

AN ANALYSIS OF THE NEED FOR MODERN CABIN ACCOMMODATION
IN BRITISH COLUMBIA PROVINCIAL PARKS

by

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ABSTRACT


Currently, needs for the provision of public outdoor recreational facilities are not being fully satisfied by government agencies in British Columbia. Changes in activity patterns and value demands, combined with population and participation rate increases, warrant modifications to some Provincial Parks. Historically, development in such areas has tended to provide facilities for a limited number of activities such as sightseeing, swimming, boating, fishing, hiking, picnicking and camping. Hence, Provincial Park use has overwhelmingly been confined to summer months, peaking in July and August. But, a modified park design providing cabin accommodation and offering a wider range of activities would add variety to the present Provincial Park system in British Columbia, and would promote year-round park use.


Initial research details park development policies and facilities in the Lower Mainland Region of British Columbia. Subsequently, the thesis investigates, mainly by field study in Saskatchewan and a mail questionnaire survey, various aspects of park rental accommodation throughout North America. The results of this investigation are examined for their applicability to the Provincial Parks system in British Columbia.

When offered to the public, rental accommodation in parks is much in demand throughout Canada and the United States. Controlling Park Agencies almost unanimously consider that such accommodation provides a popular and needed alternative to camping, is conducive to family, senior citizen and institutional recreation, and stimulates year-round park use.

It is argued that similar benefits should be made available in British Columbia through the introduction of modern rental cabin accommodation and some urban-type recreation facilities in selected Provincial Parks. Since the majority of British Columbia's population is concentrated in the Lower Mainland Region, this area should receive development priority. The Daisy Lake area of the Squamish-Lillooet Corridor is suggested as a possible location.

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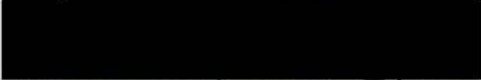

E. M. Hagmeier

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CHAPTER I

INTRODUCTION

THE PROBLEM SETTING

Increased participation in a wide range of outdoor leisure activities has been one of the most significant social changes in recent years. Between 1969 and 1972, camping in pick-up campers in Canada increased by 100%, while participation in bicycling, sailing, snowmobiling, canoeing, and power boating all increased by 25 to 50%.¹ Although similar large increases were not recorded for the traditional outdoor activities, significantly more people did engage in these activities--and furthermore, their frequency of participation was higher.² Such trends were noted during the early 1960's in the United States by the Outdoor Recreation Resources Review Commission, which concluded that the greatest amount of leisure time was spent on outdoor activities requiring the least preparation or specialized equipment.³ The general picture (with very few exceptions) for all regions in Canada is that participation in outdoor recreation is increasing--not only in the range of activities but also in the frequency of participation by all age groups, for both sexes, and for all socio-economic levels.⁴ Furthermore, surveys show that a significantly

larger percentage of British Columbians tend to participate in a wider variety of activities than do Canadians as a whole.⁵

Such overall growth in outdoor recreation has been attributed to two basic factors; demographic and sociological changes.⁶ Population has been expanding rapidly, particularly in large metropolitan areas. For the province of British Columbia as a whole, this rate of growth is unsurpassed by any other province in Canada.⁷ More significant, however, is the fact that 55% of British Columbia's population is concentrated on barely 3% of its land area, with the bulk concentrated in metro-Vancouver.⁸ By the year 2001, the population of the Lower Mainland is expected to exceed 2.1 million (almost a twofold increase over 1975 levels), with metro-Vancouver absorbing most of the increase.⁹ The scale, rate and concentration of this growth, if past and current trends of urbanization are a guide, must lead to increasingly stressful conditions for urban dwellers. And the already important therapeutic role that outdoor recreation plays in combatting urban pressures will undoubtedly assume even greater importance.

The past two decades have witnessed rapid increases in personal incomes, mobility, and leisure time, which have encouraged promotional programs by physical fitness organizations, government health and recreation departments, and educational institutions. In particular, such increases

have stimulated a rapidly expanding recreation industry which has been both perceptive and persuasive in developing a wide diversity of recreational innovations for a mass market.

These increases in population growth and leisure activity have escalated demands for recreation facilities. Consequently, land-use conflicts have intensified, especially between outdoor recreation (which can demand extensive land acquisition or alienation) and other more 'basic' land uses such as agricultural, industrial, and residential developments. For outdoor park activities and overnight accommodation in British Columbia (the focus of this study), the greatest pressure has been exerted on parks within easy reach of Vancouver residents.

To satisfy growing demands, it has been argued that there is a need to acquire more park land and/or intensify development of existing park facilities. Recreational park land in the Lower Mainland Region is becoming more difficult and expensive to acquire, largely because agricultural land in the Fraser Valley is under development pressure and green belt protection. An alternative is to use areas outside the green belt for park development.

One such area is the "Squamish-Lillooet Corridor"--the southern end of which lies only 40 miles from Vancouver's core. The Squamish city council foresees this corridor as a major recreational outlet for residents of the Lower

Mainland. This is based on projected population growth for the Lower Mainland, and on the fact that much of the available recreational land in the Fraser Valley is being converted to either farm land or housing developments.¹⁰

THE PLANNING MILIEU

Local, regional, and provincial levels of government, together with private agencies, have attempted to satisfy burgeoning recreation demands. The B.C. Provincial Parks Branch, the provincial agent most responsible for providing outdoor recreational space and facilities for the public, has steadily added new parks and campgrounds to its system. This is both desirable and necessary. However, developing new park areas along existing guidelines may not be the best way of satisfying demands. A reorientation of basic planning philosophies regarding the provision of types of accommodation facilities and activities may be necessary to intensify park use by encouraging greater year-round use, diversity in leisure activities, and participation of all age groups.

This proposed change in facility and activity park planning stems from urgent needs:

- (1) to satisfy changing public demands in outdoor recreation;
- (2) to provide the public with the opportunity to enjoy diverse experiences; and
- (3) to intensify recreational developments given rising

participation rates and park land acquisition costs.

An example of a shift in public demand is shown by the increased use of recreational vehicles compared with tents. In 1973, Provincial Park Branch figures for B.C. showed that the use of tents in parks decreased.¹¹ In its early campsite developments, the Branch attempted to preserve the outdoor recreation experience which it felt the camper was seeking, i.e., tenting in an attractive environment.¹² However, the increased dominance of recreational vehicles and trailers containing many of the conveniences of home, indicates that many park-users prefer 'modern' overnight accommodation, although they are still drawn to environmentally attractive park areas.¹³ Such vehicles not only offer opportunities for outdoor recreational experience without sacrificing basic home comforts, but extend the recreational season into weather which would be unfavorable for family tenting. Moreover, recreational vehicles offer increased flexibility and amenities while en route to the recreational area.

Parks Canada has suggested that Canadians in general have no strong desire to seek wilderness enjoyment. They note that only a small proportion of park visitors actually participate in hiking, riding and camping in the isolated area of the parks and conclude that the majority demand and receive most satisfaction from modern accommodation and recreational facilities commonly found in cities.¹⁴

Similar conclusions are made in a study on leisure-time activities, which shows that Canadians, when travelling, prefer motels, summer cottages and hotels, in that order, for overnight accommodation.¹⁵ Rough cabins, although stationary, receive a much lower rating, as do mobile accommodations and trailer parks. The latter two are, however, highly rated by some people. Temporary outdoor accommodations such as tent camping and "roughing it" are slightly disliked by the average Canadian. The increase in popularity of these facilities has occurred within a minority group --but not for the general population. Campgrounds, however, receive a modicum of general approval. But the majority of Canadians prefer comfortable modern overnight facilities.

In assessing park planning priorities, one would assume that greater attention should be directed to the majority of the population since it supplies the largest percentage of the recreation tax dollar. Since modern accommodation in parks is not provided by government recreational agencies in B.C., many people purchase or rent recreational vehicles and trailers so they can enjoy modern amenities when outdoors. However, in a 1974 statement by the Director of the B.C. Provincial Parks Branch, people in recreational vehicles and trailers were not considered to be true park users. The Branch felt that these people were essentially seeking a convenient form of accommodation, and argued that the provision of overnight accommodation in

parks was not the prime responsibility of the Parks Branch.¹⁶

Encouragement of tenting and a low emphasis on providing modern overnight accommodation and urban-type recreation facilities continue, therefore, to determine the development of provincial parks. If the above findings of Parks Canada and the Crow Report regarding accommodation preferences of recreating Canadians are applicable to B.C., then it appears that the demands of the silent majority in B.C. are largely going unheeded.

ALTERNATIVE PLANNING

Given the dual demands on a park for recreation and accommodation, ways of satisfying both should be investigated. Modern rental cabin accommodation in certain areas provided by the B.C. Provincial Parks Branch offers one possible approach. This would provide the public not only with the opportunity to benefit from satisfactory accommodation but would also expand recreation experiences on a year round basis. Most people will never be in a financial position to own a cabin, and in the absence of an alternative, "cottaging" remains an activity of the wealthy.¹⁷

Suggestions for an 'urbanization' of traditional recreation facilities close to metropolitan areas are increasingly appearing in both the European and North American literature. Provision of accommodation in provincial

and perhaps regional parks in some areas of B.C. could well be complemented by more intensive facilities, such as tennis courts or large open areas suitable for various games that are now more commonly found in urban parks. Commenting upon the English scene, Richardson states:

If it is accepted that outdoor recreation is beneficial to the community, it follows that recreational facilities should be provided that will appeal to a majority of the population. And a predominantly urban population will want urban facilities.¹⁸

In the context of the Canadian peri-urban areas, O'Riordan suggests that:

The issue here surely is to provide more varied near-urban recreational facilities--offering different facilities, different experiences and thus encouraging people again to sort themselves out according to their existing and latent recreational preferences.* Such areas can only be of value to the local population if they are designed to provide variety and pleasing recreational use in such a way that high densities do not offend people. It should be noted that the bulk of people using such areas do not mind moderate to high densities or even a certain amount of noise and excitement for they actually enjoy group interaction. The key to these areas is intensive management, sensitive design and a great variety of scenery, setting and facilities.¹⁹

The recreational planner should therefore strive to provide opportunities for the enjoyment of varied recreational experiences. However, given that recreation is a personal affair, the planner can only try to guarantee the opportunity, not the experience.

*Latent demand is defined as a demand for certain kinds of recreational experiences which may not be readily available to the mass of the local population. In other words, people visit areas that are available and that they know about, but this does not necessarily indicate that these revealed recreational choices are indeed preferred recreational choices.

STUDY OBJECTIVES

The basic premise of this study, therefore, is that the outdoor recreation park system close to urban centers in B.C. should serve to accommodate the latent demand of a predominantly urban society by developing new, and modifying existing, parks, thereby adding variety to present outdoor accommodation and facilities.

To substantiate this premise, the study has the following objectives:

- (1) to evaluate the need for more intensive park development in Vancouver's recreational hinterland;
- (2) to examine cabin/lodge park developments in other parts of Canada and the United States;
- (3) to identify the advantages and problems of offering rental cabin/lodge accommodation in parks; and
- (4) to select a site in Vancouver's recreational hinterland that has the potential for cabin park development and which could provide a new kind of recreational experience to the residents of the Lower Mainland on a year-round basis.

Data Sources

Analysis is based on data from current recreation literature; questionnaire returns on cabin/lodge accommodation from out-of-province recreational government agencies;

fieldwork in Saskatchewan and in the Squamish-Lillooet corridor, and personal contact with people working in the recreation field.

Framework

Chapter II examines the policies, philosophies and programs of government agencies responsible for outdoor recreation in British Columbia. Of prime importance to these agencies is the trade-off between the preservation of the natural environment and development for the use and enjoyment of the general public.

Chapter III follows with a review of parks in the Vancouver region, focusing on their distribution, accessibility, and use. Adequacy of the existing park system to satisfy the needs of a predominantly urban society is evaluated in relation to projected population increases for the Lower Mainland and rising participation rates in outdoor recreation. This evaluation indicates the need for more intensive park development near large urban centers.

Chapter IV focuses on intensive park development in Saskatchewan. This Provincial Park Agency offers one working model for cabin accommodation and urban-type facilities in parks.

Chapter V broadens the scope on cabin/lodge accommodations in parks. It contains an analysis of State, Provincial, and National Park Agencies which do and do not

offer cabin/lodge accommodation. This analysis is based on a mail questionnaire survey. The tabulated results provide information on: type of accommodations offered; public user preferences; methods of operation; economic issues; and advantages and problems of providing rental cabin/lodge accommodations in parks. Furthermore, some differences of opinion are noted between agencies offering and not offering cabin/lodge facilities.

Chapter VI outlines in detail the main benefits from offering cabin/lodge accommodation in parks and contains general guideline principles regarding construction and operation of such facilities. Throughout, reference is directed to the provincial park scene in British Columbia.

Fieldwork in the Squamish-Lillooet corridor, supplemented by the above findings, provides the basis for selecting a park environment in this area which is suitable for the development of rental cabin accommodation and intensive to extensive facilities. Chapter VII describes the proposed site, its recreational potential, and that of immediate adjacent areas.

The main points and conclusions are summarized in Chapter VIII.

FOOTNOTES

¹Parks Canada, National and Historic Parks Branch, Outdoor Recreation Research Section, CORD Technical Note No. 22, English Version, *Trends in Participation in Outdoor Recreation Activities* (Ottawa: August 1973), p. 13.

²*Ibid.*, p. 26. The traditional outdoor activities as outlined in the above report are: walking; hiking; swimming; fishing; climbing; picnicking; sightseeing and driving for pleasure.

³Outdoor Recreation Resources Review Commission, *Outdoor Recreation for America* (Washington, D.C.: January 1962), p. 26.

⁴Parks Canada, *Outdoor Recreation Activities*, p. 20.

⁵Ben W. Crow and Associates Ltd., *The Leisure Time Activities of Canadians*, A Report Commissioned by the Planning Division, National and Historic Parks Branch, Department of Indian Affairs and Northern Development (Ottawa: 1968), Vol. II, p. 33.

⁶Information gleaned from the Outdoor Recreation Resources Review Commission Reports, Study Report Number 20, *Participation in Outdoor Recreation: Factors Affecting Demand Among American Adults*; Study Report Number 23, *Projections to the Years 1976 and 2000: Economic Growth, Population, Labor Force and Leisure, and Transportation*; Study Report Number 26, *Prospective Demand for Outdoor Recreation* (Washington, D.C.: 1962).

⁷*Canada Year Book* (Ottawa: 1972), p. 1369.

⁸B.C. Provincial Parks Branch, Department of Recreation and Conservation, *Lower Mainland Park Objectives Study* (Victoria: 1973), p. 5.

⁹*Ibid.*

¹⁰P. J. Brennan (Former Mayor of Squamish) to the District of Squamish Council Members, January 29, 1974, p. 1.

¹¹"Alan Daniels Finds the Outdoors Can Be Indoors," *Vancouver Sun*, April 20, 1974, p. 49.

¹²*Ibid.*

¹³B.C. Provincial Parks Branch, Department of Recreation and Conservation, "Park Attendance Figures for the Years 1968-1975" (mimeo.).

¹⁴A Policy Statement released by J. D. Nicol (Director), on behalf of the National Parks Service of Canada in *National and Provincial Parks Policies of Canada*, Publication No. 53, ed. Norman Pearson, 1970, p. 11.

¹⁵Crow, *The Leisure Time*, Vol. 4, pp. 129-135.

¹⁶"Alan Daniels," *Vancouver Sun*, p. 49.

¹⁷Colin K. Campbell, *An Analysis of Summer Cottaging in the Georgia Lowland of British Columbia*, for The Canada Land Inventory, ARDA (Recreation Sector), Department of Forestry and Rural Development, Ottawa (Vancouver, B.C.: September 1967), p. 11.

¹⁸S. D. Richardson, "The End of Forestry in Great Britain," *Advancement of Science* (December 1970), p. 158.

¹⁹Timothy O'Riordan, "Back Country Recreation and Public Policy," *Proceedings of the Outdoor Recreation Management Conference*, University of British Columbia, Vancouver, B.C., February 23, 1974, p. 12.

CHAPTER II

ADMINISTRATION OF OUTDOOR RECREATION IN BRITISH COLUMBIA

RECREATION AGENCIES

The main agencies currently responsible for providing non-organized outdoor recreational opportunities in the Lower Mainland are the Provincial Parks Branch, the Greater Vancouver Regional Parks District, and the Recreation Division of British Columbia Forest Service. Other agencies play less comprehensive roles. B.C. Hydro and the Department of Highways have assumed only token responsibilities for recreation provision; the role of municipal governments is restricted to the provision and administration of neighborhood or community parks within their administrative boundaries; and the private sector usually provides high-use intensive facilities on relatively small land holdings. There are no National Parks in Vancouver's hinterland.

The combined policies and programs of these main agencies dictate the variety of recreation experiences offered to the residents of British Columbia. This chapter outlines and examines the evolution of the present recreation system and policies, especially in the context of the diverse leisure needs and demands of a predominantly urban society.

*EVOLUTION OF THE PARKS SYSTEM
IN BRITISH COLUMBIA*

The Beginning

Local parks were the first to be legislated in British Columbia. The Act for the Management of Public Parks in 1876 provided for the appointment of trustees to develop and maintain small local parks, and in 1881, an amendment to this Act empowered the Lieutenant-Governor-In-Council to grant and convey small public parks to municipal and urban councils.¹ This amendment gave local governments complete responsibility for management of their parks.

Provincial Parks

The establishment of large nature or wilderness parks was made possible by the 1908 Provincial Park Act, which, stimulated by the conservation movement in the United States, empowered the government of British Columbia to reserve Crown land primarily for park purposes. Prior to this act, park statutes provided only for the management of small local parks.² The first Provincial Park created under this act was Strathcona Park on Vancouver Island, formed in 1911 and covering over 500,000 acres.³ From 1911 to 1930, several others were established, including Mount Robson and Garibaldi. During this period there were no methods of planned acquisition, no formal plans for any park develop-

ment, and no central agency for park administration. Some parks were constituted under Special Acts of the Legislature, others by Orders-in-Council. Some were placed under the Department of Lands, others with Park Boards and some with the Forest Service.⁴

The Depression Years marked the first real development of Provincial Parks. Work programs for the unemployed funnelled labor and funds into park improvements, particularly road construction, and were the first significant step towards making park areas accessible to the general public.⁵ Previously, there had been no development programs aimed at encouraging park visitation, and most Provincial Parks had remained in a natural state. The eruption of World War II and its subsequent demands for manpower and funds drastically reduced park programs. In 1940, Provincial Parks were placed under the administrative control of the Forest Service, which developed a small Parks Section to meet this responsibility.⁶

The Role of the Forest Service

The post-war period witnessed a significant rise in park visitation and also signalled a need to establish a central agency to develop and manage Provincial Parks. In 1948, this task was given to the Parks and Recreation Division of the Forest Service whose immediate function was to consolidate existing reserved areas into an organized

Provincial Parks system.⁷ Recreation was now recognized as a legitimate land use, enhancing the planning and development of park areas.

The first major development was in 1951 when the recreational policies and objectives of the Division were formalized as follows:

- (1) To develop and manage a park system capable of meeting non-urban recreational needs of the people of the Province;
- (2) To protect areas comprising such a system from alienation and from the real or fancied claims of individuals;
- (3) To develop the park areas to enable their best recreational use by the greatest number of people by encouraging all practical constructive activities;
- (4) To control the recreational areas to ensure that use by minorities shall not interfere or prevent the opportunities and use by other individuals;
- (5) To preserve the natural atmosphere of our recreational areas; and
- (6) To perpetuate the recreational opportunities offered in our park areas.⁸

In the same year, the construction of organized campsites was introduced.⁹

Formation of the B.C. Provincial Parks Branch

Increasing public concern with the social and economic significance of provincial recreational resources and their management led to the creation of the Department of Recreation and Conservation in 1957.¹⁰ This Department consolidated the Branches of Fisheries, Fish and Game, and Tourism and Parks (which previously had some jurisdiction over various aspects of outdoor recreation), into a single

administrative unit. The Parks and Recreation Division of the Forest Service was transferred to this new Department which became known as the Provincial Parks Branch. Administrative responsibilities for the 104 existing Provincial Parks were handed over to the Provincial Parks Branch by the Forest Service, which now had no responsibility or jurisdiction for recreation.¹¹

Following this major change, the status of recreation was reviewed and new legislation enacted. In 1965, the British Columbia Legislature passed the Park Act (British Columbia Statutes, 1965, c.31, s.1) which defined the operating framework, powers, and functions of the Provincial Parks Branch, and also passed the Regional Parks Act (British Columbia Statutes, c.43, s.1) which made provisions for the establishment of regional parks.

The Forest Service Reassumes a Recreation Role

Events in the 1960's, however, forced the Forest Service to reassess their recreational responsibilities in forest land management. Public access on forest areas rose sharply due to fewer access restrictions on logging roads, improvement of existing road conditions, construction of additional roads, the use of four-wheel drive vehicles, and the public's increased desire to explore and camp in new areas. The implications of these trends for possible conflicts between traditional forest uses and management on

the one hand and recreation uses on the other soon became apparent, as did the need to enhance public enjoyment of forest lands. The establishment of recreation sites and facilities would not only provide additional recreational opportunities but would also concentrate forest visitors into chosen areas, thereby reducing possible management conflicts and the danger of fire. By amendments to the Forest Act of 1969, the Forest Service recommitted itself to a forest recreation role.¹²

Greater Vancouver Regional Parks District

In the Lower Mainland, it was becoming increasingly apparent that more people were using parks outside their own municipality. At the same time, however, municipalities became more reluctant to spend money on parks for disproportionate use by outsiders, especially when the recreation resources were spread throughout the Lower Mainland without regard for municipal boundaries. The solution to this problem was joint regional action. Therefore, in 1967, the majority of the municipalities in the Lower Mainland united to form the Vancouver-Fraser Regional Parks District--now called the Greater Vancouver Regional Parks District.¹³ Their function was to establish and manage parks which were significant to all Greater Vancouver residents.

Thus, since 1967, there have been three major outdoor recreation agencies operating in the Lower Mainland,

of which only one has been in operation for more than ten years.

PARK ADMINISTRATION AND POLICIES

We can now turn to a more detailed examination of the policies of the three main agencies involved to obtain a clearer picture of the type of recreation experiences and facilities each is attempting to provide. Before this examination, however, the policies of Parks Canada with respect to preservation and development are reviewed because these have influenced policies adopted by the B.C. Provincial Parks Branch.

Parks Canada

The first Dominion (later National) Parks of Canada were reserved for "the benefit, advantage, and enjoyment of the people of Canada."¹⁴ Parks were viewed as being pleasuring grounds for tourists, and served as an attraction to encourage travel. Developments which enhanced recreational pleasures were permitted and encouraged within park boundaries. Wilderness preservation was not a major issue because most of Canada lay in a natural untouched state, and the need for 'museum pieces' was not apparent. It was not until the National Park Act of 1930 that a preservation clause was first introduced as park policy. Legislation adopted in that year still governs present administration

policies. The Act (R.S. c.189, s.4) states:

The National Parks of Canada are hereby dedicated to the people of Canada for their benefit, education and enjoyment . . . and shall be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations.¹⁵

Park administration officials therefore were given guidelines that the basic purpose of National Parks was to preserve for all time nationally significant areas for their geographical, biological or geological features, as a national heritage for the benefit, education, and enjoyment of the people of Canada, present and future. In trying to reconcile the possible conflict between use and unimpairment, the most fundamental and important obligation in the administration of the Act is to preserve from impairment all significant objects and features in the parks. This is the prime reason the parks were established.¹⁶

However, the popular interpretation of the Act has been to permit, and in fact encourage, facility-oriented recreation and to develop some parks along summer resort lines. The townsites in Banff and Jasper National Parks are prime examples. It was felt that since the majority of parks were large, the introduction of outdoor recreation such as golf, tennis, lawn bowling, skiing, and similar participant sports would not seriously detract from the real purpose of park preservation. It was believed that these developments contributed to overall enjoyment and provided an increased variety of activities within a natural setting.

The crucial part of the Act is the arbitrary fine line separating objectives of enjoyment from those of preservation. Trade-offs between these two sets of objectives have produced a conflict as to whether pleasure was to come from natural (and preserved) magnificence, or from cultural facilities in a natural setting, or from both. Policies to satisfy the two sets of objectives have been adopted by Parks Canada. This is apparent in the number of National Parks which offer a wide range of facilities combined with modern overnight accommodation to encourage year-round visitation, thus contributing to greater utilization of the recreation resource base.

Parks Canada attempts to satisfy a wide spectrum of demands by planning based on gravity-use patterns. This concept relates to the decreasing use of amenities with increasing distance from a core of origin. It implies that the more popular, mass participation, high intensity use activities be easily accessible and located where site modification and impact do not adversely affect preservation areas. Areas most distant from the core will, in general, be used the least and these will be maintained in their natural state. Hence, if a park's land base is sufficiently large to permit some development without endangering the prime natural features to be preserved, then such a policy satisfies preservationists and other people who enjoy modern amenities.

Although Parks Canada has been criticized for not strictly adhering to preservation, their development policies have enabled more Canadians to enjoy National Parks than would have been possible had these areas remained in their wilderness state. Only a small percentage of the population are true wilderness seekers, and it must be remembered that all Canadians contribute to Parks Canada operations via their tax dollars. In relationship to B.C., these policies are significant because they influenced the policies adopted by the B.C. Provincial Parks Branch.

B.C. Provincial Parks Branch

Provincial Parks were first reserved for the pleasure and recreation of the public.¹⁷ Preservation was not included as a major role. This early policy paralleled that first introduced by the Dominion Parks of Canada. In 1952, the Provincial Parks were managed according to the objectives of the Parks and Recreation Division of the British Columbia Forest Service. Of the six stated objectives, three encouraged recreational use and only one mentioned preserving the natural environment (p. 17). One objective was to develop park areas to their best recreational use for the greatest number of people by encouraging all practical constructive activities. The emphasis still seemed to be on enjoyment.

The 1963 policy statement mentioned that only the Lieutenant-Governor-in-Council was authorized to constitute

a Provincial Park, and this lawfully only for "the pleasure and recreation of the public."¹⁸ These parks were managed to enhance wildlife, and the air, rocks, soils, and waters which nurtured them. Further:

While it cannot be assumed that recreational considerations will always prevail, parks are constituted for the pleasure and recreation of the public and it is a purpose of the Branch to emphasize these considerations and to oppose every exploitation which tends to depreciate the recreational value of any park in any way. In this connection, Parks Branch personnel, at all levels, have a single objective: the preservation of the unspoiled natural environment of parks for the recreational use of the public forever.¹⁹

Provincial Parks function as intermediates between Local and National Parks because they provide longer overnight recreational experiences than local parks and are more accessible to the majority of British Columbia residents than National Parks. In other words, the Provincial Parks are not meant to exist in isolation, but are an integral link in a comprehensive park system.

The Parks Branch favors activities relating to nature and to an appreciation of man's cultural heritage. It systematically strives to provide areas for, and programs related to the following:

- (1) viewing scenery and natural areas;
- (2) strolling, hiking, horseback riding, and mountaineering;
- (3) swimming and water sports;
- (4) camping, touring, and picnicking;
- (5) boating and canoeing;
- (6) fishing and hunting;
- (7) nature study and interpretation;
- (8) study and interpretation of cultural and historical features;
- (9) skiing and water sports;
- (10) outdoor sports and games.

Although the Parks Branch emphasizes natural features and activities, it stated in 1963 that:

It is, however, a purpose of the Branch to meet demonstrable public park needs which cannot be met by other agencies and provisions must be made, within the Provincial Park System, for some activities normally enjoyed in urban surroundings.²¹

This suggests that the Parks Branch was prepared to expand its facilities and include urban-type park opportunities if no other agency was fulfilling that function. However, in reality, the Branch continues to emphasize non-urban activities and facilities and the preservation of the natural environment. This reflects the claim that much of the value of Provincial Parks stems from their natural contrast with the cultural daily environments of their users. Therefore, these values can be retained only to the extent that the natural conditions of a park are preserved. Working within this guideline, the Branch feels that while improvements necessary for the enjoyment of planned non-urban activities are permissible, the introduction of urban activities waste the comparative advantages of naturalistic parks and constitute uneconomic competition with urban establishments elsewhere.²²

In the 1965 Park Act, provisions were made for both preservation and enjoyment. Subsection 4 of section 6 states that ". . . provincial parks of Class A . . . are dedicated to the preservation of their natural environments for the inspiration, use, and enjoyment of the public."²³ To meet

these terms of reference, the Parks Branch established several categories of parks: wilderness; cultural; multi-use; specialized recreation areas; wayside; marine; and community parks.

In 1974, the Minister of Recreation and Conservation wrote:

In short, the provincial parks are dedicated to the people of British Columbia in perpetuity for their healthful enjoyment and for the cultural, educational, and social benefits that may be derived from them. However, because the needs and desires of people differ, the parks system must present a varied range of quality recreational experiences to the public. 24

In what way, then, can variety be expanded, while ensuring the integrity of Park Branch philosophy? One possibility is the selective introduction of cabins and other urban-type facilities. The opportunity would then exist for visitors to enjoy a new experience within a natural environment. The need for these to be developed by the Provincial Parks Branch becomes more apparent as we examine the policies of the other two major recreational agencies in the Lower Mainland.

Greater Vancouver Regional Parks District

In the same way that Provincial Parks are intermediates between Local and National Parks, Regional Parks are intermediates between Municipal and Provincial Parks. Whereas a Municipal Park serves a single municipality and a Provincial Park serves the interests of the province, a

Regional Park serves the interests of several municipalities. These are developed around regionally significant natural features and cater to such day-use activities as swimming, strolling, picnicking, boating, fishing, sightseeing, and nature study.²⁵ The parks are within one hour's drive of the regional population with no provisions for overnight use.

When formed in 1967, the Greater Vancouver Regional Parks District had as its objective the establishment of 40 parks and trails containing 44,000 acres.²⁶ It was estimated that 44,000 acres of recreational land were required to meet open space needs to the year 2001. These areas were to be representative of the different natural features within the region (which extends north to Squamish, east to Hope, and south to the United States border) and potentially would give Lower Mainland residents the opportunity to visit and enjoy a different park for almost every weekend of the year. In fulfilling this objective, the first five years were to be devoted to land acquisition. Once completed, development and maintenance would then become the main function of the District.

To date, only 3,637 acres on nine different sites have been purchased by the Greater Vancouver Regional Parks District.²⁷ Although the District acknowledged increasing pressure for more development from both the public and elected representatives, priority remained on land acqui-

tion until 1975.²⁸ Budgetary constraints slowed land acquisition and few funds were left for development of acquired areas other than for minor improvements. However, commencing in 1976, capital is to be evenly split between acquisition and development.²⁹

Preservation of the environment is not a basic aim of the 1965 Regional Parks Act. Section 5 states that "all lands acquired by a regional park district shall be deemed to be dedicated for public use and enjoyment as a regional park or regional trail."³⁰ Furthermore, the Regional Park District may "on or in any property acquired or held by the regional park district, construct, maintain, operate, improve, and use buildings and other improvements and provide any accommodation facilities or equipment requisite for the proper use and enjoyment of the regional park."³¹

But lack of funds have so far limited improvements and development. Without an adequate land base and some amenity development, the present Regional Parks are not capable of satisfying the outdoor recreational needs of the people in the Lower Mainland.

Since the Provincial Parks Branch caters to provincial interests, it is apparent that the Branch should accept increased responsibility for providing more space and facilities in the Lower Mainland--or make more funds available to the Greater Vancouver Regional Parks District--because over half of B.C.'s population resides in this region.

*Recreation Division of the British
Columbia Forest Service*

When the Forest Service recommitted itself to a recreation role in 1969, its first objective was to identify areas presently being used by the public.³² Once these areas were identified by the Ranger District, priority shifted to upgrading and maintaining high use areas for public enjoyment. Disturbance of the environment was deliberately kept to a minimum, although preservation was not directly mentioned in Forest Service Recreation Policy. Unless Forest Recreation Sites can be properly maintained, they are not established.

The Forest Service considered that, since recreation was for the public, greater public benefits would be derived if areas already attracting large numbers of visitors received priority. Many of these areas are near highways and main logging roads--thereby providing easy access. Facilities generally include toilets, garbage cans, and gravel pads for tents, vehicles or campfires. Recently, rustic log tables have been introduced to serve two basic functions; people can be directed by table arrangements, and tables also significantly reduce the number of sapling trees cut down for construction of makeshift tables. These sites offer extensive outdoor activities similar to those available in Provincial and Regional Parks.

Since it was impossible to immediately identify and develop all potential recreation sites, the Forest Service established priority ratings. Sites within forest reserves near logging roads, fresh water, and wilderness received first attention. Similar areas within Public Sustained Yield Units were next, followed by sites within unregulated vacant Crown land. A decreasing order of administrative control over the resource base dictates this priority rating.

The basic recreation policies of the Forest Service are:

- (1) To satisfy a public demand and need for outdoor recreation in forest lands;
- (2) To incorporate forest recreation management into multiple use resource planning in proportion to its relative value or importance in any general or specific forest management situation;
- (3) To retain a low key approach to recreation with minimum terrain modification, and with installation of facilities as necessary to deal with sanitation and public safety;
- (4) To enhance the aesthetic setting in areas used by the public, both by on-site improvement, and by modified logging practices in adjacent visibility areas, and along stream and road corridors;
- (5) To perform a complementary role to other resource agencies involved in outdoor recreation management. To this end, Forest Service activity will be directed to manage Crown forest lands tributary to logging access roads and water access from these roads and will, so far as possible, stay away from proximity to main highways, urban areas, provincial parks and private resorts.

33

Intensive development and facilities are not promoted in Forest Service recreation policy. Recreation sites are supplied with minimum rustic facilities and modification of the natural environment is kept to a minimum. The Forest

Service has no intentions of introducing urban-type facilities because this would be encroaching upon the rôle of Provincial and Regional Parks.

AN INTEGRATED PARK SYSTEM

Government involvement in recreation dates back many years. The various public agencies have provided the major segment of today's recreational space and facilities, the rôle of each contributing to an overall system of parks (see Table 1 for the Complete Park System). Each agency, in fulfilling its rôle, tries to complement the duties and responsibilities of others. A variety of parks become established to satisfy some recreational need for both present and future generations. These parks must be diverse in natural features and facilities to meet the diverse needs of a dynamic society. The park system must be flexible enough to accommodate new recreational demands; particularly it must expand to accommodate the burgeoning population and increasing per capita recreation demands. In order for the system to be adequate it must:

- (1) Serve all age groups, from pre-schooler to senior citizen;
- (2) Serve all social levels;
- (3) Provide for the full range of recreation, from active to passive participation;
- (4) Provide variety of landscape from natural to carefully developed land; and
- (5) Provide for visits ranging from brief to ones of several days.

TABLE I THE COMPLETE PARK SYSTEM¹

PARK TYPE AND RESPONSIBILITY	PARK FUNCTION ²	PARK FEATURES
PLAY LOTS (municipal, private, or joint responsibility ³)	<ul style="list-style-type: none"> to provide pre-school children in a garden apartment, housing project, or other higher density residential area with a substitute for the "backyard"; day use. 	<ul style="list-style-type: none"> location: at the focus of a "block" or housing development assuring access without street crossings. size: one or two lots, as needed. development: simple, safe apparatus at child's scale to instill sense of self-discovery; paved areas for wheeled toys.
NEIGHBOURHOOD PARKS (municipal responsibility ³)	<ul style="list-style-type: none"> mainly to provide activity areas for pre-school and elementary school children in the residential "neighbourhood" (3,000-6,000 people) served by an elementary school; day use. may include play lot. 	<ul style="list-style-type: none"> location: at the centre of a "neighbourhood", preferably next to the elementary school grounds, facilitating access on foot avoiding major street crossings. service radius: 1/4 to 1/2 mile, depending upon density. current standard: 1.25 acres per 1,000 population excluding school grounds; 2.5 acres per 1,000 including school grounds. size: 4 acre minimum. development: apparatus and fields for play and active games; may have some seasonal supervision.
COMMUNITY PARKS (municipal responsibility ³)	<ul style="list-style-type: none"> mainly to provide activity areas for high school students and young adults in the "community" (15,000-40,000 people) served by a high school; day use. may include neighbourhood park. 	<ul style="list-style-type: none"> location: at the centre of a "community", preferably next to the high school grounds, facilitating access on foot and by bicycle. service radius: 1/2 to 1 1/2 miles, depending upon density. current standard: 1.25 acres per 1,000 population excluding school grounds; 2.5 acres per 1,000 including school grounds. size: 20 acre minimum. development: heavier apparatus; fields for team sports; specialized facilities for tennis, lacrosse, or swimming; indoor facilities; seasonal or year-round supervision for all age groups.
URBAN PARKS (municipal responsibility ³)	<ul style="list-style-type: none"> to provide areas of special treatment or landscaping as a contrast to assure variety in a highly urbanized area such as a city or town centre, shopping area, office area, or industrial area; for working or shopping adults; day use. 	<ul style="list-style-type: none"> location: at the heart of a commercial core, an area of heavy pedestrian traffic, a parkway or boulevard, a localized focus in an industrial area. size: small enough to fit into the urban texture; numerous enough to fulfill the function. development: a shopping mall with benches and landscaping, a city square, a small landscaped node at a key intersection, a special vantage point, a busy passageway for pedestrians between buildings to interconnect key areas.
TOWN PARKS (municipal level of responsibility ^{3,4})	<ul style="list-style-type: none"> to provide central natural areas and activity areas for residents in a "regional town" (over 50,000 people); for both active and casual use, also providing a focus for major civic facilities and civic pride; day use on an incidental stop or special trip basis. may include community park. 	<ul style="list-style-type: none"> location: one or more within each "regional town", permitting access by transit and car. service radius: 3 to 5 miles. current standard: 4.5 acres per 1,000 population. size: 40 acre minimum. development: natural areas and activity areas, as a single function or in combination; natural areas consisting of natural or developed open lawns, wooded areas, water areas, and vantage points, activity areas consisting of a unique sports area, fairgrounds, or building complex.
REGIONAL PARKS (regional level of responsibility ^{3,5})	<ul style="list-style-type: none"> to provide residents of a natural region with major natural areas and activity areas within a convenient distance for day use on a special trip or incidental stop basis. may include a town park, but only when located within or beside a regional town. 	<ul style="list-style-type: none"> location: primarily to serve regional town population concentrations, with unique natural features as a secondary consideration; access by car or special trip transit. service radius: up to 1 hour driving time. current standard: 13.0 acres per 1,000 population. size: 150 acre minimum; smaller for a unique feature. development: in natural areas, a minimum of development to augment natural topographic features; in activity areas, such development as is necessary to realize the recreational potential.
PROVINCIAL PARKS (provincial responsibility)	<ul style="list-style-type: none"> to provide residents and tourists with wilderness areas of province-wide significance for weekend use and extended stay use, natural areas of province-wide and regional significance for day use, overnight use, and limited extended stay use, and activity areas of province-wide and regional significance for day use and limited overnight use. may include a regional park when located within or near region. 	<ul style="list-style-type: none"> location: dependent upon location of outstanding natural features, but must be related to major population concentrations in the province and to major transportation linkages. service radius: indefinite for wilderness areas, 3 hours for natural areas, 2 hours for activity areas. current standard: 30 acres per 1,000 population for wilderness areas and natural areas, 15 acres per 1,000 for activity areas. development: in wilderness areas, trail access only; in natural areas, trails and related facilities, with incidental recreational development where not in conflict with casual atmosphere; in activity areas, careful intensive or extensive development with provisions for off-season or incidental casual use.
NATIONAL PARKS (national responsibility)	<ul style="list-style-type: none"> to provide people in a visitor or tourist role with wilderness areas for extended stay use, and natural areas of national significance for day use and extended stay use; emphasis on extensive natural areas with incidental recreational features. 	<ul style="list-style-type: none"> location: totally dependent upon location of outstanding localized scenery, unique scenic, geographic, or geological features of national interest, outstanding examples of flora and fauna of national interest, features providing outstanding opportunity for non-urban outdoor recreation amid superb surroundings. development: in wilderness areas, trail access, and in natural areas, trails and related facilities; careful development to assure preservation of geographic, biological, and geological features of national significance for the benefit, education, and enjoyment of present and future residents and visitors, avoiding impairment by private exploitation, over-use, or improper use.

¹Based on an assessment of material in Park and Recreation Administration by C. E. Doell, Recreation Areas by G. E. Butler, Parks for America by the U. S. Department of the Interior, and Project Open Space reports of the Puget Sound Intergovernmental Conference, and discussions with municipal, provincial, and federal parks officials.

²In describing park function: wilderness areas mean large tracts of undeveloped land providing people the opportunity to expand their knowledge and experience of the outdoors in its natural wild state, divorced from civilization; natural areas mean native or developed areas of special scenic quality, of historic or other special interest, or of cultural significance preserved for casual viewing or experiencing, which may include incidental recreational activities such as hiking, camping, picnicking, and swimming, if they do not conflict with the casual qualities of an area; activity areas mean areas with natural features suited to one or several active outdoor sports activities on an intensive or extensive basis, which may include incidental or off-season casual activity.

³Responsibility in Unorganized Areas lies with the Provincial Government.

⁴Responsibility lies with the two or three affected municipalities jointly where an individual municipality is too small to provide such a park on its own, or where a distinct social unit overlaps municipal boundaries.

⁵Responsibility falls to the affected municipalities jointly, to the province, to the municipalities and the province jointly, or to a regional governmental body.

Source: see footnote 35.

Given the above criteria, one must question whether the present outdoor parks in British Columbia fulfill all public needs, and ask if, and what, improvements could be made to the present system. As seen from the various policies, most outdoor recreation is geared toward preserving the environment for public enjoyment. Therefore, developed land is kept to a minimum and activities are nature-oriented. Thus development within parks is restricted because of the preservation policy of the Provincial Parks Branch, because Regional Park Districts do not have funds, and because the Forest Service does not think it is their role.

However, as population and per capita recreational demands rise, intensive development of recreational land near urban areas will become essential. If cabins and some urban-type facilities are provided in some of these parks, they will add variety to the present park system and offer a new experience to the public. Overnight accommodation in the form of cabins will encourage year-round use and visitor stays could vary from a few days to one or two weeks. Cabins will serve families with pre-school children, senior citizens, school outdoor education programs, and group organizations.

At present, parks offering rental cabin accommodation and more urban-type facilities are virtually nonexistent to residents of the Lower Mainland. This is regrettable because the development of such parks would

not only be compatible with stated park objectives, but would enhance their achievement. In addition, the latent demand of society further stresses the need for a commitment to such development.

Having examined the policies of the main recreation agencies in the Lower Mainland, attention now shifts to the nature of the outdoor parks offered by each of them.

FOOTNOTES

¹British Columbia Department of Recreation and Conservation, *Evolution of Provincial Parks in B.C.* (Victoria: 1966), p. 1.

²Ibid.

³P. J. Dooling, *History: Provincial Parks of British Columbia*, Outdoor Recreation Resources Studies, Faculty of Forestry, University of British Columbia (Vancouver: October 1970), p. 1.

⁴British Columbia Department of Recreation and Conservation, Provincial Parks Branch, *Fifty Years of Provincial Parks: A History 1911-1961*, Public Information and Education, Bulletin No. 1 (Victoria: June 1, 1961), p. 1.

⁵Dooling, *History*, p. 2.

⁶Ibid.

⁷Ibid.

⁸B.C. Department of Recreation and Conservation, *Fifty Years*, p. 3.

⁹Ibid.

¹⁰B.C. Department of Recreation and Conservation, *Evolution of Parks*, p. 4.

¹¹Dooling, *History*, p. 3.

¹²Interview with Mr. Harry Marshall, Director of Recreation Division of the British Columbia Forest Service, Victoria, British Columbia, January 30, 1976.

¹³B.C. Lower Mainland Regional Planning Board, *A Report on Lower Mainland Regional Parks* (August 29, 1967), Introduction.

¹⁴Robert D. Turner and William Rees, "A Comparative Study of Parks Policy in Canada and the United States," *Nature Canada*, Vol. 2 (January-March 1973), p. 32.

¹⁵Government of Canada, *National Park Act*, R.S.C. 189, s. 4.

¹⁶Norman Pearson, *National and Provincial Parks Policies of Canada 1970*, University of Guelph, The Centre for Resources Development, Publication No. 53 (December 1971), p. 14.

¹⁷B.C. Department of Recreation and Conservation, *Evolution of Parks*, p. 3.

- ¹⁸British Columbia Department of Recreation and Conservation, Provincial Parks Branch, *Parks Branch Policies 1963* (Victoria: 1963), p. 2.
- ¹⁹*Ibid.*, pp. 2-3.
- ²⁰Minister of the Department of Recreation and Conservation, *Purposes of the Provincial Parks Branch, 1974* (Victoria: February 1974), p. 3.
- ²¹B.C. Department of Recreation and Conservation, *Parks Branch Policies 1963*, p. 12.
- ²²*Ibid.*, p. 19.
- ²³British Columbia Statutes, *Provincial Park Act, 1965*, c. 31, s. 6, s.s. 4.
- ²⁴Minister of Recreation and Conservation, *Purposes of Parks*, p. 2.
- ²⁵The Municipal Planning Service of the Lower Mainland Regional Planning Board, *A Regional Parks Plan for the Lower Mainland* (New Westminster: May 1966), p. 41.
- ²⁶*Ibid.*, p. 64.
- ²⁷Greater Vancouver Regional District, *Regional Parks Review, 1976: History, Status and Current Planning* (Vancouver: June 1976), p. 8.
- ²⁸*Ibid.*, p. 5.
- ²⁹*Ibid.*
- ³⁰B.C. Statutes, *Regional Park Act, 1965*, c. 43, s. 5.
- ³¹*Ibid.*
- ³²Interview with Mr. Harry Marshall, Director of the Recreation Division of the British Columbia Forest Service, Victoria, British Columbia, January 30, 1976.
- ³³*Ibid.*, mimeographed sheet.
- ³⁴Municipal Planning Service, *Regional Parks Plan*, p. 16.
- ³⁵*Ibid.*, p. 17.

CHAPTER III

PARK DISTRIBUTION IN THE LOWER MAINLAND

REGIONAL SETTING

Although the Lower Mainland region technically consists of a conglomeration of municipalities in the Fraser Valley, the regional scope for park distribution will be broader--focusing on a three hour travel time radius from Vancouver.* This travel time radius is significant because the B.C. Provincial Parks Branch notes that this is the furthest distance most recreationalists are willing to travel for day use activities and for many camping excursions.¹ But more importantly, another source indicates that about 90% of all outdoor recreation (from day-use to extended outings) occurs within three hour's travel time of the participant's home.²

Using the three hour travel time criterion, the recreation region of the Lower Mainland varies between 25 and 100 miles from Vancouver, depending on terrain and highway access. It extends west to Sechelt on the Sunshine Coast, north to Pemberton, northeast to Harrison Lake and

*Three Hour Travel Time Radius from Vancouver--areas that may be reached within this time via vehicle and/or short walk.

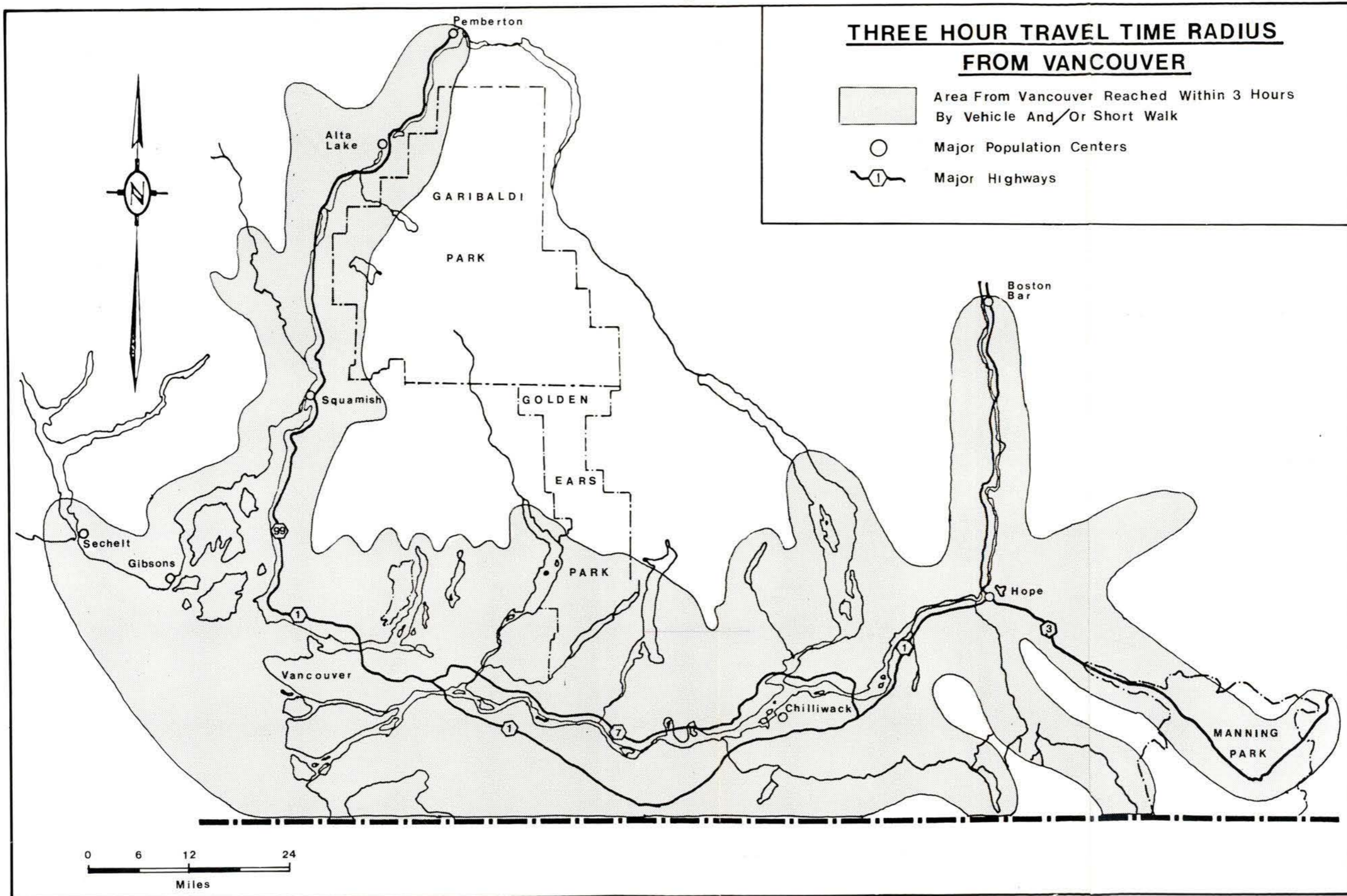
up the Fraser Canyon to Boston Bar on the Trans-Canada Highway, east to Manning Park, and south to the U.S. Border (Map 1).^{*} Within this three hour travel time region, the distribution, size, and overnight facilities of parks administered by the Provincial Parks Branch, the Forest Service, and the Greater Vancouver Regional Parks District are examined to determine whether they adequately serve the needs of Lower Mainland residents.

B.C. PROVINCIAL PARKS BRANCH

At present, there are 32 Provincial Parks and three Recreation Areas in the Lower Mainland (Map 2 and Table 2). These 35 areas contain 922,004 acres of parkland or 9.0% of the total Provincial Park acreage in British Columbia.³ But the Lower Mainland contains over 50% of the Province's population, and per capita park space is therefore much lower than it is for the Province as a whole.

Additionally, much of this park acreage, especially in Garibaldi, Golden Ears, Manning, Skagit River Valley and Mount Judge Howay lies beyond the three hour travel time limit from Vancouver because of poor road and trail access. The 70,041 acres that are accessible within three hour's travel time (Table 2) represent only 7.6% of the total park

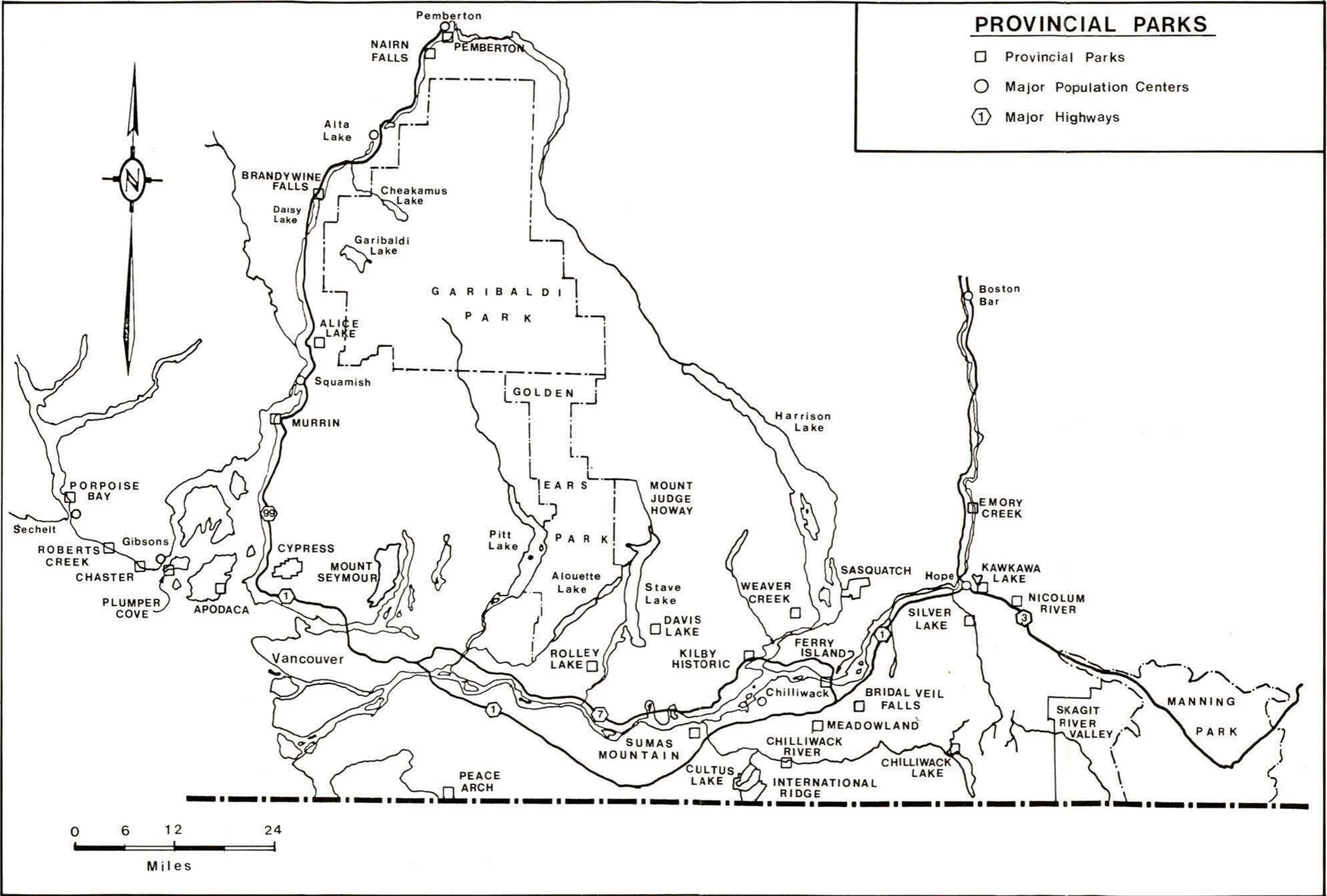
^{*}Although some areas in the U.S. lie within three hours drive of Vancouver, the presence of the international border limits Canadian jurisdiction and, therefore, terminates all recreational endeavors undertaken by B.C. Recreational Agencies.



Source: Paul T.B. Adams et al, The Future of the Skagit Valley, Institute of Resource Ecology, University of B.C., (Vancouver: July 31, 1971) p. 17

PROVINCIAL PARKS

- Provincial Parks
- Major Population Centers
- ① Major Highways



Source: B. C. Provincial Park Branch Maps, 1976

TABLE 2
LOWER MAINLAND PROVINCIAL PARKS, 1975¹

Park	Class ²	Acres	Accessible Acres ³	Campsites ⁴
Alice Lake	A	979	979	95 d
Apodaca	A	20	20	
Brandywine Falls	A	365	365	
Bridal Veil Falls	A	80	80	
Chaster	C	6	6	
Chilliwack Lake	A	400	400	23 d
Chilliwack River	A	65	65	
Cultus Lake	A	1,620	1,620	296 d
Cypress	A	5,200	3,450	
Davis Lake	A	474	474	
Emory Creek	A	37	37	32 t&d
Ferry Island	C	72	72	
Garibaldi	A	483,989	14,750	117 w
Golden Ears	A	137,376	9,200	351 d
International Ridge	RA	5,140	1,000	
Kawkawa Lake	A	16	16	
Kilby Historic	A	29	29	
Manning	A	176,433	19,400	358 t&d
Meadowland	A	13	13	
Mount Judge Howay	RA	15,270	2,000	
Mount Seymour	A	8,669	2,829	
Murrin	A	60	60	
Nairn Falls	A	423	423	88 t&d
Nicolum River	A	60	60	9 t
Peace Arch	A	23	23	
Pemberton	C	75	75	
Plumper Cove	A	83*	83*	16 m
Porpoise Bay	A	150	150	86 d
Roberts Creek	A	100	100	25 t&d
Rolley Lake	A	285	285	65 d
Sasquatch	A	3,015	1,000	100 d
Silver Lake	A	190	190	
Skagit River Valley	RA	80,500	10,000	44 t&d
Sumas Mountain	A	452	452	
Weaver Creek	A	335	335	
TOTAL (35 Park Areas)		922,004	70,041	1,705

TABLE 2 (continued)

¹Source: British Columbia Department of Recreation and Travel Industry Parks Branch, *Data Handbook: Facilities* (Victoria: July 28, 1976), pp. 26-32.

²Class A: Purpose is to preserve their natural environments for the inspiration, use, and enjoyment of the public. No other resource use is permitted.

Class C: These are Community Parks whose purpose is to make lands available to unorganized communities to accommodate local recreation needs which cannot be met on other lands. They serve as local municipal parks, but derive the same protection as Class A Parks.

Recreation Area (RA): Crown land reserved or set aside for public recreational use. Other resource uses may be permitted.

³Sources: Paul T. B. Adams et al., *The Future of the Skagit Valley* (Vancouver: Institute of Ecology, University of British Columbia, July 31, 1971), pp. 173 and 174; B.C. Provincial Park Branch Maps, 1976.

Accessible area is defined as being within the three hour travel time radius from Vancouver by vehicle and/or short walk.

⁴Campsite subscripts indicate dominant type of use:

d = destination

t = transient

m = marine

w = wilderness

*Accessible by boat only.

acreage in the region. But this small acreage, representing less than 1% of the total Provincial Park acreage in B.C., must currently absorb the great bulk of Provincial Park use by the urbanized Lower Mainland population.

Furthermore, Provincial Park Branch attendance figures for 1975 show that the smaller park areas (under 3,000 acres) receive a disproportionately large number of day and overnight visitors per accessible acre as compared to the larger parks, 323 and 38 respectively.⁴ These 26 smaller parks average 247 acres in size, are fully accessible and/or developed. The latter two characteristics make them attractive to park visitors. Thus if park benefits are indeed measured in terms of use, then these smaller, easily accessible and developed parks are of great recreational value to the residents of the Lower Mainland.

Another facet of the smaller parks is that they contain 10 of the 16 campgrounds provided by the Provincial Parks in the Lower Mainland. These 10 campground areas contain 735 campsites, which is over 40% of the total campsite capacity in this region. Including the campsites in Garibaldi, Golden Ears, Manning, Sasquatch and Skagit River Valley, there are 1,705 Provincial Park campsites in the Lower Mainland--representing only 22.4% of the B.C. total.⁵

Since most outdoor recreation takes place within a three hour travel time radius of the participant's home, it is evident that, with over one-half of British Columbia's

population in the Lower Mainland, the demand for camping in Provincial Parks is at a premium--especially during summer months. Yet, rather than build more campsites, which would tend to stimulate the demand for such facilities during peak use summer periods, another solution might be to spread recreation demand over the entire year. One way of doing this would be to introduce cabins in parks. However, unless many were constructed, they could not be expected to adequately satisfy rising overnight park visits.

With the exception of Manning Park, where a small number of cabins and lodge units are currently available, present campsites are generally not conducive to overnight winter recreation. Perhaps if more Provincial Parks in British Columbia offered cabin accommodation, the public would have more opportunities to enjoy winter park vacations, and would no longer be necessarily restricted to holidaying mainly during the summer months.

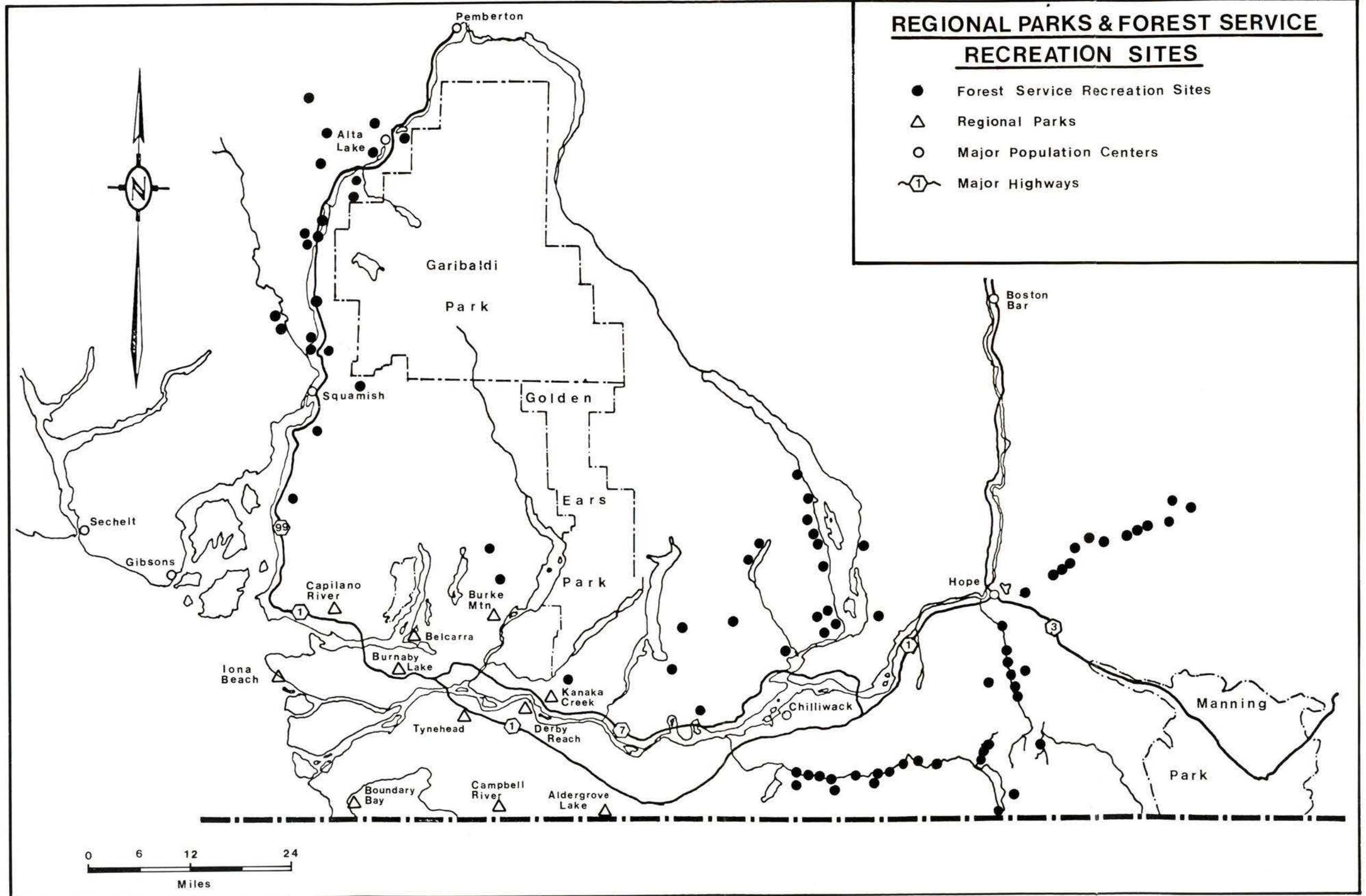
B.C. FOREST SERVICE RECREATION SITES

In 1975, the B.C. Forest Service had a total of 883 Recreation Sites established throughout the province, but only 83 or 9.4% of them were located within a three hour drive of Vancouver.⁶ These Lower Mainland Sites are concentrated in five main areas: from Squamish to Pemberton (21); around Harrison Lake (15); in two valleys near Hope (13 and 9); and between Chilliwack and the United States border (18)

(see Map 3). These five valleys contain nearly all of the Forest Service Recreation Sites in the Lower Mainland, a reflection of their prime recreational opportunities and easy road access. As noted in Chapter II, when the Forest Service reassumed a recreation role in 1969, its first priority was to upgrade sites experiencing high public use, and the first areas to receive high public use were the attractive, accessible sites.

Acreage figures for the 83 sites are not available because they do not have strictly defined boundaries. Generally, the developed portion of the site is only a few acres in size, usually consisting of gravel pads for campsites, garbage drums, a pit toilet, and a few rustic log tables. However, beyond these small, semi-developed areas lie vast acres of forest suitable for recreational pursuits such as hiking, sightseeing, exploring, berry picking, fishing, hunting, cross-country skiing, and snowshoeing. In addition, these areas are used extensively by people with trail bikes, four-wheel drive vehicles, and snowmobiles.

Campsite capacity figures such as those given by the Provincial Parks Branch also are not available from the Forest Service. Unlike the formal campground layout in Provincial Parks, the Forest Service campsites are much more informal; users have greater freedom in selecting a camping spot and are not directed to a particular location. As a result, many camping parties often take the opportunity to



Source: Greater Vancouver Regional Park District Map 1976
B.C. Forest Service Recreation Site Map 1976

camp close together, forming a relatively large group of people in one small area. Such flexibility makes it difficult to accurately assess camping capacity. Despite this uncertainty, the respective Directors of the Forest Service Recreation Section in both Victoria and Vancouver claim that a figure of 10 vehicles per recreation site would be a reliable average capacity estimate. Based on this estimate, the Forest Service Sites in the Lower Mainland contain approximately 830 campsites. In 1975, the Forest Service estimated that these recreation sites were used by about 183,000 people--or 20.5% of the 894,000 total visitors to Forest Service Recreation Sites throughout British Columbia. Their proximity to a large population center accounts for this high use. The most popular sites, where annual visitor usage may average 5,000, are located on lake shores and rivers.⁷

Between 75% and 90% of all visitors are residents of British Columbia, and in many cases, local people are the prime users. The Forest Service does not extensively advertise the locations of its recreation sites, and many urban dwellers (unfamiliar with a particular region) are not aware of these alternative camping and recreational opportunities to Provincial Parks. However, some Ranger Districts have recently compiled small recreation brochures of their area and these are available at the local Ranger District Office. The brochures usually contain a map showing recreation site

location, significant trails, points of interest, a valuable section on travelling safely on forest logging roads, proper campfire procedures, and regulations governing the use of fire. With such information being made available, the use and the demand for these sites will rise. Although they do take some pressure off Provincial Parks, these sites cannot be expected to adequately satisfy outdoor recreation in the Lower Mainland, as they cater mainly to individuals seeking more isolation and less development than exists in Provincial Parks.

GREATER VANCOUVER REGIONAL PARKS DISTRICT

To date there are 11 active Regional Parks in the Lower Mainland (Map 3). Together, they represent only 3,637 acres of land owned by the Regional District (Table 3). However, future land acquisitions will significantly increase the acreage of these parks, with most of the increase occurring in Belcarra, Boundary Bay, and Burke Mountain Parks (Table 3).

The acquisition and development of Regional Parklands has been much slower than anticipated. It was planned that most of the projected 44,000 acres (refer to p. 27) would be purchased within 5 to 10 years, and that subsequently prime concern would shift to development and maintenance. However, the 3,637 acres that have been purchased represent only 8.2% of the final goal. Until 1976, priority

TABLE 3
 LOWER MAINLAND REGIONAL PARKS, 1976¹

Park	Present Acreage ²	Projected Acreage ³
Aldergrove Lake	688	700
Belcarra	332	4,520
Boundary Bay	96	3,000
Burke Mountain	0	7,000
Burnaby Lake	2	702
Campbell River	1,250	1,370
Capilano River	235	400
Derby Reach	268	440
Iona Beach	0	1,100
Kanaka Creek	141	670
Tynehead	625	639
TOTAL (11 Active Regional Parks)	3,637	20,541

¹Source: Greater Vancouver Regional District, *Regional Parks Review: 1976* (Vancouver: June 1976), pp. 7-8.

²These are the number of park acres currently owned by the Greater Vancouver Regional District.

³These are projected park acreage figures once land acquisitions are completed. Of the projected total of 20,541 acres, 15,456 acres are owned by various public agencies and 1,448 acres are privately owned.

remained on land acquisition with little money budgeted for development. For the 1974 operating year, 30 property acquisitions totalling 437 acres at a cost of \$3.3 million were initiated, whereas only \$237,500 was budgeted for development purposes.⁸ In 1976, Regional Park District officials decided to split their budget equally between acquisition and development expenditures.⁹

Without an adequate land base and development program, Regional Parks are not capable of supporting high recreational use. Unless the District can purchase and develop most of its projected 44,000 acres within the next few years, the supply of recreational space and facilities will continue to lag behind the demand. Even if this level of acquisition were achieved, the Regional Parks would not ease the demand for overnight park accommodations because they cater to day-use activities only. The Regional District feels that responsibility for overnight provisions rests with the Provincial Parks Branch.

The implication of the foregoing summary is that the three recreational agencies are failing to provide adequate recreational space and opportunities for the population of the Lower Mainland. And as the population of this region increases, the demand for residential, commercial, industrial, and agricultural land intensifies. Consequently, recreational agencies will experience greater difficulty acquiring additional park land. The land that they do

acquire will be expensive, and this will restrict large scale purchases. To compensate for lack of land, these agencies (and in particular the Provincial Parks Branch-- because over half of the Provincial population resides in the Lower Mainland Region) should intensify development in some parks within a three hour's drive of Vancouver. The rationale of such a policy becomes apparent upon analysis of how outdoor recreation participation will be affected by increases in population and by social and economic factors. The following review provides some insight.

LOWER MAINLAND POPULATION PROJECTIONS

In 1961, the population of British Columbia was 1,629,082. The 1966 and 1971 censuses reported figures of 1,873,674 and 2,184,621, increases of 15% and 16% respectively.¹⁰ Nationally, these were the highest growth rates recorded, making British Columbia the fastest growing Province in Canada. However, more significant is the fact that the bulk of the Provincial population resides in the Lower Mainland, and that this region absorbs most of the Provincial growth. Overall, 55% of British Columbia's population is concentrated in the Lower Mainland which represents slightly over 3% of the Province's land area.¹¹

At present, the population of the Lower Mainland is about 1.3 million.¹² Projections made by the Lower Mainland Regional Planning Board indicate that by 1981 and 2001,

there will be respectively 1.5 and 2.2 million people residing in the Lower Mainland.¹³ Much of this increase will be due to net immigration, which during the 1966-71 period accounted for 76.5% of the population increase in the Lower Mainland.¹⁴ Analysis of all immigrants showed that approximately 75% were under 40 years of age and that 33% of both male and female immigrants were between the ages of 20 and 30.¹⁵ This latter group has high fertility rates and thus will contribute significantly to the region's natural population increase. Furthermore, because most of the immigrants are young, they will actively participate in recreational pursuits. The Outdoor Recreation Resources Review Commission stated that:

Of all the factors, age has the sharpest influence. As might be expected, the older people get, the less they engage in outdoor activity. This decline is especially noticeable in the more active pursuits--cycling, hiking, horseback riding, water skiing, camping. To be sure, even in late middle age, people still engage in such activities as swimming, motorboating, fishing, and nature walks. And there are types of recreation--walking or driving for pleasure, sightseeing, fishing--where participation rates are impressive even for the oldest category of citizens. But the general picture is one of declining activity with advancing years.¹⁶

Nearly a million more people (the majority being under 40 years of age) are therefore expected to inhabit the Lower Mainland in the next 25 years. What implication will this have for outdoor recreation? There will obviously be an increased demand, but will participation in outdoor recreation actually increase at a *higher* rate than population? Projections by the Outdoor Recreation Resources Review

Commission--that a doubling of the United States' population in the period 1960 to 2000 would be accompanied by a tripling of participation in outdoor pursuits¹⁷--now seem to be very conservative.¹⁸ Detailed reviews and discussions of the complex socio-economic factors behind these trends are contained in much of the U.S. recreation literature, and will not be repeated here.¹⁹ They are significant, however, in that it is generally agreed that social trends and changes in the U.S. are usually followed by approximately similar changes in Canada. Whilst Canadians and British Columbians may not wish to mirror conditions and trends to the south, the likelihood of broadly parallel changes must remain a distinct probability.

The above projected demographic changes and social trends will significantly affect the present park system in the Lower Mainland. Needs for expanding recreational facilities and opportunities will intensify as parkland requirements are expected to shift from the current standard of 65 acres per thousand population to future standards of 80 acres per thousand population by 1981, and 94 acres per thousand population by 2001.²⁰ If this shift occurs, the acreage of Regional and Provincial Parks in the Lower Mainland will have to be increased substantially. Greater emphasis must also be placed on park development that increases the efficient use of the recreational land base.

In the past, most outdoor recreation parks in British Columbia have been selected only with respect to natural features and with little regard for population distribution. However, the need to serve major population concentrations is increasingly recognized. In the United States, the National Park Service has suggested that State natural areas be located within 50 miles or 1-1/2 hour's travel time of the people to be served, and that State activity areas be located within 25 miles or one hour travel time.²¹ Since the Crown holds most of the land in British Columbia, it would be possible for government agencies to establish and develop more intensive recreation areas closer to major population centers. Such action would more adequately serve the existing and future population of the Lower Mainland.

In short, this chapter shows that there is a need to expand and intensify park areas around Vancouver. Greatest pressure is currently exerted on Provincial Parks (especially those with campgrounds) as they receive extensive use during summer months. Consequently, Park Branch Planners see the need for acquiring and developing additional parkland. As additional land is acquired for Provincial Parks, it is suggested that areas designated for overnight development include not only traditional campground facilities but also modern cabin accommodations along with some urban type recreational facilities. But unless a large number of cabin

units were built, they could not be expected to satisfy rising demands for overnight park visits. They would, however, provide the opportunities for extending year-round park experiences, thus contributing to more efficient use of the resource base. In addition, people who do not like to camp or do not have camping equipment would have the opportunity of using these facilities.

Since Recreational Agencies in B.C. do not presently advocate cabin accommodation in parks, it is necessary to obtain information from agencies that do, in order to learn more about this alternative form of overnight park accommodation. Cabin accommodation, along with a variety of urban-type facilities, is currently available in some Provincial Parks in Saskatchewan; this system provides one working model.

FOOTNOTES

¹British Columbia Department of Recreation and Conservation, Provincial Parks Branch, *Lower Mainland Recreational Facilities Objectives 1973* (Victoria: 1973), p. 2.

²F. F. Slaney & Company Ltd., Consultive Engineers and Foresters, *Skagit Valley and Ross Lake Reservoir in Canada* (Vancouver: 1970), p. 14.

³British Columbia Department of Recreation and Travel Industry, Parks Branch, *Data Handbook: Facilities* (Victoria: July 28, 1976), p. 33, shows that the Provincial Park acreage total is 10,287,023 acres.

⁴British Columbia Department of Recreation and Travel Industry, Parks Branch, *Data Handbook: Attendance 75* (Victoria: April 15, 1976), pp. 23-28.

⁵B.C. Department of Recreation and Travel Industry, Parks Branch, *Data Handbook: Facilities*, p. 33, shows that there are 7,611 Provincial Park Campsites.

⁶Interview with Mr. Harry Marshall, Director of the Recreation Division of the British Columbia Forest Service, Victoria, British Columbia, January 30, 1976.

⁷*Ibid.*

⁸D. A. S. Lanskaill, Alderman and Chairman of the Greater Vancouver Regional District Park Committee, *Annual Report 1974* (December 19, 1974), p. 2.

⁹Greater Vancouver Regional District, *Regional Parks Review: 1976* (Vancouver: June 1976), p. 3.

¹⁰*Canada Year Book* (Ottawa: 1972), p. 1369.

¹¹B.C. Department of Recreation and Conservation, Provincial Parks Branch, *Lower Mainland Objectives*, p. 5.

¹²*Ibid.*

¹³The Municipal Planning Service of the Lower Mainland Regional Planning Board, *A Regional Parks Plan for the Lower Mainland* (New Westminster: May 1966), p. 28.

¹⁴Greater Vancouver Regional District, *Population Forecast* (January 1973), p. 5.

¹⁵*Ibid.*

¹⁶Outdoor Recreation Resources Review Commission, *Outdoor Recreation for America* (Washington, D.C.: January 1962), p. 27.

¹⁷*Ibid.*, p. 32.

¹⁸Hans H. Landsberg, *Natural Resources for U.S. Growth: A Look Ahead to the Year 2000* (Baltimore: The Johns Hopkins Press, 1964), p. 171. Landsberg estimated a tenfold increase in recreation from 1960 to 2000.

¹⁹Some references dealing with these factors include: Reynold E. Carlson, Theodore R. Deppe, and Janet R. Maclean, *Recreation in American Life* (Belmont, California: Wadsworth Publishing Co. Inc., 1967); Marion Clawson and Jack L. Knetsch, *Economics of Outdoor Recreation* (Washington, D.C.: Resources for the Future, Inc., 1971); Joffre Dumazedier, *Towards a Society of Leisure* (New York: The Free Press, 1967); Marion N. and Carroll R. Hormachea, eds., *Recreation in Modern Society* (Boston: Holbrook Press, Inc., 1972); Clayne R. Jensen, *Outdoor Recreation in America: Trends, Problems and Opportunities* (Minneapolis: Burgess Publishing Co., 1970); Pauline Madow, ed., *Recreation in America*, The Reference Shelf, Volume 37, No. 2 (New York: The H. W. Wilson Co., 1965); Norman P. Miller and Duane M. Robinson, *The Leisure Age: Its Challenge to Recreation* (Belmont, California: Wadsworth Publishing Co. Inc., 1963); Jay B. Nash, *Recreation: Pertinent Reading: Guide Posts to the Future* (Dubuque, Iowa: WM. C. Brown Company, 1965); Martin H. and Ester S. Neumeyer, *Leisure and Recreation: A Study of Leisure and Recreation in their Sociological Aspects*, Third Edition (New York: The Ronald Press Co., 1958); Outdoor Recreation Resources Review Commission, Study Report No. 20, *Participation in Outdoor Recreation: Factors Affecting Demand among American Adults*; Study Report No. 23, *Projections to the Years 1976 and 2000: Economic Growth, Population, Labour Force and Leisure, and Transportation*; Study Report No. 26, *Prospective Demand for Outdoor Recreation* (Washington, D.C., 1962); Riva Poor, ed., *4 Days, 40 Hours: Reporting a Revolution in Work and Leisure* (Cambridge, Massachusetts: Bursk and Poor Publishing, 1970).

²⁰The Municipal Planning Service, *A Regional Parks Plan*, p. 24.

²¹*Ibid.*, p. 21.

CHAPTER IV

PROVINCIAL PARK AGENCY CABIN RENTALS: A WORKING MODEL

Provincial Parks in Saskatchewan offer opportunities for the traditional extensive outdoor recreation activities. In addition, some areas provide a variety of urban-type facilities, including playgrounds, tennis courts, ball fields, golf courses, and open areas suitable for badminton, volleyball, soccer, and frisbee throwing. Moreover, service conveniences are provided for park visitors and generally include a park grocery store, service station, boat rentals, showers, and eating facilities. At some parks, dance halls and licensed lounges provide social evening recreation. Four parks offer rental cabin accommodation which is popular with the general public and promoted by park officials.¹

In spite of these developments, the parks retain nature and wilderness experiences with increasing distance from the developed core centers. According to the Honourable J. Kowalchuk, Saskatchewan Minister of Tourism and Renewable Resources, "people enjoy the wide range of activities and services offered in these parks because they provide recreation for all age groups and services which enhance visitor comfort and enjoyment."²

ORIGIN OF RENTAL CABIN ACCOMMODATION

The Saskatchewan Provincial Parks Branch started to provide rental cabin accommodation approximately 30 years ago through the purchase of privately owned summer resorts located within Park boundaries. These were purchased so that cabins and other facilities could be upgraded as private entrepreneurs either lacked money or incentive to do so.

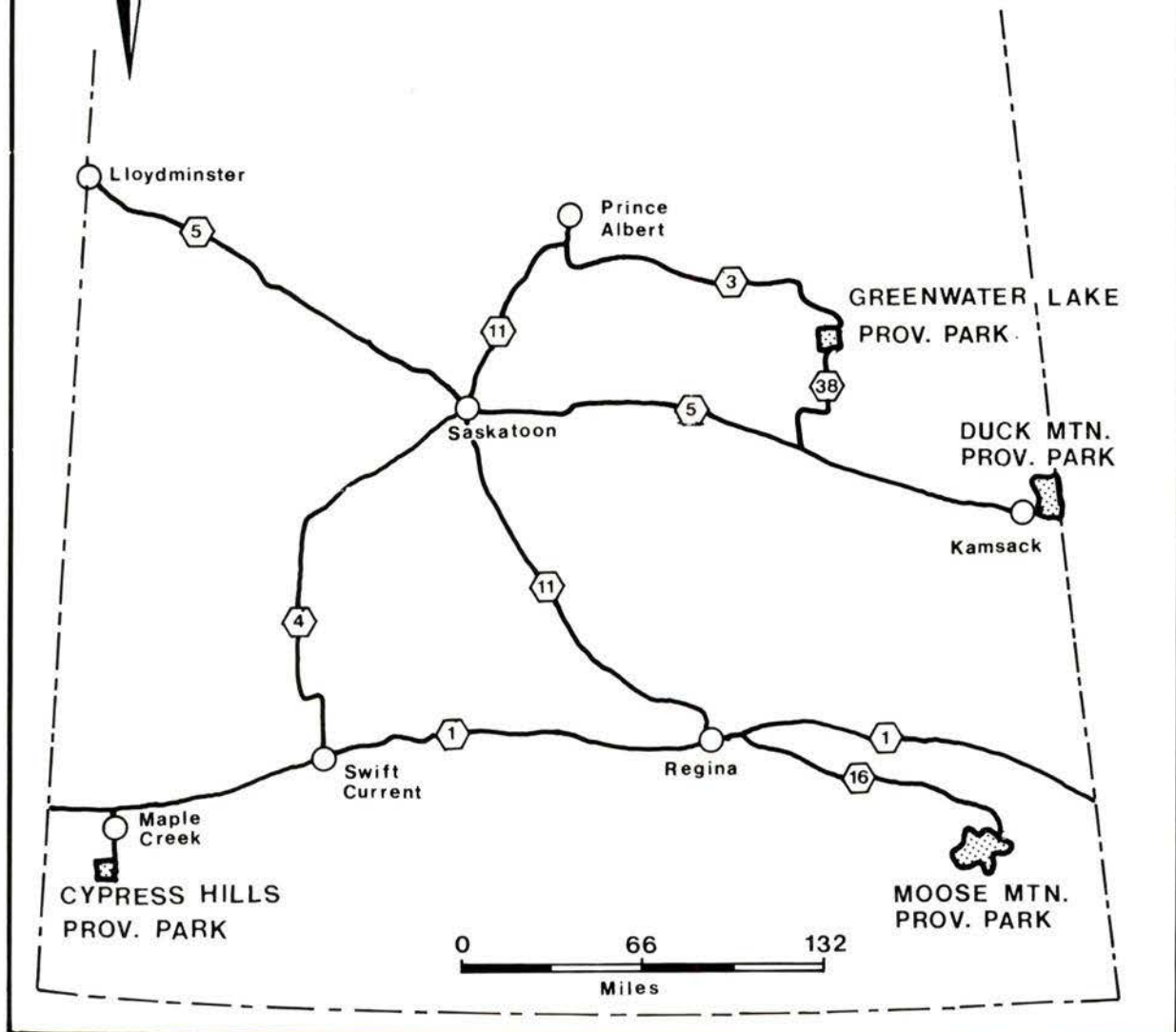
The Branch felt that it was necessary to maintain these facilities because they provided accommodation for many park visitors. The type of campsites and camping equipment typical today were uncommon at that time. The standard form of accommodations were hotel/inn type facilities and it was considered appropriate for the Parks Branch to provide similar accommodations in their parks. Over the years, the Branch has constructed additional cabins.

RENTAL PARK CABIN LOCATIONS

Provincially operated rental cabins are located in four parks: Greenwater Lake; Duck Mountain; Cypress Hills; and Moose Mountain (Map 4). The latter also contains a 14-unit motel and a 9-room chalet. All rental facilities are planned by the Head Office of the Parks Branch in consultation with the Park Superintendent. Cabins are constructed by the Parks Branch in cooperation with the Public Works Department as required by regulations pertaining to all government buildings. Once constructed, the

CABIN PARKS IN SASKATCHEWAN

- Major Population Centers
- ⬡ Major Highways
- ▨ Provincial Parks Offering Cabin Accommodation



Source : Saskatchewan Provincial Park Branch Map, 1976.

management and maintenance of the cabins is the responsibility of the Park Superintendent.

At present, the number of cabins per park ranges between 26 and 34 with at least 40 per park considered the economic optimum. Deluxe modern, modern, and rustic cabins are available, providing the public with a range according to preference.

GENERAL CABIN FACILITIES

All cabins are equipped for light housekeeping and contain either one or two bedrooms. Living room hide-a-beds or fold-down type chesterfields are standard in all cabins. Electric lights, range, refrigerator, bed linens, towels and kitchen utensils are included in all cabins. Clean linens and towels are supplied every two days. Cabins do not contain fireplaces, radios or TV's. For a time, the Branch supplied the two latter, but reversed their decision after discovering that visitors spent a considerable amount of time entertaining themselves with these facilities rather than enjoying the park environment. Furthermore, some were stolen. Public demand for cabins with fireplaces is high, and the Branch is considering adding them when new cabins are built.

Depending on the number of bedrooms, the standard sleeping capacity ranges from two to four people. For each additional person above the stated capacity, a \$2.00 fee is

charged. If required, rollaway cots and cribs are available at a cost of \$2.00 per night.

Rustic Cabins

These are small log constructions dating back 30-40 years (Figure 1). Construction costs in those days amounted to only \$100 per cabin. Some renovations have been undertaken but all cabins lack modern plumbing, and wood burning stoves are the only source of heat. A small electric rangette is supplied for cooking, but water, shower, and washroom facilities are centrally located outside. One and two bedroom rustic cabins rent for \$7.00 and \$10.00 per night for two and four persons respectively (see Table 4, p. 77, for cabin rates).

Modern Cabins

The majority of modern cabins were built during the late 1950's and early 60's. Although the exterior gives the appearance of log construction, they are actually standard frame units (Figure 2). The log cabin look was obtained by nailing specially planed rounded boards to the exterior walls. All have hot and cold running water, showers, and flush toilets and are equipped with thermostatically controlled propane heating units. Rooms are larger than in the rustic cabins, and furnishings, kitchen fixtures and interior decor are also more modern. The higher construction costs of these units are reflected in

RUSTIC CABINS IN GREENWATER LAKE PROVINCIAL
PARK, SASKATCHEWAN: August 1975



Figure 2

MODERN CABINS IN GREENWATER LAKE PROVINCIAL
PARK, SASKATCHEWAN: August 1975



higher rental rates of \$12.00 and \$15.00 per night.

Deluxe Modern Cabins

The deluxe modern panabode cedar cabins were built in 1973 (Figures 3 & 4). Although the cost of the package was \$10,500, labor and material costs boosted the final figure to between \$18,000 and \$20,000. Containing all the features of the modern cabins, these units also feature such trimmings as colonial furniture, floor length drapes, wall-to-wall carpet and wall lamps. One and two bedroom deluxe modern cabins rent for \$17.00 and \$21.00 per night respectively.

PARK CABIN RESERVATION SYSTEM

Cabins are rented on both a reservation and first-come-first-served basis. Reservations are accepted by Park Offices via phone, letter, and personal visits (for letter reservation form see Figure 5). Phone reservations are preferred over letter requests because any uncertainties can be immediately clarified. Summer reservations are accepted from March 15, and Park Superintendents have discovered that the deluxe modern cabins are always the first to be reserved. Within one or two days, they are completely taken up for all of July and most of August. The modern are next most in demand followed by the rustic cabins.

There is no set limit on the length of stay, and reservations can therefore be made for a day or several

DELUXE MODERN ONE BEDROOM CABIN IN GREENWATER LAKE
PROVINCIAL PARK, SASKATCHEWAN: August 1975



Figure 4

DELUXE MODERN TWO BEDROOM CABIN IN GREENWATER LAKE
PROVINCIAL PARK, SASKATCHEWAN: August 1975



FIGURE 5

SASKATCHEWAN PROVINCIAL PARKS ACCOMMODATION REQUEST FORM¹ACCOMMODATION REQUEST

To: Greenwater Lake Provincial Park
 Box 430
 Porcupine Plain, Sask.
 SOE 1HO

FROM _____

ADDRESS _____

ARRIVAL DATE _____ Check in time 4:00 P.M.

DEPARTURE DATE _____ Check out time 12 noon.

TYPE OF ACCOMMODATION

Deluxe cabin - 1 bedroom (2 persons) - \$17.00

Deluxe - 2 bedroom (4 persons) - 21.00

Modern - 1 bedroom (2 persons) - 12.00

Modern - 2 bedroom (4 persons) - 15.00

Non-Modern - 1 bedroom (2 persons) - 7.00

Non-Modern - 2 bedroom (4 persons) - 10.00

A \$2.00 charge will be made for each extra person in excess of the number indicated for each type of unit. Extra persons are those 6 years of age and older.

Deposit Enclosed _____ (one night's rental)

We require _____ roll-away cot

_____ baby crib \$2.00 per night

REMARKS:

¹Source: Accommodation Request Form received from Greenwater Lake Provincial Park, August 25, 1975.

weeks. In general, reservations are for a week or less. Couples over 50 years of age will more often rent for longer periods of time (two weeks or longer) than younger people. The Parks Branch feels that the cabins have to be operated in a business manner and therefore revenue becomes a prime concern; it is immaterial whether 10 or 15 different people rent a cabin for a certain time period or whether that space is occupied by only one or two people. For park administration purposes, the latter is desirable. However, in terms of public benefit, the former is more rewarding to society because the benefits are distributed amongst a greater number of people.

A deposit of one day's rent must accompany all reservations, and is acknowledged by the Park Office (Figure 6). Reservations may be cancelled without penalty if notice is given within 7 days of scheduled arrival (during peak summer months, only 2 days notice is required). Failure to comply results in a lost deposit. The deposit safeguards losing revenue from the no-shows. In such instances, the deposit pays for the unused reserved space which next day is rented on a first-come-first-served basis.

When registering at the park, cabin renters are required to fill out a form indicating their name, address, and vehicle license number (Figure 7). This information enables authorities to quickly locate culprits who vandalize and/or burglarize cabins. Such practices infrequently occur.

FIGURE 6

SASKATCHEWAN PROVINCIAL PARKS RESERVATION DEPOSIT RECEIPT¹

DEPARTMENT OF TOURISM & RENEWABLE RESOURCES
SASKATCHEWAN PROVINCIAL PARKS
RESERVATION DEPOSIT RECEIPT

PARK

DEAR SIR OR MADAM:

This will acknowledge your letter enclosing Deposit as recorded. Accommodation will be available from 4 P.M. on Day of Registration until Noon on Check Out Day.

Type of Accommodation _____
Reservation _____, 19__ _____, 19__ From 4 P.M. To Noon
NAME _____
ADDRESS _____ PLEASE PRINT

PLEASE BRING THIS
RECEIPT WITH YOU

DATE	AMOUNT

FOR MINISTER

ACCOMMODATION RECEIPT NO.

CUSTOMER'S COPY

¹Source: Park Office Staff, Greenwater Lake Provincial Park, Sask., August 25, 1975.

FIGURE 7

SASKATCHEWAN PROVINCIAL PARKS ACCOMMODATION RECEIPT¹

Cabin No.	DEPARTMENT OF TOURISM & RENEWABLE RESOURCES SASKATCHEWAN PROVINCIAL PARKS ACCOMMODATION RECEIPT						
No. of Guests							
_____ PARK							
Guest's Signature _____		Car Licence No. _____					
Address _____		Province or State _____					
Date of Arrival	Date of Departure	Length of Stay	Rate	Amount	PAYMENTS		
					DATE	DETAILS	AMOUNT
Misc. Charges			E & H Tax				
			TOTAL CHARGES			TOTAL PAID	

TYPE OF ACCOMMODATION

RESERVATION RECEIPT NO.	AMOUNT

Customer's Copy _____

FOR MINISTER

¹Source: Park Office Staff, Greenwater Lake Provincial Park, Sask., August 25, 1975.

The Park Offices handling reservations use a very simple but efficient system. On a large wallboard, a matrix is composed for each month displaying days and cabins (for an example, see Figure 8). As reservations are accepted, the person's name and address are entered on the matrix. Brackets around the name correspond to the length of stay--for example, John Doe's reservation is from the first to the sixth of July. When the deposit fee is received, the person's name is then enclosed by a red bracket. In this manner, a quick check on the board indicates reserved and available space and people who have paid their deposit. The park personnel claim that this reservation system works very well, especially if handled by one person.

SEASON AND USE

The park cabins open in mid-May (on the Victoria Day holiday weekend) and close around October 15. The Park Superintendent may vary the closing date depending on weather, which in late autumn has a direct bearing upon use, and other factors. The rental cabin season is therefore approximately 140 days. During the season, each cabin receives about 75 to 80 days use, representing 54% capacity factor. The pattern of use at Greenwater Lake shows that during May cabins are used to 25% capacity, 70% in June, 100% in July, 85% to 90% in August, and 25% or lower in September and October. These figures are representative of cabin use patterns in the other three parks.

FIGURE 8

SASKATCHEWAN PROVINCIAL PARKS RESERVATION BOARD SYSTEM¹

Cabins	July												 31		
	1	2	3	4	5	6	7	8	9	10	11	12	13			
Non-Modern																
1																
2																
3																
4																
5																
6																
7																
8																
9																
10																
11																
Modern																
12																
13																
14																
17																
18																
19																
20																
Deluxe Modern																
Two Bedroom																
21																
22																
Modern																
One Bedroom																
15																
16																
Deluxe Modern																
One Bedroom																
23																

¹Source: Park Office Staff, Greenwater Lake Provincial Park, Sask., August 25, 1975.

To compensate for the low use in spring and fall months, the Branch encourages and often rents cabins to convention groups. Groups in excess of 100 are not uncommon, and each year more groups reserve park facilities. By doing so, the group members are able to combine recreation with business, especially since many bring their families. The Branch also benefits by obtaining additional revenue from cabins which are not used to capacity during this time. In addition, other park services are patronized--especially golf courses and dining establishments. In order to attract convention groups, the Branch considers it essential to provide modern accommodation, a golf course, and dining facilities.

Excluding conventions, most cabins are rented by family groups. The parents are generally between 35 and 50 years old. The Branch suggests there are several reasons why this group, compared to younger age groups, dominate cabin rental. First of all, being older they are probably wealthier and more willing to pay higher overnight rates. Second, caring for children is easier because of modern conveniences. And third, many older people who do not enjoy camping can enjoy the park environment by staying in a cabin.

PROBLEMS WITH PARK CABINS

Virtually no problems are encountered when cabins are rented to family groups. This also basically holds true

for single or married people who rent for several days or longer. However, from experience, park personnel have noted that most noise and damage problems originate when young single people (under 20) rent a cabin for only one night or a weekend. Often, the cabin is rented solely for the purpose of having a large party. Closer checks are now maintained on these types of renters.

Theft and vandalism, in spite of a few incidents, are minor problems in Saskatchewan Park Cabins. Knives most frequently disappear, probably into fishing tackle boxes. To reduce this, the Branch considered supplying plastic cutlery but decided against it because of possible breakage and the small amount of theft.

Overall, Saskatchewan claims that it does not have any real problems in operating rental cabins--but that their main problem is not having enough rental units to satisfy demand.

PARK CABIN BENEFITS

Saskatchewan Provincial Park Branch Officials state that cabins offer comfortable and complete facilities to the public, serve as an alternative to camping, and are competitive to camping in terms of cost. Furthermore, cabin reservations ensure visitors of obtaining serviced accommodation space during peak use summer periods. Park personnel note that many people, after camping for a few days--

especially during periods of cold and/or wet weather, inquire about renting a modern cabin for a night. They seek a change in accommodation so that they can sleep in a clean, dry bed, have a hot shower, and utilize better cooking and food storing facilities.

During the off-season, the cabins provide accommodation for convention groups which in turn contribute to greater utilization of all park services. Furthermore, if winterized, cabins can extend the recreation season, and the demand for winter recreation accommodation is increasing. At Greenwater Lake, a private entrepreneur offering year round cabin accommodation claims that his four cabins and motel units are used to capacity on most winter weekends.³

Saskatchewan Park Personnel indicate that cabins (once erected) have less environmental impact than campsites. Because of their permanency, traffic is channelled to the front entrance of cabins. On the other hand, campers often cut saplings for firewood or alter the campsite for parking purposes.

ECONOMIC CONSIDERATIONS AND CONSTRAINTS

Construction, Maintenance, Revenue

Provincial Park Branch Officials in Saskatchewan feel that construction costs for deluxe modern cabins could be reduced by \$4,000 per cabin if ten or more were built at one location at one time. Further economies could be

obtained if more work could be performed by park crews during the off-season rather than by public works employees.

The highest maintenance costs are incurred when the cabins are opened in the spring and closed in the fall. Before opening, park maintenance crews inspect and repair all facilities. Once completed, very little maintenance is required during the operational summer months. In addition to maintenance, there are operational costs which together annually range between \$550 and \$750 per rustic or modern deluxe cabin. Operational costs include hired staff for repairing facilities and maid service. Depending on the park, between three and six people perform these duties. Most work as maid servants providing general cabin clean-up and fresh linens and towels. To reduce the costs of this service, the Branch is examining the feasibility of contracting laundry services to a commercial firm.

The short summer recreation season in Saskatchewan is an economic drawback to rental cabin operations. The prime recreating period lasts only two months. During this time, the cabins are used to near capacity, providing good revenue return. However, during times when use is far below capacity, little revenue is obtained. In spite of this, the Saskatchewan Provincial Parks Branch indicates that overall, public use and rental rates generate enough revenue to pay for operation, maintenance, and capital costs. But because revenue is restricted by the short season, it takes 20 years

of operation before capital costs are recovered.

Cabin Rental Costs Versus Camping

Saskatchewan Provincial Park Personnel claim that people who annually camp three weeks or less using modern recreational vehicles would save money if they rented a cabin. Since the cabins are supplied with everything except food, the total recreation accommodation expense is limited to paying only the rental rate. The costs of different types of cabins, depending on length of stay, are shown on Table 4.

On the other hand, campers must come fully equipped. Purchase price of camping equipment may range from \$250 to over \$20,000 depending on type.⁴ However, since in terms of amenities, cabins are more comparable with recreational vehicles than tents or tent trailers, they will be compared to the former. The equivalent camping equipment capable of substituting for a rustic cabin could cost about \$4,000, around \$10,000 for a modern cabin, and about \$15,000 for a deluxe modern cabin.

Besides the purchase price, there are other expenses facing owners such as licensing and insurance, service and maintenance, and depreciation costs. Precise calculations of these costs as affected by a number of variables are beyond the scope of this paper. But for comparative purposes, a figure of \$100 will be used for each (this is probably a

TABLE 4

COST OF ACCOMMODATION FOR DIFFERENT LENGTHS OF STAY
IN SASKATCHEWAN PROVINCIAL PARKS¹

Type/Capacity ²	Rate/ Night ³ (in \$)	Cost per Number of Weeks (in \$)				
		1	2	3	4	5
CABINS						
Rustic						
1 bedroom (2 people)	7	49	98	147	196	245
2 bedrooms (4 people)	10	70	140	210	280	350
Modern						
1 bedroom (2 people)	12	84	168	252	336	420
2 bedrooms (4 people)	15	105	210	315	420	525
Deluxe Modern						
1 bedroom (2 people)	17	119	238	357	476	595
2 bedrooms (4 people)	21	147	294	441	588	735
*CHALET ROOMS						
Rooms with 1 double bed						
(1 person)	7	49	98	147	196	245
(2 people)	9	63	126	189	252	315
Rooms with 2 single beds						
(1 person)	9	63	126	189	252	315
(2 people)	13	91	182	273	364	455
*FULLY MODERN MOTEL						
Units with 1 double bed						
(1 person)	9	63	126	189	252	315
(2 people)	11	77	154	231	308	385
Units with 2 double beds						
(1 person)	9	63	126	189	252	315
(2 people)	13	91	182	273	364	455
Light housekeeping with 1 double bed & 1 chesterfield						
(1 person)	13	91	182	273	364	455
(2 people)	15	105	210	315	420	525
CAMPING						
Serviced site	3	21	42	63	84	105
Unserviced	2	14	28	42	56	70
Overflow	1	7	14	21	28	35

¹Source: 1975 Saskatchewan Provincial Parks Branch brochure.

²For each additional person in excess of the number indicated, a \$2.00 fee is charged. Additional persons are those 6 years of age or older.

³All of these rates are subject to a 10 percent increase for the months of July and August.

*Located only in Moose Mountain Provincial Park.

low estimate). In total, then, these three items account for at least \$300 annual expense.

This total is higher when adding the lost interest income that would have been derived if the capital outlay had been placed in a bank savings account. Using an interest figure of 6%, the lost potential annual interest income on \$4,000 is \$240, on \$10,000--\$600, and on \$15,000--\$900. Hence, the overall annual expense of owning sophisticated camping equipment may range upwards of \$500. This figure would not apply to tenting equipment and low priced hardtop trailers, but is valid for more expensive recreation vehicles.

Referring back to Table 4, it is evident that \$500 would pay for several weeks' accommodation in Saskatchewan park cabins. For example, a family of four could rent a deluxe modern cabin for three weeks and still have money left over. It should be noted, however, that as length of stay increases, comparative cost advantages decrease. But for families desiring modern accommodation in a park and who camp for only one, two, or three weeks a year, cabins are indeed competitive in terms of cost to expensive recreational vehicles.

An alternative to owning camping equipment is to rent it. The average weekly rental rate for a basic four person hardtop trailer is \$65.⁵ For one that is supplied with a stove, icebox, mattresses, etc., the price is \$90 per

week. Weekly rental rates range between \$125 and \$200 for pick-up truck campers, camperized vans and self-contained mobile units. Since these are powered vehicles, a mileage rate between 5 and 10 cents per mile is added. Regardless of the type rented, the user pays between \$2.00 and \$4.00 per night camping fee. Considering all these costs, it is evident that park cabin rental rates in Saskatchewan are competitive in terms of cost regardless of whether one rents or purchases modern camping equipment.

However, there are some limitations and drawbacks to renting cabins. For example, not all parks contain cabins, and this restricts park selection. There are far fewer cabins than campsites, and unless a person reserves a cabin early during the peak use summer months, accommodation cannot be assured. Furthermore, camping equipment may be used in areas other than parks and during times when parks are closed. And lastly, recreational vehicles serve as both bus and hotel on long trips.

PRIVATE ENTERPRISE IN PROVINCIAL PARKS

Private entrepreneurs may obtain leases for providing services within Saskatchewan Provincial Parks. When necessary services are required, tenders are advertised, with the successful tender initially given a one year lease. At the end of the year, if park officials are satisfied with their performance, a two year lease is signed--thereafter

followed by four year terms.

When providing rental cabins via a lease system, the Parks Branch feels that it should be responsible for cabin construction and major maintenance work, but that private entrepreneurs be given leases for operation and management. This method assures that cabins are erected in harmony with the overall master park plan. In addition, it eliminates the problem of property sales when private entrepreneurs decide to leave.

When services are provided by the private sector, the entrepreneurs pay the Parks Branch 4% of their overall gross revenue. Such private operations make more clear profit than provincially operated facilities. There are two main reasons for this. First of all, during summer months, the Parks Branch, as part of a government student employment program, will hire more staff for particular duties than will a private operator. In essence, then, a social benefit is being provided to students. And second, many of the private operators remain open year round. Hence they are collecting revenue during periods when Parks Branch facilities have closed.

Regardless of whether park cabins are supplied by the Parks Branch or by private entrepreneurs, the main concern of Saskatchewan Provincial Park Officials is to provide a good service to the public, at a price that the public can afford, but which is sufficient to make the venture economi-

cally viable in the long run.

The foregoing has provided some insight on cabin accommodation offered by one park agency. Although Saskatchewan Park Officials indicate that their present number of cabins is insufficient to fully satisfy camping demand, the cabins are viewed as being very valuable because they provide a viable alternative to camping. In addition, the complementary array of urban-type recreational facilities located within a natural environment enables visitors to enjoy a variety of activities and experiences. Similar developments should be provided in a few Provincial Parks in B.C. so that B.C. provincial residents can enjoy similar variety and experiences. To further study intensive park development, the following chapter examines park cabins in other areas of Canada and the United States.

FOOTNOTES

¹Information for this chapter was obtained from a personal meeting on August 19, 1975, in Regina, Saskatchewan with: The Hon. John Kowalchuk, Saskatchewan Minister of Tourism and Renewable Resources; Joe Josza, Director of Saskatchewan Provincial Parks Branch; Clark Gable, Supervisor of Commercial Enterprises; and Ken Lozinsky, Park Planner. Additional information came from a personal meeting on August 25, 1975, at Greenwater Lake Provincial Park, Saskatchewan, with: Don Horncastle, Park Superintendent; Park Staff; and from a personal examination of cabin facilities at Greenwater Lake Provincial Park.

²Interview with The Hon. John Kowalchuk, Saskatchewan Minister of Tourism and Renewable Resources, Regina, Saskatchewan, August 19, 1975.

³Interview with Glen Broberg, Greenwater Lake Provincial Park, Saskatchewan, August 25, 1975. Mr. Broberg operates accommodation and service facilities under a lease with the Saskatchewan Provincial Parks Branch.

⁴Price Survey of Recreational Vehicle Dealers in Victoria, B.C., April 22, 1976. The dealers indicated that because these vehicles are manufactured for a national market, purchase prices are quite similar across Canada.

⁵Rental Survey of Recreational Vehicle Dealers in Victoria, B.C., April 22, 1976. The dealers indicated that these rates are comparable to those found in other parts of Canada.

CHAPTER V

ANALYSIS OF RENTAL CABIN/LODGE ACCOMMODATION IN CANADIAN AND UNITED STATES PARKS

INTRODUCTION

Previous chapters have examined park policy in British Columbia and park distribution in the Lower Mainland. That examination suggested a need to intensify present park usage and/or acquire more parkland in the Lower Mainland. This conclusion was based on the significant population increase projections for the Lower Mainland combined with rising participation rates and changing trends in outdoor recreation. In an attempt to diversify overnight park accommodation and to encourage off-season use, it was suggested that rental cabin/lodge accommodation could be introduced in some British Columbia Provincial Parks. The Saskatchewan Provincial Parks System was used as a model against which possible alternatives could be judged. However, before such a venture can receive proper attention from the policy makers in the British Columbia Provincial Parks Branch Office, the merits of such an introduction must further be examined. The method employed in this examination is a questionnaire survey.¹

QUESTIONNAIRE SURVEY

In co-operation with the Director of the Long Range Planning Section of the B.C. Provincial Parks Branch, two questionnaires were formulated for distribution to various Park Agencies in Canada and the United States that might offer park rental accommodation. Questionnaire A was designed for completion by Agencies *offering* permanent rental cabin/lodge accommodation, and B for Agencies *not offering* such accommodation. All solicited Agencies received both questionnaires (see Appendix A).

The objectives of Questionnaire A were to establish the number of Park Agencies offering cabin/lodge facilities, and to examine the number of available units, types provided, methods of operation, economic issues, and related benefits and problems. But most important, these findings may serve as guidelines for other Park Agencies contemplating the introduction of cabins/lodges into their parks.

Questionnaire B was mainly opinion oriented, designed to reveal differences in thought and assessment compared with Agencies in group A. It included such questions as: "If introduced, which type, i.e. fully modern, semi-modern, or rustic, would be built?"; "Would the general public favor this move?"; "In your opinion, what benefits and problems would emerge?"; and "Would rental cabins/lodges have to be self-supporting before being provided?" (see Appendix A).

QUESTIONNAIRE RETURNS

Eighty-eight questionnaires were distributed and 58 replies were received, representing a return of 66%--extremely high for a mail-type questionnaire.

Seventy of the 88 questionnaires were sent to the United States. Each of the 50 State Park Agencies received a copy, as did the Bureau of Outdoor Recreation and each of its 7 Regional Offices, and the National Parks Service including its 9 Regional Offices. The National Parks and Conservation Association and the National Recreation and Park Association completed the list of U.S. recipients. Of the 70 questionnaires sent, 43 replies were received, a return of 60%. Thirty-two replies came from various States, whereas the Bureau of Outdoor Recreation and the National Parks Service (including Regional Offices) returned 4 and 7 questionnaires respectively. The two citizen recreation associations failed to respond.

Eighteen questionnaires were distributed within Canada with one going to each of the 9 Provincial Park Branch Offices and the 2 similar jurisdictions in the Territories, 6 to Parks Canada (including Regional Offices), and the last to the National and Provincial Parks Association of Canada. All replied with the exception of 3 Parks Canada Regional Offices. Thus, the response in Canada was 83%.

*PARK AGENCIES OFFERING AND NOT OFFERING
RENTAL CABIN/LODGE ACCOMMODATION*

Of the 88 Agencies contacted for the purpose of this study, 63 actually administer and manage park lands. These Agencies are significant because they decide the type of park facilities and accommodation provided for a large segment of the public. Agencies conforming to a naturalistic park philosophy will likely have less commercial development in their parks than those catering more to social demands and needs.

Of the 45 completed questionnaires from these 63 Agencies (representing a 71.4% return), 33 were from the U.S., including 20 or 60.6% offering rental cabin/loodge accommodation. The remaining 12 from Canada included 5 or 41.7% offering such facilities (Table 5).

*QUESTIONNAIRE A: PARK AGENCIES OFFERING
PERMANENT RENTAL CABIN/LODGE ACCOMMODATION*

I. General Information

*I.1 Relative Abundance of
Parks and Accommodations*

Replies from various Agencies revealed marked differences in the number of parks in each administrative park system (Tables 6 and 7). This ranged from 287 for U.S. National Parks to only 28 for Canadian National Parks. For State and Provincial Parks, only New York, Manitoba and

TABLE 5

RENTAL ACCOMMODATION IN U.S. AND CANADIAN PARKS¹

Offered	Not Offered
<i>UNITED STATES</i>	
<i>States</i>	
Florida	Alaska
Georgia	Connecticut
Hawaii	Idaho
Illinois	Kansas
Indiana	Maine
Louisiana	Nevada
Massachusetts	New Hampshire
Michigan	North Dakota
Nebraska	Oregon
New Jersey	South Dakota
New Mexico	Vermont
New York	Wisconsin
North Carolina	Wyoming
Ohio	
Pennsylvania	
South Carolina	
Texas	
Virginia	
Washington	
<i>Federal</i>	
<u>National Parks Service</u>	
20	13
60.6%	39.4%
<i>CANADA</i>	
<i>Provinces</i>	
Manitoba	Alberta
Ontario	New Brunswick
Quebec	Newfoundland
Saskatchewan	Nova Scotia
<i>Territories</i>	
	Northwest Territories
	Yukon Territory
<i>Federal</i>	
<u>Parks Canada</u>	
5	7
41.7%	58.3%
<i>UNITED STATES & CANADA</i>	
25	20
55.6%	44.4%

¹Only shows Agencies that responded to the 1975 Questionnaire Survey.

TABLE 6

U.S. PARK AGENCIES OFFERING PERMANENT RENTAL
ACCOMMODATION:¹ GENERAL INFORMATION

Park Agency	No. of Parks in System	No. of Parks with Cabins/ Lodges	No. of Cabin/ Lodge Units	No. of Parks with Campgrounds	No. of Campsite Units
STATE PARK AGENCIES					
Florida	83	5	28	35	2759
Georgia	51	21	245	40	4500
Hawaii	48	6	40	16	NI
Illinois	86	5	255	67	14000
Indiana	20	3	50	19	5300
Louisiana	19	5	58	10	800
Massachusetts	70	4	16	4	2500
Michigan	85	2	14	70	14419
Nebraska	95	5	68	90	NI
New Jersey	35	7	81	16	1300
New Mexico	34	2	113	30	1689
New York	139	25	820	61	8564
North Carolina	33	2	12	16	1800
Ohio	63	14	967	46	10000
Pennsylvania	90	11	147	53	7000
South Carolina	45	12	160	28	2312
Texas	88	7	113	49	4500
Virginia	15	9	147	13	1422
Washington	NI	3	NI	NI	NI
Total	1099	148	3334	663	82865
Average	61.0	7.8	185.2	36.8	5179.1
	Each cabin/lodge park averages 23.8 units			Each campground park averages 140.6 sites	
FEDERAL PARK AGENCY					
U.S. National Parks Service	287	36	10000	95	280000
	Each cabin/lodge park averages 277.8 units			Each campground park averages 294.7 sites	
U.S. TOTAL	1386	184	13334	758	110865
U.S. AVERAGE	73.0	9.2	701.8	39.9	6521.5
	Each cabin/lodge park averages 76.3 units			Each campground park averages 163.4 sites	

¹Based on replies received from July to September, 1975.

NI = Not Indicated.

TABLE 7

CANADIAN PARK AGENCIES OFFERING PERMANENT RENTAL
ACCOMMODATION:¹ GENERAL INFORMATION

Park Agency	No. of Parks in System	No. of Parks with Cabins/ Lodges	No. of Cabin/ Lodge Units	No. of Parks with Campgrounds	No. of Campsite Units
PROVINCIAL PARK AGENCIES					
Manitoba	142	3	50	NI	6000
Ontario	121	1	100	97	21500
Quebec	21	16	395	21	1385
Saskatchewan	17	4	120	16	2567
Total	301	24	665	134	31452
Average	75.3	6.0	166.3	44.6	7863
	Each cabin/lodge park averages 27.7 units			Each campground park averages 176.0 sites	
FEDERAL PARK AGENCY					
Parks Canada	28	13	6564	24	17596
	Each cabin/lodge park averages 504.9 units			Each campground park averages 733.2 sites	
CANADIAN TOTAL	329	37	7229	158	49048
CANADIAN AVERAGE	65.8	7.4	1445.8	39.5	9809.6
	Each cabin/lodge park averages 195.4 units			Each campground park averages 248.3 sites	

¹Based on replies received from July to September, 1975.

NI = Not Indicated.

Ontario exceeded 100 in number whereas Louisiana, Virginia, and Saskatchewan all had less than 20. Overall, the combined U.S. and Canadian results show that the average number of parks constituting a park system is 71.5. The Provincial Park system average is slightly above this whereas for State Park Agencies it is below.

Of this number, however, an overall total average of only 8.8 parks (12.3%) per park system contain rental cabin/lodge accommodation, although this varies from over 20 parks with such facilities in New York, Georgia, and the U.S. National Parks Service to less than 8 in 16 other Agencies. Both the Provincial and State Park averages fall below the total average of 8.8 in contrast to the two Federal Park Agencies.

The number of parks per system that contain campgrounds versus cabins/lodges is much higher, averaging 39.8 (55.7%). More significant however is the average number of campsite units per park versus cabin/lodge units per park. For example, each State and Provincial Park offering campgrounds contains an average of 140.6 and 176.0 campsite units respectively, but parks offering cabins/lodges contain an average of only 23.8 and 27.7 units respectively. Such figures indicate that campsite development dominates existing overnight facilities in State and Provincial Parks. However, such domination is less evident in Canadian and U.S. Federal Parks. Collectively, Federal Parks offering

overnight facilities contain an average of 383.2 campsites versus 338.0 cabin/lodge units per park.

In general, Tables 6 and 7 reveal sharp differences between average campsite and cabin/lodge units per park. In addition, sharp differences are also noted between average campsite and cabin/lodge units per park for State and Provincial Park Agencies compared to their Federal counterparts.

I.2 Existing Cabin/Lodge Accommodations

Park Agencies were asked to indicate what percentage of cabin/lodge units provided were fully modern, semi-modern, or rustic. Units were classified as being modern if they contained many of the amenities of a modern home (see Appendix A, Questionnaire A, I.2). The semi-modern contained some modern conveniences, whereas these conveniences were virtually absent in the rustic units.

The combined results from all Agencies revealed that 68.1% of all cabin/lodge units provided are fully modern, 20.6% are semi-modern, and only 11.3% are rustic (Table 8). Provincial Park Agencies provide more semi-modern units than other agencies but the least number of rustic.

I.3 Public Preferences

Park Agencies were also asked to indicate the type of facility, i.e. fully modern, semi-modern, or rustic, that is most popular with the general public (Table 9). Of the Agencies surveyed, 7 (Indiana, New Jersey, New York, The

TABLE 8

TYPE AND NUMBER OF RENTAL UNITS

Park Agency	Fully Modern	Semi-Modern	Rustic
STATE PARK AGENCIES			
Florida	28		
Georgia	245		
Hawaii	32		8
Illinois	255		
Indiana	27	15	8
Louisiana	58		
Massachusetts			16
Michigan			14
Nebraska	68		
New Jersey	54	19	8
New Mexico	68	45	
New York	82	246	492
North Carolina		12	
Ohio	919	48	
Pennsylvania		147	
South Carolina	160		
Texas	113		
Virginia		147	
Column Total	2109	679	546
Column Total as % of Row Total	63.3	20.4	16.3
PROVINCIAL PARK AGENCIES			
Manitoba	15	30	5
Ontario		100	
Quebec	355	20	20
Saskatchewan	47	61	12
Column Total	417	211	37
Column Total as % of Row Total	62.7	31.8	5.5
FEDERAL PARK AGENCIES			
U.S. National Parks Service Washington, D.C. (National total)	7000	2000	1000
*Parks Canada			
TOTAL: STATE, PROVINCIAL & FEDERAL PARK AGENCIES			
Column Total	9526	2890	1583
Column Total as % of Row Total	68.1	20.6	11.3

*Parks Canada indicated that the majority of its 6564 units are fully modern.

TABLE 9
PUBLIC PREFERENCES FOR RENTAL ACCOMMODATION¹

Park Agency	Fully Modern	Semi-Modern	Rustic
STATE PARK AGENCIES			
Florida	1		
Georgia	1		
Illinois	1	3	2
*Indiana	1	2	3
Louisiana	1	2	3
Massachusetts	2	1	3
Michigan	3	2	1
Nebraska	1	2	3
*New Jersey	1	2	3
New Mexico	1	2	3
*New York	1		
North Carolina	3	1	2
Ohio	1	2	3
Pennsylvania	2	1	3
South Carolina	1		
Texas	1		
Virginia		1	
PROVINCIAL PARK AGENCIES			
*Manitoba	2	1	3
Ontario		1	
*Quebec	1	2	3
*Saskatchewan	1	2	3
FEDERAL PARK AGENCIES			
*U.S. National Parks Service			
Washington, D.C.	1	2	3
†Pacific Northwest	1		
†Midwest	1	2	3
Parks Canada	1	2	3

¹Agencies were asked to rate these facilities according to public preference, i.e., 1 = most preferred.

*Offered all three types of accommodation.

†U.S. National Parks Service Regional Offices.

U.S. National Parks Service, Manitoba, Quebec, and Saskatchewan) offer all three types (Tables 8 and 9). Six of these Agencies indicated that the fully modern units are the most popular, while in Manitoba semi-modern units were preferred. Semi-modern units are second in overall popularity.

Many Agencies offer only one type of facility as they consider it the most popular. Michigan, however, whilst offering only rustic units, thought that the public would prefer semi-modern facilities.

It is apparent, therefore, that when presented with all three types of accommodation, the public overwhelmingly prefers fully modern units. New York State reported that their fully modern units are exceptionally popular during winter months.

I.4 Main Users of Cabins/Lodges and Campgrounds

Although many Park Agencies indicated that they did not have precise group user figures for cabins/lodges and campgrounds, their returns (based largely on past experience) suggest that families with young children are the main users of both types of facilities (Table 10).

Adults over 55 years of age, however, show preference for cabin/lodge accommodations compared to camping. They are the third main users of cabins but place fifth (last) in utilizing campgrounds. The reason may be that camping is too strenuous an activity for many older people and permanent

TABLE 10
OVERNIGHT PARK ACCOMMODATION USERS

Park Agency	Cabins/Lodges					Campgrounds				
	a	b	c	d	e	a	b	c	d	e
	(in %)					(in %)				
STATE PARK AGENCIES										
Florida	40	20	15	15	10	40	20	15	15	10
Illinois	20	20	20	20	20	20	20	15	15	30
Louisiana	x	x								
Massachusetts	40	20	35	4	1	30	20	40	5	5
Michigan			x			25	25	25	20	5
New Jersey	5	10	10	50	25	25	30	20	15	10
New Mexico	2	8	10	10	70					
New York	30	40	10	10	10	30	40	10	10	10
North Carolina	25	60	10	3	2	30	30	20	10	10
Ohio	10	40	15	15	20	30	50	5	10	5
Column Total	172	218	125	127	158	230	235	150	100	85
Column Total as % of Row Total	21.5	27.3	15.6	15.8	19.8	28.8	29.3	18.8	12.5	10.6
PROVINCIAL PARK AGENCIES										
Manitoba	x	x	x			x	x	x		
Quebec	15	30	20	20	15	10	25	50	10	5
Saskatchewan	x	x								
STATE & PROVINCIAL PARK AGENCIES										
Column Total	187	248	145	147	173	240	260	200	110	90
Column Total as % of Row Total	20.8	27.6	16.1	16.3	19.2	26.7	28.9	22.2	12.2	10.0

a = adults with families, oldest child under 5.
b = adults with families, youngest child over 5.
c = adults under 35.
d = adults 35-55.
e = adults over 55.
x = main user groups.

accommodation provides them with an alternative and permits them to enjoy the park environment.

Adults under 35 and between 35 and 55 rent permanent facilities the least, but place ahead of adults over 55 in using campgrounds.

I.5 Other Park Facilities and Services

Agencies were asked "What other facilities and services have been provided in parks containing permanent rental accommodation?" to see if such provisions differed from that of Park Agencies not offering rental accommodation. Since cabins/lodges are intensive park developments, it might be expected that other intensive facilities such as tennis courts, golf courses, and skiing areas would more often appear in these parks than in those without permanent rental accommodations.

From a given list (see Appendix A, Questionnaire A, I.5) Agencies were asked to indicate facilities most often provided in parks containing permanent rental accommodations. Their replies are shown in Appendix B. From the replies, the rank order of facilities most often provided was calculated (Table 11).

Results of Table 11 show that campgrounds and picnic areas rank first and second as complementary facilities in parks containing cabin/lodge accommodation, followed by swim areas, hiking trails and boat launch facilities.²

TABLE 11

RANK ORDER OF FACILITIES PROVIDED IN PARKS
CONTAINING PERMANENT RENTAL ACCOMMODATION

Facilities & Services	Rank Order ¹			
	States	Provinces	Federal ²	Total ³
Campground	1	1	2	1
Picnic Area	2	2	4	2
Swim Area Development	3	3	4	3
Hiking Trails	4	5	3	4
Boat Launch Facilities	4	4	4	4
Boat Rentals	6	4	4	5
Restaurant	7	6	1	6
Playgrounds	5	7	5	7
Grocery Store	8	6	4	8
Gift Shop	8	-	4	9
Horse Rental	9	7	4	9
Tennis Courts	9	7	5	10
Ski Hill	10	7	4	11
Golf Course	10	7	5	12

¹Rank orders 1 to 12 were determined by weighting the returns in Table 22 in Appendix B (i.e., 1 = 4, 2 = 3, 3 = 2, and X = 1). Rank order No. 1 is the most frequently provided facility and others of importance are in descending numerical order. More than one facility can receive the same rank order.

²Federal rank order determined from results received from only the head offices of the U.S. National Parks Service and Parks Canada.

³Total: combined results of State, Provincial, and Federal Park Agencies.

The rank order results indicate that three distinct groups of facilities are provided. The first is oriented towards family outdoor recreation activities not requiring specialized skills, and most park development centers around these activities. The second group is service oriented and provides conveniences for all park users. Many of these, such as gift shops, restaurants, and rental services, are operated by private concessionaires catering largely to a tourist market. The third focuses on specialized activities such as golf, tennis, and skiing, which are least often provided because either they are expensive to construct and maintain or the necessary physical conditions are not available. These facilities are also land consuming, and therefore only larger parks are suitable for such development. They cater more to individuals than to family groups and participants require more skills and equipment than for the family oriented activities listed in group one. However, the presence of these specialized facilities does provide park visitors with an opportunity to participate in both intensive and extensive recreation activities. Many services and specialized facilities are often developed and/or managed by large lodge proprietors as part of the lodge complex in U.S. Parks and in Canadian National Parks.

I.6 Public Opinion Regarding Cabins/Lodges

When asked whether the general public favored permanent rental accommodations being offered in parks, 22 out

of 23 Agencies replied affirmatively. Agencies contemplating the introduction of rental facilities can therefore, on this basis, assume that such action would meet with public approval.

II. Operation and Management

II.1 Public or Private Responsibility

Replies revealed that in general, all aspects of cabins/lodges in Federal Parks are basically handled by the private sector (Table 12). However, on the Provincial scene, responsibilities are shared nearly equally with the private sector whereas 72.2% of the State Park Agencies handle all aspects of cabin/lodge accommodations themselves. The majority of State Park Agencies indicated that they prefer to be solely responsible for cabin/lodge facilities, but if this is not possible, their second choice is to plan and build the facilities and then lease to private entrepreneurs.

Table 12 shows that 13 of 26 Agencies construct, manage, operate, and maintain cabin/lodge facilities. Eight Agencies share these responsibilities with the private sector. In most of these 8 cases, the Park Agency constructs and largely maintains the facilities but leases the management and operation of them to private entrepreneurs. The private entrepreneurs are usually responsible for minor maintenance. The 5 Park Agencies leasing all phases of cabin/lodge facilities to the private sector indicated that

TABLE 12

RESPONSIBILITY FOR PROVIDING CABIN/LODGE ACCOMMODATION

Park Agency	Park Agency				Private Entrepreneurs via Leases			
	a	b	c	d	a	b	c	d
STATE PARK AGENCIES								
Florida	x					x	x	x
Georgia	x	x	x	x				
Hawaii	x	x	x	x				
Illinois	x			x		x	x	x
Indiana	x	x	x	x				
Louisiana	x	x	x	x				
Massachusetts	x	x	x	x				
Michigan	x	x	x	x				
Nebraska	x	x	x	x				
New Jersey	x	x	x	x				
New Mexico	x			x		x	x	x
New York	x	x	x	x		x	x	
North Carolina	x	x	x	x				
Ohio	x			x		x	x	x
Pennsylvania	x	x	x	x				
South Carolina	x	x	x	x				
Texas	x	x	x	x				
Virginia	x	x	x	x				
PROVINCIAL PARK AGENCIES								
Manitoba						x	x	x
Ontario						x	x	x
Quebec		x	x	x		x		
Saskatchewan	x	x	x	x				
FEDERAL PARK AGENCIES								
U.S. National Parks Service, Wash. D.C.						x	x	x
*Pacific Northwest	x			x		x	x	x
*Midwest	x					x	x	x
Parks Canada						x	x	x

a = constructed by

b = managed by

c = operated by

d = maintained by

*Replies from U.S. National Parks Service Regional Offices.

although they are not actively engaged in construction, management, operation, and maintenance, they continue to supervise the entire project.

II.2 Rental and Reservation Procedures

Twenty of 26 Park Agencies combine reservations with a first-come-first-served system; the remaining 6 employ only a reservation system (Table 13). No Agency rents these facilities solely on a first-come-first-served basis.

The majority of Park Agencies agree that a combined reservation and first-come-first-served system works best for both the public and cabin/lodge operator. Reservations assure travellers of overnight accommodation and virtually assure the operator of income for rented space. However, where cabins have not been reserved, or where reservations have either been cancelled or not occupied, they may then be rented on a first-come-first-served basis.

Reservations for summer use are usually first accepted during the first few months of the New Year. Weekly reservations are often encouraged by offering weekly rates that are lower than equivalent daily fees. Reservation preferences are given to resident citizens and in some cases to family groups. If vacancies exist after resident applications have been processed, outside applications are then accepted.

A deposit fee (usually one night's rent) must be forwarded to hold the reservation. This is returned if the

TABLE 13

RENTAL METHODS

Park Agency	Cabins/Lodges Are Rented Via			Most Appropriate Method for					
				Public			Park Agency		
	FC	R	B	FC	R	B	FC	R	B
STATE PARK AGENCIES									
Florida			x		x		x		
Georgia			x						x
Hawaii			x						
Illinois			x		x		x		
Indiana			x			x		x	
Louisiana			x			x			x
Massachusetts		x			x			x	
Michigan			x			x			x
Nebraska			x			x			x
New Jersey		x			x			x	
New Mexico			x			x			x
New York			x			x			x
North Carolina			x		x			x	
Ohio		x			x			x	
Pennsylvania			x			x			x
South Carolina			x			x			x
Texas		x			x			x	
Virginia			x			x			x
PROVINCIAL PARK AGENCIES									
Manitoba			x		x			x	
Ontario		x							
Quebec		x			x			x	
Saskatchewan			x			x			x
FEDERAL PARK AGENCIES									
U.S. National Parks Service, Wash., D.C.			x			x			
*Pacific Northwest			x			x			
*Midwest			x			x			x
Parks Canada			x						

FC = First-Come-First-Served basis.

R = Reservation system.

B = Both.

*Replies from U.S. National Parks Service Regional Offices.

reservation is cancelled before a certain time period, which varies from 48 hours to one week prior to arrival, although some cabin/lodge operators may keep a certain percentage for handling charges. If, however, no adequate notice of cancellation is given, the deposit pays for the unused space which would otherwise have been rented to another customer.

II.3 Rental Rates

Rental rates for cabin/lodge accommodation vary considerably depending on the following factors:

- (1) occupancy charge, e.g., whether a flat rate or based on the number of overnight visitors;
- (2) time of occupancy, e.g., whether during the week, on weekends, by the week, or in the off-season;
- (3) type of unit, e.g., rustic, semi-modern, or fully modern;
- (4) number of bedrooms, e.g., whether the units contain 1, 2, or 3 bedrooms;
- (5) available facilities, e.g., whether bed linen, blankets, kitchen and eating utensils are provided; and
- (6) location, e.g., whether cabins/lodges are located on waterfront property.

About half of the Park Agencies offering cabin/lodge accommodations charge a flat rate irrespective of the number of users up to the stated capacity for that particular unit. For most cabin/lodge units, the stated capacity (based on the number of provided beds) is six. Other Park Agencies

charge by the number of overnight guests. Working from the base rate (normally two people) the rate increases by \$1.00 or \$2.00 per person up to the maximum stated capacity. Rates for children under 12 are generally half that of adults. In both rate schedules, if the number of overnight visitors exceeds the stated capacity, a charge generally between \$1.50 and \$3.00 per additional person is levied for bringing in roll-away cots.

The cheapest cabins to rent are the rustic units, ranging from \$6 to \$10 per night with the rate generally on the lower side where linen, blankets, and kitchen utensils are not provided. Under such a policy, the Rental Agency is spared the initial expense of providing or replacing these items and the daily expense of laundering bed linens, blankets, and towels. However, the prime reason that rustic unit rental rates are low is because initial capital investment is kept to a minimum by not installing expensive modern conveniences and facilities.

Rental rates are higher for semi-modern and fully modern cabins, usually ranging from \$8 to \$14 and from \$12 to \$20 per night respectively.³ The rate increase undoubtedly reflects higher construction, maintenance, and operating costs. But in spite of higher rental rates, most Park Agencies claim that fully modern units are the most popular type of accommodation with the public, thereby indicating that many people are willing to pay for modern conveniences.

About half of the semi-modern cabins are supplied with bed linen, blankets, and kitchen utensils, whereas most of the fully modern cabins contain these items.

Overnight rates for lodges are generally similar to those for fully modern cabins. However, rates are higher in lodges offering dining rooms, licensed lounges, convention facilities, and opportunities for urban-type outdoor recreation activities such as golf, tennis, lawn bowling, swimming, and horseback riding. But for simple lodge accommodation (motel-type structure), rates for two people are often lower than for fully modern cabins. Unlike the flat rate charged for cabins up to their standard capacity, lodge unit rates in most cases vary according to the number of overnight visitors. Hence for two people, it is often cheaper to pay \$12 for a lodge unit compared to a flat rate of \$16 for a fully modern cabin capable of accommodating six people.

Weekly and off-season rates are offered by most lodges, the majority of which remain open year round. With regard to cabins, weekly and off-season rates are not as standard, especially if the facilities are operated by the Park Agency. Private operators show more flexibility in offering weekly and off-season rates. When weekly rates are in effect, the visitor generally saves the equivalent of one or two days fee. Off-season rates are generally \$2.00 or \$3.00 less than the standard rate.

In addition to cabins and lodges, a number of Park Agencies (mainly in the U.S.) provide accommodation for large groups. These are called 'Outdoor Centers' or 'Group Camps' and can usually accommodate between 50 and 175 people in large cabins or dormitories. Priority for using these facilities is given to school groups engaging in outdoor education programs, church organizations, and boy scouts and girl guide institutions. The facilities are also open to adult organizations. Since all of these organizations are socially acceptable' and considered to be beneficial to the community, the price per person for overnight lodging is very cheap--averaging about \$1.00. Weekly reservations are encouraged and some centers rent only by the week.

II.4 Economics of Cabin/Lodge Rental Rates

Nearly 75% of the State Park Agencies responding to Questionnaire A claim that their present rental rates are not adequate for economic viability. Nevertheless, most of these Agencies agree that cabins/lodges are provided to the public as a service similar to campgrounds, and therefore are not intended to be economic. A good example is Pennsylvania which charges an average of only \$5 per night or \$32 a week for semi-modern family cabins. Some States, in order to reduce part of the deficit, are increasing their rates.

On the other hand, four States--Florida, Indiana, New Jersey, and South Carolina indicated that their nightly

rental rates (approximately \$18 for fully modern cabins, \$10 for semi-modern cabins, and \$7 for rustic cabins) are adequate to cover all their expenses.

In contrast to the majority of State Park Agencies are the Federal and Provincial Park Agencies. Both Canadian and U.S. Federal Park Authorities claim that rates charged by their lease holding private cabin/lodge operators are economically viable. If they were not, many private operators would be forced out of business and presently this is not the case. Of the four provinces involved, only Quebec (as opposed to Saskatchewan, Ontario, and Manitoba) claims that its rates are not economic.

II.5 Optimum Number of Rental Units

In reply to the question "What is the optimum number of permanent rental accommodation units required at any one location which would make such a venture most economically viable?", the majority of Park Agencies suggested that between 50 to 60 units would be sufficient, whereas a minority group indicated that an average of only 12 units would suffice. The combined results of these two groups suggest that an overall average of 42 units per site would be the approximate optimum number.

II.6 Construction and Maintenance Expense

An average figure of \$16,000 per modern unit combined with an annual average of \$1,000 for operation and mainten-

ance was given by Park Agencies as the maximum new construction and maintenance expenditure per modern unit that would allow for economic operation of cabin/lodge facilities. The Agencies indicated that such capital costs could only be recovered over a long run period--about 20 years. No figures were received pertaining to rustic units or hostel beds.

The State of Indiana forwarded significant results of a three-year study (1972-1974) of three parks comparing costs and revenue between cabins and campgrounds.⁴ The cost of constructing a modern cabin was calculated to be \$21,000, compared to \$3,500 for a campsite. Therefore, six campsites could be built for every cabin. However, occupancy rates during the three-year study period proved to be much higher for cabins (especially during the off-season) than for campsites:

OCCUPANCY RATES (%)--CABINS VERSUS CAMPGROUNDS

<i>Period</i>	<i>Cabins</i>	<i>Campgrounds</i>
Summer: June 1--Sept. 1	79.3%	40.4%
Spring-Fall: April-May; Sept.-Oct.	28.1%	10.7%
Winter: Nov.; Dec.; Jan.; Feb.; March	12.4%	0.5%

This, combined with the higher overnight rental rate of \$12 per cabin versus \$3 per campsite, *produced double the annual revenue from one cabin compared to the six campsites.* Slightly offsetting this was the higher expense of operation and maintenance associated with the cabin.

*II.7 Do Cabins/Lodges Have to
Be Self-Supporting?*

Park Agencies were asked whether cabin/lodge operations have to be self-supporting ventures before being provided in their parks. Forty-one percent of the State Park Agencies indicated that they do; 59% indicated that they do not, but that a policy aimed towards self-support should be implemented. All of the three Provincial Park Agencies that responded to the question (Manitoba, Ontario, and Saskatchewan) claimed that cabins/lodges have to be self-supporting.

*II.8 Do Campgrounds Have to
Be Self-Supporting?*

A much different response was noted when the same Park Agencies were questioned as to whether campgrounds have to be self-supporting before being provided in their park. As could be expected, the overwhelming majority (90%) claimed that campgrounds do not have to be self-supporting, whereas only two State Park Agencies (Indiana and South Carolina representing 10%) indicated that they do. Indiana pointed out that all its park facilities have to be self-supporting because it does not receive any money from general tax revenue for operating parks.

In general, the vast majority of the Park Agencies felt that their campgrounds were providing a worthwhile service and outdoor recreation experiences to urban families

and therefore they were not obligated to operate campgrounds in a strict business manner.

III. Assessment of Permanent Rental Accommodation Provision in Parks

III.1 Reasons for Introduction

Factors that have influenced the introduction of rental accommodations in parks can be of interest to other Park Agencies contemplating similar moves. In Questionnaire A, eight possible reasons for introducing rental cabins/lodges were listed and the Park Agencies were asked to rank them according to their significance. The replies are shown in Table 23, Appendix B, and the rank order results in Table 14.

These tables reveal that in total, the main reason for introducing cabins/lodges in parks revolved around high public demand. This is followed in importance by administration decisions, and the wish to offer an alternative to camping. Slight variations in rank order (Table 14) are observed between State and Total Park Agency columns but vary considerably more between Provincial Park Agencies. For example, the role of administration in deciding that cabins/lodges should be introduced is ranked number two by State Park Agencies but number five by Provincial. It seems apparent that administration decisions did not have the same effect in Canada as they did in the States.

TABLE 14

RANK ORDER OF REASONS FOR INTRODUCING
PERMANENT RENTAL ACCOMMODATION

Reasons	Rank Order ¹			
	States	Provinces	Federal ²	Total ³
High public demand	1	1	1	1
Administration decision	2	5		2
Offers alternative to camping	4	2		3
Offers different recreation experience	3	6		4
Permits longer visits	5	3		5
Enhances visitor comfort	7	4		6
Intensify park development	6	7		7
Less environmental impact than camping	8	-		8

¹Rank orders 1 to 8 were determined by weighting the returns in Table 23 in Appendix B (i.e., 1 = 4, 2 = 3, 3 = 2, and X = 1). Rank order No. 1 is the prime reason cited for introducing cabins/lodges, and others of importance are in descending numerical order. More than one reason can receive the same rank order.

²Federal reply from the U.S. National Parks Service, Washington, D.C. Parks Canada did not reply.

³Total: combined results of State, Provincial, and Federal Park Agencies.

Many State Park Agencies indicated that the administrative decision to introduce permanent rental accommodation in parks dates back to the Depression Years. A work program of constructing cabins/lodges in parks was undertaken through the Conservation Civilian Corps to ease unemployment and at the same time to provide the travelling public with overnight accommodation in scenic parks. This marked the first time that such facilities were built in many State Parks. During this era, the demand for cabins/lodges was high because modern forms of camping equipment were not available.

In addition to the reasons listed in the tables, Indiana stated that they built permanent rental accommodation in parks so that park areas could be used during winter months. The Midwest Regional Office of the U.S. National Parks Service added that their reason for introducing cabins/lodges was to provide accommodations for other than the purist and healthy. The State of Virginia provided cabins/lodges in areas where private enterprise was not meeting the need.

III.2 Benefits in Offering Permanent Rental Accommodations

Park Agencies were asked to rank the possible benefits of providing cabin/lodge accommodation. Table 24 in Appendix B and Table 15 indicate that the prime overall benefit is that cabins and lodges offer an alternative to camping. Hence, people not owning camping equipment or who

TABLE 15

RANK ORDER OF BENEFITS FROM PERMANENT RENTAL ACCOMMODATION

Benefits	Rank Order ¹			
	States	Provinces	Federal ²	Total ³
Offers an alternative to camping	1	2		1
Increases year round park use	2	3		2
Allows non-cottage owners a chance to enjoy comfortable accommodation in a park environment	3	1		3
Conducive to families with young children	4	4		4
Stimulates more winter use of parks	5	-		5
Suitable for senior citizens	6	5		6
Provides a base from which to explore the surrounding area	7	5		7
Suitable for schools engaging in outdoor education programs	8	-		8

¹Rank orders 1 to 8 were determined by weighting the returns in Table 24 in Appendix B (i.e., 1 = 4, 2 = 3, 3 = 2, and X = 1). Rank order No. 1 is the prime benefit derived from cabins and lodges, and others of importance are in descending numerical order. More than one benefit can receive the same rank order.

²No replies received from the head offices of Parks Canada and the U.S. National Parks Service.

³Total: combined results of State and Provincial Park Agencies.

do not like to camp are provided with an option.

The second overall major benefit is that cabin/lodge accommodation increases year round park use. In areas where weather largely confines outdoor recreation to summer months, these comfortable facilities apparently induce people to use parks during the off-season. The U.S. National Parks Service notes that because cabin/lodge facilities are available, people use them not only in peak summer periods but also during early spring, late fall, and throughout winter months. Furthermore, since large sums of money are invested in park lands, more efficient use of this investment occurs if people are able and encouraged to use parks more on a year round basis. Saskatchewan does this by encouraging convention groups to use park facilities and accommodation during early spring and late fall when their cabins are not used to capacity (see Chapter IV).

The third overall ranked benefit is that cabins/lodges allow non-cottage owners a chance to enjoy comfortable accommodation in a park environment. Provincial Park Agencies, however, ranked this as their number one accruing benefit.

The remaining rank order of other less significant benefits are summarized in Table 15.

III.3 Problems in Offering Permanent Rental Accommodation

The same format used in the previous two sections was also used for determining major problems. Park Agency replies are shown in Table 25, Appendix B and the subsequent rank order results in Table 16.

Table 16 reveals that the economics of construction and maintenance are the two major drawbacks of providing permanent rental accommodation. New Jersey indicated that higher maintenance costs were associated with their cabins compared to their campsites but other than that, no serious problems were encountered. Earlier it was noted that Park Agencies estimated that an average of \$16,000 would be required to construct a fully modern cabin, and that about \$1,000 should be budgeted annually for maintenance. For Park Agencies limited to small budgets, the expenditure required for constructing several cabins would perhaps curtail other park operations. However, if this large investment were made, the expenditure should be recovered in the long run. And if it were not, then a worthwhile service would have been provided to the general public.

The third most pressing problem is that permanent rental units do not receive enough use. Indiana noted that the occupancy rates for cabins were lower during the off-season than in summer, but that they were at all times significantly higher than those for campgrounds. Even

TABLE 16

RANK ORDER OF PROBLEMS IN PERMANENT RENTAL ACCOMMODATION

Problems	Rank Order ¹			
	States	Provinces ²	Federal ³	Total ⁴
High construction costs as compared to campgrounds	1		2	1
High maintenance and repair cost	2		3	2
Permanent units do not receive enough use	4	1	1	3
Significant additional management burden	3			4
Too permanent and inflexible when considering park changes	6	2		5
Public opinion against such accommodation in parks	5			6
Abnormal amount of vandalism	7			7
High losses through theft	8			8

¹Rank orders 1 to 8 were determined by weighting the returns in Table 25 in Appendix B (i.e., 1 = 4, 2 = 3, 3 = 2, and X = 1). Rank order No. 1 is the prime problem associated with cabins and lodges, and others of importance are in descending numerical order. More than one problem can receive the same rank order.

²Reply from Manitoba only.

³Federal reply from only the head office of the U.S. National Parks Service, Washington, D.C.

⁴Total: combined results of State, Provincial, and Federal Park Agencies.

though Indiana park cabins are not used to full capacity, the Agency feels that cabins are still a solid investment, and additional units are planned. New Jersey added that their cabins are not open during the winter because past experience showed that people used them mainly on weekends. This resulted in inefficient use of capacity which meant that keeping these facilities open during the winter was economically unfeasible. Ohio stated that their cabins extended use into the off-season, but that they were not used to full capacity during this period only. The conclusion drawn from Park Agency comments suggests that although permanent rental units are not used to capacity during the off-season, they are in great demand and used to near capacity during summer months.

Of considerable interest is the fact that Park Agencies ranked vandalism and theft as the least significant problems associated with cabin/lodge accommodation (Table 16). Reasons why these are not serious problems appear to be that:

- (a) good identification records are kept of people renting the facilities thus discouraging them from stealing and vandalism;
- (b) about half of the Park Agencies require people to bring items which are most often stolen, i.e., bed linen, blankets, towels, and kitchen and eating utensils;

(c) cabins/lodges are most frequently rented by families who are generally less likely to engage in theft and vandalism.

Ontario and Saskatchewan reported that they had no real problems with cabin/lodge facilities. Manitoba also had very few problems, and these focused around cabins/lodges not receiving enough use in the off-season and inflexibility regarding park changes.

*QUESTIONNAIRE B: PARK AGENCIES NOT OFFERING
PERMANENT RENTAL CABIN/LODGE ACCOMMODATION*

*1. Relative Abundance of
Parks and Campgrounds*

General information received from State and Canadian Park Agencies not offering cabins/lodges in their parks revealed that the total average number of parks in each Park Agency system is 50.7 (Table 17). Approximately half contain campgrounds. Each campground park contains an average of 65.6 campsites. Only slight variations in these average figures exist between State and Canadian Park Agencies.

A comparison however of these results to those for Park Agencies offering cabins/lodges, shows that parks in the latter group contain more development. Referring back to Tables 6 and 7 (pp. 88-89), it is evident that States and Provinces in Questionnaire A contain more parks per system, an average of 61 and 75.3 respectively; and that each campground park contains an average number of 140.6 and 176

TABLE 17

STATE AND CANADIAN PARK AGENCIES NOT OFFERING
PERMANENT RENTAL ACCOMMODATION:¹ GENERAL INFORMATION

Park Agency	No. of Parks in System	No. of Parks Containing Campgrounds	Total No. of Campsite Units in System
STATE PARK AGENCIES			
Alaska	63	60	1600
Connecticut	90	16	1500
Idaho	18	13	967
Kansas	18	18	NI
Maine	24	11	1028
Nevada	16	13	229
New Hampshire	33	11	940
North Dakota	21	11	NI
Oregon	237	54	5400
South Dakota	37	32	1000
Vermont	38	34	2200
Wisconsin	NI	NI	NI
Wyoming	9	9	740
Total	604	282	15604
Average	50.3	23.5	1560.4
Each campground park averages 66.4 campsites			
CANADIAN PROVINCIAL & TERRITORIAL PARK AGENCIES			
Alberta	52	46	4677
New Brunswick	65	34	2100
Newfoundland	45	39	1485
Nova Scotia	84	18	1376
Prince Edward Island	81	16	988
Northwest Territory	32	19	230
Yukon Territory	NI	NI	NI
Total	309	172	10856
Average	51.5	28.7	1809.3
Each campground park averages 63.1 campsites			
TOTAL: STATE & CANADIAN PARK AGENCIES			
Total	913	454	26460
Average	50.7	25.2	1653.8
Each campground park averages 65.6 campsites			

¹Based on replies received from July to September of 1975.

NI = Not Indicated.

campsites respectively (over twice the number for State and Provincial Parks in Questionnaire B).

2. *If Introduced, What Type of Cabin/Lodge Would Be Developed*

Park Agencies were asked to identify the type of permanent rental accommodation (i.e., fully modern, semi-modern, or rustic) they would likely introduce if such a venture were undertaken. Identical results were obtained from State and Canadian Park Agencies. Half indicated that they would introduce rustic accommodations whereas the other half chose semi-modern facilities. No Agency, however, indicated any interest in constructing fully modern units. Newfoundland stated that rustic units would probably be the only kind that they could build and rent at a reasonable cost.

In contrast to this is the majority opinion expressed by the seven Park Agencies offering all three types of accommodation to the public (p. 94). Six claim that the public prefers to rent fully modern units.

3. *Public Opinion Regarding Cabins/Lodges*

The majority of State and Canadian Park Agencies not offering permanent rental accommodation indicated that public opinion would be against the introduction of such facilities. Eight of 11 State Park Agencies believed that the public would be opposed to such a move; in Canada, the

figures were 4 of 6. State replies showed that only Connecticut, Idaho, and Vermont thought that public opinion would be in favor. Alberta and Newfoundland indicated the same for Canada. Newfoundland believed that public opinion would be in favor only if rental cabin/lodge facilities were properly located, rented at reasonable rates so that all people could afford them, and operated under a fair reservation system. For State and Canadian Park Agencies as a whole, 12 thought that the public would be opposed whereas 5 thought the public would be in favor.

In contrast to these views, 22 of 23 Park Agencies offering cabins/lodges believe that their residents favor these facilities being offered in parks.

4. Other Park Facilities and Services

The range of facilities and services provided in parks by Agencies not offering permanent rental accommodation (Table 26 in Appendix B and Table 18) are similar to those for Agencies offering such accommodation (refer to pp. 96-98). Paralleling the latter, facilities to promote extensive family outdoor recreation activities such as picnicking, camping, swimming, hiking, and boating account for the vast majority of developments within park boundaries. The service oriented facilities (concessions and boat rentals) followed by the specialized skill activities (golf, skiing, and tennis) are the least provided. The Canadian

TABLE 18

RANK ORDER OF FACILITIES PROVIDED IN PARKS NOT
CONTAINING PERMANENT RENTAL ACCOMMODATION

Facilities & Services	Rank Order ¹		
	States	Canadian ²	Total ³
Picnic Area	1	2	1
Campground	2	1	2
Swim Area Development	3	3	3
Hiking Trails	4	5	4
Boat Launch Facilities	5	4	4
Concessionnaire	6	6	5
Playgrounds	7	6	6
Boat Rentals	8	6	7
Golf Course	9	7	8
Ski Hill	9	7	8
Tennis Courts	-	8	9
Commercial Enterprises	9	9	9

¹Rank orders 1 to 9 were determined by weighting the returns in Table 26 in Appendix B (i.e., 1 = 4, 2 = 3, 3 = 2, and X = 1). Rank order No. 1 is the most frequently provided facility and others of importance are in descending numerical order. More than one facility can receive the same rank order.

²Canadian: composed of Provincial and Territorial Park Agencies.

³Total: combined results of State and Canadian Park Agencies.

Park Agencies placed more stress on providing campgrounds than did their counterparts in the States which directed more attention to day-use picnic areas (Table 18). Higher rankings are also noted for the service facilities and specialized skill sports.

5. Why Cabins/Lodges Are Not Provided

When asked "Why does your Park Agency not provide permanent rental accommodation in parks?", the vast majority of Agencies (16 of 21) replied that they were not appropriate in parks. Not having enough money to construct and maintain them deterred 4 Agencies. Only one indicated that such plans have not even been considered in recent years.

6. Should Cabins/Lodges Be Self-Supporting

The majority (85.7%) of State Park Agencies not offering permanent rental accommodations felt that before such facilities are provided, there should be evidence that cabins/lodges would be self-supporting. Seventy-five percent of the Canadian Agencies agreed. Overall, the combined results from State and Canadian Park Agencies showed that 63.6% favored economic viability. On the contrary, slightly less than half (47.7%) of the Agencies who do provide cabin/lodge facilities in their parks claimed that such facilities should be self-supporting.

7. Should Campgrounds Be Self-Supporting

In contrast to their feelings on rental cabin/lodge accommodation, the majority of State and Canadian Park Agencies not offering these facilities indicated that campgrounds did not have to be self-supporting before being provided; 80% and 100% respectively. In total, 87.5% of Agencies claimed that campgrounds did not have to be self-supporting before being provided, and only 12.5% claimed that they did. There is therefore little difference in the viewpoints of the respondents to Questionnaire A and Questionnaire B regarding the necessity for campground provision.

8. Anticipated Benefits in Offering Permanent Rental Accommodation

State and Canadian Park Agencies not offering cabins and lodges were asked to rank benefits (from a given list) which they felt would be derived if such accommodation were provided in their parks. Results are shown in Table 27 in Appendix B and in Table 19.

Differences of opinion between State and Canadian Park Agencies are evident in Table 19. It appears that they may partly be due to climatic differences which shorten the summer recreation period in Canada. This appears to be the case as Canadian Agencies thought that the prime benefits of offering cabins/lodges would be to increase year round and winter use of parks, followed by their suitability for senior citizens and families with young children. The State

TABLE 19
RANK ORDER OF ANTICIPATED BENEFITS FROM
PERMANENT RENTAL ACCOMMODATION

Anticipated Benefits	Rank Order ¹		
	States	Canadian ²	Total ³
Would increase year round park use	3	1	1
Would stimulate more winter use of parks	3	2	2
Would permit people not owning camping equipment a chance to enjoy an over-night visit in a park	1	5	3
Would offer an alternative to camping	5	2	4
Would be suitable for senior citizens	5	3	5
Would allow non-cottage owners a chance to enjoy comfortable accommodation in a park environment	2	6	6
Would be conducive to families with young children	6	4	7
Would be suitable for schools engaging in outdoor education programs	3	6	7
Would offer a new recreation experience to the public	4	7	8
Would provide a base from which to explore the surrounding area	7	6	9
Would be less destructive to the natural environment because of their permanency as compared to mobile recreational vehicles	8	7	10
Would intensify park development	-	6	10

¹Rank orders 1 to 10 were determined by weighting the returns in Table 27 in Appendix B (i.e., 1 = 4, 2 = 3, 3 = 2, and X = 1). Rank order No. 1 is the prime anticipated benefit from cabins/lodges, and others of importance are in descending numerical order. More than one benefit can receive the same rank order.

²Canadian: composed of Provincial and Territorial Park Agencies.

³Total: combined results of State and Canadian Park Agencies.

Park Agencies however ranked these benefits as numbers 3, 4, 5, and 6. The anticipated benefits that State Park Agencies ranked as numbers 1 and 2 (offering people not owning camping equipment and/or cottages the opportunity to secure overnight accommodations in a park) were ranked numbers 5 and 6 by Canadian Park Agencies.

Overall, the combined total of State and Canadian Park Agencies indicates that increasing year round and winter use of parks would likely be the two main benefits derived if they provided cabin/lodge accommodation. It is interesting to note that Park Agencies offering these facilities also ranked increasing year round park use high on their list (Table 15). Judging from the results of these two groups, it seems apparent that cabin/lodge facilities in parks stimulate more year round use.

9. *Anticipated Problems in Offering
Permanent Rental Accommodation*

Besides ranking anticipated benefits, Park Agencies not offering cabins/lodges were asked to rank foreseeable problems (from a given list) if they were to introduce such facilities. Results are shown in Table 28, Appendix B, and in Table 20.

Table 20 reveals minor differences between State and Canadian thoughts on this matter. Overall, their concerns lie in four main areas: (a) competition with the private sector; (b) the economics of construction and maintenance;

TABLE 20

RANK ORDER OF ANTICIPATED PROBLEMS FROM
PERMANENT RENTAL ACCOMMODATION

Anticipated Problems	Rank Order ¹		
	States	Canadian ²	Total ³
Would be competing with the private sector	1	1	1
High construction costs as compared to campgrounds	2	3	2
High maintenance and repair costs	3	2	3
Would deter from the natural park environment	4	4	4
Too permanent and inflexible when considering park changes	5	4	5
Significant additional management burden	5	5	6
Permanent units would not receive enough use	6	5	7
Abnormal amount of vandalism	6	6	8
High losses through theft	7	7	9

¹Rank orders 1 to 9 were determined by weighting the returns in Table 28 in Appendix B. (i.e., 1 = 4, 2 = 3, 3 = 2, and X = 1). Rank order No. 1 is the prime anticipated problem with cabins/lodges, and others of importance are in descending numerical order. More than one problem can receive the same rank order.

²Canadian: composed of Provincial and Territorial Park Agencies.

³Total: combined results of State and Canadian Park Agencies.

(c) management burden and park environmental considerations; and (d) public use and abuse of the facilities.

Some Park Agencies felt that if rental accommodation were introduced, it should be operated via leases to avoid both conflict with private industry and overburdening park management officials. The same view, however, is not held by the majority of State Park Agencies offering cabins/lodges. As noted earlier (p. 99), most of these Agencies felt that they should control all aspects of rental accommodation.

High construction and maintenance costs are a concern to most Agencies, whether or not they offer rental accommodation. Newfoundland felt that if Agencies wished to build rental cabin/lodge facilities, they should do so only if their budget was sufficient to ensure that there would not be a downgrading of other park programs and operations. Furthermore, Newfoundland added that it would be essential to ensure that rental rates were reasonably priced so as not to eliminate most of the public from renting the facilities, otherwise they would become a service only to higher income groups.

The belief that permanent rental units would not receive enough use was ranked seventh. This was ranked third overall by Agencies offering rental cabins/lodges.

Vandalism and theft were ranked as probably being the least significant of all problems. Similar low rankings

were indicated by Agencies offering rental cabin/lodge accommodation who have first-hand knowledge of vandalism and theft problems. Judging from these results, the two Park Agency groups conclude that vandalism and theft are minor problems (or would be) when providing (or if providing) permanent rental accommodation in parks.

SUMMARY OF QUESTIONNAIRE ANALYSIS

The following summary of the main results of the Questionnaire Survey may have important implications for Agencies contemplating the provision of permanent rental accommodation in their parks.

- (1) Very few parks in most park systems offer cabin/lodge facilities. The ratio is approximately one to five.
- (2) With the exception of Federal Parks, parks that offer cabins/lodges have many fewer units per site compared to parks containing campgrounds. The ratio is approximately one to six.
- (3) The majority of cabin/lodge units provided in parks are fully modern (68.1%).
- (4) When presented with a choice of all three types, the public prefers to rent fully modern units over semi-modern and rustic facilities.
- (5) Family groups are the main users of both cabins/lodges and campgrounds.

- (6) Park facilities are similar in parks that do and do not offer cabin/lodge accommodation. Facilities most often provided encourage family participation in extensive forms of outdoor recreation activities such as camping, picnicking, swimming, hiking, and boating.
- (7) Park Agencies offering cabins/lodges felt that the general public was in favor of cabins/lodges being offered in their parks. However, an opposite opinion was expressed by Park Agencies not offering cabins/lodges.
- (8) About half of all Park Agencies control all aspects of construction, management, operation, and maintenance associated with cabins/lodges. The other half have leasing arrangements for some or all of these responsibilities with the private sector.
- (9) Cabins/lodges are mainly rented via a combination reservation and first-come-first-served system. This system works best for both the Park Agency and the renting public.
- (10) Rental rates generally vary between \$6-\$10 for rustic accommodations, between \$8-\$14 for semi-modern, and between \$12-\$20 for fully modern units.
- (11) Most Park Agencies indicated that these rates were not sufficient to make cabins/lodges economically self-supporting.

- (12) An average of 42 cabin/lodge units per park site is considered to be optimum for economic viability.
- (13) An average of \$16,000 for construction and \$1,000 for annual maintenance for fully modern units was cited as being the maximum expenditure that would allow for a reasonable economic operation.
- (14) About half of the Park Agencies offering cabins/lodges feel they should be self-supporting. The majority of Agencies not offering such facilities agree.
- (15) In contrast, 90% of both Park Agency groups feel that campgrounds do not have to be self-supporting.
- (16) The main reason for introducing cabins/lodges revolved around high public demand.
- (17) Park Agencies not offering cabins/lodges stated that their main reason for not introducing them is that cabins/lodges are not considered to be appropriate in parks.
- (18) The two main benefits derived from offering cabins/lodges are that they offer an alternative to camping and increase year round park use.
- (19) The main problem with cabins/lodges is their high cost of construction and maintenance. Vandalism and theft are minor problems.

FOOTNOTES

¹Sources of information for this chapter came from a mailed questionnaire survey (sent June 1975) regarding cabin/lodge accommodation in parks that was filled in and returned by Provincial, State, and Federal Park Agencies in Canada and the United States. The returns were analyzed in October 1975.

²Note that the same weighting method for determining Rank Order in Table 11 (see bottom of Table 11, p. 97, for explanation) was used to determine Rank Order for questions 1, 2, and 3 in Part III of Questionnaire A, and for questions 4, 8, and 9 in Questionnaire B.

³Rental rates relate to 1975 data. Several Park Agencies indicated that rates would be increased in 1976.

⁴Willard S. Bruggen, Parks Budget Specialist, Division of Indiana State Parks and the Department of Natural Resources, *Three Year Study on Cabins Versus Campgrounds 1972-74* (mimeo.).

CHAPTER VI

MERITS OF CABINS/LODGES AND GUIDELINES FOR THEIR INTRODUCTION INTO PARKS

The preceding questionnaire survey has provided general information on various aspects of rental accommodation offered by a number of Canadian and U.S. Park Agencies. Using these results, the present chapter outlines the main reasons why Park Agencies not offering cabins/lodges should consider introducing this alternative form of overnight park accommodation. In addition, a number of construction and operation guidelines are presented. These factors are emphasized in relationship to the B.C. Provincial Parks Branch system.

MERITS OF CABINS/LODGES IN PARKS

To Increase Year Round Park Use

Cabins/lodges in B.C. Provincial Parks would help increase year-round park use. This was the prime benefit reported by a number of Park Agencies offering such facilities.

In addition, winter use of parks would increase significantly if cabins/lodges were located near skiing facilities. A. Campbell (Manager of Manning Park Lodge)

claims that their cabins and lodge units are used to capacity during winter months when ski facilities are operating.¹ Therefore, if similar facilities were located in other provincial parks, winter visitors would have greater opportunity to partake in downhill skiing, cross-country skiing, snowshoeing, skating, tobogganing, and perhaps motor tobogganing (if some areas were designated for this purpose), or visitors could simply choose to enjoy the park in its winter appearance.

Campbell also stated that during inclement summer periods, a number of campers from outlying areas choose to rent a cabin or lodge unit rather than leave the park. Because of such tendencies, cabins/lodges often receive more use during poor weather periods than during good ones.

*To Serve as an Alternative
to Tent and Vehicle Camping*

The low off-season use of B.C. Provincial Parks is due to climatic conditions and the fact that many parks are closed during this period. Although recreationalists cannot modify the weather, some are extending their recreational season by purchasing recreational vehicles. Those doing so avoid the misfortunes that people in tents experience when camping in harsh, off-season weather conditions.

This is substantiated by an article on people camping in recreational vehicles at Long Beach (Pacific Rim National Park) on Easter Weekend in 1974.² Vehicle owners

claimed that the indoor comforts did not detract from their enjoyment of the outdoors--in fact, they added to the overall satisfaction of the outing because inside, the inhabitants were warm and dry. Two families with pre-school children stated that they would not be there if they did not own a camper. Another couple claimed that they got more out of camping by owning a trailer because their season was longer. They camped the previous year until December and stated "that unless tenters are really tough, not many of them can hack it till then."³ The reporter also noted that recreational vehicles outnumbered tenters 10 to 1.⁴

However, since the price of modern recreational vehicles is beyond the budgets of many people, a large segment of society does not have the opportunity to enjoy overnight visits to parks during the off-season. But, if cabins/lodges were available in a few Provincial Parks in B.C., then different groups of people would be given this opportunity. Such accommodation would be especially conducive for families with young children and for people of retirement age.

The justification for providing this opportunity stems from the fact that society as a whole contributes via tax dollars to the provincial recreation budget. And within society's spectrum, a certain number of people would enjoy using cabins and/or lodges in a few parks. Since this group pays a portion of the recreation budget, should not their

latent demands be recognized and acted upon by Provincial Parks Branch officials?

*To Serve as a Substitute
for Non-Cottage Owners*

Cabins/lodges in parks would give non-cottage owners a chance to enjoy comfortable accommodations in a natural environment. A study by C. K. Campbell revealed that in the Lower Mainland of B.C., cottaging is confined to the wealthy. He noted that most of these middle-aged cottage owners already owned their own home and thus could afford a vacation home.⁵ But since the majority will never be able to fulfil their dream of owning a cottage, rental cabins offered by a park agency could serve as a substitute.

To Serve as a Basepoint of Operation

Cabins/lodges in parks could serve as a base for exploring surrounding areas. Travel patterns for owners of large recreational vehicles are confined to major roads. Hence, these people spend much of their recreation time on highways and adjacent campsites, seeing only a small portion of various areas.

If, however, a park with cabins (operating on a reservation system) was available in each provincial recreation region of B.C.,⁶ then recreationalists could travel in their everyday vehicles to these destinations without fear of not obtaining accommodations. After exploring the

sights within the park, and using the cabin as their base, they could then drive their smaller, manoeuvrable vehicles over many of the adjacent scenic secondary roads leading off major routes.

A side benefit from this would be a saving in fuel consumption. Smaller vehicles get upwards of 25 miles per gallon whereas large recreational vehicles generally average less than 10.

To Modify Overnight Park Design

Presently, most overnight parks are designed specifically for accommodating the automobile. They usually contain large parking areas for camping, extensive road networks, and sani-stations. The necessity for elaborate roadways and parking could be reduced significantly utilizing cabin/lodge facilities. Aside from providing access to facilities, vehicles could be restricted to certain areas, resulting in greater freedom for people walking. Instead of being a car park, the area could focus more on people by providing them with facilities conducive for pleasant overnight park visits.

To Promote School Outdoor Education Programs

Many State Park Agencies provide separate Outdoor Center Facilities (dormitories and/or cabins) exclusively for schools and other organizations. Such separate facilities do not exist within B.C. Provincial Parks. Manning

Park does, however, contain cabin/lodge units which may be rented by individuals, schools, and groups.

The Manager of Manning Park Lodge reports that schools often rent overnight facilities for outdoor education studies.⁷ School groups find such accommodation within the natural park environment very conducive to their outdoor education programs. And as a side benefit, such rentals result in increased utilization of cabins/lodges during the off-season without interfering with the peak recreational months of July and August.

Hence, if more parks contained facilities similar to Manning, then schools throughout the province could use the facilities to enhance outdoor education, which not only benefits the student, but the community as a whole.

To Provide Safe Shelter

The family home affords shelter from the elements and provides a sense of security from other possible dangers by allowing inhabitants to lock themselves in. Cabins/lodges would provide the same sense of security, relieving the fears of those afraid to tent camp because of insects, reptiles, bears and other wildlife, or the threat of human attack. In addition, such structures are safer and more comfortable during storms.

The value of cabins/lodges versus tent camping in high mountainous parks is becoming more apparent in view of

a number of recent fatal grizzly bear attacks in Canada and the United States.

Concluding Comments

Opposing the above advantages are a number of disadvantages associated with park operated cabins/lodges. These include competition with the private sector; high construction and maintenance costs; inflexibility to change, and additional management burdens. Do these disadvantages outweigh the advantages? This is the single most important issue facing Park officials.

To date, B.C. Provincial Park officials have reacted negatively to cabin/lodge accommodation. One major reason often cited in opposition relates to economics, i.e., high construction and maintenance costs versus low return on investment. The expenditure argument is valid when compared to campsites. Most Park Agencies responding to the questionnaire indicated that the cost of constructing a cabin or lodge unit versus a campsite may be four, five, or sixfold. However, occupancy rates for cabins/lodges should be much higher, as is the case in Indiana,⁸ and due to higher rental rates, these units should generate more revenue than if the equivalent money was spent on campsites. But, the revenue obtained may not be sufficient to make cabins/lodges economically self-supporting. If constructed in B.C. Provincial Parks, cabin/lodge operations would probably require a

subsidy. Because of this, Provincial Parks Branch decision-makers may oppose the entire venture.

If so, what is the rationale? Provincial Parks Branch campsites are not economically viable but are heavily subsidized. If the Branch stresses the recreational experience gained from camping, the question arises as to whether there are significant differences between camping in a modern recreational vehicle as opposed to a cabin. The former is accepted whereas the latter rejected. If both forms of accommodation, i.e., campsite and cabin, promote outdoor recreation, then both are beneficial and both should be provided. The overall recreational experience should be derived mainly from the park environment, not solely from camping experiences.

If there is concern that park-operated cabins/lodges would pose competition with the private sector, the question arises as to whether there is competition with the private sector regarding campsites. If this concern is valid, a possible solution is to co-operate with the private sector via leasing arrangements.

If there is concern that cabins/lodges would not be successful in B.C. Provincial Parks, the question arises as to why they are successful in other Provincial and State Parks.

Such questions regarding cabins and lodges must be posed and resolved. If in the future, the B.C. Provincial

Parks Branch (and other Park Agencies in Canada and the United States) decide to construct cabins and lodges in parks, the following provides some insight on the course to follow.

*GENERAL GUIDELINES ON CONSTRUCTING AND
OPERATING CABINS/LODGES IN PARKS**

Proposed Locations

At the present time, the B.C. Provincial Park system is very good in the sense that it contains a wide variety of both natural features and facilities. The facilities undoubtedly were developed to enhance the attraction of the natural area. More varied facilities would be beneficial, and this could be achieved by constructing some cabins/ lodges. This would give the recreating public a wider range in selecting overnight accommodations. Only Manning Park in the entire B.C. Provincial Park system offers cabin/lodge facilities. Hence, choice for such accommodation is restricted to that area only. In view of this limited selection, the first recommended guideline is that *CABINS/ LODGES SHOULD BE CONSTRUCTED IN ONE PARK IN EACH OF THE SEVEN PROVINCIAL RECREATION REGIONS OF BRITISH COLUMBIA*. Since more than half of B.C.'s population resides in the Lower Mainland region,

*The guidelines incorporate the major views of Park Agencies offering cabin/lodge accommodations and are presented in relationship to Provincial Parks in B.C.

there should be a park in addition to Manning Park offering cabin/lodge accommodation in this area.

The second guideline is that *THE DESIGNATED PARK SHOULD BE WITHIN A THREE-HOUR DRIVE OF THE LARGEST POPULATION BASE WITHIN THAT REGION.* It is within the range of this travel time that most recreationalists are willing to travel for recreation purposes.⁹ If the park is suited to both summer and winter recreation, its year-round attraction would augment its locational advantage.

Type to Construct

Results of Questionnaire A reveal that among Park Agencies offering all types of cabin/lodge accommodations, (fully modern, semi-modern, and rustic), the general public prefers to rent fully modern units--especially during the off-season. However, providing all three types is preferable to providing only one because it allows the public to choose the type of accommodation they desire.

In view of this, the third guideline is that *ALL THREE TYPES SHOULD BE CONSTRUCTED BUT THAT THE MAJORITY OF UNITS SHOULD BE FULLY MODERN.* It would be desirable if the exterior of the modern units were rustic but that the interior be equipped with modern facilities. The rustic appearance would enable the structures to blend in with the natural environment.

All units should contain a fireplace, as this feature contributes significantly to the true cabin atmosphere.

In addition, bed linen, blankets, towels, kitchen and eating utensils should be supplied. The rationale is that the facilities can then be rented by anyone whether or not they have some or all of these items. Floors should be carpeted; a private cabin operator in Saskatchewan reported that visitors refrained from tracking across the floor with soiled footwear after indoor-outdoor carpet was installed, and this reduced clean-up costs.¹⁰ Cabins/lodges should not, however, be equipped with radios or TVs because visitor entertainment should be derived from the park environment and not from these one-way communication devices.

Number to Construct

The fourth guideline is that *IF FINANCIAL RESOURCES ARE SUFFICIENT, PARK AGENCIES SHOULD CONSTRUCT APPROXIMATELY 42 CABIN/LODGE UNITS PER SITE.* This is the average number that Park Agencies offering rental cabin/lodge facilities feel is optimum for economic viability. This does not imply that 42 separate buildings have to be erected. Some could be single detached cabins, duplexes, multi-unit lodges, or any combination of these types. Such a complex presently exists in Manning Park.

Construction Costs

The fifth guideline is that *WHEN CONSTRUCTING CABINS/LODGES, PARK AGENCIES MUST STRIVE TO KEEP CONSTRUCTION COSTS TO A MINIMUM.* By doing so, the initial capital outlay may be smaller and,

hence, may be recovered over a shorter time period. Furthermore, by keeping capital costs to a minimum, lower rental rates can then be offered to the public. This is very important because if the rates are too high, lower income groups will be discouraged from renting cabin/lodge units.

Park Agencies planning on building cabins and lodges should attempt to keep construction costs per modern unit at approximately \$16,000. Park Agencies presently offering cabins/lodges reported that this figure would enable cabins/lodges to be operated economically. Because of higher construction costs and higher inflation rates in Canada than in the United States, Canadian Park Agencies should perhaps budget between \$20,000 and \$25,000 per modern unit.

Responsibility for Cabins/Lodges

Responsibility for construction, management, operation, and maintenance of cabins/lodges could be handled in one of three ways. First, the Parks Branch may be responsible for all of these aspects. The second course of action is to lease all responsibilities to the private sector. And thirdly, some of the responsibilities may be shared.

The most desirable is the first. This allows the Parks Branch to act unilaterally, eliminating the task of locating suitable private operators and negotiating leases upon entry and termination of their services. Therefore,

the sixth guideline is that *WHEREVER POSSIBLE, PARK AGENCIES BE SOLELY RESPONSIBLE FOR ALL ASPECTS OF CABIN/LODGE ACCOMMODATIONS.*

If, however, the Parks Branch wishes to delegate some or all responsibilities to the private sector, it will have to oversee the entire project. Signed leases specifying functions and duties are essential.

Methods of Rental

The seventh guideline is that *REGARDLESS OF WHETHER CABINS/LODGES ARE OPERATED BY PARK AGENCIES OR BY PRIVATE ENTREPRENEURS, THE FACILITIES SHOULD BE RENTED VIA A COMBINATION OF RESERVATION AND 'FIRST-COME-FIRST-SERVED' SYSTEM.* This system allows maximum security and flexibility for both the travelling public and rental agency. To enhance this system, all reservations should be handled directly by the park containing the cabins/ lodges. Reservations should be accepted in person, by phone, or by letter.

Reservation preference should be given to B.C. residents. This would give them the opportunity to secure park accommodations before the facilities become available for out-of-province visitors. During peak-use summer periods, only 75 percent of capacity should be available for reservation. This would give people without reservations a chance to obtain accommodations on a first-come-first-served basis.

It is essential that rental units be kept clean and well maintained because visitors are very sensitive to the conditions which influence their experiences. Therefore, if some damage occurs, it should be repaired as quickly as possible--otherwise, some people may continue to follow the example.

Rental Rates

Increasing family participation in outdoor recreation is an important issue for Park Agencies. Therefore, cabin/lodge rental rates should be set to encourage family use. The best way of achieving this is by following the eighth guideline which is *TO CHARGE A FLAT RATE FOR THE UNIT UP TO ITS STATED CAPACITY RATHER THAN CHARGING BY THE NUMBER OF OVERNIGHT VISITORS*. This will encourage families and larger groups of people to rent the facilities, resulting in more efficient use of capacity.

As a price guideline, the ninth guideline is that *RENTAL RATES FOR CABINS/LODGES SHOULD RANGE BETWEEN \$6 AND \$10 FOR RUSTIC ACCOMMODATIONS, BETWEEN \$10 AND \$15 FOR SEMI-MODERN, AND BETWEEN \$15 AND \$22 FOR FULLY MODERN FACILITIES*. These rates could be slightly higher during the peak summer months and reduced during the off-season. From an administrative viewpoint, it is best if the rates remain constant year-round.

Concluding Comments

The above guidelines reflect majority views of Park Agencies offering cabin/lodge facilities. These Agencies are undoubtedly in a strong position to forward valuable guiding information based on their experiences.

Because of various circumstances, not all of the nine guidelines may be applicable to all Park Agencies. They are valuable, however, because they reveal the direction that most Park Agencies have taken when constructing and operating cabin/lodge facilities. Using their results, other Park Agencies may then modify certain aspects to suit their own particular needs.

FOOTNOTES

¹Interview with Mr. A. Campbell, Manager of Manning Park Lodge, Manning Provincial Park, B.C., November 7, 1975.

²"Alan Daniels Finds the Outdoors Can Be Indoors," *Vancouver Sun*, April 20, 1974, p. 49.

³Ibid.

⁴On a personal weekend visit to Long Beach on November 11, 1975, a similar ratio was observed.

⁵Colin K. Campbell, *An Analysis of Summer Cottaging in the Georgia Lowland of British Columbia*, for the Canada Land Inventory, A.R.D.A. (Recreation Sector), Department of Forestry and Rural Development, Ottawa (Vancouver, B.C.: September 1967), p. 11.

⁶The seven Recreation Regions in B.C. are: Cariboo; Kootenay; Lower Mainland; Omineca-Peace; Skeena; Thompson-Okanagan; and Vancouver Island.

⁷Interview with Mr. A. Campbell, Manager of Manning Park Lodge, Manning Provincial Park, B.C., November 7, 1975.

⁸Willard S. Bruggen, Parks Budget Specialist, Division of Indiana State Parks and the Department of Natural Resources, *Three Year Study on Cabins versus Campgrounds 1972-74*, p. 108 (mimeo.).

⁹F. F. Slaney & Company Limited, Consultive Engineers and Foresters, *Skagit Valley and Ross Lake Reservoir in Canada* (Vancouver, 1970), p. 14.

¹⁰Interview with Mr. and Mrs. Glen Broberg, Private Cabin Operators, Greenwater Lake Provincial Park, Saskatchewan, August 25, 1975.

CHAPTER VII

THE RECREATION POTENTIAL OF THE SQUAMISH-LILLOOET CORRIDOR

In the light of observations in the previous two chapters, attention can now focus on an appraisal of the relative merits of providing park rental accommodation in a specific location in the Lower Mainland Recreational Region of British Columbia. The area chosen is the Squamish-Lillooet Corridor, which offers both summer and winter recreation potential for a large adjacent population. Currently, this area is spared the keen land-use competition which exists in the populous Fraser Valley and management options are therefore more flexible. In addition, it offers excellent outdoor recreational opportunities within three hours drive of Vancouver. Within this corridor, a prime site for cabin/lodge park development lies in the vicinity of Daisy Lake.¹

Attributes of Daisy Lake

The Daisy Lake area is easily accessible by road and rail and natural features such as vegetation cover, rock outcrops, mountains, lakes and streams are recreationally attractive. In addition, there is ample flat land suitable for developing overnight park facilities with good sources

of drinking water and electricity nearby.

The development of cabin/lodge accommodation around Daisy Lake combined with some intensive urban-type recreational facilities such as a tennis court, playground, and large open field (suitable for various activities--playing ball, soccer, badminton, and frisbee throwing) would supplement the extensive outdoor activities provided by the natural resource base. Such a development concept would provide the the fullest range of diversified year-round recreational opportunities--a very important consideration in recreational planning.

A similar recommendation for modern overnight facilities in the Daisy Lake area appears in a report compiled by the Long Range Planning Section of the B.C. Provincial Parks Branch.² The report recommended that "Lodge and Cabin overnight accommodation be the preferred type of accommodation in the Lucille-Daisy Lake area."³ It noted that with such facilities, there would be a close relationship between the area's natural features and the lodges and cabins, with the latter providing the means for enjoying the former. Such facilities would be in line with the philosophy also expressed in the report that in the Alta-Daisy Lake area, "Regional development and management should focus on the provision of a destination family vacation area for British Columbia residents."⁴

Location and Access

Daisy Lake is located in the Cheakamus River Valley, 70 miles north of Vancouver on Highway 99, or 12 miles south of the Whistler Ski Complex at Alta Lake (Map 2).

Main access from Vancouver to this area is via Highway 99. From Vancouver, the highway route traverses many scenic areas such as the inland fjord coastline of Howe Sound, numerous lakes, streams, waterfalls, rock cliffs, canyons, and mountain ranges (Figure 9). Because of the attraction of these features, pleasure driving causes heavy traffic flows north from Vancouver on summer weekends. During such periods in 1975, the Department of Highways estimated that more than 10,000 vehicles travelled north on Highway 99.⁵ In winter, Highway 99 is used extensively by skiers travelling to Whistler Mountain.

The Daisy Lake area is also serviced daily by B.C. Rail and by regular bus service, thus providing an alternative to highway travel. Although the railroad is used mainly for transporting freight, its popularity for recreational use is increasing.⁶ The recent overwhelming success of the Vancouver-Squamish Royal Hudson Steamtrain is one indication.

The existence of two year-round transportation routes is significant for recreational development of the Daisy Lake area, since the region is presently accessible and any recreational agency developing the area will be

VIEW NEAR SQUAMISH FROM HIGHWAY 99 OF THE STAWAMUS CHIEF (foreground), HOWE SOUND (center) and MT. GARIBALDI (background): October 1976



Figure 10

AERIAL VIEW OF DAISY LAKE, CHEAKAMUS DAM, SHADOW LAKE, STANLEY LAKE, RUBBLE CREEK AND HIGHWAY 99: October 1974



spared access construction expenditures. Secondly, the presence of a rail line and regular bus service provides an alternative method of travel to the private automobile.

THE DAISY LAKE AREA

Physical Characteristics

Daisy Lake is approximately four miles long and half a mile wide, making it the largest lake in the valley between Squamish and Alta Lake (Figures 10 & 11). The lake is a B.C. Hydro reservoir created during the 1950's when the Cheakamus River was dammed. The 90-foot high dam at the south end of Daisy Lake stores and diverts water through a man-made channel in a westerly direction to Shadow Lake. At this point, a 7-mile tunnel through Cloudburst Mountain carries the water to a power generating station on the Squamish River.

Depending on the season and the demand for electricity, the level of Daisy Lake may fluctuate about 40 feet. However, during summer months, B.C. Hydro keeps the reservoir near its high water level so that users are not seriously affected by large water level variations. Draw-down is generally restricted to winter months when the demand for more electricity necessitates using more water. In spring, when electrical consumption declines, the reservoir is quickly refilled by spring run-off.

*DAISY LAKE SHORELINE (A Portion of the
Black Tusk is Visible in the Upper
Right Hand Corner): October 1976*



Figure 12

*STANLEY LAKE (Characteristic of Small
Lakes in this Area): October 1976*



Daisy Lake is glacier-fed and thus is too cold for swimming, but the lake does offer potential for boating and fishing. Because it is a man-made lake, floating debris and submerged stumps (most evident when the lake level is low) present obstacles for high powered boats. Removal of these obstacles would enhance boating activities. However, canoes and other slower moving craft can safely utilize the lake.

Entry to Daisy Lake is made via a gravel boat launch facility located on the channel joining Shadow and Daisy Lakes. Once on Daisy Lake, boaters may take a short trip to a small island near the south end, which contains a small warm water lake suitable for swimming.

With the exception of the south and north ends, Daisy Lake's shoreline is extremely rugged. On one rugged cliff area on the west side of the lake, the Department of Highways has constructed a lookout offering an excellent view of the lake. The north end of Daisy Lake touches the boundary of Brandywine Falls Provincial Park. The north, south and west sides of Daisy Lake are accessible by motor vehicle, whereas the east side is accessible only by boat or by foot.

Adjacent Lakes

Within one mile of Daisy Lake, there are at least fifteen other small lakes. Several are only a few hundred

feet in length, shallow, and surrounded by marshy shorelines. Because of this, not all are suitable for swimming, but most are stocked with trout. In addition, these lakes are aesthetically pleasing and lend themselves to nature interpretation studies. A trail system joining these lakes would offer enjoyable hiking during summer months and could be used for cross-country skiing or snowshoeing in winter. Such a trail system would traverse gently rolling topography, thus making it suitable for young and old alike. For hikers demanding more of a challenge, there are nearby mountain trails leading up to the Black Tusk Meadows in Garibaldi Provincial Park and up the Tricouni Mountain Range, west of Daisy Lake.

The largest and best known of these smaller lakes are Stanley and Lucille, located south of Daisy Lake (Figure 12). These two lakes are not glacier-fed and thus they warm up in summer and are very popular for swimming. They also offer good trout fishing and both are used extensively for camping. B.C. Hydro in co-operation with the Forest Service maintains about 20 rustic campsites around Stanley Lake* and about the same number near the south end of Daisy Lake. A private entrepreneur, Daisy Lake Holdings Ltd., provides similar facilities at the north end of Lucille Lake.

*Although there are 20 defined campsites, the capacity of this area is much higher because of the informal nature of camping in many suitable vegetation clearings.

Current Land Use

Because of these camping facilities, summer recreational use of the Daisy Lake area is concentrated between the south end of Daisy Lake and Lucille Lake. This area is accessible and relatively flat, lending itself to park development. The value of this property for other development such as agriculture, mineral extraction, and forest production is negligible.⁷ The present forest vegetation consists of low density second growth trees averaging 40-60 feet in height, which makes them uneconomical for timber harvest. Since the canopy layer is open, shrubs on the forest floor are well developed with many producing edible berries. This mixture of trees and shrubs is ideal for nature interpretation and outdoor education studies.

Present Land Tenure





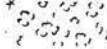


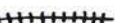
The land on which cabin/lodge park development is proposed is presently owned by B.C. Hydro (Map 5), which was awarded the land (1163 acres) via a Crown Grant during the mid 1950's for the construction of the Daisy Lake Power Project.⁸ Since completion of the project, the primary use of the land has been for outdoor recreation.

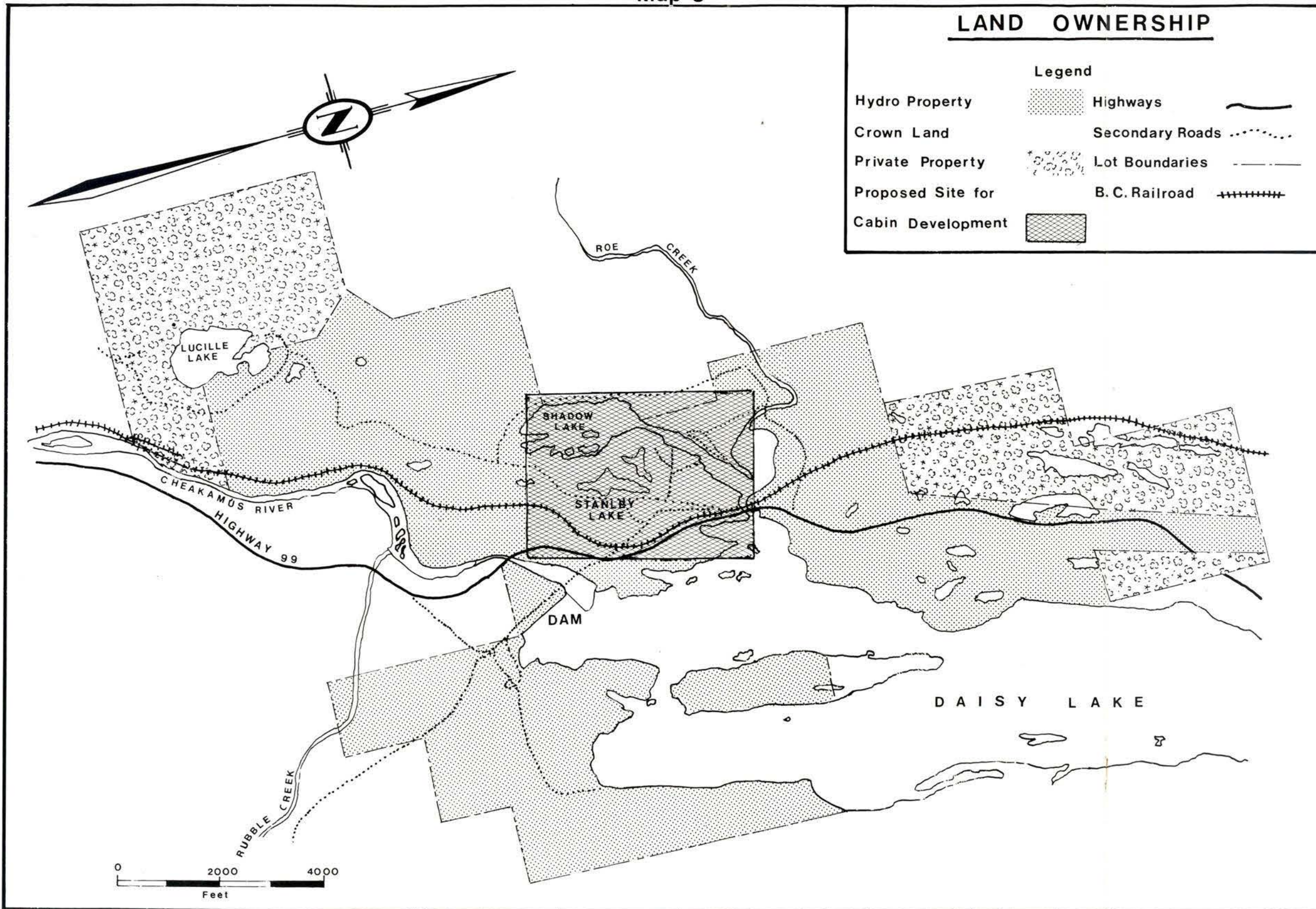
In view of this present land status, the B.C. Provincial Parks Branch is restricted from active involvement in the area. To eliminate this, negotiations should commence between B.C. Hydro and the Parks Branch regarding

Map 5

LAND OWNERSHIP

Legend

- | | | | |
|-------------------------------------|---|-----------------|---|
| Hydro Property |  | Highways |  |
| Crown Land |  | Secondary Roads |  |
| Private Property |  | Lot Boundaries |  |
| Proposed Site for Cabin Development |  | B. C. Railroad |  |



SOURCE: BC HYDRO LAND MANAGEMENT DEPARTMENT, (RESERVOIRS) DAISY LAKE RESERVOIR, (VANCOUVER: 1975) P. 3

transfer of land or leasing arrangement. Parks Branch involvement is desirable because in the field of recreation, they have the necessary technical expertise and financing to adequately develop this site for provincial recreational use. Therefore, it is recommended that the Daisy Lake area be acquired for recreational development by the B.C. Provincial Parks Branch and that modern cabin/lodge accommodations be built--similar to facilities found in Manning Provincial Park.

Such development would be compatible with the philosophy of developing the Alta-Daisy Lake area for destination-type family vacations.⁹ The facilities would provide visitors with an opportunity to enjoy several recreation attractions within day-hiking distance. With the aid of a vehicle, many more attractions are accessible within 30 miles or a one-hour drive.

Table 21 (supplemented by a series of photographs, pp. 164-169) describes and illustrates additional recreational areas adjacent to Daisy Lake, the locations of which are shown on Map 6.

TABLE 21

RECREATIONAL AREAS NEAR DAISY LAKE

Area	Location/Access	Major Features & Conducive Activities
<i>DAY HIKE DISTANCE (5-mile radius)</i>		
Tricouni Mountain Range	Two miles west of Daisy and Lucille Lake/hiking trail.	-See Figure 13. -Geographically divides two major river valleys: the Squamish and Cheakamus. -Contains mature forest stands, excellent viewpoints, basalt formations, caves, alpine meadows, and a variety of small lakes and streams. ¹ -Offers a good network of hiking trails which are suitable for snowshoeing and cross-country skiing in winter.
The Talking Tunnel	One-quarter mile northwest of Lucille Lake/gravel road.	-Produces clear echoing sounds. ² -A map and information display near the Tunnel explains about the Daisy Lake Power Development Project.
Brandywine Falls Provincial Park	North end of Daisy Lake/Highway 99	-See Figure 14. -218-foot waterfall along with its large plunge pool. ³ -Trout fishing below falls.
The Barrier	Three miles southeast of Daisy Lake/paved road and hiking trail.	-A steep towering basalt wall geologically formed by interaction between an ancient lava flow from Mt. Garibaldi (when it was an active volcano during the Pleistocene period) and a glacier. ⁴
The Black Tusk Area	Five miles east of Daisy Lake/ 4-wheel drive road and hiking trail.	-See Figures 15, 16, 17, and 18. -Volcanic and glacial geological features. ⁵ -Alpine meadow vegetation. -Garibaldi Lake and several smaller alpine lakes. -Majestic snow-capped mountain peaks extending well above tree-line. -Hiking, sightseeing, and nature interpretation.

Table 21 (continued)

Area	Location/Access	Major Features & Conducive Activities
Cheakamus Canyon	Five miles south of Daisy Lake/ Highway 99.	-See Figure 19. -Small replica of the more famous Fraser Canyon. -Steelhead fishing below Canyon. -Sightseeing and whitewater canoeing or rafting.
<i>ONE-HOUR DRIVE (30-mile radius)</i>		
Areas south of Daisy Lake		
Brohm Lake	11 miles/ Highway 99.	-Swimming, fishing, canoeing, and tent camping.
Brohm Ridge	11 miles/logging road and hiking trail.	-See Figure 20. -Snowmobiling, and has potential for alpine skiing.
Cat Lake	13 miles/ 1 mile of gravel road.	-Swimming, fishing, canoeing, and tent camping.
Alice Lake Provincial Park	14 miles/ Highway 99.	-Swimming, canoeing, hiking, picnicking, and camping.
Squamish	22 miles/ Highway 99.	-Service center. -Evening dining and entertainment. -18-hole golf course.
Tantalus Mountain Range	24 miles/ via hiking trail near Squamish.	-See Figure 21. -Cirque glaciers and arêtes. -Alpine meadows, lakes and waterfalls. -Virgin forests. -Hiking and trout fishing.
Diamond Head	25 miles/logging road and hiking trail.	-Alpine scenery. -Excellent view of Squamish and Howe Sound. -Rustic log chalet. -Hiking and cross-country skiing.

Table 21 (continued)

Area	Location/Access	Major Features & Conducive Activities
Areas North of Daisy Lake		
Basalt Columns	7 miles/ Highway 99.	-See Figure 22. -Hexagonal volcanic column formations. -Nature interpretation.
Alta Lake	12 miles/ Highway 99	-See Figure 24. -Alpine skiing on Whistler Mountain (largest skiiable vertical drop, 4280', serviced by lifts in North America). -Summer water recreation (boating, canoeing, swimming and fishing on Green, Alta, Nita, or Alpha Lake). -Dining and lounge facilities, service stations, golf course, tennis courts, and a riding stable.
Cheakamus Lake	14 miles/gravel road and hiking trail.	-Trail traverses a magnificent virgin stand of mature Douglas Fir, Hemlock, and Cedar trees (some are 4-8' in diameter and 150' high). -Rainbow trout and Dolly Varden fishing. -Wilderness experience.
Callaghan Lake	16 miles/ rock gravel road.	-See Figure 23. -Glacier icecap and alpine meadows. -100' Alexander Waterfall. -Snowmobiling and cross-country skiing.
Nairn Falls Provincial Park	28 miles/ Highway 99.	-Largest volume waterfall of any in the area. -Hiking and camping.
Pemberton Valley	30 miles/ Highway 99.	-The floodplain of the Lillooet River displays erosional and depositional features associated with an old age river valley. -A large rapidly growing delta marks the entry of the Lillooet River into Lillooet Lake. -Examples of Indian culture are found in the Native Settlement of Mount Currie (3 miles east of Pemberton).

Table 21 (continued)

-
- ¹Because of its features, Colin D. Griffiths, R. W. Hyatt, and David McPherson submitted briefs in 1973-74 to the B.C. Provincial Parks Branch recommending that the Tricouni Mountain area be given Provincial Park status.
- ²The tunnel formerly served as an access entrance for removing rock material from the 7-mile main water tunnel constructed from Shadow Lake through Cloudburst Mountain to a power generating station on the Squamish River. Upon completion of the main tunnel, the access tunnel was sealed, and now produces clear echoing sounds.
- ³Viewers have foot access to both the top and bottom of Brandywine Falls. Before the Parks Branch acquired this property in 1972, the previous owners had erected and operated a lodge, cabins, and a campground. During their tenure, Swim Lake, located about a quarter of a mile from the falls, was used extensively (as the name suggests) for swimming. In addition, a system of trails was developed and still remains--although some are now overgrown. Since obtaining ownership, the Parks Branch has removed all overnight facilities and presently operates Brandywine Falls as a day-use area.
- ⁴B.C. Provincial Parks Branch, *Brochure on Garibaldi Provincial Park*, 1973.
- ⁵Pleistocene volcanic activity is evident in the hard basaltic core of the Black Tusk (7598') and Table Mountain (6625'). Neighbouring glaciers (Helm, Cheakamus, Sphinx, and Warren) provide excellent areas for observing cirques, crevasses, arêtes, and moraines. Mt. Garibaldi (8787') is the highest and most spectacular permanently snowcapped peak in the area. Overall, the Black Tusk area is considered to be one of the most beautiful mountain areas in British Columbia.

Figure 13

AERIAL VIEW OF MT. BRANDYWINE (7271') IN THE
TRICOUNI MOUNTAIN RANGE: October 1974



Figure 14

BRANDYWINE FALLS (218'): October 1976



Figure 15

AERIAL VIEW OF THE BLACK TUSK (7598'): October 1974

165



Figure 16

VIEW FROM THE BLACK TUSK OVERLOOKING GARIBALDI
LAKE AND THE TABLE: October 1976



*THE TABLE (6625') AND THE WARREN GLACIER
OUTWASH MORaine (The Tantalus Range is
in the background): October 1974*



Figure 18

*AERIAL VIEW OF GLACIER CREVASSES, GARIBALDI
PROVINCIAL PARK: October 1974*



THE CHEAKAMUS CANYON: October 1976



Figure 20

AERIAL VIEW OF BROHM RIDGE (Note the Absence of Snow on the South Facing Slope Compared to the North): October 1974



AERIAL VIEW OF CIRQUE GLACIERS - SEPARATED
BY AN ARÊTE - IN THE TANTALUS
MOUNTAIN RANGE: October 1974



Figure 22

BASALT COLUMNS: October 1976



AERIAL VIEW OF CALLAGHAN LAKE (Note Ice Covered
Hanging Lake in Center and Glacier Icecap
in background): October 1974



Figure 24

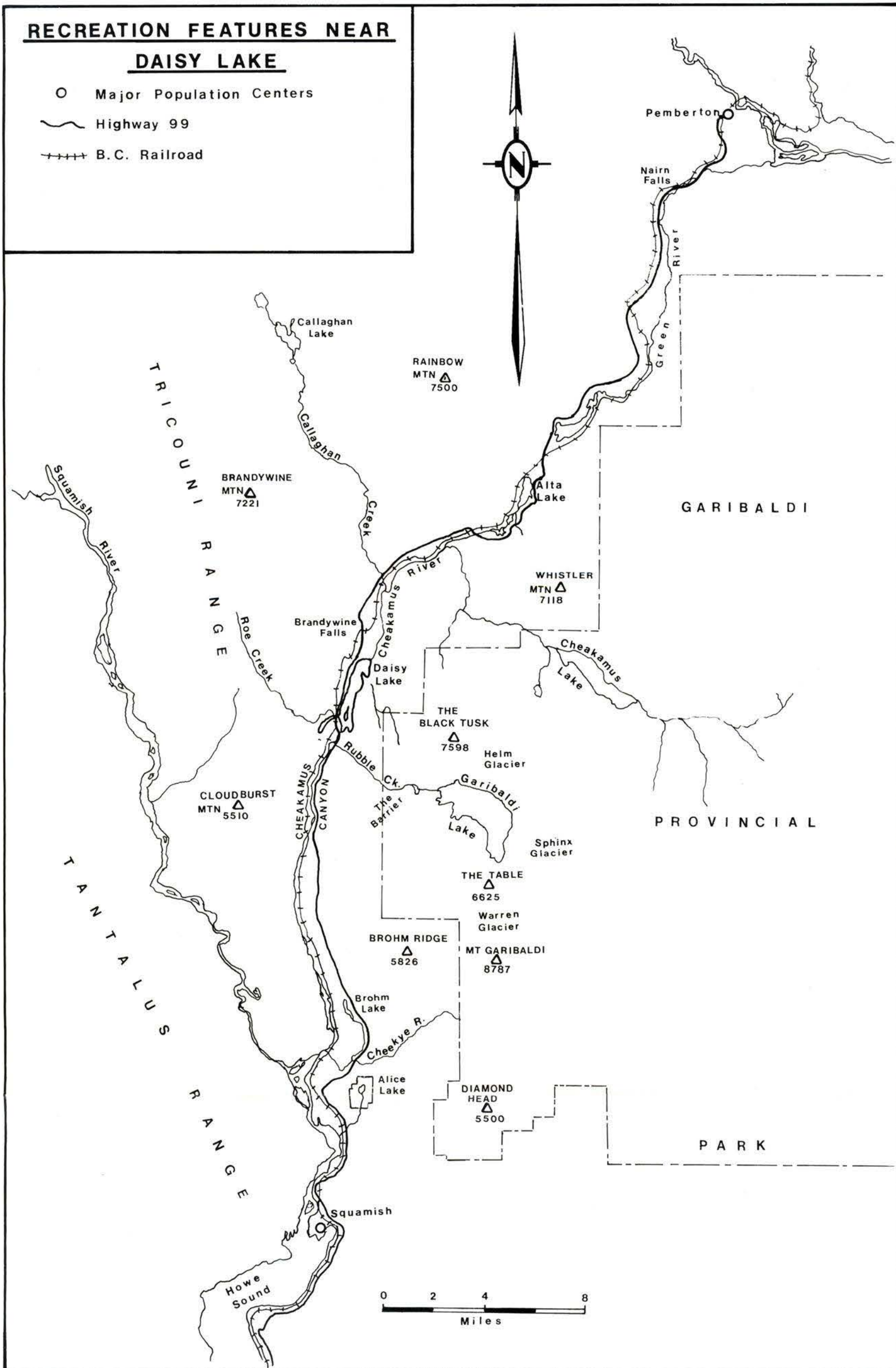
WHISTLER MOUNTAIN SKI AREA: October 1976



Map 6

**RECREATION FEATURES NEAR
DAISY LAKE**

- Major Population Centers
- Highway 99
- ++++ B.C. Railroad



This chapter reveals that the Daisy Lake area has excellent recreation potential based on its accessibility, proximity to a large population base, ample land for development, and a number of attractions within a day's hike or a one-hour drive.

FOOTNOTES

¹The information for this chapter was obtained through an extensive field study of the Daisy Lake area from 1974-76, from local residents, and from several unpublished reports.

²W. D. Munn, R. A. Korpess, and D. MacDonald, *Squamish-Lillooet Outdoor Recreation Study: Summary and Recommendations*, Long Range Planning Section, Planning Division, B.C. Parks Branch, Department of Recreation and Conservation (Victoria: 1975), Planning Report No. 13.

³Ibid., p. 43.

⁴Ibid., p. 42.

⁵Telephone conversation with the Traffic Engineer, B.C. Department of Highways, Vancouver Regional Office, Vancouver, B.C., October 16, 1975.

⁶Interview with Mr. E. Sidworth, B.C. Rail District Passenger Superintendent, Vancouver, B.C., 1976; and from B.C. Rail Annual Reports, 1965-1975.

⁷Dougald MacDonald, "Daisy Lake Reservoir," unpublished report prepared for B.C. Hydro and Power Authority, the Reservoir Land Management Department (Vancouver: 1976), p. 13.

⁸Ibid., p. 1.

⁹W. D. Munn et al., *Squamish-Lillooet Study*, p. 42.

CHAPTER VIII

SUMMARY AND CONCLUSIONS

In order for Lower Mainland residents to fully capitalize on the Daisy Lake recreation potential, the area should be developed as a Provincial Park focussing on cabin/lodge accommodation. As noted earlier in the Parks Branch Long Range Planning Report, cabins/lodges would provide the means for enjoying the natural environment and would be conducive to year-round family vacations.¹ Public response to such development should be favourable, based on Parks Canada's findings that the majority of park users demand and receive most satisfaction from modern accommodation and recreational facilities commonly found in cities.² Similarly, Ben W. Crow's study on *The Leisure Time Activities of Canadians* concluded that the majority of travelling Canadians prefer comfortable modern overnight facilities.³ Richardson⁴ and O'Riordan⁵ share the view that a predominantly urban population will want a variety of urban facilities in nearby outdoor parks.

The addition of such facilities is within B.C. Provincial Parks Branch jurisdiction according to their 1963 Policy Statement that:

It is, however, a purpose of the Branch to meet demonstrable public park needs which cannot be met by other agencies and

provisions must be made, within the Provincial Park System, for some activities normally enjoyed in urban surroundings.⁶

The need for more intensive park development is emphasized when present park acreage, recreation participation rates, and future population projections for the Lower Mainland area are considered. This area contains only 9.0 percent of the total Provincial Park acreage in B.C., but over 50 percent of the province's population.⁷ In addition, participation rates and population growth are expected to rise substantially, necessitating park expansion and intensification.

Four Provincial Parks in Saskatchewan contain good examples of intensified park development, i.e., cabin/lodge accommodation supplemented by some urban-type recreational facilities. The Provincial Minister in charge of recreation states that "people enjoy the wide range of activities and services offered in these parks because they provide recreation for all age groups and services which enhance visitor comfort and enjoyment."⁸

Interestingly, the first cabins reserved for summer use by the public are the deluxe modern, followed by the modern, and lastly the rustic units--even though the latter two offer lower rental rates. The cabins are credited with extending the park-use season, resulting in direct benefits to the Park Agency.

In addition, there is an economic incentive for people to rent Saskatchewan park cabins (if they desire overnight park accommodations for three weeks or less annually) because they would save money compared to camping in a recreational vehicle for the same time period.⁹

Saskatchewan's system of park-operated cabins provides a viable working model which could be adopted, and modified if necessary, by the B.C. Provincial Parks Branch if and when they introduce similar facilities.

Recreation agencies in other parts of Canada and the United States offering park cabins/lodges support Saskatchewan's findings on public preference for modern facilities. They noted that the majority of visitors, when presented with a choice of accommodations, elected to rent fully modern units and that most were rented by family groups.¹⁰ A combined reservation and "first-come-first-served" renting system was cited as being most favourable for both the Park Agency and the public. Half of the Agencies charged a flat rate per unit and the other half according to the number of overnight visitors. Rates varied from \$6-\$10 for rustic units, from \$8-\$14 for semi-modern, and from \$12-\$20 for fully modern facilities.¹¹ These rates were generally insufficient for economic viability. However, the facilities were often provided for public outdoor recreation benefit (much like campgrounds) and therefore were not intended to be fully self-supporting ventures.

A comparison of cabin versus campsite expenditure and revenue, conducted by the State of Indiana, revealed that when an equivalent amount of money was spent on constructing one cabin versus six campsites, the cabin produced double the annual revenue. Higher occupancy rates combined with higher rental fees were the main contributing factors.¹²

Major problems with cabins/lodges for most Park Agencies result from high construction and maintenance costs. Vandalism and theft are minimal.

On the positive side, the prime benefits are that cabins/lodges offer an alternative to camping and increase year-round park use. In addition, they may serve as a base-point of operation, promote outdoor education programs, and provide safe and comfortable shelter.

B.C. residents could enjoy similar benefits if a park in each of B.C.'s seven recreation regions offered cabin/lodge accommodation. If such facilities are introduced, the majority of units should be fully modern with all management aspects, from construction to operation, handled by the Parks Branch. To encourage family use, a flat rate per unit should be charged and units should be rented by a combination of reservations and "first-come-first-served" system.

In the Lower Mainland region of B.C. (as noted in the previous chapter) the area around Daisy Lake has good year-round recreation potential and is suitably located for

Provincial Park development focussing on cabin/lodge accommodation.

The above summary and preceding text fulfil the study's four main objectives:

- (1) to evaluate the need for more intensive park development in Vancouver's recreational hinterland;
- (2) to examine cabin/lodge park developments in other parts of Canada and the United States;
- (3) to identify the advantages and problems of offering rental cabin/lodge accommodation in parks; and
- (4) to select a site in Vancouver's recreational hinterland that has the potential for cabin park development and which could provide a new kind of recreational experience for the residents of the Lower Mainland on a year-round basis.

Documentation of these objectives provides evidence that cabin/lodge accommodation, supplemented by some urban-type recreational facilities in Provincial Parks, would assist in satisfying the latent demand for metropolitan Vancouver residents by adding variety to present outdoor Provincial Park accommodations and facilities.

FOOTNOTES

¹W. D. Munn, R. A. Korpess, and D. MacDonald, *Squamish-Lillooet Outdoor Recreation Study: Summary and Recommendations*, Long Range Planning Section, Planning Division, B.C. Parks Branch, Department of Recreation and Conservation (Victoria: 1975), Planning Report No. 13, p. 43.

²A Policy Statement released by J. D. Nicol (Director), on behalf of the National Parks Service of Canada in *National and Provincial Parks Policies of Canada*, Publication No. 53, ed. Norman Pearson, 1970, p. 11.

³Ben W. Crow and Associates Ltd., *The Leisure Time Activities of Canadians*, A Report Commissioned by the Planning Division, National and Historic Parks Branch, Department of Indian Affairs and Northern Development (Ottawa: 1968), Vol. 4, pp. 129-135.

⁴S. D. Richardson, "The End of Forestry in Great Britain," *Advancement of Science* (December 1970), p. 158.

⁵Timothy O'Riordan, "Back Country Recreation and Public Policy," *Proceedings of the Outdoor Recreation Management Conference*, held at the Faculty Club, University of British Columbia (Vancouver: February 23, 1974), p. 12.

⁶British Columbia Department of Recreation and Conservation, Provincial Parks Branch, *Parks Branch Policies 1963* (Victoria: 1963), p. 12.

⁷British Columbia Department of Recreation and Travel Industry, Parks Branch, *Data Handbook: Facilities* (Victoria: July 28, 1976), p. 33, shows that the Provincial Park acreage total is 10,287,023 acres but only 922,004 acres are in the Lower Mainland Region (for greater detail, see Chapter III, pp. 37-43).

⁸Interview with The Hon. John Kowalchuk, Saskatchewan Minister of Tourism and Renewable Resources, Regina, Saskatchewan, August 19, 1975.

⁹The economic costs of cabins versus recreational vehicle camping are fully examined in Chapter IV, pp. 76-79.

¹⁰Information gleaned from a questionnaire survey of Park Agencies in Canada and the United States Offering Park Rental Cabin/Lodge Accommodation. A comprehensive analysis of the questionnaire appears in Chapter V, pp. 83-131. For more detailed information on public preference and user groups, see pp. 91-96.

¹¹Questionnaire Survey Results (rates relate to 1975 data), see pp. 103-105.

¹²Willard S. Bruggen, Parks Budget Specialist, Division of Indiana State Parks and the Department of Natural Resources, *Three Year Study on Cabins versus Campgrounds 1972-74* (mimeo).

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APPENDIX A

Victoria, B.C.
June 13, 1975

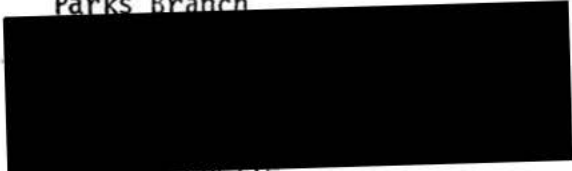
Re: Information on Permanent Rental Accommodation in Parks

The Long Range Planning Section of the British Columbia Provincial Parks is exploring the values and problems related to introducing motor vehicle accessible permanent rental accommodation (cabins, lodges, hotels, - not camping units) for public rental in Provincial Parks.

Since our experience with rental cabin/lodge accommodation is limited, we require additional outside information to help us evaluate the desirability of offering such accommodation in parks. Our request for information may be fulfilled by answering either Questionnaire A or B and/or by forwarding available brochures, pamphlets and reports on rental cabin/lodge accommodations offered by your agency. To assist research on this subject, we would appreciate receiving your reply by July 30, 1975.

Yours very truly,

C.J. Velay
Acting Director
Parks Branch


i/c Long Range Planning

QUESTIONNAIRE A

Agencies Offering Permanent Rental Accommodation in Parks

I. GENERAL INFORMATION

1. Quantity of accommodation types provided in parks:

- number of parks in system
 number of parks containing rental cabins/lodges
 number of rental cabin/lodge units in parks
 number of parks containing campgrounds
 number of campsite units in parks

2. Percentage of total units provided that are:

- fully modern - for example; stove, fridge, furnace, hot shower
 semi-modern - some combination or modification of fully modern or rustic
 rustic - for example; wood stove, outside toilet, outside water supply

3. Type of facility most popular with the public in your opinion. (Rank from one to three, with one being the most popular):

- fully modern
 semi-modern
 rustic

4. Characteristics of people using permanent rental accommodation (give approximate percentage of total):

	permanent rental accommodation	campgrounds
adults with families, oldest child under 5	<input type="text"/>	<input type="text"/>
adults with families, youngest child over 5	<input type="text"/>	<input type="text"/>
adults under 35	<input type="text"/>	<input type="text"/>
adults 35 - 55	<input type="text"/>	<input type="text"/>
adults over 55	<input type="text"/>	<input type="text"/>

5. What other facilities and services have been provided in the parks containing rental permanent accommodations? (Rank the first 3 in order with 1 being the most often provided and check others).

- | | |
|---|--|
| <input type="checkbox"/> campground | <input type="checkbox"/> golf course |
| <input type="checkbox"/> picnic area | <input type="checkbox"/> ski hill |
| <input type="checkbox"/> boat launch facilities | <input type="checkbox"/> horse rental |
| <input type="checkbox"/> playgrounds | <input type="checkbox"/> restaurant |
| <input type="checkbox"/> tennis courts | <input type="checkbox"/> grocery store |
| <input type="checkbox"/> hiking trails | <input type="checkbox"/> gift shop |
| <input type="checkbox"/> swim area development | <input type="checkbox"/> shopping mall |
| <input type="checkbox"/> boat rentals | <input type="checkbox"/> others (please specify) |

6. In your opinion, does the general public favour permanent rental accommodation being offered in your parks?

- yes
 no

II. OPERATION AND MANAGEMENT

1. Permanent rental accommodations are:

	<u>park agency</u>	<u>private entrepreneurs through leasing arrangements</u>
constructed by	<input type="checkbox"/>	<input type="checkbox"/>
managed by	<input type="checkbox"/>	<input type="checkbox"/>
operated by	<input type="checkbox"/>	<input type="checkbox"/>
maintained by	<input type="checkbox"/>	<input type="checkbox"/>

In your opinion, which of these activities should be carried out by park officials and which by private entrepreneurs?

2. Permanent rental accommodations are rented on:

- a first come first served basis
 a reservation system
 both

Indicate which system works best for:

public		park agency
<input type="checkbox"/> a first come first served basis	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> a reservation system	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> both	<input type="checkbox"/>	<input type="checkbox"/>

- 3. If not included in accompanying literature, indicate rental schedules for permanent rental accommodation.
- 4. Have rental charges been sufficient to make permanent rental accommodation economically self-supporting?
- 5. What is the optimum number of permanent rental accommodation units required at any one location which make such a venture most economically viable?
- 6. In your opinion, what is the maximum new construction and maintenance expenditure per unit which would allow a reasonable economic operation?

	<u>construction cost</u>	<u>operation and maintenance cost</u>
modern unit	_____	_____
rustic unit	_____	_____
hostel bed	_____	_____

- 7. Does your agency feel permanent rental accommodation has to be self-supporting before it is provided?
- 8. Does your agency feel campground accommodation has to be self-supporting before it is provided?

III. ASSESSMENT OF PROVIDING PERMANENT RENTAL ACCOMMODATION IN PARKS

1. What were some of the reasons for introducing permanent rental accommodation in your park? (Rank the first 3 in order, with 1 being the prime reason, and check others).

- | | |
|--|---|
| <input type="checkbox"/> high public demand | <input type="checkbox"/> enhance visitor comfort |
| <input type="checkbox"/> administration decision | <input type="checkbox"/> permit longer visits |
| <input type="checkbox"/> intensify park development | <input type="checkbox"/> less environmental impact than camping |
| <input type="checkbox"/> offers alternative to camping | <input type="checkbox"/> other (please specify) |
| <input type="checkbox"/> offer different recreation experience | |

2. What benefits are derived from offering permanent rental accommodation in parks? (Rank the first 3 in order, with 1 being the prime benefit and check others).

- increases year round park use
- offers an alternative to camping
- stimulates more winter use of parks
- conducive to families with young children
- suitable for senior citizens
- suitable for schools engaging in outdoor education programs
- allows non-cottage owners a chance to enjoy comfortable accommodation in a park environment
- provides a base from which to explore the surrounding area
- others (please specify)

3. What problems have arisen from offering permanent rental accommodation in parks? (Rank the first 3 in order, with 1 being the prime problem and check others).

- high construction costs as compared to campgrounds
- high maintenance and repair cost
- abnormal amount of vandalism
- high losses through theft
- permanent units do not receive enough use
- significant additional management burden
- public opinion against such accommodation in parks
- too permanent and inflexible when considering park changes
- others (please specify)

4. Additional comments.

QUESTIONNAIRE B

Agencies Not Offering Permanent Rental Accommodation in Parks

I. GENERAL INFORMATION

1. Number of parks, campgrounds, and campsites:

- number of parks in system
 number of parks containing campgrounds
 total number of campsite units in system

2. If introduced, what type of permanent rental accommodation do you feel would be developed? (Rank from 1 to 3, with 1 being the most likely to be developed).

- fully modern - for example, stove, fridge, furnace, hot shower
 semi-modern - some combination or modification of fully modern or rustic
 rustic - for example, wood stove, outside toilet, outside water supply

3. In your opinion, would the general public favour the introduction of rental cabin/lodge accommodation as being appropriate in parks?

- yes
 no

4. Range of facilities and services provided in your parks. (Please indicate the three most offered facilities by ranking 1-3, 1 being the most offered and check others).

- | | |
|---|--|
| <input type="checkbox"/> campground | <input type="checkbox"/> boat rentals |
| <input type="checkbox"/> picnic area | <input type="checkbox"/> golf course |
| <input type="checkbox"/> boat launch facilities | <input type="checkbox"/> ski hill |
| <input type="checkbox"/> playgrounds | <input type="checkbox"/> concessionaire |
| <input type="checkbox"/> tennis courts | <input type="checkbox"/> commercial enterprises |
| <input type="checkbox"/> hiking trails | <input type="checkbox"/> others (please specify) |
| <input type="checkbox"/> swim area development | |

5. Why does your park agency not provide permanent rental accommodation in parks?

- not considered, by your agency, as an appropriate role for parks
- has not been considered in recent years
- not enough money to enter into such a program
- other (please specify)

6. Does your agency feel permanent rental accommodation has to be self-supporting before it is provided?

7. Does it feel campground accommodation has to be self-supporting before it is provided?

8. Outline the benefits which you feel would be derived if permanent rental accommodation were offered in your parks? (Rank first 3 in order, with 1 being the prime benefit and check others.)

- would increase year round park use
- would stimulate more winter use of parks
- would offer an alternative to camping
- would permit people not owning camping equipment a chance to enjoy an overnight visit in a park
- would allow non-cottage owners a chance to enjoy comfortable accommodation in a park environment
- would offer a new recreation experience to the public
- would provide a base from which to explore the surrounding area
- would be less destructive to the natural environment because of their permanency as compared to mobile recreational camping vehicles
- would intensify park development
- would be conducive to families with young children
- would be suitable for senior citizens
- would be suitable for schools engaging in outdoor education programmes
- others (please specify)

9. In your opinion, what problems might arise from offering permanent rental accommodation in parks? (Rank first 3 in order, with 1 being the prime problem and check others).

- high construction costs as compared to campgrounds
- high maintenance and repair costs
- abnormal amount of vandalism
- high losses through theft
- permanent units would not receive enough use
- significant additional management burden
- too permanent and inflexible when considering park changes
- would deter from the natural park environment
- would be competing with the private sector
- others (please specify)

10. Additional comments:

APPENDIX B

TABLE 22

FACILITIES MOST FREQUENTLY PROVIDED IN PARKS
CONTAINING PERMANENT RENTAL ACCOMMODATION¹

Park Agency	Facilities & Services															
	a	b	c	d	e	f	g	h	i	j	k	l	m	n	o	
STATE PARK AGENCIES																
Florida	1	2	x	x		3	x	x							x	
Georgia	x	1	x	x		3	2	x	x						x	
Illinois	2	3										1				
Indiana	1	2	x	x	x	x	3	x			x			x		
Louisiana	1	3	2	x		x	x	x								x
Massachusetts	1	2	x			x	3									
Michigan	1	2	3	x		x	x	x		x						
Nebraska	2	1		x	x	x	x	x			3	x				x
New Jersey	1	3					2									
New Mexico	1	2	3	x	x	x	x	x	x	x		x	x	x		
New York	x	x	x	3	x	2	1	x		x		x				
North Carolina	1	2	x			x	3	x								
Ohio	2	1	x	x		x	3	x	x			x				x
Pennsylvania	1	2	3	x		x	x	x								
South Carolina	1	2	x	x	x	x	3	x			x	x	x	x		
Texas	1	2	x	x		x	3					x	x			
Virginia	x	x	x	x		x	x				x	x				x
PROVINCIAL PARK AGENCIES																
Manitoba	1	2	3													
Ontario	x	x	x			x	x	x				x	x			
Quebec	1	2	x			3	2	2								
Saskatchewan	3	2	x	x	x	x	1	x	x	x	x	x	x			
FEDERAL PARK AGENCIES																
U.S. National Parks																
Service, Wash., D.C.	2	x	x			3	x	x		x	x	1	x	x		
*Pacific Northwest	2	3										1				
*Midwest	1	2	x			3		x				x	x	x		
Parks Canada	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	

¹Agencies were asked to rank the first 3 facilities in order with 1 being the most often provided and to check others.

a = campgrounds
b = picnic area
c = boat launch facilities
d = playgrounds
e = tennis courts
f = hiking trails
g = swim area development

h = boat rentals
i = golf course
j = ski hill
k = horse rental
l = restaurant
m = grocery store
n = gift shop
o = shopping mall

*Replies from these two U.S. National Parks Service Regional Offices are shown for illustration purposes only. Their results are not included for rank order or percentage calculations because they represent only a part of the total U.S. National Parks Service system.

TABLE 23

REASONS FOR INTRODUCING PERMANENT RENTAL ACCOMMODATION

Park Agency	Reasons ¹							
	a	b	c	d	e	f	g	h
STATE PARK AGENCIES								
Florida	3			2	x		1	
Georgia	3	1		2				
Illinois	1	2			3			
Indiana	2			1	3	x	x	
Louisiana	2			3	1			
Massachusetts	3	1	2		x			
Michigan		3	2		1			
Nebraska	1	3	2	x	x	x	x	x
New Jersey	1			2	3			
New Mexico		1	x	2	x	3		x
New York	2				3		1	
North Carolina	1	3		2			x	x
Ohio	1	3					2	
Pennsylvania		2			3			
South Carolina	1		2			3		
Texas		1						
Virginia	1				2		3	
PROVINCIAL PARK AGENCIES								
Manitoba	2			1		3		
Ontario				1				
Quebec	1	2			3		2	
Saskatchewan	1					3	2	
FEDERAL PARK AGENCIES								
U.S. National Parks Service								
Washington, D.C.						1		
*Pacific Northwest	1			3		2		
*Midwest	1			2				
Parks Canada — NI								

¹Agencies were asked to rank the first three reasons in order with 1 being the prime reason and to check others.

- | | |
|---|--|
| a = high public demand | f = enhance visitor comfort |
| b = administration decision | g = permit longer visits |
| c = intensify park development | h = less environmental impact than camping |
| d = offers alternative to camping | |
| e = offer different recreation experience | |

*Replies from these two U.S. National Parks Service Regional Offices are shown for illustration purposes only. Their results are not included for rank order or percentage calculations because they represent only a part of the total U.S. National Parks Service system.

NI = Not Indicated.

TABLE 24

BENEFITS FROM PERMANENT RENTAL ACCOMMODATION

Park Agency	Benefits ¹							
	a	b	c	d	e	f	g	h
STATE PARK AGENCIES								
Florida		1		3	x			
Georgia	1		3	2				
Illinois	1	3					2	
Indiana	3	1	x				2	
Louisiana	1	3	2					
Massachusetts		1		2	3	x		
Michigan	3	1					2	
Nebraska	x	2	x	3	x	x	1	x
New Jersey		1			3		2	
New Mexico	1	x	x	2	3		x	
New York	1	x	x	3	3		2	x
North Carolina	3	2	x	x	x	x		1
Ohio	1	2	3					
Pennsylvania	x	1	x	3	2		x	x
South Carolina	2		3	1				
Texas		1	3				2	
Virginia		2					3	
PROVINCIAL PARK AGENCIES								
Manitoba		2		3			1	
Ontario	x	x		x	x		x	x
Saskatchewan	2	3					1	
FEDERAL PARK AGENCIES								
U.S. National Parks Service								
Washington, D.C. — NI								
*Pacific Northwest		3						2
*Midwest	x	1	x		2		x	2
Parks Canada — NI								

¹Agencies were asked to rank the first three benefits in order with 1 being the prime benefit and to check others.

- a = increases year round park use f = suitable for schools engaging
 b = offers an alternative to camping in outdoor education programs
 c = stimulates more winter use of g = allows non-cottage owners a
 parks chance to enjoy comfortable
 d = conducive to families with young accommodation in a park envi-
 children ronment
 e = suitable for senior citizens h = provides a base from which to
 explore the surrounding area

NI = Not Indicated

*Replies from these two U.S. National Parks Service Regional Offices are shown for illustration purposes only. Their results are not included for rank order or percentage calculations because they represent only a part of the total U.S. National Park Service system.

TABLE 25

PROBLEMS WITH PERMANENT RENTAL ACCOMMODATION

Park Agency	Problems ¹							
	a	b	c	d	e	f	g	h
STATE PARK AGENCIES								
Florida	3	2			x	x	1	
Georgia	1				2			
Illinois	2	1				3		
Indiana	2	1			3			
Louisiana	1	2				3		
Massachusetts	1	2	3					
Michigan	3	2				1		
Nebraska	1	3				2		x
New Jersey		1						
New Mexico	1	2				x		3
New York	x	1	3			x	x	2
North Carolina	2				1	3		
Ohio	3	2			1			
Pennsylvania	1	2	x	x	x	3		
South Carolina	1	3					2	
Texas	1	2				3		
Virginia	1				3			
PROVINCIAL PARK AGENCIES								
Manitoba					1			2
FEDERAL PARK AGENCIES								
U.S. National Parks Service								
Washington, D.C.	2	3			1			
*Pacific Northwest	3						2	
*Midwest	1	2				3		x
Parks Canada — NI								

¹Agencies were asked to rank the first three problems in order with 1 being the prime problem and to check others.

a = high construction costs as compared to campgrounds

b = high maintenance and repair cost

c = abnormal amount of vandalism

d = high losses through theft

e = permanent units do not receive enough use

f = significant additional management burden

g = public opinion against such accommodation in parks

h = too permanent and inflexible when considering park changes

*Replies from these two U.S. National Parks Service Regional Offices are shown for illustration purposes only. Their results are not included for rank order or percentage calculations because they represent only a part of the total U.S. National Parks Service system.

NI = Not Indicated.

TABLE 26

FACILITIES MOST FREQUENTLY PROVIDED IN PARKS NOT
CONTAINING PERMANENT RENTAL ACCOMMODATION¹

Park Agency	Facilities and Services												
	a	b	c	d	e	f	g	h	i	j	k	l	
STATE PARK AGENCIES													
Alaska	1	3				2							
Connecticut	3	1					2						
Idaho	2	1	2	x		3	x					x	
Kansas	2	x	x	x		x	3	x				x	
Maine	3	1	x	x		x	2	x	x			x	
Nevada	2	1	3										
New Hampshire	3	1	x			x	2			x		x	
North Dakota	1	1	3			1							
Oregon	2	1	3			x	x						
South Dakota	2	1					3						
Vermont	x	x	x	x		x	x	x				x	
Wyoming	x	x	x	x		x	x	x				x	x
CANADIAN PARK AGENCIES													
Alberta	x	x	x	x	x	x	x	x	x	x	x	x	x
New Brunswick	2	1	x	x		x	3	x	x	x	x		
Newfoundland	1	2	x			x	3	x					
Nova Scotia	1	2	x	x		x	3					x	
Prince Edward Island	1	3	x	x	x	x	2	x	x	x	x		
Northwest Territory	x	x	x				x						

¹Agencies were asked to rank the first three facilities in order with 1 being the most often provided and to check others.

a = campground

b = picnic area

c = boat launch facilities

d = playgrounds

e = tennis courts

f = hiking trails

g = swim area development

h = boat rentals

i = golf course

j = ski hill

k = concessionaire

l = commercial enterprises

TABLE 27

ANTICIPATED BENEFITS FROM PERMANENT RENTAL ACCOMMODATION

Park Agency	Anticipated Benefits ¹											
	a	b	c	d	e	f	g	h	i	j	k	l
STATE PARK AGENCIES												
Connecticut				1	2	3						
Idaho	1	x	2	3	x	x	x	x		x	x	x
Kansas						1						
Nevada										1	3	2
Oregon		1		3								2
South Dakota			3	2	1							
Vermont	1	2									3	
Wyoming			x	x	x		x				x	x
CANADIAN PARK AGENCIES												
Alberta	x	x	x	x	x				x			x
New Brunswick	1	2	3				x				x	
Newfoundland	1	x	2	x						x	3	
Prince Edward Island	1	2	3	x	x	x	x	x	x	x	x	x
Northwest Territory	1									2	3	

¹Agencies were asked to rank the first three anticipated benefits in order with 1 being the prime benefit and to check others.

a = would increase year round park use

b = would stimulate more winter use of parks

c = would offer an alternative to camping

d = would permit people not owning camping equipment a chance to enjoy an overnight visit in a park

e = would allow non-cottage owners a chance to enjoy comfortable accommodation in a park environment

f = would offer a new recreation experience to the public

g = would provide a base from which to explore the surrounding area

h = would be less destructive to the natural environment because of their permanency as compared to mobile recreational camping vehicles

i = would intensify park development

j = would be conducive to families with young children

k = would be suitable for senior citizens

l = would be suitable for schools engaging in outdoor education programs

TABLE 28

ANTICIPATED PROBLEMS FROM PERMANENT RENTAL ACCOMMODATION

Park Agency	Anticipated Problems ¹								
	a	b	c	d	e	f	g	h	i
STATE PARK AGENCIES									
Alaska	1	1	2	2	x	3	3	x	3
Connecticut	2	3							1
Idaho	1								3
Kansas	1	3			2				
Maine	2	2				3	x		1
Nevada						3		2	1
New Hampshire		3					2		1
North Dakota								2	1
Oregon	3	2							1
South Dakota	3							1	2
Vermont	3							2	1
Wyoming	x	x	x			x	x		x
CANADIAN PARK AGENCIES									
Alberta					3		2		1
New Brunswick	x	1	x			2	x	3	x
Newfoundland	1	2							3
Nova Scotia	x	x	x	x					x
Prince Edward Island	2	x	x	x	3	x	x	x	1
Northwest Territory		2						3	1

¹Agencies were asked to rank the first three anticipated problems in order with 1 being the prime problem and to check others.

a = high construction costs as compared to campgrounds

b = high maintenance and repair costs

c = abnormal amount of vandalism

d = high losses through theft

e = permanent units would not receive enough use

f = significant additional management burden

g = too permanent and inflexible when considering park changes

h = would deter from the natural park environment

i = would be competing with the private sector

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IN BRITISH COLUMBIA PROVINCIAL PARKS

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