.N.R.

C.W. Beck, Burns Lake, B.C.

Advisory Board of Farmers' Institutes

A.H. Peppar, "Sunnyside," Ioco, B.C.

1. Department of Attorney General, Game Convention, Report of Proceedings, 1950 (Victoria: Queens Printer), pp. 3, 4.; organization titles are slightly different in some cases than those recorded in 1947 (see Appendix 2).

## APPENDIX 5

B.C. Wildlife Federation:

Summary of Constitution and Amendments, 1948-1975;

Full Constitution and Amendments, 1948-1975

APPENDIX 5. -- B.C. Wildlife Federation Constitution: Summary and Amendments, 1948-1975

YEAR	Officers & Directors	Objects	Title	Comments
1947	none	none	none	Inaugural meeting called Game Zones Convention.
1948 <sup>1</sup>	Three officers - president, vice-president, secretary-treasurer and other by decision of Council; annual elections, two year term of office maximum.	Three - see included with this Appendix.	B.C. Fish and Game Zones' Council.	Council was formed on April 27, 1948 but not registered under the Societies Act; at this time its constitution was approved.
1949 <sup>2</sup>	Amended - no limit on term of office.	same	same	
1951 <sup>3</sup>	Three officers as above; one director from each zone and others at Council's discretion; annual elections, two year term of office.	Same three as above, plus one new one - see included with this Appendix.	B.C. Fish and Game Council.	Council registered under Societies Act, February 12, 1951.
1957	Three officers, as above plus immediate past president; no less than <u>three</u> directors to be elected, others may be appointed; annual elections.	Minor change to object (b) - see included with this Appendix.	B.C. Federation of Fish and Game Clubs.	No mention of term of office.
1962	Officers and all directors to be elected; president, vice-president and treasurer can hold office one year only, directors for two years; annual election of officers; not less than <u>three</u> directors.	same	same	
1965	same	same	B.C. Wildlife Federation.	
1967	same	All objects altered - see included with this Appendix.	same	
1975	Board of directors includes four officers -- president, immediate past president, vice-president, treasurer - and not less than <u>three</u> directors; annual election of officers, president can serve only two consecutive years, directors for two years.	same	same	

<sup>1</sup>Northwest Sportsman (May 1948): 5-6.

<sup>3</sup>Ministry of Corporate and Consumer Affairs, Registrar of Companies, B.C. Wildlife Federation (Victoria), 1981; data filed covers the years 1951 to 1980.

<sup>2</sup>Northwest Sportsman (June 1949): 8.

Phil Eastman, President, Harvey Sedgwick, Vice-President, Bob Carswell,  
Secretary-Treasurer, elected at

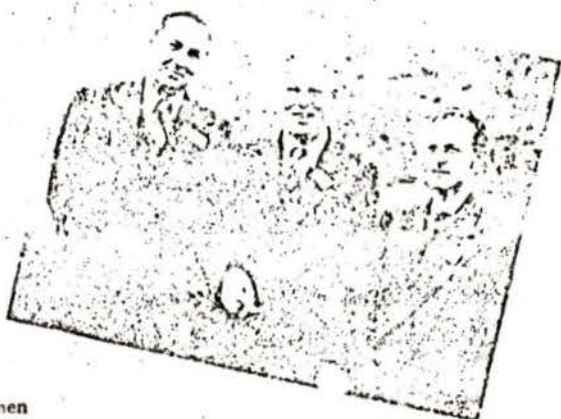
## SPORTSMEN'S COUNCIL MEETING

### Harrison Hot Springs Hotel, April 27, 1948

**FIRST COUNCIL OFFICERS.** Phil Eastman, Kelowna, left, was elected president of British Columbia's first Sportsmen's Council. Bob Carswell, centre, Vernon, elected secretary-treasurer and Harvey Sedgwick, Vancouver, vice-president.

Under the direction of these three men for the next year, the B. C. Fish & Game Zones' Council will function as the strongest and most efficient province-wide body in Canada.

This is a prime example of democracy in action, because Phil Eastman, although an American citizen, was outstanding choice as president.



**A** SPECIAL MEETING, called by the sportsmen themselves, for 7 p.m., April 27th, the night prior to the B. C. Game Department's Second Annual Fish & Game Convention, decided in favour of a province-wide Sportsmen's Council.

Bill Snow, Summerland, not a Zone delegate, was appointed chairman of the meeting, and is to be complimented for the excellent way he handled the business.

Phyllis Stewart, Northeast Sportsman stenographer, was hired as secretary for this first meeting.

Because the Council was formed on a Zone basis, it was decided to call the Council the B. C. Fish & Game Zones' Council.

Nine Zones, representing the entire province, drew up the following constitution:

#### CONSTITUTION OF THE B. C. FISH & GAME ZONES' COUNCIL

1. Said Council shall be known as the B. C. Fish & Game Zones' Council and shall be comprised of representatives from each zone on the following basis; each Zone shall be entitled to two delegates on the Council, such delegates to be elected by their respective Zone. Each one shall have equal voting power.

2. A delegate shall not be entitled to be on the Council for more than two consecutive years but after the lapse of two years may be again a member of the Council.

3. The objects of the Council shall be:

(a)—The propagation and conservation of the fish and game of British Columbia and the control and protection of its waters, forest and soil for the purposes aforesaid.

(b)—The submission of its recommendations and views to the B. C. Game Commission and to all other proper authorities, Municipal, Provincial and Federal.

(c)—The fostering of co-operation and mutual good-

will between the sportsmen of the Province generally and also with sportsmen of other provinces of Canada and the United States for the purposes aforesaid.

4. The following Zones shall be entitled to representation on the Council:

Northern Zone	Vancouver Island Zone
Cariboo Zone	Lower Mainland Zone
North Central Zone	Interior Zone
North Coastal Zone	West Kootenay Zone
	East Kootenay Zone

together with such other Zones as the B. C. Game Commission shall from time to time recognize. The Council shall meet at least once a year and at such time and place as the majority of the Council shall decide, or at the call of the Chair.

5. A quorum shall consist of delegates from at least two-thirds of the Zones.

6. The officers of the Council shall consist of the following:

President,  
Vice-President,  
Secretary-Treasurer,  
Such others as the Council shall decide.

the said officers to be elected at the Annual Meeting of the Council which shall be held in or about the month of April in each year, or at such other time as the Council shall decide. Any Zone from which the President has been elected shall be entitled to have an alternate delegate on the Council in the place of the delegate elected as President.

7. The Council shall be empowered to have the B. C. Game Commissioners in attendance at each meeting in an advisory capacity wherein fish and game matters are being discussed.

# CASH

for your empty  
BEER BOTTLES

25c PER DOZEN WILL BE PAID  
FOR EMPTY BEER BOTTLES

DELIVER THEM TO  
ANY OF THE FOLLOWING  
ADDRESSES:

115 East 2nd Avenue  
6 East 2nd Avenue  
501 Industrial Avenue  
1445 Powell Street  
1040 Hamilton Street  
755 Homer Street  
Cor. 11th Ave. & Vine St.

OR

Phone TA. 2753

8. The Council shall be empowered to have in attendance at any Council meeting, without voting power, representatives from any other groups or bodies.

9. The Council shall be empowered to appoint annually if, and when necessary, a business secretary.

10. The financial support of the Council shall be derived from such sources as the Council may be able to provide, such finances to be used only for the aims and objects of the Council including the operational expense of the Council.

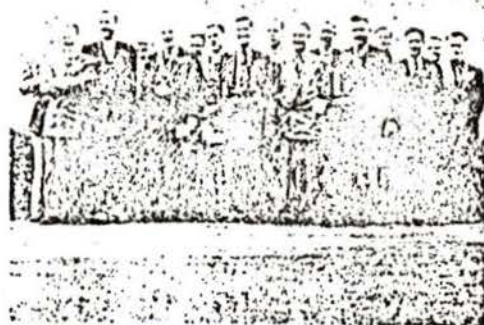
11. Voting to be at all times recorded Zone by Zone and various Zone secretaries notified of all proceedings.

12. Any officer of this organization may be recalled by a two-thirds majority vote of the delegates from the recognized Zones.

13. The officers of the Council shall be empowered to undertake any such action which in their good judgment shall be for the betterment or protection of fish and game in the province.

14. Amendments to these rules or constitution may be made at any time by a two-third majority vote.

The following delegates of the province's nine Zones endorsed the foregoing Constitution in its entirety: Phil Eastman, Kelowna, Bob Carswell, Vernon, Interior Zone; S. Muraro, Kimberley, Bud Andrews, Creston, East Kootenay Zone; Ralph Garland, Trail; Jack Bailey, Nelson, West Kootenay Zone. Dunc Marshall, Campbell River; Fred Hughes, Victoria, Vancouver Island Zone. Harvey Sedgwick, Vancouver; Ted Black, New Westminster; Lower Mainland Zone. R. E. Patterson, Vanderhoof; J. B. Hooker, Prince George; North Central Zone. K. Dodds, Dawson Creek; R. E. Duncan; Fort St. John; Northern Zone. Harold Gribble, Powell River; T. P. Kelly, Ocean Falls; North Coastal Zone. N. Schroeder, Williams Lake; L. C. Cleveland, Williams Lake; Cariboo Zone.



FOR THE RECORDS of present, and future, fish and game clubs, we publish this picture of the Zone representatives who were responsible for compiling and endorsing the Sportsmen's Council Constitution as it appears here.

The first order of business of the newly-formed Council was the appointment of a Clearing House operator and the financing of the Council, etc. For this a second meeting was called the night of April 28th. The following motions and their adoption is submitted in detail in order that all organizations in the province will know

B. C. FISH AND GAME COUNCIL

---

DECLARATION

---

H. J. SEDGWICK,  
Barrister & Solicitor,  
Vancouver, B. C.

"SOCIETIES ACT"

CANADA:  
Province of British Columbia }



No. 3875

# Certificate of Incorporation

I hereby certify that

"B. C. FISH AND GAME COUNCIL"

has this day been incorporated as a Society under the "Societies Act."

The locality in which the operations of the Society will be chiefly carried on is.....

Vancouver - in the \_\_\_\_\_, Province of British Columbia.

GIVEN under my hand and Seal of Office at Victoria, Province of

British Columbia, this -12th- day

of February, one thousand nine hundred

and fifty-one.

S. W. TAYLOR

Registrar of Companies.

Λ

"SOCIETIES ACT"

NOTICE IS HEREBY GIVEN that the address of the  
B. C. FISH AND GAME COUNCIL is 571 Homer Street, in the City  
of Vancouver, Province of British Columbia.

DATED at Vancouver, B. C., this 9th day of February,  
A. D., 1951.

*A. J. Richardson*  
SECRETARY.

8874573  
FILED and REGISTERED  
FEB 12 1951  
S. W. TAYLOR  
REGISTRAR OF COMPANIES

3875 low 159

"SOCIETIES ACT"

INCORPORATION FEES \$ 20.50

CONSTITUTION

WE, THE UNDERSIGNED, hereby declare that we desire to form a Society under the "Societies Act", and that:-

1. The name of the Society is "B. C. Fish and Game Council".

2. The objects of the Society are:

(a) The propagation and conservation of the fish and game of British Columbia and the control and protection of its waters, forest and soil for the purposes aforesaid.

(b) The submission of its recommendations and views to the B. C. Game Commission and to all other proper authorities, Municipal, Provincial and Federal.

(c) The fostering of co-operation and mutual good-will between the sportsmen of the Province generally and also with sportsmen of other provinces of Canada and the United States for the purposes aforesaid.

(d) And to do such other things as may be in the interest of and of benefit to the sportsmen of the Province generally.

3. The operations of the Society are to be chiefly carried on at Vancouver, B. C.

*See amended constitution*

Dated at Vancouver, British Columbia, the 30th day of September, A. D., 1950.

[Redacted signature]

*505 Dominion Bank Bldg  
Vancouver B.C.  
Solicitor*

ADVERTISED  
FEB 22 1951

[Redacted signature]


874573

*Box 50  
Chilliwack B.C.*


FILED and REGISTERED  
FEB 12 1951

[Redacted signature]

*Campbell River B.C.  
Ralph Thomas Ireland, General Foreman, (C.F.P.S.)  
219 Diana Crescent,  
Trail, B.C.*

  
William Loh B.C.  
Lumberman

Witness as to all signatures.

  
3370 W. 20th. Vancouver B.C.  
Scientific Instrument Makers

of the

B. C. FISH AND GAME COUNCIL

NAME

1. The Society shall be known as the B. C. Fish and Game Council.

OBJECTS

2. The objects of the Society are:

(a) The propagation and conservation of the fish and game of British Columbia and the control and protection of its waters, forests and soil for the purposes aforesaid.

(b) The submission of its recommendations and views to the B. C. Game Commission and to all other proper authorities, Municipal, Provincial and Federal.

(c) The fostering of co-operation and mutual good-will between the sportsmen of the Province generally and also with the sportsmen of other provinces of Canada and the United States for the purposes aforesaid.

(d) And to do such other things as may be in the interest of and of benefit to the sportsmen of the Province generally.

MEMBERS

3. Membership in the Society shall consist of Ordinary Members, Zone Members, Supporting Members, Sustaining Members and Honorary Members.

(a) Ordinary Members. Any person applying for membership, upon making application and payment of the prescribed fee, may become an Ordinary Member of the Council.

(b) Zone Members. Duly constituted Zones of fish and game clubs shall be entitled to membership.

(c) Supporting Members, Sustaining Members and Honorary Members.

Such persons, firms or companies, upon making application and paying the prescribed fee, may become Sustaining, Supporting or Honorary Members.

4. Such Zones as properly apply for membership in the Council shall be entitled to two delegates on the executive of the Council, such delegates shall have equal voting power at meetings of the Council. None of the

- 2 -

other aforementioned members shall be entitled to vote.

5. Each Zone member shall elect its delegates to the executive of the Council in such a manner whereby for the Council year commencing 1951, one of such delegates shall be elected by the Zone to the Council for a two year term and the other for a one year term and each year thereafter shall elect one delegate only for a two year term. In the event of any member or delegate being proven, to the satisfaction of the Council, to be guilty of any conduct liable to endanger the welfare, good name or good order of the Council, the same may be reported to a meeting of the Council, which may expel such member from membership or such delegate from the executive of the Council, or take such other action as may be deemed necessary.

6. In the event of failure of any member to pay such fee prescribed for his membership in the Council on or before the 1st day of November in every year, the Council Executive shall have the power to delete his name from the list of members, and in such event, he shall cease to be a member. Any such member, however, may be reinstated upon payment of his arrears.

EXECUTIVE AND OFFICERS

7. The executive of the Council shall be the duly elected delegates from the Zones hereinbefore referred to, and the term shall include the officers of the Council.

8. (a) The officers of the Council shall consist of the following:

- (a) President
- (b) Vice-President
- (c) Treasurer
- (d) One director from such constituted Zones as the Council shall decide
- (e) And any others that the Council may decide.

(b) The said officers shall be elected at the annual meeting of the Council, and any Zone from which the President has been elected shall be entitled to have an alternate delegate on the Council and executive in the place of the delegate elected as president.

(c) The executive of the Council shall have the following powers and duties in addition to those already or hereafter set out:

- (a) Charge and control of the Council's assets and property.
- (b) Control of the funds of the Council.
- (c) Administration of the affairs of the Council and making of regulations not inconsistent with the Constitution and By-laws.

- (d) The appointment of Auditors.
- (e) The appointment of delegates to any Body with which the Council may desire to become affiliated.
- (f) The appointment of an organizer or organizers for the purpose of increasing the membership of the Council, upon such terms and conditions as they may deem necessary.

9. President. The duties of the President shall be to preside at all meetings of the Association and Board of Directors, to exercise a general supervision over the affairs of the Society, and to do generally all matters, acts and things as are usually done by Presidents of similar organizations.

10. Vice-President. In case the President is unable to act on account of illness or absence, the First Vice-President shall perform the duties of the President.

11. Treasurer. The Treasurer shall generally do all matters, acts and things as are usually done by treasurers of similar organizations, and shall keep a correct record of all of the funds of the Council and shall pay out monies only on instructions of the Council executive.

12. The affairs of the Council shall be managed by the executive of the Council.

13. The Council shall be empowered to appoint annually if, and when necessary, a business secretary.

#### MEETINGS

14. (a) The annual meeting of the Council shall be held in the month of April at such time and place as may be decided upon by the executive of the Council, and failing decision by the executive, the President shall decide the time and place.

(b) Other special general meetings may be held at such time and place as may be fixed by the officers.

(c) At least ten days notice of all meetings shall be given to the executive unless consented otherwise. No notice of meetings shall be required to be given to any other members.

(d) A quorum shall consist of delegates from at least two-thirds of the Zones.

15. The Council shall be empowered to have the B. C. Game Commissioners in attendance at each meeting in an advisory capacity wherein fish and game matters are being discussed.

16. The Council shall be empowered to have in attendance at any Council

meeting, without voting power, representatives from any other groups or bodies.

BORROWING POWERS

17. The Council may exercise borrowing powers only upon the vote of at least two-thirds of the delegates of the Zones.

AUDIT OF ACCOUNTS

18. An Auditor shall be appointed at the Council general meeting, who shall audit the accounts of the Council.

CUSTODY AND USE OF SEAL

19. The executive shall provide for the safe custody of the seal of the Council, and the seal shall not be affixed to any instrument except by the authority of a resolution of the officers and directors of the Council or of the executive, and in the presence of the President or the Vice-President and the Treasurer, or such other directors as the Council shall decide.

MANNER OF ALTERING BY-LAWS

20. The Constitution or By-laws may be amended at any meeting of the Council by an extraordinary resolution as defined by Section Two of the Societies Act. Notice of all proposed amendments must be given to the Secretary thirty days before any such meeting is held or to be held, by a duly authorized Zone Delegate, and the Secretary shall notify each of the Council executive of the proposed amendments at least fifteen days prior to the holding of said meetings.

MINUTES

21. The executive shall provide for the preparation and custody of Minutes of the proceedings of all meetings of the Council and of the officers and directors, and shall also provide for the custody of the other books and records of the Society.

FINANCES

22. The financial support of the Council shall be derived from such sources as the Council may be able to provide, such finances to be used only for the aims and objects of the Council including the operational expense of the Council.

MISCELLANEOUS

23. Any officer or director of the Council may be recalled by two-thirds

majority voted by the Zone delegates at a Council meeting.

24. The officers of the Council shall be empowered to undertake any such action which in their good judgment shall be for the betterment or protection of fish and game in the province.

25. Voting at Council meetings shall be at all times recorded and all Zone secretaries shall be kept notified of all proceedings.

Dated at Vancouver, British Columbia, the 30th day of September,

A. D., 1950.

[Redacted]

11<sup>th</sup> 50<sup>th</sup> Dominion Park Bldg  
Vancouver B.C.  
Solicitor

[Redacted]

Campbell River B.C.

Jack Delling - Radio Station operator  
Box 50 Chulawa on I.R.C.

[Redacted]

Williams Lake B.C.  
Lumberman

[Redacted]

214 Diana Crescent, (C.H.P.S. Co.)  
Trail, B.C.

[Redacted]

Witness as to all signatures

Van. B.C.  
Scientific Instrument Maker.

"SOCIETIES ACT"

NOTICE OF DIRECTORS

NOTICE IS HEREBY GIVEN that the following persons were appointed Directors of the B. C. Fish and Game Council for the period until April 28th, A. D., 1951:

HARVEY JAMES SEDGWICK,  
505 Dominion Bank Building,  
Vancouver, B. C.

JACK PILLING,  
Box 50,  
Chilliwack, B. C.

DUNCAN MARSHALL,  
Campbell River, B. C.

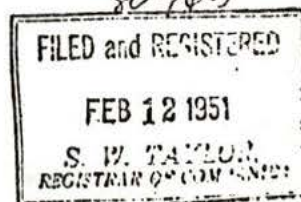
RALPH THOMAS GARLAND,  
219 Diana Crescent,  
Trail, B. C.

HERBERT JOHN GARDNER,  
Williams Lake, B. C.

DATED at Vancouver, B. C., this 9th day of February, A. D.,

1951.

  
PRESIDENT.



EXTRACT FROM THE MINUTES OF THE ANNUAL MEETING  
OF THE B.C. FISH & GAME COUNCIL  
HELD AT 2:30 P.M. MAY 22, 1956 AT PRINCE  
GEORGE, B.C.

167

ON MOTION duly moved and seconded it was unanimously resolved as follows:

(1) THAT the name of the society be changed from B.C. FISH & GAME COUNCIL to B.C. FEDERATION OF FISH & GAME CLUBS.

(2) THAT the objects of the society be repealed and that new objects, copy of which is hereunto annexed, be the objects of the society.

(3) THAT the by-laws of the society be repealed and that new by-laws, copy of which is hereunto annexed, be the by-laws of the society.

R. W. Johnson, Solicitor  
HEREBY CERTIFY that I was present at the general meeting mentioned herein, and that the above is a true and exact extract of the Minutes of the said meeting.



## PROVINCE OF BRITISH COLUMBIA

"SOCIETIES ACT"

I HEREBY CERTIFY that B. C. FISH AND GAME COUNCIL incorporated on the twelfth day of February, one thousand nine hundred and fifty-one, has, pursuant to the "Societies Act" changed its name and is now known as B. C. FEDERATION OF FISH & GAME CLUBS. *George*

AND I FURTHER CERTIFY that the Society has pursuant to the said Act altered its objects and that its objects now are:-

"(a) The propagation and conservation of the fish and game of British Columbia and the control and protection of its waters, forest and soil for the purposes aforesaid.

*George*  
(b) The submission of its recommendations and views to the B.C. Game Commission, all proper authorities, Municipal, Provincial and Federal and to any bodies it may deem necessary.

(c) The fostering of co-operation and mutual good-will between the sportsmen of the Province generally and also with sportsmen of other provinces of Canada and the United States for the purposes aforesaid.

(d) And to do such other things as may be in the interest of and of benefit to the sportsmen of the Province generally."

GIVEN under my hand and Seal of Office  
at Victoria, Province of British  
Columbia, this twenty-fourth day of  
July, one thousand nine hundred and  
fifty-seven.

A. H. HALL  
DEPUTY REGISTRAR OF COMPANIES.

NAME

1. The Society shall be known as the B.C. Federation of Fish and Game Clubs.

OBJECTS

2. The objects of the Society are:
  - (a) The propagation and conservation of the fish and game of British Columbia and the control and protection of its waters, forest and soil for the purposes aforesaid.
  - (b) The submission of its recommendations and views to the B.C. Game Commission, all proper authorities, Municipal, Provincial and Federal and to any bodies it may deem necessary.
  - (c) The fostering of co-operation and mutual good-will between the sportsmen of the Province generally and also with sportsmen of other provinces of Canada and the United States for the purposes aforesaid.
  - (d) And to do such other things as may be in the interest of and of benefit to the sportsmen of the Province generally.

B. C. FEDERATION OF FISH & GAME CLUBSBY-LAWSMEMBERS*Amended*

3. Membership in the Society shall consist of Ordinary Members, Zone Members, Supporting Members, Sustaining Members and Honorary Members.

(a) Ordinary Members. Any person applying for membership, upon making application and payment of the prescribed fee, may become an Ordinary Member of the Federation.

(b) Zone Members. Duly constituted Zones of fish and game clubs shall be entitled to membership.

(c) Supporting Members, Sustaining Members and Honorary Members. Such persons, firms or companies, upon making application and paying the prescribed fee, may become Sustaining, Supporting or Honorary Members, none of the members mentioned in this sub-section shall be entitled to any vote.

4. Such Zones as properly apply for membership in the Federation shall be entitled to two delegates at the annual or any special meeting of Federation, such delegates shall have equal voting power at meetings of the Federation.

5. In the event of any member or delegate being proven, to the satisfaction of the Federation, to be guilty of any conduct liable to endanger the welfare, good name or good order of the Federation, the same may be reported to a meeting of the Federation, which may expel such member from membership or such delegate from the executive of the Federation, or take such other action as may be deemed necessary.

6. In the event of failure of any member to pay such fee prescribed for his membership in the Federation on or before the 31st day of January and every year, the Federation Executive shall have the power to delete his name from the list of members, and in such event, he shall cease to be a member. Any such member, however, may be reinstated upon payment of his arrears.

EXECUTIVE AND OFFICERS

*Amended*

7. a. The officers of the Federation shall consist of the following:

- (a) President
- (b) Immediate Past President
- (c) Vice-President
- (d) Treasurer
- (e) No less than three (3) directors to be elected at the Annual Meeting.
- (f) And any others that the Federation may decide.

b. The said officers shall be elected at the annual meeting of the Federation which shall be held in or about the month of May in each year, or such other time as the Federation shall decide.

c. The executive of the Federation shall have the following powers and duties in addition to those already or hereafter set out:

- (a) Charge and control of the Federation's assets and property.
- (b) Control of the funds of the Federation.
- (c) Administration of the affairs of the Federation and making of regulations not inconsistent with the Constitution and By-Laws.
- (d) The appointment of Auditors
- (e) The appointment of delegates to any body with which the Federation may desire to become affiliated.
- (f) The appointment of an organizer or organizers for the purpose of increasing the membership of the Federation, upon such terms and conditions as they may deem necessary.

d. President. The duties of the President shall be to preside at all meetings of the Association and Board of Directors, to exercise a general supervision over the affairs of the Society, and to do generally all matters, acts and things, as are usually done by Presidents of similar organizations.

e. Vice-President. In case the President is unable to act on account of illness or absence, the First Vice-President shall perform the duties of the President.

f. Treasurer. The Treasurer shall generally do all matters, acts and things as are usually done by treasurers of similar organizations, and shall keep a correct record of all of the funds of the Federation and shall pay out monies only on instructions of the Federation executive.

g. The affairs of the Federation shall be managed by the Executive of the Federation.

h. The Federation shall be empowered to appoint annually, if and when necessary, a business secretary.

- 3 -

MEETINGS

8. (a) The annual meeting of the Federation shall be held at such time and place as may be decided upon by the executive of the Federation, and failing decision by the executive, the President shall decide the time and place.

(b) Other special general meetings may be held at such time and place as may be fixed by the officers.

(c) At least ten days' notice of all meetings shall be given to the executive unless consented otherwise. No notice of meetings shall be required to be given to any other members.

(d) A quorum shall consist of delegates from at least two-thirds of the Zones.

9. The Federation shall be empowered to have in attendance at any Federation meeting, without voting power, representatives from any other groups or bodies.

BORROWING POWERS

10. The Federation may exercise borrowing powers only upon the vote of at least two-thirds of the delegates of the Zones.

AUDIT OF ACCOUNTS

11. An Auditor shall be appointed at the Federation general meeting, who shall audit the accounts of the Federation.

CUSTODY AND USE OF SEAL

12. The executive shall provide for the safe custody of the seal of the Federation, and the seal shall not be affixed to any instrument except by the authority of a resolution of the officers and directors of the Federation or of the executive, and in the presence of the President or the Vice-President and the Treasurer, or such other directors as the Federation shall decide.

MANNER OF ALTERING BY-LAWS

13. The Constitution or By-Laws may be amended at any meeting of the Federation by an extraordinary resolution as defined by Section Two of the Societies Act. Notice of all

proposed amendments must be given to the secretary thirty days before any such meeting is held or to be held, by a duly authorized Zone Delegate, and the Secretary shall notify each of the Federation executive of the proposed amendments at least fifteen days prior to the holding of said meeting.

#### MINUTES

14. The executives shall provide for the preparation and custody of Minutes of the proceedings of all meetings of the Federation and of the officers and directors, and shall also provide for the custody of the other books and records of the Society.

#### FINANCES

15. The financial support of the Federation shall be derived from such sources as the Federation may be able to provide, such finances to be used only for the aims and objects of the Federation including the operational expense of the Federation.

#### MISCELLANEOUS

16. Any officer or director of the Federation may be recalled by two-thirds majority voted by the Zone delegates at a Federation meeting.

17. The officers of the Federation shall be empowered to undertake any such action which, in their good judgment, shall be for the betterment or protection of fish and game in the Province.

18. Voting at Federation meetings shall be at all times recorded and all Zone secretaries shall be kept notified of all proceedings.

+ See Amendment May/58 re dues

Price, 5 Cents

Certificate No. 3875(SOC)

"SOCIETIES ACT"  
(Section 2)

## EXTRAORDINARY RESOLUTION(S)

At a general meeting of the members of the B. C. FEDERATION OF FISH & GAME CLUBS

duly convened and held at Penticton, B.C. on the 1st, 2nd and 3rd  
day of May, 1958, the following extraordinary resolution(s) was (were)

duly passed:—

**MEMBERS** - Membership in the Society shall consist of Ordinary Members, Supporting Members, Sustaining Members and Honorary Members.

- (a) Ordinary Members. Any fish and game club being a member of a duly recognized zone, and any duly recognized zone, shall become an ordinary member upon application and the payment of \$1.00 or \$5.00 respectively, provided that any Club situated in an unorganized area need not be a zone member to qualify under this section.
- (b) Supporting Members, Sustaining Members & Honorary Members Such persons, firms or corporations, upon making application, may become Supporting, Sustaining and Honorary Members without voting power, upon payment of the prescribed dues.

**ANNUAL DUES** - Annual dues shall be payable by all members directly to the Federation, on or before the 31st day of January in each year in the following amounts:

- |                                |                                 |
|--------------------------------|---------------------------------|
| (a) <u>Ordinary Members:</u>   | As prescribed by the Federation |
| (b) <u>Supporting Members:</u> | \$100.00                        |
| (c) <u>Sustaining Members:</u> | \$250.00                        |
| (d) <u>Honorary Members:</u>   | \$500.00                        |

**EXECUTIVE AND OFFICERS** - The Executive may appoint a business secretary or a paid secretary.

[Statement may be continued overleaf and initialed by signatory.]

Certified a true copy this 2 day of June, 1958

12728-6  
FILED and REGISTERED (here)

JUL 14 1958

S. W. TAYLOR,

REGISTRAR OF COMPANIES

[Note: Send in duplicate with \$1 to the Registrar of Companies, Victoria. Certain extraordinary resolutions do not take effect until filed and registered.]

13-110-1077

Relationship to Society) Secretary

B. C. FEDERATION OF FISH & GAME CLUBS

EXTRAORDINARY RESOLUTION

At a General Meeting of the members of B. C. Federation of Fish & Game Clubs duly convened and held at Penticton, B.C., on the 4th day of May, 1961, the following Extraordinary Resolution was duly passed:

"BE IT RESOLVED that the by-laws of the B.C. Federation of Fish & Game Clubs be amended by striking out paragraph 43 of the Constitution as presented at Kelowna, B.C. in May, 1960, under Election of Directors, and substituting the following:

43. All Directors shall be elected at an annual general meeting and shall hold office for two years. At each annual general meeting one-half of the directors shall be elected for a two-year term.

The directors elected as officers shall hold the office of President, Vice-President and Treasurer for one year only.

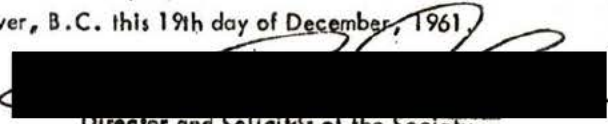
At the 1961 annual general meeting, after this by-law is amended, one-half of the directors shall be elected for one year and one-half for two years. The one-year term of office as President, Vice-President and Treasurer shall be included in the two-year term as director.

At the 1962 annual general meeting the one-year term directors shall cease to hold office and the directors elected in their place shall hold office for two years.

All officers and directors shall be eligible for re-election."

82973 F  
FILED  
JAN 10 1962

DATED at Vancouver, B.C. this 19th day of December, 1961



Director and Solicitor of the Society.

"SOCIETIES ACT"

3825- Soc.

B. C. FEDERATION OF FISH & GAME CLUBS

EXTRAORDINARY RESOLUTION

At a General Meeting of the members of the B.C. Federation of Fish & Game Clubs duly convened and held at Kelowna, B.C. on the 5th day of May, 1960, the following Extraordinary Resolution was duly passed:-

"THAT the Constitution and By-laws of the B.C. Federation of Fish & Game Clubs be repealed and that the Constitution and By-laws, a copy of which is hereunto annexed, be the Constitution and By-laws of the Society.

DATED at Vancouver, B.C. this 19th day of December, 1961.



Director and Solicitor of the Society.

82993 F184343F

FILED FOR REGISTRATION  
JAN 10 1962  
A. H. HALL,  
REGISTRAR OF COMPANIES



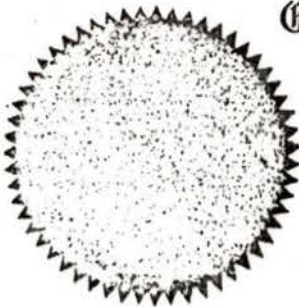
# Certificate

"SOCIETIES ACT"

Canada  
Province of British Columbia

I **Hereby Certify** that B.C. FEDERATION OF FISH & GAME CLUBS has, pursuant to the "Societies Act", altered its objects and that its objects now are:-

- " 1. To propagate and conserve the fish and game resources of British Columbia and to control and protect its waters, forests and soil for the purposes aforesaid.
- 2. To submit views and recommendations to the Department of Recreation and Conservation and/or to such other public or private bodies as the Federation may deem necessary.
- 3. To foster co-operation and good-will between sportsmen in British Columbia and between the organized sportsmen in British Columbia and those elsewhere in Canada and in other countries for the purposes aforesaid.
- 4. To do all such things as may be in the interest of the sportsmen in British Columbia and in the interests of the conservation of fish and game. "



Given under my hand and seal of office at  
Victoria, B.C., this         -tenth-  
day of          January         , one  
thousand nine hundred and sixty-two

"V. Jorre de St. Jorre"  
Assistant Deputy Registrar of Companies

B. C. FEDERATION OF FISH & GAME CLUBS

CONSTITUTION

as passed at Annual Convention  
in Kelowna, B.C., in May, 1960.

Prepared by:  
Roland W. Johnson, Honorary Solicitor  
and Legal Adviser to the Federation

B. C. FEDERATION OF FISH & GAME CLUBS

1 The name of the Society shall be the B. C. Federation of Fish and Game Clubs.

3 The chief office of the Society shall be in the City of Vancouver in the Province of British Columbia.

OBJECTS

- 9
1. To propagate and conserve the fish and game resources of British Columbia and to control and protect its waters, forests and soil for the purposes aforesaid.
  2. To submit views and recommendations to the Department of Recreation and Conservation and/or to such other public or private bodies as the Federation may deem necessary.
  3. To foster co-operation and good-will between sportsmen in British Columbia and between the organized sportsmen in British Columbia and those elsewhere in Canada and in other countries for the purposes aforesaid.
  4. To do all such things as may be in the interest of the sportsmen in British Columbia and in the interests of the conservation of fish and game.

## B. C. FEDERATION OF FISH &amp; GAME CLUBS

## BY-LAWS

## MEMBERSHIP

*are revised by laws.*

1. The membership of the Federation shall consist of:

- (a) Club Members
- (b) Zone Members
- (c) Sustaining Members
- (d) Associate Members

2. Club Members: Any fish and game club that subscribes to the objects of the Federation may become a member upon the payment of a \$1.00 charter fee and the annual dues as hereinafter mentioned.

3. Zone Members: Any group of fish and game clubs, having made application to the Board of Directors may, at the discretion of the Board of Directors, be recognized as a duly constituted Zone and may become a member of the Federation upon the payment of a \$5.00 charter fee and the annual dues as hereinafter mentioned.

4. Sustaining Members: Any individual or firm interested in the work of the Federation may become a sustaining member upon the payment of the annual dues hereinafter mentioned without voting power and without power to submit resolutions, but with the privilege of attending the annual convention of the Federation.

5. Associate Members: Any other group, club or society interested in the conservation of wildlife may, upon the payment of the annual fee hereinafter mentioned, become an associate member without voting power and without power to submit resolutions, but with the privilege of attending the annual convention of the Federation.

## ANNUAL DUES

6. Annual dues shall be paid to the Federation and shall be payable by all members on or before the 31st day of January in each year. The amount of the dues are as follows:

7. Club Members: Each club member shall pay a per capita fee to the Federation for each member of the club as of the 31st day of December in each year. The per capita fee shall be decided upon by the Directors of the Federation in the preceding year. Provided, that after one year's membership in the Federation, the minimum club member dues shall be \$10.00.

8. Zone Members: \$10.00 per year.

9. Sustaining Members: To be set upon application.

10. Associate Members: \$10.00 per year.

11. Should any member fail to pay dues as prescribed, the Directors may delete that member's name from the membership list. The Directors may, however, reinstate such member upon payment of the dues prescribed.

## ANNUAL MEETING AND CONVENTION

12. The Annual Meeting and Convention of the Federation shall be held on the first Thursday, Friday and Saturday in May in each year. The Directors, however, may decide such date is unsuitable, in which case they shall set another date. The meeting shall be held at such place as the Directors may decide, and failing decision by the Directors, by the President.

13. At least three months' notice of the meeting shall be given to the members unless consented to otherwise.

14. Thirty per cent (30%) of the members shall constitute a legal quorum.

15. The Federation may have in attendance at the Annual or any other Federation meeting, without voting power, representatives from any other group or organization.

## RESOLUTIONS:

16. Resolutions shall deal with matters of a Provincial or National nature or with matters which effect a large portion of the public, or with local matters, provided only, that sufficient reasons are given why such matter cannot be satisfactorily dealt with by the Zone.

17. Each resolution must state whether it has been presented to a zone meeting, and if presented, whether carried or not.

18. Resolutions which have been passed at a regularly constituted zone meeting shall be given priority in all respects over other resolutions.

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## ANNUAL MEETING AND CONVENTION - (Continued)

19. Resolutions must be delivered to the Secretary-Manager on or before February 28, late resolutions may be held over until the following year.
20. The Directors may appoint a Resolutions Committee with power, if necessary, to redraft and amalgamate similar resolutions provided each sponsoring club is mentioned in the final resolution.
21. Any resolution passed at the Annual Meeting by a two-thirds (2/3) majority vote shall be presented by the Directors to the person or department of government or any other body to whom such resolution applies, and the Directors shall report the action taken upon such resolution as soon as convenient, provided that any resolution failing to obtain a two-thirds majority, may be presented again at the same meeting, without discussion.
22. The Directors shall, upon application from the club presenting a resolution passed at the Annual Meeting, provide a report to the Club on the disposition of its resolution.

## VOTING:

23. Voting at all Annual Meetings shall be by accredited delegates and Directors of the Federation only.
24. Each member, including zone members, shall be entitled to one accredited delegate.
25. No member shall be entitled to present, or vote on, any resolution unless the dues for such member are fully paid.
26. There shall be no proxy votes.
27. Each delegate shall have one vote only and may represent one member of the Federation only regardless of the class of the member.
28. Each Director of the Federation shall have one vote but should a Director also be an accredited delegate he may vote as a delegate or a Director but not as both.
29. The Chairman shall decide the voting procedure at the Annual Meeting.

## GENERAL MEETINGS

30. General Meetings of the Federation may be called by the President or any other Director upon the request of any four Directors if they deem such meeting is in the interest of the Federation. Notice of such meeting shall state the purpose for which it is called. The procedure for Annual Meetings shall apply.

## BOARD OF DIRECTORS

31. The affairs and business of the Federation shall be managed and controlled by an elected Board to be called the Board of Directors.
32. The Board of Directors shall consist of the President, the immediate Past President, Vice-President, Treasurer and no less than three other Directors.
33. The Board of Directors shall have the control and management of the property and funds of the Federation, and shall transact all such business as is not subject to the approval of the Annual General Meeting. It shall exercise all the powers authorized by the constitution and by-laws.
34. The Directors shall hold at least four meetings per year including a meeting at the Annual Convention. A majority of the Directors shall constitute a quorum at all Directors' meetings.
35. A notice giving the date, time and place of Directors' meetings shall be mailed to each Director at least fifteen (15) days before the holding of such meeting except for Special Directors' Meetings as hereafter mentioned. Such notice shall be deemed to be received on the day it is posted.
36. The Directors may, from time to time, either among themselves or from any members of the Federation in good standing, appoint and constitute committees and appoint committee chairmen to perform such business on behalf of the Federation as may be decided. The President shall act ex-officio on all committees.
37. A special meeting of the Directors may be called at any time upon the written request of a majority of the Directors stating the purpose of such meeting, and notice of any such special Directors' meeting shall be mailed to each Director not less than ten (10) days prior to the time of such meeting.
38. The Directors shall have power to appoint or engage a Secretary-Manager.

- 3 -

## BOARD OF DIRECTORS - (continued)

39. The Board of Directors may appoint assistants as required to carry on the affairs of the Federation and shall fix the powers, duties, privileges and compensation of each. The Board of Directors may also relieve the Secretary-Manager or his assistants of any of their duties and may direct the performance of such duties by any person appointed under this section.

40. The Board of Directors shall have power to replace any Officer or other Director who may cease to be a Director, by a majority vote at any Directors' Meeting. The Director so elected shall hold office until the next Annual General Meeting.

41. Any Director who is absent from two consecutive Directors' meetings without reasonable excuse, may be struck from the Directorate by the Board of Directors.

42. The Board of Directors shall have discretion and control in all matters for which no specific provision has been made in the Constitution or By-laws and they shall decide any question as to the meaning or construction of the Constitution or By-laws.

## ELECTION OF DIRECTORS

*Deleted* 43. The Officers ~~namely, the President, Vice-President and Treasurer and other Directors shall be elected at the Annual General Meeting. The Officer and other Directors shall hold office for one year and shall be eligible for re-election.~~

44. No person shall be qualified to be President of the Federation unless that person has been a Director of The Federation for at least one year but not necessarily the year preceding the election.

45. Officers and other Directors shall be elected by a simple majority vote.

## PRESIDENT

46. The President shall preside at meetings of the Federation, of the Board of Directors and of the Executive Committee.

47. In the absence of the President his duties shall devolve upon the Vice-President or Treasurer in that order.

48. The President shall have general supervision of the affairs of the Federation. He shall be ex-officio Member of all Committees.

## TREASURER

49. The Treasurer shall have charge of all deeds, contracts, bonds, certificates, securities and muniments of title belonging to the Federation.

50. The Treasurer shall collect all dues or subscriptions to the Federation and keep the funds of the Federation safely deposited in a chartered bank approved by the Board of Directors. Funds so deposited may be drawn out on the authorization of the Board of Directors or by cheque signed by the Treasurer and countersigned by the President or the Vice-President or by such other officers as may be designated by the Board of Directors from time to time.

51. Report periodically to the Board of Directors, or as it shall require, on the collection and disbursements of the Federation and prepare an annual report for the Annual General Meeting.

## DUTIES:

## SECRETARY-MANAGER

52. Conduct the correspondence of the Federation and report thereon to the Board of Directors.

53. Give due notice of all meetings of the Board of Directors, and of the Federation and to attend the same.

54. Keep adequate minutes of the proceedings of the general and special meetings of the Federation and the Board of Directors.

55. Give immediate notice to officers and committees of all votes, orders, resolutions and proceedings affecting them or pertaining to their respective duties.

*Deleted* 56. Keep the membership roll of the Federation.

57. Have charge of the Seal of the Federation, records, and general archives except so far as they may be placed in charge of others by the Board of Directors.

- 4 -

## SIGNING AUTHORITY AND USE OF SEAL

58. Any two of the President, Vice-President or Treasurer shall sign all written contracts and obligations of the Federation and affix the seal thereto, if necessary, or shall give Power of Attorney as the Board of Directors may determine for signing such documents and affixing the seal of the Federation.

## AUDITOR

59. An auditor shall be appointed by the Directors and shall hold office until the next annual meeting or until his successor is appointed and shall make an annual report to the members upon the balance sheet and accounts at the annual general meeting, and in every such report he shall state whether in his opinion it is a full and fair balance sheet and properly drawn up so as to exhibit a true and correct view of the state of the Federation's affairs.

## MANNER OF ALTERING BY-LAWS

60. The objects or by-laws may be amended at any general meeting of the Federation by an Extraordinary Resolution. Extraordinary Resolution is defined in the Societies Act as follows: "A resolution passed by a majority of not less than three fourths of such members entitled to vote as are present in person ..... at a general meeting of which notice specifying the intention to propose the resolution as an extraordinary resolution has been duly given".

61. Notice of all proposed amendments must be given to the Secretary-Manager not less than sixty (60) days before any such meeting is to be held, and the Secretary-Manager shall notify each member no less than thirty (30) days prior to such meeting and the Secretary-Manager shall notify each Director no less than fifteen (15) days prior to such meeting.

## FISCAL YEAR

62. The fiscal year of the Federation shall be the calendar year.

## RULES OF ORDER

63. The fundamental principles of Canadian Parliamentary Rules of Procedure as set out in Bourinot's Rules of Order shall govern the proceedings of the Federation, its Board of Directors and committees as far as they may be applicable without coming into conflict with the constitution and by-laws.

## BORROWING POWERS

64. The Federation may exercise its borrowing powers only by an Extraordinary Resolution as defined in these by-laws.

## GENERAL PROVISIONS

65. Should any member be proven, to the satisfaction of the Directors to be guilty of any conduct liable to endanger the welfare, good name or good order of the Federation, the same may be reported to a meeting of the Federation, which may expel such member, or take such other action as may be deemed necessary.



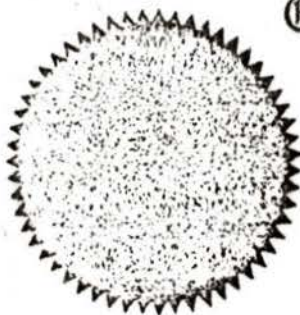
# Certificate

"SOCIETIES ACT"

Canada  
Province of British Columbia

I **Hereby Certify** that B.C. FEDERATION OF FISH & GAME CLUBS, incorporated on the twelfth day of February, one thousand nine hundred and fifty-one, has pursuant to the "Societies Act" changed its name and is now known as The B.C. Wildlife Federation.

The original name of the society was B.C. FISH AND GAME COUNCIL and was changed from that name on the twenty-fourth day of July, one thousand nine hundred and fifty-seven to the name B.C. FEDERATION OF FISH & GAME CLUBS.



Given under my hand and seal of office at  
Victoria, B.C, this twenty-eighth  
day of June, one  
thousand nine hundred and sixty-five

A. H. HALL

Registrar of Companies

B.C. FEDERATION OF FISH & GAME CLUBS

EXTRAORDINARY RESOLUTION


At a General Meeting of the members of B.C. Federation of Fish and Game Clubs duly convened and held at Burnaby, B.C. on the 28th day of April, 1965, the following Extraordinary Resolution was duly passed:

"BE IT RESOLVED that the constitution and by-laws of the B.C. Federation of Fish & Game Clubs be amended as follows:

1. That the name of the Society be changed from "The B.C. Federation of Fish & Game Clubs" to "The B.C. Wildlife Federation"
2. By striking out paragraph 24 of the by-laws and by substituting the following as paragraph 24:  
"Each zone member shall be entitled to one accredited delegate. Each Club Member of the Federation with a club membership of 200 members or less shall be entitled to one accredited delegate. Each Club Member of the Federation with a Club membership of 201 or more shall be entitled to two accredited delegates.

The membership in each Club shall be the number of members of the Club paying a per capita fee to the Federation under the provisions of paragraph 7 of the by-laws."

DATED at Vancouver, B.C. this 21st day of June, 1965

  
Director and Solicitor of the Society



B. C. FEDERATION OF FISH & GAME CLUBS

EXTRAORDINARY RESOLUTION

At a General Meeting of the members of B.C. Federation of Fish & Game Clubs duly convened and held at Nanaimo, B.C. on the 30th day of April, 1964, the following Extraordinary Resolution was duly passed:

"BE IT RESOLVED that paragraph 56 of the by-laws be amended by adding the words 'and to circulate to all Member Clubs in December of each year a list of all Member Clubs together with their mailing addresses'"

DATED at Vancouver, B.C. this 21st day of June, 1965

  
Director and Solicitor of the Society.



## PROVINCE OF BRITISH COLUMBIA

"SOCIETIES ACT"

I HEREBY CERTIFY that The B. C. Wildlife Federation has pursuant to the "Societies Act" altered its objects and that its objects now are:-

- a. To ensure the sound, long-term management of B.C.'s fish, wildlife, park and outdoor recreational resources in the best interests of all British Columbians, and to co-ordinate all the voluntary agencies, societies, clubs and individuals interested in that objective.
- b. To develop and support a comprehensive educational program to make all British Columbians aware of the value of our fish, wildlife, park and outdoor recreational resources, and to arouse in the public conscience a recognition of, and a respect for, the place of fish, wildlife and outdoor recreation in the wise integrated use of the nation's natural resources.
- c. To submit views and recommendations to all governmental and private agencies as the Federation may deem necessary to safeguard the interests of fish, wildlife, park and outdoor recreational resource values in all natural resource developments.
- d. To obtain and maintain reasonable public access to all forests and other recreational areas of the province.
- e. To make British Columbians aware of the dangers of land, water and air pollution; to act wherever possible to prevent pollution; and to co-operate in every way possible with all groups with similar objectives.
- f. To promote the true appreciation of sportsmanship and sports safety in the light of fish and wildlife regulations, and all the fair and accepted rules of hunting and fishing, and to foster co-operation and goodwill between sportsmen and outdoor recreationists in British Columbia and the rest of the world. "

GIVEN under my hand and seal of office at Victoria, Province of British Columbia, this twenty-third day of March, one thousand nine hundred and sixty-seven.

A. H. HALL  
REGISTRAR OF COMPANIES

Certificate No. 3875

## "SOCIETIES ACT"

## B. C. WILDLIFE FEDERATION

## EXTRAORDINARY RESOLUTION

The following extraordinary resolutions were passed by the B. C. Wildlife Federation on the 5th day of May, 1966, at Vancouver, British Columbia, at the Annual General Meeting of the Society:

- I. THAT the objects of the Society be amended by deleting Paragraphs 1 to 4 in the existing objects of the Society and that the following objects be substituted therefor:
  - a. To ensure the sound, long-term management of B.C.'s fish, wildlife, park and outdoor recreational resources in the best interests of all British Columbians, and to co-ordinate all the voluntary agencies, societies, clubs and individuals interested in that objective.
  - b. To develop and support a comprehensive educational program to make all British Columbians aware of the value of our fish, wildlife, park and outdoor recreational resources, and to arouse in the public conscience a recognition of, and a respect for, the place of fish, wildlife and outdoor recreation in the wise integrated use of the nation's natural resources.
  - c. To submit views and recommendations to all governmental and private agencies as the Federation may deem necessary to safeguard the interests of fish, wildlife, park and outdoor recreational resource values in all natural resource developments.
  - d. To obtain and maintain reasonable public access to all forests and other recreational areas of the province.
  - e. To make British Columbians aware of the dangers of land, water and air pollution; to act wherever possible to prevent pollution; and to co-operate in every way possible with all groups with similar objectives.
  - f. To promote the true appreciation of sportsmanship and sports safety in the light of fish and wildlife regulations, and all the fair and accepted rules of hunting and fishing, and to foster co-operation and goodwill between sportsmen and outdoor recreationists in British Columbia and the rest of the world.
  
2. THAT Paragraph 2 of the By-laws be deleted and that the following By-law be substituted:

10473624  
MAR 23 1967

Price, 5 Cents

Certificate No. 3875 Soc

SOCIETIES ACT  
(Section 2)

EXTRAORDINARY RESOLUTION(S)

At a general meeting of the members of the B.C. WILDLIFE FEDERATION  
duly convened and held at Kamloops, B.C. on the 3rd  
day of May, 1975, the following extraordinary resolution(s) was (were)  
duly passed:—

RESOLVED as an extraordinary resolution that:  
the By-Laws of the Society be altered by  
deleting all of the existing By-Laws of the  
Society and adopting the By-Laws attached  
hereto as Schedule 1.

11925401  
FILED AND REGISTERED  
Sept. 8, 1975  
M. A. Jorre de St. Jorre  
REGISTRAR OF COMPANIES

RECEIVED  
SEP 8 1975  
REGISTRAR OF COMPANIES

[Statement may be continued overleaf and initialled by signatory]  
Certified true copy this 20th day of June, 1975

RECEIVED  
JUN 25 1975  
REGISTRAR OF COMPANIES

(Signature) G. M. Jones  
(Relationship to Society) President

[NOTE.—Send in duplicate with \$1 to the Registrar of Companies, Victoria. Certain extraordinary resolutions do not take effect until filed and registered.]

-2-

Club Members:

That any organization whose stated aims and objectives are compatible with the aims and objectives of the B. C. Wildlife Federation may become a member upon the payment of \$1.00 Charter Fee, and the annual dues hereinafter mentioned.

Except that any organization which, in the opinion of the Executive of the B. C. Wildlife Federation, is established primarily for the purpose of acquiring hunting and fishing rights for the use of a restricted membership, shall be ineligible for membership in the B. C. Wildlife Federation.

3. THAT Paragraph 9 of the By-laws be amended by deleting the words, "To be set upon application", and by substituting the words, "Dues to be set according to membership categories determined by the Directors of the B. C. Wildlife Federation".
4. THAT Paragraph 38 be amended by adding the words after Secretary-Manager "or an Executive Director or Executive Secretary".

DATED at Vancouver, British Columbia, this 21 day  
of March, 1967.

  
\_\_\_\_\_  
Director and Solicitor of the Society

BY-LAWS

1. Members.

The Membership of the Federation shall consist of:

- (a) Local Branches or Branch Societies of the Federation;
- (b) Clubs;
- (c) Sustaining Members;
- (d) Associate Members;
- (e) Life Members.

2. Local Branches or Branch Societies.

(a) The Federation shall establish and maintain local branches or branch societies whose stated aims and objects shall be to carry out the aims and objects of the Federation at local level. The local branches or branch societies shall have such powers as are conferred upon them by the Federation which powers shall not exceed the powers of the Federation. Upon establishment of a branch the Federation shall notify the Registrar of Companies of the date of which the branch was authorized, its official title, locality and powers, together with such information as the Registrar shall require.

(b) A local branch may incorporate under The Societies Act and become a branch society and the Federation shall upon request of the branch provide to the branch a Certificate consenting to its incorporation and the branch shall comply with any terms or conditions contained in such Certificate and no branch society shall exercise any power conferred on a society by The Societies Act if the exercise of such power is prohibited by the Constitution and By-Laws of the Federation.

(c) A local branch is for the purpose of these By-Laws a branch within a particular locality and which is not incorporated under The Societies Act of the Province of British Columbia. A branch society is a local branch incorporated under The Societies Act. Where in these By-Laws no distinction is made between local branches and branch societies they are collectively referred to as branches.

3. Club Members.

Any organization whose stated aims and objectives are compatible with the aims and objectives of the B.C. Wildlife Federation may become a member upon the pay-

ment of \$1.00 Charter Fee, and the annual dues hereinafter mentioned.

4. Regional Wildlife Associations.

(a) Branches within a particular locality and clubs shall be members of a Regional Wildlife Association (which shall itself be a branch of the Federation). The geographic boundaries of the Regional Wildlife Associations shall be determined by the Directors of the Federation in consultation with the branches and clubs.

(b) A branch or club or other organization being a member of the Federation may on application be exempted from the requirements of By-Law 4(a) where membership in a Regional Wildlife Association is in the opinion of the Directors impractical, a duplication, or is unwarranted.

(c) Individuals and organizations not members of the Federation may be associate members of a Regional Wildlife Association.

5. Sustaining Members.

Any individual or firm interested in the work of the Federation may become a Sustaining Member upon the payment of the annual dues hereinafter mentioned without voting power and without power to submit resolutions, but with the privilege of attending the annual convention of the Federation.

6. Associate Members.

Any other group, club or society interested in the conservation of wildlife may, upon payment of the annual fee hereinafter mentioned, become an Associate Member without voting power and without power to submit resolutions, but with the privilege of attending the annual convention of the Federation.

7. Life Members.

The Federation may from time to time elect an individual group, club or society as a Life Member. The Life Members shall not be entitled to vote at, but shall be entitled to notice of, meetings of the Federation, and all other rights and privileges of the Federation; and they shall not be required to pay any membership fees, dues or subscriptions.

ANNUAL DUES

8. Annual dues shall be paid to the Federation

## 3.

and shall be payable by all members on or before the 31st day of January in each year. The dues are as follows:

(a) Branches and clubs; each branch, excluding branches constituted as Regional Wildlife Associations, or club shall pay a per capita fee to the Federation for each member of the branch or club as of the 31st day of December in each year. The amount of the per capita fee shall be determined from time to time at the Annual Meeting or a General Meeting of the Federation. Provided that after one year's membership in the Federation the minimum branch or club dues shall be Fifty Dollars (\$50.00).

(b) Associate and Sustaining Members; dues to be set according to membership category determined by the Directors of the B.C. Wildlife Federation.

9. Should any member fail to pay dues as prescribed, the Directors may delete that member's name from the membership list. The Directors may, however, reinstate such member upon payment of the dues prescribed.

ANNUAL MEETING AND CONVENTION

10. The Annual Meeting and Convention of the Federation shall be held on the first Thursday, Friday and Saturday in May in each year. The Directors, however, may decide such date is unsuitable, in which case they shall set another date. The meeting shall be held at such place as the Directors may decide, and failing decision by the Directors, by the President.
11. At least three months' notice of the meeting shall be given to the members unless consented to otherwise.
12. Thirty per cent (30%) of the members shall constitute a legal quorum.
13. The Federation may have in attendance at the Annual or any other Federation meeting, without voting power, representatives from any other group or organization.
14. Resolutions:  
Resolutions shall deal with matters of a provincial or national nature or with matters which affect a large portion of the public, or with local matters,

## 4.

provided only, that sufficient reasons are given why such matter cannot be satisfactorily dealt with by the Regional Wildlife Association.

15. Resolutions originating from branches or clubs belonging to Regional Wildlife Associations must first be channelled through that Regional Wildlife Association before they will be accepted by the Federation Resolutions Committee. The Regional Wildlife Association will forward to the Federation all resolutions that meet the requirement for the Annual Meeting of the Federation. Each resolution shall state whether or not it was carried at the regional level. Where no Regional Wildlife Association exists clubs may submit resolutions direct to the Federation. Resolutions from these clubs will be given the same priority as resolutions pursuant to By-Law 14 of these By-Laws.
16. Resolutions which have been passed at a regularly constituted Regional Wildlife Association meeting shall be given priority in all respects over other resolutions.
17. Resolutions must be delivered to the Federation office on or before February 1st; late resolutions may be held over until the following year.
18. The Directors may appoint a Resolutions Committee with power, if necessary, to redraft and amalgamate similar resolutions provided each sponsoring club is mentioned in the final resolution.
19. Any resolution passed at the Annual Meeting by a two-thirds (2/3) majority vote shall be presented by the Directors to the person or department of government or any other body to whom such resolution applies, and the Directors shall report the action taken upon such resolution as soon as convenient, provided that any resolution failing to obtain a two-thirds (2/3) majority may be presented again at the same meeting, without discussion.
20. The Federation shall report to the sponsoring body all actions taken to further and duly adopt the Resolutions.
21. Voting:  
Voting at all Annual Meetings shall be by accredited delegates and Directors of the Federation only.

22. Each Regional Wildlife Association shall be entitled to one accredited delegate. Each branch or member club of the Federation with a membership of two hundred (200) members or less shall be entitled to one accredited delegate. Each branch or member club of the Federation with a membership of two hundred and one (201) or more members shall be entitled to two accredited delegates. The membership in each branch or club shall be the number of members of the branch or club paying a per capita fee to the Federation under the provisions of paragraph 8(a) of the By-Laws.
23. No member shall be entitled to present, or vote on, any resolution unless the dues for such member are fully paid.
24. There shall be no proxy votes.
25. Each delegate shall have one vote only and may represent one member of the Federation only regardless of the class of the member.
26. Each Director of the Federation shall have one vote but should a Director also be an accredited delegate he may vote as a delegate or a Director but not as both.
27. The Chairman shall decide the voting procedure at the Annual Meeting.

#### GENERAL MEETINGS

28. General Meetings of the Federation may be called by the President or any other Director upon the request of any four Directors if they deem such meeting is in the interest of the Federation. Notice of such meeting shall state the purpose for which it is called. The procedure for Annual Meetings shall apply.

#### REGIONAL WILDLIFE ASSOCIATIONS

29. (a) In accordance with By-Law 4 of these By-Laws, the Federation shall organize Regional Wildlife Associations in each region of the province. The regions shall approximate the regions of the Fish and Wildlife Branch except where geographic considerations make such approximation impractical.
- (b) Regional Wildlife Associations shall advance the broad aims and objects of the Federation as well as the specific and local interests of their regions and their members.
- (c) Regional Wildlife Associations shall be responsible to the Federation and shall act for and on behalf of the Federation at the regional level.

(d) All matters shall be referred from local branches or clubs to the Regional Wildlife Association which shall forthwith submit to the Federation those matters which are beyond the Regional Wildlife Associations' powers or scope.

#### OFFICERS

30. There shall be a President, Two Vice-Presidents and a Treasurer, each of whom shall be elected for a one-year term at the Annual Meeting. No person shall serve more than two consecutive one-year terms as President.

#### BOARD OF DIRECTORS

31. The affairs and business of the Federation shall be managed and controlled by an elected Board to be called the Board of Directors.
32. The Board of Directors shall consist of the President, the immediate Past President, Vice-President, Second Vice-President, Treasurer and no less than three other Directors.
33. The Board of Directors shall have the control and management of the property and funds of the Federation, and shall transact all such business as is not subject to the approval of the Annual General Meeting. It shall exercise all the powers authorized by the Constitution and By-Laws.
34. The Directors shall hold at least four meetings per year including a meeting at the Annual Convention. A majority of the Directors shall constitute a quorum at all Directors' meetings.
35. A notice giving the date, time and place of Directors' meetings shall be mailed to each Director at least fifteen (15) days before the holding of such meeting except for Special Directors' Meetings as hereafter mentioned. Such notice shall be deemed to be received on the day it is posted.
36. The Directors may, from time to time, either among themselves or from any members of the Federation in good standing, appoint and constitute committees and appoint committee chairmen to perform such business on behalf of the Federation as may be decided. The President shall act ex-officio on all committees.
37. A special meeting of the Directors may be called at any time upon the written request of a majority of the Directors stating the purpose of such meeting, and notice of any such special Directors' meeting

shall be mailed to each Director not less than ten (10) days prior to the time of such meeting.

38. The Directors shall have power to appoint or engage an Executive Director or Executive Secretary.
39. The Board of Directors may appoint assistants as required to carry on the affairs of the Federation and shall fix the powers, duties, privileges and compensation of each. The Board of Directors may also relieve the Executive Director of his assistants of any of their duties and may direct the performance of such duties by any person appointed under this section.
40. The Board of Directors shall have power to replace any officer or other Director who may cease to be a Director, by a majority vote at any Directors' meeting. The Director so elected shall hold office until the next Annual General Meeting.
41. Any Director who is absent from two consecutive Directors' meetings without reasonable excuse, may be struck from the Directorate by the Board of Directors.
42. The Board of Directors shall have discretion and control in all matters for which no specific provision has been made in the Constitution or By-Laws and they shall decide any question as to the meaning or construction of the Constitution or By-Laws.

#### ELECTION OF DIRECTORS

43. All Directors, other than those elected as Officers, shall be elected at an Annual General Meeting and shall hold office for two years. At each Annual General Meeting, one-half of the Directors shall be elected for a two-year term.
44. No person shall be qualified to be President of the Federation unless that person has been a Director of the Federation for at least one (1) year but not necessarily the year preceding the election.
45. Officers and other Directors shall be elected by a simple majority vote.

#### PRESIDENT

46. The President shall preside at meetings of the

8.

Federation, of the Board of Directors, and of the Executive Committee...

47. In the absence of the President his duties devolve in the first instance, upon the Vice-President and secondly, upon the Treasurer. In the event of the resignation, permanent incapacity or death of the President, the Board of Directors shall elect one of the Vice-Presidents as President of the Federation who shall hold office until the next Annual General Meeting.
48. The President shall have general supervision of the affairs of the Federation. He shall be ex-officio member of all committees.

#### TREASURER

49. The Treasurer shall have charge of all deeds, contracts, bonds, certificates, securities and muniments of title belonging to the Federation.
50. The Treasurer shall collect all dues or subscriptions to the Federation and keep the funds of the Federation safely deposited in a chartered bank approved by the Board of Directors. Funds so deposited may be drawn out on the authorization of the Board of Directors and by cheque signed by the Treasurer or Executive Director and countersigned by the President or other of the Vice-Presidents or such other Officers or Assistant Executive Director as may be designated by the Board of Directors from time to time.
51. The Treasurer shall report periodically to the Board of Directors, or as it shall require, on the collection and disbursements of the Federation and prepare an annual report for the Annual General Meeting.

#### EXECUTIVE DIRECTOR

##### DUTIES:

52. Conduct the correspondence of the Federation and report thereon to the Board of Directors.
53. Give due notice of all meetings of the Board of Directors, and of the Federation, and attend same.
54. Keep adequate minutes of the proceedings of the General and Special Meetings of the Federation and the Board of Directors.
55. Give immediate notice to Officers and committees of all votes, orders, resolutions and proceedings affecting them or pertaining to their respective duties.

9.

56. Keep the membership roll of the Federation and circulate to all branches and member clubs annually in each year a list of all members together with their mailing addresses.
57. Have charge of the Seal of the Federation, records, at general archives, except so far as they may be placed in charge of others by the Board of Directors.

SIGNING AUTHORITY AND USE OF SEAL

58. Any two of the President, Vice-President or Treasurer shall sign all written contracts and obligations of the Federation and affix the seal thereto, if necessary, or shall give Power of Attorney as the Board of Directors may determine for signing such documents and affixing the seal of the Federation.

AUDITOR

59. An auditor shall be appointed by the Directors and shall hold office until the next Annual Meeting or until his successor is appointed and shall make an annual report to the members upon the balance sheet and accounts at the Annual General Meeting, and in every such report he shall state whether in his opinion it is a full and fair balance sheet and property drawn up so as to exhibit a true and correct view of the state of the Federation's affairs.

MANNER OF ALTERING BY-LAWS

60. The Objects or By-Laws may be amended at any General Meeting of the Federation by an Extraordinary Resolution. Extraordinary Resolution is defined in The Societies Act as follows: "A resolution passed by a majority of not less than three-fourths (3/4's) of such members entitled to vote as are present in person .... at a General Meeting of which notice specifying the intention to propose the resolution as an Extraordinary Resolution has been fully given."
61. Notice of all proposed amendments must be given to the Secretary-Manager not less than sixty (60) days before any such meeting is to be held, and the Secretary-Manager shall notify each member no less than thirty (30) days prior to such meeting, and the Secretary-Manager shall notify each Director no less than fifteen (15) days prior to such meeting.

FISCAL YEAR

62. The fiscal year of the Federation shall be the calendar year.

## 10.

RULES OF ORDER

63. The fundamental principles of Canadian Parliamentary Rules of Procedure as set out in Bourinot's Rules of Order shall govern the proceedings of the Federation, its Board of Directors and committees as far as they may be applicable without coming into conflict with the Constitution and By-Laws.

BORROWING POWERS

64. For the purpose of carrying out the objects of the Federation the Directors may borrow or raise or secure the payment of money in such manner as they think fit, and in particular, by the issue of Debentures: provided Debentures shall not be issued without the sanction of an Extraordinary Resolution of the Society.

From time to time the Directors may authorize any Director, Officer or employee of the Federation or any other person to make arrangements with reference to the money borrowed or to be borrowed as aforesaid and as to the terms and conditions of the loan thereon, and as to the securities to be given therefor, with power to vary or modify such arrangements, terms and conditions, and to give such additional securities for any money borrowed or remaining due by the Society as the Directors may authorize and generally to manage transactions and settle the borrowing of money by the Society.

GENERAL PROVISIONS

65. Should any member be proven, to the satisfaction of the Directors, to be guilty of any conduct liable to endanger the welfare, good name or good order of the Federation, the same may be reported to a meeting of the Federation, which may expel such member, or take such other action as may be deemed necessary.
66. In the event of dissolution of the Federation any assets remaining after payment of all debts and obligations shall be distributed to a charitable organization or charitable organizations in Canada.

\*\*\* \*\*

Price, 5 Cents

Certificate No. \_\_\_\_\_

**SOCIETIES ACT**  
(Section 2)

**EXTRAORDINARY RESOLUTION(S)**

At a general meeting of the members of the B.C. WILDLIFE FEDERATION

duly convened and held at Kamloops, B.C. on the 3rd

day of May, 1975, the following extraordinary resolution(s) was (were)

duly passed:—

RESOLVED as an extraordinary resolution that:  
the Constitution of the Society be changed by  
altering the existing Constitution and sub-  
stituting therefor the Constitution attached  
hereto as Schedule 1.

2565 2529  
895 6522

FILED AND REGISTERED  
SEP - 6 1975  
M. A. Jorre de St. Jorre  
REGISTRAR OF COMPANIES

RECEIVED  
SEPT 6 1975  
REGISTRAR OF COMPANIES

[Statement may be continued overleaf and Initialled by signatory.]

Certified a true copy this 3rd day of September

(Signature) [Redacted]

(Relationship to Society) President

[NOTE.—Send in duplicate with \$1 to the Registrar of Companies, Victoria. Certain extraordinary resolutions do not take effect until filed and registered.]

B.C. WILDLIFE FEDERATION

- (I) The name of the Society shall be the B.C. Wildlife Federation.
- (II) The Objects of the Society are:
- (a) To ensure the sound, long-term management of B.C.'s fish, wildlife, park and outdoor recreational resources in the best interests of all British Columbians, and to co-ordinate all the voluntary agencies, societies, clubs and individuals interested in that objective.
  - (b) To develop and support a comprehensive educational program to make all British Columbians aware of the value of our fish, wildlife, park and outdoor recreational resources, and to arouse in the public conscience a recognition of, and a respect for, the place of fish, wildlife and outdoor recreation in the wise integrated use of the nation's natural resources.
  - (c) To submit views and recommendations to all governmental and private agencies as the Federation may deem necessary to safeguard the interests of fish, wildlife, park and outdoor recreational resource values in all natural resource developments.
  - (d) To obtain and maintain reasonable public access to all forests and other recreational areas of the province.
  - (e) To make British Columbians aware of the dangers of land, water and air pollution; to act wherever possible to prevent pollution; and to co-operate in every way possible with all groups with similar objectives.
  - (f) To promote the true appreciation of sportsmanship and sports safety in the light of fish and wildlife regulations, and all the fair and accepted rules of hunting and fishing, and to foster co-operation and goodwill between sportsmen and outdoor recreationists in British Columbia and the rest of the world.
- (III) The operations of the Society are to be chiefly carried on in the Municipality of Surrey, in the Province of British Columbia.

## APPENDIX 6

CIRCULAR TO GAME ASSOCIATIONS<sup>1</sup>

Office of the Game Commission,  
Vancouver, B.C.

To the Editor:

A Convention of elected representatives of Game Associations in the province is slated to be held at Harrison Hot Springs on May 29th and 30th next, and if necessary, on the 31st. This Convention is being called so that representatives of Game Associations throughout the province may place before this Commission their views and recommendations in regard to improving conditions generally in respect to conservation of our valuable game and sport fish. In due course an agenda will be submitted for this Convention to all Game Associations in the province.

We know you realize that it would be a costly procedure to bring together at one meeting place a representative from each Game Association, and in view of this fact, the following plan is to be followed:

1. Where Game Associations are formed into a group or Zone organization, then two representatives in such Zone organizations are to be elected by the Associations comprising the Zone, and the expenses

1. Northwest Sportsmen, "Readers Say," Northwest Sportsman (April 1947): 4-5.

in attending the Convention of these two representatives will be paid for by this department. If a Zone organization, however, wishes to send more than two delegates, then the additional delegates must necessarily undertake to pay their own expenses.

2. Where an Association in a district in which a Zone Organization is functioning, is not a member of such Zone Organization, then the delegate or delegates of such Association are cordially invited to attend this Convention, but at their own expense.

3. In the coast and northern parts of the province no Zone Organizations are functioning, and in these districts we are asking the various Game Associations to elect two representatives from each temporary Zone that is being set up; i.e.: The Association on the mainland coast extending from Howe Sound to the Alaska boundary, including the Queen Charlotte Islands, will be formed into a Zone. And the Associations at Quesnel and in the northern section of the province will constitute another Zone and be asked to follow the same procedure.

4. One representative of the B.C. Federation of Agriculture, one from the B.C. Registered Trappers' Association and one from the B.C. Registered Guides' Association (will be asked to attend the Convention).

The matter of payment of the delegates' expenses will be taken care of by this Commission, and these delegates will be contacted at the time of the Convention for the purpose of advising them how to submit their expense vouchers or statements for payment.

In order to make this Convention a most successful one, we would like, if possible, to have from each Zone Organization, information as

to any subject they wish to have aired before the Convention so that we may include these subjects in the agenda. Speaking of the agenda, this will be forwarded to each Association as soon as it is possible to prepare same.

As soon as the delegates referred to herein have been elected, we would appreciate receiving their names and addresses and assurance that they will be in attendance so that we may then complete the necessary arrangements for their accommodation at the Harrison Hot Springs Hotel.

Your co-operation in this matter will, we assure you be very greatly appreciated.

Yours very truly

B.C. GAME COMMISSION,

per F.R. Butler, Commissioner.

## APPENDIX 7.0

Interview Form A: Past Executive Directors,B.C. Wildlife Federation

1. Name: Birth date:
2. Address: Phone:  
Profession:
3. Name of organization, association, etc., with which you (were) (are) part of or involved with:
4. Your position(s) (title) with the above:
5. Length of time in the above (dates):
6. Type of contact with (BCWF and member clubs) (Game Commission/Fish and Wildlife):
  - (i) Correspondence--
  - (ii) Personal-- With whom mostly:
7. In your opinion, was BCWF generally more effective from 1947 to 1957 than from 1958 to 1975? Any examples? (e.g. resolutions, issues)
8. How would you compare the attitudes of the NDP government (1972 to 1975) and SC government (pre 1972) to BCWF and member clubs?
9. In respect to approaching government, which of the following was generally the most effective point of access?
  - A. Game Commissioner/Director level,
  - B. Deputy Minister level,
  - C. Attorney General (pre April 1, 1957) or Minister of Recreation and Conservation,
  - D. Other Ministers (who, for example?),
  - E. Cabinet.
10. Who (which) was most easily accessible?
11. Which kinds of issues predominated during your term?
12. What was the most significant issue during your period of involvement or participation? Why?
13. Was it successfully concluded?

## APPENDIX 7.1

## Past Executive Directors, B.C. Wildlife Federation: Background Information

Name	Birthdate	Appointment Age and Tenure with BCWF	Occupation or Profession Prior to BCWF	Self Declared Profession	Fish and Game Club Experience Prior to BCWF	Fishing or Hunting Preference	Current Status	Comments
MEADE, G.E.	27 Mar 1914	44 (August 1958 - December 1964)	Writer and columnist Vancouver Province.		Apparently had no Federation club affiliation.	Bird hunting, fishing.	Deceased, July 11, 1972.	
OTWAY, W.J.	15 June 1935	38 (June 1973 - January 1982)	Supervisor for railway company.	Lobbyist	Port Coquitlam Club (from formation in 1954) to 1973.	50/50		Life member of Port Coquitlam Club.
PAISH, H.A.J.	1930	35 (January 1965 - September 1969)	High School Principal	Natural Resource Planner	East Kootenay and Lower Mainland clubs, 1957 to 1965.	50/50	Heads own Consulting Firm, Vancouver.	Had other outdoor interests; did not get involved in Federation work primarily because of interest in hunting and fishing.
RAILTON, J.S.	1908	43 (Intermittently 1951-1958)	Publisher and writer <i>Northwest Sportsmen</i> magazine, November 1945 to January 1977.	Publisher and writer	Vancouver Angling and Game Club.	Fishing only.	Retired, Qualicum.	Photographer of wildlife and hunting scenes; founder of <i>Northwest Sportsmen</i> , November 1945.
WARDEN, G.	17 Dec 1923	45 (August 1969 - June 1973)	Assistant Executive director, BCWF, 2½ years; hardware and lumber business previously.	Writer	Quesnel Club from 1949 to 1967.	Bird hunting, fishing.	Public Information Officer, Fish and Wildlife Branch, Victoria.	Interested in outdoors - hiking, cycling, camping - long before he developed interest in hunting and fishing.

## APPENDIX 8.0

Interview Form B: Past and Current Government Officials

1. Name: Birth date:
2. Address: Phone:  
Profession:
3. Name of organization, association, etc., with which you (were) (are) part of or were involved with:
4. Your position(s) (title) with the above:
5. Length of time in the above:
6. Type of contact with (BCWF and member clubs) (Game Commission/Fish and Wildlife)
  - (i) Correspondence--
  - (ii) Personal-- With whom mostly:
7. In your opinion, was BCWF generally more effective from 1947 to 1957 than from 1958 to 1975? Any examples?
8. How would you compare the attitudes of the NDP government (1972 to 1975) and SC government (pre 1972), to BCWF and member clubs?
9. In what ways would you say the BCWF and/or its member clubs assisted you in the (a) 1947 to 1957 period and (b) in the 1958 to 1975 period?

## APPENDIX 8.1

Past and Current Government Officials:Background Information

Hatter, James. First game (wildlife) biologist hired by Game Commission. Wildlife biologist 1947-1952; Chief Wildlife Biologist 1952 to 1962; Director, Fish and Wildlife Branch 1962 to 1976. Currently, retired, Victoria.

Larkin, P.A. First fisheries biologist hired by Game Commission; Chief Fisheries Biologist 1948 to 1955. Currently, professor at University of British Columbia.

Robinson, D.J. First field game biologist hired by Game Commission; Wildlife Biologist, Vancouver Island, 1951 to 1960; Assistant Chief Wildlife Biologist 1960 to 1962; Chief Wildlife Biologist 1963 to 1965; Assistant Director, Fish and Wildlife Branch, 1966 to 1976. Currently, Director, Fish and Wildlife Branch.

Turner, D.B. First deputy minister of new Department of Recreation and Conservation which was formed in 1957 and included Fish and Wildlife Branch; Deputy Minister from 1957 until 1968 when he retired. Currently, retired, Victoria.

APPENDIX 9

Private Roads Act, 1963

## CHAPTER 33

**An Act to Make Certain Provisions to Facilitate  
Public Access over Private Roads**

[Assented to 27th March, 1963.]

Preamble.

**W**HEREAS it is in the public interest to encourage the owners of private roads to allow public access thereto:

And whereas the amendments to the *Forest Act*, the *Industrial Transportation Act*, and the *Motor-vehicle Act*, embodied in this Act, are designed to remove present obstacles to the achievement of this end:

Now, therefore, Her Majesty, by and with the advice and consent of the Legislative Assembly of the Province of British Columbia, enacts as follows:—

Short title.

1. This Act may be cited as the *Private Roads Act, 1963*.

Amends  
*Forest Act.*

2. Section 120 of the *Forest Act*, being chapter 153 of the *Revised Statutes of British Columbia, 1960*, is amended by inserting after clause (a) the following as clause (a1):—

“(a1) when the obligation imposed by this section has been diligently discharged, and it is proved to the satisfaction of the Minister that the fire was caused by a member of the public (other than that person, his agent, contractor, or employee) using a private road pursuant to statutory authority or by advance permission of the road-owner through the issuance of a permit or through a public notice containing the terms and conditions of use posted by the said owner in a conspicuous place at entry to such road; or”.

Amends  
*Forest Act.*

3. Section 123 of the *Forest Act* is amended by striking out clause (b) of subsection (4) and substituting:—

“(b) No payment shall be made for fire-fighting costs incurred in the discharge of duties or obligations imposed by any provision of this Act on any owner or occupier of land, except where it is proved to the satisfaction of the Minister that the fire was caused by a member of the public (other than the owner or occupier, his agent, contractor, or employee) using a private road pursuant to statutory authority or by advance permission of the road-owner through the issuance of a permit or through a public notice containing the terms and conditions of use posted by the said owner in a conspicuous place at entry to such road:”.

Amends  
*Industrial Transportation Act.*

4. Section 29 of the *Industrial Transportation Act*, being chapter 192 of the *Revised Statutes of British Columbia, 1960*, is amended by adding the following as subsection (4):—

"(4) Notwithstanding the provisions of subsections (1), (2), and (3), a person using a road, or his heir, personal representative, wife, husband, parent, or child, is not entitled to any indemnity or compensation from the owner or licensee of the road or from Her Majesty in right of the Province for any loss, damage, injury, or expense caused by the condition of the road or any work forming a part thereof, but this subsection does not affect the liability of the owner or licensee or Her Majesty with respect to the agents, contractors, or employees of the owner or licensee."

Amends  
*Motor-vehicle  
Act.*

5. Section 3 of the *Motor-vehicle Act*, being chapter 253 of the *Revised Statutes of British Columbia, 1960*, is amended by adding the following as subsection (7):—

"(7) No person shall be charged with or convicted of an offence under the *Motor-vehicle Act*, except under section 138 thereof, as the result of the driving or operation of a motor-vehicle or trailer

"(a) on a private road owned by the person who owns or leases the motor-vehicle; or

"(b) in an industrial use by an industrial user on a private road by arrangement with the owner of the road;

and for the purposes of this section, 'private road' means a private road used by the public for purposes of vehicular traffic with permission of the owner or licensee of the road."

Commence-  
ment.

6. This Act comes into force and effect on a day to be fixed by the Lieutenant-Governor by his Proclamation.

## APPENDIX 10

Access Act, 1963

(Proposed)

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Thursday, March 21, 1963

TWO O'CLOCK P.M.

Prayers by the Rev. R. O. Wilkes.

By leave of the House, on the motion of Mr. *Speare*, the Rules were suspended and Mr. *Speare* presented the Report of the Special Committee on Public Access to Private Roads, as follows:—

## REPORT

LEGISLATIVE COMMITTEE ROOM,  
March 21, 1963.

MR. SPEAKER:

Your Special Committee on Public Access to Private Roads begs leave to report as follows:—

That the Committee duly convened and at its first meeting considered a draft of a proposed *Act to Govern Access* together with certain supplementary amendments to existing Acts as evolved through the deliberations of a Deputies Committee and the Cabinet Committee and referred to your Committee for study. Decision was taken at that meeting to distribute the proposed draft legislation to all those various organizations and individuals that made representations to the Committee last year and to any other parties known to be interested in the general problem.

This distribution was effected and the various groups or individuals invited to attend upon the Committee at subsequent meetings with any further representations as desired.

At subsequent meetings the Committee had presented to it a total of eight written submissions on behalf of various organizations. Additionally certain verbal submissions were heard, and these were subsequently confirmed in letter form addressed for the attention of the Committee. As was the case at the 1962 sittings of your Committee, the submissions heard, in general, represented opinion of two broad segments of the community—namely, the recreationists and the individual or company owner of private land and (or) roads.

Study by the Committee of the submissions and representations heard indicate that the owner group, composed largely of industrial operators, appear to increasingly recognize, and, in fact, to a certain extent desire to facilitate, the recreationists' and general public use of private roads. However, at the same time the owner group indicates that responsibilities placed upon its members by certain existing Statutes in some measure deter a voluntary opening of their private roads to public use, and they advocate amendment of certain of these Statutes to facilitate their meeting the public access need. The Statutes suggested for amendment were the *Motor-vehicle Act*, the *Forest Act*, the *Industrial Transportation Act*, and the *Motive-fuel Use Tax Act*. The first three mentioned were already proposed by the Deputies and Cabinet Committees as amendments necessary to supplement the proposed *Act to Govern Access*, and your Committee had given previous study and approval to such suggestion.

The provisions of the *Motive-fuel Use Tax Act* and at the same time the provisions of the *Gasoline Tax Act* and the *Coloured Gasoline Tax Act* were additionally studied by the Committee, at which time it consulted with senior officials of government in the taxation field. The Committee received assurance from these officials

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that the present provisions of these Acts and their administration, in practice, ensures that industrial vehicles on private access roads are subject to appropriate treatment and not taxed as private and commercial vehicles that operate on public highways. The Committee was also assured that if private and commercial vehicles, by amendments to other Statutes, were granted further use of private access roads, present recognition under the three tax laws of the position of industrial vehicles on private access roads would be continued, in practice, without any necessary amendments thereto.

After duly deliberating on the various submissions and representations made and after giving careful study to the material submitted to it through the Deputies and Cabinet Committees, your Committee recommends as follows:—

- (a) That amendments to the *Motor-vehicle Act*, the *Forest Act*, and the *Industrial Transportation Act* be introduced immediately to encourage voluntary opening of private roads to public access. These amendments might be incorporated in one Bill, and suitably worded amendments to meet the situation have been referred by your Committee to the Legislative Counsel for perusal.
- (b) That the following draft form the basis of an Act which may be presented at the next Session of the Legislative Assembly, with due study by Legislative Counsel in the interim period.

[Draft.]

#### An Act to Govern Access

Her Majesty, by and with the advice and consent of the Legislative Assembly of the Province of British Columbia, enacts as follows:—

Short title.

1. This Act may be cited as the *Access Act*.

Interpretation.

2. In this Act, unless the context otherwise requires,

“access road” means any road, cat-road, tote-road, industrial road, way, trail, lane, bridge, or trestle when so designated by the Lieutenant-Governor in Council for any use deemed to be in the general public interest, but shall not include a public highway under the *Highway Act*;

“cat-road” means an unsurfaced road of a temporary nature over which logs or materials are dragged by any means;

“Department” means the Department of Commercial Transport;

“industrial road” means any road which is constructed or exists for the transportation of natural resources, raw or manufactured, or the transportation of machinery, materials, or personnel by means of motor-vehicles, and includes all bridges, wharves, log-dumps, and works forming a part thereof, but does not include a public road, street, lane, or other public way; a privately owned road used by a farmer or resident for his own purposes; a road used exclusively for the construction and maintenance of electric-power lines, telephone communication facilities, or pipe-lines; roads and yards within manufacturing plants, industrial sites, storage-yards, airports, and construction-sites; access roads, tote-roads, and cat-roads, as herein defined;

“industrial use” means the use of an access road by an industrial user for the transportation of natural resources, products from natural resources, machinery, materials, or personnel;

"Minister" means Minister of Commercial Transport;

"road" means a graded strip of ground used by motor-vehicles and other traffic which is not on the right-of-way of a public highway under the *Highway Act*;

"road-owner" means the person who has legally constructed or acquired an access road;

"tote-road" means a road of a temporary nature over which construction materials and supplies are moved by any means.

3. This Act is divided into four parts, relating to the following subjects:—

PART	SECTION
I.—Administration of Act .....	4-8
II.—Access Roads .....	9-13
III.—Industrial Roads .....	14-41
IV.—General Provisions .....	42-47

#### PART I

##### *Administration of Act*

4. Officers and employees required for the proper administration of this Act may be appointed pursuant to the *Civil Service Act*, all of whom shall hold office during pleasure and, respectively, shall have the powers and perform the duties given to them under this Act and regulations made pursuant thereto.

5. Every officer or employee appointed pursuant to section 4 shall have so far as is necessary in the discharge of his duties or exercise of his rights, at all times, a free right of ingress and egress upon, in, and over any land and premises.

6. Whenever it appears to the Minister that proper determination of any matter necessitates a public hearing or other inquiry, he may conduct such hearing or inquiry, or he may appoint an officer or employee to conduct such hearing or inquiry and to report thereon to him, and for this purpose the officer or employee so appointed shall have the power and jurisdiction of a Justice of the Peace under the *Summary Convictions Act*.

7. No action may be brought against the Minister, any officer, or employee for anything done or left undone by him in good faith in the performance or intended performance of any authority conferred or duty imposed under this Act or regulations.

8. No public hearing, inquiry, investigation, or other proceeding involving the Minister or any officer or employee appointed pursuant to this Act shall be questioned, reviewed, or restrained by injunction, prohibition, or other process or proceeding in any Court, or be removed by certiorari or otherwise into any Court, save for excess or want of jurisdiction.

#### PART II

##### *Access Roads*

9. The Lieutenant-Governor in Council may

(a) designate any road, cat-road, tote-road, industrial road, way, trail, lane, bridge, or trestle, including those in the right of the Crown Provincial, as an access road, or alter or rescind any designation so made; and,

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(b) without unreasonably restricting the needs and operating practices of the road-owner and with due consideration to the interests of the owner of the land upon which the road is situate, may make, alter, amend, or repeal and remake rules and regulations for the use of access roads and, without restricting the generality of the foregoing, in respect to the following matters:—

- (i) The mode of travel on access roads:
- (ii) The speeds at which vehicles may be moved on access roads:
- (iii) The type, size, width, and weight of vehicles using access roads and the maximum loads which may be carried or hauled on access roads:
- (iv) Traffic control and special rules when required for the use of access roads:
- (v) The days and hours during which use may be made of access roads:
- (vi) The carriage of freight and passengers on access roads:
- (vii) The prevention, reporting, and suppression of fires resulting from public use of the road:
- (viii) The manner of reporting accidents:
- (ix) The specifying of any sections of Part III of this Act which shall be applicable to access roads.

10. When a road includes a crossing of a railway operating under the jurisdiction of the Board of Transport Commissioners for Canada, the Minister shall secure the approval of the Board to establishment of a public railway crossing before the road is designated an access road. If the Board requires alteration of the road at the crossing, such alteration shall be arranged between the Minister and the road-owner.

11. Compensation for the use of access roads, other than for industrial use, shall be determined by the Minister, having regard to the interests of the road-owner and the owner of the land upon which the road is situate and also to recommendations of all departments of Government which may be involved. An appeal lies to the Lieutenant-Governor in Council, who may delegate three or more members of the Executive Council of the Province to hear the appeal and pronounce a decision thereon for and on behalf of the Lieutenant-Governor in Council.

12. Subject to the provisions of this Act and the regulations made pursuant thereto, arrangement for industrial use of access roads will be by agreement between an industrial user and the road-owner. Failing agreement, the Minister shall adjudicate, and his decision shall be final.

13. Any person using an access road shall have no claim against the road-owner or the Crown for accidents attributable to the condition of the access road.

### PART III

#### *Industrial Roads*

14. In this Part,

“company” means a natural person, partnership of two or more persons having a joint or common interest, or a corporation which constructs, owns, or operates an industrial road;

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“ construction-site ” means an area where actual construction operations are being carried out, and includes tote-roads and cat-roads;

“ equipment ” includes all rolling-stock and vehicles, log loaders and dumpers, loading works and transfers, hoists and cranes, and other machinery used in the operation or construction of an industrial road;

“ motor-vehicle ” includes all vehicles propelled otherwise than by muscular power, excepting the cars of electric and steam railways and other motor-vehicles running only upon rails or tracks;

“ traffic ” means the traffic of vehicles on industrial roads.

15. No company shall operate an industrial road except in accordance with any rules and regulations pertaining thereto made under this Act; provided that such shall not be inconsistent with the requirements of Part VI of the *Forest Act*.

16. No company shall, without the authority of the Minister, locate its proposed industrial road, or construct the same or any portion thereof, so as to obstruct or interfere with, or injuriously affect the working of, the access or adit to any mine then open, or for the opening of which preparations are at the time of such location being lawfully and openly made.

17. (1) An industrial road shall not cross or join, or be crossed or joined, by any public road or highway until leave therefor has been obtained from the Minister as provided in this section.

(2) Upon any application for such leave, the applicant shall submit to the Minister a plan and profile of such crossing or junction, and such other plans, drawings, and specifications as the Minister may in any case or by regulation require, and shall satisfy the Minister that the Minister of Highways has consented to the proposed crossing or junction.

(3) The Minister may, in writing,

- (a) grant such application on such terms as to public protection and safety as he deems expedient;
- (b) change the plan and profile, drawings, and specifications so submitted, and fix the place and mode of crossing or junction;
- (c) direct that the industrial road be carried over or under the public highway;
- (d) direct that such works, structure, equipment, appliances, and materials be constructed, provided, installed, maintained, used, or operated, watchmen or other persons employed and measures taken, as under the circumstances appear to the Minister best adapted to remove and prevent all danger of accident, injury, or damage;
- (e) direct that stop-signs be placed on the industrial road, as well as other warning signs and devices as the Minister may deem to be expedient;
- (f) require that detail plans, drawings, and specifications of existing highway crossings and junctions be submitted to the Minister for approval;
- (g) reject such application.

(4) No motor-vehicle shall be operated over, upon, or through such highway crossing or junction until the Minister grants an order in writing authorizing such operation.

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(5) The Minister shall not grant an order under subsection (4) until satisfied that his orders and directions under subsection (3) have been carried out and the provisions of this section complied with.

18. Sections 157 to 164 of the *Railway Act* apply, mutatis mutandis, in respect to the crossing of a railway by an industrial road, or vice versa, and the word "highway," wherever used in those sections, shall be taken to mean "industrial road."

19. Sections 165 to 167 of the *Railway Act* apply, mutatis mutandis, and the word "railway," wherever used in those sections, shall be taken to mean "industrial road."

20. Section 168 of the *Railway Act* applies, mutatis mutandis, to an industrial road, and the word "railway," wherever used in that section, shall be taken to mean "industrial road."

21. All bridges and structures on industrial roads through, over, or under which motor-vehicles may travel shall be constructed, reconstructed, safely maintained, or abandoned consistent with any rules and regulations pertaining thereto made under this Part.

22. A company abandoning the operation of an industrial road shall, when ordered in writing so to do by the Minister, remove every bridge, structure, or other thing that in the opinion of the Minister is objectionable or is likely to menace public safety, create a fire-hazard, or obstruct a stream.

23. (1) The Minister may order in writing any repairs, renewal, reconstruction, or alteration to be made or done by a company upon an industrial road; and until his order has been complied with, use of the industrial road shall be terminated or restricted in accordance with such terms and conditions as the Minister may impose.

(2) When necessary to resolve any doubt, the Minister may declare in writing any road within the definition of this Act to be an industrial road.

(3) The Minister may declare in writing any industrial road to be abandoned.

24. All motor-vehicles and equipment used upon an industrial road shall be maintained in a safe and proper condition consistent with any rules and regulations pertaining thereto made under this Part.

25. Motor-vehicles used upon an industrial road and equipped to haul trailers and semi-trailers, as well as all trailers so hauled or intended to be so hauled, shall be equipped and maintained with air brakes or a type of power brakes approved by the Minister in accordance with specific requirements and limitations as set forth in any regulations made under this Part.

26. The Minister may direct that any safety appliance deemed expedient for the safety of workmen be installed and maintained on an industrial road or motor-vehicle used thereon.

27. Motor-vehicles which operate upon an industrial road during darkness shall be equipped with head-lights, tail-lights, stop-lights, and clearance-lights in accordance with the regulations under this Part.

28. (1) The Lieutenant-Governor in Council may make rules and regulations for carrying out this Part, including the examination and certification of drivers and operators, the governing of traffic, the approval of safety appliances used on motor-vehicles, and setting the fees to be paid

in respect to matters transacted by companies with the Department, and including matters in respect whereof no express or only partial or imperfect provision has been made in this Part.

(2) The power to make rules and regulations under this section includes the power to set and impose fees to be paid by a company sufficient to cover the cost of all inspections of industrial roads made by an officer for the purpose of carrying out any of the provisions of this Part or the regulations in respect to such industrial roads.

29. The company may, subject to the provisions of this Part and not inconsistent with the requirements of the *Forest Act*, make by-laws, rules, or regulations respecting

- (a) the mode by which and the speed at which any vehicle operating on its industrial road may be moved;
- (b) the weights which vehicles may carry on its industrial roads;
- (c) the over-all width, size, and weight of vehicles used on its industrial roads;
- (d) the travelling upon or using of its industrial roads;
- (e) the special rules of the road required by the company in the operation of its industrial roads;
- (f) blocking off traffic on any portion of its industrial roads;
- (g) placing of stop-signs where deemed necessary;
- (h) the carriage of freight on its industrial roads;
- (i) the carriage of passengers on its industrial roads;
- (j) the governing of vehicles other than its own using its industrial roads; and
- (k) the governing of all traffic on its industrial roads.

30. All by-laws, rules, and regulations made by the company shall be in writing, be signed by the chairman or person presiding at the meeting at which they are adopted, and have affixed thereto the common seal of the company.

31. (1) All such by-laws, rules, and regulations shall be submitted to the Lieutenant-Governor in Council for approval, and he shall have the power to reject, alter, or amend the same.

(2) No such by-laws, rules, and regulations shall have any force or effect without such approval.

32. Such by-laws, rules, and regulations, when so approved, are binding upon and shall be observed by all persons, and are sufficient to justify all persons acting thereunder.

33. A printed copy of a portion of any by-law, rule, or regulation relating to the conduct of or affecting the officers or employees of the company shall be given by the company to every officer and employee of the company thereby affected.

34. If the violation or non-observance of any by-law, rule, and regulation is attended with danger or annoyance to the public, or hindrance to the company in the lawful use of the industrial road, the company may summarily interfere, using reasonable force, if necessary, to prevent the violation or to enforce observance, without prejudice to any penalty incurred in respect thereto.

35. (1) No person shall trespass upon an industrial road of any company.

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(2) This section does not apply in respect to any part of the industrial road of any company that is laid along, upon, or across a highway or access road, or has been openly accepted for use by the public for a continuous period exceeding one year.

36. Signs shall be placed at the junction of a public road or highway or access road and an industrial road warning the public or the drivers of vehicles that they are entering upon an industrial road, and that, if they are permitted to enter, they must govern themselves according to the rules governing such road.

37. Every company shall cause its vehicles, including buses or crew-cars, when approaching any railway, public-road, or access-road crossing, to come to a complete stop, whether or not stop-signs to that effect are posted adjacent to such crossings.

38. (1) Every company shall as soon as possible, and immediately after the responsible officers of the company have received information of the occurrence upon the industrial road belonging to such company of any accident attended with personal injury to any person using the industrial road, give notice thereof in full particulars to the Minister.

(2) The Minister may declare the manner and form in which such information and notice shall be given and the class of accidents to which this section shall apply, and may declare any such information so given to be privileged.

39. (1) No person shall drive a motor-vehicle equipped with air brakes on an industrial road unless,

- (a) except as otherwise provided by regulation, he is the holder of a valid certificate of competency as an operator of air-brake-equipped vehicles issued under the regulations made under this Act; or
- (b) he is the holder of a temporary permit to operate air-brake-equipped vehicles issued by the Department; or
- (c) where the motor-vehicle is one for which a licence as a public passenger-vehicle is required under the *Motor Carrier Act*, he is the holder of a Class A chauffeur's licence issued under the *Motor-vehicle Act*.

(2) No person shall drive a motor-vehicle not equipped with air brakes on an industrial road unless he is

- (a) the holder of a valid driver's licence issued under the *Motor-vehicle Act*; or
- (b) the holder of a certificate of competency as an operator of motor-vehicles issued under the regulation made under this Act; or
- (c) the holder of a temporary permit to operate motor-vehicles issued by the Department.

40. (1) The Minister may appoint such officers and employees as he thinks fit to inquire into all matters and things which he deems likely to cause or prevent accidents, and the causes of and the circumstances connected with any accident or casualty to life or property occurring on any industrial road, and into all particulars relating thereto.

(2) The officers or employees so appointed shall report in writing to the Minister on the matters or things into which he has or they have been

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appointed to inquire, and upon receipt of such report the Minister may recommend that the company

- (a) suspend or dismiss any employee of the company who appears by the report to have been negligent or wilful in the circumstances of any matter or thing inquired into; or
  - (b) transfer any employee of the company from his regular occupation if medical examination of such employee shows him to be physically unfit for his regular occupation and that such physical unfitness has contributed to the occurrence of any matter or thing inquired into.
- (3) Nothing in this section shall prevent any employee or his representative from making representations to the officers or employees appointed to conduct an inquiry hereunder.

41. (a) No inspection had under this Act, and nothing in this Act contained, and nothing done or ordered or omitted to be done or ordered, under or by virtue of the provisions of this Act, shall relieve, or be construed to relieve, any company of or from or in anywise diminish or affect any liability or responsibility resting upon it, either toward Her Majesty or toward any person, or the wife or husband, parent or child, executor or administrator, heir or personal representative, of any person, for anything done or omitted to be done by such company, or for any wrongful act, neglect, default, misfeasance, malfeasance, or nonfeasance of such company.

(b) Notwithstanding any provisions of this Part, a person using a road and the executor, administrator, heir, personal representative, wife, husband, parent, or child of any such person shall not be entitled to any indemnity or compensation from the owner or licensee of such road or from the Crown in right of the Province of British Columbia for any loss, damage, injury, or expense suffered or incurred by such person or the executor, administrator, heir, personal representative, wife, husband, parent, or child of such person caused by the condition of such road or any work forming a part thereof.

#### PART IV

##### *General Provisions*

42. The Lieutenant-Governor in Council, in addition to the powers granted elsewhere in this Act, may from time to time make, alter, and repeal regulations for carrying out the spirit, intent, meaning, and purpose of this Act, including matters in respect to which no express or only partial or imperfect provision has been made and, without restricting the generality of the foregoing, in respect to the following matters:—

- (a) The specifying of the powers and duties of officers and employees administering this Act;
- (b) The defining of specialized equipment;
- (c) Prescribing the form and manner of issuing certificates.

43. All actions or suits for indemnity for damages or injury sustained by reason of the construction or operation of an industrial road, or the operation of an access road, shall be commenced within one year next after the time when the damage is alleged to have been sustained, or, if there is continuation of damage, within one year next after the doing or committing of such damage ceases, and not afterwards.

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44. Notwithstanding anything herein contained, the driver of every motor-vehicle, while operating on an access road, during the hours of public access, shall be the holder of a valid driver's licence issued under the *Motor-vehicle Act*.

45. In the absence of a special appropriation of the Legislature for the payment of the expenses of the administration of this Act or the payment of any moneys for which the Crown becomes liable under this Act, such expenses and liabilities shall be paid out of the Consolidated Revenue Fund.

46. Every person guilty of an offence against this Act is liable, on summary conviction, to a penalty of not more than five hundred dollars or to a term of imprisonment not exceeding six months, or both. All penalties paid or received under this section shall be paid to the Minister of Finance and form part of the Consolidated Revenue Fund.

47. This Act comes into force and effect on the day to be fixed by the Lieutenant-Governor by his Proclamation, and the *Industrial Transportation Act* is repealed as of that day.

It is pointed out in connection with the foregoing draft of suggested legislation that while your Committee support and recommend the concept embodied therein, it is understood time does not allow of the necessary detailed processing by Legislative Counsel this year. At the same time, Legislative Counsel's study will indicate the full extent of any additional supplementary amendments to existing Acts which will be required when an Act is presented.

The Committee further suggests, when this report is acted upon, that the final draft of proposed legislation be reviewed by a similar Special Committee of the Legislature prior to being placed before the Assembly.

All of which is respectfully submitted.

W. C. SPEARE, *Chairman*.

By leave of the House, the report was taken as read and received.

By leave of the House, the Rules were suspended and Mr. *Speare* moved the adoption of the report.

A debate arose.

By leave of the House, at the request of Mr. *Speare*, the motion was withdrawn.

By leave of the House, the House proceeded to Orders of the Day.

Order called for "Public Bills in the Hands of Private Members."

On the motion for the second reading of Bill (No. 5) intituled *An Act to Amend the Health Act*, a debate arose.

On a point of order being taken, the Bill was ruled out of order.

Bill *Ordered* dropped from the Order Paper.

On the motion for the second reading of Bill (No. 17) intituled *An Act to Amend the Education of Soldiers' Dependent Children Act*, a debate arose.

By leave of the House, at the request of Mr. *Barrett*, the motion was withdrawn.

Bill *Ordered* dropped from the Order Paper.

## APPENDIX 11

Environmental and Land Use Act,  
and Order in Council 1131,  
March 25, 1975 to Establish  
ELUC Secretariat

1971

ENVIRONMENT AND LAND USE

CHAP. 17

### Environment and Land Use Act

[Consolidated for convenience only; July 1, 1971.]

Interpretation.

1. In this Act, unless the context otherwise requires,
  - (a) "committee" means the Environment and Land Use Committee established under this Act;
  - (b) "environment" means all the external conditions or influences under which man, animals, and plants live or are developed. 1971, c. 17, s. 1.

Committee established.

2. (1) There is established a committee to be known as the "Environment and Land Use Committee" (herein called the "committee"), consisting of a chairman and such other members of the Executive Council as the Lieutenant-Governor in Council may appoint.
  - (2) The chairman and the other members of the committee shall be appointed by the Lieutenant-Governor in Council for such term as he may determine.
  - (3) The committee may determine its own procedure and may elect an acting chairman to act in the absence of the chairman.
  - (4) If the membership of the committee exceeds three members, the quorum is three members. 1971, c. 17, s. 2.

Duties of the committee.

3. Upon establishment of the committee, it is the duty of the committee, and it is empowered, to
  - (a) establish and recommend programmes designed to foster increased public concern and awareness of the environment;
  - (b) ensure that all the aspects of preservation and maintenance of the natural environment are fully considered in the administration of land use and resource development commensurate with a maximum beneficial land use, and minimize and prevent waste of such resources, and despoliation of the environment occasioned thereby;
  - (c) if considered advisable, make recommendation to the Lieutenant-Governor in Council respecting any matter relating to the environment and the development and use of land and other natural resources;
  - (d) inquire into and study any matter pertaining to the environment, or land use; and
  - (e) prepare reports, and, if advisable, make recommendations for submission to the Lieutenant-Governor in Council. 1971, c. 17, s. 3.

Right to hold public inquiries, etc.

4. The committee may
  - (a) hold a public inquiry whenever it appears to the committee that the proper determination of any matter within its jurisdiction necessitates an inquiry, and, for that purpose, the chairman of the committee or a member of the committee authorized by

1292-1

1/7/71

the committee to hold a hearing has all the powers and jurisdiction of a Justice of the Peace under the *Summary Convictions Act*;

- (b) appoint technical committees; and
- (c) subject to the approval of the Lieutenant-Governor in Council, provide for the remuneration of experts, specialists, and researchers and, pursuant to the *Civil Service Act*, of such clerks and other employees as may be required. 1971, c. 17, s. 4.

Provision  
for expenses  
of committee  
members.

5. No member of the committee is entitled to remuneration as a member of the committee, but he may be paid and receive such travelling and out-of-pocket expenses as the Comptroller-General may approve. 1971, c. 17, s. 5.

Orders of  
Lieutenant-  
Governor in  
Council.

6. The Lieutenant-Governor in Council, on the recommendation of the committee, may make such orders respecting the environment, or land use, as he may consider necessary or advisable, and he may make such orders under this Act, notwithstanding any other Act or regulation, and no Minister, department of Government, or agent of the Crown specified in the order shall exercise any power granted under any other Act or regulation except in accordance with the order. 1971, c. 17, s. 6.

Regulations.

7. For the purpose of carrying out the provisions of this Act according to their intent, the Lieutenant-Governor in Council may make such regulations or orders as are ancillary thereto and not inconsistent therewith and as are considered necessary or advisable; and every regulation or order made under this section shall be deemed part of this Act and has the force of law. 1971, c. 17, s. 7.



1131

APPROVED AND ORDERED MAR. 25 1975

[REDACTED]

Lieutenant-Governor

EXECUTIVE COUNCIL CHAMBERS, VICTORIA MAR. 25 1975

RES. 980/81

3237/76

Pursuant to the ENVIRONMENT AND LAND USE Act, and upon the recommendation of the undersigned, the Lieutenant-Governor, by and with the advice and consent of the Executive Council, orders that Orders-in-Council #1349, approved and ordered April 20, 1971; #2726, approved and ordered August 7, 1973 and #661 approved and ordered February 21, 1974, be rescinded and the following substituted :-

THAT the Government wishes to establish and recommend programmes designed to foster increased awareness of the environment and to ensure that all the requirements of the environment are fully considered in the administration of resource development at the optimum level of land use.

THAT in order to ensure that this basic policy receives appropriate attention by all government departments and administrative agencies concerned with land use, it is deemed necessary to establish an Environment and Land Use Committee.

AND TO RECOMMEND THAT pursuant to Section 2(1) of the 'Environment and Land Use Act', Statutes of British Columbia, 1971, an Environment and Land Use Committee be established under the Chairmanship of the Minister of Lands, Forests and Water Resources consisting of :-

The Minister of Lands, Forests and Water Resources	} RES. 3846/75 RES. 140/76
The Minister of Agriculture	
The Minister of Economic Development	
The Minister of Health	
The Minister of Highways	
The Minister of Mines and Petroleum Resources	
The Minister of Municipal Affairs	
The Minister of Recreation and Conservation	
The Minister Without Portfolio (Northern Affairs).	

AND THAT the duties of the Committee for the development and use of land shall include the establishment of basic guidelines and environmental control and to recommend those guidelines to the government.

AND in order to carry out its responsibilities, the Committee is empowered to hold Public Hearings, as a means of gaining the proper understanding of the problems involved and to assist in reaching proper conclusions.

AND THAT the Environment and Land Use Committee is empowered to appoint a Secretariat, pursuant to the Public Service Act, consisting of a Director, Associate Director, Assistant Directors, Professional staff, clerks and other employees, to undertake studies and reports on matters directed to it by the Environment and Land Use Committee and to advise, on the request of the Committee, on all matters over which the Committee has jurisdiction.

AND THAT the Environment and Land Use Committee is empowered to appoint Technical Committees consisting of senior officials from each of the departments under the Chairmanship of the Director of the Secretariat, or his delegate, at headquarters or in the

2/2

- 2 -

resource management regions to assist in making studies  
and reports on matters directed to it by the Secretariat.

[Redacted]

Minister of Lands, Forests  
and Water Resources.

[Redacted]

Presiding Member of the Council.

## APPENDIX 12

Correspondence, Federation Executive

Director Otway and Mines Minister

Nimsick, November 1973.

November 6, 1973.

The Hon. Leo Nimsick,  
Minister of Mines & Petroleum Resources,  
Parliament Buildings,  
Victoria, B.C.

Dear Mr. Nimsick,

We are attaching copies of resolutions LU 4/73 and LU 5/73\* which were passed at our annual convention in Prince George.

These matters have become of great concern to us and we hope you will be able to give them your valued attention.

At the convention the members also voted on re-submission of resolutions which have been passed in previous years but of which no action has come forth by your predecessors in government.

The resolution LU 1/72 which you will find attached will be self explanatory therefore we will refrain from further comment. However, we would appreciate your thoughts or comment in order for us to report back to our members.

Also included are copies of resolutions OPD 3/71 & AD 9/69 for your information only. These resolutions have been submitted to various government agencies, Should it be in your power to assist in these matters to receive the attention they deserve your help would be greatly appreciated.

If you would be willing to meet in person with either myself or any of our directors we would be pleased to elaborate on the above matters.

Sincerely

W.J. Otway  
Executive Director

\* Resolution LU 5/73 was withdrawn, Otway must mean LU 6/73 which is relevant.



VICTORIA

November 14, 1973.

Mr. W. J. Otway,  
Executive Director,  
B.C. Wildlife Federation,  
No. 6, 17655 - 57th Ave.,  
CLOVERDALE, B.C.

Dear Mr. Otway:

I acknowledge with thanks receipt of your letter dated November 6th and the attached resolutions which were passed at the Prince George convention.

First, I must say that I would be more than pleased to meet with you and any of your directors at any mutually convenient time.

In regard to your first resolution dealing with reclamation, we have quite an extensive program under the Mines Regulation Act pertaining to reclaiming areas and I am sure one which would be valuable for you to discuss with our Department.

The industrial oil pollution resolution would be dealt with more thoroughly by the Pollution Control Board and will be considered by all members of the Government.

In regard to trenching on mining claims, in our latest legislation we made it mandatory that before a company disrupts the environment with machinery equipment they have to present their reclamation plans and reclaim the land as specified.

The second point of your resolution is completely covered in our regulations at the present time. The cancelling of coal licences is another question and one that has to be very seriously considered since these coal licences have been in the hands of people

...2

\* Resolution LU 5/73 was withdrawn, Otway must mean LU 6/73 which is relevant.

ADA/169

CPD3/11

204/73

\*205/73


201/72

for quite a number of years and they have spent quite a large amount of money on them. I am sure that if they were cancelled we would have to come to some arrangement on a settlement.

I agree that we should set priorities on certain areas where mining can go ahead, and another area where recreation and wildlife may have priority. This is something that we are working on at the present time.

Hoping this gives you a small insight and answers to your resolutions.

Yours sincerely,



Leo T. Nimsick,  
MINISTER.

LTN/vh

AD 8/69

Continued

- 4. That these booms, thus secured, always be moored at a point beyond the low water or lowest recorded tidal mark to ensure their bulk is denied ground contact and the probability of scouring public beaches is averted.

SUBMITTED BY: The Totem Flyfishers of B.C.

Amended ( )      Carried       Defeated ( )      Withdrawn ( )      Vote [REDACTED]

AD 9/69

Appoint (independent) reclamation commission.

WHEREAS the Province of British Columbia depends largely upon an abundance of natural resources for its present wealth and high standard of living, and

WHEREAS the exploitation of natural resources necessarily results in alteration to the shape and quality of the land, and

WHEREAS there have been many examples where the land has been disfigured and made useless for any other purposes, both during and after completion of operations, due to single-minded and short term approaches to resource use, and

WHEREAS it is essential that land necessarily affected by resource exploitation be rehabilitated with regard to its optimum use and potential, and according to modern scientific methods, but

WHEREAS there is presently no government department sufficiently non-aligned to a particular resource which could realistically and objectively consider all aspects of a rehabilitation program,

THEREFORE BE IT RESOLVED that the Government of the Province of British Columbia be petitioned to consider the formation of a commission <sup>within 2</sup> to be responsible for all matters pertaining to the rehabilitation and restoration of lands affected in any way by man's exploitation of our natural resources, and

BE IT FURTHER RESOLVED that this commission be allocated sufficient financial and enforcement powers to enable it to adequately carry out its responsibilities, and

AD 9/69

Continued

BE IT FURTHER RESOLVED that this commission be provided with sufficient technical resources and manpower to enable it to act in an advisory capacity to other government departments concerned primarily with resource use.

SUBMITTED BY: Trail Wildlife Association

Amended (✓) Carried (✓) Defeated ( ) Withdrawn ( ) Vote U.

SUPPORTING BRIEF:

The exploitation of natural resources, particularly mineral, forest and water, can have a drastic effect on the shape and quality of our land. There have been many examples in this province and elsewhere of resource exploitation which has resulted in devastation of large areas of land. Small scale disfigurement by irresponsible logging and conventional mining operations is no more acceptable than the scars of unreclaimed surface mines or uncleared reservoirs. For too long we have been content to extract or exploit our natural wealth with little regard to the mess we leave behind. Now is the time for control, for rehabilitation, for enforcement and for intensive study of the inter-related factors involved in land restoration, leading to the "best and fullest use" of the land during and following its primary use.

The resolution proposes the formation of a government commission completely independent of any of the present resource departments. The new commission would be responsible for approving and devising and overseeing land restoration programs which would be a specified requirement of all extractive or manipulative land use operations.

Similar in principle to the departments of reclamation in certain eastern States, the proposed commission would be more comprehensive, in that its responsibilities would include logging operations, hydro and flood control projects, industrial operations where applicable, as well as underground and surface mining.

Examples may best clarify this proposal:

- The new surface mining legislation would be one responsibility of the commission. It would have necessary technical resources and knowledge to determine the best subsequent use for the land, and to design and specify a reclamation program to suit. Possibly restoration of the land to its former topography is not the best scheme. Perhaps in certain areas a particular use can be foreseen and the reclamation geared to suit, even

AD 9/59

Continued

possibly to the extent of paying the mining company for additional work required. The point is that the Mines Department is primarily interested in mining. When mining stops, the Mines Department's file is closed. The commission would provide the link between the mining operations efforts towards good citizenship, and the most effective use of the land when mining is finished.

- The effects of irresponsible logging operations is well known. The rehabilitation work of responsible operations usually consists of clearing, burning and replanting, naturally or artificially. But is another forest the most effective use for that particular area of land? The commission would again provide the link between primary extractive use and the development of the land's full potential. This in addition to overseeing logging operations from a restoration point of view.
- The creation of a reservoir affects several government departments; yet who decides the extent of a reclamation or clearing program? Who determines the most effective use of the lake and foreshore? The commission would co-ordinate the clearing and rehabilitation programs and would ensure that they were carried out to best advantage. The commission would perform a similar function with reclamation of marsh lands.

A commission responsible for the rehabilitation and restoration of lands affected in any way by exploitation of natural resources could be of immense value to the future of this province. Such rehabilitation practices should not be only an incidental part of the process of exploiting a natural resource. Nor should the emphasis be such that rehabilitation becomes an end in itself - a means of producing something acceptable from something which is not.

Rehabilitation should be a necessary step towards the most effective and productive use of modified land. A properly constituted, adequately financed commission, provided with sufficient technical resources and enforcement powers would be the most effective way of accomplishing this ideal.

AD 10/69

Give provincial government power to regulate small boats on freshwater.

WHEREAS control of small boats at present rests with the federal Department of Transport, and as a result provincial authorities must seek federal approval for any regulations they wish to institute concerning small craft, and

OPD 2 continued.

THEREFORE BE IT RESOLVED that the Provincial Government be urged to institute as soon as possible a program which will include:

- (a) Installation of toilets and garbage collection and/or disposal facilities at all frequently used Crown land sites.
- (b) A system of frequent inspection of all Crown land sites for the purpose of enforcing the provisions of the Litter Act.
- (c) A further advertising campaign to ensure that everyone, including visitors, becomes aware of his responsibility to help keep B. C. clean and beautiful.

SUBMITTED BY: Kamloops Fish & Game Club

Shuswap Wildlife Association

Amended ( ) Carried (  ) Defeated ( ) Withdrawn ( )

Vote \_\_\_\_\_

OPD 3 Industrial Oil Pollution.

WHEREAS logging companies; mining companies, road builders and other equipment users change oil in their equipment on a regular basis, and

WHEREAS these operations have all types of equipment such as, trucks, yarders, drills, shovel loaders and bulldozers, etc., which use diesel fuels, grease cartridges, and oil filters, and

WHEREAS seventy-five percent of this equipment is serviced in the woods, around major rivers and streams, thus dumping gallons of waste oil and untold numbers of grease cartridges and oil filters on their operations, leaving this material to be washed into our rivers and streams, creating an industrial garbage dump.

THEREFORE BE IT RESOLVED that we solicit legislation banning this type of pollution to our outdoors, and

OBSTRUCTIONS, POLLUTIONS, DIVERSIONS (1971)

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OPD 3 continued.

BE IT FURTHER RESOLVED that it be compulsory for all of the aforementioned polluters to salvage all used oils etc., to be disposed of in a proper manner.

SUBMITTED BY: Cumberland Rod & Gun Club  
Vancouver Island Wildlife Ass'n.

Amended ( ) Carried (✓) Defeated ( ) Withdrawn ( )

Vote \_\_\_\_\_

OPD 4 Encourage Clearing of Established Reservoirs.

WHEREAS the removal of flooded timber from un-cleared reservoir areas created in past years is desirable to restore the navigability and recreational potential of such areas, and

WHEREAS the harvesting of this timber is only economically feasible to private enterprise if concessions are given.

THEREFORE BE IT RESOLVED that the Government of the Province of British Columbia be requested to abolish any stumpage fees for harvesting flooded timber and reduce stumpage fees on timber above the water line to private enterprise which is harvesting flooded timber, so that all the flooded timber can be removed from the flooded lakes economically.

SUBMITTED BY: Nechako Valley Wildlife  
Conservation Association

Amended ( ) Carried (✓) Defeated ( ) Withdrawn ( )

Vote \_\_\_\_\_

SUPPORTING BRIEF:

Limited harvesting of flooded timber is now under way on the chain of flooded lakes at Tweedsmuir Park.

Where the timber has been flooded for a relatively long period of time the portion of the tree above water is nearly valueless because of rot and insect attack, while the portion of

LU 1 1972 CANCEL LOWER FORDING RIVER COAL LICENSES; AMEND MINING ACTS TO PREVENT RECURRENCE

WHEREAS the coal licenses held by Crows Nest Industries Ltd. and Kaiser Resources Ltd. in the lower Fording River watershed of the Elk Valley cover fragile grassland and alpine ranges critical to the survival of large populations of bighorn sheep and elk, and

WHEREAS these coal licenses are presently undisturbed but may be subjected to exploration in the near future, and

WHEREAS exploration on the alpine and grassland slopes would result in permanent, irreparable damage,

THEREFORE BE IT RESOLVED that the Department of Mines, Kaiser Resources Ltd. and Crows Nest Industries Ltd. be petitioned to cancel the coal licenses in the lower Fording River watershed in favour of wildlife management,\*

BE IT FURTHER RESOLVED that the Provincial Government be requested to amend the Coal Act and the Mineral Act to require referral of mining exploration plans and mining lease applications to the Department of Recreation and Conservation with power given that Department to limit or refuse applications infringing on critical wildlife habitat, and to make binding recommendations for the protection of wildlife and fisheries values in all other cases.

- East Kootenay Wildlife Association
- B. C. Wildlife Federation Resolutions Committee

Amended (✓) Carried (✓) Defeated ( ) Withdrawn ( )

Vote \_\_\_\_\_

The coal licenses in the lower Fording watershed held by Crows Nest Industries Ltd. and Kaiser Resources Ltd. are not directly connected to their present operations and do not appear to be vital to their projected operations. The bighorn sheep which utilize the ranges involved represent the majority of the bighorn sheep in the Elk Valley. Exploration activity will result in

\* See amendment following.

disturbances of the steep slopes and cause irreparable damage to both the physical and aesthetic values involved. Downslope movement of spoil material would cover large areas of vegetation while the roads and steep walls which would result would be left devoid of topsoil. Because of the steepness involved, no suitable economic method exists whereby exploration of these slopes could be conducted without altering the natural landscape. (The licenses cover lots 6728 to lots 6758 Kootenay District inclusive - about 30 square miles).

LU 2 LEAVE FOREST COVER STRIPS TO PROTECT WILDLIFE

WHEREAS close utilization of the forests removes all forest cover,

THEREFORE BE IT RESOLVED that forest cover strips be left standing on close utilization permits sufficient to allow wildlife the cover needed to move about in their habitat with a measure of security.

- Lake Windermere District Rod & Gun Club
- East Kootenay Wildlife Association

Amended ( ) Carried ( ) Defeated ( ) Withdrawn ( )

LU 3 50' STREAMSIDE GREENSTRIP

WHEREAS a clause in the cutting permit of a logging company planning to operate in the upper White River watershed states: "All non-merchantable and/or second growth or brush within twenty feet of designated stream banks shall be left undisturbed," and

WHEREAS the above clause is of no use if intended to serve the conservation needs of fish,

THEREFORE BE IT RESOLVED that the B. C. Wildlife Federation urge that such clauses be amended to read:

'All growth within fifty feet of designated stream banks shall be left undisturbed'.

Steelhead Society of British Columbia

Amended (✓) Carried (✓) Defeated ( ) Withdrawn ( )

24. Vote \_\_\_\_\_

W B. FC - 4 Prohibit shooting at garbage dumps.

CARRIED

FC - 5 Oppose Firearms Registration.

EMERGENCY RESOLUTION:

"WHEREAS the B.C. Branch of the Canadian Bar Association has seen fit to recommend that there be a mandatory registration of all firearms and stricter laws governing the recreational use of firearms, and

WHEREAS such stricter laws would undoubtedly further restrict the recreation of numerous law abiding target shooters, hunters and collectors, and

WHEREAS it is felt by this organization that such further restriction would do nothing to help reduce crime, and

WHEREAS the Federal Government has introduced Bill C-7 concerning explosives,

THEREFORE BE IT RESOLVED that the B.C. Wildlife Federation go on record to the Canadian Bar Association and to the relevant governing bodies that it is unalterably opposed to any further restrictions governing fire-arms, and is opposed to Bill C-7,

BE IT FURTHER RESOLVED that all members let their opposition to Bill C-7 be known to Members of Parliament,

CARRIED

LU - 1 Cancel Lower Fording River coal licenses: Amend Mining Acts to prevent recurrence.

Part I. AMENDED to read "THEREFORE BE IT RESOLVED that the Department of Mines, Kaiser Resources Ltd., and Crowsnest Industries Ltd. be petitioned to place a moratorium on exploration and development of coal licenses on Crown lots 6728 to 6758.

ENTIRE RESOLUTION CARRIED AS AMENDED

LU - 2 Leave forest cover strips to protect wildlife in close utilization logging areas.

CARRIED

4.

LU 4 Halt Trenching on Mining Claims (1973)

WHEREAS certain mining companies have made it a practice to bulldoze long narrow trenches for the sole purpose of showing improvements done on their claims, and

WHEREAS these bulldozed trenches sometimes extend in a continuous line across many claims and for great distances, and

WHEREAS these unsightly and unnecessary trenches detract from the aesthetic quality of the countryside,

THEREFORE BE IT RESOLVED that the Government of British Columbia be requested to insure that the practice of trenching on mining claims be halted and that an effort be made to have existing trenches filled in.

- Kamloops & District Fish & Game Assn.
- Shuswap Regional Wildlife Assn.

Amended ( ) Carried (✓) Defeated ( ) Withdrawn ( ) Vote 61

## SUPPORTING BRIEF:

In the Kamloops region of British Columbia many miles of useless, unsightly, unnecessary, and sometimes dangerous trenches have been left by mining exploration companies to mar the natural beauty of our woodlands. The only reason for this trenching is to show claim improvements and thus to enable the mining companies to keep control of their claims. Many lovely areas in the Interior have been desecrated in this manner. Examples of this can be found in most localities adjacent to Kamloops: eg., Tunkwa Lake area, Cherry Creek area, Jacko Lake area.

LU 5 Control Mining Explorations on Crown Lands

WHEREAS mining and exploration companies are permitted to bring heavy equipment into an area and build roads at random, and

WHEREAS most of these roads are ill planned and poorly laid out, and

WHEREAS many of these roads are not compatible with the best interests of the public,

THEREFORE BE IT RESOLVED that the Government of British Columbia be requested to enact regulations which insure that some control is exercised in the building of exploration roads and that the Department of Recreation and Conservation and the Department of Forestry be given a voice in that control.

- Kamloops & District Fish & Game Assn.
- Shuswap Regional Wildlife Assn.

Amended ( ) Carried ( ) Defeated ( ) Withdrawn (✓) Vote \_\_\_\_\_

SUPPORTING BRIEF:

In many instances the building of roads in a forest area will detract from the recreation qualities of the area. Roadless areas are necessary to enable the public to participate in health giving activities during their outdoor recreational pursuits. While vehicular access to the countryside is necessary, some controls are also necessary to insure that the best recreational use of an area is given consideration. At present there seems to be very little if any control placed on the building of mining explorations roads.

LU 6 Legislate Control of Mining Exploration Work

WHEREAS the operations of miners in road building, trenching, drilling, etc., often results in serious damage to the land,

THEREFORE BE IT RESOLVED that this Federation seek amendments to the laws of B.C. which would require that before any mining development, exploration, or promotion work is started, a detailed plan of the work and of planned restoration be submitted, and that this plan be subject to approval, rejection or modification not only by the Minister of Mines, but also by the Fish & Wildlife Service, the Recreation Branch of the Forest Service, and the Pollution Control Branch.

- Kamloops & District Fish & Game Assn.
- Shuswap Regional Wildlife Assn.

Amended ( ) Carried (✓) Defeated ( ) Withdrawn ( ) Vote \_\_\_\_\_

APPENDIX 13. -- Miscellaneous Statistics: Government and Game Commission Annual Estimates, British Columbia Population, BCWF Membership and Annual Grant, Numbers of Resident Anglers and Hunters, and Total Fish and Wildlife Branch Revenue.

YEAR	Gov't. Estimates (000,000's)		Predatory Animals <sup>1</sup>	G/Com. Estimates (000's)		G/Com. as Percent of Government Estimates	Population <sup>2</sup> (000,000's)	Memberships <sup>3</sup>	Gov't. Grant <sup>4</sup>	Number of Resident Anglers <sup>5</sup> (000's)	Number of Resident Hunters <sup>5</sup> (000's)	F/W Branch Revenue <sup>5</sup> (000's)
	total	increase		total	total							
1947/48	58.8		75.0	417.0		0.84	1.044	10,500 to 16,000	8,000	47.1	62.7	696.9
1948	77.4	31.6	75.0	433.0	3.2	0.66			7,500			
1949	92.3	19.2	95.0	496.0	16.3	0.64			4,500			
1950	105.6	14.4	138.0	481.0	4.7	0.59			5,000			
1951	118.3	12.0	141.0	616.0	22.3	0.64	1.165		4,000	87.0	80.7	930.7
1952	141.9	19.9	151.0	716.0	14.5	0.61			4,000			
1953	172.9	21.8	152.0	737.0	+ 2.5	0.51			4,500			
1954	204.3	18.2	143.0	727.0	- 2.2	0.42			4,500			
1955	212.1	3.8	134.0	724.0	- 1.4	0.40			4,500			
1956	258.4	21.8		868.0	+ 1.2	0.34	1.398	6,000	5,500	110.0	94.1	1,270.2
1957	287.5	+11.3		999.0	1.5	0.35			5,500			
1958	284.1	- 1.2		892.0	- 1.2	0.31			5,000			
1959	300.4	+ 5.7		957.0	+ 7.3	0.32			5,000			
1960	331.1	10.2		1,196.0	+25.0	0.36		10,000	5,000			
1961	340.0	2.7		1,191.0		0.35	1.629	15,100	5,000			
1962	356.0	4.7		1,219.0	+ 2.4	0.34			5,752	139.9	121.9	1,656.1
1963	373.0	4.8		1,242.0	1.9	0.33			5,773			
1964	396.0	6.2		1,348.0	8.5	0.34		15,000	5,040			
1965	446.0	12.6		1,469.0	9.0	0.33		13,000+	5,040			
1966	657.0	47.3		1,614.0	9.9	0.24	1.874		5,040			
1967	739.0	12.5		1,778.0	10.2	0.24			5,760	180.8	135.4	2,224.4
1968	866.0	17.2		2,084.0	17.2	0.24			6,225			
1969	1,024.1	18.2		2,398.0	15.1	0.23			6,000			
1970	1,165.5	13.8		2,522.0	5.2	0.22			6,000			
1971	1,300.7	11.6		2,728.0	8.2	0.21	2.184	13,000±	6,000	213.2	156.0	2,971.8
1972	1,452.0	11.6		2,915.0	6.8	0.20			6,000	214.1	153.7	2,875.7
1973	1,719.0	18.4		4,196.0	43.9	0.24			6,900	225.1	155.1	2,927.3
1974	2,173.0	26.4		7,079.0	68.7	0.32			7,740	262.3	169.0	3,299.4
1975	3,222.7	48.3		10,336.0	46.0	0.32		16,000	8,055	269.5	147.3	5,559.0
1976	3,615.0	12.2		10,080.0	- 2.5	0.28			8,325	280.7	143.6	5,303.3
1977	3,830.0	5.9		9,349.0 <sup>6</sup>	- 7.8	0.25	2.467		8,400	290.1	139.5	5,362.8
1978	4,280.0	11.7		10,323.0	+10.4	0.24			8,400	299.7	144.4	5,670.3
1979	4,567.4	6.7		10,586.0 <sup>7</sup>	2.5	0.28	2.567		11,100	306.0	155.6	5,922.1
1980	5,799.6	27.0		11,504.0 <sup>7</sup>	8.7	0.23				332.4	163.1	6,398.9
1981	6,610.3	14.0		14,213.7 <sup>8</sup>	23.6	0.23		21,000		341.1	167.9	6,341.5

## APPENDIX 13--NOTES

1

This is listed to 1955 as a separate vote but staff were part of the Game Commission (G/Com); therefore, to calculate increase, predatory animal totals were added to Commission estimates; after 1955 this allocation was included with Commission estimates.

2

Dominion Bureau of Statistics, Canada Year Book 1948-49 (Ottawa: Department of Trade and Commerce, 1949); p. 139, and Canada Year Book 1978-79, Canada Year Book 1980-81; the 1947 figure is from the first reference, others up to and including 1976 are from the second, and the last figure is from the final reference (a total for 1975 was not available).

3

See Table 1 footnotes for information and comments on membership figures. The 21,000 total for 1981 was provided by Interview and Personal Communication with W.J. Otway, B.C. Wildlife Federation, Surrey, British Columbia, 1981 and 1982.

4

Grants from 1947 to 1958 are included with Game Commission estimates in the Legislative Assembly, Estimates of Revenue and Expenditures, Department of the Attorney General (Victoria: Queen's Printer 1948 to 1959)--from 1947 to 1951 the convention costs were called "General Publicity, etc." Totals for 1959 to 1962, inclusively, are included in Legislative Assembly, Public Accounts (Victoria: Queen's Printer, 1960 to 1963), Schedule of Payments. Totals from 1963 to 1978 were taken from the Ministry of Corporate and Consumer Affairs, Registrar of Companies, B.C. Wildlife Federation (Victoria: 1951 to 1978), annual reports.

5

Fish and Wildlife Branch, Summary of Revenue, (Queen's Printer: 1947-1981), data up to and including 1964 was recorded by calendar year and following that by fiscal year, that is from April 1 to March 31; hunter totals on Appendix 13 do not include individuals licensed only to carry firearms; revenue includes license and other kinds of fees from resident and non-resident anglers, hunters, guides, trappers, from residents licensed only to carry firearms, and fines; anglers and hunters are not discrete populations as some anglers hunt and vice versa--the extent of the overlaps could not be determined.

6

This amount does not include \$300,000 for the Salmonid Enhancement Program, but it was included to calculate the percent of government estimates.

<sup>7</sup>These amounts do not include \$2.0 million each year for the Salmonid Enhancement Program, but they were included to calculate the percent of government estimates.

<sup>8</sup>This amount does not include the Fish and Wildlife Conservation Fund (\$750,000), but it was included to calculate the percent of government estimates.

## APPENDIX 14

British Columbia Natural Resources  
Conference: Objectives and Summaries of  
Conferences From 1948 to 1968

## ORIENTATION

The British Columbia Natural Resources Conference is an organization representing industry, university and government. An annual Conference is held and Transactions are printed. This book is a record of the proceedings of the Eighteenth Conference, held in September, 1968, in Vancouver, British Columbia.

The first two meetings, in 1948 and 1949 were sponsored by the Honourable E. T. Kenney, Minister of Lands and Forests for the Government of the Province of British Columbia, and convened by Mr. George P. Melrose, Deputy Minister of Lands. The Conference was then organized on an *independent* basis and has continued as such ever since. Delegates from natural resource agencies, conservation organizations, industry, university and government, and others with indirect business or personal interest in British Columbia's resources comprise its membership.

The working group in the Conference is the Executive, the members of which represent the ten natural resources. These elected officers arrange the annual meeting or conference.

The objectives of the British Columbia Natural Resources Conference are:

- 1) To help co-ordinate the interests of all industrial, university, government and private agencies that are interested in the conservation of natural resources.
- 2) To explore, through presentation and discussion of papers prepared by authorities in the respective fields, the status, problems, interrelations, and conservation of the natural wealth of British Columbia as exemplified in her soil, water, agriculture, fisheries, forestry, mining, power, and energy, wildlife and recreation, together with the people of the province in whose trust these wealths repose.
- 3) To promote the highest level of co-operation between the administration, research and management officers of public and private resource agencies, to the end that a comprehensive program be evolved in the Province of British Columbia for the optimum development of the natural resources of the people.

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4) To bring to the citizens of the province, through the Conference and the printed Transactions, the facts about our resources heritage and our use of this rich endowment.

5) To co-operate with all other conservation organizations with similar purposes.

**CONSERVATION PAYS . . . RESTORATION COSTS**

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## FOREWORD

The British Columbia Natural Resources Conference is an organization representing industry, university and government, both Provincial and Federal. The Conference is concerned with the conservation, from the viewpoint of optimum utilization, of all the natural resources of British Columbia. Through its inter-agency membership there is an annual meeting of the Conference, the prime purpose of which is to promote integration and co-ordination of resource development in this Province. The eighteenth annual meeting, attended by some 200 delegates, is described in these pages.

The First Natural Resources Conference, held in 1948, was convened as a one-day meeting to determine whether an annual conference of this nature might contribute, through the concerted efforts of those concerned, to the conservation of natural wealth in British Columbia. This thought was endorsed unanimously by the 100 delegates present, and ratification of this proposal was the main accomplishment of this First Conference.

The First Conference proceedings were reported in a slim bulletin, which is now out of print. It contained, besides the record of business, four general talks on the major activities in British Columbia—Agriculture, Fisheries, Forestry and Mining.

Subsequent conferences were given over, in large part, to the presentation of papers around central themes. These papers, and the discussions which followed, were printed, and notes concerning the material in these yearly volumes are submitted herewith for reference:

SECOND CONFERENCE: 1949 *Inventory* of the natural resources of British Columbia; soil, water, agriculture, fisheries, forestry, mining, power and energy, recreation and wildlife. OUT OF PRINT

THIRD CONFERENCE: 1950 *Problems* specific to the individual natural resources, with reference to interdependent problems. OUT OF PRINT

FOURTH CONFERENCE: 1951 *Co-ordinated development* of the natural resources of British Columbia. Conflicts which have arisen and which may arise in the future in the development of the individual resources are examined in terms of the present and the future. OUT OF PRINT

FIFTH CONFERENCE: 1952 *Significance of British Columbia's natural resources in national and international economic relations.* OUT OF PRINT

SIXTH CONFERENCE: 1953 *Recent outstanding advances and trends in the development and use of British Columbia's natural resources.*

OUT OF PRINT

SEVENTH CONFERENCE: 1954 *The value of survey and research in resource development with examples drawn largely from the British Columbia scene.*

OUT OF PRINT

EIGHTH CONFERENCE: 1955 *What the natural resources of British Columbia mean to you.* The reference is to every citizen of the Province. OUT OF PRINT

NINTH CONFERENCE: 1956 *The natural resources of British Columbia—inventory and evaluation.* A single-volume authoritative reference to British Columbia's people and their resources. OUT OF PRINT

TENTH CONFERENCE: 1957 *Utilization of the primary resources of British Columbia.* Emphasis is given to the major resources of agriculture, fisheries, forestry and mining.

ELEVENTH CONFERENCE: 1958 *British Columbia in Perspective.* B.C.'s natural resources position and strength relative to other areas of North America and the world. OUT OF PRINT

TWELFTH CONFERENCE: 1959 "*Resources of the Northern Cordilleran*" was the theme of the Twelfth Conference and this Transaction covers the subject as presented in some half-dozen panels.

THIRTEENTH CONFERENCE: 1961 *The British Columbian: Product of his Environment.* Though panel papers indicated ingenuity and profound research at times both the Conference Summarizers and the Editors agree that the theme hypothesis was neither demonstrated nor proven and that "there appeared no conclusion that British Columbians were much different from the groups or stocks from which they were drawn".

FOURTEENTH CONFERENCE: 1962 *River Basin Development.* Scrutiny and analysis and consideration of the components in river basin development were the aims of the 14th Conference. The underlying theme of the 14th Conference was multiple-purpose river development, based on achievement of the greatest overall good.

The success achieved is shown by the words of the Conference Summarizer, W. R. D. Sewell, when he stated ". . . In the long history of the Conference never has there been so much recognition of the relationship of resources and resource use". Resource co-ordination and agency co-operation it appeared to the delegates, are the keys to optimum multiple-purpose river basin development.

FIFTEENTH CONFERENCE: 1964 *Our Resources in a Competitive World.* The theme was that, given the rich natural resources we undoubtedly have, how do we conserve them, that is, how do we develop or use and expand them in a competitive world for maximum benefit of British Col-

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umbia? The problems therefore at the Conference were (a) how to achieve full development against outside competition, and (b) how to decide about the use of each resource among competing uses. In broad outline these two problems were thoroughly explored under the major headings of objectives of development, physical technology as the key to optimum rate of use of resources, the relation of labour force efficiency to resource development, and market and non-market approaches to resource development.

Among the many outstanding contributions during the Conference sessions, special mention must be made of the submissions from J. S. Kendrick and A. D. Scott, both of whom introduced challenging concepts of wide implications.

D. B. Turner retired as long-time Secretary of the B.C. Natural Resources Conference. He originated the Conference in 1947 and served as Secretary and Editor of Publications until 1964. He was President in 1953. He was created Honorary Secretary and will remain on the Executive as advisor and in publications capacities as his time permits.

**SIXTEENTH CONFERENCE: 1965 *Manpower for Resource Development*.** The subject of "Manpower for Resource Development" was selected as the theme for the 16th British Columbia Natural Resources Conference because the need for trained manpower and re-trained manpower is urgent and critical at this very moment if the provincial economy is to be sustained and expanded in the surging present and the highly promising development years before us. Whether in government, industry or university or whether in the professions or the trades there is today hitherto relatively unusual and desperate competition for skilled men and women. Thus the Conference Executive decided that the time to examine, study and discuss British Columbia's present and potential manpower requirements, in all their variety, could be delayed no longer. This Transaction is an account of these deliberations.

**SEVENTEENTH CONFERENCE: 1967 Water** is a fundamental resource in the Province of British Columbia. Although naturally endowed with a water resource of immense proportion it is not always distributed nor available to suit the needs of the Province's citizens and industries. The Natural Resources executive recognized the need for an objective look at the resource and this was done through the able assistance of the water resources branches of the Federal and Provincial governments.

After this able detailing of the resource base, attention was turned to the present and future use of water. Mr. H. DeBeck Comptroller of Water Rights for British Columbia gave an excellent review of the situation. This was followed by speakers representing Agriculture, Fisheries, Mining, Wildlife, Recreation, Hydro and Manufacturing who related their current and future needs to available water.

On the final day Water was discussed in relation to its management and the multipurpose approach was stressed. This was the basis for the keynote address by the Hon. R. Williston. Finally, some of the political and economic aspects of water diversion were considered.

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EIGHTEENTH CONFERENCE: 1968 B.C. 1984 A.D., with the Orwell overtones, was chosen as the theme for the eighteenth British Columbia Natural Resources Conference because of a need to examine the future of B.C. resources in relation to social needs. A look into the future was required because of a growing social awareness and growing interest on the part of resource users, government and the public in resources and the environment.

In his keynote address, the Hon. R. G. Williston stressed the importance of this social awareness and interest in resources and outlined the need for greater public involvement in resource decisions. Other speakers outlined the need for a greater sense of responsibility from the resource user, the need for planning and co-operation and the need for a deeper appreciation of environmental factors.

The first two days were devoted primarily to an examination of the present and future use of B.C. resources from the viewpoint of the resource user.

The third day was devoted to an examination of the manner in which resources relate to people, and to the objectives we should be setting ourselves. Throughout the third day, the need for objectives, planning, co-operation, public involvement, and greater consideration of the B.C. environment was stressed.

## APPENDIX 15

Resolutions, 1947 to 1975: Annual Totals Approved  
by Convention, and Those Used in Analysis for Figure 1

YEAR	Total Approved at Convention	Total Used in Analysis	Maximum Possible Points	Actual points and % of maximum		Total acted on, wholly or partly, and % of those used	
				points	%	acted on	%
1947	17	15	30	9	30	5	33
1948	26	23	46	26	56	14	61
1949	16	15	30	15	50	9	60
1950	37	36	72	39	54	22	61
1951	44	44	88	34	39	19	43
1952	35	31	62	22	35	13	42
1953	28	22	44	10	23	6	27
1954	37	33	66	23	35	13	39
1955	53	44	88	30	34	17	39
1956	33	29	58	19	33	11	38
1957	40	34	68	12	18	7	20
<b>Period 1 Totals (1947-57)</b>	<b>366</b>	<b>326</b>	<b>652</b>	<b>239</b>	<b>36.6%</b>	<b>136</b>	<b>41.7%</b>
1958	35	33	66	28	42	19	58
1959	59	54	108	35	32	20	37
1960	31	29	58	20	34	14	48
1961	27	23	46	14	30	10	43
1962	15	11	22	9	41	5	45
1963 } 1964 }	----- Located resolutions but not votes -----						
1965 }	36	28	56	22	39	13	46
1966 }	----- Could not locate either resolutions or votes -----						
1967	25	19	38	16	42	11	58
1968	34	30	60	21	35	13	43
1969	53	42	84	33	39	21	50
1970	30	26	52	23	44	17	65
1971	37	35	70	38	54	24	68
1972	52	39	78	23	29	13	33
1973	49	37	74	26	35	17	46
1974	47	35	70	32	46	19	54
1975	26	23	46	18	39	13	56
<b>Period 2 Totals (1958-75)</b>	<b>556</b>	<b>464</b>	<b>928</b>	<b>358</b>	<b>38.6%</b>	<b>229</b>	<b>49.4%</b>



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PRESSURE GROUP AND GOVERNMENT INTERACTION FOR TWO PERIODS, 1947 TO 1957,  
AND 1958 TO 1975

Author



Signature

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Name

August 16, 1982

Date