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## **The Waterton-Glacier International Peace Park**

*Abstract: The concept of a peace park is one that goes back more than seventy-five years with the creation of the Waterton-Glacier International Peace Park at the border between Montana and Alberta. The park was originally viewed as a symbol of friendship and goodwill but over the years has become an example of a successful transboundary wilderness park. The park thrives due to high levels of cooperation and collaboration between all stakeholders involved, including those involved in the Crown Managers Partnership. The park has survived amidst threats to its sovereignty. The biggest challenge the park and its managers have faced is the growing legislation surrounding border security after the terrorist attacks of 9/11. Since then, the managers of both parks have strived to maintain a permeable border which allows for visitors to enjoy both sides of the park.*

### **Introduction**

The concept of an ecological area located at the border between two nation states, the transboundary, as an international peace park has gained momentum over the past fifteen to twenty years. The Transboundary Protected Areas Network defines a peace park as, “transboundary protected areas that are formally dedicated to the protection and maintenance of biological diversity and of natural and associated cultural resources, and to the promotion of peace and cooperation” (Ali 2007, 406). The concept of a peace park relies on the cooperation of two nation states in order for its success and it is this cooperation that tends to breed peace between conflicting nations or within a conflicted area. This idea of a peace park implies that all peace parks are created in war torn or conflict areas and that the nation states surrounding the area are attempting to resolve a dispute. As seen with Waterton Glacier International Peace Park, this was not how the concept of a peace park came about.

Waterton-Glacier International Peace Park was created in 1932 by the joining of Waterton Lakes National Park in Alberta, Canada and Glacier National Park located in Montana, U.S.A. An area of high environmental significance, the Rotarian clubs on either side of the border worked tirelessly to create the international peace park as a sign of friendship and goodwill along the worlds longest unfortified border (Parks Canada 2010, 17). The joining of the two parks would require a high level of cooperation in order to effectively carry out management plans in order to protect the ecosystem and Waterton-Glacier has thrived for many years despite facing significant threats to its sovereignty in the last decade. The Waterton-Glacier International Peace Park was the first of its kind and through cooperation and effective management practices has survived as a symbol of friendship for the past seventy-five plus years. Yet, the terrorist attacks of September 11<sup>th</sup>, 2001 have sparked legislation and debate about our borders that threatens the sovereignty of the park and in turn, the state of the ecosystem.

## **Literature Review**

The Waterton-Glacier International Peace Park will be reviewed through a political ecology framework focusing on management and security issues. The literature reviewed and used in this thesis has been either peer reviewed or published or both. While the websites used were created and are supported by national and international governmental bodies. Saleem Ali includes a short, but comprehensive article in his compilation text that can be considered the authority on peace parks called *Peace Parks: Conservation and Conflict Resolution*. The article was written by Randy Tanner et al. and encompasses a lot of the material that will be covered in this thesis paper, bringing to light the particular issue of increased border security as a result of September 11<sup>th</sup>. I wish to go into a bit more detail surrounding the ecosystem based management

theories and security issues that he and his colleagues touch upon in their article. Few pieces of literature exist that have devoted sole focus to the Waterton-Glacier International Peace Park. Timothy Dallen wrote a piece over ten years ago that goes into detail about the parks tourism resource management, including Waterton Glacier, in Cross Border Partnership in Tourism Resource Management: International Peace Parks Along the US-Canada Border which was published in the Journal for Sustainable Tourism. While the George Wright Forum has published an article devoted to covering the threats to the international peace park, written by Tony Prato.

More literature has been written recently on the changing dynamics of the border due to the terrorist attacks of September 11<sup>th</sup>. The Journal of Borderland Studies has published articles by Stefanik and Farson which both address key security issues for the US borders including the border within the international peace park. As well as Meyers has written about whether or not smarter borders are necessarily safer in regards to the “Smart Border” accords that were taken with Mexico and Canada in the time frame immediately following the terrorist attacks (Meyers 2003, 5).

## **Methods**

The information presented in this thesis has been generated through literature reviews and document research on or pertaining to the Waterton-Glacier International Peace Park. Specific emphasis was placed on literature and documents that focused on park management strategies, mainly tourism and conservation efforts, along with how the park and border have been impacted by the legislation surrounding 9/11. While not all of the literature is specifically about Waterton-Glacier, the majority of sources pertain specifically to the peace park.

## **Physical Background**

The Waterton Glacier International Peace Park is made up of an array of diverse landscapes stretching across the border of the US and Canada between Alberta and NW Montana, as seen in figure 1.



**Figure 1. Map of the border between US and Canada at the Alberta & Montana line. Provided by gonorthwest.com**

The park has the combined area of 457,614 ha with Glacier National park containing over 400,000 ha itself. The parks contain a high level of diversity in terms of physical make up as it includes semi-arid rolling prairie and high glaciated mountain areas as well. The park is located in the narrowest part of the Rocky Mountains and Glacier Park rests exactly on the continental divide. This region of the Rocky Mountains and the continent is of particularly high significance

because it is located in the headwaters of three major continental drainages. The watershed from this region flows west with the Columbia River to the Pacific Ocean, East by the Missouri River to the Gulf of Mexico, and north to the Hudson Bay by means of the Saskatchewan River (World Conservation Monitoring Centre 2009, 1--12).

The climate of the region is Cordilleran with brief summers that are comprised of cool weather and lots of rain including many thunderstorms. The winters are fairly mild but contain a lot of snow fall. This variable climate allows for varied vegetative regions and the entire park is comprised of five floristic ecoregions along with twenty-three different habitat types. The diversity expressed in the habitat types allows for a wide range of flora and fauna to thrive within the park. Within the international park there are around 2,000 different types of vascular plants along with numerous other non-vascular species. The park is noted for its diverse fauna, and in particular the fact that it is the only location in the lower United States where self-sustaining populations of the grey wolf, grizzly bear, and mountain lion exist. Along with numerous mammalian species the park has a high avian population and lies in the middle of two major migratory routes (World Conservation Monitoring Centre 2009, 1--12). The Waterton Lakes region of the park contains cold, low nutrient waters that are able to sustain a diversity of fish of around 20 different species (World Conservation Monitoring Centre 2009, 1--12).

### **Historical Background**

Before the establishment of the Waterton Glacier International Peace Park the US and Canada had established Glacier National Park and Waterton Lakes National Park respectively. The area of Glacier Park was first visited by large groups of people when a railroad over Maria's pass was completed and miners and prospectors tried to mine the mountains in order to get rich(National Park Service 2010, 10). Much to their dismay, there was no gold and no

significant minerals to be found and with the turn of the century, the area was viewed more as an ecologically rich area than one that would make you rich. The park was established as a Forest Preserve in 1900 but people like George Bird Grinnell wanted the area to be protected under the designation of National Park. Grinnell worked very hard to have the area established as a national park and President Taft established it as Glacier National Park in 1910. Numerous hotels and park services projects were undertaken after this designation including the building of the Going-to-the-Sun road, considered one of the most scenic roads in North America and a true engineering feat (National Park Service 2010, 10).

The Waterton Lakes National Park was first suggested to become a national park, in 1893, by a rancher named F.W. Godsal who felt the region was ecologically significant. In 1895, only 50 sq miles of the current park was protected as a Dominion Forest park. Shortly after this designation another 150 sq miles were added to the park and it was designated as Waterton Lakes National Park. In 1902, oil drilling occurred inside the park and the first oil discovery in Western Canada was made prompting others to try and tap into this natural resource. In 1904 the flow had almost stopped in the region and oil speculation had left the park. The town of Waterton grew up because of this oil exploration and in 1910 over 150 house lots were offered with waterfront property a distinct possibility (Parks Canada 2010, 17). This is in stark contrast to Glacier National Park which gained its infrastructure from its designation as a national park. Although like Glacier National Park, Waterton has its own man made wonder. Visitors could now stay in the Prince of Wales hotel which sits upon a bluff over looking Upper Waterton Lake. Park goers could also take a boat trip between the two parks via the M.V. international, marking cooperation before the designation as a peace park (Parks Canada 2010, 17).

In the years leading up to the creation of the Waterton-Glacier International Peace Park it was the effort of local Rotarians, not the federal governments, that helped spawn and implement the idea of joining the two parks. Two men were particularly influential in the peace parks establishment. John George 'Kootenai' Brown, the first superintendent of Waterton Lakes National Park, and American ranger Henry 'Death on the Trail' Reynolds were the originators and biggest proponents of combining the two parks. Reynolds felt that, "The geology recognizes no boundaries, and as the lake lay... no man-made boundary could cleave the waters apart" (Parks Canada 2010, 17). This idea would lead to the first annual "Goodwill Meeting" established by the Cardston Rotarians in an effort to bring local Rotary clubs from both countries together to discuss the idea of joining the parks together. The group wanted to foster a "worldwide international peace movement" and would petition both federal governments to allow for the establishment of the Waterton-Glacier International Peace Park in 1931. On April 25<sup>th</sup>, 1932 the US passed a bill for the park's establishment and Canada followed suit on June 16<sup>th</sup>, 1932. (Parks Canada 2010, 17).

Since the establishment of the International Peace Park, the parks have become internationally significant and received acclaim from the United Nations. In 1976 Glacier National park was designated as a Biosphere Reserve under the Man and Biosphere Program of the United Nations Educational, Scientific, and Cultural Organization. Waterton Lakes National Park was given the same designation in 1979 (Tanner et al. 2007, 183-199). The Man and Biosphere program have two main goals, "preservation of core natural values and encouraging a sustainable area economy that will protect those values" (Tanner et al. 2007, 183-199). Trying to live up to these goals is another area of cooperation between the two parks.

The most important designation for the International Peace Park as a complete entity came when UNESCO established it as a World Heritage Site. This creates further protection for the park because of the standards the area is now held to as a world heritage site. Its designation means that it fit the criteria under the natural area category and “possesses outstanding, universal value to the world’s peoples and it requires that the United States and Canada refrain from actions that might damage the values of this world heritage site” (Tanner et al. 2007, 183-199). The designation of the Waterton-Glacier International Peace Park as a world heritage site officially logged it as a peace park. It was the worlds first peace park in 1932, and today is the only world heritage site with such a title (UNESCO 2010, 5).

### **What Makes Waterton-Glacier International Peace Park Work**

The Waterton-Glacier International Peace Park has been successful due to the high level of cooperation and collaboration between the United States and Canada not only within the park but also at the international level. Since the War of 1812 there have been no conflicts which pitted the two nations against each other. The U.S. and Canada have maintained a friendly and cooperative relationship over the past 200 years that has created the largest undefended border in the world (Tanner et al. 2007, 183-199). The United States relationship with Canada goes well beyond the international peace park as the two-way trade between the two countries is upwards of \$475 billion annually, about \$1.4 billion per day, as well as 85% of all Canadian exports head across the border (Meyers 2003, 5). This relationship at the international level allows for minimum border patrol and for the border to simply be viewed as a formality. As one source on the subject puts it, “the border between Waterton Lakes and Glacier was the epitome of a conservation border...the presence of the border was minimized to the extent that conservation

initiatives could be effectively implemented at an international level while simultaneously offering liberal access to transboundary visitors”(Stefanik 2009, 15-37).

This minimized border allows for a strong level of functional cooperation between the two parks on not only conservation but tourism efforts as well. Functional cooperation can be defined as, “cooperation that is driven by bottom-up technical and situational demands” (Tanner et al. 2007, 183-199). So while the national governments have made the final decisions on rules surrounding the border and subsequently minimizing them, it is the parks management framework and personnel at the lowest level that allows for successful tourism and conservation efforts. It is these management efforts surrounding tourism and conservation that allow Waterton-Glacier International Peace Park to survive and thrive amidst internal and external threats to its overall effectiveness.

### **Tourism Management as an Example of Functional Cooperation**

Due to the fact that the border between the US and Canada has been minimized within the park boundaries, it allows for an effective cooperation between the two parks regarding their main revenue stream, tourism. Tourism management is a part of any park or site, but cross-border tourism can be difficult to manage. Yet, the effort to cooperate between the two parks allows for a decrease in misunderstandings and conflicts related to overlapping goals and missions, and they help limit redundancy that can happen when parallel or duplicate research and development projects are occurring (Dallen 1999, 182-205). These are very important considerations for both parks because not only do they increase cooperation and collaboration efforts, but by joining forces can eliminate waste and save a lot of money for both sides. In terms of what Waterton-Glacier International Peace Park performs well with regards to tourism

management practices there are three areas of note: management framework, infrastructure, and conservation framework.

The management framework of the peace park is interesting in that there is no formal Waterton-Glacier International Peace Park superintendent, managers, or any workers with an official title. Each park is owned and managed independently of one another under their respective countries park services (Dallen 1999, 182-205). This has subsequently resulted in very different management frameworks on either side. The Glacier side has its own superintendent and subdivisions which are all under the jurisdiction of regional directors under the National Park services, while Waterton has a more complicated but similar scheme that is under the jurisdiction of Parks Canada (Dallen 1999, 182-205). This management framework is also interesting because there is no cross-border funding or administrative support between the two sides (Dallen 1999, 182-205) yet the park thrives. While the parks are united under a name, their management frameworks are individual and very different. It is a testament to the ability of the two parks to work together through functional cooperation at the lowest level in order to maintain the integrity and function of the joined parks.

The infrastructure within and surrounding the park is maintained in a very similar manner to the management frameworks of the individual parks. Yet there are examples of cooperation between the two parks in terms of their infrastructure make up. While the roads and trails are maintained by the individual parks, the signs and markings in the park show signs of cooperation. The signs in the backcountry and almost universally in the Glacier park format while French is also included on the Canadian side as well as metric distances on the American side (Dallen 1999, 182-205). These may seem like small measures of cooperation but it helps to

create and maintain a sense of unity amongst the two parks and narrows the gap of their infrastructural separations.

The conservation framework of both countries is where the highest level of cooperation is needed as the rules and regulations regarding wildlife vary in a couple of key examples. There are two examples of how national laws differ between the two countries but the parks themselves have decided to appease the other side in the name of cooperation. One example is of the bull trout that resides in Cameron Lake and Upper Waterton Lake, both lakes that traverse the border. This species is protected in Canada and if caught must be released whereas in the US it is not a protected species (Dallen 1999, 182-205). However, in order to promote the preservation of a common natural resource as well as eliminate confusion, Glacier enforces the Canadian regulations on the US side of the lakes (Dallen 1999, 182-205). The other primary example surrounds the highly controversial wolf. In Canada it is treated as a nuisance species while in the US it is protected. But like bull trout, the Canadian side of the peace park has agreed to protect the wolves with respect to US laws (Dallen 1999, 182-205). These examples prove that even though national regulations may differ there is a conceded effort to protect the conservation efforts of either side within the park as a whole.

Not only are the three aspects of tourism management above important, but the parks are also highly cooperative when it comes to search and rescues. The terrain of the peace park is very rugged and can pose problems for some hikers who often need to be rescued in tight spots. Waterton Lakes maintains a helicopter unit with a sling designed to save hikers in these situations while Glacier does not. Nonetheless, Waterton gladly lends their services for these rescues as well as Glacier officials in other rescue situations (Tanner et al. 2007, 183-199). This

is an important collaboration effort because there are some 2,000,000 visitors to Glacier Park and 400,000 to Waterton each year and their safety is imperative (Dallen 1999, 182-205).

Tourism management is of high priority to either side as tourism is a substantial source of revenue for the park itself. While both parks are seemingly managed independently of each other, it is the examples of collaboration and cooperation that enable the park to function at a high level as a tourist attraction. Access to the two parks previous to the September 11<sup>th</sup> terrorist attacks was very loose and regulations were at a minimum but numerous legislative changes since that day have made small, but noticeable changes to border management with regards to tourism. The impact on visitors to the park from these pieces of legislation will be discussed in a later section.

### **An Ecosystem-Based Management Approach**

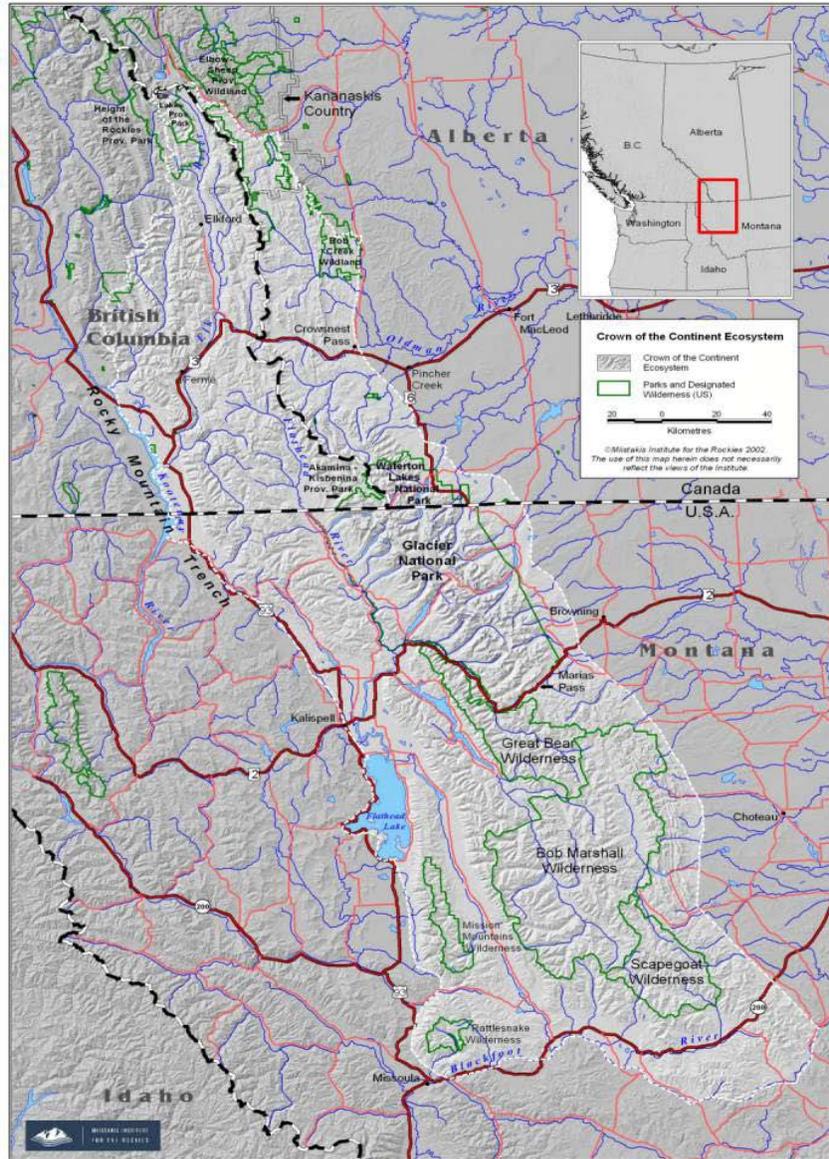
An ecosystem based management approach is an overall park management scheme which works to manage whole ecological units or landscapes based on an interdisciplinary approach. This is an approach which integrates not only ecological and geographical aspects of an area but also the social and economic ones (Slocombe 1993, 612-622). While this may seem like an obvious way to create a protected area or a peace park it is often hard to define an ecosystem. An appropriate definition of an ecosystem may be, “one whose boundaries reflect ecosystem and population processes and patterns, providing sufficient area, diversity, and complexity for continued self-organization and self-maintenance in the absence of catastrophic external disturbances” (Slocombe 1993, 612-622). This aspect of ecosystem based management, the ability to delineate an actual ecosystem, is very important because once you have a functional unit to base your management system on you can implement a strategy. One kind of ecosystem

based management that the Waterton Glacier International Peace Park uses is adaptive ecosystem management.

Adaptive ecosystem management is an ecosystem based management plan that can be used to alleviate issues facing a park or protected area (Prato 2003, 41-52). This approach is based on six different principles in order to address these issues. The six principles are outline as this: a single management decision cannot address wide ranging threats, internal threats are easier to address than external, creating and evaluating management practices accounts for a holistic view, adaptive management allows managers to address uncertainty surrounding impacts of management actions, working with stakeholders achieves greater success, and success is increased by integrating knowledge in an interdisciplinary manner (Prato 2003, 41-52). These six principles set the framework for how adaptive ecosystem management works and how it is designed to protect wilderness areas from a variety of internal and external threats. It is important to recognize however, that any park management action aimed at alleviating or reducing any external threats can influence another threat, albeit positive or negative (Prato 2003, 41-52). The Waterton-Glacier International Peace Park follows this style of management practice within the Crown of Continent ecosystem.

### **Waterton-Glacier and the Crown Managers Partnership**

The Waterton-Glacier International Peace Park lies directly in the middle of an area of the Rocky Mountains called the Crown of the Continent, as seen in Figure 2. This term was coined by George Grinnell and is used, “as a descriptor for the only area in North America where watersheds flow to three distinct oceans: the Pacific, Atlantic, and Arctic oceans”(Tanner et al. 2007, 183-199).



**Figure 2. Map of the Crown of the Continent Ecosystem. Courtesy of the Crown of the Continent Ecosystem Education Consortium.**

The international peace park applies many of the aspects of adaptive ecosystem management through the Crown Managers Partnership. This partnership was first established in 2001 and was designed to bring regional resource management agencies together (Tanner et al. 2007, 183-199). The initial establishment of this partnership exemplifies adaptive ecosystem management because it is an active attempt to bring stakeholders together to exchange information and individual concerns surrounding the ecosystem.

This initial workshop for regional resource management agencies had three purposes in mind when gathering: to build awareness of common interests and issues in the Crown of the Continent Ecosystem, to build relationships and opportunities for collaboration across mandates and borders, and to report on collaborative work already underway and identify opportunities for further cooperation (Tanner et al. 2007, 183-199). All aspects of the initial workshop fall into the framework of adaptive ecosystem management and the creation of the Crown Managers Partnership is concrete evidence that each park and the stakeholders involved were dedicated to protecting this area. The Crown Partnership not only included resource management areas from around the area but grew to include national, provincial, state, and local governments along with leaders from indigenous communities in and around the ecosystem, with numerous levels of managers and staff represented from each individual stakeholder entity (Tanner et al. 2007, 183-199). The representation of a number of different stakeholders is important to adaptive ecosystem management and brings an interdisciplinary approach to the management strategy or “work-plan”.

Annual conferences are conducted each year as part of the Crown Managers Partnership and at each conference a comprehensive “work plan” is created and discussed. These work plans are created in order to create management tools, compile management data, and research programs with academic institutions. Each work plan is coordinated by a multi-agency steering committee which consists of members’ representative of the partnership (Tanner et al. 2007, 183-199). This collaboration and creation of a work plan allows for all of the stakeholders to stand behind a management plan that they feel is representative of the ecosystem as a whole and not just the peace park or any specific area alone. The Crown Managers Partnership is an example of how the Waterton-Glacier International Peace Park is involved in creating an

adaptive ecosystem based management plan which involves multiple stakeholders, creation of a concrete but flexible plan, an interdisciplinary viewpoint, all with the well being of the Crown of the Continent ecosystem at the forefront.

### **Border Security in a Post 9/11 United States of America**

While the Waterton-Glacier International Peace Park has remained a symbol of peace and goodwill between the US and Canada, that peace and goodwill has been threatened due to the actions and attitudes of the US government surrounding the border after the terrorist attacks of September 11<sup>th</sup>, 2001. As previously stated, the US and Canada share the longest undefended border in the world and up to 9/11 there was little concern as to the security of that border. As one scholar points out, “In the pre-9/11 area, the border referred to the line that divided the U.S. from Mexico” (Stefanik 2009, 15-37). The border between the US and Canada could have been classified as an “integrated borderland” where all significant political and economic barriers are have been eliminated allowing for a free flow of people and goods (Dallen 1999, 182-205). But due to significant changes in legislation since the terrorist attacks, the concept of the border between the US and Canada has changed and the relationship has gone a little sour. The peace park has not been drastically affected but changes to border procedures have changed the accessibility of traveling between the two parks.

### **The Patriot Act, the Real ID Act, and the Department of Homeland Security**

Shortly after the terrorist attacks of September 11<sup>th</sup> a wave of legislation went through congress in order to protect our country and our borders. The Patriot Act was the first piece of legislation to go through in October of 2001. This act greatly improved the surveillance capabilities of the government including a tripling of personnel along the US-Canadian border and an allocation of additional funds for expanded technological monitoring (Meyers 2003, 5).

While the Patriot Act had little influence on the specifics of border security and was more focused on information, it is the increase in surveillance and the watchful eye of the government that threatens the sovereignty of the border with Canada in and out of the park. But the Real ID act, along with the creation of the Department of Homeland Security pose a much bigger threat to the concept of border within the park.

The Real ID Act passed through congress in 2005 and “allows Congress to waive federal, state, and environmental laws in the name of national security” and includes the provision that the secretary of the Department of Homeland Security can, “waive, and shall waive, all laws such Secretary, in such Secretary’s sole discretion, determines necessary to ensure expeditious construction of the barriers and roads under this section” (Stefanik 2009, 15-37). Both sections of this Act are extremely troubling to the protection of the border concessions inside the park, giving attention specifically to the section on environmental laws. It is evident how this act has affected the park or has the potential to affect the park given certain changes that have occurred and others that may occur in the future.

### **Pre and Post 9/11 Border Policies in Waterton-Glacier International Peace Park**

There are two designated crossing points that lie on the border of the US and Canada. One access point is located at Chief Mountain which is a front country station that is accessible by road and this is where most visitors would cross from one park into the other and represents little threat in terms of security. The backcountry border crossing at Goat Haunt had far less security infrastructure as it did not service as many visitors as Chief Mountain. Prior to 9/11, citizens of both the US and Canada were allowed to roam freely across both borders and anyone who was considered a foreign national could pass with relative ease and was required to check in with a border agent at their next convenience (Stefanik 2009, 15-37). It is reasonable to say that

the border within the park was a permeable one and access to either park was and still is something that the park endorses its visitors to do. The previous assumptions surrounding the border were that most visitors were either American or Canadian, that tourism was a positive thing, and that the location was so remote that terrorists or illegal immigrants wouldn't bother with the hassle of trying to cross at such a difficult spot (Stefanik 2009, 15-37). But after 9/11 the government saw it differently.

It is easy to believe that most people wishing to illegally cross the border would not choose a place like Waterton-Glacier but because of the remoteness of the location and the ease on border restraints the US government saw it as a potential problem. Given the authority endowed to them by the Real ID act the DHS suggested closing down the back country border crossing at Goat Haunt affecting some 37,000 annual hikers who visit the area and threatening the sovereignty of the park itself (Stefanik 2009, 15-37). The government deemed that after 9/11 the Goat Haunt passage did not have enough security infrastructures to allow for visitors to freely pass back and forth between the parks. Yet, in order for the park to live up to the standards security wise it would mean they would need to incorporate roads, buildings, electricity and phone lines that would not be consistent with their efforts of keeping the park a wilderness area (Tanner et al. 2007, 183-199). In order to maintain the integrity of the park, both countries security agencies and the parks themselves came up with a new set of rules and regulations regarding the park. This is where Waterton-Glacier International Peace Park really felt the affects from 9/11.

One of the biggest changes made was in regard to foreign national who wished to cross the border. In the past, foreign nationals were allowed to cross at the Goat Haunt back country pass and not check in with customs agents. They were allowed to check in with a customs agent

at the next possible time at Chief Mountain. After 9/11, foreign nationals were required to check in at Chief Mountain first before being able to pass through at Goat Haunt. This affected some 15% of those who annually pass through the back country border (Tanner et al. 2007, 183-199). There is an exception to this particular rule. If a foreign national is taking a boat tour that crosses Waterton Lake into the Goat Haunt passage, the passenger is allowed to get off of the boat but not leave the premises of the ranger station and must return to the Canadian side when their boat leaves (Tanner et al. 2007, 183-199). Another change that visitors will be aware of is the increase in surveillance measures taken by the US government within the park. Not only are all of the Glacier park rangers now considered to be customs agents who have been “deputized” (Stefanik 2009, 15-37), but there has been an increase in technological surveillance within the park both on the ground and in the air that the visitors have taken notice of (Tanner et al. 2007, 183-199). These changes mark the most visible physical changes that have been made to the border within the park and experts say that for the most part there has been little effect on how the park runs and visitor numbers are still high (Tanner et al. 2007, 183-199). Yet, with the Real ID act and the potential it carries to do harm to the sovereignty of the park, there is one scenario that could be extremely detrimental.

Because the Real ID act allows the DHS to literally do anything it deems necessary to protect national security this could create a conflict with other government agencies, in this case NEPA. The National Environmental Policy act claims that the federal government, “has a duty to inform and involve citizens with respect to any of its actions that might have an environmental impact, and citizens must be allowed to voice opinions in the decision making process” (Stefanik 2009, 15-37). This can pose a significant problem if the government decided that it needed to put up a wall on the Canadian border, much like the one that is being built along the border with

Mexico. Now while this is a completely hypothetical scenario, the legislation is out there and this same act is being performed on the border to the south of the US. This would be a particular detriment to the park because of the implications it would have on the roaming of wildlife. Many critics of this “wall” claim that it is not highly effective against humans and keeping them from getting across the border but can definitely affect animals natural migration routes and would subject them to the dangers of crossing at points like roads and waterways(Stefanik 2009, 15-37). This may not have happened yet, and may never happen, but when considering threats to the sovereignty of the park due to 9/11 this is certainly a legitimate concern.

### **The Future and What Others Can Learn**

The future of Waterton-Glacier International Peace Park is a positive one and because it is run by two very stable governments there is no reason to believe that this park will not thrive into the future. There are a couple of potential changes that may happen to the park, one a potential positive change and the other a very daunting and eye-opening one. As seen in Figure 3, there is a large section of vegetation that has been cleared out in a line going up the side of the mountain around Upper Waterton Lake.



**Figure 3. The cleared land going up the side of the mountain is the international border between the US and Canada on Waterton Lake. Courtesy of flickr creative commons.**

This cleared section of land recognizes the international border as place by the International Boundary Commission. Multiple petitions have been sent in within the past decade to have this section of cleared land allowed to fill in as activists and park officials feel, “The border swath is a symbol of division, not unity” and “maintenance of this artificial scar between the two parks is incongruous with the concept of an International Peace Park and hinders the goal of preserving a naturally functioning ecosystem” (Dallen 1999, 182-205). If the IBC would approve the petition to allow this section of cleared land to fill in that would be a vast improvement in establishing the park as truly a borderless region. While this is a positive change that can occur in the near future, another looms on the horizon that will deem the parks name meaningless.

Global warming is a threat to the entire world and the Waterton-Glacier International Peace Park is of no exception. In a long list of possible threats to the park compiled by The George Wright Forum, they include that there is a high likelihood that there will be a total absence of glaciers in either park in 30 years, this report came out in 2003 (Prato 2003, 41-52). The glaciers contained within this park have been around since the last ice age and are responsible for a lot of the jagged landscape in the area as well as on the continent. It would be a shame if because of anthropogenic reasons that the *Waterton-Glacier* International Peace Park would no longer have glaciers gracing its valleys.

In terms of why Waterton Glacier International Peace Park has lasted so long and has been so successful, it is because of a multitude of reasons that other countries wishing to construct similar areas can learn from. One reason that may be hard for other regions to come by is the friendly relationship between the two countries. The US and Canada have had a long standing friendship that allowed for both sides to cooperate and collaborate effectively on this project and allow it to come to fruition. But there are other reasons they have been successful that others can learn from. The adaptive ecosystem management has proved an effective means for the park to manage its area in an environmental sense but with respect to multiple stakeholders. This allows for everyone affected by the park and those having an affect on the park to have their voices heard. The Crown Managers Partnership is an effective means of bringing everyone together and coming up with a plan for the park and the ecosystem that is in the best interests of the environment but also everyone involved.

Yet the most important lesson that others can learn from the Waterton Glacier International Peace Park is their level of cooperation and collaboration in a non-aggressive manner. By non-aggressive it can be said that, “in the context of peace park regimes, where the

goal is to achieve a common interest – peace and transboundary conservation – it is both unrealistic and counterproductive to expect that cooperative efforts could be coerced either through intimidation or sanctions” (Tanner et al. 2007, 183-199). Never in the existence of the park did either side make demands of the other and threaten with sanctions or penalties. If there was an issue with either side, like the border issues after 9/11 or the conservation issues surrounding the bull trout and wolf, they made concessions to each other that were agreed upon for the betterment of the project. Both governments and park entities kept the best interest of the park in mind and were not selfish in their determination of what should be done or what should not be done. Unfortunately as some critics note, “it seems wistful thinking that peace parks are likely to be anything other than a very low priority for governments in actual conflict situations” (Tanner et al. 2007, 183-199), we can only hope that projects like the Waterton Glacier International Peace Park are considered when it comes to solidifying friendships and potentially mitigating conflict areas.

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