



The Village of  
**PORT CLEMENTS**  
*"Gateway to the Wilderness"*

36 Cedar Avenue West  
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Port Clements, BC  
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Regular Meeting of Council Monday November 28, 2011

**AGENDA**

**1. ADOPT AGENDA.**

**2. PETITIONS, DELEGATIONS & OPENING OF SEALED TENDERS.**

**3. MINUTES.**

M-1-Regular meeting of Port Clements Emergency committee June 16, 2011

M-2-Regular meeting of Council November 7, 2011

**3. BUSINESS ARISING FROM THE MINUTES & UNFINISHED BUSINESS.**

BA-1- Haida Gwaii Management Council- Annual Allowable Cut Timber Supply Review.

**5. ORIGINAL CORRESPONDENCE.**

C-1- Tennis Court Proposal-Port Clements Teen Center.

C-2- Response Form-Gwaii Haanas Backcountry Management Plan Review-November 2011.

**6. GOVERNMENT.**

G-1- Bylaw No. 388- Respecting reconsideration and adoption of the financial plan for the years 2011-2015

G-2-Local Government Act Section 134-Determination of Official Election Results General Local Election 2011

**7. FINANCE.**

F-1-Cheque listing November 25, 2011

**8. NEW BUSINESS.**

NB-1-Signing Authority Resolution for MFA, NSCU, + CIBC.

**9. REPORTS & DISCUSSIONS.**

**10. QUESTIONS FROM THE PUBLIC & PRESS.**

**ADJOURNMENT.**

In camera meeting under *Community Charter* Section 90-1-c - Staff



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**Minutes of the regular meeting of the Port Clements Emergency committee held Thursday June 16, 2011 in the Council Chambers.**

Present

Terry Mitchell

Greg Stewart

Roy Woolverton

Clerk/Treasurer Heather Nelson-Smith

Chair Mitchell called the meeting to order at 7:30pm

**1. ADOPT AGENDA**

Moved by Stewart, seconded by Woolverton

THAT the agenda be adopted as circulated.

**CARRIED**

**2. DELEGATIONS.**

**3. MINUTES**

M-1-Minutes May 12th, 2011.

Moved by Stewart, seconded by Woolverton

THAT the minutes of May 12, 2011 be accepted.

**CARRIED**

**4. BUSINESS ARISING.**

BA-1-Review of the Emergency Plan.

The committee reviewed the Tsunami plan and requested that the plan include the calling of all individuals upon the receipt of a call to ensure that we are all aware of the threat, even if it is just a watch. Staff will prepare enhance the plan for review. Also the committee requested clarification of our planning levels for Tsunami threat.

**5. ORIGINAL CORRESPONDENCE.**

**6. NEW BUSINESS.**

**7. REPORTS AND DISCUSSIONS.**

Terry Mitchell- Reported on receiving a new ambulance in Port Clements

-Kennedy Lake report is now available

- Ambulance will be doing more recruiting.

**ADJOURNMENT.**

Moved by Stewart to adjourn the meeting at 8:30pm

\_\_\_\_\_  
Terry Mitchell

\_\_\_\_\_  
Heather Nelson-Smith

M-1



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**Minutes of the regular meeting of the Port Clements Council held Monday November 7, 2011 in the Council Chambers.**

**Present:**

Acting Mayor Gould  
Councillor Cheer  
Councillor Stewart

Clerk/Treasurer Heather Nelson-Smith  
Public

Acting Mayor Gould called the meeting to order at 7:30pm

**1. ADOPT AGENDA.**

ADD – C-8 Late Item regarding Feral Cats in Port Clements

Moved by Councillor Stewart, seconded by Councillor Cheer  
THAT the agenda be adopted as amended.

**CARRIED**

**2. PETITIONS, DELEGATIONS & OPENING OF SEALED TENDERS.**

**3. MINUTES.**

M-1-Regular meeting of Council October 17, 2011

Moved by Councilor Cheer, seconded by Councillor Stewart  
THAT the minutes of October 17, 2011 be accepted.

**CARRIED**

**3. BUSINESS ARISING FROM THE MINUTES & UNFINISHED BUSINESS.**

BA-1-Letter from Ministry of Labour, Citizens' Services and Open Government regarding cell phone service in Port Clements.

Moved by Councilor Cheer, seconded by Councillor Stewart

THAT the Letter from Ministry of Labour, Citizens' Services and Open Government regarding cell phone service in Port Clements be received and filed for information.

**CARRIED**

**5. ORIGINAL CORRESPONDENCE.**

C-1- Barkerville Heritage Trust's Board of Directors- Honourable Iona Campagnolo as the Society's first Honourary Patron.

Moved by Councillor Cheer, seconded by Councillor Stewart

THAT the Barkerville Heritage Trust's Board of Directors- Honourable Iona Campagnolo as the Society's first Honourary Patron be received and filed for information.

**CARRIED**

C-2- Haida Gwaii Forest District & Integrated Business Centre- Natural Resource Road Act Project website.  
Moved by Councillor Cheer, seconded by Councillor Stewart  
THAT Council review the Haida Gwaii Forest District & Integrated Business Centre- Natural Resource Road Act Project website and bring comments to a future meeting of Council.  
**CARRIED**

C-3- NorthWest Community College-What we Heard Port Clements and Tlell  
Moved by Councillor Cheer, seconded by Councillor Stewart  
THAT the NorthWest Community College-What we Heard Port Clements and Tlell be forwarded to a future agenda for the new Council.  
**CARRIED**

C-4- Haida Gwaii Management Council- Follow up letter from meeting in September.  
Moved by Councillor Cheer, seconded by Councillor Stewart  
THAT Council await the public discussion regarding the Annual Allowable Cut and make comment when that paper becomes available by the Haida Gwaii Management Council.  
**CARRIED**

C-5- HaiCo- New CEO Kevin Ainsworth.  
Moved by Councillor Cheer, seconded by Councillor Stewart  
THAT the HaiCo- New CEO Kevin Ainsworth be received and filed for information.  
**CARRIED**

C-6- Haida Gwaii Management Council- Annual Allowable Cut Timber Supply Review.  
Moved by Councillor Cheer, seconded by Councillor Stewart  
THAT the Haida Gwaii Management Council- Annual Allowable Cut Timber Supply Review be tabled to the next regular meeting of the Port Clements Council.  
**CARRIED**

C-7- Northern Health- Board meeting Prince George December 5<sup>th</sup>, 2011  
Moved by Councillor Cheer, seconded by Councillor Stewart  
THAT the acting Mayor participate in the Northern Health Board meeting on December 5<sup>th</sup>, 2011.  
**CARRIED**

C-8- Alex Rinfret- Feral Cat Assistance in Port Clements  
Moved by Councillor Stewart, seconded by Councillor Cheer  
THAT Council discusses the letter from Ms. Alex Rinfret.  
**CARRIED**  
Moved by Councillor Stewart, seconded by Councillor Cheer  
THAT the Village Council donate \$300.00 (three hundred dollars) to the SPCA to be used towards dealing with the feral cats in Port Clements and that should residents wish they may donate their Port Bucks again to the SPCA for the same cause. In addition staff is to issue a Fact Sheet on Feral Cats.  
**CARRIED**

## **6. GOVERNMENT.**

G-1-Letter from Ministry of Community, Sport and Cultural Development concerning Community Recreation Program – Application Intake.  
Moved by Councillor Cheer, seconded by Councillor Stewart  
THAT the Village of Port Clements apply to the Ministry of Community Sport and Cultural development for the Trail Extension.  
**CARRIED**

G-2- Bylaw No. 388- Respecting an amendment to the financial plan for the years 2011-2015

Moved by Councillor Cheer, seconded by Councillor Stewart

THAT Bylaw No. 388- Respecting an amendment to the financial plan for the years 2011-2015 be read a third time.

**CARRIED**

**7. FINANCE.**

F-1-Cheque listing November 4, 2011

Moved by Councillor Stewart, seconded by Councillor Cheer

THAT the cheque listing of November 4<sup>th</sup>, 2011 be accepted.

**CARRIED**

**8. NEW BUSINESS.**

**9. REPORTS & DISCUSSIONS.**

**Councillor Cheer-** Reported that there will be a meeting with Len Munt at the Ministry of Forests meeting on Thursday.

**Councillor Stewart-** Reported that he will be away from November 17-22

**Clerk/Treasurer-** Reported on the upcoming election

**Acting Mayor Gould-** Had nothing to report.

**10. QUESTIONS FROM THE PUBLIC & PRESS.**

**ADJOURNMENT.**

Moved by Councillor Stewart, seconded by Councillor Cheer

THAT the meeting be adjourned at 8:10pm and resume in camera under community Charter Section 90-1-c.

**CARRIED**

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Ian Gould,  
Acting Mayor

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Heather Nelson-Smith,  
Clerk/Treasurer



*Haida Gwaii*



BRITISH  
COLUMBIA  
The Best Place on Earth

**Public Review Period *for*  
*an* Annual Allowable Cut  
Determination**

By the  
Haida Gwaii Management Council



**Public Discussion Paper  
October 2011  
Timber Supply  
Review**

# Haida Gwaii Timber Supply Review Public Discussion Paper

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## 1. Executive Summary

Haida Gwaii consists of more than 150 islands located roughly 80 kilometres off the northern mainland coast of British Columbia. On December 11, 2009, the Council of the Haida Nation (CHN) and the Province of British Columbia (BC), while acknowledging dispute of title over Haida Gwaii, signed the historic *Kunst'aa Guu – Kunst'aayah Reconciliation Protocol (2009 Protocol)*.

Through the Protocol, both Governments choose a more respectful approach to co-existence by way of land and natural resource management through shared and joint decision-making. One aspect of the Protocol was a commitment to establish the Haida Gwaii Management Council (HGMC). This commitment was supported by CHN's 2010 KaayGuu Ga ga Kyah ts'as – Gin 'inaas 'laas 'waadluwaan gud tl'a gud giidaa (*Haida Stewardship Law*), and BC's *Haida Gwaii Reconciliation Act*, and the HGMC was formed in April, 2011.

The HGMC consists of two members appointed by the Haida Nation after consultation with BC, two members appointed by BC after consultation with the Haida Nation, and a chairperson jointly appointed by both Parties. Both the Haida Nation and BC have entrusted certain of their respective authorities and jurisdictions to the HGMC.

Prominent among the official responsibilities of the HGMC, and its first major decision, is the determination of an allowable annual cut (AAC), to define how much timber may be commercially harvested each year from the Haida Gwaii Management Area.

The Haida Nation and BC have jointly established objectives that will guide the HGMC. These objectives include managing the forests of Haida Gwaii sustainably and consistently, across all forest tenures, for a wide range of values including ecological integrity and socioeconomic benefit for the people of the islands.

A key purpose of this timber supply review is to ensure that the AAC reflects the new protected areas and ecosystem based management regime stemming from the Strategic Land Use Agreement (2007).

One kind of information the HGMC must consider is technical, in the form of a forest management and land use data package used as a basis for a computer-generated forecast of the timber supply available under assumed conditions. Analytical findings are described briefly in this discussion paper and include a 'base case' forecast showing that for all of the Haida Gwaii Management Area, under existing conditions, an initial harvest level of 895,266 cubic metres per year is possible and can be maintained for 80 years before rising to a long-term sustainable level of 923,558 cubic metres per year.

This base-case forecast is not a recommended AAC for Haida Gwaii nor is it the only possible harvest level. It is just one of several sources of information the HGMC will consider in its determination. Other sources include the ideas, opinions, and personal experiences of people who live on Haida Gwaii and/or who consider their interests to be affected by the determination.

To engage the people of Haida Gwaii and elsewhere in BC, the HGMC is circulating this Discussion Paper as an integral part of its decision making process, to offer information on the timber supply analysis, the forest management issues, and the socioeconomic factors it will consider in making its determination, as well as on the AAC determination process itself. The HGMC hopes this will enable individuals, licensees, and interested parties to provide informed responses on any matter that they believe should be considered in the AAC determination, whether consistent with, or critical of, any information or assumption incorporated in the technical analysis. The HGMC now therefore invites and welcomes your feedback on any aspect of this discussion paper, or on any other issue or concern that you feel needs to be considered in assessing the timber supply on Haida Gwaii.

To that end, please see the '**Your feedback is needed**' section at the end of this document. To help the determination process to remain on schedule, we would appreciate receiving your comments during the **45-day period for Public Review and Comment from November 3, to December 17, 2011.**

# Haida Gwaii Timber Supply Review Public Discussion Paper

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Following the HGMC's AAC determination for all of the forest management area on Haida Gwaii, BC's chief forester, using the same technical information will then make separate AAC determinations for the major management units on Haida Gwaii (i.e. the Timber Supply Area and the Tree Farm Licence areas, on Haida Gwaii. ) that must not in total exceed the HGMC determination. After the Chief Forester determinations, forest companies that hold licences in the Timber Supply Area will be allocated AACs specific to their licences by the BC Minister of Forests, Lands, and Natural Resource Operations.

## **2. Introduction:**

### **The special AAC circumstance of Haida Gwaii**

The authority for determining the allowable annual cut (AAC) to define how much timber may be harvested on Haida Gwaii now rests with the Haida Gwaii Management Council, a specially mandated body established under the *'Kunst'aa Guu – Kunst'aayah' Reconciliation Protocol*; as well as in the *Haida Gwaii Reconciliation Act*, and in the *Haida Stewardship Law*. This situation has developed from these and other significant agreements reached in recent years between the Council of the Haida Nation and the Province of BC as discussed below.

### **2007 Strategic Land Use Agreement (SLUA)**

The islands of Haida Gwaii cover a total area of just over a million hectares and are located off the north coast of mainland BC to northwest of Vancouver Island. The islands are the traditional home of the Haida Nation, and in recent years landmark agreements have been reached between the Council of the Haida Nation and the government of BC to enable sustainable management of the lands and resources of the islands, that will benefit the islands' people.

These agreements include the December 12, 2007, Strategic Land Use Agreement (SLUA) reached by the Council of the Haida Nation and the Province of BC as the culmination of extensive government-to-government negotiations and years of hard work and collaboration by many people including a jointly led, community-based planning process designed to cooperatively develop a strategic land use plan for Haida Gwaii guided by ecosystem-based management (EBM). The SLUA provides for the protection of areas of critical significance and to establish forest management objectives for cultural, aquatic, biodiversity and wildlife values. Major features of the 2007 SLUA included:

- an agreement to develop a process for long-term AAC determination;
- ensured continuation of sustainable forestry operations;
- new protected areas for ecological and cultural values and for spiritual and recreational purposes, to protect a total of about half the area of the islands;
- an operating area covering the other half of the land planning area, on which forestry operations will be subject to EBM;
- a commitment to an economic timber opportunity of not less than 800,000 cubic metres per year;
- identification of special value areas for forest cover retention for Goshawk, Saw-whet owl and Great Blue Heron;
- a set of initial EBM objectives for forestry to be further tested and refined through detailed strategic planning before being legally established as requirements for timber harvesting, intended to ensure the vital balance between healthy ecosystems and vibrant communities; and
- key implementation steps for more detailed forest planning to address cultural cedar values, coastal zone planning and protected area management planning.

### **New Protected Areas**

Also in 2009, to implement components of the 2007 SLUA, legal protection was introduced for eleven new Heritage Sites/Conservancies, referred to as protected areas, on Haida Gwaii, to support Haida culture, protect natural values and create opportunities for sustainable recreational uses. The new protected areas are



# Haida Gwaii Timber Supply Review Public Discussion Paper

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in areas traditionally used by the Haida Nation for their natural, cultural and spiritual values and, together with additional areas of park and ecological reserve, provide formal protection status to roughly half the total area of Haida Gwaii. More information on the conservancies is provided below in 'Land base'.

## 2009 Kunst'aa Guu – Kunst'aayah Reconciliation Protocol

The 2007 SLUA was followed on December 12, 2009, by the co-signing of the historic *Kunst'aa Guu – Kunst'aayah Reconciliation Protocol (Reconciliation Protocol)*, by the Haida Nation and the Province of BC (the Parties).

The Reconciliation Protocol, whose title means 'in the beginning', is a commitment by both Parties to continue working together toward comprehensive reconciliation, focussing on joint and shared strategic-level decision making respecting lands and natural resources on Haida Gwaii, and other collaborative arrangements that include socioeconomic matters pertaining to children and families.

The 2009 Protocol embodies the interests of ensuring the best decisions for the management of lands and natural resources on Haida Gwaii. Building on the 2007 SLUA, the Protocol includes agreements to address objectives for:

- shared and joint decision making;
- carbon offset and resource revenue sharing;
- forest tenures and other economic opportunities; and
- enhancement of Haida socio-economic well being.

## The Haida Gwaii Management Council

The Reconciliation Protocol committed both Parties to a process for shared decision-making regarding resource use on Haida Gwaii, notably by requiring the creation of the Haida Gwaii Management Council (HGMC), which was established in April 2011. The Protocol required each of the Parties, in consultation with the other, to appoint two members, and to then jointly appoint a chairperson. The HGMC's documented responsibilities include making key, high-level, strategic decisions through a joint decision-making process that aims to achieve consensus. If consensus is not reached, a vote will be taken, excluding the chairperson, and in the event of a tied vote, the chairperson will cast a deciding vote.

Joint decisions made by the HGMC are to focus on:

- implementation and amendment of the 2007 Haida Gwaii SLUA;
- establishment, implementation and amendment of land use objectives for forest practices;
- **determination and approval of the allowable annual cut (AAC) for Haida Gwaii;**
- approval of management plans for protected areas; and
- development of policies and standards for the identification and conservation of heritage sites.

**Significant in the above list is the third point, the requirement for the HGMC to determine an AAC for all of the forest management area on Haida Gwaii; it is in support of meeting this requirement that this Public Discussion Paper is now being published.**

## 2010 Land Use Objectives Order (LUOO)

To further the implementation of the 2007 SLUA and consistent with the intent of the 2009 Reconciliation Protocol, the Haida Nation and the Province of BC proceeded to collaboratively develop land use objectives.

These objectives for forest-based values were formally agreed upon by both Parties and were established both under *Haida Stewardship Law* and in the December 17, 2010 *Land Use Objectives Order (LUOO)* made by the BC Minister of Forests, Lands and Natural Resource Operations, as legal requirements to guide the implementation of EBM. All forest practices on Haida Gwaii must now conform to these objectives.

# Haida Gwaii Timber Supply Review Public Discussion Paper

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The new, legally established standards for EBM on Haida Gwaii include, but not limited to, objectives for the management of:

- Haida traditional heritage and forest features, culturally modified trees, cedar and yew;
- aquatic habitats including fish habitat, active fluvial units, upland stream areas and sensitive watersheds;
- forested swamps and old forest ecosystems; and
- Black Bear dens, as well as habitat for Marbled Murrelet, Goshawk, Great Blue Heron and Saw-Whet Owl.

These new legal standards, which guide the implementation of EBM on Haida Gwaii, now represent the current operational forestry practice that must be accounted for in AAC determinations.

## **3. Haida Gwaii Timber Supply Review Process**

The HGMC's AAC determination process began with the appointment of a Joint Technical Working Group (JTWG) to provide a data package that describes current forest management as a basis from which to analyse the timber supply on Haida Gwaii, to provide forecasts of feasible future harvest levels under various assumptions and to provide a socioeconomic analysis. This stage is now complete, and the information on the data used in the analysis may be viewed in the October 2011 Data Package, available at [www.haidagwaiimanagementcouncil.ca](http://www.haidagwaiimanagementcouncil.ca).

The next stage was to create, and is now to circulate, this Public Discussion Paper, to provide a base of information for reference in a 45-day period of Public Review and Comment, from November 3, 2011, to December 17, 2011. To this end, the HGMC is now publicizing the availability of this paper and its role in the AAC process by notifying interested persons, groups and licensees through public advertisements and by letters distributing the paper and identifying where the data package may be viewed.

The JTWG, which has provided the forest management data package and timber supply analysis, was appointed to serve the HGMC and consists of two staff of the Haida Nation and three staff of the BC Ministry of Forests, Lands and Natural Resources Operations (MFLNRO).

The JTWG produced the forest management data package and used it to perform analysis to create computer-generated forecasts of the timber supply on Haida Gwaii under particular, specified assumptions. These forecasts include a 'base-case' projection, described below, which fits a number of desirable requirements. However, this base-case forecast **is not a recommended AAC** for Haida Gwaii, nor is it the only possible harvest level; rather, it provides just one of the several sources of information the HGMC will consider in making its determination. Other information sources include the 2007 SLUA's commitment to an economic timber harvest opportunity of no less than 800 000 cubic metres per year, which guides but cannot fetter the HGMC's decision, the socioeconomic background analysis, identified uncertainties in the technical information and—very importantly and the reason for this paper—the ideas, opinions, and personal experiences of people who live on Haida Gwaii, and/or who consider their interests to be affected by the determination.

The HGMC hopes that the information in this discussion paper will engage the two Haida communities (Old Massett, Skidegate); the three incorporated villages of Haida Gwaii (Masset, Queen Charlotte, Port Clements) and the two Regional District representatives; other individuals, licensees, and interested parties to provide informed responses on any matter that they believe should be considered in the AAC determination. The HGMC wishes to ensure that any and all information received during the comment period be taken into account in the determination. To provide your ideas and suggestions, please see the '**Your feedback is needed**' section at the end of this document. To help the determination process to remain on schedule, we would appreciate receiving your written comments before the end of the 45-day Public Review and Comment period, that is, **on or before December 17, 2011**.

# Haida Gwaii Timber Supply Review Public Discussion Paper

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When the review period is complete, all received information will be compiled and organized for presentation to the HGMC, in preparation for the HGMC's considerations and reasoning leading to the determination of the AAC, which is intended to be complete by the spring of 2012.

The 2009 Reconciliation Protocol requires all decisions by the HGMC, which include AAC determinations, to be made by consensus or vote as described earlier under '**The Haida Gwaii Management Council**'. These requirements are mirrored in the *Haida Gwaii Reconciliation Act*, which also requires the decision of the HGMC to be published in the *BC Gazette*. The decision will also be published in the Haida Laas newsletter and the Haida Gwaii Observer.

Following the determination, a decision rationale will be completed, and notice will be posted on the HGMC website, [www.haidagwaiimanagementcouncil.ca](http://www.haidagwaiimanagementcouncil.ca) and in the *BC Gazette*.

As described below in '**The chief forester's role**', when the HGMC has completed its determination, the result will be communicated to BC's chief forester, who will then make separate AAC determinations for the major management units on Haida Gwaii that when summed must not exceed the HGMC determination. It is anticipated that the chief forester's determinations will be announced concurrently with the HGMC's announcement of the new AAC.

## Stages in the AAC determination process:

- Joint Technical Working Group began assembling data for data package [September 2010]
- Provincial chief forester provided timber supply information to HGMC [March 2011]
- Data package completed [October 2011]
- **Public discussion paper released [November 3, 2011]**
- **45-day Period for Review and Comment by public, licensees, interested persons, [November 3 to December 17, 2011]**
- AAC determination by HGMC completed
- AAC released and conveyed to chief forester
- Chief forester determines AACs for Tree Farm Licenses (TFLs) and Timber Supply Area (TSA), within limits of HGMC determination
- Chief forester's determinations released

The plan is to release both the HGMC and the Chief Forester decision in close succession in spring 2012.

## Principles of the Haida Gwaii Timber Supply Review

The context of the Haida Gwaii TSR has two important characteristics. One relates to who determines the AACs, and the other to how the land and forest management objectives and practices are defined.

This AAC determination for Haida Gwaii will be the first to be undertaken by the HGMC, and the first to involve a consolidated review of the timber supply for all of the forest management units on Haida Gwaii into one determination. In all previous timber supply reviews on Haida Gwaii, separate AAC determinations were made for the TSA and TFLs.

Many of the land and forest management objectives and practices for Haida Gwaii are provided by the SLUA and LUOO and were used as the basis for the timber supply analysis that has been done to support the Haida Gwaii TSR. Those documents outline an EBM regime for the islands that in many cases supersedes the provincial *Forest and Range Practices Act*. However, where SLUA and LUOO requirements do not apply, forest practice must still be consistent with FRPA.

Objectives from the LUOO were used as the basis for the timber supply analysis that was conducted by the JTWG to support the Haida Gwaii TSR.

The new AAC to be determined by the HGMC will also account for all recently protected and formerly existing conservancies, ecological reserves, parks and protected areas, with no further necessity for temporary AAC reductions under Part 13 of the *Forest Act*, as was the case in previous years.

# Haida Gwaii Timber Supply Review Public Discussion Paper

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Other values brought forward by the Haida Nation and incorporated into the analysis are: Haida Gwaii should be treated as one unit- without tenure boundaries; TSRs should be transparent to the public- not a “black box”; Haida cultural values need to be accounted for; harvest levels need to be sustainable; TSRs should be spatially based; and the management of land and waters need a pre-cautionary approach.

While many of the underlying principles therefore differ fundamentally in these ways from those used elsewhere in BC, there are similarities in other crucial respects. An identical rigour still applies in the technical methodology of the timber supply analysis itself; only the management inputs differ. And, in the Haida Gwaii Timber Supply Review conducted by the HGMC, the following steps will be accomplished by the HGMC as they are in reviews in other areas by BC’s chief forester; specifically, the HGMC will:

- examine relevant forest management data and practices, information from the public, and economic, environmental and social factors;
- determine a new AAC; and
- identify information to improve future timber supply reviews.

## **The chief forester’s role**

As noted above, the Chief Forester will make separate AAC determinations for the TSA and TFL areas that when added to AAC determinations for other management units such as woodlot licences, First Nations Woodland Licences, and Community Forest Agreement areas, shall not exceed the overall AAC determined by the HGMC for all of the forest management area in Haida Gwaii.

These determinations are required by Section 8 of the BC *Forest Act*, under which the chief forester must regularly determine a new AAC for all TFLs and TSAs in BC. For Haida Gwaii these determinations by the chief forester will effectively allocate the appropriate proportion of the overall AAC for the islands determined by the HGMC, to these management areas—but, importantly, *not* to the specific licences held within the TSA, which is an apportionment that is the responsibility of the Minister of FLNRO, as noted in the next section.

## **What the AAC determination does not do**

- The new AAC set by the HGMC will regulate how much timber may be harvested in each year on Haida Gwaii, and the decisions by the Chief Forester will determine how much of the AAC may be cut from each TFL and the TSA. However: The AAC determination does not establish the forest management regime. On Haida Gwaii, the Strategic Land Use Agreement and the Land Use Objectives Order establish objectives for ecosystem-based management, and a key purpose of the AAC determinations is to establish allowable harvest levels that are sustainable and consistent with the SLUA and LUOO.
- The AAC determination does not allocate harvesting rights, nor the manner in which socioeconomic benefits associated with timber harvesting are generated and distributed among licensees, communities, and other stakeholders. These decisions are made through other processes - for example, the Minister of FLNRO will apportion the AAC that is determined for the TSA among various types of forest tenure

# Haida Gwaii Timber Supply Review Public Discussion Paper

## 4. Description of Haida Gwaii

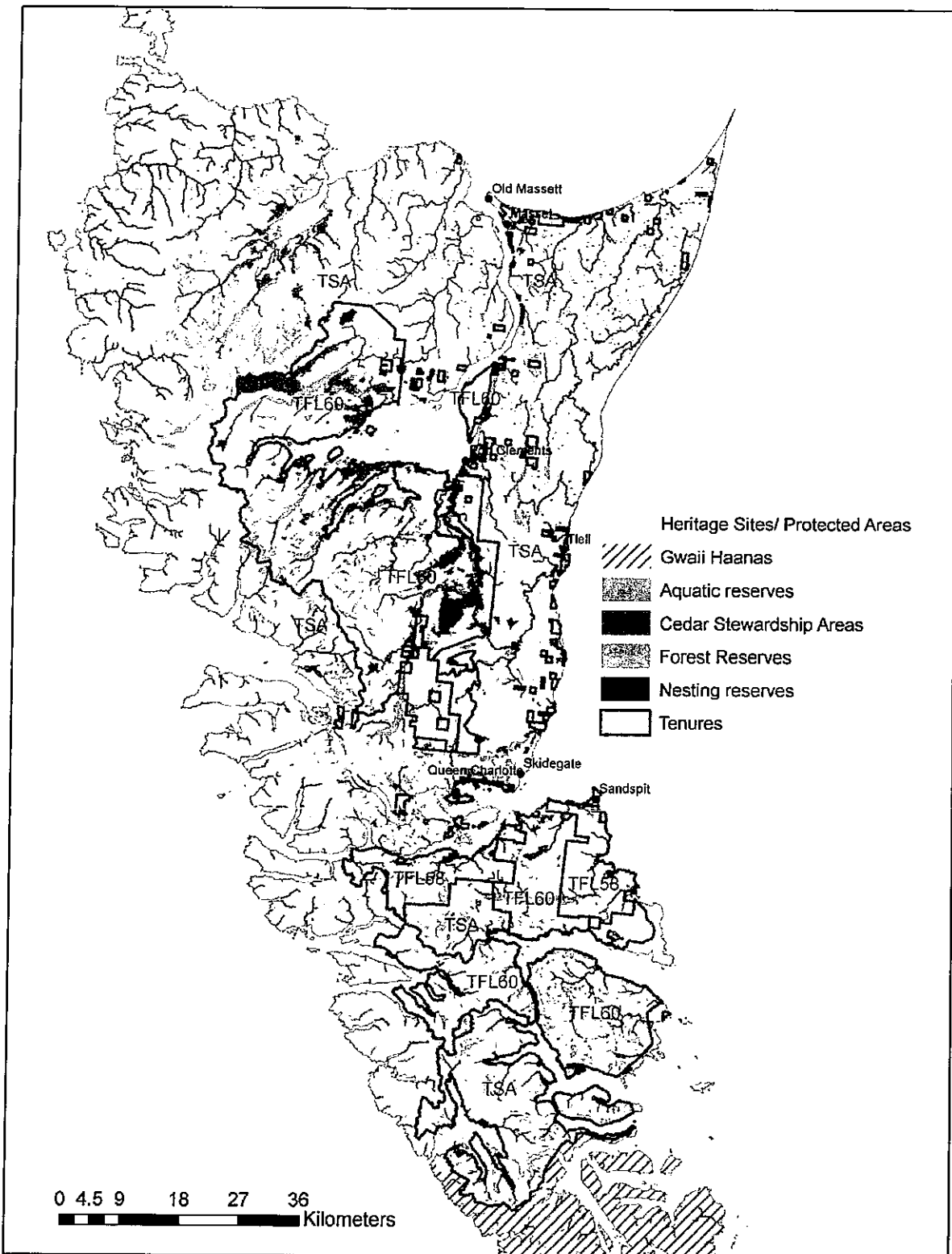


Figure 1: Land use zones and tenure boundaries on Haida Gwaii.(2010)

# Haida Gwaii Timber Supply Review Public Discussion Paper

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Haida Gwaii is an archipelago of more than 150 islands off the north coast of British Columbia, to the north of Vancouver Island, from which it is separated by Queen Charlotte Sound. The mainland north coast of BC lies 80 kilometres to the east across Hecate Strait, and the U.S. state of Alaska lies to the north across Dixon Entrance. Haida Gwaii's total landmass of just over a million hectares is situated mostly in two main islands, the larger, Graham Island, being to the north, and Moresby Island to the south.

The 2006 *Haida Gwaii/Queen Charlotte Islands Land Use Plan Recommendations Report* records that

The Islands were formed about 20 million years ago when the Farallon plate began to slide under the North American continent. This shifting of continental plates led to the formation of a range of rugged mountains rising from the ocean floor and stretching from the Olympic Mountains on Vancouver Island to Haida Gwaii/Queen Charlotte Islands. The archipelago has been further shaped by a variety of other physical forces including volcanic activity, erosion, sedimentation and glaciation.

The climate of the Islands is generally mild, with cool summers and moderate winters, influenced by the effects of the warm Japanese current sweeping along the coast.

The geography of the Islands is similar to the mainland coast of British Columbia and the southern regions of Alaska, including mountainous terrain, deep fjords, bog lowlands, temperate rainforests and sub-alpine tundra.

The rugged mountains of the Windward Queen Charlotte Ranges dominate the west side of the Islands, descending abruptly into the ocean to form a steep, rocky coastline. The weather is cool and wet, with deep snow at higher elevations. Steep headwater streams and gullies drain the mountainsides, carrying water, sediment and organic materials to the fans and floodplains that line the valley bottoms.

The Skidegate Plateau, immediately to the east of the Windward Queen Charlotte Range is lower in relief and rainfall and includes the most productive forest lands on the Islands. Many of the largest trees found on Haida Gwaii/Queen Charlotte Islands are located within the Skidegate Plateau. In this region, high levels of biodiversity and much of the best habitat for wildlife anywhere on the Islands can be found.

The relatively flat, low elevation Queen Charlotte Lowlands are found to the northeast of the Skidegate Plateau. This area is dominated by extensive blanket bogs, shallow lakes and scrub forest, with patches of productive forest in better drained areas and on richer bedrock.

The diverse geography and landscape of the Islands is reflected in its biological diversity. There are a large number of plant and animal species and sub-species that are only found on the archipelago. This is one reason why the Islands are often referred to as "the Galapagos of the North."

The landscapes of Haida Gwaii are largely forested and include over 540 000 hectares of intact temperate rainforest, a significant portion of what remains of the globally rare coastal temperate rainforest biome, represented in North America by the dense evergreen Pacific Coast Conifer Forest stretching from northern California through southeast Alaska (Alaback and Pojar 1997). It is estimated that only 44 percent of this biome remains, most of which lies north of latitude 48°N.

At low elevations, Haida Gwaii's closed coniferous forests are dominated by western hemlock, western red cedar and Sitka spruce. Higher elevations support forests of mountain hemlock and yellow-cedar, with parkland, alpine meadows and heaths at higher altitudes. In the boggy, windward forests, yellow-cedar and lodgepole pine are present with western hemlock, mountain hemlock, western red cedar, and Sitka spruce. The productive forests are characterized by big, old trees, and large accumulations of biomass.

Haida Gwaii supports a wide range of wildlife including a number of species for the habitats of which specific EBM objectives have been legally established. These are Black Bear, Northern Goshawk, Northern Saw-Whet Owl, Marbled Murrelet, and Great Blue Heron. A number of wildlife and plant subspecies found on Haida Gwaii occur nowhere else on Earth.

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Of Haida Gwaii's total area of 1,006,310 hectares, lakes rivers and wetlands cover about 64,000 hectares, about 5000 hectares are unforested (in wetlands and maritime and high elevation areas), and over 130,000 hectares are forests considered unproductive for commercial harvesting.

Roughly half the total area of Haida Gwaii is protected land, and about 191,000 hectares are considered suitable and available for harvesting timber. Over 255,000 hectares are in protected areas collaboratively managed by the Haida Nation and BC. Protected land also includes the 149 500-hectare Gwaii Haanas National Park Reserve and Haida Heritage Site, established in 1988. This area, on the southern end of Moresby Island and numerous smaller adjacent islands and islets, is cooperatively managed by the Haida Nation and the Government of Canada.

## 5. Socioeconomic Conditions

### Population

Over the past two decades the population of Haida Gwaii has declined by about 16%. It is expected to remain fairly stable over the next decade. This projection does not consider changes that may be related to the forest sector as described in this document.

*Table 1. Haida Gwaii population estimates and projections, 1990-2020.*

	1990	1995	2000	2005	2006	2007	2008	2009	2010	2015	2020
Haida Gwaii	5,677	5,882	5,314	4,910	4,959	4,926	4,878	4,777	4,788	4,859	4,887

Source: BCStats. Population Projections for School Districts.

<http://www.bcstats.gov.bc.ca/data/pop/pop/popproj.asp>

### Labour Force

Tables 3 and 4 show the employment and income dependencies for Haida Gwaii. The data used to create these tables are from the Census, thus reflect those people who resided on Haida Gwaii when the Census was undertaken. The data does not include those who work on the Islands, but who reside elsewhere.

*Table 2. Haida Gwaii employment dependencies by sector, 2001, 2006 Census*

Haida Gwaii	Forestry	Mining & Min Proc	Fish & Trapping	Agric. & Food	Tourism	High Tech	Public Sector	Const	Other	Non Basic	Total
2006 Census	354	20	297	17	488	25	891	141	83	455	2,772
	15%	1%	13%	1%	21%	1%	38%	6%	4%		
2001 Census	672	14	191	20	292	0	966	134	95	508	2,892
	28%	1%	8%	1%	12%	0%	41%	6%	4%		

Source: 2006, 2001 Economic dependency tables for forest districts, Garry Home. BC Stats.

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*Table 3. Haida Gwaii income dependencies by sector, 2001, 2006 Census*

Haida Gwaii	Forestry	Mining & Min Proc	Fish & Trapping	Agric. & Food	Tourism	High Tech	Public Sector	Const	Other	Trans Payments	Other Non-employ. Income
2006 Census	14%	0%	6%	0%	10%	0%	33%	4%	2%	17%	13%
2001 Census	36%	0%	4%	0%	5%	0%	30%	4%	2%	13%	6%

Source: 2006, 2001 Economic dependency tables for forest districts, Garry Horne. BC Stats.

*Table 4. Haida Gwaii forest district cubic metres of timber harvested, by management unit, 2000-2010.*

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Average	Current AAC
TSA	324 576	404 729	362 642	371 110	313 165	376 248	299 403	296 680	331 119	207 331	369 713	332 429	869 748
TFLs*	1 145 059	850 667	917 615	557 421	723 181	505 187	579 115	527 057	697 023	136 014	255 300	626 695	902 868
Other Prov. Crown	59 341	17 489	58 429	10 600	56 960	59 419	1 732	1 218	7 884	10 199	8 430	26 518	Part of TSA
Private/Federal	64 742	11 363	19 259	20 506	8 553	1 584	572	62 681	120 429	73 750	119 643	45 735	
Total Haida Gwaii	1 593 719	1 284 249	1 357 944	959 638	1 101 860	942 439	880 821	887 636	1 156 455	427 294	753 087	1 031 377	1 772 616

Source: Timber Pricing Branch, BC Ministry of Forests, Lands and Natural Resource Operations.

Note (\*): TFL 58 AAC is 100 000 cubic meters per year and TFL 60 AAC is 802 868 cubic meters per year

*Table 5. Estimated direct employment impacts associated with the base case timber supply forecast (895,266 cubic metres/year).*

	Number of full-time equivalent jobs
Timber supply	
Harvesting Haida Gwaii residents	304
Processing Haida Gwaii residents	50
Non Haida Gwaii residents	743
Total province person years	1,098

## 6. Land base

Since the last timber supply analyses for AAC determinations for the TSA and TFLs on Haida Gwaii, a number of land use and management decisions have been made that affect the size of the area on which timber may be harvested—the ‘timber harvesting land base’—and the forest management objectives and requirements to which harvesting must adhere. These changes have in turn affected the availability of timber for harvest on Haida Gwaii.

In particular, respecting the land base, significant areas have been excluded from the harvestable area to protect heritage sites and conservancies; and, respecting the management of the forest, ecosystem-based management (EBM) is now required by the objectives legally established in Haida Stewardship Law and in the 2010 LUOO as the basis for all forest practices throughout harvestable areas on Haida Gwaii.

### Heritage sites and conservancies

Many areas on Haida Gwaii which have long been protected by the Haida Nation for their natural, cultural and spiritual values have now been recognized by provincial legislation. Heritage Sites and conservancies on Haida Gwaii cover over 250 000 hectares, and together with parks and other protected areas, contribute to the permanent protection of approximately one half the land of Haida Gwaii.



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These areas ensure continuance of the natural values that support activities integral to the traditional way of life of the Haida, and also ensure protection of the environmental values that attract visitors from all over the world to enjoy many forms of wilderness experience with ever more valuable opportunities for relaxation and spiritual refreshment. This visitor activity is also an important contributor to the economy of Haida Gwaii.

These 11 protected areas are:

- Duu Guusd- 143,496
- Daawuuxusda – 70,293 hectares
- Damaxyaa - 822 hectares
- Kamdis – 1896 hectares
- Kunxalas – 3344 hectares
- Nang Xaldangaas – 6897 hectares
- K'uuna Gwaay - 1756 hectares
- SGaay Taaw Siiwaay K'adjuu - 597 hectares
- Tlall – 16,214 hectares
- Yaaguun Gandlaay – 2493 hectares
- Yaaguun Suu- 7970 hectares

Haida Gwaii conservancies now cover a total of 255,778 hectares.

The Haida Nation and the Province of BC will collaboratively manage the protected areas.

## Forest Tenure Operating Areas

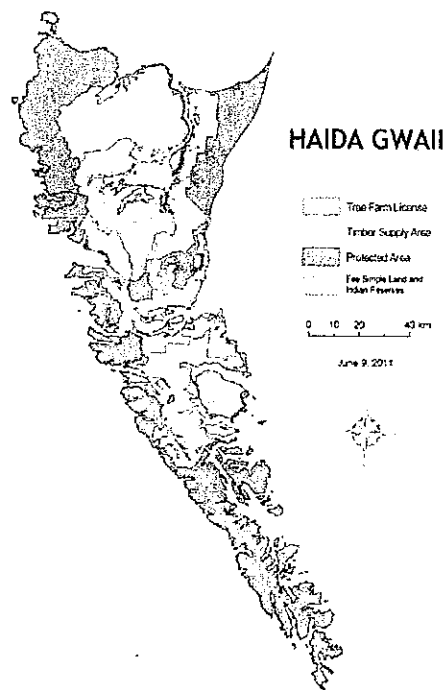


Figure 2. Map of large tenure areas on Haida Gwaii

Outside the protected areas, the majority of the area on which timber harvesting is permitted is contained within three areas, two Tree Farm Licenses (TFLs), TFL 58 and TFL 60, and the Timber Supply Area (TSA). The TSA is a defined area of land within which various types of forest tenures provide timber

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harvesting rights and management responsibilities. The TSA is located primarily on Graham Island, with a smaller portion on north central Moresby Island.

The TSA has a gross area of 798,301 hectares, and a long-term timber harvesting land base of 121,329 hectares.

Tree Farm Licence 58 is held by Teal Cedar Products Ltd. and comprises the land in the former Moresby Block of the old TFL 47, from which it was created on December 1, 2006, and which is located immediately adjacent to the community of Sandspit. The TFL's gross area is 27,873 hectares, with a long-term timber harvesting land base of 13,095 hectares.

Tree Farm Licence 60, currently in the process of transfer from Western Forest Products Ltd. to the Haida-owned Taan Forest Ltd., comprises the land in former Block 6 of TFL 39 that was divided off from that TFL effective January 15, 2010. The TFL has a gross area of 180,133 hectares, with a long-term timber harvesting land base of 55,484 hectares. The current, determined or implied AAC for each area is shown earlier in Table 4.

The Haida Gwaii Forest District has four Woodlot Licences. There are 1842 ha of land in woodlot licences within this district. The current total allowable annual cut (AAC) for the district is 9293 m<sup>3</sup> per year. The current licences in the district are as follows:

Woodlot Licence 0161 – D. Younger, Near Port Clements – 477 ha / 2728 m<sup>3</sup> AAC

Woodlot Licence 0162 – G. Lavoie, Lawn Hill Area – 465 ha / 2445 m<sup>3</sup> AAC

Woodlot Licence 1840 – Skidegate Band Council, Near Jungle Creek – 422 ha / 2000 m<sup>3</sup> AAC

Woodlot Licence 1841 – Old Massett Village Council, Near Port Clements – 478 ha / 2120 m<sup>3</sup> AAC

## **7. Forest Management**

### **Ecosystem Based Management:**

EBM on Haida Gwaii is now a requirement of both Haida and BC law. In the 2007 SLUA, EBM is defined for Haida Gwaii jointly by the Haida Nation and BC as

“an adaptive, systematic approach to managing human activities, that seeks to ensure the co-existence of healthy, fully functioning ecosystems and human communities.”

The SLUA also notes that

“[t]he Haida will establish the EBM Objectives in accordance with their laws, policies, customs, traditions and decision making processes.”

The 2010 LUOO states

“This Land Use Objectives Order establishes legal objectives for forest-based values to support implementation of ecosystem-based management. These objectives protect important Haida cultural values, support ecosystem integrity and provide environmental benefits by maintaining the diversity and abundance of organisms on Haida Gwaii. Human well-being will be maintained through policies and initiatives designed to achieve socio-economic benefits, including carbon values, and timber harvest levels that will support a viable forest industry.”

The aim of Haida Stewardship Law is ‘...bringing land and resource use balance to Haida Gwaii to ensure the continuity of Haida culture and a sustainable islands economy’, and the Haida Land Use Vision places

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triple emphases on ‘the well-being of the land’, ‘the condition of the land’, and ‘the natural ability of the land to function and provide’. The Haida Land Use Vision also refers to

“Yah’guudang—our respect for all living things—[which] celebrates the ways our lives and spirits are intertwined and honours the responsibility we hold to future generations.”

This is the underlying spirit of the EBM on Haida Gwaii that is now prescribed in detail in the legally established land use objectives and is accounted for in the timber supply analysis as briefly described in the following section.

## **Incorporating EBM in the timber supply review**

The specific objectives defining the implementation of EBM on Haida Gwaii are set out in the 2010 *Land Use Objectives Order* (LUOO) that followed from the 2007 Strategic Land Use Agreement (SLUA).

The objectives do not define, amend, recognize, affirm, deny or limit the aboriginal rights, aboriginal title, or treaty rights of the Haida Nation; nor do they relieve the Province of any obligation or duty to consult and accommodate the Haida Nation. However, they are based both on Haida Stewardship Law and on BC’s land use objectives regulation for the purpose of ensuring sustainable forest management.

Because the legal establishment of these objectives ensures that all forest stewardship and woodlot licence plans throughout Haida Gwaii must conform to them, they must be reflected and accounted for in timber supply analysis, and in AAC determinations, as definitive current practice.

Haida cultural values, as identified in the LUOO, are accounted for in the analysis, including reductions to the THLB to protect monumental cedar, culturally modified trees, yew and crabapple, medicinal plants, and heritage features like middens and village sites.

The legally established objectives include:

### **Cultural objectives, for**

- cedar stewardship areas;
- cultural feature identification;
- Haida traditional heritage features;
- Haida traditional forest features;
- western red cedar and yellow-cedar retention;
- western yew retention; and
- culturally modified trees and monumental cedar.

### **Aquatic habitat objectives, for**

- Type I fish habitat [as defined in the Order];
- Type II fish habitat [as defined in the Order];
- active fluvial units;
- upland stream areas; and
- sensitive watersheds;

### **Biodiversity objectives, for**

- forested swamps;
- ecological representation; and
- red-listed and blue-listed ecological communities.

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## **Wildlife objectives, for**

- Black Bear dens;
- Marbled Murrelet nesting habitat;
- Northern Goshawk habitat;
- Great Blue Heron nesting habitat; and
- Northern Saw-whet Owl nesting habitat.

## **Forest reserve objectives, for**

- areas reserved to meet landscape level objectives.

Examples of how these objectives are incorporated into the analysis are as follows.

Objective 5, for Haida traditional heritage features, requires that all Class 1 Haida traditional heritage features be protected in a reserve zone with a minimum width of 500 metres, measured from the edge of the feature. (The reserve zone may be reduced for necessary purposes if this is decided to be unavoidable by a completed intergovernmental process.)

To account for these reserves in the timber supply analysis, an appropriate, corresponding area is excluded from the timber harvesting land base, and is assumed not to contribute to the timber supply at any time (except by providing forest cover for biodiversity purposes).

As another example, Objective 10 requires that all forest within Type I fish habitat, and all forest within two tree lengths adjacent to such habitat (plus or minus half a tree length), be protected in a reserve zone. Accordingly, in the analysis, the area of riparian reserves (including adjustments for unmapped streams) within each forest stand delineated for the analysis is determined, and that area is excluded from contributing to the harvestable area (the timber harvesting land base) such that no timber is ever assumed to be available for harvest in these areas.

For other objectives, instead of excluding area from the timber harvesting land base, a 'forest cover requirement' is applied such that no more than a given percentage of the forest cover may be harvested at any time. For instance, Objective 14, for sensitive watersheds, requires for watersheds up to or greater than 500 hectares that up to five percent of the watershed area may be harvested in a five-year period, while for watersheds less than 500 hectares, up to 10 percent of the watershed area may be harvested in a 10-year period.

If too much timber has already been harvested in a sensitive watershed (representing an equivalent clearcut area of 20 percent or more) then no harvesting may occur). In such a case in the analysis an over-harvested area is assumed to be excluded from the timber harvesting land base until the area is adequately 'greened-up'.

In these ways, the real-life, physical, on-the-ground implications for timber supply arising from applying the objectives in the LUOO can be represented in the analysis by applying specific, corresponding assumptions to constrain the timber supply in respect of each separate requirement.

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## 8. The timber harvesting land base

In the analysis, in order to model the timber supply, it is necessary to derive the size of the land base on which timber harvesting may be assumed to occur. For this, the overall size of the forest must be assumed to be reduced, by a series of exclusions or deductions representing actual constraints, to ensure that only that timber which is truly suitable and available for harvest at a particular time is assumed to contribute to the timber supply projected for each period in the forecast. To achieve this, in deriving the timber harvesting land base (THLB) in the analysis, for each of TFL 58, TFL 60 and the TSA, land base deductions were applied in respect of a number of factors. For the whole of Haida Gwaii, which covers a total area of 1,006,310 hectares, the gross total land base area deductions applied in respect of the following factors are shown in Table 7:

Following these deductions, some of which overlap, the total of the combined areas in the TFLs and the TSA which contribute directly to the overall long-term timber harvesting land base is 190,907 hectares, nearly 19 percent of the total area of Haida Gwaii.

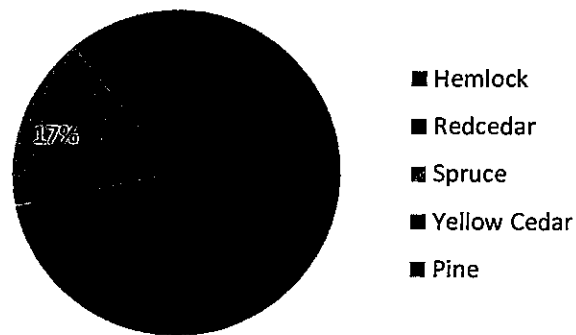


Figure 3. Species profile in the operating landbase of Haida Gwaii.

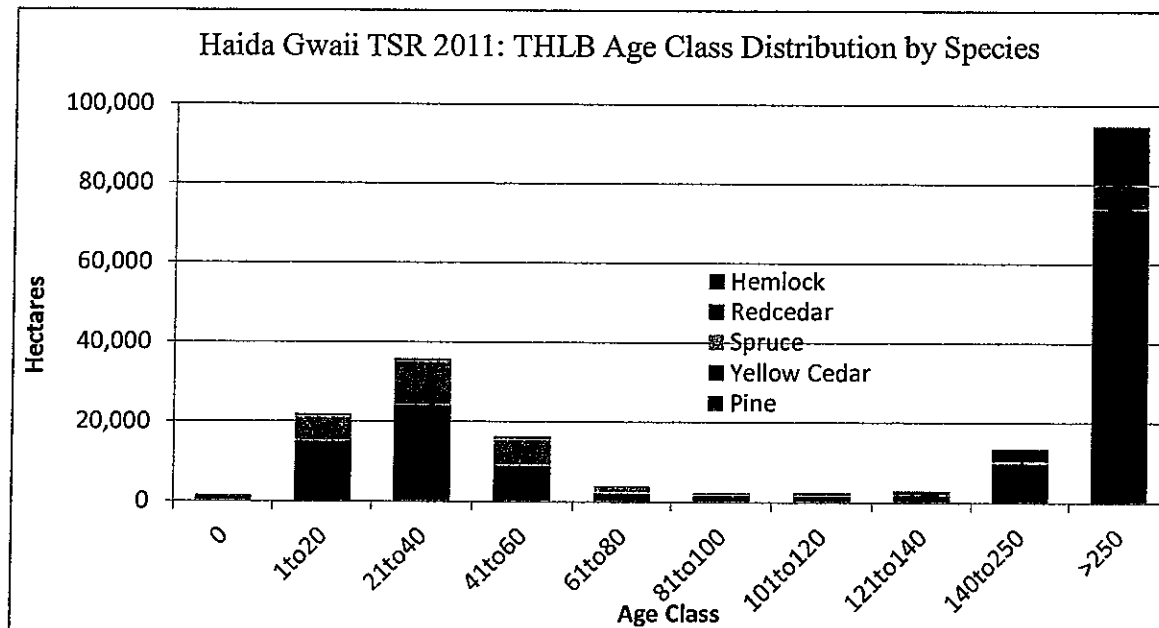


Figure 4. Timber harvesting land base age class distribution by species

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Table 6. Gross area reductions in deriving timber harvesting land base for all Haida Gwaii (including overlaps)

Land types excluded from Harvesting land base	Total area (ha)
Lakes, Wetlands, Rivers	63,987
Non Productive	130,467
Non Forested	4,923
No Inventory Available	24,566
No Species Info in Inventory	29,419
Protected areas, private lands and areas not administered for forest management objectives	518,446
Terrain Stability Classes 4 and 5	54,292
Economically Inoperable	85,644
Cedar Stewardship Areas	22,829
Forest Reserve Network	34,088
Wildlife Habitat Areas	1,717
Active Fluvial Units	30,749
Forested Swamps	14,278
Saw-whet Owl and Goshawk *	3,225
Potential Goshawk Habitat *	4,771
Potential Blue Heron Nesting	208
Red Listed Site Series	12,408
Blue Listed Site Series	97,295
Riparian Buffers	255,213
Not Sufficiently Restocked	11,822
In Block Reductions (Monumental Cedar 13.7%, Culturally Modified Trees 7.7%, Haida Traditional Forest Features 5%)	46,463
Future Roads Trails and Landings	12,733

## 9. Timber supply analysis results

The sources of information the HGMC will review in making its determination include the timber supply analysis, prepared for Haida Gwaii by the Joint Technical Working Group, which models the development of the forest on the islands through time and its response to harvesting while respecting EBM objectives. This section highlights some of the important findings from the timber supply analysis.

### The base case

The timber supply analysis provides an assessment of the land base of Haida Gwaii and forest management information. This assessment includes a timber supply forecast, aggregated from the forecasts prepared for the TFLs and the TSA by the Joint Technical Working Group using the most up-to-date and best available data and knowledge on current forest management objectives and practices. This timber supply forecast is called the base case. The base case is not an AAC recommendation, but rather one of many sources of information the HGMC will consider when determining the AAC, which may be greater or less than the initial level forecasted in the base case, depending on many factors including the uncertainties described in section 10, 'Main issues and concerns'.

The base case harvest forecast (Figure 5) shows a harvest level of 895,266 cubic metres per year for the next 80 years. Following this, the harvest level rises to a 923,558 cubic metres a year and remains at this level for the long term. The chart also shows harvest forecasts for the individual major management units. These results are relevant for the chief forester's determinations for the TSA and TFLs. For the TSA, the

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forecasted harvest level for the first 80 years is almost 493,000 cubic metres per year, and the long-term levels in just over 521,000 cubic metres per years. The forecast for TFL 58 is constant at just below 73,000 cubic metres per years, and for TFL 60 is constant at somewhat above 329,000 cubic metres per year.

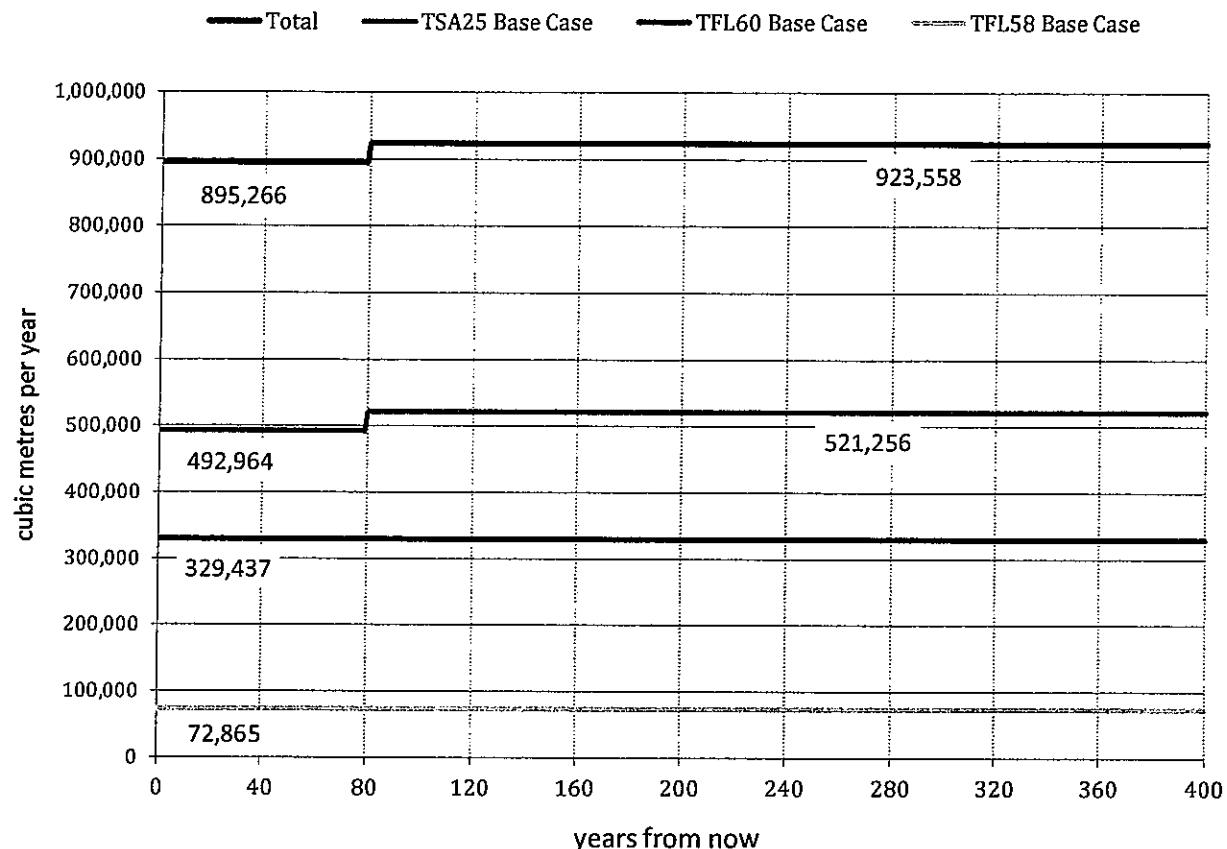


Figure 5. TSR base case harvest forecast

## 10. Main issues and concerns

In producing the data package and conducting the timber supply analysis, the Joint Technical Working Group has identified a number of issues and concerns that will need to be considered and addressed by the HGMC in making its AAC determination. These are:

### Hydrological recovery:

In the LUOO, the objectives for sensitive watersheds and for upland streams place a maximum limit on the area of forest that is not hydrologically recovered after harvesting. The purpose of the limit is to maintain the quality and quantity of water within the natural range of variation. The degree of hydrologic recovery is normally associated with the heights of the trees growing in new stands after harvest. Research on hydrologic recovery is ongoing, and given the uncertainty about when recovery is achieved, analysis was done to investigate the timber supply impacts of different rates of recovery.

Sensitivity analysis addressed the question “what if watersheds recover much earlier (shorter stands) or much later (taller stands) than what was modeled in the base case?”

One analysis assessed the difference in timber supply that would occur if full hydrologic recovery occurred in stands that are 2m shorter than the base case. The analysis showed a minor increase of 3% in timber supply for the first 20 years only.

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A second analysis examined the difference in timber supply when using a recovery threshold 5m taller than the base case. This resulted in 2% less volume being available in the short term, and 3% less volume being available in the mid-term (80-190 years from now).

The science on hydrological recovery is emerging and the Joint Technical Working Group will continue to work with hydrological experts to have the best available information available for consideration by the HGMC.

## **Risk-managed objectives from the LUOO**

In the LUOO, some of the objectives provide for the exercise of specified degrees of discretion under particular conditions. For instance, the LUOO allows for deviation from the default requirements for the width of no-harvest buffers next to some fish habitat, active fluvial units, and traditional heritage features, or in respect of the required percentages of retained mature and old forest in forested swamps.

A sensitivity analysis addressed the question “what if risk-managed objectives were always applied?” To examine the potential implications for timber supply arising from the application of the risk-managed objectives, a sensitivity analysis was run exploring risk management for fish habitat, active fluvial units, forested swamps, sensitive watersheds, upland streams and monumental cedar. The results showed an increase in timber availability of 8% over the first 80 years, and an increase in the long-term level of 3%.

## **Estimates of site productivity**

An estimate of the site productivity of each forest stand, that is the potential capability for growing trees, is used in timber supply analysis. Studies in BC in recent years have shown that in many cases the productivity estimates for older forests often underestimate the actual rates of growth that occur in the new stands after harvest. In the base case site productivity estimates from the most reliable and up to date sources were used. Where information was available, estimates were based on ground-truthed data collected after harvests, or a study that compared old tree stumps with growth on ‘logged and regenerated’ stands. In other areas, site productivity was assigned using correlations between ecosystem types and site index. Given uncertainties about what rates of growth will be observed over longer time periods, it was important to gain an understanding of how different site productivity estimates could affect timber supply.

A sensitivity analysis addressed the question “what if site productivity estimates derived from forest inventory data are in fact better than estimates based on the recent studies?” This analysis showed that if trees do not grow as quickly as indicated in the recent site productivity studies, timber supply would be 6% lower over the next 80 years, and 9% lower over the long term.

Another assessment addressed the question “what if site productivity is higher in the Timber Supply Area to the extent indicated in the recent site index adjustment (SIA) study?” The findings of the SIA study are applicable to hemlock and spruce stands in the TSA that are currently between 10 and 60 years old have slightly higher productivity than was modelled in the base case. The area to which these results apply is 6% of the TSA timber harvesting land base. The gains in timber supply that would be expected from these changes would be small and would only occur in the mid to long term.

## **Minimum harvestable age**

For timber supply analysis, estimates must be made of the earliest point at which trees will reach a harvestable condition. For the base case, minimum harvestable age (MHA) was assigned at an age that maximizes average volume productivity over the long term. For modeling, an MHA was assigned for each stand of the operating landbase; for the base case, the area-weighted average MHA for all stands for the current area of second growth is 110 years.

In the timber supply analysis, sensitivity analyses were performed to address the question “what if, on average, stands are harvested at younger ages than the base case, or older ages than the base case”. Uncertainty about the actual timing of harvest stems from differences in objectives. One objective would



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be to obtain revenue from a stand as soon as possible based on economic concerns.. Such an objective would often lead toward shorter harvest ages. Another objective could be to obtain high quality wood grades and products, which usually take longer to grow, and hence require longer harvest ages.

To explore the impacts of these different outlooks, a pair of sensitivity analyses was done. The first looked at the outcome of harvesting stands 20% younger than the base case. The results showed a 7% increase in annual volume in the short term tapering off to a 1% decrease below the base case after 80 years.

The second sensitivity analysis looked at the outcome of harvesting stands 20% older than the base case. This analysis provides a reasonable idea of the general magnitude of change that could stem from a focus on higher quality logs. The results show a decrease in timber availability of 7% per year.

## Species profile of actual harvests compared to species profile of the inventory:

Species profile is the amount and distribution of tree species in the inventory and across the landbase (Figure 3 above). In the base case, modelled harvests were proportional to the contribution of each species to the inventory. However, in reality the various species are not being harvested in proportion to their contribution to the overall inventory. Figure 6 shows the species profile of actual harvest based on volumes billed between 1995-2010 in the Haida Gwaii Forest District.

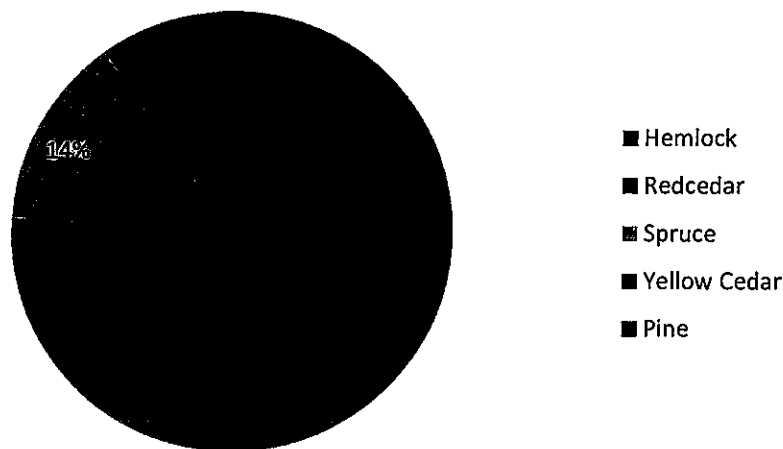


Figure 6. Species profile of volumes billed between 1995-2010 on Haida Gwaii

This shows that redcedar and yellow cedar make up 49% of the actual annual volume, compared to 34% in the inventory.

An analysis of timber supply results was done to address the question “how long will old growth cedar be available for logging if we continued to log cedar at the current proportion of harvest?”

The analysis shows that if redcedar and yellow cedar continued to be harvested at the same proportion of the total harvest as they have been over the last 15 years, the supply of old redcedar and yellow cedar available for harvest would effectively be gone in 41 years.

## Inventory audit implications:

An inventory audit and a volume and decay sampling study for Haida Gwaii in the late 1990s showed the possibility that some inventory volumes may be underestimated given new information on decay and tree shape. However, a number of caveats (such as the applicability of new adjustments to individual trees vs. stands) have led to these assumptions not being included within the base case forecast. An assessment was

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done to see how the new information affects estimates of the available timber inventory. Analysis showed that the overall volume of timber on the timber harvest land base would increase by 19%, which would have a similar change to the potential harvest flow, over the next 100 years.

## **Economic operability:**

The 'operable area' in which licensees are able to harvest economically is subject to uncertainty. In some cases, harvesting has taken place in areas previously assumed to be inoperable, and some areas assumed operable have proved too expensive to harvest. For the base case, it was assumed that types of forests – according to terrain, tree species and volume – that have been harvested over the past 10 years will continue to be economically operable in the future.

Some forest areas with quite low timber volume were defined as economically operable for the base case. Therefore, an assessment was done to see how the harvesting land base would change if forests needed to have a higher volume in order to be economic to harvest. For this assessment, the historically harvested types of forests with the lowest volumes (specifically, the lowest 10% percent of volumes) were excluded from the harvesting land base. The impact was that the total area defined as economically inoperable went from 85,644 ha to 153,245 ha, an increase of 85%. But due to overlaps with other types of areas that were excluded, the harvesting land base actually decreased by only 5.6%. Such a change would be expected to have an approximately proportionate impact on timber supply over the entire analysis horizon. The changes on the harvesting land base and timber supply will be dampened because of the EBM-related exclusions from the harvesting land base.

## **11. Your feedback is needed**

Information provided by local and interested people is of major importance in the considerations for the determination of AACs. Your personal experience and knowledge of a particular area may be essential to an accurate judgement, particularly if something significant has been overlooked in the information under consideration. Your feedback is welcomed on any aspect of this discussion paper, on any other issue related to the timber supply, or on any other matter which you consider should be taken into account by the HGMC in making its AAC determination.

**This is your opportunity to provide input on the HGMC's determination as well as the chief forester's determinations for the TSA and TFLs. There will not be a separate public consultation process for the chief forester's determinations.**

The HGMC will be pleased to hear from you and to answer questions to help you prepare your response.

**Please send your written comments to [admin@haidagwaiimanagementcouncil.ca](mailto:admin@haidagwaiimanagementcouncil.ca)**

**or to PO Box 157 Masset, Haida Gwaii, BC V0T 1M0.**

In the interest of keeping the AAC determination on schedule, it would be appreciated if we can receive your comments by the **end of the Public Review and Comment Period, on December 17, 2011.**

You may identify yourself in your response if you wish; please note that all responses may be made public under the Freedom of Information and Protection of Privacy Act, but if the responses are made public, personal identifiers will be removed before the responses are released.

For more information, please contact the Haida Gwaii Management Council at:

**[admin@haidagwaiimanagementcouncil.ca](mailto:admin@haidagwaiimanagementcouncil.ca)**

Or, write to: **PO Box 157 Masset, Haida Gwaii, BC V0T 1M0**

For more information, or to view the forest management data package, visit the HGMC website at [www.haidagwaiimanagementcouncil.ca](http://www.haidagwaiimanagementcouncil.ca)

## Tennis Court Proposal

Dear Village of Port Clements,

The Port Clements Teen Center was wondering if you would let us use the tennis courts at the community park to put skateboard equipment including some ramps and rails. We have applied for a grant of \$5000 to build the ramps and will only need the area temporarily. The reason we are asking for the tennis courts is because there is cement and nobody uses the area so it should be used in some way. The Port Clements teens have a high demand for another way to spend their free time. There aren't that many activities in Port for the teens so a spot like this would give them an area to bike, skateboard, hangout, and socialize. We hope that you take the time and think about this idea not just give a no right away. All we need is the tennis courts and if necessary we can take the ramps out and give the area back. We are not asking for you to give us the area but just to borrow it. Please take note that we will not need the space for ever since we are looking for other grants and thinking about upgrading to an actual skate park, but that process takes time. The ramps will be property of the teen center and can be taken out very easily if there is a problem. In case you are wondering it will consist of;

- 1 small half pipe, in three parts so it can easily be removed
- 1 fun box (4 ramps connected together)
- 3 grind rails

And maybe some more ramps and accessories but nothing will be attached to the ground of the tennis courts for easy removal.

Thank you,

Jamal Issa, Jayden Bellis, Dawson Storry.  
On behalf of the PCTC.

## Kim Mushynsky

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**From:** Keith Gibson <kgibson@miabc.org>  
**Sent:** November 22, 2011 2:18 PM  
**To:** Kim Mushynsky  
**Cc:** Mitch Kenyon  
**Subject:** RE: Skate Park

Hi Kim

To minimize the risk of injury to participants and potential loss to local government, we believe regular, routine and documented inspection and maintenance records are critical. In addition we believe that homemade wooden or other types of jumps and obstacles which facility users may create and / or build at these facilities without the consent of local government, should not be permitted and should be removed when identified by staff. If jumps are constructed caution should be encouraged in the height of construction. The CSA Guidelines for Children's Playspaces should also be reviewed. The Guideline is available on the internet.

Appropriate signage is also necessary at each facility to warn users that these facilities are unsupervised, that users are strongly encouraged to wear approved protective equipment and that users of the facilities do so at their own risk of injury.

The decision on whether or not your municipality can provide a skateboard park, in our opinion, should be based on the municipality's ability to maintain the facility in a reasonably safe manner. Inspection and maintenance of the facility should be documented. The second factor is the design of the park including obstacles, location and whether or not the area will be congested and lead to accidental collisions.

### **Keith**

Keith R. Gibson, CRM  
MIA Risk Management Advisor

390 - 1050 Homer Street, Vancouver, B.C. V6B 2W9  
Phone (604) 683-6266 **Toll Free 1-855-683-6266**

Fax (604) 683-6244

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**From:** Mitch Kenyon  
**Sent:** Tuesday, November 22, 2011 1:58 PM  
**To:** Kim Mushynsky  
**Cc:** Keith Gibson  
**Subject:** RE: Skate Park

Hi Kim,

There are no additional costs to your insurance premium beyond the impact of any claims on your deductible and experience rating. Fortunately, skate board park claims are very rare. Nevertheless, it is important that the equipment used is safe and the park well designed to minimize accidents. I will ask Keith, our risk management advisor if he has any risk management info on skate board parks.

Cheers,  
Mitch

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**From:** Kim Mushynsky [<mailto:clerk@portclements.ca>]  
**Sent:** November-22-11 12:57 PM  
**To:** Mitch Kenyon  
**Subject:** Skate Park

Mr. Kenyon:

Hello I am the new Administrator for the Village of Port Clements. A youth group has approached me to consider designating the area which is currently used as an outdoor tennis court into an area where they could install skateboard equipment as they access funding for this equipment. Please advise if there are any liability considerations or additional costs to our existing insurance which would be impacted by this decision. I would like to address this at the November 28<sup>th</sup> Council meeting if possible so your prompt attention would be greatly appreciated.

Thank you.

*Kim Mushynsky*

*Clerk/Treasurer*

*Village of Port Clements*

*Phone (250) 557-4295*

*Fax (250) 557-4568*

*[www.portclements.ca](http://www.portclements.ca)*

*[Check us out on Facebook!](#)*

# Response Form for Gwaii Haanas Backcountry Management Plan Review – November, 2011

Please use this response sheet to comment on whether or not you agree with the proposed changes, or if you would like to suggest alternative strategies to achieve the same objective. We would appreciate if you could identify which categories apply to you, as it may assist us in putting your comments into the proper context. Check all that apply:

- |                                                        |                                                           |
|--------------------------------------------------------|-----------------------------------------------------------|
| <input type="checkbox"/> local resident                | <input type="checkbox"/> tour visitor                     |
| <input type="checkbox"/> Haida Gwaii Watchmen          | <input type="checkbox"/> owner of a licensed tour company |
| <input type="checkbox"/> independent visitor           | <input type="checkbox"/> registered guide                 |
| <input type="checkbox"/> other – please specify: _____ |                                                           |

Please remember to complete the enclosed entry form and return it with this response form in the postpaid envelope if you would like to have a **chance to win one of five \$75 Mountain Equipment Co-op gift cards!** Completed forms must be received by Gwaii Haanas by December 15, 2011 to qualify for the draw.

If you prefer, you can email your responses and entry form information to [annamaria.husband@pc.gc.ca](mailto:annamaria.husband@pc.gc.ca) by December 15, 2011. Your responses will be stored separately from your entry form information to ensure the confidentiality of your feedback.

## 2.0 Evaluating the Appropriateness of New and Existing Visitor Activities in Gwaii Haanas

### Recommendations

- a) Create the additional closures as described in the review document to protect sensitive seabird nesting habitat.

☐ I agree      ☐ I disagree

- b) Monitor salmon activity in the Salmon River, Marshall Inlet Creek, Windy Bay Creek, Gate Creek, Echo Harbour Creek and Scudder Point Creek and advise the AMB when salmon densities increase at the mouth of each watercourse.

C-2

The camping closures may then be put in place to more effectively reduce the chance of negative human-bear encounters during the salmon runs.

☐ I agree      ☐ I disagree

- c) An exposed midden at Louscoone Point is culturally sensitive. Given that alternative camping areas exist in Louscoone Inlet, Louscoone Point should be permanently closed to access.

☐ I agree      ☐ I disagree

Comments/alternative suggestions:

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### 3.0 Defining Appropriate Visitor Use Limits

#### Recommendations

- a) Set a standard for the average number of times that trip log respondents (representing all visitors) report that crowding is a detraction at 5% for the non-peak season and 10% for the peak season. If either of these standards are exceeded, then this will prompt an AMB review to determine the source of the detractions and to identify how these detractions can be minimized to ensure that Gwaii Haanas remains a place where visitors can continue to have opportunities for an uncrowded experience.

☐ I agree      ☐ I disagree

- b) Retain the commercial limit of 22 tour clients per day per business. Consider exemptions only under exceptional circumstances.

☐ I agree      ☐ I disagree

- c) Continue with an internal reservation system. Monitor local "turn-away" rate in 2012 and reintroduce 6 stand-by spaces/day if results show that local visitors are being negatively affected by the lack of stand-by spaces.

☐ I agree      ☐ I disagree

Comments/alternative suggestions:

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#### **4.0 Determining Opportunities for Educational/ Non-Profit Access**

##### Recommendations

- a) Develop guidelines for fee exemptions that Gwaii Haanas staff can use to determine whether fee exemptions should be granted.
- What is the purpose of the trip?
  - Does the group link their trip to curriculum-based, prescribed learning outcomes?
  - Is the trip part of a Gwaii Haanas-sponsored program?
  - How does the group propose to share their Gwaii Haanas experience with their community?

☐ I agree      ☐ I disagree

Comments/alternative suggestions:

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## 5.0 Maximizing the Effectiveness of the Visitor Orientation Program

### Recommendations

- a) In 2012, continue to provide orientations for transport clients in Sandspit through a contractual arrangement as long as a qualified contractor is available.

☐ I agree      ☐ I disagree

- b) Beginning in 2013, change to an annual requirement for the orientation for all visitors to Gwaii Haanas to ensure that every visitor, regardless of previous experience, is briefed on appropriate conduct while travelling in Gwaii Haanas. Revise the orientation process as follows:

- i. Create a new orientation process that will be standardized for all visitors, regardless of whether they will be travelling independently or with a tour operator. The orientation will be stand-alone and will be made available to all visitors who plan their Gwaii Haanas trips in advance. The intent is to make the orientation available on the Internet to maximize convenience for visitors, but an email-out package may be used in 2013 as an alternative, in the interim, if the on-line orientation cannot be perfected by that operating season.

☐ I agree      ☐ I disagree

- ii. For those visitors who do not pre-book their trips, Gwaii Haanas ensure that a system is in place to provide an orientation to these guided or independent visitors prior to departure for Gwaii Haanas.

☐ I agree      ☐ I disagree

- iii. An in-person orientation might not be available as a result of this new process.

☐ I agree      ☐ I disagree

Comments/alternative suggestions:

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## 6.0 Improving Implementation of the Group Size Policy

### Recommendations

- a) Gandll K'in Gwaay.yaay has often been used as a drop-off and pick-up location for independent kayakers who are using powerboat transportation services. Such activities contribute toward congestion at the site. Therefore, tour operators who provide such services will no longer be allowed to use this location as a meeting point for independent transportation services.

☐ I agree      ☐ I disagree

- b) T'aanuu Llnagaay has also been used as a drop-off and pick-up location for independent kayakers who are using powerboat transportation services. Such activities contribute toward congestion at the site. Therefore, tour operators who provide such services will no longer be allowed to use this location as a meeting point for independent transportation services.

☐ I agree      ☐ I disagree

- c) Whenever possible, the Watchmen at K'uuna Llnagaay will manage groups so that there is only one group at the site at a time (or several groups with a cumulative total of no more than 12 persons, if the groups agree to combine into one to minimize waiting). Waiting groups should be advised to wait out of sight and sound of the village whenever possible.

☐ I agree      ☐ I disagree

Comments/alternative suggestions:

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## 7.0 Identifying Appropriate Levels of Infrastructure

### Recommendations

- a) Regarding the back loop trail at SGang Gwaay, investigate funding opportunities to install boardwalk along this section. In the interim, only

encourage use of this trail during drier weather when foot traffic will not result in further deterioration of the trail condition.

☐ I agree      ☐ I disagree

- b) With respect to human waste management on the northeast beach of Gandll K'in Gwaay.yaay, visitors and tour operators should be advised to avoid extended waits at this location, and instead time their arrival so that they can walk to the Watchmen longhouse and use the public outhouse there.

☐ I agree      ☐ I disagree

Alternatively, kayak groups could land on the beach immediately in front of the longhouse so that they could use the outhouse without entering the shower area and disturbing other groups.

☐ I agree      ☐ I disagree

- c) To reduce congestion at the bath house at Gandll K'in Gwaay.yaay, investigate funding opportunities to modify the shelter to allow for four more change rooms and remodel the bathhouse to allow for six open (public) shower stalls to aid in increasing visitor flow through these facilities.

☐ I agree      ☐ I disagree

- d) Remove the mooring buoy on the "south beach" at SGang Gwaay due to lack of use by management or visitors.

☐ I agree      ☐ I disagree

- e) Move buoy on the east side of Rose Harbour back to one of the previous locations to provide better shelter.

☐ I agree      ☐ I disagree

- f) Replace large mooring buoys with fishing floats to avoid conflicts between mooring and anchoring. Floats will not damage vessels that are anchored in the area and could swing into the buoy.

☐ I agree      ☐ I disagree

- g) Because floats are too small to inscribe buoy specifications, update orientation messages to include information on mooring buoys, specifically (1) each buoy is attached to a single, 5-tonne anchor; (2) each buoy is attached to the anchor with polysteel line; (3) all buoys are inspected regularly; (4) none of the buoys

are meant to give safe anchor in foul weather; and (5) all mariners use the buoys at their own risk.

☐ I agree      ☐ I disagree

- h) Upgrade Shuttle Island water hose to reduce the incidents of line breaks during heavy rain events.

☐ I agree      ☐ I disagree

- i) Clearly mark anchor locations of clotheslines to reduce the risk of the line being run over and caught or cut by a propeller. Upgrade line to more ultraviolet-resistant rope and check and replace as required to avoid hand injuries related to frayed rope.

☐ I agree      ☐ I disagree

- j) Explore opportunities for visitor garbage disposal in Sandspit or another location that is easily accessed by visitors.

☐ I agree      ☐ I disagree

Comments/alternative suggestions:

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## 8.0 Minimizing Camping Impacts

### Recommendations

- a) (i) Retain the undesignated camping policy.

☐ I agree      ☐ I disagree

- (ii) Do not add additional infrastructure to any camping areas.

☐ I agree      ☐ I disagree

Comments/alternative suggestions:

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## 9.0 Defining Appropriate Flight Access

### Recommendations

- a) Continue to monitor independent visitor encounter levels with aircraft against the standards set in the Backcountry Management Plan. If standards are exceeded, review the level of aircraft access to determine if an increase in traffic is the cause or other factors are contributing to the impact on visitor experience.

☐ I agree      ☐ I disagree

- b) Incorporate the following points from the code of ethics as requirements into the terms and conditions of aircraft operators business licences:

- When weather permits, aircraft operators should use routings and elevations that will minimize noise disturbance to wilderness travellers. Such routings would be inland along the backbone of the San Christoval range or along the west coast of Moresby Island.
- No low overflights or passes over cultural sites are allowed.
- Helicopters will be permitted to land at K'uuna Lnagaay under specific guidelines and conditions.
- Overflights of the Steller sea lion rookery (Kerouard Islands), and sea lion and seal haulouts are to be kept above 300 metres so as to minimize disturbance.
- Fuel caches are not permitted without the specific written approval.

☐ I agree      ☐ I disagree

Comments/alternative suggestions:

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## **10.0 Providing Effective and Low Impact Access at Burnaby Narrows**

### Recommendations

- a) Although the backcountry management plan called for mooring buoys on both sides of Burnaby Narrows to minimize the impacts of anchoring while visiting and scouting the narrows, only one buoy has been installed north of the narrows. Use of this buoy is quite low, and thus the south end buoy will not be installed.

☐ I agree      ☐ I disagree

Comments/alternative suggestions:

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## **11.0 Developing Fair and Effective Strategies for Management of Commercial Activities**

### Recommendations

- a) Given that less than half of the 33,000 user-days/nights cap is currently being used, allow new businesses to apply for a business licence for the 2013 operating season.

☐ I agree      ☐ I disagree

- b) With respect to sale of businesses, develop a transparent allocation transfer process where the AMB continues to retain control of the Gwaii Haanas allocation.

☐ I agree      ☐ I disagree

- c) Increase the minimum insurance requirement from \$1 million to \$2 million to compensate for the increasing risk of higher value lawsuit claims.

☐ I agree      ☐ I disagree

Comments/alternative suggestions:

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## 12.0 Developing Appropriate Guide Standards for Gwaii Haanas

### Recommendations

- a) Accept St. John Ambulance Standard Wilderness First Aid (21 hours including CPR “B”) as the minimum standard for a wilderness first aid course for non-kayak guides. Any other wilderness first aid courses that meet or exceed this course will also be accepted.

☐ I agree      ☐ I disagree

- b) Recertification resulting in issuance of a current wilderness first aid certificate that has been issued by the same certifying body as the original certificate will be accepted.

☐ I agree      ☐ I disagree

- c) Require that all guides have at least the minimum standard wilderness first aid.

☐ I agree      ☐ I disagree

- d) Kayak guides will be required to show proof of wilderness first aid training of the length required for their certification if their certifying body accepts occupational first aid training as an equivalent.

☐ I agree                      ☐ I disagree

- e) All guides whose professional certification does not require them to provide a copy of a valid marine radio operator's certificate must provide a copy with their Gwaii Haanas guide application.

☐ I agree                      ☐ I disagree

- f) For dive platform activities, at least one guide with dive master certification must be present during all diving activities.

☐ I agree                      ☐ I disagree

- g) Require fixed-wing pilots to provide a copy of their valid pilot's licence when applying for registered guide status. Those pilots who do not obtain guide status due to strictly providing transportation services must still provide a copy of their pilot's licence and be registered to provide transportation services under a licensed business.

☐ I agree                      ☐ I disagree

- h) Set the minimum age for a Gwaii Haanas guide at 18 years.

☐ I agree                      ☐ I disagree

Comments/alternative suggestions:

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If you have additional comments, please feel free to write them on the back of this page, or attach a separate page.

**Please remember to complete the entry form and include it with the postpaid envelope if you would like to have a chance to win one of five \$75 Mountain Equipment Co-op gift cards!**

Any questions regarding completion of this response form can be directed to Anna Maria Husband, Visitor Services Team Leader at 250-559-6322 or [annamaria.husband@pc.gc.ca](mailto:annamaria.husband@pc.gc.ca). As mentioned earlier, you can also email your responses and entry form information rather than completing and returning this form in the mail.



# **Gwaii Haanas Backcountry Management Plan Review – November, 2011**

## **Entry form for Mountain Equipment Co-op Gift Card Draw**

If you would like to have a **chance to win one of five \$75 Mountain Equipment Co-op gift cards**, please complete this entry form and return it with your completed response form in the postpaid envelope. Only entry forms that are accompanied by completed response forms qualify to be entered in the draw, and both forms must be received by Gwaii Haanas by **December 15, 2011** in order for the entry form to be included in the draw.

If you prefer, you can email your responses and entry form information to [annamaria.husband@pc.gc.ca](mailto:annamaria.husband@pc.gc.ca) by December 15, 2011. Your responses will be stored separately from your entry form information to ensure the confidentiality of your feedback.

First Name: \_\_\_\_\_

Last Name: \_\_\_\_\_

Street Address or P.O. Box: \_\_\_\_\_

Town/City: \_\_\_\_\_

Province/State: \_\_\_\_\_

Postal/Zip Code: \_\_\_\_\_

Country: \_\_\_\_\_

Phone Number: \_\_\_\_\_

Email Address: \_\_\_\_\_



Gwaii Haanas National Park  
Reserve, National Marine Conservation  
Area Reserve, and Haida Heritage Site  
[www.parkscanada.gc.ca](http://www.parkscanada.gc.ca)

# Gwaii Haanas Backcountry Management Plan Review

November, 2011

***A response form and entry form for a draw to win one of five \$75 Mountain Equipment Co-op gift cards are included with this package. Completed response and entry forms received by Gwaii Haanas on or before December 15, 2011 will qualify respondents for the draw.***



Canada



HAIDA NATION

# 1. Introduction

The Gwaii Haanas Archipelago Management Board (AMB) completed the first backcountry management plan for Gwaii Haanas in 1999. The objective of this plan was bring together a number of separate but related visitor management issues and develop strategies to resolve these issues in an integrated manner. The original plan was then reviewed in 2003 to determine if strategies to resolve the various issues were having the desired effect. If not, they were either modified or different strategies were applied to achieve the desired objectives. Changes to the plan that had been approved by the AMB since 1999 were also incorporated into the revised 2003 plan.

The AMB is completing another review of the backcountry management plan in 2011. This plan will later be incorporated into a future integrated management plan for Gwaii Haanas National Park Reserve, Gwaii Haanas National Marine Conservation Area Reserve, and Haida Heritage Site. The integrated management plan is scheduled to be completed in 2015.

This year's backcountry management plan review includes opportunities for feedback from members of the public and stakeholders. The accompanying questionnaire is intended to provide you with an opportunity to comment on the suggested changes. These recommended changes have been gathered from a variety of sources, including the November 2010 meeting with Gwaii Haanas tour operators and Haida Gwaii Watchmen. We encourage you to comment on whether you agree with the proposed changes and/or suggest alternative strategies to achieve the same objective.

A brief summary of each issue is provided, but more detail can be obtained by reviewing the Backcountry Management Plan (2003), which is available upon request.

Once you have completed the questionnaire, please place it in the enclosed, postage-paid envelope and drop it in the mail. Everyone who returns a completed questionnaire by **December 15, 2011** (must be received by Gwaii Haanas by this date) will be entered in a draw to **win one of five \$75 gift cards from Mountain Equipment Co-op**, so be sure to complete the entry form that came with the questionnaire! If you prefer, you can email your responses and entry form information to [annamaria.husband@pc.gc.ca](mailto:annamaria.husband@pc.gc.ca) by December 15, 2011. Your responses will be stored separately from your entry form information to ensure the confidentiality of your feedback.

Thank you for your participation in this review process; we look forward to receiving your comments and suggestions.

Anna Maria Husband  
Visitor Services Team Leader  
Gwaii Haanas

## 2.0 Evaluating the Appropriateness of New and Existing Visitor Activities in Gwaii Haanas

### 2.1 Overview

The objective of the first chapter of the plan is to clarify what types of current activities are acceptable and set out a process to evaluate whether proposed new activities should be allowed in Gwaii Haanas. A set of closures was incorporated into the 2003 plan, and the plan also called for the development of a specific list of activities that were acceptable and unacceptable in Gwaii Haanas.

Since the backcountry management plan's 2003 review was completed, a list of prohibited activities was developed by the AMB to clarify what were considered to be inappropriate activities in Gwaii Haanas. The list is published as a regulatory notice under the *National Parks of Canada General Regulations*. The prohibited activities are as follows:

- burning open fires above the ordinary high water mark;
- caching of food, fuel or other supplies, establishing or searching for a physical geocache, a physical geocache being a collection of objects hidden with the objective of encouraging individuals to navigate to its location with the aid of a global positioning system (GPS) unit;
- freshwater fishing (except for Haida traditional use);
- freshwater floatplane landings (except for emergency purposes);
- helicopter landings (except for emergency or management purposes);
- hunting or trapping (except for Haida traditional use);
- use of all-terrain vehicles.

- why disallow  
geo caching?

In 2008, temporary closures around six major pink and chum salmon streams were established to reduce the risk that a negative human-bear encounter could occur during spawning activities; there was to be no camping within 500 metres of either side of the watercourse. It was intended that this closure be in place on every even year in synchrony with the biennial pink salmon runs. The dates were fixed according to recommendations from Fisheries and Oceans Canada, but it has since been suggested that these dates be reviewed prior to each implementation to ensure that the dates reflect the actual salmon activity levels in the creeks.

Additional closures have been recently recommended to protect storm-petrel nesting habitat and additional habitat for other ground-nesting seabirds that were not included in the previous analysis of ecologically sensitive areas.

Louscoone Point is a popular campsite which also has a midden (a mound or deposit containing shells, animal bones, and other materials that indicates the site of a human settlement). This midden has been extensively exposed to the elements over the last few years during storm events. Vegetation is not re-growing over midden due to the steep slope and ongoing exposure during high tide events. Archaeologists have found that almost all middens contain human remains, and therefore the continued exposure of the midden has become a matter of cultural sensitivity.

## **2.2 Recommendations**

- a) Additional closures are being considered to improve the protection of seabird habitat:

- i. George Island and surrounding rocks

**RATIONALE FOR CLOSURE:** provides habitat for multiple species of nesting seabirds, primarily ancient murrelets and Cassin's auklets. There is no known storm-petrel nesting habitat on this island. Nesting colonies cover over 90% of the forested. Given colony sizes, George Island is the most significant seabird breeding island in Skincuttle Inlet.

**RECOMMENDATION:** close all camping activities year-round. Limit visits to daytime visits of shoreline, unforested area only, to allow for a location that provides visitor day access in the Copper Islands Group.

- ii. Skincuttle Island and surrounding rocks

**RATIONALE FOR CLOSURE:** provides habitat for multiple species of nesting seabirds, including over 4,200 pairs of storm-petrels. The colonies cover over 90% of the shoreline.

**RECOMMENDATION:** close all access, year-round.

- iii. Rock Islet and surrounding rocks

**RATIONALE FOR CLOSURE:** provides habitat for multiple species of nesting seabirds, including over 16,000 pairs of storm-petrels. The colonies cover over 90% of the shoreline.

**RECOMMENDATION:** close all access, year-round.

- iv. String of rocks and islets to east of Bolkus Island

**RATIONALE FOR CLOSURE:** provides habitat for multiple species of nesting seabirds, including over 200 pairs of storm-petrels. The colonies cover over 90% of the shoreline.

**RECOMMENDATION:** close all access, year-round.

- b) Closely monitor salmon activity in the Salmon River, Marshall Inlet Creek, Windy Bay Creek, Gate Creek, Echo Harbour Creek and Scudder Point Creek and advise the AMB when salmon densities increase at the mouth of each watercourse. The camping closures may then be put in place to more effectively reduce the chance of negative human-bear encounters during the salmon runs.
- c) The exposed midden at Louscoone Point is culturally sensitive. Given that alternative camping areas exist, permanently close Louscoone Point to access.

## **3.0 Defining Appropriate Visitor Use Limits**

### **3.1 Overview**

Visitor access is managed to protect the area as well as the quality of the visitor experience, which can be defined as a unique combination of wilderness and Haida culture. Through the backcountry management plan, the AMB has set an overall visitor limit of 33,000 user-days/nights between April 1<sup>st</sup> and September 30<sup>th</sup> (a user-day/night is defined as a day or a night spent by a visitor or a tour guide). This is referred to as the overall visitor allocation. This allocation has been split equally among independent visitors (those that travel without the support of a guide), general tour operators and Haida tour operators, i.e. each group is allocated 11,000 user-days/nights.

Allocation use is managed through a reservation system for independent visitors and a commercial allocation system for tour operators.

#### ***Changes in Number of Visitors and Visitor-days/nights***

From 1996 to 2002 inclusive, the average number of visitors per year was 1,910 and the average number of visitor-days/nights per year was 10,539. From 2003 to 2010 inclusive, the average number of visitors was 1,986 and the average number of visitor-days/nights was 8,640. In comparing those two time periods, there has been 4% increase in the number of visitors but a 18% decrease in the number of visitor-days/nights. Looking specifically at day tour visitors, the 1996 – 2002 average was 365 while the 2003 – 2010 average was 590 – that is a 61% increase from the 1996 – 2002 average. That, in addition to an increase in shorter multi-day powerboat tours, explains

the discrepancy between the increasing average number of visitors and the decreasing average number of visitor-days/nights.

Looking specifically at multi-day tours, Table 1 shows the average percentage split among the five types of tours.

**Table 1:** Average percentage activity levels for the five types of multi-day tours in Gwaii Haanas for the periods 1996 – 2002 and 2003 – 2010.

Time Period	Kayaking	Sailing	Powerboating	Mothership Kayaking	Bed & Breakfast
1996 – 2002	36%	32%	24%	6%	2%
2003 – 2010	29%	27%	28%	12%	4% (2003 – 2009)

Based on these figures, kayaking and sailing are on the decline and while powerboating, mothership kayaking and bed and breakfast stays in Rose Harbour are on the rise.

From an overall use perspective, visitation remains well below the overall use level of 33,000 user-days/nights (see Table 2).

**Table 2:** Average overall use level (including visitor and tour guide use) for the periods 1996 – 2002 and 2003 – 2010

Time Period	Visitor-days/nights	Staff-days/nights	User-days/nights
1996 - 2002	10,539	1,841	12,380
2003 - 2010	8,640	1,728	10,368

### ***Changes to User Group Allocations***

In 2010, Gwaii Haanas set up its own reservation system. This was done because visitor satisfaction with the contracted call centre service was relatively low. Although it was more convenient for visitors to use this service due to extended evening and weekend hours, the operators had no experience in Gwaii Haanas and therefore could not offer trip planning assistance. Moving the reservation system back to the Gwaii Haanas administration office had the added benefit that no reservation fees were charged. Because the reservation system was now internal to Gwaii Haanas, the six stand-by spaces/day that were previously available were incorporated into the new reservation system. The decision to do this was based on conversations with locals, indicating that they were more deterred by the reservation fee than by the reservation process itself. The elimination of the stand-by spaces does, however, potentially prevent locals from

being able to make last-minute decisions about travelling to Gwaii Haanas if all reservations spaces on their day of travel are already full.

The 2003 backcountry management plan established a commercial limit of 22 tour clients per day per business to ensure that a diversity of services would continue to be available to visitors. The AMB has received requests from tour operators for exemptions to this policy because it impacts their ability to expand their operations. The only exemption that was granted was for a culturally-focused trip for Haida elders. A tour operator provided transportation services for the group and was also allowed to run a regularly scheduled tour simultaneously. Some tour operators have suggested that the AMB allow some flexibility with this policy. Suggestions include putting a 20% overbooking buffer on the 22 client/day limit or allow exemptions on a case-by-case basis with AMB approval. A buffer would allow larger operators a bit more flexibility in using their allocation without allowing new operators with larger passenger capacities to access Gwaii Haanas and, as a result, have more difficulties managing their operations within the 12 person ashore policy.

### ***Changes in Quality of Visitor Experience Indicator Values***

The backcountry management plan states that the primary indicator for quality of visitor experience will be the number of times visitors see more than 12 other visitors (not with their group) at any of the Haida Gwaii Watchmen sites. The standard, or threshold, set by the plan was that no more than 20% of trip log respondents would report seeing more than 12 other visitors on shore during peak season visits (July 15 – August 20), and no more than 10% would make such reports during the low (April 1 – May 14; September 15 – 30) and mid seasons (May 15 – July 14; August 21 – September 14).

A secondary indicator, extent of crowding reported while visiting any of the Haida Gwaii Watchmen sites, also continues to be measured. Standards are 5% for the non-peak season and 10% for the peak season.

When visitors are asked about crowding, they are also asked if the crowding detracted from their experience. Research on visitor coping strategies shows that visitors may rationalize their feelings of crowdedness so that it does not detract from their experience. Therefore, the detraction question is a way to measure if visitors are using coping strategies to manage their feelings of crowdedness in a wilderness environment.

Tables 3, 4 and 5 show the reports of more than 12 other visitors ashore at any of the Haida Gwaii Watchmen sites in the non-peak and peak seasons, as well as the reports of feeling at least slightly crowded at any of the Haida Gwaii Watchmen sites in the non-peak and peak seasons.



**Table 3: Percentage of visitor trip log respondents reporting more than 12 other visitors at any staffed cultural site during non-peak and peak seasons. Measures that exceeded standards are in bold.**

Year	Total visitors	Total visitor-days/nights	Percentage of independent visitors reporting 12 or more other visitors at a staffed cultural site during their visit (based on responses of those who answered this question)		Percentage of tour visitors reporting 12 or more other visitors at a staffed cultural site during their visit (based on the responses of those who answered this question)	
			<i>Non-Peak Season</i>	<i>Peak Season</i>	<i>Non-Peak Season</i>	<i>Peak Season</i>
1999	1,815	9,307	<b>11%</b>	6%	n/m	n/m
2000	1,870	10,155	<b>11%</b>	8%	n/m	n/m
2001	1,827	9,071	3%	5%	n/m	n/m
2002	1,910	8,780	2%	6%	n/m	n/m
2003	2,073	10,276	8%	6%	n/m	n/m
2004	2,155	9,572	5%	2%	3%	1%
2005	1,924	7,940	10%	1%	0%	9%
2006	2,134	8,788	7%	8%	6%	4%
2007	2,096	8,460	<b>14%</b>	6%	2%	2%
2008	1,970	8,720	2%	11%	2%	9%
2009	1,795	8,008	7%	8%	5%	4%
2010	1,737	7,355	6%	8%	0%	2%

n/m = not measured – tour visitor trip logs were not initiated until 2004

**Table 4: Percentage of independent visitor trip log respondents that felt at least slightly crowded at any staffed cultural site, as well as the extent to which crowding detracted from the experience. Measures that exceed standards are in bold.**

Year	Percentage of respondents that felt slightly to extremely crowded at one or more staffed cultural site		Percentage of respondents that felt that crowding was a detraction at one or more Haida Gwaii Watchmen sites	
	Non-Peak Season	Peak Season	Non-Peak Season	Peak Season
1999	<b>21%</b>	<b>21%</b>	12%	15%
2000	<b>22%</b>	6%	15%	9%
2001	<b>12%</b>	<b>28%</b>	3%	5%
2002	<b>15%</b>	<b>29%</b>	4%	8%
2003	<b>18%</b>	<b>22%</b>	2%	5%
2004	<b>20%</b>	<b>20%</b>	2%	2%
2005	<b>31%</b>	<b>12%</b>	5%	2%
2006	<b>10%</b>	<b>12%</b>	3%	4%
2007	<b>13%</b>	<b>32%</b>	2%	5%
2008	<b>16%</b>	<b>31%</b>	5%	8%
2009	<b>13%</b>	8%	3%	6%
2010	<b>11%</b>	6%	3%	3%

**Table 5: Percentage of tour visitor trip log respondents that felt at least slightly crowded at any staffed cultural site, as well as the extent to which crowding detracted from the experience. Measures that exceed standards are in bold.**

Year	Percentage of respondents that felt slightly to extremely crowded at one or more staffed cultural site		Percentage of respondents that felt that crowding was a detraction at one or more Haida Gwaii Watchmen sites	
	Non-Peak Season	Peak Season	Non-Peak Season	Peak Season
2004	8%	13%	4%	5%
2005	5%	10%	1%	3%
2006	8%	10%	1%	4%
2007	6%	18%	2%	4%
2008	3%	17%	<1%	4%
2009	10%	16%	2%	4%
2010	4%	18%	<1%	2%

In comparing the results in Tables 4 and 5, independents were slightly more likely than tour visitors to report that crowding detracted from their experience. Given that independents travel in smaller groups, such a difference is not unexpected.

### 3.2 Recommendations

- a) Set a standard for the average number of times that trip log respondents (representing all visitors) report that crowding is a detraction at 5% for the non-peak season and 10% for the peak season. If either of these standards are exceeded, then this will prompt an AMB review to determine the source of the detractions and to identify how these detractions can be minimized to ensure that Gwaii Haanas remains a place where visitors can continue to have opportunities for an uncrowded experience.
- b) Retain the commercial limit of 22 tour clients per day per business. Consider exemptions only under exceptional circumstances.

- c) Continue with an internal reservations system. Monitor local “turn-away” rate in 2012 and reintroduce 6 stand-by spaces/day if results show that local visitors are being negatively affected by the lack of stand-by spaces.

## **4.0 Determining Opportunities for Educational/ Non-Profit Access**

### **4.1 Overview**

The Backcountry Management Plan states that the AMB will provide educational permits to recognized educational institutions that can demonstrate that a trip in Gwaii Haanas relates directly to the institution’s curriculum. To minimize barriers to tour operators, the AMB allows operators to run trips under a special management designation if they provide services to an educational permittee; as a result, operators do not have to use their commercial tourism allocation to run these types of trips. Educational institutions or non-profit organizations/custodial groups that wish to organize a trip into Gwaii Haanas without having a direct link to curricula are invited to work with a licensed tour operator to facilitate their travel in the protected area; such trips do count against the tour operator’s allocation use.

In recent years, the AMB has received numerous requests from local schools and youth organizations (e.g. custodial groups such as the Girl Guides) to have the participants’ visitor use fees waived and sometimes also to waive the 12 person ashore limit so that a larger group can travel together. Because the AMB wants to encourage opportunities for youth to experience Gwaii Haanas, they have generally approved the fee waiver requests on the condition that Gwaii Haanas staff, rather than the tour operators, provide the visitor orientation to the group. This gives Gwaii Haanas staff an opportunity to interact directly with the participants and tailor the orientation messages to the group’s age and trip plans. However, the requests to waive the group size restriction have generally been denied to protect the experience of the individuals as well as to ensure that the group size remains at a level that Watchmen can comfortably manage on site.

Recently, all the trips done by the local schools and youth organizations have been only one day in length, thus reducing the level of immersion in the Gwaii Haanas experience. The best that can be achieved is to give the children a sense of what the place is about and hopefully inspire them to return with a group or with family on a separate, longer trip.

The Swan Bay Rediscovery Program, which was established in 2002, is focused on providing local youth with the opportunity to live in a wilderness environment and learn and experience Haida connections to the land and sea. Participants receive their orientation from Gwaii Haanas staff prior to departure, and there are occasional opportunities for participants to interact with Haida Gwaii Watchmen, Gwaii Haanas staff and researchers while in Gwaii Haanas.

## 4.2 Recommendations

- a) Develop guidelines for fee exemptions that Gwaii Haanas staff can use to determine whether fee exemptions should be granted.
  - What is the purpose of the trip?
  - Does the group link their trip to curriculum-based, prescribed learning outcomes?
  - Is the trip part of a Gwaii Haanas-sponsored program?
  - How does the group propose to share their Gwaii Haanas experience with their community?

# 5.0 Maximizing the Effectiveness of the Visitor Orientation Program

## 5.1 Overview

### *Changes to Orientation Delivery in Sandspit*

The most significant change to the delivery of the orientation program is that orientations for transport clients starting their trips in Sandspit are now available through a contractual arrangement with a licensed boat transport company that is based in Sandspit. Transport company employees who provide the orientation receive training from Gwaii Haanas staff to ensure consistent delivery standards. Gwaii Haanas agreed to try this approach for several reasons, including convenience for visitors and efficient use of staff resources. The program delivered by contract is at a very good standard and is well received by those visitors who attend it. Other independent visitors who do not use boat transport services must still participate in a Gwaii Haanas orientation in Skidegate or, with an advance reservation, in Sandspit.

### *Orientation Delivery Standards for Tour Operators*

Tour visitors continue to receive the orientation from their tour operator. Although guides receive information on the requirements for the orientation when they participate in their guide orientation (which is currently a one-time requirement), there is no ongoing evaluation of the orientation delivery by tour operators. While the orientation is supposed to be provided at the beginning of the trip, some operators say that they provide the orientation throughout their trip. The guide provides the appropriate orientation message so that the visitors are briefed as situations arise. Concerns with this approach are: the orientation was developed to proactively set the overall tone for how visitors are to conduct themselves when in Gwaii Haanas, and tour

visitor trip log results indicate that many visitors do not even realize that they receive an orientation.

### ***Requirements Regarding Frequency of Orientation***

Another issue related to the orientation is the frequency of this requirement. Currently, a visitor must receive the orientation at least once in a three year period. Gwaii Haanas does not receive a lot of repeat visitors, but for those that are, complete retention of all the orientation messages over three years is unlikely. For that reason, changing the orientation requirement to once per year is being considered.

## **5.2 Recommendations**

- a) In 2012, continue to provide orientations for transport clients in Sandspit through a contractual arrangement.
- b) Beginning in 2013, change to an annual requirement for the orientation for all visitors to Gwaii Haanas to ensure that every visitor, regardless of previous experience, is briefed on appropriate conduct while travelling in Gwaii Haanas.
- c) Revise the orientation process for implementation in 2013 as follows:
  - i. Create a new orientation process that will be mandatory for all visitors, regardless of whether they will be travelling independently or with a tour operator. The orientation will be stand-alone and will be made available to all visitors who plan their Gwaii Haanas trips in advance. The intent is to make the orientation available on the Internet to maximize convenience for visitors, but an email-out package may be used in 2013 as an alternative, in the interim, if the on-line orientation cannot be perfected by that operating season.
  - ii. For those visitors who do not pre-book their trips, Gwaii Haanas will ensure that a system is in place to provide an orientation to these guided or independent visitors prior to departure for Gwaii Haanas.
  - iii. An in-person orientation might not be available as a result of this new process.

*- same as ~~now~~ when you go to Hanauma Bay in Hawaii. At time you do at orientation*

## **6.0 Improving Implementation of the Group Size Policy**

### **6.1 Overview**

The Gwaii Haanas (Strategic) Management Plan for the Terrestrial Area states “Restrict party size to 12 people, including guides, on shore at any one time.” The Backcountry Management Plan further states that “Groups must be out of sight and sound of other groups to ensure an uncrowded experience for people within a given group, but also to

minimize the impact of visitors encountering another group.” The AMB also agreed in the last Backcountry Management Plan review (2003) that an apprentice guide could be included as a 13<sup>th</sup> person in a group.

Currently, the main issues with respect to the group size policy are

- (1) confusion about how the policy is interpreted at the Haida Gwaii Watchmen sites; and
- (2) effective management of groups at the Haida Gwaii Watchmen sites.

With respect to interpreting the policy, confusion is understandable due to the use of the words “on shore” in the strategic management plan. The AMB has agreed that it is acceptable to have more than one group ashore at a time, but each group must remain out of sight and sound of one another in order to minimize crowding issues. Therefore, the key to implementation of the group size policy is effective group management at the sites where multiple groups are most likely to interact, such as the Haida Gwaii Watchmen sites.

As has been discussed with tour operators, their willingness to coordinate visits at the Haida Gwaii Watchmen sites among themselves can go a long way to ensuring that each of their clients has an uncrowded experience while at these sites.

The AMB continues to receive occasional requests to allow a group to exceed the 12 person limit. Only in exceptional and rare circumstances will such requests be approved for an exemption. Other than such cases, the 12 person limit will remain in place.

## **6.2 Recommendations**

### ***Gandll K'in Gwaay.yaay/Hotspring Island***

- a) Gandll K'in Gwaay.yaay has often been used as a drop-off and pick-up location for independent kayakers who are using powerboat transportation services. Such activities contribute toward congestion at the site. Therefore, tour operators who provide such services will no longer be allowed to use this location as a meeting point for independent transportation services.
- b) The northeast beach is a popular waiting area, and management of human waste in this area will be dealt with in Section 7.0 on infrastructure.

### ***T'aanuu Llnagaay/Tanu***

- c) T'aanuu Llnagaay has also been used as a drop-off and pick-up location for independent kayakers who are using powerboat transportation services. Such activities contribute toward congestion at the site. Therefore, tour operators who provide such services will no longer be allowed to use this location as a meeting point for independent transportation services.

### **K'uuna Lnagaay/Skedans**

- d) Whenever possible, the Watchmen will manage groups so that there is only one group at the site at a time (or several groups with a cumulative total of no more than 12 persons, if the groups agree to combine into one to minimize waiting). Waiting groups should be advised to wait out of sight and sound of the village whenever possible.

## **7.0 Identifying Appropriate Levels of Infrastructure**

### **7.1 Overview**

The Strategic Management Plan defines situations where infrastructure may be appropriate:

*... Outdoor recreation activities which are within the capacity of the area's ecosystem, and which require few, if any, rudimentary services and facilities, will be permitted.*

*For purposes of protection and management, construction of facilities will be kept to necessary Watchmen camps, required operational facilities, and essential shelter and facilities for Haida cultural activities and sustainable, traditional renewable resources harvesting activities as set out in Section 6.1 (ix) of the Gwaii Haanas Agreement.*

*Fixed roof permanent accommodation will not be permitted in Gwaii Haanas except where required for emergency purposes...*

The majority of infrastructure-related projects that have been approved for management purposes, ecological protection or visitor experience at Haida Gwaii Watchmen sites have been completed. There are, however, a few outstanding issues related to visitor infrastructure that are discussed below.

#### **7.1.1 Visitor Infrastructure**

##### ***Back loop trail at SGang Gwaay***

With the exception of a few spots that have gangplank-style boardwalk, the majority of the back loop trail at this site has not been hardened. It had not been incorporated into the site plan because use was anticipated to be less than the rest of the trail, since not all visitors use this route. However, given the assumption above with respect to minimizing group interactions and the work that Gwaii Haanas is doing to promote a modest increase in visitation, it can be anticipated that this part of the loop trail will eventually need to be hardened to a greater extent than it now is. The path is now lower than the surrounding substrate due to duff and soil compaction; tree root damage from foot



traffic is resulting in further trenching of the trail. The trenches collect water which can, in turn, lead to further deepening of the trenches when traffic occurs in wet weather.

### ***Human waste management on northeast beach of Gandll K'in Gwaay.yaay***

As mentioned earlier, this beach often accommodates groups either waiting to go to the pools or being dropped off or picked up by powerboat transportation. This concentration of use over what can be several hours per group has been identified as a waste management issue at this location because intertidal use is not practical given the site's visibility and relatively high level of traffic. The removal of Gandll K'in Gwaay.yaay as a transportation hub would help to limit but would by no means eliminate the use of this area as a queuing point.

### ***Shower facilities at Gandll K'in Gwaay.yaay***

Visitors to this site are told that they must shower in the bath house prior to entering any of the hot pools. There are only two showers, and if there is a large group, extended waiting times can result. To further add to congestion, many visitors choose to also shower after they have used the pools. Given that Gandll K'in Gwaay.yaay is the busiest of the cultural sites and crowding issues are most common here, it has been suggested that the shower system be modified to include additional showers and change areas.

### ***Mooring buoy, water hose and boat clothesline facility standards***

Mooring buoys have been established in Gwaii Haanas for three reasons (1) buoys were set up by Fisheries and Oceans Canada to serve the fishing fleet; maintenance responsibilities were transferred to Parks Canada; (2) buoys were established to serve Gwaii Haanas management purposes; or (3) buoys were established to facilitate visitor mooring in areas where anchoring would damage sensitive marine ecosystems. Gwaii Haanas has received complaints from visitors and tour operators regarding the quality and maintenance of the mooring buoys. Those complaints include comments that the buoy floats are not yacht-friendly, some use salvaged materials such as recycled floats, and none are marked with the anchor weight nor provide a "last-serviced" date. Some mooring buoys are located in safe areas. However, lack of anchor weight information results in some boat operators avoiding their use, or operators know that the anchor weights are insufficient for their vessel size and therefore do not use them. In these situations, some boat operators feel that the presence of the mooring buoys interferes with their ability to safely anchor in these areas, which are often considered safe harbour in foul weather. Therefore, the presence of the buoys limits the availability of these safe locations for anchoring.

Water hoses were set up in Gwaii Haanas to allow boats to fill their water tanks while minimizing damage to riparian habitat. They are susceptible to "blow-outs" when heavy rain events increase flow rates to the point where the hose intakes are dislodged from the creek beds or clamped hoses separate due to the increased pressure. Tour operators will often take action to repair these hoses if they are not functioning when the operators need to refill their vessel's water tanks.

Boat “clotheslines” were set up at the Haida Gwaii Watchmen sites to facilitate access to Haida Gwaii Watchmen skiffs at all tide levels. Tour operators and visitors also use the clotheslines for their inflatables or skiffs, and if these facilities are damaged or out of service, Gwaii Haanas receives complaints that these features are not available.

Traditionally, Gwaii Haanas has funded a garbage collection system at Moresby Camp because the majority of visitors and tour operators begin and complete their trips here. The cost of providing this service was integrated into the user fee calculations. Parks Canada had an establishment commitment to provide a boat launch in this area, and, in 2009, that commitment was fulfilled through a partnership with the provincial and local governments. Moresby Camp is designated as a provincial recreational site. The provincial policy for these sites is that visitors use the provided facilities for free, but they are required to pack out their refuse – no garbage collection service is provided. Continued garbage collection service is in question given the provincial policy on garbage collection at their recreation sites. It is difficult for visitors and tour operators to dispose of their garbage because there are no other facilities that accept public garbage on Moresby Island except the local transfer station that has limited hours of operation.

## **7.2 Recommendations**

- a) Regarding the back loop trail at SGang Gwaay, investigate funding opportunities for installation of boardwalk along this section. In the interim, only encourage use of this trail during drier weather when foot traffic will not result in further deterioration of the trail's condition.
- b) With respect to human waste management on the northeast beach of Gandll K'in Gwaay.yaay, visitors and tour operators should be advised to avoid extended waits at this location, and instead time their arrival so that they can walk to the Watchmen longhouse and use the public outhouse there. Alternatively, kayak groups could land on the beach immediately in front of the longhouse so that they could use the outhouse without entering the shower area and disturbing other groups.
- c) To reduce congestion at the bath house at Gandll K'in Gwaay.yaay, investigate funding opportunities to modify the shelter to allow for four more change rooms and remodel the bathhouse to allow for six additional open (public) shower stalls to aid in increasing visitor flow through these facilities.
- d) Remove the mooring buoy on the “south beach” at SGang Gwaay due to lack of use by management or visitors.
- e) Move buoy on the east side of Rose Harbour back to one of the previous locations to provide better shelter.
- f) Replace large mooring buoys with fishing floats to avoid conflicts between mooring and anchoring. Floats will not damage vessels that are anchored in the area and could swing into the buoy.

- g) Because floats are too small to inscribe buoy specifications, update orientation messages to include information on mooring buoys, specifically (1) each buoy is attached to a single, 5-tonne anchor; (2) each buoy is attached to the anchor with polysteel line; (3) all buoys are inspected regularly; (4) none of the buoys are meant to give safe anchor in foul weather; and (5) all mariners use the buoys at their own risk.
- h) Upgrade Shuttle Island water hose to reduce the incidents of line breaks during heavy rain events.
- i) Clearly mark anchor locations of clotheslines to reduce the risk of the line being run over and caught or cut by a propeller. Upgrade line to more ultraviolet-resistant rope and check and replace as required to avoid hand injuries related to frayed rope.
- j) Explore opportunities for visitor garbage disposal in Sandspit or another location that is easily accessed by visitors.

## 8.0 Minimizing Camping Impacts

### 8.1 Overview

Although random camping is encouraged, there are 49 locations in Gwaii Haanas that are regularly used for camping by independent visitors and tour operators. These locations are identified as campsites for the purposes of monitoring visitor impacts. The Backcountry Management Plan states that “Outside these radii (around Haida Gwaii Watchmen sites where a higher level of physical impacts are acceptable, up to condition class 3, which is defined as 26-50% vegetation cover loss), the recommended standard is that no more than 20% of surveyed sites should have any use areas with condition classes of 3 or greater.” Of the 49 campsites mentioned above, 29 occurred outside zones of increased allowable impacts around the cultural sites of T’aanuu Llnagaay, Hlk’yah GaawGa/Windy Bay, Gandll K’in Gwaay.yaay/Hotspring Island and SGang Gwaay/Anthony Island. Of those 29 sites, 24% had a condition class of 3 or greater. Therefore, the plan’s 20% standard was exceeded.

The Backcountry Management Plan also states that “there should also be no net increase in the number of distinguishable campsites (condition class 1 or higher), nor a net increase in the total area of impact.” Of the 49 campsites that have retained identifiable visitor impacts since the campsite monitoring program was initiated in 1996, 61% have fewer impacts, 27% have the same level of impacts, and 12% have higher impacts. In addition, 11 other sites have been “delisted” as campsites because they no longer show recognizable visitor impacts. Of the 12% or 6 sites that have higher impacts, the last site measurements showed that 4 of those sites (67% of the sites with increasing impacts) had impacts higher than the standard set for those areas.

One issue that arose several years ago is that Environment Canada identified the use of the intertidal area for deposition of human waste (the “intertidal flush”) as a potential source of contamination to geoduck beds, which are a commercially harvested species in

Gwaii Haanas. Although no water testing was done to confirm whether water contamination was significant in close proximity to campsites, geoduck harvesting areas that were in the vicinity of campsites were closed during the visitor season. Gwaii Haanas will work with Environment Canada and Fisheries and Oceans Canada to determine a strategy to evaluate impacts of human waste in the intertidal zone. If contamination is confirmed, alternatives for human waste disposal will be developed.

The installation of bear poles and toilets have been suggested by some independent visitors and tour operators to reduce the impacts associated with hanging food out of reach of bears as well as inappropriate human waste management.

With respect to the campsite monitoring program itself, the following changes will be implemented:

- Simplify the ongoing campsite monitoring program to measure only campsite condition of each use area within a camping area. Each site should be formally monitored once every three years.
- Each campsite will receive a visual check by Gwaii Haanas staff at least once per year to verify that the campsite is in an acceptable condition (e.g. no fire pits, tree damage, refuse, signs of high foot traffic impacts), and also determine if there are any changes to wildlife activity within 500 metres of the campsite. If the campsite is not in acceptable condition or there are signs of new wildlife activity, then (1) clean-up will be completed, if required; (2) the site will be evaluated to determine whether continued use of the campsite will negatively impact the wildlife in question, and/or (3) the site will be added to the list of monitored campsites for that year so that the condition can be formally measured and recorded.
- If a new campsite is found, complete a full assessment of the site as set out in the campsite monitoring strategy.

## **8.2 Recommendations**

- a) Retain the undesignated camping policy, and therefore do not add additional infrastructure to any camping areas. Gwaii Haanas will continue to strive to improve the effectiveness of its no-trace camping messages in its trip planning and visitor orientation programs.

## **9.0 Defining Appropriate Flight Access**

The Backcountry Management Plan defines interim indicators and standards for evaluating the impact of floatplane and helicopter flights in Gwaii Haanas on visitor experience. The indicators and standards are as follows:

- while travelling on the water, independent trip log respondents will see, on average, no more than five floatplanes and one helicopter during their entire trip;
- while camping or mooring/anchoring, independent trip log respondents will see, on average, no more than three floatplanes and one helicopter on their entire trip;
- while at the Watchmen sites, independent trip log respondents will see, on average, no more than one floatplane and no helicopters.

Tables 6, 7 and 8 show the average aircraft encounter rates for various types of independent visitors in the three different locations between 1995 and 2010.

**Table 6: Average aircraft encounter rates for independent visitors while travelling on the water 1995 to 2010. Situations where the standard was exceeded for a specific type of visitor are indicated in bold.**

Year	Floatplanes Encountered by			Helicopters Encountered by		
	Kayakers/ Canoeists	Motorboaters	Sailboaters	Kayakers/ Canoeists	Motorboaters	Sailboaters
1995	3.3	2.9	4.9	0.9	0.7	0.9
1997	3.9	3.3	2.3	0.7	0.9	0.3
1998	4.9	2.3	2.9	1.0	0.6	0.4
1999	<b>5.1</b>	2.1	1.3	<b>1.3</b>	0.4	0.5
2000	4.5	2.0	2.1	<b>1.3</b>	0.3	<b>1.2</b>
2001	4.3	1.4	3.3	0.8	0.3	0.6
2002	3.6	4.9	1.6	0.7	<b>1.5</b>	0.4
2003	2.9	1.1	1.9	0.4	0.3	0.4
2004	4.5	0.5	2.4	<b>1.4</b>	0.4	0.5
2005	3.0	0.7	1.4	<b>2.1</b>	0.1	0.9
2006	2.8	0.5	2.3	<b>1.3</b>	0.2	0.5
2007	2.2	0.8	0.9	0.6	0.0	0.5
2008	1.9	1.2	2.6	0.7	0.0	0.2
2009	1.2	0.5	1.2	0.3	0.2	0.4
2010	1.9	1.9	0.7	0.4	0.3	0.1

**Table 7: Average aircraft encounter rates for independent visitors while camped, moored or anchored from 1995 to 2010**

Year	Floatplanes Encountered by			Helicopters Encountered by		
	Kayakers/ Canoeists	Motorboaters	Sailboaters	Kayakers/ Canoeists	Motorboaters	Sailboaters
1995	0.9	0.6	0.6	0.1	0.3	0.2
1997	1.6	1.0	0.4	0.2	0.2	0.0
1998	2.5	0.9	1.5	0.5	0.1	0.1
1999	2.2	0.9	0.9	0.8	0.3	0.1
2000	2.3	1.2	0.9	0.3	0.5	0.6
2001	2.0	2.2	0.8	0.4	0.1	0.2
2002	2.3	1.6	0.9	0.4	0.3	0.1
2003	1.2	0.7	0.5	0.2	0.1	0.1
2004	3.1	1.8	2.0	0.5	0.0	0.1
2005	0.5	0.0	0.6	0.3	0.0	0.1
2006	0.3	0.03	0.7	0.2	0.0	0.05
2007	1.2	0.4	0.2	0.1	0.0	0.0
2008	0.5	0.0	0.2	0.0	0.0	0.0
2009	0.2	0.2	0.2	0.0	0.0	0.0
2010	0.4	0.3	0.3	0.0	0.1	0.0

**Table 8: Average aircraft encounter rates for independent visitors while at the Haida Gwaii Watchmen sites from 1995 to 2010**

Year	Floatplanes Encountered by			Helicopters Encountered by		
	Kayakers/ Canoeists	Motorboaters	Sailboaters	Kayakers/ Canoeists	Motorboaters	Sailboaters
1995	0.6	0.6	0.7	0.1	0.2	0.2
1997	0.5	0.8	0.5	0.0	0.1	0.2
1998	0.7	0.3	0.5	0.1	0.1	0.1
1999	0.4	0.1	0.0	0.1	0.0	0.1
2000	0.2	0.2	0.1	0.0	0.0	0.1
2001	2.0	2.2	0.8	0.0	0.2	0.1
2002	0.3	0.3	0.2	0.0	0.2	0.1
2003	0.4	0.1	0.3	0.0	0.0	0.0
2004	0.4	0.4	0.8	0.0	0.0	0.0
2005	0.1	0.1	0.1	0.0	0.0	0.0
2006	0.3	0.03	0.3	0.03	0.0	0.05
2007	0.6	0.2	0.3	0.0	0.0	0.0
2008	0.2	0.1	0.4	0.0	0.0	0.0
2009	1.7	2.8	3.3	0.0	0.0	0.1
2010	0.1	0.0	0.1	0.0	0.0	0.0

The results from these tables show that the only circumstance of the standard being exceeded when averaged across all independent visitors was in 2009, when independents reported seeing, on average, more than 1 floatplane during their visits to Haida Gwaii Watchmen sites. However, this appears to be an anomaly, as shown by the 2010 results. The reason for the higher than normal encounter rates in 2009 is not known.

The backcountry management plan makes reference to a code of ethics that the aircraft operators follow. The code of ethics was recommended because Parks Canada does not have jurisdiction over the airspace above Gwaii Haanas. However, the points identified as a code of ethics could be incorporated into the business licences of aircraft companies, thereby making these statements requirements rather than just recommendations.

## 9.2 Recommendations

- a) Continue to monitor independent visitor encounter levels with aircraft against the standards set in the Backcountry Management Plan. If standards are exceeded, review the level of aircraft access to determine if an increase in traffic is the cause or other factors are contributing to the impact on visitor experience.
- b) Incorporate the following points from the code of ethics as requirements into the terms and conditions of aircraft operators business licences:
  - When weather permits, aircraft operators should use routings and elevations that will minimize noise disturbance to wilderness travellers. Such routings would be inland along the backbone of the San Christoval range or along the west coast of Moresby Island.
  - No low overflights or passes over cultural sites are allowed.
  - Helicopters will be permitted to land at K'uuna Llnagaay under specific guidelines and conditions.
  - Overflights of the Steller sea lion rookery (Kerouard Islands), and sea lion and seal haulouts are to be kept above 300 metres so as to minimize disturbance.
  - Fuel caches are not permitted without the specific written approval.

## 10.0 Providing Effective and Low Impact Access at Burnaby Narrows

### 10.1 Overview

In June 2010, Gwaii Haanas National Marine Conservation Area Reserve and Haida Heritage Site was established under the *Canada National Marine Conservation Areas Act*. The interim plan for the marine area established guiding principles, management objectives, and a suite of implementation strategies and actions to guide work priorities that will be advanced after establishment. This will lead to the development of a comprehensive management plan for the marine area within five years of establishment. Thereafter, the management plan will be reviewed on an ongoing five-year basis.

The development of an initial zoning plan is a formal requirement of the *Canada National Marine Conservation Areas Act*. The areas presented in the Interim Zoning Plan protect an initial sample of key areas of high biophysical diversity, special, rare and sensitive ecosystem elements, and areas of cultural significance. Six key areas, amounting to 3% of the Gwaii Haanas Marine area, have been selected as zones of full protection. Commercial and recreational extraction (fishing and harvesting) will not be permitted in these areas and, through development of the management plan, other



activities will be evaluated to determine if further restrictions in these areas are warranted. Burnaby Narrows, along with Bag Harbour and Island Bay, was chosen as one of these key areas. Therefore, recreational and commercial marine harvesting are no longer allowed in this area. Burnaby Narrows is already closed to camping. Day use access continues to be allowed but walking in the intertidal area continues to be strongly discouraged. Future evaluations of visitor activities in Burnaby Narrows will be done as management of the Gwaii Haanas marine area evolves.

## **10.2 Recommendations**

- a) Although the backcountry management plan called for mooring buoys on both sides of Burnaby Narrows to minimize the impacts of anchoring while visiting and scouting the narrows, only one buoy has been installed north of the narrows. Use of this buoy is quite low, and thus the south end buoy will not be installed.

# **11.0 Developing Fair and Effective Strategies for Management of Commercial Activities**

## **11.1 Overview**

As was mentioned in Section 3.1, allocations of 11,000 user-days/nights each have been set for general and Haida tour operators. Each business is provided an individual allocation for its operation. For those businesses that were operating when the system was established in 1996, individual business allocations were calculated based on historical levels of use. Initially, the general tour operator allocation was over-subscribed, and thus there were no new business opportunities for this category of tour operator.

The Haida allocation is held communally by the Secretariat of the Haida Nation. Haida businesses must be a minimum of 51% Haida owned and operated. Businesses wishing to use a portion of this allocation must submit a proposal, as per the business licensing guide, to the AMB. The AMB will review the request in consultation with the Council of the Haida Nation/Secretariat of the Haida Nation, and, if approved, the business will be provided with a licence, including terms and conditions for operation of the business.

Until 2008, the only way that a new general operator could work in Gwaii Haanas was to apply to have the allocation of an existing operator transferred if s/he were planning to purchase the business. If the AMB approved the transfer, then the new operator would be provided with a new business licence once the bill of sale was received. The main benefit of this system is that it allows an operator to include the “value” of the Gwaii Haanas allocation in the overall valuation of the business. There are, however, several problems with this system, which include the following:

- a sole proprietorship cannot be legally sold as the business and the owner of the business are one in the same “person”;
- if a business that operates in other locations besides Gwaii Haanas chooses to cease operations in Gwaii Haanas and wants to sell only that portion of the business, the system does not allow for a transfer of allocation;
- if a business is incorporated, the definition of sale of the business requires clarification;
- this system does not provide “transparency”, i.e. the allocation does not go back to a pool from which any potential new operator could apply to use allocation.
- allowing allocation to be transferred with the sale of the business creates the perception that businesses “own” the allocation. Some tour operators argue that their business is equivalent to their retirement package. That is, having the ability to sell the business provides these self-employed individuals with retirement income. However, the AMB never relinquishes ownership of allocation when it is issued to a business. Instead the use of allocation is issued to businesses that qualify to operate in Gwaii Haanas under the terms and conditions of annual business licences.

Gwaii Haanas has a “use it or lose it” policy with respect to existing operators as well. There are two components to this policy. The first is that a business must run at least one trip every three years, otherwise it will lose its entire allocation and opportunity to apply for a business licence as an existing operator. Trips must be commercial in nature i.e. not non-paying staff-only or family-only trips. The second component is that businesses must use at least 50% of their allocation, on average, in their three best years of an allocation review period, otherwise they lose 50% of their allocation. The last review was completed in the fall of 2007, and the next review is scheduled to occur in the fall of 2012.

This use-it-or-lose-it policy is in place to ensure that only those operators who are committed to working in Gwaii Haanas continue to have the opportunity to do so. It is also designed to reduce the chance that allocation will become viewed as a commodity, as has occurred in with fishing quotas in the commercial fishing industry. Revisions to the Backcountry Management Plan done in 2003 provided the opportunity for tour operators to donate their unneeded allocation to a pool to which existing and new operators could apply for allocation. The incentive for doing so would be to avoid losing a full 50% of a business’s allocation if it was operating at a low capacity. To date, however, there have been no donations to this pool.

Clarification on what constitutes “activity” under the three year use-it-or-lose-it policy is required, as the current wording in the 2003 backcountry management plan is not sufficiently explicit on the types of activity that qualify under this policy. The revised backcountry management plan will clarify that activity means that there has to be at least one paying client aboard a trip to qualify as “activity” under the policy i.e. staff-only trips will not be considered a qualifying activity under this policy.

By 2007, the AMB became concerned that through a slow attrition of existing businesses, there would eventually be a loss of a variety of visitor opportunities to travel with tour operators (some businesses ceased to operate altogether or ceased to operate in Gwaii Haanas but continued to operate elsewhere; in either case, businesses were not sold). Because of this concern, the AMB developed a competitive process to allow new businesses to apply for one of three multi-day allocations of a maximum of 550 user-nights. The process was initiated in the spring of 2008, and three new businesses were chosen. Those businesses had to run at least one trip by the end of 2009 in order to retain their allocation. Two businesses met this criterion but one lost its allocation due to a lack of use.

11,000 user-days/nights are allocated for use by general tour operators in the Backcountry Management Plan. In 2010, general tour operators were allocated a total of 13,771 user-days/nights. Actual use of the general tour operator allocation in 2010 was 6,996 user-days/nights, or 51% of the total allocation, which is well below the 11,000 user-days/nights threshold.

Gwaii Haanas no longer automatically renews business licences, as is stated in the Backcountry Management Plan, because of the need for licensees to sign an indemnification clause. Therefore, each fall, all operators with existing allocations are sent a business licence application which they are required to complete by the end of February in order to qualify to operate in Gwaii Haanas that same year. Other licensing requirements, which include vessel certification, commercial general liability insurance coverage (and protection and indemnity insurance coverage, if the commercial general liability insurance policy does not cover activities on the water) and licensing fees, remain in place. However, the AMB is considering increasing the insurance coverage requirements from \$1 million to \$2 million. This increase is being considered in order to protect Canadians and the Haida Nation from increasing costs associated with legal action that may be taken by a client of a tour operator as a result of some incident. Tour operators are required to include coverage for Her Majesty the Queen in Right of Canada and the Secretariat of the Haida Nation so that the costs of any lawsuit related to the business's operations are covered by the business's insurance policy. Depending upon the size of the business, the increase in insurance costs as a result of increasing coverage to \$2 million is estimated to be between \$300 and \$500 per year.

## **11.2 Recommendations**

- a) Given that less than half of the 33,000 user-days/nights cap is currently being used, allow new businesses to apply for a business licence for the 2013 operating season.
- b) With respect to sale of businesses, develop a transparent allocation transfer process where the AMB continues to retain control of the Gwaii Haanas allocation.
- c) Increase the minimum insurance requirement from \$1 million to \$2 million to compensate for the increasing risk of higher value lawsuit claims.

# 12.0 Developing Appropriate Guide Standards for Gwaii Haanas

## 12.1 Overview

Guides are defined as those people who provide direction, logistical support and information to those participating in a commercial tour of Gwaii Haanas. Guide standards are necessary to ensure that people who take visitors into Gwaii Haanas have the necessary skill set to safely guide people throughout their stay in the protected area.

The following changes in guide standards have occurred since the last backcountry management plan review:

- all operators of small passenger vessels (less than 5 gross tonnage carrying no more than 12 passengers) must have valid Small Vessel Operator Proficiency certification issued by Transport Canada;
- the minimum wilderness first aid standard has been revised to a 24 hour course with CPR “B”, rather than “C”. The predominant difference between CPR “B” and “C” is that “B” trains for one-person CPR while “C” trains for two-person CPR. Since guides are allowed to work alone, the AMB agreed to change the requirement from “C” to “B”.
- kayak guides who are certified through the Sea Kayak Guides Alliance of British Columbia (SKGABC) must show proof of their having advanced wilderness first aid training appropriate to type of guiding (assistant guides require a shorter course than full guides). This requirement was put in place because the SKGABC now allows its kayak guides to use occupational first aid certification as equivalent to wilderness first aid certification if the guide has been certified in wilderness first aid at least once.

The training in and provision of first aid continues to be a point of contention because

- (1) it is difficult to find a 24 hour wilderness first aid course in British Columbia;
- (2) some businesses interpret the business licence condition of requiring a guide with first aid training to accompany the group at all times quite loosely, e.g. a group might be ashore with a non-first aid guide at a Haida Gwaii Watchmen site while another guide with first aid remains on the boat nearby; and
- (3) some recertification courses do not meet the 24 hour minimum requirement.

The intent of the condition of the licence is to ensure that there is a first aid attendant who is immediately available to attend to a client who is in need of immediate care e.g. deadly bleed, choking, heart attack, anaphylactic shock. Further clarification of this requirement is needed to ensure that appropriate first aid is available to tour clients at all times.

Gwaii Haanas does not currently require guides to provide proof of marine radio operators certificate, but it is not a prerequisite for all guide certifications (e.g. first aid). This current gap should be rectified, as all guides are expected to be able to communicate via VHF radio and an operator's certificate is a legal requirement for everyone who operates a marine VHF radio.

There was a downgrading of guiding requirements for dive platforms from a dive master to a certified diver. The rationale was that Gwaii Haanas was only licensing dive platforms, not dive guiding, and thus a lower level of certification was required. However, another review of this activity revealed that the dive master certification is reasonable for those guides responsible for supervising certified divers during diving activities.

Gwaii Haanas has not established a minimum age for guides, but given the level of responsibility required for acting as a guide in Gwaii Haanas, a minimum age should be considered.

To date, Gwaii Haanas has not required fixed wing pilots, regardless of whether they are acting as guides or strictly providing transportation services, to provide proof of their pilot's licence or to have first aid certification. The rationale for these decisions is that licensed pilots are a requirement under Transport Canada's air operator's certificate, and that it would not be reasonable to expect that a pilot would be required to provide first aid, given that they are fully committed to flight requirements. While the rationale with respect to first aid training is valid, the exemption from providing a copy of the pilot's licence is not consistent with Gwaii Haanas' requirement that mariners provide appropriate proof of their operator's certificate.

## **12.2 Recommendations**

- a) Accept St. John Ambulance Standard Wilderness First Aid (21 hours including CPR "B") as the minimum standard for a wilderness first aid course for non-kayak guides. Any other wilderness first aid courses that meet or exceed this course will also be accepted.
- b) Recertification resulting in issuance of a current wilderness first aid certificate that has been issued by the same certifying body as the original certificate will be accepted.
- c) Require that all guides have at least the minimum standard wilderness first aid.
- d) Kayak guides will be required to show proof of wilderness first aid training of the length required for their certification if their certifying body accepts occupational first aid training as an equivalent.
- e) All guides whose professional certification does not require them to provide a copy of a valid marine radio operator's certificate must provide a copy with their Gwaii Haanas guide application.

- f) For dive platform activities, at least one guide with dive master certification must be present during all diving activities.
- g) Require fixed-wing pilots to provide a copy of their valid pilot's licence when applying for registered guide status. Those pilots who do not obtain guide status due to strictly providing transportation services must still provide a copy of their pilot's licence and be registered to provide transportation services under a licensed business.
- h) Set the minimum age for a Gwaii Haanas guide at 18 years.

# Gwaii Haanas

National Park Reserve, National  
Marine Conservation Area Reserve,  
and Haida Heritage Site

Réserve du parc national, réserve  
d'aire marine nationale de conservation,  
et site du patrimoine haïda

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November 4, 2011

File #8320-4-1-1

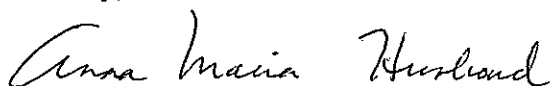
## Review of the Gwaii Haanas Backcountry Management Plan

Gwaii Haanas discontinued production of its Backcountry Newsletter last year, but as a previous reader of this newsletter, we thought that you would be interested in providing input into the review of the Backcountry Management Plan. This plan is a policy document that provides direction on the management of visitor activities in Gwaii Haanas. I hope that you will have the time to review and comment upon the recommended changes to the plan. I have enclosed a response form as well as an entry form for a draw for one of five \$75 gift cards from Mountain Equipment Co-op. The draw will occur on December 16 2011.

More information on the review is provided in the enclosed document's introductory section. However, if you have any questions about the review process or require further clarification on any of the recommended changes, please do not hesitate to contact me for more information. I can be reached by phone at 259-559-6322, toll-free at 1-877-559-8818, or by email at [annamaria.husband@pc.gc.ca](mailto:annamaria.husband@pc.gc.ca).

Thank you so much for your time, and we look forward to receiving your feedback!

Sincerely,



Anna Maria Husband  
Visitor Services Team Leader  
Gwaii Haanas National Park Reserve, National Marine Conservation Area  
Reserve, and Haida Heritage Site  
PH: 250-559-6322  
EMAIL: [annamaria.husband@pc.gc.ca](mailto:annamaria.husband@pc.gc.ca)

Enclosures (3)



**VILLAGE OF PORT CLEMENTS**

**BYLAW NO.388, 2011**

**A Bylaw of the Village of Port Clements  
Respecting an Amended Financial Plan for the Years 2011-2015**

The Council for the Village of Port Clements in open meeting assembled enacts as follows:

1. Schedule "A" attached hereto and made a part of this bylaw is hereby adopted and comprises the Amended Financial Plan for the Village of Port Clements for the years 2011 through 2015, ending December 31, 2015.
2. This bylaw may be cited for all purposes as the "Amended Financial Plan Bylaw No. 388, 2011".

READ A FIRST TIME THIS	17 DAY OF OCTOBER, 2011.
READ A SECOND TIME THIS	17 DAY OF OCTOBER, 2011.
READ A THIRD TIME THIS	7 DAY OF NOVEMBER, 2011.

RECONSIDERED AND FINALLY ADOPTED THIS      28 DAY OF NOVEMBER, 2011.

---

IAN GOULD  
ACTING MAYOR

---

HEATHER NELSON-SMITH  
CLERK/TREASURER

---

CERTIFIED A TRUE COPY OF VILLAGE OF  
PORT CLEMENTS FINANCIAL PLAN AMENDMENT, BYLAW NO. 388, 2011

G-1



**Schedule "A"**

**General Fund**

	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
	<b>Budget</b>	<b>Budget</b>	<b>Budget</b>	<b>Budget</b>	<b>Budget</b>
Property Tax- Municipal	124,865	127,362	129,910	132,508	135,158
Payments in Lieu	7,113	7,113	7,113	7,113	7,113
Sales of Services	12,028	12,028	12,028	12,028	12,028
Revenue From Own Sources	50,530	51,130	51,130	51,130	51,130
Unconditional Transfers	406,000	406,000	406,000	406,000	406,000
Conditional Transfers	186,933	39,025	39,025	39,025	39,025
Multi Purpose Building Revenue	14,700	14,700	14,700	14,700	14,700
Transfers From Reserves	100,493	0	0	0	0
Collections for Other Agencies	193,936	193,309	193,309	193,309	193,309

<b>Total Revenues</b>	<b>1,036,593</b>	<b>850,667</b>	<b>853,215</b>	<b>855,813</b>	<b>858,463</b>
Legislative Expenses	35,300	40,300	35,300	35,300	35,300
General Administration	190,450	182,650	181,580	183,547	189,551
Fire Department	46,250	46,250	46,250	46,250	46,250
Emergency Services	10,750	750	750	750	750
Common Services	19,000	19,000	19,000	19,000	19,000
Wharf Services	10,400	10,400	10,400	10,400	10,400
Small Craft Harbour	27,224	9,350	9,350	9,350	9,350
Roads	92,300	58,800	58,800	58,800	58,800
Environmental Health	2,080	1,080	1,080	1,080	1,080
Environmental Development	6,000	6,000	6,000	6,000	6,000
Parks and Recreation	68,600	39,100	39,100	39,100	39,100
Cultural Buildings and Facilities					
Fiscal Services	1,400	1,400	1,400	1,400	1,400
Contributions to Reserves	0	19,382	28,000	28,631	25,277
Capital Expenses	179,012	10,000	10,000	10,000	10,000
Multi Purpose Building Expenses	58,000	57,000	57,000	57,000	57,000
Amortized asset contribution to reserve	154,896	154,896	154,896	154,896	154,896
Taxes Levied for Other Agencies	194,936	194,309	194,309	194,309	194,309

<b>Total Expenses</b>	<b>1,036,593</b>	<b>850,667</b>	<b>853,215</b>	<b>855,813</b>	<b>858,463</b>
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<b>Surplus/(Deficit)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
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**"Schedule A"**

**Water Fund**

	2011 Budget	2012 Budget	2013 Budget	2014 Budget	2015 Budget
Fees & Taxation	98,566	102,000	111,815	111,815	111,815
Grants	586,000	576,343	40,000	40,000	40,000
<b>Total Revenues</b>	<b>684,566</b>	<b>678,343</b>	<b>151,815</b>	<b>151,815</b>	<b>151,815</b>
Operating Expenses	77,300	79,800	79,800	79,800	79,800
Capital Expense	586,089	576,343	0	0	0
Contribution to Reserves/Amortized assets	21,177	22,200	72,015	72,015	72,015
<b>Total Expenses</b>	<b>684,566</b>	<b>678,343</b>	<b>151,815</b>	<b>151,815</b>	<b>151,815</b>
<b>Surplus/ (Deficit)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

The amendment increases the value of the water treatment plant as resolved on September 12, 2011 and takes the surplus from the Community Works fund to compensate for the expense of \$100,000.00. In addition the original budget had all of the expense in 2011, this has been split to allow for the expense to march

**"Schedule A"**

**Sewer Fund**

	2011 Budget	2012 Budget	2013 Budget	2014 Budget	2015 Budget
Fees & Taxation	59,316	61,956	61,956	61,956	61,956
Grants & Transfers	62,086	0	0	0	0
<b>Total Revenues</b>	<b>121,402</b>	<b>61,956</b>	<b>61,956</b>	<b>61,956</b>	<b>61,956</b>
Operating Expenses	52,000	46,920	46,920	46,920	46,920
Capital Expenses	54,366	0	0	0	0
Contribution to Reserves/Amortized assets	15,036	15,036	15,036	15,036	15,036
Debenture	0	0	0	0	0
<b>Total Expenses</b>	<b>121,402</b>	<b>61,956</b>	<b>61,956</b>	<b>61,956</b>	<b>61,956</b>
<b>Surplus/ (Deficit)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

**"Schedule A"**

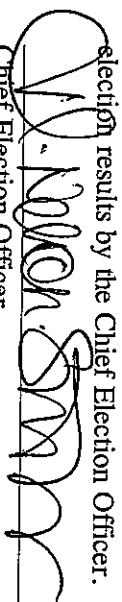
	<b>2011 Budget</b>	<b>2012 Budget</b>	<b>2013 Budget</b>	<b>2014 Budget</b>	<b>2015 Budget</b>
<b>Capital Projects</b>					
<b>General</b>					
Fire Department Equipment	7,500	7,500	7,500	7,500	7500
Concession Stands	40,012	0	0	0	0
Trail extension	94000				
Entrance sign install	3000				
Public Works Truck	12500				
<b>Water</b>					
Water System Upgrade	586,089.00				
<b>Sewer</b>					
Lift Station					
Sewage Upgrade	54,366				

## VILLAGE OF PORT CLEMENTS

DETERMINATION OF OFFICIAL ELECTION RESULTS  
GENERAL LOCAL ELECTION - 2011

	CHEER	HADLEY	FALCONBRIDGE	GASPAR	GOULD	STEWART	THOMAS
Advance Voting Opportunity: NOVEMBER 9, 2011 MULTI PURPOSE BUILDING	14	4	10	13	16	5	11
NOVEMBER 19, 2011 MULTI PURPOSE BUILDING	95	22	48	95	93	45	76
TOTAL NUMBER OF VALID VOTES CAST	109	26	58	108	109	50	87

These preliminary results are based on the ballot accounts prepared at each of the above mentioned voting places and are subject to determination of official election results by the Chief Election Officer.

  
Chief Election Officer

**THE VILLAGE OF PORT CLEMENTS**  
**DECLARATION OF OFFICIAL ELECTION RESULTS**  
**GENERAL LOCAL ELECTION – 2011**

**Mayor & Council**

I, Heather Nelson-Smith, Chief Election Officer, do hereby declare elected the following candidates, who received the highest number of valid votes for the office of Mayor and Council.

1. Wally Cheer – Mayor
2. Kazamir Falconbridge- Councillor
3. Matt Gaspar- Councillor
4. Ian Gould- Councillor
5. Urs Thomas- Councillor

Dated at Port Clements, BC  
this 21 day of November, 2011.

  
Chief Election Officer

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# VILLAGE OF PORT CLEMENTS

## Cheque Listing For Council With GL Numbers

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2011-Nov-25

11:13:01 AM

Cheque	Date	Name	Expense GL Number	Invoice	Description	Invoice Amount	Cheque Amount
20110566	2011-11-07	A.L. CONDROTTE			PAYMENT		672.00
			10-2-71-89-40	1145	10 LOADS WASTE FROM WATER DR+F	640.50	
20110598	2011-11-22	Abfam Enterprises			PAYMENT		96.82
			10-2-24-70-00	8903	2X10 SPF #2	92.28	
20110599	2011-11-22	ACKLANDS GRAINGER			PAYMENT		188.12
			10-2-71-21-12	437202974	COUPLER ONLY ADJ BALL 2IN, WIDE BL	53.14	
			40-2-42-20-35	437202974	COUPLER ONLY ADJ BALL 2IN, WIDE BL	126.16	
20110567	2011-11-07	BEACHY MECHANICAL			PAYMENT		174.83
			10-2-24-80-10	106	PCVFD FUEL	174.83	
20110568	2011-11-07	BIG RED			PAYMENT		270.48
			10-2-71-21-15	11839	WEEKLY CONTAINER SERVICE RATE	257.80	
20110569	2011-11-07	BLUE CROSS			PAYMENT		568.80
			10-2-12-10-10	November	NOVEMBER PREMIUMS	568.80	
20110600	2011-11-22	Board of School Trustees			PAYMENT		10,816.32
			10-2-71-21-10	01-12-032	UTILITIES+FUEL OF MPBC TO SCHOOL	2,826.15	
			10-2-71-21-11	01-12-032	UTILITIES+FUEL OF MPBC TO SCHOOL	1,293.23	
			10-2-71-21-15	01-12-032	UTILITIES+FUEL OF MPBC TO SCHOOL	1,196.77	
			10-2-71-21-25	01-12-032	UTILITIES+FUEL OF MPBC TO SCHOOL	4,993.15	
20110601	2011-11-22	BRITISH COLUMBIA LIFE & CASUALTY C			PAYMENT		306.36
			10-4-27-00-30	Nov 2011	MONTHLY PREMIUMS	306.36	
20110570	2011-11-07	C. AND C. BEACHY CONTRACTING LTD			PAYMENT		1,008.00
			10-2-71-89-40	30N	MOVE ALDER LIMBS	106.75	
			10-2-71-89-50	31N	INSTALL CULVERTS AT CEMETARY + S	427.00	
			40-2-42-20-35	32N	DIG HOLE FOR SANI DUMP LIFT STATIO	106.75	
			40-2-42-20-35	33N	PUMP JASPER ST	320.25	
20110602	2011-11-22	Canadian Western Mechanical			PAYMENT		18,144.00
			30-2-41-10-20	Nov 15 201	PROGRESS PYMT CERTIFICATE NO. 1	17,293.50	
20110603	2011-11-22	Ferretti, Sharon			PAYMENT		575.00
			10-2-12-13-00	Nov 21 201	DEPUTY CEO	575.00	
20110571	2011-11-07	HUB			PAYMENT		1,853.26
			10-2-24-70-00	IN0002468	PUMPER SERVICE	1,766.39	
20110604	2011-11-22	LOCAL GOVT MGMT ASSOC. OF BC			PAYMENT		222.88
			10-2-12-11-50	11299	JOB POSTING-PUBLIC WORKS SUPERI	212.43	
20110605	2011-11-22	MUNICIPAL INFORMATION SYSTEMS IN			PAYMENT		304.52
			10-2-12-11-20	20111283	SOFTWARE SUPPORT	290.25	
20110606	2011-11-22	NELSON-SMITH, HEATHER			PAYMENT		880.00
			10-2-12-13-00	Nov 21 201	CHIEF ELECTION OFFICER	880.00	
20110607					PAYMENT		400.00
			10-2-32-31-00	November	SET OF 4 WINTER TIRES 205/15 FOR P	400.00	
20110577	2011-11-07	North Lands Water & Sewer Supplies Ltd			PAYMENT		95.88
			30-2-41-40-00	16522	O-RINGS + VALVE DISC	91.39	
20110608	2011-11-22	NORTH PACIFIC SEAPLANES LTD.			PAYMENT		44.00
			10-2-12-13-00	010673	SMALL BOX	20.97	
			30-2-41-20-00	015583	SMALL TOTE	20.97	
20110573	2011-11-07	NORTHERN LABS LTD.			PAYMENT		104.16
			40-2-42-90-50	88211	SAMPLES	99.28	
20110609	2011-11-22				PAYMENT		336.00
			30-2-41-20-00	88250	WATER SAMPLES	320.25	
20110610	2011-11-22	Pete the Electrician			PAYMENT		254.39

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# VILLAGE OF PORT CLEMENTS

## Cheque Listing For Council With GL Numbers

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2011-Nov-25

11:13:01 AM

Cheque	Date	Name	Expense GL Number	Invoice	Description	Invoice Amount	Cheque Amount
20110610	2011-11-22	Pete the Electrician	40-2-42-20-35	106 2011	CORRECT WIRING OF FLOATS,REPLAC	242.46	254.39
20110574	2011-11-07	PORT AIR CARGO			PAYMENT		50.40
			10-2-12-13-00	VPC1011	DELIVERIES FROM NORTH PACIFIC SE	16.01	
			30-2-41-20-00	VPC1011	DELIVERIES FROM NORTH PACIFIC SE	32.02	
20110611	2011-11-22	PORT CLEMENTS SENIORS			PAYMENT		1,200.00
			10-2-12-99-30	Nov 2011	GWAIL TRUST CHRISTMAS FUND	1,200.00	
20110612	2011-11-22	ROOTHAM SERVICES GROUP INC.			PAYMENT		12,286.40
			10-2-34-00-71	1003	INSTALL OF POWER PEDESTALS AT DO	10,248.00	
			10-2-34-00-71	982	INSTALL MOULDED BREAKERS	1,462.47	
20110613	2011-11-22	ROYAL CANADIAN LEGION BRANCH 224			PAYMENT		125.00
			10-1-59-10-00	Nov 15 201	WREATH DONATIONS	125.00	
20110575	2011-11-07	SKEENA FUELS LTD.			PAYMENT		463.67
			10-2-31-90-00	14597	DIESEL + GAS	185.47	
			30-2-41-40-10	14597	DIESEL + GAS	185.47	
			40-2-42-90-60	14597	DIESEL + GAS	92.73	
20110616	2011-11-22	SPCA			PAYMENT		300.00
			10-2-11-10-50	Nov 8 2011	DONATION TOWARDS FERAL CATS	300.00	
20110578	2011-11-07	Thwaites, Debbi			PAYMENT		88.60
			10-2-32-37-00	November	JOIST HANGAR + TARP	84.44	
20110614	2011-11-22	TLELL FIREFIGHTERS			PAYMENT		3,000.00
			10-2-12-99-30	Nov 22 201	GWAIL TRUST CHRISTMAS FUND	3,000.00	
20110576	2011-11-07	WESTPOINT AUTOMOTIVE			PAYMENT		418.86
			10-2-24-70-00	135718	BATTERY	181.71	
			10-2-12-99-60	136639	MUFFLER QUIET FLOWS + CLAMP	195.11	
			30-2-41-40-00	136652	FUEL PRIMARY SPIN-ON	22.42	
20110615	2011-11-22	XEROX CANADA LTD.			PAYMENT		704.87
			10-2-12-11-30	G42842073	OCTOBER COPY CHARGES	34.53	
			10-2-12-11-30	L20967571	OCTOBER USAGE	637.30	

**Total      55,953.62**

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Signing Authority

Resolution for.

MFA, NSCU,  
CIBC.