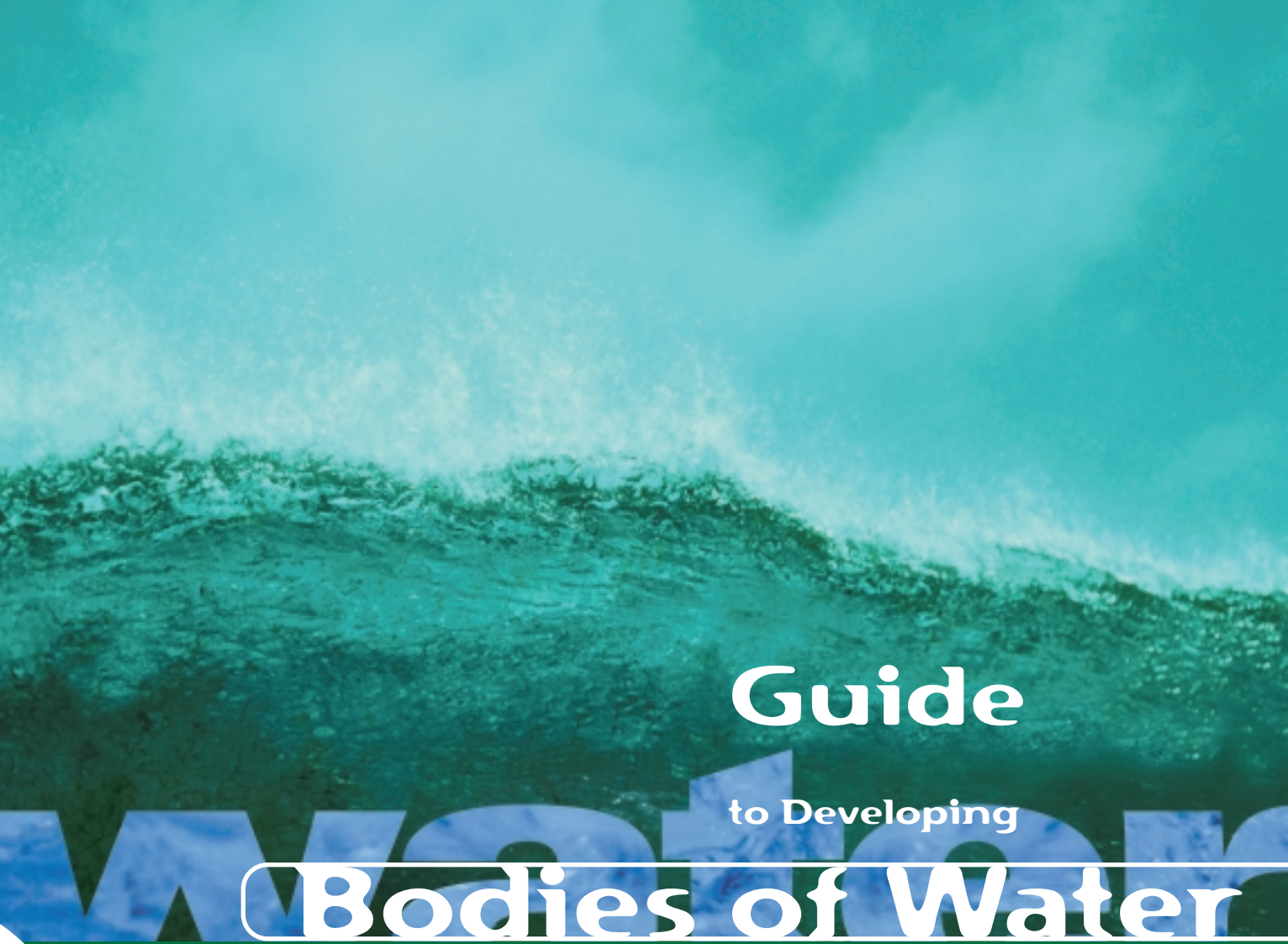




Guide to Developing **Bodies of Water**

in Québec for
recreation, tourism
and heritage
conservation

Guide

to Developing

Bodies of Water

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Table of Contents

1. Why do we need a guide?	5	4. Jump in ...but learn to swim first	29
2. An Irreplaceable Heritage	7	4.1 How to proceed	29
2.1 Leading role	7	<i>One premise: three challenges</i>	30
<i>Watery tales</i>	7	<i>Action principles for sustainable tourism</i>	31
<i>Vital challenge</i>	7	<i>The method: a serious business plan</i>	32
2.2 Preserving the potential	8	4.2 Noteworthy projects	47
<i>One resource, shared uses</i>	9	<i>Lower St. Lawrence Islands</i>	47
<i>Water quality</i>	10	<i>Chambly Canal</i>	49
<i>Wildlife habitats</i>	11	<i>Parc de la rivière des Mille-Îles</i>	51
<i>Landscape quality</i>	12	<i>Baie Lavallière and Pays du Chenal-du-Moine</i>	53
3. Development: why?	15	<i>Réseau riverain de la rivière Magog</i>	55
3.1 Restarting development	15	<i>Projet de développement de lac Sacacomie</i>	58
<i>Challenges</i>	15	5. References	78
<i>Attractions to be developed</i>	17	5.1 Government Internet Sites	78
<i>Facilities for the future</i>	18	5.2 Non-governmental Internet Sites	79
3.2 Clientele	20	5.3 Monographs and Guides	79
<i>Tourists in general</i>	20	5.4 Other References	79
<i>Ecotourists in particular</i>	21		
3.3 Promising trends	22		
<i>Quality of life, a rising value</i>	22		
<i>Seeking a balance</i>	24		



Figures and Tables

Figures

1. Conditions for success when developing bodies of water for recreation, tourism and heritage conservation 30
2. Implementation phases for development projects 33
3. Structure and content of the business plan 35

Tables

- A. Content and Approach of the Business Plan 45
- B. Main tools, mechanisms and statuses for the conservation of aquatic and waterside environments 61
- C. Main tools and legal mechanisms fostering the development of aquatic and waterside environments for recreation and tourism 66
- D. Main permits and authorizations required for recreational and tourist development of aquatic and waterside environments 70
- E. Resources for seeking technical and financial assistance 72
- F. Sources of technical and financial assistance for conservation and development projects 73



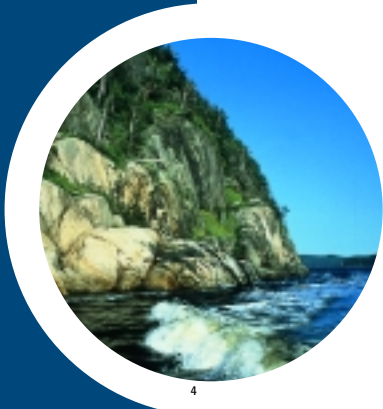
1. Why do we need a guide?

Québec is unique in possessing major reserves of fresh water. On our small planet with its six billion people, this is a precious resource. The Guide to Developing Bodies of Water takes this important fact into account. It is intended as a practical tool for all Quebecers who want to enjoy the water and also develop their aquatic heritage in a responsible manner. The challenge is twofold: to build the recreation and tourism product by enhancing Québec's geographic personality, and to achieve this in a way that preserves this jewel for future generations.

For the recreation and tourism industry, developing bodies of water is a powerful lever. But because lakes and rivers, like seas and oceans, are exploited in many different ways, their development has to be closely supervised. In 1992, the *Conférence sur l'eau et l'environnement* (Conference on Water and Environment) and the Earth Summit laid down principles for international action affecting water, with the goal of sustainable development. Five years later, the United Nations made water a major theme, reflecting the urgent need for new guidelines to manage this resource worldwide.

Insofar as this industry helps to preserve water quality and develop the economic and social life of our communities, the recreation and tourism sector contributes to the collective effort for healthy management of the resource. With its legendary river, mighty estuary, 4,500 smaller rivers, half a million lakes, thousands of kilometres of marine shoreline and nearly 3% of the world's renewable fresh water, Québec shoulders major responsibility for water management.¹

With the Internet, we now have easy access to data and resources concerning the ecological management of bodies of water, in addition to the abundant literature on the subject. Recreational and tourist development of water did not have such a rich source of information, which is why this Guide was written. It will be of particular interest to people planning to develop bodies of water for recreational and tourist use: members of the public, private companies, non-profit organizations (NPOs), municipalities or regional county municipalities (MRCs). Ideas and data are included, with many examples of success and failure, and the basic facts about how to go from words to action. An exhaustive list of additional resources is provided.



Note

1. QUÉBEC (GOUVERNEMENT), MINISTÈRE DE L'ENVIRONNEMENT, *La gestion de l'eau au Québec*, public consultation document (www.mef.gouv.qc.ca/fr/consultation/eau/gestion_eau.htm).

2. An Irreplaceable Heritage

2.1 Leading Role

The St. Lawrence River gave life to Québec. At a time when birchbark canoes were still being used to ply up and down the “walking way”, the first settlers decided to occupy the banks using a land-division system found nowhere else. This regime ensured that each person had access to a “royal” communication route. It therefore not surprising that Québec’s built heritage has nearly always had water as its basis. The oldest urban centres, seigniorial estates, old mills, heritage highways, ports and bridges are all located along the river or its estuary and tributaries.

With a language full of sailing terms, legends abounding in ghost canoes, a territory divided on the basis of navigable waterways and an architectural heritage whose gems are the work of boat-builders, Quebecers owe much of their cultural identity to water, their most precious natural resource.

Beyond its economic role, Québec’s blue heritage represents the signature of its territory and the explanation of its history.

Watery tales

All over the world, landscapes tell of people’s roots. History is written in them, on the margins of the hydrographic systems that allowed land to be conquered, colonized and developed.

In Québec especially, the canals, wharves, ports, mills, dams and power stations built over the centuries all played a major role in expanding commercial and industrial activities associated with bodies of water. Today, these facilities are increasingly being integrated into recreational and tourist development projects.

Vital challenge

At a time when water is steadily deteriorating in quality and becoming increasingly scarce, Québec’s water reserves respond to our domestic, agricultural, industrial and commercial needs at what is still a very affordable cost. The strategic importance of this resource is therefore all the greater.

Human settlement is not the only factor: surface water, both fresh and salt, is a privileged and essential environment for supporting life and is home to a multitude of plant and animal species. Where dry land meets water, wetlands, banks, waterside areas and shorelines are a defining feature in the beauty and vitality of our landscapes and contribute to biodiversity by fulfilling an essential recycling function in the hydrological system.



An Irreplaceable *Heritage*

2.2 Preserving the Potential

Although Québec's bodies of water are an abundant resource and exceptional collective asset, they are too often inaccessible to the public. The industrialization of production methods and consumption patterns, their effects magnified by globalization, have multiplied our ability to destroy ecosystems. We now run the risk of disrupting many different habitats every day, including our own. When conflicts are settled mainly on the basis of socio-economic realities, recreational and tourist factors do not always count for much in the exploitation of natural resources. Conservation particularly tends to take a back seat because its impacts are ecological rather than financial.

To regain control of old facilities, habitats and places affected by deterioration and privatization, society, represented by the main interested parties, needs to exercise control over bodies of water.

In southern Québec, residential and private resort developments restrict or block public access to bodies of water, especially lakes. This severely limits the setting up of recreational and tourist activities. Local residents or organizations may oppose tourist development because they want to remain masters in their own house. They may also oppose conservation or recreational projects because they prefer other forms of economic activity that bring faster profits.

Dams and other regulating structures may also hamper the development and conservation of bodies of water. The number of private and municipal power stations below 25 MW has doubled in the last ten years, since Hydro-Québec launched its private power producers' program. Today there are close to 100 of these stations. About 50 rivers are being exploited for their power potential on the 525 waterways listed.

Moreover, a certain proportion of Québec's bodies of water are artificial or have been altered by man. Some of our "lakes" are actually nothing more than reservoirs whose water level is controlled by a structure built on a tributary. The companies that built these structures are not responsible for maintaining them once they discontinue their activities. This creates a worrisome situation for waterside residents if local and regional communities do not take the required preventive action.



8



10



11

One resource, shared uses

Québec has thousands of lakes and rivers, especially in its forest zone. This covers 44% of Québec's territory. 90% of these forests are public property and are mainly exploited by the natural resources industry, especially forestry.²

Nearly 300 forestry supply and development agreements (CAAF) between the Ministère des ressources naturelles (MRN) and the private sector regulate the exploitation of public forests. From 1970 to 1996, harvesting of wood material increased by 55%, reaching 36.8 million cubic metres.³ In 1996, the forestry sector generated 80,000 jobs.⁴

Cultural heritage

Ports, harbours, wharves and shipyards along the St. Lawrence River bear witness to the bustling activity of the 19th century. From 1805 to 1870, 25 to 50 ships were built each season in the Québec City region, and the first navigable waterway linking the St. Lawrence River to the Great Lakes was completed.⁵ Five Québec canals have been designated national historic sites by Parks Canada. In the near future, all of them will once again be navigable.

Québec's hydraulic power was harnessed from the early days of the colony, with the building of sawmills and flour mills. The development of hydroelectric potential, locally and regionally at first, started at the beginning of the 20th century. When electricity was nationalized in the early 1960s, Hydro-Québec was set up. This Crown Corporation is now a world leader in hydroelectricity expertise. At the same time, artificial reservoir capacity increased fivefold between 1960 and 1980, with 74 reservoirs and 21,431 km².

Using bodies of water for recreation and tourism dates back to the 19th century. The sumptuous homes at Métis-sur-Mer, like the Grand Hôtel de Tadoussac reflect the origins of tourism and vacation resorts originally built for upper-middle-class business people and industrialists. Only when the Québec population started moving to the cities and becoming industrialized on a large scale did the concept of leisure become widespread. Small vacation cottages typical of the 1950s huddled round bodies of water that are now in urban areas were the prelude to the mass tourism and leisure of the end of the millennium.



9

An Irreplaceable Heritage



12

Water quality

Although the water quality in Québec's bodies of water has improved over the last 30 years, it is still not uniform throughout the province. Quality tends to deteriorate from upstream to downstream and from less populated regions to agricultural and urban areas. The deterioration of aquatic and riverside environments exacts a heavy price from society. In addition to increasing the costs of public health and the drinking-water supply, it damages wildlife habitats, prevents recreational uses like fishing or swimming, is detrimental to people's quality of life, lowers the value of their homes, and greatly restricts the potential for recreational and tourist development. In the St. Lawrence Lowlands, agriculture is the main cause of diffuse and toxic pollution. In urban areas, the culprits include overflow from the collector sewer system, discharge channels not connected to it, and the effluent from industrial sectors. On the Laurentian bedrock, which is naturally acid and rich in heavy metals, forestry and hydroelectric exploitation together with acid precipitation and waste products from the mining industry may lead to damaging cumulative effects for aquatic fauna.

Natural heritage

Québec has more than 171,370 km² of marine habitat, including the Gulf of St. Lawrence River and the St. Lawrence Estuary (as far as Île d'Orléans), together with inlets, James Bay, Hudson Bay and the Bay of Ungava.⁶

Damp habitats occupy 15% of the land territory.⁷ In southern Québec, the proportion of bodies of water (both freshwater and saltwater) falls to 5% and damp habitats 9%. Marshes and peat bogs only account for a small part of the present-day landscape of the St. Lawrence Valley (less than 1%).⁸

Good-quality water is essential for maintaining life and biodiversity. In terms of vertebrates alone, water forms part of the habitat of 653 species in Québec, including human beings: 12% of these species are currently designated as endangered or vulnerable, mainly due to modifications to their environment.⁹



13



15

Wildlife habitats

Most outdoor activities, including adventure tourism, are directly dependent on the conservation of wildlife habitats, especially when these are rich and sensitive like wetlands and waterside environments.

Hunting and fishing associations have always been major players in protecting wildlife habitats. Today, there are also many conservation projects run mostly by local and regional communities. Combining conservation and development of natural sites, these projects usually focus on increasingly popular activities like hiking, fishing, bird-watching, cycling, canoeing, kayaking, wilderness camping, cross-country skiing and dog-sledding. Achieving intimate contact with a rich, varied natural environment without overburdening it is a feature of this type of development.

Utility value

In 1996, the hydroelectric industry directly supported over 23,000 jobs in production, transmission and distribution, and paid more than \$1.5 billion in salaries.¹⁰

The port of Montréal generates revenues of around \$1.7 billion annually and helps to maintain 17,600 direct and indirect jobs. The port of Québec City provides direct and indirect employment for more than 6,500 people and generates revenues of nearly \$350 million.¹¹

About 500,000 Québec homes are located by a lake or river, and this amenity directly affects their value, so much so that the value of a property is often based on the length of the water frontage.

The environment industry has 350 companies that specialize in water and employs some 6,000 people to restore and conserve Québec's aquatic environment.¹²



14

An Irreplaceable Heritage



16



17

Landscape quality

Like the people living in them, landscapes are the raw material of the tourist industry. When these landscapes are altered as a result of poorly planned development, a region's attraction for tourists is often severely diminished.

From old wharves to main streets, rivers to suburban shopping streets, lakes hemmed with cottages and marshes carefully preserved by wildlife lovers, a landscape always mirrors the relationship between a community and its environment.

Regions that have developed their tourist industry successfully are those that have been able to conserve and upgrade the charms of their landscapes over time by carefully integrating new uses with components dating back generations. Blending the different uses of the landscape with the needs of the groups entitled to use it – citizens, vacationers, tourists, industrialists, Aborigines, new country-dwellers, pensioners, and so on – is exactly the challenge we face in developing bodies of water.

Encouraging signs

Before Québec launched its first Programme d'assainissement des eaux (PAEQ) in 1978, only 2% of municipal water was treated. Today, there are 568 treatment stations serving 98% of Quebecers with water in 762 municipalities. Total investments have amounted to nearly \$6.7 billion. Treatment of industrial and agricultural water is still in its infancy.¹³ The average municipality spends 10% of its budget on cleaning up the environment. In Lanoraie, residents mobilized in defense of their peat bog in order to preserve the exceptional quality of the local drinking water. The bog is partially protected by its provincial status as an ecological reserve, which allows it to continue filtering the municipality's water naturally and contribute to the community's equilibrium, both financial and ecological!



Notes

2. See the Internet site of the Ministère des Ressources naturelles: www.mrn.gouv.qc.ca/3/30/300/intro.asp
3. QUÉBEC (GOUVERNMENT), ENVIRONNEMENT ET FAUNE, *La protection des habitats fauniques sur les terres du domaine public*, brochure, 1994.
4. See the forestry profile of Québec (*Portrait forestier du Québec*) produced by the Ministère des Ressources naturelles: www.mrn.gouv.qc.ca/3/30/300/forets1.asp
5. ERE, *Recueil de renseignements vulgarisés sur le patrimoine, Un héritage à préserver et à transmettre* - MCC and MENV, 1997, p.11.
6. - 7. Source: MRN.
8. CANADA (GOVERNMENT), ENVIRONNEMENT CANADA. *Report on habitat and land use in southern Québec*: www.qc.ec.gc.ca/faune/bilan/html/
9. Source: Union québécoise pour la conservation de la nature (UQCN).
10. - 13. Source: Bureau d'audiences publiques en environnement (BAPE).

3. Development:

why?

3.1 Restarting development

Tourism has been booming since the 1950s and is now becoming one of the world's foremost industries. Most tourists are from rich countries. They visit developed countries but are also attracted by poorer countries that offer good value and a complete change. For these poorer nations, tourism is profitable because visitors help to jump-start their economy.

In 1995, tourism overtook all other sectors of economic activity in Canada's Gross National Product (GNP).¹⁴ Though the industry's contribution to the overall Québec economy is increasingly acknowledged, it remains largely dependent on the ups and downs of the international economic situation.

In regions and in the heart of old industrial cities, economic restructuring in Québec tends to involve restoring and re-using our natural and cultural heritage for play, recreation, and artistic or educational purposes. Because they are a major attraction, bodies of water in these areas are key tools for recreational and tourist development.

With adventure tourism, ecotourism is North America's fastest-growing tourist activity. A 1993 Statistics Canada survey found that the two sectors combined were in the lead throughout Canada. There is considerable potential for growth because this sector has only been developed to two-thirds of its capacity coast to coast.¹⁵

Challenges

Since 1994, figures for the Québec tourist industry have been rising steadily. This success owes more to the fact that Quebecers have spent longer visiting their province than to an increase in foreign tourists. European and Asian clienteles are the only ones to have substantially increased since the early 1990s, while the number of American and Canadian tourists has remained relatively stable.



Development:

why?

In terms of the domestic market, increasing revenues obscure the fact that the market has attained maturity. Since the 1980s, the number of Quebecers going away on vacation has not increased. They hardly spend any more than before while they are away and, if they stay at home, it is because going away would cost more.

Following the *Forum de l'industrie touristique* in spring 1997, the Québec government adopted a tourist development policy that defined various factors associated with the development of bodies of water for recreational and tourist purposes:

- Québec's good current tourist performance is linked more to the improved economic situation than to its offering of tourist products and reception, even though promotion and marketing efforts may help.
- Québec's tourist performance is below its true capacity, especially as regards to wilderness areas, one of its main assets.
- The seasonal nature of tourist traffic remains a structural component that the tourist industry should learn to deal with.
- Instead of being concentrated, the offer should be more scattered over a wide territory.
- Québec's image is vague, and positioning in recent years has been insipid.

Although Québec has many bodies of water and offers a wide variety of tourist experiences year round, this richness is not fully exploited. Moreover, even if these bodies of water are the object of many recreational and tourist projects, these are usually isolated initiatives, not concerted strategies. Yet, in the tourism sector more than any other industry, the competition is usually in a region thousands of kilometres away rather than in a city or area next door.

The hydrographic system in itself is ideal for creation of networks and integrated projects. By promoting the complementary character of attractions, services and different clienteles, we could develop genuine tourist destinations.



23

25



26



Attractions to be developed

While the interlocking character of activities, services and attractions is an essential feature for tourist destinations, it is just as important to develop quality products that correspond with the preferences of the public and highlight the best that a region has to offer! A region's image and reputation rest on key products like the beach on the Magdalen Islands, boating in Sorel or sea kayaking in the Mingan Islands.

People think of Québec as a land of lakes and forests. To attract international clients, unspoilt areas are among the best assets. This suggests that there is a bright future for "wilderness adventure" tourism and ecotourism!

Activities directly related to water

It is easy to understand why Quebecers are so fond of activities on water, including boating when we learn that in 1995, 450,000 households owned at least one pleasure craft. The total number of boats owned is almost 700,000, of which about 20% are motorcraft.

Economic activities generated in Québec by all companies in the boating industry account for close to \$1.5 billion. About 1,000 companies are active in the industry, 40 of them in the manufacturing sector.¹⁶ They are responsible for nearly 13,000 direct and indirect jobs (in person-years).

International cruise passengers spend some \$15 million annually in Québec ports of call, predominantly Québec City and Montréal.¹⁷

Sports fishing has over a million enthusiasts and generates economic activity worth \$1.25 billion per year.¹⁸ The same number of fish generate ten times more in economic spin-offs if they are caught for recreational rather than commercial purposes.¹⁹

In a 1989 study for the Ministère du Loisir, de la Chasse et de la Pêche (MLCP) by the Institut de la statistique du Québec, it was estimated that \$90 million invested in private resorts on public land generated \$28 million in annual spin-offs from vacationers. These investments also created 1,950 jobs (in person-years), with \$54.7 million in salaries.



24

Development:

why?

Facilities for the future

Developing waterway itineraries offers interesting potential for boating activities as well as for cycling, cross-country skiing, snowmobiling and hiking. The increase in pleasure boating is currently attracting more attention to navigable waterways and encouraging the authorities to invest extensively in restoring former industrial canals, old locks and ports.

Accordingly, the “Grand Montréal bleu” project was launched in 1996. This is a far-reaching strategy for regional economic development focusing on upgrading of banks and the expansion of boating. Rehabilitation of the Lachine Canal for pleasure boating had already been announced. Restoring the Soulanges Canal was also envisaged.

In international terms, the maritime and river offering of Québec is outstanding for its rich heritage and competitive navigation and mooring costs. It is essential that this heritage be conserved and developed, the associated tourist attractions constantly improved and integrated promotional efforts pursued if Québec is to take a lead in the increasingly active boating market.

Experienced pleasure boaters from the northeastern United States specially enjoy the major attraction comprising the Atlantic Frontier and Golden Triangle on inland waterways.²⁰ This extensive system, laid out in the 19th century to link the major poles of development in the northeastern United States, is now increasingly used by American pleasure boaters. Our southern neighbours devote substantial funds to promoting and developing this network.

In addition, North American baby-boomers will soon be retiring. Because of their large numbers, they constitute the chief target market for long cruises, which is another growth industry.



28

Development:

why?

3.2 Clienteles

When bodies of water are developed for recreational and tourist use in a way that ensures heritage values are transmitted, the needs of three separate but complementary audiences are fulfilled:

1. local and regional residents;
2. tourists;
3. future generations.

Residents and tourists do not see bodies of water in the same way, and do not necessarily use them at the same time or in the same manner. Local residents enjoy a close relationship with the water that intertwines many different uses and long-standing traditions; tourists, on the other hand, are mainly looking for a break in their routine and a special, thrilling or new experience. To ensure that a recreational and tourist development project integrating conservation measures is cost-effective, enjoys balanced attendance year round and remains flexible enough to handle variations in demand, promoters usually target a number of complementary clienteles.

In terms of sustainable development, the main need for future generations is to protect the cultural, social, ecological and economic treasures of a particular location.

Tourists in general

According to Statistics Canada, a visitor in Canada has to spend at least one night 80 kilometres from home in order to be regarded as a tourist, whatever the purpose of the trip.

Adventure tourists and culture enthusiasts make up the major potential client group, but business people represent a complementary segment with good potential for extending the tourist season.

The current vogue for motivational trips and retreats organized by companies, who are convinced that natural surroundings will stimulate productive thought among their executives, is now helping to broaden the audience for up-market vacation resorts and helping to increase the occupancy rate during the low season.





Ecotourists in particular

The increasing prominence given to nature, health and safety has led to marked interest in new, increasingly specialized, recreational and tourist products: cycling, health tourism, farm vacations, soft adventure, adventure and wilderness.

This type of tourism usually attracts visitors who want to learn more about a region's cultural and natural history without damaging its ecosystems. It also generates economic spin-offs, some of which may be ploughed back into preservation.²¹

Spending on leisure

The tourist industry is particularly sensitive to economic cycles: when the discretionary income of households rises 2.5%, people spend 4% more on travel.²² Current growth in this industry is largely accounted for by retirees and people who have taken early retirement; this group has more time and money than the general population: a quarter of North Americans are aged 65 and over, and the 50 to 64 age group is fast increasing in number.²³



Development:

why?

3.3 Promising trends

Quality of life, a rising value

Recent studies show that what Quebecers value most is "enjoying life". In 1996, they spent 7% of their disposable income on leisure, compared with only 4% in 1961!²⁴

Québec's aquatic and riverside heritage is rich in symbolic, esthetic, recreational, artistic and ecological values, which all enhance quality of life for Quebecers.

Advertising campaigns run by real estate promoters clearly reflect how much people value bodies of water. To attract buyers, advertisements specify that a property is close to the water and nature, has an unspoiled view, is in a quiet area, and is ideal for outdoor activities. These advertising strategies mirror the fact that the natural heritage also has economic value and contributes to development.

Some private promoters have even wagered successfully on the profitability of sharing the attractions of a body of water with the local community. Municipalities and MRCs have also restored public access to and enjoyment of bodies of water as a result of innovative joint strategies for rehabilitation.

Cruises and excursions

International cruises—*International cruises – The number of cruiseship passengers has increased tenfold in the last 25 years, reaching 5 million in 1995. In the worldwide tourist industry, this is the sector with the highest growth. In terms of traffic, the "Atlantic Frontier", which encompasses the navigable regions of eastern Canada and New England, is the fastest-growing boating destination in North America. The St. Lawrence artery is one of the most popular sections. In 1998, Dream World Cruise magazine predicted its "enormous tourist potential", emphasizing the proximity of the American market and the millions of baby-boomers who would probably favour more original destinations than the conventional southern seas.*²⁵

The concerted promotion and development efforts by ports, tourist organizations, the boating community and governments since the early 1990s are now starting to show results. The river and marine dimension of Québec is now carving itself out a choice place on a market that enjoyed annual growth of 10% over the last ten years.



33



34



Client bases, international-calibre tourist attractions and the safe atmosphere in Montréal and Québec City make them preferred destinations for international cruiselines. Given the industry's growth prospects, the maritime terminus role already played by these two cities is sure to be even stronger in the future.

Cruise companies and boat excursions—The St. Lawrence River accounts for nearly 80% of boating excursions in Québec. Next comes the Ottawa River (8%) and the other navigable tributaries: the Richelieu, the Saguenay and, to a lesser extent, the Saint-Maurice. Fall is the peak season for cruises, when the colours of the foliage are most. Québec City is the main port of call due to its status as a world heritage site.

All across Québec, river excursions have supported annual growth of 10% for the last ten years. Passengers now number one million each year. Annual economic activity associated with this sector amounted to \$92 million 1996.²⁶

L'Association des croisières-excursions du Québec is an umbrella organization of about 100 firms, twice as many as ten years ago. Together, these companies operate a fleet of 170 craft of all sizes: one third are pneumatic rafts mostly chartered for whale watching.

Pleasure-boating ports—In 1995, Québec had around 170 pleasure-boating ports, 52% operated by private interests. Their total reception capacity was about 15,000 berths, of which some 3,000 were reserved for visitors. Half of the places were in the Montréal region. The number of jobs generated by pleasure-boating ports is estimated to be about 1,600.

Pleasure-boating ports, which have hardly increased in number in recent years, are now filled to capacity: this is one of the main factors restricting the industry's growth. In 1995, they were used at 94% of their capacity.²⁷

Development:

why?

Seeking a balance

In most industrialized countries, studies are currently underway to identify new socio-economic indicators based on the concept of national treasures, as defined recently by the World Bank. Accordingly, traditional economic indicators are taken into account but so is the social, natural and human capital.²⁸ These tools can give a fresh slant to development by focusing on integrated, responsible management of the natural and cultural heritage.

The call of the wild

Adventure tourism—The adventure tourism sector is growing by 15% annually across Canada. This type of tourism consists mainly of soft adventure (cycling, hiking, cross-country skiing and other forms of outdoor activities that are not too physically demanding). More dramatic adventure (snowmobiling, dogsledding, river kayaking and other physically challenging activities) only attracts a tiny fraction of clients.

Québec has more than 80 adventure tourism operators and some 125 firms and organizations managing the product. Overall, the outdoor sector employed nearly 12,000 people at the beginning of the 1990s.²⁹

Resorts on public land—Resorts on public land are managed by the Ministère des ressources naturelles, which issues land rights and provides supervision as well as the technical resources to ensure quality development. In the Mauricie region alone, private sector investments on public land have attained \$100 million on a dozen lakes, five with up-market projects worth millions.

Outfitting—The Québec outfitting network includes slightly more than 700 firms, 17% more than in 1990. The network's growth is largely accounted for by outfitters without exclusive rights on private land in southern Québec. Overall sales were estimated at \$794 million in 1995, which was 24% higher than in 1992. Outfitters are attracting more and more clients and are estimated to generate over 3,000 seasonal jobs in 1995 (each job lasting 12.4 weeks on average).³⁰



38

40



41



Demanding clients

Today's tourists tend to be more demanding, better educated, more experienced and better informed than their predecessors. They have wider choices and higher earnings.

People who enjoy adventure trips are looking for unique experiences, white-knuckle thrills and a degree of danger. This does not stop them demanding the luxury and comfort of an up-market vacation. Nearly half of the 118,000 overnight stays generated by Québec adventure tourism are accounted for by international tourists.³¹

Europeans are the prime audience targeted by Québec adventure tourism because of their fascination with vast expanses of wilderness, especially in winter. However, Québec's adventure tourism operators have to face stiff competition from suppliers of international exotic adventures. This tough context makes the quality and diversity of adventure products critical.

Soft adventure is designed for less intrepid clienteles who are not attracted by risk. Older Quebecers account for the lion's share of this market, which is expanding fast but in which growth is limited by the industry's limited ability to respond to the demands of an increasingly discerning public.

39





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4. Jump in...

but learn to swim first

4.1 How to proceed

This section of the Guide contains the basic information a promoter needs to orient and carry out development projects, namely:

- a summary of the key factors for implementation;
- a description of the process translating words into action;
- practical tools and detailed references concerning the laws and regulations involved;
- information on technical and financial resources in Québec.

In short, how to go from major concepts to concrete action in the field.

Each case is different! As the overview in the previous chapters shows, there is no single recipe for success when developing bodies of water for recreation, tourism and heritage conservation.

The approach used by a municipality for developing its waterside areas and helping them trigger urban renewal is not necessarily the one used by a group of ecologists looking to set up observation trails in a marshy ecosystem. An Atikamekw community laying out hiking and camping trails on its ancestral lands will use yet another approach. And the list is endless.

Because there is no one model, we will examine the three main conditions that ensure success for any type of development project:

- The project should blend in with the environment, the local community and its economy.
- The project should fit in with a sustainable development perspective.
- The project should have a business plan that reflects the first two conditions.

Collective responsibility

On the banks of Lake Massawipi, North Hatley is the first municipality in Québec to have utilized the legal status of “heritage site” to protect and develop waterside areas, right in the heart of a vacation destination renowned for more than a century (see photo opposite). Active participation by residents and vacationers alike was decisive in the whole process, which began in 1986.

Figure 1

Conditions for success when developing bodies of water for recreation, tourism and heritage conservation	
General Premise	The development of bodies of water poses <i>three challenges in one</i>: the project must be designed to blend with the economy, the community and the environment.
Action Principles	For tourism to be sustainable, certain major recognized sustainable development principles need to be respected during planning.
Work Method	Design and update a <i>business plan</i> corresponding with the general premise and resulting action principles.

One premise: three challenges

The first chapters of this Guide emphasized the keen interest among Quebecers in protecting and developing the aquatic resource and the ecosystem and habitats that depend on it, as well as the present-day landscapes through which they are accessed. Custodianship of natural and cultural heritage is increasingly in the hands of local communities, so residents and organizations committed to the cause are obliged to harmonize their vision with that of their neighbours.

Promoters need to adapt to this new reality. The trend is conducive to integrated development of all the qualities of a site, with many players involved. While each assumes only part of the costs, they all reap the benefits of the resulting synergy.

To sum up, promoters wishing to develop bodies of water for recreation and tourism now face a triple challenge. They have to:

- Deal with a highly competitive context;
- Be able to create synergy with the community;
- Adapt development projects to the inherent possibilities and constraints of ecosystems.

Action principles for sustainable tourism...

In addition to generating large numbers of jobs, tourism can help to perpetuate a community's traditions and economy. Quality tourist products strengthen a region's identity and also boost the pride of the local population playing host to tourists.

However, tourism as an economic activity and development tool is full of contradictions: it involves funding and offering to a wide range of consumers resources that are predominantly natural or cultural: landscapes, ecosystems or old buildings.

From a sustainable development perspective, this means that tourist development of any location needs to address two main problems:

- The qualities and identity of the resources must be preserved, even though they are now commercial products for visitors mainly from other regions and cultures.
- These resources and the quality of life of nearby communities must be protected, despite the inevitable increase in traffic.

We are dealing here with nothing less than the identity of a community and the quality of its living environment. Accordingly, we need to define the role played by citizens in decisions about tourist development.

The development of bodies of water should therefore respect the following principles, which are based on sustainable development guidelines and Québec and international charters for heritage and landscape preservation:

- Public access to bodies of water must be conditional upon the maintaining of water quality, the preservation of fragile environments, peace and quiet for local residents, and protection of the landscapes that give cultural meaning to their surroundings.
- Citizens, organizations, corporations and public institutions share a responsibility for recognizing, developing and protecting the aquatic resource, ecosystems and landscape. Planning should therefore integrate their respective contributions in ways that allow them to influence the development's basic orientation.
- Utilization of a body of water must be part of a long-term perspective that preserves its various natural components and respects the needs of present and future generations.
- Interventions on the body of water must seek to preserve, re-establish or upgrade the health of ecosystems. The watershed is the most suitable natural unit for integrated management of the various uses.

Symbolic signposts

In the Gaspé region, the tourist industry is playing a major role in jump-starting a region badly affected by declining maritime activities and shrinking fish stocks. The conservation and development of the region's maritime heritage have a symbolic meaning. After spending 20 years in Québec City, the Point-à-la-Renommée lighthouse was brought back to its original site, following five years' campaigning by the villagers of l'Anse-à-Valleau. At the same time, development of the site created some 20 summer jobs and gave renewed hope to people in this area which, from 1977 to 1982, had lost not only the symbol of its maritime activities but also its largest local employer (fish processing plant).

The method: a smart business plan

Carrying out a project is a complex task. For promoters to move from ideas to action, a business plan has to be prepared. One of the purposes of this Guide is to familiarize readers with this concept. A business plan is a summary document used by promoters to show that they have all aspects of the project under control. It is therefore a key element for negotiating financing, obtaining grants and setting up partnerships.

Business plans come in many different shapes and sizes and there are long lists of technical and financial resources that help to prepare them. Promoters are strongly advised to take advantage of these resources and arm themselves with a business plan corresponding to their own specific needs. Below the Guide suggests a business plan concept suitable for body of water development plans.

The business plan is primarily a document that uses text, figures and sketches to show the various elements and decisions involved in implementing a development project. It is widely acknowledged in order for a project to develop a location or territory for recreation and tourism, the four main phases include:

- Preliminary scheme,
- Planning,
- Implementation,
- Management.

Figure 2 lists the main phases with their usual key activities. One of these key activities consists in preparing the business plan.

Harmonizing the development

The integrated management plan for the Beauport River and its tributaries³² is an innovative planning tool reflecting the integrated management approach favoured by the watershed committees. It proposes harmonizing the development of the river and tributaries by taking into account the river's ecological and economic values as well as related social or cultural factors depending on its geographic location. The watershed is divided into landscape units for which the development potential and constraints are defined in terms of these values and multiple factors. Intervention proposals with an implementation schedule are then prepared.

After an in-depth physical and visual analysis, as well as major consultations with organizations representing local users, the proposals and their underlying values are finalized. In this way, all projects involving the river are sure to harmonize with the needs of these various organizations. This method ensures that the support and backing of organizations will be forthcoming when funding and material and human resources are applied for at the point when the work actually begins.

The conservation and recreational and tourist development of the wharf built in 1850 at the mouth of the Beauport river was among the priority actions recommended. The management plan was used to optimize development and enhance the return on the investments required to rebuild the wharf and its approaches. This allowed planners to visualize and plan the development of these resources to complement existing ones upstream and downstream.

Figure 2

Implementation phases for development projects	
Preliminary scheme	• Definition of original idea • Preliminary definition of target audiences • Opportunity study • Prefeasibility study
<i>Decision in principle</i>	
Planning	• Information, concerted action and consultation • Environmental impact study • Feasibility study • Development plan • Business plan
<i>Decision to go ahead</i>	
Implementation	• Technical and financial support for implementation • Implementation plans and estimates • Permits and authorizations • Construction
<i>Application</i>	
Management	• Recruitment • Sensitization and communication • Promotion • Service to visitors/ clientele • Everyday management • Following up on results

The preliminary scheme is a preparatory phase allowing promoters to confirm the wisdom of forging ahead with the original idea and investing further energy and means. Basically, it involves:

- defining the idea;
- identifying the target audiences;
- demonstrating that the project is worthwhile for the promoter and the community;
- conducting an initial investigation into the technical and financial feasibility.

Planning is the phase during which a concrete form is given to the project, at least on paper. This is the stage when, either through consultation with the people concerned or analysis of the environmental impacts, we ensure that the project is able to “hold its own” in all respects, i.e. not only politically but also technically and financially. Promoters should take advantage of the available town planning and development tools by contacting the planning departments of the municipality and MRC (see Tables B and C, pages 61 to 69). Showing that the project complies with the municipal or MRC planning program is the minimum legal requirement. The planning phase concludes with a comprehensive demonstration of the project’s feasibility using a development plan showing all the dimensions involved on the ground. At the end of this phase, the promoter is usually able to produce a valid business plan.

Implementation involves going into action. Armed with their business plan, promoters are now ready to seek financing. They will then need to prepare the plans and estimates with which to obtain the permits and authorizations to begin construction.

Management is the final phase, in which the finishing touches concerning organization and operations are added to the project. A team should be put together to take charge of operations and an ongoing awareness campaign should be conducted among targeted audiences. Once the site is open, we also have to ensure that it always offers users and visitors a quality experience. Success has to be measurable, and the product should always correspond with clients’ expectations and needs.

The preparation of the business plan is thus the culmination of the planning phase. The summary it presents sets out the decisions made during the earlier phases and shows the decisions arising from the planning in the next phases.

In concrete terms, the business plan has to answer certain key questions that will always be there. The business plan is an evolving entity that the promoter should be thoroughly familiar with and revamp as often as is necessary.

The model business plan proposed has five sections:

- Nature and orientation of the project;
- Structure for implementation and partnership;
- Marketing;
- Organization and development;
- Financial structure.

These five areas correspond to the structure usually adopted when business plans are drafted. This information should be adapted to body of water development plans in accordance with the “sustainable” approach suggested by the Guide.

Now for a more detailed look at the contents:

Figure 3

Structure and content of the business plan	
Chapter 1	
Nature and orientation of project	• Uses of the body of water and its environment • Goals of project • Clienteles • Capacity to support community and scope of project • Potentials and constraints • Impacts upon community, ecosystems and heritage
Chapter 2	
Structure for implementation and partnership	• Synergy with the community: partnerships and consultation methods • Type of organization responding to the project's mission and needs
Chapter 3	
Marketing	• Scope of accessible market • Competitors and their products • Products, services and distinguishing factors • Prices • Promotion and advertising
Chapter 4	
Organization and development process	• Human and material resources • Operations planned • Management method • Developments and infrastructures • Major implementation phases • Institutions involved and authorizations required
Chapter 5	
Financial structure	• Expected revenue and expenditures • Break-even point • Scope of funding required • Funding partners • Funding programs

Fishers to the rescue

Since 1994, La Fédération québécoise pour le saumon atlantique has been developing a watershed management program for salmon rivers and rivers being rehabilitated. So far, eight organizations have set up “watershed councils”. The watershed council is a round table bringing together different industries (including agriculture and forestry), municipalities, companies, residents’ committees, groups of residents and vacationers, hunting and fishing organizations and local residents: basically, anyone who lives, works or engages in leisure activities in a watershed. The potential roles of watershed councils are to:

- Discuss information and points of view;
- Bring together the various players to focus on their respective projects;
- List the problems associated with water and finding solutions;
- Make recommendations to managers concerned, such as the MRCs, municipalities, etc.;
- Prepare a restoration and development plan for the river by conducting the necessary studies and defining priority axes by consensus;
- Work to achieve compatibility between the various legal entities governing local and regional development (development plan, planning program, etc.) and the river restoration and development plan.

Consensuses reached at the watershed council are confirmed and publicized in the form of a river agreement. This ethical agreement describes the commitments made by each participant in relation to the river. In order to sensitize them and mobilize them into action for conservation and development, all residents involved are asked to sign the river agreement.

For example, on Rivière Saint-Jean (in Saguenay), there was a dispute between ZEC-Saumon (the Rivière Saint-Jean management corporation), which wanted to develop fishing activities by introducing young salmon into the upper river, and the local residents of the upstream section, who wanted to protect their trout-fishing. The watershed council brought the two parties together to find a solution, and this formed the basis of the April 1999 river agreement. Today, the various organizations have resolved their differences and, as wildlife territory managers, are even developing partnerships to develop the trout and salmon resources.

Nature and orientation of the project: opportunities that may be overlooked

As a cog in the New World industrial dynamic, Québec long gave priority to the economic and utility dimension of its many bodies of water. For generations, the province's lakes and rivers were chiefly used for transport, power production and waste disposal. This phenomenon led to a rich variety of waterside developments reflecting activities that centred around the potential of water. All these structures – wharves, mills, plants and power stations – are valuable evidence of bygone activities. By restoring them and giving them new uses, we gain the ideal tool for bringing people closer to the water, given them access to it and letting them use it for their favourite activities.

The challenge is to be able to see the potential of a site or setting, even when it is in very poor condition. We also have to be aware of other projects in the neighbourhood or region and take into account what residents expect in terms of leisure facilities.

Public opinion today is conducive to healthy opportunism restoring public access to the banks for more varied purposes than simply enjoying the water. For example, a new boardwalk may be laid out on renaturalized banks, and add an alternative route to the regional bike path. In a case like this, increased traffic would stimulate the local economy and even encourage the restoration and reuse of abandoned heritage buildings. This could also comprise a well-planned project for water purification to allow bathing and skating almost close to downtown. This in turn would revitalize urban life. Or we could create points of access to a river whose banks are mostly on private property, thereby fostering fishing and canoeing; ultimately, the community could take over integrated development of the body of water.

All these approaches have one thing in common: they respond to current leisure facility needs by introducing new uses that respect society's interest in the resource. Some of these ingredients are sure to be successful. But the true challenge of recreational and tourist development is to reconcile needs that are often very diverse. The reception capacity of a village, a wildlife habitat or a landscape is limited. We have to ensure that business demands do not obscure the need to preserve the setting's original qualities, especially the features that attract visitors.

In unity lies strength

When two regional tourist associations (ATRs) on the North Shore (Duplessis and Manicouagan) joined forces with the associations in the Gaspé region, Lower St. Lawrence and Magdalen Islands to create "le Québec maritime", they developed a common image and marketing strategy with which to promote exportable products internationally. By basing their campaign on shared tradition, history and landscapes, they created an itinerary with a strong identity and plenty of landmarks: lighthouses, maritime museums, ferries, old gardens and fishing ports.

Structure for implementation and partnership: a team effort

The first point to remember is that projects will be more successful if they enjoy broad support in the community, because water, ecosystems and landscapes make up a collective asset valued by all. Promoters should therefore arouse the interest of the community's main players and representatives in their project and then make them part of the planning and implementation process. This is one of the main challenges for promoters.

People in charge of recreational and tourist development, industrialization, town planning and nature conservation sometimes have conflicting goals for the same body of water. In many countries therefore, each watershed has an agency or management bureau to solve the problems of cohabitation and harmonize diverging views.

In Québec, for example, the Comité de bassin de la rivière Chaudière (COBARIC), set up by the government, is a joint pilot project for a watershed. Many similar local initiatives have been launched, for example Réseau d'OR, an umbrella group for river organizations in southwestern Québec, and the Fédération québécoise pour le saumon atlantique (FQSA).

Below is a list of organizations to contact about recreational and tourist development projects for bodies of water, giving their roles (other organizations may also be involved, depending on the nature and location of the project; see Tables B, C and D for more information):

- Québec and Canadian Departments of the Environment apply the regulations for environmental protection and issue permits and authorizations.
- La Société de la faune et des parcs du Québec (FAPAQ) has the mandate of ensuring that wildlife and its habitats are conserved and appropriately developed, in terms of sustainable development.
- Parks Canada, part of the Department of Canadian Heritage, protects and interprets significant components of the natural and cultural heritage in its national parks, national historic sites, marine conservation areas and related heritage sites. Note that the law under which Parks Canada was set up has the mission of supporting the *Canadian Heritage Rivers Program*.
- Le Ministère des Ressources naturelles du Québec manages rights of use for public lands, which account for 92% of the province's territory. The Department grants rental leases for parcels of land and supervises resort development and other projects that involve tree-felling.
- The Economic Development Agency of Canada promotes economic development in Québec's regions by helping to foster a business climate in which small and medium enterprises may prosper and flourish. As part of its mandate, the Agency supports Community Futures Development Corporations (CFDCs), a network of thirteen organizations in all parts of Québec.

An Old Port in winter

Thanks to dynamic programming combining attractions, events and activities such as the IMAX theatre, refrigerated outdoor skating rink, living nativity scene, les Symphonies portuaires (concerts organized jointly with the Pointe-à-Callière archeology museum) and dogsledding, Montréal's Old Port attracts nearly half a million visitors between November and March, including about 100,000 skaters. The upcoming opening of the Centre interactif des sciences de Montréal (Centre iSci) will further strengthen this winter programming, which is becoming more ambitious each year.³³

- Regional tourist associations (ATRs) have the job of defining the major guidelines for tourist development in a particular region, promoting concerted action among participants and developers, and devising and running promotional campaigns.
- Regional development councils (CRDs) and local development centres (CLDs) actually administer the *Politique québécoise de soutien au développement local et régional*, Québec's policy supporting local and regional development. The CRD mandate mainly concerns orientation, concerted action and harmonization for regional interventions, while CLDs provide a direct support infrastructure for job creation and entrepreneurship. CLDs have special budgets to support local enterprise and socio-economic development.
- Regional county municipalities (MRCs) and urban communities look after the overall planning and development of the territory, chiefly by harmonizing public interventions. MRCs manage territories located outside municipalities (unorganized territories). In rural areas, the MRC is the key player allowing promoters to identify opportunities and restrictions in the territory. Promoters are strongly urged to consult with the local MRC to check the land use and permitted uses on their project site. If necessary, the MRC will also allow promoters to ascertain how far the body of water they want to develop may be affected by the presence of water-level control structures or hydroelectric generating facilities.
- Municipalities look after the planning and management of land use on their own territory. The authorities have many different tools with which to intervene in order to encourage development and supervision.

All these players and various others, including residents, environmentalists, liaison organizations, landowners, business people, technicians and other professionals in the fields of recreation, tourism, etc. may contribute their respective expertise, either to orient the development or to lend a hand to promoters. Their collaboration is valuable because they understand the mindsets of the various groups of citizens and can predict how they will react. They are also aware of any complementary or competing projects going on in the region and a number of them have financial levers or legal tools to facilitate development or underpin projects.

The strategic challenges that face promoters include the following: correctly gauging the community integration issue, consulting with participants and the public and, if necessary, rethinking certain aspects of the project. Flexibility and patience may well pay off in the end; all partners in a community share the promoter's interest in developing bodies of water because they know these types of initiatives will improve the community's quality of life and revitalize its culture and economy.

Another major factor is the project's legal structure. This will determine the organization's capacity to take charge of implementation, how far the promoter and partners are liable, the links between promoter and host community, the possibility of raising funds, subsidies or sponsorships, the amount of taxes payable, etc.

Depending on the needs, the following legal forms may be considered:

- Sole proprietorship;
- Company, also called a business corporation (one person, or group of two or more persons);
- General partnership (at least two persons or legal entities);
- Limited partnership (at least two persons or legal entities);
- Cooperative (twelve or more persons and, in certain cases, three or five persons);
- Joint venture (at least two persons or legal entities).³⁴

Marketing: culture shock

Whether an organization offering recreational and tourist services is a non-profit corporation or not, it faces the same marketing challenge: it has to know who its clients are, identify their needs, respond to them with innovative products and services, persuade clients to use them, and then measure how satisfied they are. In addition, the organization should be familiar with the offerings of competitors and maintain its lead through constant renewal.

Marketing planning involves defining and assessing the market you want to penetrate. This will be used, among other things, to persuade partners and creditors that the project is targeting an untapped market and that potential sales will enable the organization to achieve sound development.

Promoters should therefore analyze the market and the competition, fine-tune their vision of the project and services to clients, and define the sales strategy in terms of positioning, advertising, promotion and price.

The market analysis is based on statistical data such as that supplied by Statistics Canada and l'Institut de la statistique du Québec, as well as the Société de la faune et des parcs du Québec for hunting and fishing products, etc. Tourisme Québec also publishes extensive annual information about major trends in Québec's tourist market. Regional tourist associations have large stocks of data on tourist attendance in their region. The analysis should mainly verify that the project and type of products or the associated recreational and tourist activities correspond with genuine public demand, whether this is part of a social trend, an upward swing or a sociological or demographic trend that could lead to strong demand. We need to be able to identify these socio-economic parameters, interpret past results, and make projections for the future.

Multi-purpose wharves

At Pointe-au-Pic, the success of the Charlevoix Casino combined with the 1995 federal policy for the transfer of harbour infrastructures opened up recreational uses for the federal wharf. This created a new port of call for North Shore pleasure boaters. Originally a purely commercial location, the old wharf is one of many similar infrastructures that Harbours and Ports Canada plans to hand over in Québec. Over the years, this wharf had become unsafe and was used illegally, so much so that the restoration work would have been beyond the reach of a small municipality, despite the enormous tourist potential.

Canada Economic Development's Strategic Regional Initiative (SRI) Program - and the Charlevoix Casino injected the necessary funds to restore the wharf, build a jetty and suspended walkway, and lay out a long stairway to the Manoir Richelieu. The regional port administration corporation (CRAP) was set up to create a Programme particulier d'urbanisme and manage the project. In addition, Le Ministère des Affaires municipales, jointly with the Société d'habitation du Québec, subsidized the restoration of the street running along the wharf (with funds from the Programme de rénovation des immeubles locatifs and RénoVillage). Hydro-Québec buried the electrical cables and the municipality provided the labour.

The next step in the market analysis is to segment the overall market by grouping consumers with similar needs. A market may be segmented in many ways: by age, geographical origin, social class, etc. For outdoor recreation and ecotourism, market segments associated with specific activities can be clearly distinguished: amateur ornithologists, boating enthusiasts, freshwater kayakers, etc. Promoters should focus on a few groups and have detailed knowledge of their needs, values, way of life and leisure consumption patterns. They should also be able to evaluate the group's potential volume.

The investigation by promoters does not end there. They should identify their competitors, know exactly who they are, where they are based and what territory they serve. They should pinpoint their strengths and weaknesses, and decide whether they are specifically targeting the same market segment. There are two ways of dealing with the competition:

- target a market segment that is not yet fully exploited;
- take a position in a field where many players are already operating, but rely on the superior features of the product: outstanding picturesque site, proximity of major complementary infrastructures, special attention to visitor reception and services, etc.

Analyzing the market and the competition will allow promoters to fine-tune their project to correspond with market penetration. This aspect is critical because the clientele's expectations alone may lead promoters to abandon the very components that give the site special personality. Promoters should bear in mind that more and more tourists, especially ecotourism enthusiasts, adventure tourists and cultural tourists, are looking for an authentic experience. For a tourist, the most reliable indicator of authenticity is high attendance by local residents. Promoters should therefore design products and services that correspond with the expectations and values of "the locals". This can be a winning strategy for penetrating tourist markets.

If the analyses of the market and the competition yield positive findings, promoters will then be able to devise their final marketing strategy, i.e. define the mix of products and services, establish the price range, and build the positioning, advertising and marketing strategy.

Various partners may support the promoter in preparing the marketing strategy. Self-employed workers, NPOs and companies may all benefit from many different government programs designed for their specific needs (see Tables E and F, pages 72 to 75).

A final word about marketing and promotion. Recreation and tourism is an increasingly structured industry in Québec. To succeed with their business project, promoters simply must have a real presence among industrial partners from the region. For example, ongoing discussions with the regional tourist association will allow promoters to become familiar with the industry's culture, forge partnerships that enhance their product and positioning (especially when it comes to creating tourist packages), and be more prominent in industry. This collaboration will also let promoters include their product in promotional campaigns publicizing the region.

Vital Heritage

Since time immemorial, the Gaspé village of Petite-Vallée has lived from fishing. The Gulf of St. Lawrence was its livelihood as well as a maritime route linking the various villages, long before it became a tourist asset. By focusing on their century-old wharf, natural harbour and traditional activities to revitalize the village, the local people succeeded in giving their maritime heritage a renewed role.

In a conversion thoroughly in tune with the times, the former cold-storage warehouse is now the tourist information pavillion. As part of a concerted effort for recreational and tourist development, the interpretation of the tiny port and the building of a lookout have increased the number of tourist visitors and even generated some employment. These jobs bear testimony to the villagers' determination to get their economy back on track.

Organization and development: the challenge of consistency

The mission of any recreational and tourist venture is to offer a memorable experience to visitors from different regions and cultures. The challenge is to achieve this many thousands of times but with consistent quality... The objective of the organization and development process is to prepare and maintain day by day the conditions that achieve this elusive consistency.

Planning the layout of a recreational and tourist facility requires the mastery of certain information. Many of these items have already been covered: clear objectives as regards to products and services and the features that ensure they are positively received by audiences, potential development partners, complementary and competing projects, and arouse the interest and awareness of local people, etc.

This data is essential for preparing what specialists refer to as the development “program”. This is the list of spaces and infrastructures required for a project. To begin with, planning the development involves documenting the promoter’s ideas by analyzing the potential of the land to be developed. A detailed description of the physical, biological and human features making up the project’s host environment will allow us to define the support capacity of the land and begin preparing preliminary drafts of the development.

Specialist help from geographers, town planners, historians, architects, biologists, communications specialists, engineers and landscape architects is a must at this stage. Their professional expertise will serve to prepare inventories, make development proposals and have them approved, analyze the impacts, apply for the required permits and, if necessary, represent the promoter to the authorities. All too often, promoters forget to check that their projects comply with planning programs or development plans; this can result in unnecessary and costly delays.

Organizational planning, gradually mapping out the infrastructures and choosing the appropriate market are all closely intertwined and go hand in hand with the need to ensure they are ambitious enough to handle the demand and bring in adequate revenues. The common requirement throughout is always to respect the attendance capacity of the site and the host environment.

The result of this whole process is a management plan covering the architecture of the landscape and buildings, administration of the ecosystems and integration with the human context. The plan should give full details of the infrastructures, buildings and facilities planned, with the costs for each, and list the necessary authorizations. With all this information in hand, it is then possible to plan the different phases of implementation and the investments required.

Developing for the sake of conservation

Since 1991, the municipality of Saint-Fulgence has acquired sandbanks to protect them from deterioration. Agreements between the municipality and local landowners have provided for the permanent protection for these highly productive fragile wetlands and their development for recreational and tourist purposes. The Centre d’interprétation des battures de Saint-Fulgence attracts some 10,000 visitors annually. In 1993, it was awarded the regional prize in the tourist innovation category in the Grands Prix du tourisme québécois.³⁵

Still with the goal of offering clients consistently superior service, we also need to think about the organizational aspect. Before the site is ready to start operating, we have to define the executive and management structure, estimate how many employees will be needed and define the tasks and responsibilities of each. *Pro forma* operating budgets are also a must to ensure the organizational and operational proposals are realistic.

All this information should be sufficiently detailed and accurate to allow for implementation with minimum risk. Meticulous care and rigour are key requirements if the whole organization and development process is to be a success.

Financial structure: the means to realize our ambitions

Company start-ups require an initial investment that promoters cannot always afford. Some of the best projects never see the light of day because they founder at this stage.

A development project will have a sound financial structure if the promoter is able to obtain the necessary funds to launch the project and point to realistic budget projections showing that the project will break even or become self-financing in the reasonably near future.

While the method varies depending on whether this is a for-profit or non-profit venture, the fundamental challenge remains the same. There are many government programs supporting job creation or funding the operational costs of companies in the start-up phase. However, most of these programs only offer temporary support, providing an initial injection of public money for the implementation of projects that benefit the community and cover their own expenses.

Promoters must be aware that if they decide to set up a non-profit enterprise and depend on government programs for funding, they will have to re-apply for this help every year. This takes a lot of time and energy. Remember also that people working at this type of organization tend to feel insecure, which affects their ability to innovate and show initiative.

An island saves the downtown core

Terrebonne retained its rural character until after the Second World War. In 1965, the building of Highway 25 and the Île Saint-Jean bridges combined with the abolition of tolls led to faster development. The old downtown core became disused, mills were abandoned and a trailer park was set up on Île des Moulins; meanwhile, a middle-class suburb began to flourish around the malls of new Terrebonne.

Old Terrebonne narrowly escaped the wrecker's ball in 1971. It was suggested that the site be converted into a "modern downtown area" appropriate for the new character of the municipality. Residents and local merchants banded together and worked with the city council to save their neighbourhood.

As a result, the Ministère des Affaires culturelles classified the Île des Moulins site in 1973 and acquired it the following year, thereby giving the go-ahead to the revitalization of Old Terrebonne. The district was subsequently recognized as "second most significant historic site in Québec" thanks to its outstanding architectural heritage.

The island that saved a downtown core is today acknowledged as one of Québec's prime achievements in heritage development. It houses an interpretation centre, a restaurant with a terrace overlooking the river, and a park that is very popular with Terrebonne residents and visitors. The non-profit organization operating the site holds cultural and recreational activities year round, and also special events.

but learn to swim first

To persuade potential financial backers and partners of the project's validity, promoters should have various financial planning tools available:

- Description of the investments required, and in more general terms, a detailed breakdown of the project's costs during implementation;
- Strategy for start-up financing;
- Budget projections for the first three years;
- Projected balance sheets for the first three years;
- Cash budget;
- Analysis of break-even point or self-financing.

The organization and implementation process described above will provide a clear idea of the overall capital expenditures and the anticipated revenue and expenditures. This information may then be used for financial planning and management.

The costs of funding the project should therefore be included in the operating budget. Results, balance sheets, cash budgets and attaining the break-even point or achieving self-financing will all be affected by the funding costs. To ensure the project appears credible to financial partners, promoters are advised to invest their own money in the project. In addition, rigorous control of capital expenditures and operating costs from the outset will project an image of sound management that is always appreciated by funding partners from the public or private sector.

Armed with good financial planning tools, promoters are now ready to look for funding, whether by applying for grants to government agencies or major foundations, raising funds in the community or asking for bank loans. The Guide gives a list of organizations suitable as partners in the project (see Table F, page 73).

Ecological constraints turn into business opportunities

When the owner of a campground decided to enlarge his family business on the shores of Lake Maskinongé, he thought he could proceed in the same way as 40 years earlier and simply drain the marshland by the lake! He bought a huge adjacent lot and started building a drainage ditch.

But the law had changed since the 1960s. When the Ministère de l'Environnement was notified by Lake Maskinongé fishermen, it ordered the ditch to be filled in.

By failing to inform the local people and other parties concerned, the promoter caused general consternation in the area and the project was prohibited.

Then an inspector from the Department told the promoter about the hidden treasures of the wetlands on his property.

The initiative proved fruitful: the original project was completely revamped. It was decided to leave the wetlands intact and make them part of the development project by creating a nature reserve, which conferred special distinction on the whole site.

The final project features a nature interpretation centre, cross-country ski trails, a pond to protect winged wildlife and an old-fashioned covered bridge, all based on an integrated eco-resort concept with wide appeal. The year-round campground is currently being developed. Although this project is more ambitious and expensive to set up than the original one, and less cost-effective to begin with, it will prove more profitable in the long term.

Table A

Content and Approach of the Business Plan	
Content	Approach
Chapter 1: Project and Orientation	
• Uses of body of water and its surroundings • Goals of project • Clienteles • Support capacity of environment and scale of project • Potentials and constraints • Project's impacts on community, ecosystems and natural and built heritage	• Recognize opportunities offered by the community and by other projects underway in the immediate vicinity and region, bearing in mind what the public wants today in terms of leisure facilities. • Identify target clienteles and know what they want; this should guide the original project from the outset. • Analyze impacts on the host environment so as to blend the promoter's interests with those of the community. • Only a detailed analysis of the environment (habitats, ecosystems, built and natural landscape) will allow promoters to do adequate groundwork to preserve their essential features and integrate the project appropriately in the long term by seizing opportunities and adapting to constraints.
Chapter 2: Structure for Implementation and Partnership	
• Synergy with community: partnerships and consultation methods • Type of organization responding to the project's mission and needs	• In taking advantage of the potential benefits of synergy, the main challenge is to persuade the various parties interested in developing the environment to collaborate on the project from the earliest planning stages. • Know how to use these partnerships to design the project so that it integrates as successfully as possible in the host community, ecosystems and landscapes.
Chapter 3: Marketing	
• Scope of accessible market • Competitors and their products • Distinctive products, services and factors • Prices • Promotion • Advertising	• Thorough research is required to ascertain the size and nature of potential clienteles and how far the competition already responds to these needs. • Analyses of market and competition will clarify the market segments to be targeted and define the corresponding sales potential. They also identify the must-have features that ensure products and services respond to clients' needs, as well as determining strategies for pricing, positioning and advertising/promotion. • A winning strategy for preserving the authentic feel of the project and ensuring it draws tourist clients, is to start by attracting the local population. • Promoters should integrate with partners in the recreation and tourism industry in order to penetrate the desired market.

Table A (contd.)

Content and Approach of the Business Plan	
Content	Approach
Chapter 4: Organization and Development Process	
• Human and material resources • Operations foreseen • Management method • Facilities and infrastructures • Major implementation phases • Institutions concerned and authorizations required	• The organization and development process is designed to arm the promoters with the necessary material and organizational conditions for achieving their objectives. • Promoters have to devote the necessary time and money to cover all aspects of the project's implementation, to achieve the desired quality. The technical and financial assistance available from public institutions and various foundations should be used readily (see Tables E and F, pages 72 to 75). • This exercise should produce concrete information: development plan, planning of implementation phases, detailed knowledge of required authorizations, capital expenditures and operating budgets, etc.
Chapter 5: Financial Structure	
• Expected revenue and expenditures • Break-even point • Scope of funding required • Funding partners • Grants	• The project's financial structure should allow the promoter to measure accurately the conditions for success in implementing the project. • The possibility of making the project self-financing determines how far the team can innovate, show initiative and thereby stay ahead of the clientele's needs. • To make the project credible in the eyes of potential financial partners, the promoter should contribute to the initial funding and capital expenditures; operating costs should be rigorously controlled from the planning phase onward.

4.2 Noteworthy projects

Promoters trying to develop their community do not want to reinvent the wheel! This section of the Guide contains outline information about a few projects in Québec. All were the result of original approaches reflecting current trends, and they are all good examples of the remarkable diversity and vitality of Québec's communities.

Lower St. Lawrence Islands

La Société Duvetnor is a non-profit organization set up in 1979 to conserve wildlife and its habitats. From 1980 to 1986, the board of directors raised the \$1 million needed to purchase eight large islands in the Rivière-du-Loup region. Acquiring and protecting the two islands of Pot-à-l'Eau-de-Vie, the five islands in the Pèlerins archipelago and the island known as Île aux Lièvres would have met the directors' original objective, but they decided to set themselves an additional task: environmental education. Opening part of this 1,200-hectare island territory to the public in 1989, Duvetnor opted for a special form of tourist development. Uncompromisingly educational and designed for small groups, this ecotourism project would enable visitors to discover many aspects of the St. Lawrence River: its marine wildlife, coastal geography and maritime history.

Duvetnor entered the realm of ecotourism with a philosophy that put wildlife and the natural environment first and human activity second. Since 1994, its directors have adopted the eight major guidelines for ecotourism proposed by the University of Alberta's Dr. Jim Butler, who is a member of the Canadian Environmental Advisory Council. These are posted and distributed at all accommodation sites so that visitors understand what choices have been made to preserve the site's natural equilibrium.



The directors of Duvetnor believe they have succeeded in reconciling recreational and tourist development with the preservation of a rich yet fragile natural environment. They hope the Lower St. Lawrence region will eventually become a model for this approach and are now working on an accreditation program for ecotourism companies. This program will set very strict development standards for natural environments so that visitors are guaranteed a high-quality educational experience and at the same time, the future of the resource is assured.

Conservation

Wildlife preservation is paramount for Duvetnor. Protecting colonies of marine birds is an absolute priority that requires a rigorous approach: zero tolerance of human disturbance during the breeding season. Access to certain islands or parts of islands is prohibited during the nesting season. Many of the islands are home to major colonies of small penguins, common eiders, great blue herons, black-crowned night herons and black-legged kittiwakes. All these species are very vulnerable and the slightest disturbance may prevent the whole colony from breeding.

Duvetnor has joined forces with various government agencies and private bodies and jointly headed many different research projects over the years. It has acquired in-depth knowledge of the islands and expertise on the region's marine environment. All the corporation's ecotourist activities are based on this encyclopedic knowledge in the field of marine birds and mammals as well as the region's fauna and flora on land.

Perhaps the most original aspect of Duvetnor's achievement is the respectful manner in which it has exploited a biological resource. For nearly 20 years, Duvetnor has visited eider nests annually and collected the precious eiderdown that the female wraps her eggs in. This activity is strictly regulated and monitored by the government, and does not harm the species. It also allows an inventory to be compiled of the eider population. The annual eiderdown collection brings in small but significant revenues, which allowed the group to launch the island purchase initiative and recruit financial partners.

Ecotourist activities and services

Duvetnor offers a varied range of ecotourist products: stays of two to five days and accommodation at a wilderness campsite, in cottages (for one to six people), in a pavillon (for small groups of seven to twelve) and up-market packages (overnight stay and gourmet meal) at the historic lighthouse on the island of Pot-à-l'Eau-de-Vie. The corporation also runs marine birdwatching cruises and daily excursions of different lengths. All these activities are supervised by Duvetnor personnel.

For interpretation, Duvetnor has a booth relating the main secrets of Île aux Lièvres and a network of trails. Maritime history, closely linked with human settlement, is dealt with at the small, restored lighthouse and the intriguing vestiges now open to visitors. With the help of volunteer scientists, the corporation offers visitors presentations on biodiversity, island fauna and flora, conservation issues, the history of the islands, and so on.

Today, the islands of Pot-à-l'Eau-de-Vie are internationally renowned. This outstanding success story clearly illustrates the concept of ecotourism, which protects the natural, cultural and built heritage and also proves profitable for the community, visitors and promoters alike.

Management

Inaugurated in 1989, the island development is based on a management plan giving priority to the conservation and protection of biological resources but leaving room for visitors. More than \$2 million has been invested so far. This money has been used to build a passenger boat called the Sauvagiles, restore the historic lighthouse on the Pot-à-l'Eau-de-Vie archipelago, build embarkation piers, three chalets and a residential building (with a small research laboratory), set up a hiking trail on Île aux Lièvres, and put up infrastructures for improved access (terraces, stairways, walkways).

The Chambly Canal

Opened in 1843 to make the Richelieu River accessible to commercial navigation, the Chambly Canal bid a final farewell to barge traffic in 1973. The competition from railways and subsequently road transport spelled its demise. Management of the canal was transferred from Transport Canada to the Parks Department (Parks Canada), and the canal's commercial role gave way to pleasure boating and recreation.

The canal is a route for through traffic rather than a destination. Its development is linked to that of other components along the tourist circuit in the Richelieu River valley, which stretches from Fort Lennox to the Saint-Ours Canal. Linked by bike paths and increasingly popular boating itineraries, the picturesque villages in this region have many treasures in store: old fortifications, gourmet dining at historic inns and summer theatre.

To fully understand the recreational and tourist potential of the Chambly Canal, we need to look at the broader context: the 19th-century system built to link the major development poles of northeastern North America.

Parks Canada decided to stimulate the canal's development by promoting uses compatible with the Department's objectives concerning conservation and heritage commemoration. Pleasure boating is ideal because it enlivens the site by recalling former activities. The development strategy devised by the canal's main manager is in three parts:

- A section that focuses on conserving resources and promoting actions for rehabilitation, protection and prevention. This is an essential part of a development project.
- A section focusing on awareness of heritage treasures and sustainable development principles, both among the public and among the leading agents for socio-economic development. The main client group targeted by the awareness campaign is children.
- A final section promotes local and regional commitment, which is critical for achieving sustainable development objectives. The joint associations set up since 1997 to promote the cause of the four historic canals have worked together to rally the support of organizations, municipalities, companies and individuals for heritage development.



45



46

Conservation

Many different types of intervention were undertaken prior to the recreational and tourist commercial endeavours. They continued at the same time as the promotion and programming activities. Conservation interventions were chiefly designed to restore the built heritage, stabilize eroded banks, reintroduce endangered species and reforest green corridors. These interventions fall into several categories:

- Redevelopment and maintenance by Parks Canada of territories under its jurisdiction;
- Support for private initiatives to redevelop adjacent land, after first making local landowners aware of the harmful effects of leaving banks in their wild state and other types of deterioration;
- Parks Canada support for organizations working to preserve aquatic and riverside heritage, because reducing and preventing pollution caused by agriculture is unthinkable without community support and also critical for the water quality in the Richelieu watershed, of which the canal is an integral part;
- Systematic impact studies and clean-up and promotional campaigns.

Recreational and tourist development

The Chambly Canal and Fort attracted 217,000 visitors in 1997. In 1996, more than 5,500 watercraft went through the locks from Chambly to Saint-Jean. Parks Canada studies show that the number of waterside users is 17 times greater than the boating clientele.

Walks along the Chambly Canal are becoming a regional tradition: people repeat the experience sixteen times a year on average, thirteen times in summer and three in winter. The old towpath winding between the river and the canal is one of the most popular stretches of the green route. The locks are manually operated, as in bygone days, and the itinerary includes a trip through one of the last natural sites in the region, where a cyclists' campground is planned. The three skating rinks set up in winter and the events held year round are additional attractions.

In Chambly, the arrival of the new millennium coincided with the restoring of the old abandoned canal to its former status in the town, especially along rue de Bourgogne. A new Place du quai with services and shops of a mainly recreational and tourist nature will soon be laid out along the superb stepped waterway flowing through the first three locks. This initiative represents the first phase in the development of the Chambly basins' riverside boardwalk. Making this site the regional hub for waterways and bike paths is a joint project between the Town of Chambly, the Comité de revitalisation de l'avenue de Bourgogne, Parks Canada, Hydro-Québec and Bell.

Management

In addition to taking over restoration, maintenance and development of the built and natural heritage of the canal on its territory, Parks Canada fosters the grouping together of energies and resources. The Department's expertise and influence enable it to rally individuals and organizations in support of the heritage cause. It is also able to give local partners the benefit of international publicity.

The Parks Canada management method is increasingly focused on partnership with private or public community organizations. Although funding the canals is a major objective, cost-effectiveness is not the prime motivation: the guiding principle behind all development interventions is respect of the host community.

Parc de la rivière des Mille-Îles

Parc de la rivière des Mille-Îles is not a single legal entity or defined territory. This park is a concept, a tool used by its creators as an image describing their project for the protection of green spaces. It also a protection, development and interpretation program.

One of the leading lights associated with parc de la rivière des Mille-Îles is Éco-Nature, a non-governmental organization that protects and develops the rivière des Mille-Îles for the benefit of the community. Founded in 1986, this private, non-profit organization (which has environmental charity status) dynamically manages a program of recreational and tourist activities and a private stewardship program.

Recreational and tourist development

Éco-Nature's clientele is estimated to be 125,000 visitors to the site in summer and winter. In addition to self-guided boating excursions for all, supervised activities for students and seasonal thematic exhibitions, the organization offers cruises led by naturalists aboard the Heron Bleu. A drama presentation about the islands staged by the Ollonois company relates a romanticized version of the history of the rivière des Mille-Îles.

Éco-Nature also arranges or helps to organize a score of annual events in parc de la rivière des Mille-Îles: canoe race (which has attracted thousands of people in August for the last seven years), environmental activities (cleaning up the banks, guided tours of water treatment plants, etc.), cultural activities (Festival d'Art québécois de la nature, theatre, etc.), historical activities (exhibitions, symposiums, etc.) and scientific activities (botany rally, ecological inventories, etc.)



Jump in...

but learn to swim first

Management

Éco-Nature has six full-time employees, 40 part-time employees and more than 600 volunteers. Since 1997, the organization's annual operating budget has been more than \$800,000. Its operating revenue is growing by 25% annually. In 1998, it represented a third of its income, a share three times larger than in 1990.

Many organizations are technical or financial partners of Éco-Nature, the foremost being the cities of Laval and Rosemère; also cooperating with it are many different Québec and Canadian government departments, the Conseil régional de développement de Laval, l'Office du tourisme de Laval, la Commission scolaire des Mille-Îles and private companies. Shoreline property owners with whom conservation agreements have been signed and individual members are other essential partners.

In addition, Éco-Nature cultivates close contacts with major organizations in the conservation field, in particular the Fondation de la faune du Québec, Nature Conservancy of Canada, Ducks Unlimited, the World Wildlife Fund for Nature and the Québec Environmental Law Centre.

Conservation

The original projects developed by Éco-Nature personnel were presentation projects. Their success led the organization to broaden its field of action to include the protection and development of nearby territories. Éco-Nature's current objective is the protection of more than 1,000 hectares of exceptional ecological value. The organization has armed itself with an action plan focusing on an innovative private stewardship program.

Since the early 1990s, the organization has been acquiring pieces of land to save them from urban development, or has intervened accordingly. More than 200 hectares of fragile natural environment have been protected. Éco-Nature personnel have developed this land, opened it to the public, and continued to maintain it with specialized equipment. In 1998, Éco-Nature helped to set up *Refuge faunique de la rivière des Mille-Îles*, which it manages.

La baie Lavallière and the Chenal-du-Moine area

In the 1950s and 1960s, the marshes at baie Lavallière were drained at the instigation of the Ministère de l'Agriculture to promote intensive corn-growing. When this undertaking proved less than successful, the land was purchased by the Québec government around 1975. The marsh was given a new lease of life in the 1980s when Ducks Unlimited built a dyke.

Partly thanks to increased awareness of environmental issues in major industry, the waters round the archipelago became cleaner and a new type of visitor was attracted here: the ornithological ecotourist.

The dyke erected to revive the marsh soon became the backbone of a scenic bike route linked to the Route verte, as part of the ecotourist development of baie Lavallière.

In 1989, five bird and marsh enthusiasts founded the Société d'aménagement de la baie Lavallière (SABL), to help conserve and develop the site. The corporation's activities initially focused on research and went on to encompass the restoration of wildlife habitats and environmental education. The development approach is summed up in three words: know, preserve and share.

SABL undertook long-term planning that was flexible enough to take advantage of development opportunities. The credibility achieved through years of research helped to make the site known all over the province and attracted regional partners. This collaboration led to the joint planning of inter-municipal developments such as green corridors or bikepath loops. It also paved the way for contacts with farmers and landowners, with whom the organization negotiated management and development agreements.

The marsh development project has gradually come of age. It has become larger, thanks to growing public interest in the archipelago and the development opportunity offered by the Route verte, which passes through this area.



50

49

Conservation

Since its inception, the organization has worked on many portfolios at the same time:

- Managing agreements with various local farmers to conserve 21 km² of government-owned wetlands;
- Acquiring 20 hectares of land in baie Lavallière and developing conservation agreements with various private landowners in order to preserve the last remaining green corridors on agricultural and built-up land, in partnership with MRC du Haut-Richelieu;
- Research and development for a restoration program for the habitat of the wood duck; this includes publishing a guide and setting up hundreds of nesting boxes;
- Marking of wildfowl, jointly with the Canadian Wildlife Service;
- Taking part in the Haut-Richelieu round table on the environment; SABL puts pressure on regional organizations in the conservation field to ensure the Lac Saint-Pierre archipelago is granted Biosphere Reserve status, as well as being recognized as a Ramsar site;
- Acting as an advisor on wildlife development to public and private organizations.

Recreational and tourist development

Most visitors to baie Lavallière are from the Montérégie. At the moment, they are attracted by the campground and by bird-watching excursions in a motorized rabaskaw canoe.

The bird sanctuary campground at Chenal-du-Moine is a peaceful haven mainly for pensioners and people who have taken early retirement. In 1995, the garden was refurbished in keeping with the surrounding environment, with ponds and greenery designed for winged wildlife.

The most recent development phase at the marsh, which remains difficult to access, comprises a reception centre, motorized pontoon bridge and scenic trail along the retaining dyke. The project includes laying out tourist bike-path loops that link up to the Route verte, providing controlled access to the region's wetlands.

Management

SABL has kept alive the passion for the marsh that originally drove it into action. The organization prefers to rely on volunteer help until such time as it can hire full-time staff. Based on the same approach, the campground, which is largely self-financing, offers accommodation only. Clients use local shops and services with which SABL has a cooperative relationship.

Depending on the nature and scope of projects, SABL may work in partnership with wildlife experts from public or private organizations, or with landowners or farmers. Most of the work done with private landowners involves compiling inventories that show them how rich their lands are in wildlife.

Réseau riverain de la rivière Magog

In 1975, rivière Magog was so deteriorated that some residents regarded the Blanchard and Jacques-Cartier beaches in the heart of Sherbrooke as a health hazard. The city council was informed and set up an ad hoc committee to report on the state of public beaches. The Comité d'hygiène et d'aménagement des rivières Magog et Saint-François (CHARMES), consisting of local residents and elected officials, began acting as an advisory body on aquatic environment issues.

After the committee had examined the situation and made recommendations, the Jacques-Cartier beach was closed and work began to clean it up and restore and guarantee the cleanliness of the Blanchard beach. In 1976, the city of Sherbrooke developed the first stretches of the rivière Magog collection system. Jointly with the municipality, the committee embarked on a lengthy development process, gradually broadening its field of activity to include the stretch of rivière Saint-François that lies within Sherbrooke city limits.

The Magog and Saint-François River development project was based on the municipality's determination to preserve one of the simple pleasures of life that is also free: swimming in the river. Because this involved perpetuating an ancient, very popular right of use that required really clean water, combining social and environmental goals was a must from the outset.

Université de Sherbrooke, well known for its environmental and cooperative programs, joined in the project, allowing its laboratories to be used and setting up occasional student internships. A close relationship was formed between CHARMES and the municipal administration. Much of the committee's regular revenue comes from the city of Sherbrooke and it has always been chaired by Sherbrooke city councillors.



Recreational and tourist development

The CHARMES corporation takes care of the development and management of a network of recreational trails used for hiking, cycling and cross-country skiing. The network is 20 km long, with 15 km running along the rehabilitated banks, and is maintained year round. The CHARMES corporation's main achievements are as follows:

- Planning and management of a reception and service chalet open year round at the beach; this has a snack bar and terrace, ornithology shop, pedal-boat and canoe rental office, children's playground, picnic area and sculpture exhibition space.
- Organizing year-round activities and events on river-related themes.
- Organizing a canoe race down the Saint-François River (with an average of 1,800 participants every year).
- Setting up a Magog River users' round table. Thanks to this initiative, a manual entitled *Code de bons usages récréatifs* has been produced, based on establishing "priority use zones" (swimming, canoeing, water-skiing and other activities) and rules of behaviour.
- Creating the position of "river warden". The incumbent ensures that the above code is respected, using an educational approach to encourage compliance.

The network is used by 225,000 people annually. Most of them are from the surrounding area and attendance is highest in the summer.

Conservation

Ever since it was set up, CHARMES has been responsible for monitoring the water quality and banks on municipal territory and suggesting concrete measures to improve them.

- Restoration: development of Blanchard beach, renaturalization and protection of 15 km of banks, rehabilitation of the Saint-François marsh (currently underway), adding more than 137,000 trout to the river since 1980.
- Protection of the territory: 38 hectares of riverside land in all. This whole area contains 26 hectares of urban woodland and three marshes now designated as conservation zones, a marsh that collects and filters rainwater, and the Saint-François marsh.
- Awareness and education: organization of exhibitions, conferences and information campaigns, clean-up and planting days, fishing and photographic contests centred on the theme of the river and its charms; enlisting the help of young Sherbrookers (primary and high school students) with planning; laying out and maintaining wildlife developments.
- Follow-up: the 1987 creation of the Comité technique de concertation sur la qualité de l'eau de la rivière Magog. This liaison committee on water quality is made up of municipal specialists in water purification. Its objectives are similar to those of CHARMES but apply to the whole watershed.

Management

The corporation's full-time staff develops and manages the riverside network by supervising a team that includes trainees and students. In addition, some members of the team are participants in community re-entry programs, and are provided with supervision and preliminary training to help them enter the job market.

CHARMES has an annual budget of about \$1 million. The municipality contributes nearly half, and the remainder comes half from government programs and half from self-financing.

The share of revenue produced by independent activities became considerably larger after *Maison de l'eau* (originally an interpretation centre) became a hub for outdoor activities with an interpretation dimension.

Development perspectives

In 1998, CHARMES conducted a study to prepare for the expansion of its facilities, with the help and financial support of various partners. This study showed that the time was ripe to set up major recreational and tourist infrastructures for the city of Sherbrooke and thereby help make the region a year-round recreational and tourist destination.

The resulting project is focused on exploiting the natural spaces that CHARMES has developed over the years, and setting up a major attraction, the Cité des rivières, on a downtown site. The municipal authorities have therefore formed a corporation called Sherbrooke, Ville des rivières, whose mission is to create and operate an internationally renowned amusement park.

Jump in...

but learn to swim first

Lac Sacacomie development project

Lac Sacacomie lies on public land north of the village of Saint-Alexis-des-Monts, in Mauricie. For some years, this outstanding site has been the object of a major private development project. This three-phase project involves building an international-calibre hotel, setting up infrastructures for recreational and tourist activities, and erecting resort homes.

During the first phase, a major hotel, Le Sacacomie, was built and opened in 1998. It forms the hub of the whole project. Built of logs, the hotel's magnificent, Scandinavian-inspired architecture, high-quality service and stunning setting attract the most discerning American and European tourists. One third of the hotel's guests are from Québec.

The second phase will see about 100 cottages go up round Lac Sacacomie on lots destined for this type of resort use. Complying with strict development and preservation standards, buildings here will respect the natural character and beauty of the site.

When phase two has been completed, additional homes will be erected on 40 lots on the shores of two neighbouring lakes, Lambert and Canitchez. This will be the third phase. People with homes in phases two and three will be able to use the recreational and tourist facilities at Hôtel Le Sacacomie.

Background

This project came about largely as the result of an initiative by a Saint-Alexis-des-Monts businessman who already owned a cottage on Lac Sacacomie. Aware of the site's potential, he managed to interest a group of investors. In accordance with a government policy promoted by the Ministère des ressources naturelles du Québec (MRN), they set up the Corporation de développement du lac Sacacomie. In 1993, the MRN had launched *Plans régionaux de développement de la villégiature* (PRDV), regional plans for developing tourism, which allowed private promoters to develop public land for recreational and tourist use.

This was the first time this new policy was successfully applied in the region. Anyone admiring the unspoilable view of the lake and the surrounding area from the hotel's spacious terrace will see at once why the promoters wanted to upgrade the site. In all, the project represents an investment of nearly \$80 million and has created about 40 direct jobs (in person/years) so far.



53



54

Partnership structure

The underlying principle for MRN resort development plans is to build up tourism on public lands, but in a manner harmonizing with the needs and concerns of other users of this territory. At Lac Sacacomie, things got off to a slow start but these plans enabled all the players to be brought together in a united effort and obtain the grants for building infrastructures, including a public beach and all the necessary services.

After opposition by certain local landowners, MRN representatives and the promoters agreed to announce their development plans clearly to the public. From then on, a climate of genuine cooperation prevailed between the various owners of the lake and a concerted effort was made to preserve the quality of the site. Among other things, the promoter made it plain that the project complied fully with the municipality's planning program.

Agreements were also set up between the Corporation and various other private companies in the region. As a result of this partnership endeavour, the public was offered a wide range of recreational and tourist activities:

- Submarine exploration tours, scuba diving, canoeing, excursions in a launch, sailboarding, fishing, rafting;
- Horseback-riding, mountain biking, all-terrain vehicles (ATVs), dog-sledding, snowmobiling;
- Guided hikes and cross-country skiing on marked-out trails;
- Seaplane, ultra-light aircraft;
- Golf;
- Access to shelters on the Mastigouche reserve via hiking trails.

This is a fine example of networking by tourism-related companies in the Saint-Alexis-des-Monts region, who joined forces to create a major pole of attraction on the "adventure and wilderness" theme.

Marketing

This project owes much of its success to the promoters' business network and a skilful communications strategy. International media featured stories about Hôtel Le Sacacomie and press coverage of visits by well-known personalities introduced this location to a worldwide audience. Travel wholesalers started including this destination in their advertising brochures. In January 2000, the hotel's occupation rate was 88%. The rate year-round is 65%. These results are five years ahead of the projections in the original business plan.

Hôtel Le Sacacomie will soon be part of a regional network of hotels, inns and outfitters. This forest region dotted with lakes also features Auberge du Lac-à-l'Eau-Claire, la Pourvoirie du Lac-Blanc, Auberge Montagnard, le Domaine du Lac-Jackson and le Domaine du Baluchon. Many other outfitters and inns located slightly further north offer tourist accommodation, activities and adventure.

At present, there are not enough international-class tourist attractions to meet the demand. Partners and investors believe that 350 more hotel rooms are justified. This would create a sufficiently extensive reception infrastructure to give the regional an international name as an up-market recreation and tourist destination.

Organization and Development

Planning for this project was mainly handled by three people: a business development officer, a tourism and geography specialist and a finance and accounting professional.

The most tedious aspect was looking for financing. The promoters had to persuade financial institutions that an innovative tourist project would be profitable. Moreover, they had to make a careful and realistic assessment of the market potential and work out projected occupation rates.

The tranquil setting and quality of the environment were the hotel's major assets. From the outset, therefore, the promoters took care to protect the zone from opportunist or speculative ventures that might have compromised the quality of the development.

Purchase options were granted to the Corporation over the whole of this territory by the MRN, starting with the initial purchase of the lot on which the hotel stands. The Corporation paid the fair market value established by the MRN when purchasing its options, for subsequent resale in lots for resort use.

In accordance with the PRDV, the Lac Sacacomie project was based on the following principles:

- An overall plan allocated the different stretches of the banks surrounding the bodies of water and their use.
- At least one quarter of the banks was reserved for conservation and remained public property.
- A maximum of 60% of the waterside area could be built on.
- The lake was made accessible to all with a public access area (public beach, picnic area, parking lot, etc.).
- All islands were fully protected.

The deeds of sale for the lots on which cottages would be built (phases two and three) included clauses specifying building materials, colours and types of architecture. Outbuildings and free-standing garages were prohibited. In addition, at least one third of each lot had to be left in its natural state.

The surrounding forest is public property and used by people with varying goals and interests. This raises major challenges in terms of management.

These challenges fall into two main categories. The first concerns land use:

- Determining who will administer and finance the development of infrastructures, for instance forest relays;
- Determining who will be responsible for hikers during the hunting season and how to ensure their safety;
- Determining how to control traffic in vulnerable areas.

The second type of challenge involves preservation of the landscape because, in some cases, the territory is also exploited by forestry companies.

In any case, the up-market tourism industry is increasingly profitable and now recognized as a legitimate player on the regional economic scene.

Table B
Main tools, mechanisms and statuses for the conservation of aquatic and waterside environments

General Tools and Mechanisms		
Tool or mechanism	Relevance	Laws, policies and main stakeholders
Protection standards for banks, shorelines and flood-risk areas	Following the signing of a Canada-Québec agreement, the Québec government developed a policy to facilitate its application. This was amended in 1991 and 1996, at the request of municipalities and ministries responsible for exploiting natural resources. The most general protection standard concerns the maintenance or re-establishment of a waterside strip of natural vegetation 10 to 15 metres wide measured from the high water mark, depending on the bank's incline. Other more specific standards apply to forest and agricultural settings. All these standards are found in the sound practice guide (<i>Guide des bonnes pratiques</i>) accompanying the protection policy (<i>Politique de protection des rives, du littoral et des plaines inondables</i>). The MRC and municipalities, which are obliged to incorporate these minimum standards in their development plans and by-laws, are usually able to adopt stricter standards and use them to improve the appearance of banks and lay out public access to waterside area.	<i>Politique de protection des rives, du littoral et des plaines inondables (Décret 103-96)</i> <i>Environment Quality Act</i> <i>Regulation respecting the application of the Environment Quality Act</i> MENV MAMM MRC Municipalities
Boating restriction regulations	This little-known regulation controls motorcraft traffic, thereby harmonizing recreational uses of bodies of water. Its application involves a public concertation process that takes an average of two years. After adapting the framework regulation to local specifics, local authorities should apply to MAMM, which forwards their application to Fisheries and Oceans Canada and the relevant MRC. After the federal department has examined and approved the application, the regulation comes into force. It must be accompanied by the appropriate signage on land and water. For this regulation to be applied effectively, a monitoring system has to be set up and an appropriate awareness campaign conducted.	<i>Canada Shipping Act</i> MAMM Coastguard MRC Municipalities
Statuses for Conservation and Recreational and Tourist Development		
International Statuses		
Biosphere Reserve	A Biosphere Reserve may be set up under the <i>Man and the Biosphere Program</i>. This is intended for public or private sites where man integrates harmoniously with his environment. It supports conservation efforts in participating countries but has no legal authority.	United Nations Educational, Scientific and Cultural Organization (UNESCO)
World Heritage Site	This designation is granted to natural or cultural public or private sites that are of world heritage value. It supports conservation efforts in participating countries but has no legal authority.	UNESCO International Council on Monuments and Sites (ICOMOS)

Table B (contd.)

Main tools, mechanisms and statutes for the conservation of aquatic and waterside environments

Statuses for Conservation and Recreational and Tourist Development		
Tool or mechanism	Relevance	Laws, policies and main stakeholders
International Statuses (contd.)		
Ramsar Site	These sites are established on public or private land under the Convention on Wetlands of International Importance, also known as the Ramsar (Iran) Convention, mainly by virtue of their importance as waterfowl habitats. It supports conservation efforts in participating countries but has no legal authority.	World Conservation Union (IUCN)
Federal Statuses		
National park National marine conservation area National historic site Historic canal	Statuses with the generic name of heritage areas designate territorial resources under the jurisdiction of Parks Canada. The only national marine conservation area in Québec, the Saguenay-St. Lawrence Marine Park, is managed jointly by the Canadian and Québec governments.	<i>National Parks Act</i> Parks Canada
Migratory bird sanctuary	May be established on public or private land and run by any organization complying with the legal requirements	<i>Migratory Birds Convention Act</i> Environment Canada
National wildlife area	These reserves are designed to preserve wildlife and its habitats. They may be run jointly by Environment Canada and any organization of its choice that has been approved by the Québec government.	<i>Canadian Wildlife Act</i> Environment Canada
Canadian heritage river	Federal-provincial joint program promoting the development of rivers with significant heritage value by applicants from the local community. FAPAQ has undertaken a Québec heritage rivers program. The classification process for rivers is currently being developed. The idea is to harmonize the different uses of a particular river in a sustainable development perspective. It will be implemented as soon as a regional application is submitted. Classification and designation of heritage rivers are two parallel processes that are independent of each other, and result from regional initiatives for their application.	<i>Programme de désignation de rivières patrimoniales (Canadian Heritage Rivers Designation Program)</i> <i>An Act respecting the lands in the public domain</i> <i>Environment Quality Act</i> Canadian Heritage Rivers MRN MENV MCC FAPAQ

Table B (contd.)

Main tools, mechanisms and statutes for the conservation of aquatic and waterside environments

Statuses for Conservation and Recreational and Tourist Development (contd.)		
Tool or mechanism	Relevance	Laws, policies and main stakeholders
Provincial Statuses		
Public interest	Water has public interest status in Québec. This status means it may not be seized and belongs neither to the government nor to individuals. However, use of the water is regulated and the organizations responsible are defined by the Canadian constitution. The federal government is responsible for water as a support for navigation, aquatic life and aquaculture. It is also responsible for fresh water as critical to ensuring the productiveness of estuary and coastal ecosystems, and as the agent that carried land contaminants into these ecosystems. The soil at the bottom of a body of water belongs to the Québec government.	<i>Québec Civil Code</i> <i>Navigable Waters Protection Act</i> <i>Canada Shipping Act</i> <i>National Energy Board Act</i> <i>Railway Act</i> <i>Canadian Environmental Assessment Act</i> <i>Canada Marine Act</i> <i>Fisheries Act</i> <i>Emergency Preparedness Act</i> <i>Canadian Environmental Protection Act</i> <i>Fishing and Recreational Harbours Act</i>
Ecological reserve	An ecological reserve is a an exclusion area in which activities not of a scientific nature are prohibited. It is sometimes used as an intermediate status in the process of creating provincial parks. In Québec, only one reserve is open for interpretation purposes: La tourbière de Lanoraie.	<i>Ecological Reserves Act</i> MENV
Provincial park	Only public lands may be given provincial park status. The government may acquire land for this purpose. Protection is permanent and the lands are not transferable. Hunting and exploitation for mining, forestry or energy purposes are prohibited in parks, as is the installation of power transmission facilities. The Québec parks system currently covers 5,540 km².	<i>Parks Act</i> SEPAQ FAPAQ
Natural or historic district Historic site Historic monument	The conferring of these specific statuses and the process that precedes it are the responsibility of the ministère de la Culture et des Communications du Québec. These statuses are tools that can help develop landscapes marked by human activity.	<i>Cultural Property Act</i> MCC

Table B (contd.)

Main tools, mechanisms and statutes for the conservation of aquatic and waterside environments

Statuses for Conservation and Recreational and Tourist Development (contd.)		
Tool or mechanism	Relevance	Laws, policies and main stakeholders
Provincial Statuses (contd.)		
Wildlife sanctuary Wildlife habitat	A wildlife sanctuary may be set up on private or public land; however, a wildlife habitat may only be set up on public land. Both statuses promote the preservation of wildlife habitats, but other uses may be authorized in these areas by the minister or the government.	<i>Act respecting the conservation and development</i> MRN FAPAQ
Wildlife preserve	Wildlife preserves are set up to ensure the conservation, development and rational use of wildlife and its habitats. They support a fairly wide variety of economic uses, including many recreational uses. Forestry exploitation is the predominant use.	<i>Act respecting the conservation and development of wildlife</i> <i>Land Use Planning and Development Act</i> SEPAQ FAPAQ
Controlled harvesting zone (ZEC)	Controlled harvesting zones (ZECs) are public territories where management and wildlife harvesting are in the hands of community organizations.	<i>Act respecting the conservation and development of wildlife</i> FAPAQ
Communal wildlife areas	Communal wildlife areas (AFCs) are territories that may include public and private land. The local community makes the voluntary decision to assign this status to a territory. A territory with this status may qualify for government funding for management of its wildlife resources.	<i>Act respecting the conservation and development of wildlife</i> FAPAQ
Regional Status		
Regional park	An MRC or urban community may pass a by-law determining the location of a regional park, and regulate, prescribe or prohibit access, certain activities, etc. To be effective, this status requires the MRC or urban community to acquire the land or negotiate agreements with its owners.	<i>Municipal Code</i> MRC Municipalities or urban communities

Table B (contd.)

Main tools, mechanisms and statutes for the conservation of aquatic and waterside environments

Statuses for Conservation and Recreational and Tourist Development (contd.)		
Tool or mechanism	Relevance	Laws, policies and main stakeholders
Regional Status (contd.)		
Municipal park	As a waterside boardwalk or meeting place for residents, waterside municipal parks are often catalysts in the development of old urban centres and villages. The revitalization objective is often achieved using planning tools that facilitate supervision of development, for example the <i>Programme particulier d'urbanisme</i> (PPU) or the <i>Plan d'implantation et d'intégration architecturale</i> (PIIA).	<i>Cities and Towns Act</i> <i>Land Use Planning and Development Act</i> <i>Zoning By-Law</i> Municipalities
Heritage site Designated monument	Both these types of status are conferred by municipalities and may help to protect major waterside buildings like watermills, dams or bridges. The real-estate property for which this type of protection is intended sometimes includes land.	<i>Cultural Property Act</i> Municipalities

CPTA: *Commission de protection des terres agricoles*

FAPAQ: *Société de la faune et des parcs du Québec*

MAMM: *Ministère des Affaires municipales et de la Métropole*

MCC: *Ministère de la Culture et des Communications*

MENV: *Ministère de l'Environnement*

MRC: *Municipalité régionale de comté*

MRN: *Ministère des Ressources naturelles*

SEPAQ: *Société des établissements de plein air du Québec*

Table C
Main tools and legal mechanisms fostering the development of aquatic and waterside environments for recreation and tourism

Tool or mechanism	Relevance	Laws, policies and main stakeholders
Development plan	An MRC's development plan may have a major impact on the recreational and tourist development of a region. It integrates into the regional development guidelines such dimensions as land use, definition of permitted uses in each use category, planning of traffic systems, protection of vulnerable or endangered sites, and the showcasing of components with esthetic, recreational or heritage potential. The concerted action process that is preferred allows access routes to be planned and industrial infrastructures developed (mining, forestry, hydro-electric), based on their potential impact on recreational and tourist development. This process also allows regional parks to be created by virtue of the cultural, esthetic or ecological value of a territory or its fragile character. Created in 1993, regional parks usually require some sort of joint regional and community management arrangement. They are usually run by private or para-municipal non-profit organizations. Urban communities also have development plans whose scope and impact are similar to those of MRCs in terms of conservation and development of bodies of water.	<i>Land Use Planning and Development Act</i> <i>Act respecting the lands in the public domain</i> <i>Canada Forestry Act</i> <i>Act respecting the conservation and development of wildlife</i> <i>Watercourses Act</i> MAMM MRC and urban community
Regional plan for tourist development on public land	The regional plan for tourist development on public property defines where, when and how tourism may be developed on public land. It is established jointly with the main agencies concerned (ministries, MRCs, ZEC management associations and other public organizations). The plan's accompanying text, <i>Guide de développement de la villégiature sur les terres du domaine public</i>, sets out the conditions under which development may take place.	<i>Act respecting the lands in the public domain</i> MRN
Planning program PIIA PPU PAE Zoning by-law	In its planning program, a municipality may designate one or more sectors of its territory as a zone to be renovated, restored or protected: bodies of water and their banks are a special focus because of their heritage value. To develop a sector with high recreational or landscape potential, the municipality may make this sector subject to a <i>Plan d'implantation et d'intégration architecturale</i> (PIIA) and <i>Programme particulier d'urbanisme</i> (PPU) or <i>Plan d'aménagement d'ensemble</i> (PAE).	<i>Land Use Planning and Development Act</i> <i>Cities and Towns Act</i> Municipalities
Contribution for parks	A municipality may take advantage of real-estate developments to improve public access to bodies of water that lie within its boundaries. It may, for example, require a landowner to cede an area that is part of the subdivision plan he submitted, so that it may be turned into a park. The municipality may opt instead for an equivalent contribution in financial form, or arrange for an exchange of land.	<i>Land Use Planning and Development Act</i> Municipalities

Table C (contd.)

Main tools and legal mechanisms fostering the development of aquatic and waterside environments for recreation and tourism

Tool or mechanism	Relevance	Laws, policies and main stakeholders
Land banking for public use Expropriation	A municipality may use its powers for the acquisition and ceding of buildings and lands in order to promote public projects and, sometimes, private projects. These powers may prove useful for developing parks.	<i>Municipal Code</i> <i>Cities and Towns Act</i> <i>Expropriation Act</i> Municipalities Québec Administrative Tribunal
Intermunicipal agreement	Intermunicipal agreements enable municipalities to join forces voluntarily in order to develop services and infrastructures on a regional scale that would be too onerous for them to handle alone. Local municipalities may also join with one or more MRCs or urban communities. This type of agreement often makes it easier to acquire land for regional parks, bike paths or intermunicipal campgrounds, and also fosters collaboration on wastewater treatment and drinking-water supply.	<i>Municipal Code</i> <i>Cities and Towns Act</i> MAMM Municipalities MRCs or urban communities
Acquisition	Full and final acquisition of a property from its legitimate owner is the most common mechanism. Title to a piece of land gives its owner (government, organization mandated by the government, municipality, para-municipal organization, community organization, company or individual) the right to use (usage) and profit from its fruits (the proceeds). Lands owned by one of the three levels of public administration or their mandated organizations are regarded as public property, as opposed to private property. Note that the fact that land is public property does not give citizens any rights regarding its use or its proceeds.	<i>Québec Civil Code</i>
Leasing	With sale, leasing is the most common form of land right. This right may be registered to third parties and opposed, for a variable duration, based on regular payment of an actual amount in cash or services. Exercising this right offers the lessor no tax advantage, even if the land is of ecological value and is leased for conservation purposes. The term of the lease may up to 100 years.	<i>Québec Civil Code</i> Hydro-Québec
Leasing of public land	Public land may be leased to individuals or organizations for private, commercial or community resort use. Most MRN leases are issued for resort sites and recreational sites such as downhill ski centres, outdoor bases or centres, reception buildings, shelters, lodges, campgrounds, networks of trails, etc.	<i>Act respecting the lands in the public domain</i> MRN

Table C (contd.)

Main tools and legal mechanisms fostering the development of aquatic and waterside environments for recreation and tourism

Tool or mechanism	Relevance	Laws, policies and main stakeholders
Exclusive hunting, fishing or trapping rights	Exclusive rights to hunting, fishing or trapping on public lands are subject to agreements with the Aboriginal nations that traditionally harvest the wildlife resource. They may also be granted by lease to private-sector or community promoters. These rights apply to territories covered by agreements as well as wildlife reserves, controlled harvesting zones (ZECs), community wildlife areas (AFCs), small developed lakes (PLAs) and outfitters with exclusive rights. Certain organizations have acquired exclusive and perpetual hunting, fishing or trapping rights on private land. This breaking-up of ownership rights, frequently found in Common Law regimes, does exist in Québec but is unusual.	<i>Parks Act (Québec)</i> <i>Act respecting the conservation and development of wildlife</i> <i>Québec Civil Code</i> FAPAQ
Agreements covering the management, conservation and development of public land	Provincial parks are managed by SEPAQ, which ensures they are developed in accordance with the management plans prepared by FAPAQ. Controlled harvesting zones (ZECs) and community wildlife areas (FACs) are public territories managed by community organizations. Small developed lakes (PLAs) are public bodies of water less than 20 hectares in area, managed by outfitters to which the government has granted exclusive fishing rights. The commercial concession formula is often used by federal government agencies (e.g. Société du Vieux Port de Montréal, national parks) and increasingly by regional and municipal parks. Various types of development agreements now cover the management of many regional parks and an increasing number of municipal parks. The development of intramunicipal public lands (IPL) is performed by delegation of management power from the MRN to the MRC.	<i>Act respecting the conservation and development of wildlife</i> <i>Cities and Towns Act</i> <i>Municipal Code</i> MRN FAPAQ SEPAQ MRCs Municipalities
Agreements covering the management, conservation and development of privately-owned land	Limited-term contract between a private landowner and a non-profit organization to guarantee the managing organization rights to the management, conservation and development of the site (the nature of these rights varies with the agreement). This type of contract offers landowners no tax advantage and brings them no financial reward. However, it promotes the development and conservation of their property.	<i>Québec Civil Code</i> <i>Act respecting the preservation of agricultural land and agricultural activities</i> (if the lands are zoned for agricultural use) CPTA (if applicable)

Table C (suite)

Main tools and legal mechanisms fostering the development of aquatic and waterside environments for recreation and tourism

Easement	An easement is an obligation to provide a service, advantage or right of use to another piece of immovable property, e.g. right of way. The two properties must belong to different people and be located suitably close to each other (they do not have to be adjoining). The owner of the dominant land acquires a real right that may be perpetual and if published, opposed by third parties. Easements may be purchased or donated. They may reduce real-estate taxes as well as bringing fiscal advantages if they apply to the conservation of land with ecological value.	<i>Québec Civil Code</i> <i>Income Tax (Federal) and (Québec) Taxation Acts</i> FAPAQ
Tool or mechanism	Relevance	Laws, policies and main stakeholders
<i>Tools and mechanisms for donations</i>		
Tax deduction	A receipt for Québec or Canadian income tax purposes may be issued by the government, an organization representing the government, a para-municipal or a non-profit community organization recognized as a charity by Revenue Canada, in return for the donation of all or part of a piece of land or right-of-way. The person donating the land may then deduct this amount, which may be up to 20% of his net income, in his federal and provincial tax returns, for a period of five years. However, a person donating a property must pay the capital gains tax on the amount he would have realized had he sold this property.	<i>Income Tax Act</i> Revenu Canada Revenu Québec
Certificate	In 1994, the income tax acts were amended to allow a donor to obtain tax relief for the protection of environments with ecological value. The tax relief lets the donor of the property deduct the amount of the property's value from his taxable income, up to 100% of his net income (federal and provincial tax returns), from the first year. This measure complements the above measure (tax deduction) and is designed to help the donor pay the capital gains tax owing. The certificate is issued at the request of the organization to which the gift is made. FAPAQ has to certify that the land concerned has an ecological value worth preserving, as required by law.	<i>Income Tax Act</i> Revenu Canada Revenu Québec MENV FAPAQ

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MRN: *Ministère des Ressources naturelles*

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Table D
Main permits and authorizations required for recreational and tourist development of aquatic and waterside environments

Responsible Authority	Roles and responsibilities
Projects likely to undergo environmental assessment procedures	
Bureau d'audiences publiques sur l'environnement (BAPE)	In Québec, the process for public audiences on the environment is intended primarily for the large-scale projects listed in the <i>Règlement sur l'évaluation et l'examen des impacts sur l'environnement</i> . Because these are major projects, this procedure may have major repercussions for potential elements of recreational and tourist development in the region.
Environment Canada	In Canada, the projects subject to the <i>Canadian Environmental Assessment Act</i> are the ones in which the federal government participates in management, financing, regulation or land ownership.
Other projects	
Fisheries and Oceans Canada (F&O)	Whether it is a pleasure-boating port, bridge, ice-bridge or just a place to swim, any development project located in navigable waters requires authorizations from several government departments. Applications should be addressed to the <i>Navigable Waters Protection Program</i> of the Canadian Coast Guard. This streamlines the administrative procedures. This office is primarily responsible for applying the <i>Navigable Waters Protection Act</i>, which protects public navigation rights and ensures the safety of navigators. It also coordinates the issuing of authorization certificates under the following laws: <i>Loi sur la pêche et l'habitat du poisson (Fish habitat and fisheries act)</i>, <i>Watercourses Act</i>, <i>Environment Quality Act</i>, <i>Canadian Environmental Assessment Act</i>. Applications for permits must be accompanied by plans and estimates for the proposed work. Depending on the size of the work and its potential impact on the environment and the navigability of waters, the approval process may take anything from a few weeks to several months.
Regional county municipality (MRC) Municipalities	All projects planned for the territory of a municipality should first be presented to its administration, to ensure that local planning by-laws (zoning, construction, subdivision, <i>Plan d'implantation et d'intégration architecturale</i> and <i>Programme particulier d'urbanisme</i> (PPU) as applicable) are respected. Municipal by-laws have to comply with the development plan (and the provisions of the accompanying document) of the MRC in which the municipality is located. They also have to reflect the <i>Regulation respecting waste water disposal systems for isolated dwellings</i> . If the project complies with municipal by-laws, a permit (or certificate of conformity if MENV authorization is required) is issued. Municipal by-laws may be waived at the promoter's request. In theory at least, this requires public consultation.
Ministère de l'Environnement (MENV)	MENV authorization certificates are required for any project in an aquatic or humid environment, unless it is on private land and intended for private use (in which case it has no impact on recreation or tourism). This process may block a recreational or tourist project or help to improve it, depending on the approach used and the open-mindedness of the parties.

Table D (contd.)

Main permits and authorizations required for recreational and tourist development of aquatic and waterside environments

Responsible Authority	Roles and responsibilities
Other projects (contd.)	
Société de la faune et des parcs du Québec (FAPAQ)	Permits may be required under the <i>Act respecting the conservation and development of wildlife</i> , for projects in a wildlife habitat on public land. Applications should go to FAPAQ. In the case of wildlife development in aquatic and waterside habitats, it is advisable to check first with FAPAQ to see if a permit is required.
Regional county municipality (MRC) Comité consultatif agricole (Advisory Committee on Agriculture)	For projects that may have an impact on a waterway running through agricultural land. Both these bodies have powers under the <i>Land Use Planning and Development Act</i> and the <i>Act respecting the preservation of agricultural land</i> , which specify their respective fields of competence and responsibilities.
Ministère de la Culture et des Communications du Québec (MCC)	For projects likely to affect the appearance of sites or buildings classified or protected under the <i>Cultural Property Act</i> , and all projects affecting natural or historic districts.
Ministère des Ressources naturelles du Québec (MRN)	Resort projects on land leased out by MRN have to comply with the standards set out in <i>Guide de développement de la villégiature sur les terres du domaine public</i> , in order to be authorized. Under the <i>Forest Act</i> , MRN also has authority over projects that involve the felling of trees in public forests,.
Fisheries and Oceans Canada (F&O)	The Canadian Coast Guard examines and authorizes projects in navigable waters that are likely to hamper navigation, in accordance with the <i>Navigable Waters Protection Act</i> . The Fish Habitat Division has the power to prohibit projects that could have a negative impact on fish habitat in accordance with the <i>Fisheries Act</i> .

Table E
Resources for seeking technical and financial assistance

Organization	Services and directories	Internet or e-mail address	Telephone number
BF Expert	<i>Passeport Affaires</i>	www.passeportaffaire.com	(450) 979-0573
Centre CTX pour les entreprises	<i>Carnet de route pour le financement touristique</i>	www.ctc-ctx.com	(613) 954-1724
Canadian Centre for Philanthropy	<i>Directory to Foundations and Grants</i>	www.ccp.ca	(Toronto) 1 800 597-2293
Foundation Center (US)	Locating American philanthropic foundations	www.fdncenter.org	(New York) (212) 620-4230
Charity Village	Locating Canadian philanthropic organizations	www.charityvillage.com	(613) 565-7753
Communication-Québec	Information about Québec government agencies and services	www.comm-qc.gouv.qc.ca	1 800 363-1363 Éco-action 2000
Environment Canada, Québec region	<i>Répertoire des programmes d'aide en environnement</i>	www.qc.ec.gc.ca	1 800 463-4311
Industry Canada (Strategis)	Location and analysis of tools, services and programs	strategis.ic.gc.ca	1 800 328-6189
Info-entrepreneurs	General information about federal and Québec resources and programs	www.infoentrepreneurs.org	1 800 322-4636
Services d'aide aux jeunes entrepreneurs	General information about assistance and support programs	www.saje.qc.ca	(819) 868-7253
TourismExpress	<i>Agenda-Répertoire des programmes d'aide financière et financement pour les entreprises touristiques</i>	pboutin@tourismexpress.qc.ca	(514) 842-3853
Union québécoise pour la conservation de la nature	Location of projects and programs	ecoroute.uqcn.qc.ca	(418) 648-2104

Table F
Sources of technical and financial assistance for conservation and development projects

Organization	Type of assistance	Internet or e-mail address	Telephone number
On Site	Pre-selection of young graduates	onsite.ep.ca	(514) 499-9871
Canadian Bankers Association	Technical assistance and loans for implementation and management	www.cba.ca/fr/small_business	Contact bank branches
Business Development Bank of Canada	Technical assistance and loans for implementation	www.bdc.ca	1 888 463-6232
Caisse de dépôt et placement du Québec	Loans or equity participation for implementation and management of major projects	www.lacaisse.com	1 888 PME-3456
Chantiers jeunesse	Support for volunteer work	www.cj.qc.ca	1 800 361-2055
Canadian Tourism Commission	Support with promotion	www.canadatourisme.com	(613) 954-3943
Canadian Council for Human Resources in the Environment Industry	Support with workplace training	info@cchrei.ca	1 800 962-9562
Canadian Tourism Human Resource Council	Support with workplace training	www.cthrc.ca	(613) 231-6949
Canada Council	Grants for arts production and promotion	www.candacouncil.ca	1 800 263-5588
Conseil des arts et des lettres du Québec	Grants for draft-design and planning phases of development projects	www.calq.gouv.qc.ca	1 800 897-1707
National Research Council of Canada	Technical and financial assistance for implementation of projects testing technology	www.irap.nrc.ca/irap	1 877 994-4727
Human Resources Development Canada	Job search and job grant services	www.hrdc-drhc.gc.ca	1 800 788-8282
Canada Economic Development	Financial assistance for the implementation of innovative projects	www.dec-ced.gc.ca	(514) 283-2500
Aboriginal Business Canada	Financial assistance with implementation and management	www.abc.gc.ca	(514) 283-1828

Table F *(contd.)***Sources of technical and financial assistance for conservation and development projects**

Organization	Type of assistance	Internet or e-mail address	Telephone number
Environment Canada, Eco-Action 2000	Technical assistance and grants for implementation of NPO projects	www.ec.gc.ca	1 800 463-4311
Industry Canada	Loan guarantees for implementation	info.ic.gc.ca	1 800 322-4636
Fondation de la faune du Québec	Technical assistance and grants for draft-design, planning and implementation phases	www.fondationdelafaune.qc.ca	1 877 639-0742
Fondation du patrimoine religieux du Québec	Technical assistance and grants for implementation of restoration projects	www.patrimoine-religieux.qc.ca	(514) 931-4701
Fonds de solidarité des travailleurs du Québec	Participation to support year-round structuring activities	www.fondsftq.com	1 800 361-5017
Fonds des priorités gouvernementales en science et en technologie – volet environnement	Financial assistance for scientific projects focusing on innovation and marketing	www.fpgste.gouv.qc.ca	(418) 528-5647
Investissement Québec	Loan guarantees for implementation	www.invest-quebec.com	1 800 461-2433
Ministère de l'Agriculture, des Pêcheries et de l'Alimentation	Technical and financial assistance for draft-design, planning and implementation phases	www.agr.gouv.qc.ca	(418) 368-7676
Ministère de la Culture et des Communications	Grants for projects involving heritage restoration, recreational science and cultural tourism	www.mcc.gouv.qc.ca	Contact regional offices
Ministère de la Solidarité sociale	Salary subsidies for re-entry into the work environment	www.mss.gouv.qc.ca	1 888 643-4721
Ministère de l'Environnement	Grants for environmental studies and awareness campaigns	www.menv.qc.ca	1 800 561-1616
Ministère de l'Industrie et du Commerce	Salary subsidies for specialized personnel	www.mic.gouv.qc.ca	1 800 463-2355
Department of Indian Affairs and Northern Development	Financial assistance for environmental studies and project implementation	www.inac.gc.ca	(418) 648-7552

Table F *(contd.)***Sources of technical and financial assistance for conservation and development projects**

Organization	Type of assistance	Internet or e-mail address	Telephone number
Ministère des Régions	Technical and financial assistance for all phases of project implementation	www.sdr.gouv.qc.ca	Contact conseils régionaux de développement (CRD) and conseils locaux de développement (CLD)
Ministère des Ressources naturelles	Technical assistance for planning and implementation of projects on public land	www.mrn.gouv.qc.ca	Contact regional offices
Ministère des Transports	Financial assistance for planning and implementation	www.mtq.gouv.qc.ca	Québec City: (418) 643-6864 Montréal: (514) 873-2605 Contact regional offices
Parks Canada	Technical assistance for sustainable development and environment management projects	parkscanada.pch.gc.ca	1 800 463-6769
Canadian Heritage	Grants for implementation of museum projects	www.pch.gc.ca	(819) 997-8869
Placements étudiants	Grants for internships at companies	www.placement-etudiant.micst.gouv.qc.ca	1 800 463-2355
Secrétariat à l'action communautaire autonome du Québec	Grants for NPO management	www.saca.gouv.qc.ca	1 800 577-2844
Secrétariat aux loisirs et aux sports	Grants for implementation and management of activities	www.meq.gouv.qc.ca	(418) 646-6018
Rural Secretariat	Grants for planning and implementation	www.rural.gc.ca.pilot	(418) 648-4820, ext. 313
Canadian Wildlife Service	Technical assistance for draft-design and planning phases of conservation projects	www.qc.ec.gc.ca	(418) 648-7225
Youth Service Canada	Salary grants	www.jeunesse.qc.ca	1 800 935-5555
Société de développement des entreprises culturelles	Financial assistance for the recycling of heritage buildings	www.sodec.gouv.qc.ca	1 800 363-0401

Table F *(contd.)***Sources of technical and financial assistance for conservation and development projects**

Organization	Type of assistance	Internet or e-mail address	Telephone number
Société de la faune et des parcs du Québec	Grants for implementation of projects that maintain biodiversity	www.fapaq.gouv.qc.ca	1 800 561-1616
Société de l'arbre	Technical assistance with planning of waterside construction	www.sodaq.qc.ca	(418) 648-7355
Société d'habitation du Québec	Grants for management of renovation projects	www.shq.gouv.qc.ca	1 800 463-4315
Société d'investissement jeunesse	Loan guarantees and equity participation for implementation and management	www.sij.qc.ca	(514) 879-0558
Société générale de financement	Financial assistance for implementation and management of structuring projects	www.sgfqc.com	(514) 876-9290
Sociétés d'aide au développement des collectivités du Québec	Financial assistance for planning, implementation and management	www.reseau-sadc.qc.ca	(418) 658-1530
Sociétés locales d'investissement dans le développement de l'emploi	Financial assistance for the implementation and management of projects that create jobs	www.solideq.qc.ca	(418) 624-1634
Tourisme Québec	Financial assistance for planning, implementation and management	www.bonjourquebec.com	1 800 482-2433

Notes

- 32. COMITÉ POUR LE BIEN-ÊTRE DES CITOYENS DE LA SABLIERE, *Plan directeur intégré de la rivière Beauport et de ses affluents— Contribution à la gestion du bassin versant et à son développement durable*, Final version, January 1999.
- 33. SOCIÉTÉ DU VIEUX-PORT DE MONTRÉAL, *Rapport annuel 1998-1999*.
- 34. For further details, see the guide *Starting a business*, published by Direction générale de Communication-Québec, Ministère des Relations avec les citoyens et de l'Immigration.
- 35. FONDATION DE LA FAUNE DU QUÉBEC, *Les habitats fauniques en milieux urbains, des retombées collectives*, (brochure).

5. General References

Readers requiring further information on the topics covered may consult the following list of reference sources used during the preparation of this Guide.

5.1 Government Internet Sites³⁶

- *Report on habitat and land use in southern Québec*: www.qc.ec.gc.ca/envcan/habitatse.html**
- *Canadian heritage rivers system*: www.chrs.ca/publications_e.htm
- *Consultation publique sur la gestion de l'eau au Québec*, ministère de l'Environnement du Québec (MENV): www.mef.gouv.qc.ca/fr/consultation/eau/gestion_eau.htm
- *Eco-Action 2000*, Environment Canada: www.qc.ec.gc.ca/ecoaction_2000/english/index.htm
- *Survey on the Importance of Nature to Canadians*: a federal-provincial-territorial initiative, 1996, Environnement Canada: www.ec.gc.ca/nature/survey.htm
- *Forum de l'industrie touristique, Cahier du participant*, Tourisme Québec, 1997: www.bonjourquebec.com/francais/mto/activites/forum.html
- *Gestion du territoire public*, ministère des Ressources naturelles du Québec (MRN): www.mrn.gouv.qc.ca/5/52/525/intro.asp
- *Laws of Canada*, Department of Justice Canada: canada.justice.gc.ca/loireg/index_fr.html
- *Laws and regulations*, Publications du Québec: doc.gouv.qc.ca/servlets/Dbml/index2.html
- *St. Lawrence vision 2000 Action Plan*: www.slv2000.qc.ec.gc.ca/slv2000/english
- *Plan stratégique et autre documentation de la Société des établissements de plein air du Québec (SEPAQ)*: www.sepaq.com/Fr/index.html
- *Pour donner au monde le goût du Québec – Politique de développement touristique*, Tourisme Québec: www.bonjourquebec.com/francais/mto/publications/poldevtour.html
- *Parks Canada Guiding Principles and Operational Policies*: parkscanada.pch.gc.ca/library/indexe.htm
- *Programmes et services*, ministère de l'Environnement du Québec (MENV): www.menv.gouv.qc.ca/programmes/index.htm
- *Rapport final sur les consultations publiques et recommandations*, Comité de consultation sur la sécurité nautique et la qualité de vie sur les lacs et cours d'eau du Québec, avril 1999
www.meq.gouv.qc.ca/loisirs/publications/secur_nautique/inter.html
- *Territoires à statuts particuliers: les refuges fauniques, les ZECs, les réserves fauniques, les pourvoiries, les aires fauniques communautaires et les petits lacs aménagés*, ministère de l'Environnement du Québec (MENV): www.mef.gouv.qc.ca/fr/territoir/terrfaun.htm
- *Le tourisme au Québec en 1995, une réalité économique importante*, et autres publications de Tourisme Québec: www.bonjourquebec.com/francais/mto/publications/autres.html

5.2 Non-Governmental Internet Sites

- *Cadre de gestion des rivières à saumon du Québec*, Fédération québécoise pour le saumon atlantique (FQSA): www.quebectel.com/saumonquebec/ba00fr.htm
- *Fédération québécoise pour le saumon atlantique* (FQSA): www.sauumon-fqsa.qc.ca/
- *Fiches d'information*, Québec Federation of the Associations for the protection of the Environment of Lakes Inc. (Fédération des associations pour la protection de l'environnement des lacs) (FAPEL): fapel.org
- *Guide d'action communautaire pour la protection des cours d'eau* et autres références pratiques, Fleuve et rivières du Québec, Union québécoise pour la conservation de la nature (UQCN), le Réseau des organismes de rivières du Québec (Réseau d'OR) et Stratégies Saint-Laurent (SSL): ecoroute.uqcn.qc.ca/frq/index.html
- *Guide des milieux humides*, Union québécoise pour la conservation de la nature, (UQCN), produit en 1994: ecoroute.uqcn.qc.ca/envir/mhum/index.html
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5.3 Monographs and Practical Guides

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Note

36. The Internet sites listed were consulted during fall 1999; addresses and content were confirmed in February 2000.

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|------------------|---|------------------|--|
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