
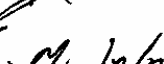
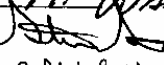
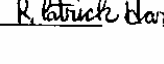
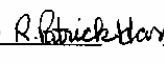

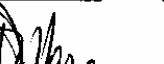
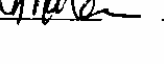




Final Submission – October 18, 2004

Sea-to-Sky LRMP Recommendations

The following planning forum sector representatives support the recommendations made in this document:

Sector	Sector Representative	Comments
Forestry (TFL 38)	Jeff Fisher 	
Forestry (TSA)	Stuart Smith 	
Non-motorized Recreation	R. Patrick Harrison 	
Motorized Recreation	R. Patrick Harrison 	
Tourism (frontcountry)	Suzanne Denbak 	
Tourism (backcountry)	JOUG O'MARA 	
Agriculture	Roxanna Kuwina 	
Energy		
Labour		
Minerals and Aggregates	Dan Jensen 	
Fish and Wildlife	HUGH NAYLOR 	
Conservation & Environment	JOHN MIKES 	

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II) Introduction

The formal Sea-to-Sky Land and Resource Management Plan (LRMP) process began in 2002 and the first meeting of the Planning Forum [appendix 1] was in September 2002. The Planning Forum includes representatives of the 12 stakeholder sectors identified by government at the beginning of the process. After two years of meetings, discussions, presentations and debates, the planning process is drawing to a close. After facilitating the meetings and commissioning and reviewing numerous reports and studies, the Ministry of Sustainable Resource Management [MSRM] staff are preparing a recommended LRMP for consideration and approval by Cabinet.

The purpose of this document is to clearly state and reinforce several key recommendations for Cabinet consideration for inclusion in the Sea-to-Sky LRMP. The Planning Forum believes that these recommendations address the mandate of the Sea-to-Sky LRMP process as they provide a vision for land use, define land use zones, and outline resource management direction for Crown lands within the plan area.

The Planning Forum recognizes that First nations were not part of this process and that these recommendations are subject to review and change through the follow-up process of Government to Government discussions- and hopefully with subsequent consultation with LRMP stakeholders.

The following recommendations from the Planning Forum are not intended to be the entire and complete Sea-to-Sky LRMP. They are an important synopsis of the key recommendations of the Planning Forum and they are the elements of the process which the Planning Forum believes should be reflected in Legal/Higher Level Plan Objectives as part of the final LRMP approved by Cabinet. The actual LRMP will need to have significantly more detail and “policy objectives” within it in order for it to be successfully implemented on the ground. The Planning Forum is more than willing to assist government staff with clarifying the management direction and defining the “rules” and guidelines for activities that will take place within the plan area, once the Higher Level Objectives are established.

III) Wildland Zone

Background

One of the primary outputs of the Planning Forum is the creation/delineation of Wildland Zones within the planning area [see appendix 2 map]. Wildland Zones were delineated based on recognition of an area with high wildlife habitat values and remote, natural, wilderness characteristics.

The selection of Wildland Zones was based on the consideration of many factors such as:

- high value wildlife habitat such as spring forage area for grizzly bears
- “wilderness” characteristics
- existing trails or huts
- beautiful scenery
- potential for back-country tourism development
- presence of old growth forest stands
- presence of alpine lakes
- adjacent to existing parks

Management Direction

- A) Wildland Zones are to be managed primarily for wildlife, ecological conservation and natural backcountry/wilderness characteristics, and to provide for public recreation and the development of tourism opportunities where appropriate.
- B) Motorized and Non-motorized recreational access will generally parallel the recommendations of the Sea to Sky Backcountry Recreation Forum (there is a need to coordinate the different zoning boundaries – Wildlands versus backcountry forums).
- C) Wildlands should remain free from roads and industrial development, with exceptions for the development of mining, oil and gas, and geothermal resources, as outlined in items E and F below.
- D) Mineral, oil and gas, and geothermal development is acceptable within Wildlands (as defined within E and F below), however these areas will remain free of quarrying operations for removal of dimensional stone, ornamental stone and aggregates.
- E) Exploration for minerals, oil and gas and geo-thermal power is permitted, but must use low impact methods such as foot and aerial access during early stages of exploration. Roads and trails will not generally be acceptable except during the late exploration phase.
- F) Within the Wildlands any established roads (mining, oil and gas, and geothermal resources) must have access controls which restrict access to maintain the unroaded character of the Wildland
- G) Mineral, geothermal, and oil and gas development and its associated infrastructure (including an access road) must minimize/mitigate its impact on the environment and the overall character of the Wildland. After the completion of the resource development, the road access is to be rehabilitated (including recontouring). Any other development sites are to be remediated and reclaimed.
- H) Hunting and fishing are permitted within the Wildlands, unless prohibited by regulation.
- I) Aerial access is generally permitted with some geographical and/or temporal restrictions and as further defined by the backcountry forums.
- J) Within the Wildlands there is some subzoning that will address agreed to emphasis on wildlife, recreation, tourism, and access as defined by the backcountry forums.
- K) Specific management direction for each Wildland can be found in appendix 3 [being prepared for October 25 – addresses details of item J above].
- L) Wildland Management Plans [WMP] are required prior to any new commercial development within a Wildland. These plans would vary in level of detail [as agreed in part in the subzoning between sectors]. The plans would be developed with assistance from an independent wildlife biologist, and be acceptable to a multi-stakeholder group.
- M) Should the Regional Energy Infrastructure Development Strategy, and/or the Upper Lillooet Transmission Planning Processes recommend, as a necessity, a transmission corridor through a Wildlands, then an exception would be made to accommodate those recommendations.

Recommendations

1. Government establishes the Wildland Zones as delineated on the map in appendix 2.
2. Government facilitate a process between the environment, fish and wildlife, tourism and recreation sectors to subzone the Wildlands into areas of emphasis (i.e. higher recreation priority, higher wildlife priority etc) and develop a framework for Wildland Management Plan processes and requirements.
3. Government assigns responsibility for planning and enforcement within the Wildlands to one or more line agencies [MOF and/or MWLAP and/or MSRM]. Reference appendix 3 for details of previously agreed to Wildlands subzoning which should be referenced during the interim.

4. Government establishes the requirement for the completion of a Wildland Management Plan(s) prior to any as yet unapproved infrastructure or any new commercial tenure or development within a Wildland.
5. Government removes the Wildlands from the Timber Harvesting Land Base.

IV) Front-country Zone

Background

The Front-country Zone equates to the viewshed of the currently paved highways within the plan area. It includes Highway 99 from Lions Bay through to where it exits the Squamish Forest District at Joffre Creek, the Pemberton Meadows Road up to the forestry bridge over the Lillooet River, and the road from Mt. Currie to D'Arcy. The Front-country Zone [FZ] is the major transportation corridor for the Sea-to-Sky plan area and the vast majority of residents live within this zone. Perhaps, more importantly, the FZ is the gateway through which all visitors to the region must pass and it is the part of the plan area that hosts the vast majority of tourism infrastructure. Consequently, the maintenance of the visual experience in the FZ is essential to the region's ability to attract tourists and to the visual experience of residents and visitors alike.

Visual Landscape Management is recognized as the principal objective for this zone and all resource users/developers [i.e. forestry, mining, power generation and transmission, tourism] are strongly encouraged to consider visual management as an important aspect of all development.

Management Direction

- A) The overall emphasis in the FZ is to implement visual landscape management so as to maintain the quality of visual experience to support recreation, tourism and quality of life values for residents and visitors alike.
- B) The FZ currently includes some areas with formally established Visual Quality Objectives [VQOs] and some areas that have only recommended VQOs. It is the recommendation of the Planning Forum that the entire FZ be brought together under one Visual Landscape Management Strategy.
- C) The FZ is to be formally designated and spatially defined.
- D) The FZ is an important part of the THLB where forest harvesting and management activities will continue to be conducted within the FZ, but they must respect the importance of maintaining a high quality visual experience. The timber supply impacts of revised visual landscape management in the FZ should endeavor not to be any greater than the impacts under the current visual management regime.
- E) A process to re-visit visual landscape management in the FZ should consider the current Visual Landscape Inventory and current VQOs and visual management techniques. However, it should not limit itself to the status quo and should consider new methodologies for visual management such as the "scenic zones" system suggested by the tourism sector.
- F) Although existing visual management strategies are generally only applied to the forest industry, it is recommended that all development industries [e.g. tourism, mining, aggregates, and energy generation and transmission], be brought into the requirement for visual landscape management.
- G) As visual landscape management is as much art and perception as it is science and technology, it is important that the implementation of the Front-country Visual Landscape Management Strategy be monitored and reviewed on a regular [annual] basis through a public forum facilitated by a government agency.

Recommendations

1. Government assigns the appropriate ministry, or ministries, the responsibility of convening and facilitating a multi-stakeholder process for the purpose of spatially defining the Front-country Zone and developing a comprehensive [yet not prescriptive] Visual Landscape Management Strategy for the Front-country Zone. This process should be completed by the end of 2005.
2. Government should adequately fund and resource the visual landscape management process for the Front-country Zone.
3. Government is to facilitate and fund an annual public forum to monitor and review the implementation of the Front-country Visual landscape Management Strategy.

V) Integrated Forest Management Zone

Background

The Integrated Forest Management Zone [IFMZ] is the largest zone in the plan area. It includes all of the land that is not privately owned, or within a Park, or within the Front-country Zone or Wildland Zone, or Indian Reserve etc. The IFMZ includes the vast majority of the productive forest land in the plan area and is therefore critically important to the forest industry. It is also however, intensively used for public recreation and tourism and it includes considerable amounts of important wildlife habitat. Mining, aggregates and power generation projects and other resource developments are also recognized uses in the IFMZ.

Management Direction

- A) Within the IFMZ, the forest industry is to operate under the relevant forestry acts, regulations, standards, wildlife and floodplain management plans, and policies of the day. As of the date of this report, these are the Forest Act and associated Regulations, and the Forest and Range Practices Act.
- B) Due to the intensive public and tourism use of the IFMZ, forestry operations should be sensitive to these resource users and afford them a high degree of respect when planning and implementing forest operations.
- C) Other resource developers such as mining and energy generation and transmission must also respect and reflect the intense public and tourism use, and fish and wildlife values (including wildlife management and floodplain management plans) in their development plans.
- D) Recreational Features in the Front Country and Integrated Forest Management Zone; The public and commercial recreation stakeholders will work together to create an inventory of key recreational features in the Front Country and the Integrated Forest Management Zone that because of their important recreational value and the need to preserve the recreational experience, require cooperative management with other users of Crown Land, specifically with regard to visual quality and access. This initial inventory will be complete by December, 2005.

Upon finalization of this initial list, a multi-stakeholder review of each feature will be convened by the Ministry of Forests in order to negotiate reasonable management strategies for each Recreation Feature.

It is intended that this inventory of features be reviewed and revised by the multi-stakeholder process on an annual basis, as facilitated by the Ministry of Forests.

Prior to completion of this initial inventory of features, interim management strategies will be adopted for the following important recreational features:

- Lizzie Lake Area
- Meager Creek Hot Springs
- Meager-Hundred Lakes Trail (continues into Elaho deferred zone)
- Sloquet Hot Springs
- Deminger Trail
- Battleship Lakes approach route (in the North Lizzie drainage)
- Peaches and Ponor Falls
- Alexander Falls
- Keyhole Falls
- Pebble Creek Hot Springs
- Soo Falls
- Soo Valley Wetlands
- Elaho /Squamish Raft Run
- Barkley Valley Trail
- Tenquille Lake Trails
- Ashlu Canyon Waterfalls Trail
- High Falls Creek Trail
- Sigurd/Crooked Falls Trail
- Goldrush Trail
- Echo/Lovely Water Trails
- Mashiter Creek Canyon

Interim management requires any resource developer planning imminent development near one of the above noted features, to proactively approach and engage in dialogue and consultation with representatives of the public and commercial recreation sector in order to negotiate reasonable management strategies around these important recreational features.

Recommendations

1. Government is to assign the appropriate ministry, or ministries, the responsibility to convene and facilitate a multi-stakeholder process to develop and implement a Recreation Features Management Protocol for identifying, inventorying and managing Recreation Features. This protocol should be developed and implemented by the December 2005.
2. Government is to assign the appropriate ministry the responsibility of keeping the Recreation Features inventory up to date and available to all potential resource developers.

VI) Floodplain Management Plans

Background

The floodplains and wetlands associated with large rivers are some of the most biologically diverse and wildlife rich habitats in the plan area. The management of these floodplains – including limiting impacts such as the footprint of development - is very important for the protection and conservation of fish, riparian habitat, moose, grizzly bear, other wildlife and general biodiversity.

The following five floodplains have been identified as requiring formal management to address wildlife and biodiversity [see appendix 4 map]:

- The upper Lillooet River floodplain
- The upper Meager River floodplain
- The lower Green River floodplain
- The upper Soo River floodplain/wetland
- The Elaho/Squamish River floodplain

Management Direction

- A) Floodplain Management Plans [FMPs] should be created for the crown portions of each of the floodplains.
- B) In the case of the Elaho/Squamish Rivers within TFL 38, the following existing “plans” are recommended to be established regardless of possible changes in the current licensee/tenure status in the TFL (see VIII: Other Fish and Wildlife Species Management Section) and are to form the base of, and minimum standard for, the FMP for the Elaho/Squamish floodplains.
 - TFL 38 Overwintering Bald Eagle Habitat Management Strategy [2003]
 - TFL 38 Grizzly Bear Habitat Management Strategy [2003]
 - TFL 38 Moose Winter Range Management strategy [2002]

The purpose of the FMP is to build on the above strategies to address non-forestry issues [e.g. commercial recreation and energy].

- C) Outside of the large floodplain areas identified as candidates for FMPs, there have been several pieces of land identified as Crown ownership [see Pemberton Valley Wetlands Wildlife management area Management Plan Draft; November 10, 1997] that are within the parts of the Lillooet River and Green River floodplains that are mainly privately owned and developed for agriculture. These crown owned portions of the floodplain are generally old river channels or land that has accreted since the original legal survey of the area. These areas are considered important for wildlife, biodiversity and fish habitat and they should remain in crown ownership and be managed for wildlife, biodiversity and fish habitat. Non-motorized public recreation should be permitted, but motorized recreation and tourism should be discouraged.
- D) FMPs should address- both conceptually and with mapped spatial constraints, the protection/conservation of moose winter range, important grizzly bear forage habitat, fish habitat, riparian habitat, general wildlife habitat, rare plants and plant communities, overall biodiversity “values”, and “pocket” stands of “unique” forest types [i.e. remnant floodplain stands of large western red cedar or large Sitka spruce].
- E) Due to their relatively high degree of biological richness and importance to wildlife and fish, the floodplains are to be managed with a focus on wildlife, fish and biodiversity conservation, but the expectation is that tourism, timber harvesting, mining, power generation and transmission and other industrial uses will be permitted if they meet the guidelines in the completed FMPs, and successfully complete and meet other relevant regulatory processes or requirements.
- F) In respect to the high value of the floodplains for fish, wildlife and biodiversity resources, the net Timber Harvesting Land Base for the defined floodplain areas covered by FMPs is capped at a maximum of 20% of the total area of the floodplain. It is important that this 20% of the floodplain identified as THLB not overwhelmingly target a particular plant community or forest type as from a biodiversity perspective; it is desirable to maintain a fully representative suite of plant communities, wildlife habitats, and forest types within the floodplain management area.
- G) The FMP planning process must address impacts of any non-forest industry developments (e.g. powerlines, powerhouses, commercial recreation, aggregates, etc) including the amount of land which may be effected within the various floodplains.

H) The intent with FMPs is to minimize the amount of permanent access roads and utility corridors where practicable.

- It is recognized that many long-term access roads are located on these floodplains. They are not required to be re-located, but serious consideration must be given to locating new roads off of the floodplains where practical.
- When planning new development within the floodplains, consideration should be given to constructing temporary roads and bridges whenever practical.
- When funding is available, consideration should be given to rehabilitating old roads on the floodplain that are no longer needed for forestry or other commercial access.

I) With specific reference to the upper Soo River “floodplain”/wetland, it is to be treated as a W1 Wetland [as defined in the Forest Practices Code Riparian Management Area Guidebook, December 1995] and it shall have a 10m Reserve Zone, and a minimum of 50% of the 40m Management Zone [MZ] retained at a “landscape level”. To clarify, retention of the MZ can vary from 0%-100% at the block level, but must average no less than 50% over the entire perimeter of the wetland.

Recommendations

1. Government legally establishes the areas that are subject to FMPs as defined in appendix 4.
2. Government assigns responsibility to the MSRM to convene a Floodplain Management Planning process to develop the FMPs for established floodplains. The Floodplain Management Planning process is to include representation from WLAP, MOF and the LRMP sectors and the FMPs are to be legally established by the end of 2005. The FMPs are to reflect the management directions stated above.
3. Government should retain ownership of all crown land within the largely developed portions of the Lillooet River and Green River floodplains [as identified in the Pemberton Valley Wetlands Wildlife management area Management Plan Draft; November 10, 1997], and assign an agency to manage those lands for wildlife habitat, biodiversity values, fish habitat and public non-motorized recreation.

VII) Grizzly Bear Recovery Plans

Background

It has been suggested that no other creature better represents the wilderness in British Columbia than the grizzly bear; nothing is a better measure of our success in maintaining biodiversity than the survival of this species [Ministry of Environment, Lands and Parks, 1995].

The grizzly bear is sensitive to land use practices and human disturbances due to its large annual home range, diverse seasonal habitat requirements, low fecundity, and sensitivity to human activities. The Sea-to-Sky LRMP plan area includes portions of four threatened grizzly bear population units [GBPU]. The Planning forum strongly supports the development and implementation of Grizzly bear Recovery Plans for each of the four threatened populations which overlap with the Sea-to-Sky LRMP planning area [Garibaldi-Pitt, Squamish-Lillooet, Stein-Nahatlach, and South Chilcotin]. The opportunity does exist to ensure the future of grizzly bears closest to the Lower Mainland and showcase that achievement.

Management Direction

- A) In recognition of the fact that the MWLAP is in the first year of a major three year grizzly bear research project in the Sea-to-Sky area, and that the development and implementation of a Grizzly Bear Recovery Plan will take a tremendous amount of energy and dialogue with society, industry, First Nations and government agencies, the Planning Forum recommends that Grizzly Bear Recovery Plans be developed and implemented for each of the four above GBPU's by the end of 2008. Consideration should be given to prioritizing completing work in areas being developed for the 2010 Olympics and adjacent areas.
- B) Due to the complexity of managing for grizzly bear recovery and the potential for impact on a multitude of other resources and resource users, it is important that the Grizzly Bear Recovery Plan process include a multi stakeholder process with broad representation including, but not limited to; First Nations, local government, the forest industry, mining, tourism, public recreation, the energy sector and conservation/environment.
- C) The Grizzly Bear Recovery Plans should apply to the entire GBPU, not just the portion within the Sea-to-Sky LRMP planning area.
- D) It is recognized that the implementation of the Grizzly Bear Recovery Plans may require up to 5% of the productive forest land base. It should be recognized in the planning process that several important grizzly bear habitat areas were included within designated Wildland Zones and Floodplains based on their importance to grizzly bear populations and these areas are to be "credited" in any "budget" for THLB reduction in the Grizzly Bear Recovery Plan process. The same concept would apply to Floodplain Management Plans.
- E) It is recognized that other industries or activities [energy projects, mining, tourism and recreation] will manage their activities to facilitate the Grizzly Bear Recovery Plans.
- F) Seasonal access restrictions may be a part of Grizzly Bear Recovery Plans and they may be implemented on an interim basis prior to the implementation of the final Grizzly Bear Recovery Plans [see Section X, Access Management in this document].

Recommendations

- 1) Government assign the MWLAP the task of developing and implementing Grizzly Bear Recovery Plans by the end of 2008 for the four Grizzly Bear Population Units that overlap with the Sea-to-Sky LRMP planning area. Consideration should be given to first completing the recovery plans for GBPU's that may be impacted by Olympic related development.
- 2) Government is to fund the MWLAP to convene and facilitate the multi stakeholder process needed to develop and implement successful grizzly bear Recovery plans.

VIII) Other Fish and Wildlife Species Management

Background

The Sea-to-Sky LRMP plan area is home to a diverse selection of fish and wildlife species including several that are rare or regionally significant. In general, wildlife and wildlife habitat are to be managed through the "coarse filter" approach which is reflected in broad zonation of the land base [Parks, Wildlands etc.] and application of various landscape level and stand level strategies such as Old Growth Management Areas, Wildlife Tree Patch retention and Riparian Reserve Zones to retain a representative sample of ecosystems and wildlife habitat. There are however, some wildlife species which are deemed to need specific wildlife management strategies ["fine filter"] as their habitat needs are not necessarily addressed through the "coarse filter" approach.

An example of a species that requires a specific management strategy/plan is deer. Deer are not threatened or endangered, but they are sensitive to the loss of winter range. If there is a desire to maintain or enhance current deer populations in the planning area, then a deer winter range management strategy/plan is needed.

Management Direction

- A) The Planning Forum considers the following list of species to need species specific management strategies/plans at this time:
- 1) Mountain Goat: Mountain goats are sensitive to the loss of winter range habitat and the Planning Forum recommends that Mountain Goat Winter Range Management Strategies/Plans should be developed and implemented for the entire planning area. It should be noted that during the duration of the LRMP process a Mountain Goat Winter Range Strategy has been established for the Soo TSA and a draft Mountain Goat Winter Range Management Strategy has been implemented for TFL 38.
 - 2) Moose: Moose are sensitive to the loss of critical winter range habitat and the Planning Forum recommends that Moose Winter Range Management Strategies/Plans should be developed and implemented for the entire planning area. It should be noted that during the duration of the LRMP a draft TFL 38 Moose winter Range Management Strategy has been developed and implemented. The TFL strategy should form the model for a strategy to be applied to the Soo TSA for the management of moose winter range.
 - 3) Deer: Deer are sensitive to the loss of critical winter range habitat and the Planning Forum recommends that Deer Winter Range Management Strategies/Plans should be developed and implemented for the entire planning area. It should be noted that during the duration of the LRMP, considerable progress was being made on the development of Deer Winter Range Management Strategies for both the Soo TSA and TFL 38.
 - 4) Bald Eagle: Bald eagles are not particularly threatened in coastal British Columbia, but the lower Squamish River is a regionally significant overwintering area for bald eagles with eagles coming from all over western North America to overwinter in the watershed. The Planning Forum recommends that the draft TFL 38 Overwintering Bald Eagle Habitat Management Strategy [June 2003] be implemented and considered for application to other potential overwintering eagle populations in the planning area.
 - 5) Marbled Murrelet: The Planning forum recommends that the Marbled Murrelet Recovery Strategy be implemented upon its completion.
 - 6) Spotted Owl: The Planning forum recommends that the Spotted Owl Recovery Plan be implemented upon completion.

B) Fish Habitat Restoration

Almost all land uses adjacent to rivers, lakes, wetlands and ocean can result in loss of fish and riparian habitats. In some cases a developer is required to pay for the mitigation of impacts, however mitigation funding is not consistently collected from the many types of land users that potentially impact fish habitat, and funds have often not been spent in ways which resulted in the most effective restoration or enhancement of fish habitat. A coordinated and/or prioritized approach to restoration/enhancement is required. Funds should not necessarily be allocated to the location where the development is causing habitat loss.

A stewardship approach is recommended. Stakeholders, with agency assistance, should pursue sustainable sources of habitat restoration funds and develop watershed priority plans, allocating mitigation and restoration funds to the locations and projects with the greatest potential for successful restoration. Funding should be directed to high priority projects, and not be spent on expensive studies that do not directly benefit fish habitat restoration/enhancement.

- C) The Planning Forum recognizes that the above list may not be complete and is certainly not static. There are other species such as Wolverine, Northern Goshawk and Harlequin Duck which may need species specific plans. The determination of which species may need species specific plans/strategies should be made by the MWLAP after consultation with resource agencies, the public and referencing the Conservation Data Centre [CDC].
- D) It is recognized that the implementation of these plans/strategies may have impacts on resource users and it is therefore important that these plans seek only to impact resource users to the degree necessary to achieve agreed upon species conservation goals.

Recommendations

1. Government assign the MWLAP the responsibility to co-ordinate and guide the development of the required wildlife management strategies/plans by 2006 where substantial work has already been done [i.e. draft plans exist] and by 2008 for other species.
2. Government is to facilitate the completion and implementation of the abovementioned wildlife habitat management strategies/plans.
3. Government is to adequately fund the research, inventory work and process necessary to complete management strategies/plans for specific wildlife species, when there is no other organization with the explicit obligation to fund the work.
4. Government convenes, facilitates and funds a committee to source funding for fish habitat restoration/enhancement, and prioritize habitat restoration/enhancement projects.

IX) Pemberton Wildlife Association Buffer Area

Background

The Pemberton Wildlife Association and Pemberton residents suggest that due to the rapid growth in recreational activities within the Sea-to-Sky LRMP plan area, there is a growing concern over the levels of recreational activities that can be supported while also maintaining amenity values, and the features that make them recreationally important, and not diminishing important wildlife habitat or damaging the environment.

Although public recreation is part of the concern, the association is primarily concerned with the potential proliferation of tourism tenures in the lower Lillooet River [North end of Lillooet Lake to Hurley River road] and the Birkenhead River watershed.

Management Direction

- A) The Pemberton Wildlife Association proposes a “Buffer” area that covers the Lower Lillooet River and Birkenhead River areas as outlined in appendix 6 map.

- B) The “Buffer” area should be evaluated with respect to recreational “carrying capacity”, wildlife habitat management and current recreational use, prior to the issuance of any new tourism tenures.
- C) New tourism tenure applications should have to assess, address and possibly mitigate any potential impacts on wildlife habitat, the recreational experience and the environment prior to the issuance of the tenure.
- D) An inclusive process with representation from public and tourism interests, wildlife managers and the environmental sector, must be used to address and resolve the issue of recreation resource allocation at the operational level.

Recommendations

1. Government to defer issuing new tourism tenures in the Pemberton Wildlife Association “Buffer” area until studies, assessments and public processes have been completed that address the issue of recreational “carrying capacity” in the “Buffer” area.
2. Government is to assign the MSRM the responsibility to convene and facilitate a multi-stakeholder process to review the recreational carrying capacity of the Pemberton Wildlife Association “Buffer” area.

X) Access Management

Background

Roaded access can be simultaneously beneficial and detrimental to society depending on the perspective and values being considered. Roads allow industrial users to extract resources, commercial operators to get their clients to the outdoors and recreationalists to get to campsites and trailheads. However, this roaded access can also bring people and noise to important wildlife habitat [i.e. grizzly bear spring forage areas] and this can result in the wildlife abandoning habitat which can be critical to their survival. Roads can also bring motorized recreationalists to areas dedicated to non-motorized recreation. For these reasons, the Planning Forum is recommending that roaded access be controlled or eliminated in some areas or during some seasons, where wildlife is at risk or an identified non-motorized recreation area is at risk.

Wildland Approach zones are essentially access management zones that are directly adjacent [typically immediately down valley] to proposed Wildland Zones that have been defined based on the presence of important wildlife habitat or a high value non-motorized recreation or tourism experience. These approach zones have not been formally mapped, but they are generally defined as the valleys that are currently roaded [or will be roaded in the future] that directly access the Wildland Zones. Wildland Zones that require access control in the approach zone can be found in the specific management direction for each Wildland in appendix 3.

Other than the approach zones, there are other areas that are deemed to require access control/management for wildlife management or recreation management purposes. An interim list of these access control points can be found in appendix 5 [to be prepared by October 25, 2004]. The list of access control points will be modified over time as such things as the Grizzly Bear Recovery Strategy are implemented.

Other access issues include the liability and maintenance responsibility for forest roads that are no longer being used by the forest industry, but which have many non-industrial users that want the road and access maintained for tourism or recreation purposes.

The Planning forum recognizes that access management /control is a very big issue in the plan area, and an overall coordinated approach to managing access is suggested by the Planning forum.

Management Direction

- A) Access management/control is a very contentious issue and it must be implemented carefully and concurrent with a public information program that explains the reasons for the access control.
- B) A Coordinated Access Management Program must be supported by government funding, enforcement and monitoring.
- C) A Coordinated Access Management Program should be developed and implemented with the full support of a public multi-stakeholder process with representation from all resource users, local government, First nations and the public.
- D) Access control points should be chosen so as to restrict motorized access to the minimum amount of area necessary to protect the resource of concern [grizzly bear spring forage area or non-motorized recreation experience] and should not unduly restrict motorized access.
- E) Access control is generally meant to restrict motorized access, not close an area to human access. If people want to walk, bicycle or ski past the gate, they may do so.
- F) Some areas may have spring [April 15 to June 15] closures to protect grizzly bears on important spring forage areas. Forestry crews will be allowed into the closed areas for the purposes of conducting seasonally required survey work, monitoring and tree planting operations.
- G) In areas with year round motorized access control to protect a Wildland non-motorized recreational experience, forestry and logging operations are permitted to be conducted beyond the access control point.
- H) In some specific instances, aerial access will have to be controlled or restricted for wildlife management or recreation management purposes.
- I) In order to implement an effective access control program, control points must consist of a gate that cannot be easily bypassed or a removable drainage structure or a section of decommissioned road that has been rendered impassable to motorized vehicles including motorcycles and snowmobiles.
- J) The actual location of an access control point should be determined after consultation with relevant government agencies, First Nations and stakeholders.

Recommendations

1. Government assigns the MWLAP and MOF to jointly manage and facilitate a multi-stakeholder Coordinated Access Management Program.
2. Government creates the regulatory framework necessary to implement a Coordinated Access Management Program including the means to restrict access.
3. Government is to adequately fund the Coordinated Access Management Program including the establishment of access control, the implementation/public education program, the ongoing monitoring and enforcement of access control, and the maintenance of access control structures.

XI) Sea-to-Sky Backcountry Summer and Winter Recreation Forums

Background

The recreational sectors of the Sea-to-Sky LRMP represent a broad cross-section of motorized and non-motorized public terrestrial recreation, motorized and non-motorized public water recreation, and backcountry tourism businesses.

The various recreational sectors and LRMP participants were concerned about increased crowding in the backcountry and the potential for conflicts in the Squamish Forest District, both amongst the various recreational land users, as well as with other resource users. Recreational users also relied upon LRMP participants in order to deal with broader land-use decisions that balance forestry, agriculture, mining, tourism, conservation, wildlife, labour, and energy with the needs of recreational users as well as balancing the needs of each recreational sector. The vision of the recreational sector is **"To share the backcountry amongst recreational users in a way that all types of users have reasonable access to an enjoyable experience."**

Management Direction

- A) The Planning forum has endorsed the Sea-to-Sky Backcountry Summer and Winter Recreation Forum's Guidelines [appendix 6] to address recreation management issues in the backcountry.

Recommendations

1. Government support and implement the Sea-to-Sky Backcountry Summer and Winter Recreation Forum's outputs, including map zonation and use guidelines.
2. Government assigns an agency [MOF or MWLAP] the responsibility to implement, manage and enforce the recommendations of the Sea-to-Sky Backcountry Summer and Winter Recreation Forums.
3. That government continue support for completion of the Summer Backcountry Recreation Forum, as well as the rationalization of the output of this process with the rest of the LRMP.

XII) Energy Projects

Background

Within the plan area there is considerable interest in developing small, run of the river, Independent Power Projects [IPPs] which are considered to be "green" power by BC Hydro. There are currently 7 completed or nearly completed projects in the plan area and there are currently applications in place for approximately 60 other projects. As more IPPs have been developed or proposed, concerns have been raised regarding several aspects of IPP development.

The recreation/tourism sectors are concerned about the loss of instream use opportunities, the visual impact of IPP facilities and infrastructure, and the increasing industrialization of more areas and valleys, resulting in lost opportunities, reduced base resources required to sustain current use and future growth, and impacts to natural attractions in the area. Wildlife/environment sectors are concerned about the impacts on wildlife habitat and biodiversity due to the disturbances during construction of IPP infrastructure including power lines and roads, and due to the access required to both construct and maintain these facilities. The forestry sectors are concerned about construction standards and practices, shared road use, and about the impact to the THLB from construction sites and power transmission lines.

All of our sectors also have concerns about the impacts to their values [e.g., wildlife, biodiversity, THLB, access, etc] by potential large scale hydroelectric generation projects that would involve damming and/or diverting large streams and rivers in the plan area.

None of the sectors are against the idea of more alternate (i.e. run of river, wind projects, etc) energy projects within the plan area. There is agreement that energy projects must be located and constructed in

an appropriate manner, with consideration for the issues noted above. There is also agreement that a Regional Energy Infrastructure Development Strategy (REIDS) be developed. Finally there is also agreement that there are some streams and rivers which are not appropriate for development due to social, community, economic, recreation, tourism, and environmental values and considerations.

Management Direction

A) The location and development of energy/IPP projects should be brought under a multi-stakeholder Regional Energy Infrastructure Development Strategy planning process, provided with the authority and mandate to recommend areas where development is more appropriate, or not, with representation from local government, industry, BC Hydro, First Nations and most of the Planning Forum sectors.

B) The Regional Energy Infrastructure Development Strategy planning process should address the following issues as a minimum:

- which streams/rivers are not suitable for IPPs
- which streams are most suitable for IPPs
- coordinating on transmission lines, substations, and other infrastructure within the plan area
- construction practices (environmental impacts) and environmental standards for road and site development
- mitigation to offset impacts on other resources and resource users (such as wildlife, recreation, forestry, tourism etc)
- power line transmission corridor selection and routing
- minimizing impacts on other resources and resource users
- thresholds of development that trigger the need for an assessment of cumulative impacts from multiple developments in one watershed or area
- thresholds for the total amount of energy infrastructure in the plan area (generating facilities, substations, and transmission)

C) Should the Regional Energy Infrastructure Development Strategy result in identifying the necessity for a power transmission corridor through a Wildland (other than that possibly identified in the Upper Lillooet Power Transmission Corridor process) it is expected that the Management Direction in the Upper Lillooet Power Transmission Corridor (Management Direction C, in the Upper Lillooet Power Transmission Corridor, page 18) would apply.

D) During the LRMP process there has been a great deal of discussion regarding a list of streams that should be recommended as not having water power projects. There was not unanimous agreement on how to deal with such a list. Based on the various values which were identified during the LRMP process, the perspectives of the various sectors are noted below:

1) The Non-motorized Recreation, Motorized Recreation, Tourism (frontcountry), Tourism (backcountry), Agriculture, Labour, Fish and Wildlife, Conservation & Environment sectors propose the following management direction with respect to energy developments on streams within the plan area:

- i) After due consideration for the very important environmental, social, wildlife, fish, recreation, tourism, employment and/or forestry values, the following streams are recommended to be reserved from energy development projects and to have no water license applications approved for water diversion for power generation projects (Note: the definition of which streams are indicated has been modified, for clarification, to specifically indicate stream reaches, rather than

the entire drainages. E.g. Sims Creek, Elaho River and Upper Squamish River rather than the Upper Squamish Drainage.)

- Birkenhead River
- Poole Creek
- Elaho River
- Sims Creek
- Upper Squamish River (above Elaho Confluence)
- Sigurd Creek
- Ryan River
- Callaghan Creek
- Ashlu Creek
- Sloquet Creek
- Upper Soo River (above the current intake, including tributaries)

ii) It is recommended that the following projects be deferred from approval of applications for energy projects until the completion of the Regional Energy Infrastructure Development Strategy process. No permits or approvals should be issued for these streams until the Regional Energy Infrastructure Development Strategy process is completed. Once the process is completed the proposals may be reviewed as long as the planned developments are consistent with the outcome of the process.

- Monmouth Creek
- Shannon Creek
- Wedge Creek
- High Falls Creek

2) The TFL Forestry and TSA Forestry sectors propose the following management direction with respect to energy developments on streams within the plan area:

i) After due consideration for the very important environmental, social, wildlife, fish, recreation, tourism, and forestry values, the following streams are recommended for consideration as candidates to be reserved from energy development projects:

- Birkenhead River
- Poole Creek
- Elaho River
- Sims Creek
- Upper Squamish River (above Elaho Confluence)
- Upper Soo (above the current intake, including tributaries)
- Sigurd Creek

ii) If energy projects are proposed on the Ryan River and Callaghan Creek prior to the completion of the REIDS; the projects must give due consideration to the very important wildlife [grizzly bear], recreation and forestry values associated with these streams and watersheds.

3) The mining sector preferred the participation of the Energy Sector when developing a list of streams not suitable for water power projects.

Recommendations

1. Government assigns the MSRM the responsibility to convene and facilitate a comprehensive, multi-stakeholder process to develop a Regional Energy Infrastructure Development Strategy [REIDS] for the rational development of energy/IPP projects within the plan area.
2. Government assign the MSRM the responsibility to create and maintain a registry of streams/rivers that are reserved from energy/IPP projects, along with the list of streams which are felt to be more appropriate for energy project developments.
3. To reflect the values of numerous sectors, and in recognizing the intent of the protection of natural values in park areas, it is recommended that no power projects be developed within the plan area which lie, in whole or in part, within park boundaries.
4. Government is to remove the flooding reserves on the Squamish River, the Elaho River and its tributaries, including Sims Creek.

XIII) Upper Lillooet Power Transmission Corridors

Background

There are currently several major power line transmission corridors carrying electricity through the plan area to Vancouver, Vancouver Island and export markets. The location and potential increasing numbers of major power lines is becoming an issue to many sectors in the Planning Forum, local government and First Nations.

Of particular concern is the possible routing for a transmission line from the pending Meager Creek Geothermal plant.

Management Direction

- A) Given that the Upper Lillooet River valley [upstream of Lillooet Lake]* area [including tributary streams] and adjacent drainages [e.g. Birkenhead River and Elaho River etc.] have a number of important values to a variety of sectors, it is recommended that the determination/selection of any route to transmit power from or through the Upper Lillooet River watershed, including power from a possible Meager creek geothermal power plant, be done in consultation with the stakeholder groups of the Planning forum as well as local government and First Nations.
- B) This Upper Lillooet Power Transmission Corridor planning process is a component of the REIDS; however, given the urgency of this issue to the energy project proponents, numerous stakeholders and local communities, this process should be implemented by the end of 2005 so as to provide direction to power project proponents
- C) Should this process determine that a power transmission corridor through a Wildland is the best/optimal route when all resource values and public concerns are considered, an exception to allow the power transmission corridor in the Wildland could be made. If this exception is granted, the Wildland portion of the route may require special design and construction techniques to minimize impacts on other resource values. In particular, aerial or other access methods should be employed so that there is not a road built to facilitate construction, and so that there is no legacy of roads or trails that are suitable for motorized access post construction.

Recommendations

1. Government is to convene, fund and facilitate a public process to determine the optimal route for any potential power transmission corridor. It is recommended that this process be completed by the end of 2005.

XIV) Elected Officials Forum Issues

Background

During the LRMP process there was a separate, but related process called the Elected Officials Forum [EOF], facilitated for representatives of local governments including Squamish, Lions Bay, Whistler, Pemberton, the Squamish Lillooet Regional District, and the Fraser Valley Regional District. On May 6, 2004 the EOF put forward its own management direction as input to the Sea-to-Sky LRMP for three specific subject areas that included Community Water Supplies, Visual landscape Management, and a Community – Crown Land interface Designation.

Management Direction

A) Community Water Supplies:

- The Planning Forum shares the EOF concerns for the protection of their water supplies and endorses the concept of consultation with local government when planning any resource development activity [i.e. forestry, tourism etc.] within a community watershed.
- Forest management and recreational access within a community watershed is best managed/addressed through the development and implementation of an Integrated Watershed Management Plan [IWMP].

B) Visual Management:

- The Planning Forum shares the EOF concerns for the quality of the visual experience within scenic corridors in the plan area.
- The Planning Forum believes that the proposed Front-country Visual Landscape Management Strategy will address the concerns of the EOF for all areas except for the Lower Lillooet Lake corridor which is not currently part of the proposed Front-country Zone as the road is not paved. When the road is paved, the corridor should be added to the Front-country Zone and brought into the visual landscape management strategy.

C) Community – Crown Land Interface:

- The Planning Forum supports the EOF recommendation to establish a Community – Crown Land Interface Zone where local communities will have direct input into resource development planning through an enhanced consultation process. This enhanced consultation should involve all resource development processes such as, but not limited to; forestry, commercial recreation tenures, utility corridors etc.

Recommendations

1. Government is to convene a meeting between government resource management agencies, relevant industry representatives and local governments to formalize the enhanced consultation process. This should be done by July 2005.
2. Government assigns the MOF the responsibility to convene a multi-stakeholder process and facilitate the development of Integrated Watershed Management Plans for community watersheds that do not

currently have IWMPs. The process may include revising current IWMPs to address access issues that are identified.

3. Government defers any forest harvesting or new tourism tenures within the EOF listed community watersheds until IWMPs are implemented.
4. Government should encourage communities to apply for Community Forest Licenses for areas of concern such as watersheds and CCLI zones.
5. Government is to convene a public forum or workshop to present the LRMP prior to its final formal approval.

XV) Areas of Special Interest

Background

As the LRMP process proceeded through over 2 years of meetings and discussions some areas were identified, that although they did not fit into proposed zonation, or warrant the creation of another zone, some of them do warrant special mention and possible special management considerations.

Management Direction

A) Mount Meager

- Given the high concentration of wildlife values [i.e. grizzly bear, wolverine and mountain goat] it is important that resource development planned and implemented with a high regard for the sensitivity of these species to habitat alteration and human disturbance.
- Projects such as the proposed geothermal plant must be developed so that their footprint is minimized and infrastructure is located in such a way as to minimize impact on wildlife.
- The roaded access that comes with forest harvesting, mining and power developments must be minimized and it may be necessary to restrict public access in sensitive areas.
- Where practicable, serious consideration should be given to using helicopters for timber harvesting and mineral and energy exploration, or roads should be planned for immediate deactivation or access control.

B) Birkenhead River Fisheries

- The Birkenhead River is host to significant, regionally important, populations of sockeye, chinook, rainbow trout-steelhead, and bull trout. Due to its status as the number one fish producing river in the northern part of the plan area, and the vulnerability of the fish populations to potential or current impacts from over fishing and/or habitat loss, it is critically important that resource development activities within the watershed take a conservative approach to the protection of fish habitat and water quality.
- An apparent increase in river channel instability in the principal chinook spawning reaches is a special concern. It is suggested that when funding is available for fish habitat restoration, the Birkenhead River be considered a regional priority. Perhaps, mitigation funding for IPPs developed elsewhere in the plan area could be directed to the Birkenhead River.

C) The Callaghan Valley and the 2010 Olympics

- The Planning Forum recognizes that the Callaghan Valley will play a significant role as a venue for many of the 2010 Olympic Games and tried to factor Olympic planning into the LRMP process. None of the LRMP recommendations are intended to impede the development of the Olympic infrastructure.
- Although not all of the Callaghan Valley is technically in the proposed Front-country Zone it is recognized that visual landscape management will be critically important in the valley and should

be considered for inclusion in the Visual Landscape Management Strategy proposed for the Front-country Zone.

- The Planning Forum asks that Olympic planning in the Callaghan and portions of adjacent watersheds, both reflect and respect LRMP recommendations as much as practical.

D) The Upper Soo River

A Wildland has been proposed in the Upper Soo River valley. Adjacent to this Wildland are two additional areas, which due to their high forestry/timber values could only be accepted as Wildland by the forest industry if there is a compensatory mechanism to replace the timber productivity of the two areas. The forest industry has agreed to enter into an agreement [known as the Soo Accord] with the Association of Whistler area Residents for the Environment [AWARE] to defer harvesting on these two areas for two years to allow AWARE to raise funds to compensate the forest industry for the lost timber productivity associated with the two areas. The compensation is not to be used as a cash payout to licensees, but is to be used as an endowment to fund silviculture activities elsewhere in the TSA to improve productivity to compensate for the lost employment, revenue and productivity. AWARE is promoting the area as an Olympic Wildlife Legacy and if they are successful in raising the compensation the two areas will be added to the proposed Wildland and the entire area will become known as the Soo Olympic Wildlife Legacy area. To this date there is a framework for the agreement which will be known as the Soo Accord.

E) Ryan River Core Grizzly Bear Area

- The Ryan River watershed is agreed to be a regionally important grizzly bear habitat and while the Grizzly Bear Recovery Plan [GBRP] is yet to be completed, the Ryan is known to be a key element of GB recovery in the plan area. This is partly due to a history of limited public access, other than for forestry purposes.
- The main Ryan valley is not in a proposed Wildland as it is largely roaded and will remain a part of the THLB. However, all non forestry related road access may be restricted seasonally or spatially to protect grizzly bears and grizzly bear habitat. As such, any activity such as motorized commercial or public recreation or power generation that requires regular motorized access to the Ryan valley is a concern. No new motorized commercial recreation tenures should be issued for the Ryan valley until after the completion of the GBRP.
- No development permits should be issued for the Ryan River for energy production [IPP] until after completion of the REIDS. If the REIDS permits energy development in the Ryan, it must be done with significant design and construction constraints to protect the value of the Ryan as a core grizzly bear area.

Recommendations

1. Government consider and support the management directions given for Mount Meager, the Birkenhead River, the Callaghan Valley, the Upper Soo River valley and the Ryan River valley in any permitting or approval process.

XVI) Areas Deferred to Government for Decisions as the Planning Forum has so far been Unable to Resolve the Issue.

Background

The Planning forum has worked hard to find agreement around the many issues identified during the LRMP process. There are however several areas where the Planning forum was unable to find significant agreement to this point in time, and these are being deferred to government for a decision.

Area/Issue

1) Elaho River

The Planning Forum was unable to reach agreement on a recommendation for zoning for the portion of the upper Elaho River identified on the appendix 2 map. This is a large area with significant resource values [timber, recreation, wildlife, biodiversity, mining, tourism etc.] and the Planning forum is suggesting that government decide on the land use for this area.

2) Sims Creek

The Planning Forum was unable to reach agreement on a recommendation for zoning for the portion of Sims Creek identified on the appendix 2 map. This is a large area with significant resource values [timber, recreation, wildlife, biodiversity, mining, tourism etc.] and the Planning forum is suggesting that government decide on the land use for this area.

3) Douglas Creek

The Planning Forum was unable to reach agreement on a recommendation for zoning for the portion of the Douglas Creek watershed identified on the appendix 2 map. This is a large area with significant resource values [timber, recreation, wildlife, biodiversity, mining, tourism etc.] and the Planning forum is suggesting that government decide on the land use for this area.

4) The 19/21 Mile and Madeley Creek Area

This is an area near Whistler that is identified on the appendix 2 map. The area is subject to some Olympic planning processes as well as being included in an application by the Resort Municipality of Whistler [RMOW] for an expansion of its municipal boundary. The Planning Forum was reluctant to get involved in the process/negotiation between the Provincial Government and the RMOW and consequently, has deferred to the province and the RMOW to decide the land use status for this area.

Recommendations

The Table recommends that the land use decisions for the upper Elaho, Sims and Douglas areas [as defined on appendix 2 map] be addressed through negotiations between Government and relevant First Nations. The Province and relevant First Nations are to initiate a process to resolve the land use designations for these areas.

The Table members are free to outline their interest in these areas and/or provide information. At the request of the negotiating parties, the sectors may also be asked for their assistance to aid in the Government to Government process going forward.

The Table recognizes the issues concerning these areas are complex and it will require time to reach a final resolve and be reflective of the public interest. To help provide a greater social license the Table members agree to support any outcome mutually acceptable to the parties involved in the Government to Government negotiations.

XVII) Interim Measures

Recommendations

1. It is the recommendation of our sectors that the spirit, intent and specifics of this document be used as guidelines, and as the basis of interim measures by land managers, development proponents, and tenure applicants until the LRMP and its recommendations , and subsequent processes are implemented.
2. Government agencies are not to issue new permits, tenures etc., that conflict with the proposed LRMP outcomes [e.g.. no new cutting permits in Wildlands, no motorized commercial recreation tenures in Wildlands etc.].