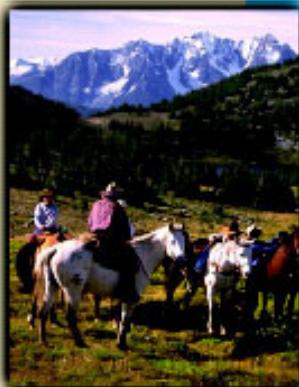


The West Chilcotin Demonstration Project



How forestry, tourism, First Nations and local residents are working together to forge a diverse, sustainable future

A Partnership of:
**Riverside Forest Products • Tatla Resource Association
Tsi Del Del Enterprises • West Chilcotin Tourism Association
Wilderness Tourism Association of BC**



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Riverside Forest Products Limited
With funding from:

BC Ministry of Sustainable Resource Management
and
The Vancouver Foundation

May 2004

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Tatla Resource Association
Tsi Del Del Enterprises Limited
West Chilcotin Tourism Association
Wilderness Tourism Association of British Columbia
Riverside Forest Products Limited

Finally we thank those who believed in this effort and provided funding support of this progressive, innovative land use planning process, the West Chilcotin Demonstration Project:

BC Ministry of Sustainable Resource Management,
The Vancouver Foundation

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EXECUTIVE SUMMARY



The West Chilcotin Demonstration Project successfully illustrates that collaboration between the forest industry, the tourism industry, First Nations, and the local community can forge a diverse, sustainable future. Together these parties have developed a multi-sectoral approach to land use planning that will bring economic diversity, business certainty, operating efficiency, and sustainability to a spectacular part of BC: the West Chilcotin.

The Demonstration Project has produced a realistic site-specific 20-year plan that yields major results. For example it:

- ✓ **Enables forestry and tourism to both thrive and attract new investment.**
- ✓ **Builds a stronger, more diverse local economy with increased employment.**
- ✓ **Safeguards wildlife and retains biodiversity: (e.g. exceeding government's old growth retention targets by 25%)**
- ✓ **Conforms with and enhances the Cariboo-Chilcotin Land Use Plan.**
- ✓ **Demonstrates that Working Forest targets do work, on-the-ground, in the real world**
- ✓ **Avoids conflicts and builds better relationships between local First Nation peoples, industry, communities, and government.**

Therefore, this innovative Project can serve as a model to bring similar benefits to other parts of BC.

The West Chilcotin Demonstration Participants and Project Area

Riverside Forest Products, Tsi Del Del (a Chilcotin forestry company co-owned by the Alexis Creek First Nation and Riverside), the Wilderness Tourism Association of BC, the Tatla Resource Association, and the West Chilcotin Tourism Association have worked together for the past three years on the West Chilcotin Demonstration Project.

Covering nearly 700,000 hectares, the Demonstration Project centres on the community of Tatla Lake, and stretches from Mount Waddington and the Coast Mountains in the south across the Chilcotin Plateau to the Itcha Mountains in the north.

The Project Area contains remarkable biodiversity that ranges from coastal rainforest to dry interior grasslands. It is home to the Tsilhqot'in First Nation and to a strong rural community. Almost 90% of the commercially available forest in the West Chilcotin Demonstration Project Area is lodgepole pine, with low elevation pockets of dry Interior Douglas-fir forests, and Engelmann spruce / sub-alpine fir growing at higher altitudes.

The West Chilcotin is home to the largest caribou herd in southern Canada, moose, deer, grizzlies and wolves. Salmon populations in the Chilko and Chilcotin drainages support tourism, recreational, and First Nations' fisheries.

Project Context: The Cariboo-Chilcotin Land Use Plan

Back in the mid-1980s in response to a rapid increase in logging that was a result of a mountain pine beetle epidemic in the Chilcotin, a grouping of local ranchers, First Nations, and conservationists became concerned about the rate of change in the forests. As tensions increased over the next several years, the BC government responded in 1992 with a land use planning process for the Cariboo-Chilcotin region under the Commission for Resources and Environment (CORE).

In 1994 when the Cariboo-Chilcotin CORE report was issued by the government, all parties found it unacceptable. Fortunately, low profile discussions undertaken by several key stakeholder sectors, notably the Cariboo Communities Coalition and the Cariboo-Chilcotin Conservation Society ,began to look for a way to distil an agreement out of the elements developed by CORE. After a challenging period of negotiations, a breakthrough Cariboo-Chilcotin Land Use Plan Agreement was reached in late 1994. This was a first for British Columbia and it not only enabled sustainable land use planning to go ahead in this region, it created a provincial precedent.

A key reason that the agreement on Cariboo-Chilcotin Land Use Plan (CCLUP) was reached had to do with its use of land use zones and access targets. These tools enabled all parties to come to agreement on a range of management regimes needed protect their interests. The CCLUP differentiated the land base of the region into:

- ✓ **Enhanced Resource Development Zone (ERDZ)**, where forestry would be undertaken in a more intensive fashion
- ✓ **Integrated Resource Management Zone (IRMZ)**, where land resource management and extraction would proceed in a sustained, integrated fashion similar to what had been historically undertaken in the region
- ✓ **Special Resource Development Zone (SRDZ)**, where concerns such as wildlife, fisheries, viewscapes, watersheds, tourism, and recreation would get special recognition while also allowing resource extraction, albeit in a lower intensity and

- careful style. A key feature of the SRDZ was to allocate 70% of the forest for logging and 30% for non-timber values.
- ✓ **Parks and Protected Areas**, which were intended to be free of commercial resource extraction with a focus on biodiversity and conservation, as well as recreation and tourism.

West Chilcotin Demonstration Project History

This CCLUP agreement and the delineation of zones and targets at the Regional level were great accomplishments. However, the need now was to define the requirements of the different land use sectors on a **site-specific basis**. Additionally, two elements had not been adequately addressed by the 1994 CCLUP agreement. The first relates to the **rising expectations of First Nations** and the second the rapid expansion **nature-based tourism industry**. Incorporating these interests into the current results-based framework in a site-specific manner that also conforms to the CCLUP is precisely what the West Chilcotin Demonstration Project was designed to do.

While forestry has been the traditional backbone of the economy of rural BC, tourism is becoming a promising new opportunity for growth. Both sectors use trees: the forest industry for processing into wood and paper products; tourism for viewscapes, for harbouring of wildlife, and as a setting for recreational experiences integral to its nature-based industry.

Increasingly, the rapid growth of nature-based tourism combined with forestry's expansion into more remote lands has brought these two sectors into challenging land-use situations. However, research and mapping done provincially by the Wilderness Tourism Association (WTA) indicated that the land base needs of the forest and tourism industries might be in less conflict than suspected. This WTA research showed that tourism's land base was focused on more rugged and distant locations, whereas the areas of most significance to the forest industry often had lesser tourism appeal. Nevertheless, there was an overlap zone on the periphery of both resource sector heartlands where, without careful management, impacts on one or both sectors could become problematic.

WTA's research suggested that if collaborative planning between the two sectors could be achieved there was great potential for both industries to co-exist and thrive. This would be good news for rural communities across BC intent on economic health and diversification. But to advance such potential promise from theory to reality, the WTA's research had to be field-tested at the site-specific and stand level.

Originally, the West Chilcotin was chosen for the Demonstration Project as a result of the tourism community's respect for some of Riverside Forest Products' pioneering and innovative work. Additional benefits of this location were that it also enabled the involvement of the Tsi Del Del Enterprises Ltd, (a joint venture between the Alexis Creek First Nation and Riverside Forest Products), and the Tatla Resource Association (TRA), a local citizens' organization based in Tatla-Tatlayoko-West Branch, which had

spent several years developing a land use vision for their communities. As well, land use planning expertise was quite developed in the region due to the experience gained by all land use sectors as a result of the 1994 Cariboo-Chilcotin Land Use Plan.

The West Chilcotin Demonstration Project Participants

In becoming engaged with the Project, individual participants had distinctive motivations and objectives.

The Forestry Perspective

The forest industry believed that by engaging in the West Chilcotin Demonstration Project it could work with other stakeholder groups to achieve a viable operating land base and a long-term planning capability, which would be based on collaboration rather than confrontation.

One of the key problems with the traditional prescriptive forest development approach to planning was that the opportunity for public input did not come until after the plan had been prepared and submitted for review and comment. The revisions and public meetings were costly, and too often resulted in disagreement and bad public relations.

To avoid this, the West Chilcotin Demonstration Project was designed to link forestry planning with First Nation, tourism, and community concerns at the *outset* of the planning process, not *after* it had been completed. It was intended to be results-oriented. This simple shift in the planning procedure allowed for inclusive problem solving, resulting in a much more stable and acceptable plan for all participants.

The Tourism Perspective

The tourism sector believed that the opportunity to plan its land use needs in concert with the forest sector through the West Chilcotin Project could provide economic stability for its industry while concurrently meeting the needs of forestry and the local communities.

Tourism – like forestry – is important to the West Chilcotin economy; it generates \$40 million dollars per year¹ for the area. BC's internationally significant nature tourism sector is growing at 11% per year, and requires land resource certainty to ensure sustainable quality viewscapes, wildlife and fish populations, recreational experiences, and access to wilderness.

The tourism industry is a natural resource-based sector requiring the same planning techniques (e.g. mapping, planning and zoning) long utilized for land management in other industries such as forestry. Therefore the planning process used in the Demonstration Project was seen as a way of breaking new ground in tourism resource management.

¹West Chilcotin Tourism Association, Chilcotin Wilderness Tourism Study, March 2001

First Nation Perspective

The first settlers in the Chilcotin were the ‘people of the plateau’ - the Tsilhqot’in. For the Tsilhqot’in, this is their traditional land. Trap lines, grease trails, fishing spots, hunting trails, places of great power, burial sites, and old village sites are all areas to be respected.

In addition to their wish to safeguard their traditional land, the Tsilhqot’in are concerned about the economic wellbeing of their band members. As a result, in 1990 they established their forestry company, Tsi Del Del Enterprises Ltd., which is involved in all phases of local forestry from logging and silviculture to long-term strategic planning. Tsi Del Del believed the Demonstration Project was a way to achieve these corporate goals. The company also recognized the need to address concerns of Project participants such as those of the Alexis Creek Indian Band, Tatla-Tatlayoko-West Branch community and West Chilcotin Tourism Association in order to enhance the efficiency and effectiveness of their operations.

The Tatla-Tatlayoko-West Branch Community Perspective

The community’s motivation to plan for forest use came from its recognition that the traditional isolation of the area was ending and that forest development was imminent. They envisioned a forest industry that would mesh smoothly with the community’s vision for managing the forest so as to be ecologically sustainable, provide local economic development, while retaining the beauty of the area.

Most residents of the Tatla-Tatlayoko-West Branch area live here because of its great beauty and the independent lifestyle it offers. Many of these people came to log and ranch, while others have created businesses dependent on the high calibre wilderness and scenic qualities of the region. They saw the Demonstration Project as a means to retain these values while giving certainty and creating economic opportunities for the future.

A Project Process: Based on Trust and Innovation

The success of the West Chilcotin Project in large part resulted from the unique team of people who came together from various sectors to find innovative solutions. Learning about each other’s land needs and values was critical to the success of this Project. All the participants believed that only with the mutual good will and understanding could the Project achieve its goals, and **all participants have worked hard to build such trust.**

Once the initial discussions and relationship-building had begun, the forestry, tourism, and native and non-native community participants worked together through a series of meetings, e-mails, phone calls, and consultations to jointly determine their land use needs for the next 20 years.

A Results-Based Strategy

The basic strategy employed by the Project was to take a ‘results-based’ approach to more efficiently and effectively manage for the range of land values. This was done

through collaborative innovation, by ‘moving the pieces around’, so as to concentrate forestry more in its heartland, tourism more in its own (and different) heartland. In the overlap zone, where the intersecting needs of forestry, tourism, First Nations and the local community had the potential to generate conflict, the strategy adopted by the Project Team was to cluster compatible conservation and tourism values in order to reduce the impact on logging.

Government’s response to the West Chilcotin Demonstration Project was positive right from the outset. In voicing its support, Government emphasized that one of the overriding principles for the project would be the utilization of the spirit and intent of the resource access targets identified in the Cariboo-Chilcotin Land Use Plan. All Project Team members strongly agreed with this.

Land Use Emphasis Zones

Consistent with this results-based strategy, the West Chilcotin Demonstration Project subdivided the land base into three distinct zones: north, central, and south.

In the **Northern Forestry Emphasis Zone**, the focus was seen to be on logging, as this Zone features extensive uniformly sized pine and spruce forests. Tourism values in the north are very limited. For its part, the Alexis Creek First Nation has concerns in the northern zone related to traditional use and settlement.

As its name describes, the **Central Transition Overlap Zone** is the portion of the Project land base where the interests of First Nations, community, tourism, and forestry most intersect. Hence this portion of the Project Area is where the most emphasis was placed on developing innovative approaches to logging and cutblock design so as to reduce visual, wildlife, and environmental impacts.

In the **Southern Tourism Emphasis Zone** the land rises into the dramatic Coast Mountains. Centred on scenic Tatlayoko Lake and the West Branch Valley, this is the heart of the tourism resource in the Project Area. This Zone supports world-class wilderness products and has the potential to support significant expansion.

Site-Specific Polygon Analysis

Each group prepared to engage in the Project by doing their own sector-specific planning work. They had identified their needs on maps, complete with acetate overlays and accompanying text detailing the resources and values of each of the 37 polygons (or subzones) that comprised the overall Project land base. (Map 8 - Polygons)

Once tourism and forestry’s sectoral layers were analyzed on a polygon by polygon basis, it was apparent that there was indeed less overlap than anticipated. In fact much of the project land base was of no or low conflict, since for the most part the heartland for these two resource sectors were different: tourism to the south and forestry to the north. This allowed the team to focus on the polygons in the Central Transition Overlap Zone where they sought to find the means for forestry to be planned and

implemented carefully with special consideration for First Nation, community, and tourism needs.

The land use information developed by the participants was computer digitized and an initial multi-resource management scenario was produced. This ‘base case’ was then refined and revised and a succession of computer scenarios were produced, each one building on the earlier runs to better reflect the key and evolving elements of the plan. A variety of advanced planning tools were used by the Demonstration Project participants to find land use solutions. This included ‘digital terrain modelling’, which uses a computer to generate pictures of what a currently unlogged forest landscape would look like after harvesting. As well, participants were active on field trips, walking the woods and flying over the Project Area by helicopter. This was done to ensure that the final land use plan for the area was ground-truthed and built upon the extensive local expertise of the team.

Pilot Test Cutblock

To demonstrate modified harvesting practices that could work to meet tourism, community and ecological needs, the partners involved in the West Chilcotin Demonstration Project proposed a visually sensitive cutblock overlooking the town of Tatla Lake to field test and demonstrate different harvesting approaches. The intention was to explore the implementation of the Project agreements reached between the Project parties, particularly in the Central Overlap Zone, in an actual on-the-ground pilot.

The team members walked the proposed cutblock and collaborated in its planning. Some traditional logging equipment (feller bunchers, skidders) will be used in non-traditional ways; as well some non-traditional equipment may be used. The team – and especially Tsi Del Del – is intent on finding economically viable, visually and ecologically progressive techniques that can be used here and in other similar sensitive sites in the Project Area.

Compliance with the Cariboo Land Use Plan

To ensure compliance, each new management scenario was rigorously tested against CCLUP resource access targets using government methodology. In all, 15 scenarios were developed in order to arrive at the final Demonstration Project land use agreement. (See Map 10) This was a ground breaking achievement. It clearly confirmed that the concerns of forestry, tourism, First Nations, and community could be respected concurrently on a site-specific basis, in a fashion that was consistent with the regional land use plans.

Ensuring Biodiversity Protection

A key goal of land use planning in British Columbia today is the safeguarding of environmental values, especially biodiversity. This stewardship is important for future generations. As well, our international forest and tourism customers expect it.

To safeguard biodiversity values (e.g. old growth retention, wildlife, fisheries, water quality) as well as other non-timber values (e.g. tourism, scenic and community concerns), the approach taken by the Project Team was to **cluster these non-timber values and retention areas in a manner that achieved the maximum benefits by strategically overlapping these values**. This results-based approach was possible due to the Project team's strong knowledge of the local land base and its emphasis on finding innovative, collaborative solutions.

This strategy was so effective and efficient that government's requirement for old growth retention was actually exceeded by approximately 25% across the Project Area, in a manner consistent with the CCLUP, while also meeting the needs of tourism, forestry, and those of the local community.

This West Chilcotin results-based solution of optimizing reserves for both biodiversity and non-timber values offers the means elsewhere in the Cariboo Region and BC to ensure that government's Working Forest policy can concurrently meet the needs of forestry, tourism, the environment, and local communities in the real-world.

Benefits Achieved in the Demonstration Project

Overall the West Chilcotin Project has yielded benefits for all sectors:

Forestry Benefits

- ✓ Improves wood flow certainty by ensuring balanced growing sites, and short and long-term wood supply (including First Nations' logging)
- ✓ Achieves the needs of backcountry tourism with negligible impacts on the Working Forest (<0.5%)
- ✓ Reduces timber impact of old growth retention requirements
- ✓ Reduces forestry industry operating costs

Tourism Benefits

- ✓ Safeguards world-class backcountry wilderness tourism resources and ensures product marketing integrity of 'Supernatural Chilcotin' products

Government Benefits

- ✓ Conforms to and enhances the Cariboo-Chilcotin Land Use Plan (CCLUP)
- ✓ Safeguards wildlife: for crucial mule caribou and deer winter range, grizzly bear and fisheries
- ✓ Maintains logging revenues, annual allowable cut, employment, and stumpage, over the long term
- ✓ Demonstrates the viability of Working Forest targets

First Nation Community Benefits

- ✓ Offers the local First Nation a more diversified, sustainable, and growing economic base, self-sufficiency and ongoing employment
- ✓ Safeguards traditional lands by retaining areas for hunting, fishing, gathering, spiritual use and burial sites.
- ✓ Increases the local non-native understanding and support of First Nation's concerns.

Tatla-Tatlayoko-West Branch Community (TRA) Benefits

- ✓ Retains the natural quality of wilderness, scenery and recreation opportunities
- ✓ Encourages the growth of a value-added economy in forestry and tourism
- ✓ Involves the community in determining the future of their local area

In short, this Project has demonstrated that collaboration between forestry, tourism, First Nations, and local non-native communities in land use decision-making is indeed possible and that numerous, significant benefits will accrue to each party from such co-operation.

Government Endorses the West Chilcotin Demonstration Project

In response to the hard work done to achieve West Chilcotin Demonstration Project Agreement, government has indicated its support. As Steve Carr, Regional Manager for the Ministry of Sustainable Resource Management states in his May 12, 2004 letter to the Project Team,

"MSRM does endorse the West Chilcotin Pilot Project with the intent to integrate the plan into the Chilcotin SRMP". He goes onto say "MSRM values the contribution that the Pilot has made to strategic land use planning in the Cariboo-Chilcotin. I understand the Pilot represents a common vision for land use in the West Chilcotin and has the support of forest licensees, wilderness tourism interests, and local residents. You and the other key participants in the Pilot are to be commended for the significant effort and innovation that is clearly evident in the Pilot. Staff in the Cariboo Region are committed to making the Pilot a successful part of the CCLUP."

Conclusion

The next step for the West Chilcotin Demonstration Project team will be to continue to work together refining, implementing, and monitoring this collaborative strategy, on-the-ground. This is where all the participants will realize the real value of the Project over the years to come.

Now that the process has been field-tested in the West Chilcotin, replication of this methodology in other parts of BC is possible. Given the lessons learned in this Demonstration Project, future such land use exercises can be undertaken in a much shorter time frame. And as all the participants agree, if collaboration and land use agreement can be reached in the Chilcotin, a region that once experienced considerable tension and conflict, it can be reached anywhere in British Columbia.

MAP PORTFOLIO

The following Maps summarize the geographic values associated with the West Chilcotin Demonstration Project and give an insight into the progression of work that was undertaken. (Details related to the various maps are covered in the main report.)

- 1) West Chilcotin Demonstration Project Location Map
- 2) Forest Resource Map
- 3) Tourism Resource Map
- 4) First Nations Buffer Map
- 5) Community Trails and Visuals Map
- 6) Mule Deer-Caribou Map
- 7) Resource Emphasis Zones Map
- 8) Polygons Map
- 9) New OGMA and Goal 2 Area Map
- 10) Run 15 Scenario Map

INTRODUCTION



The West Chilcotin Demonstration Project shows that collaboration between the forest and tourism industries, First Nations, and local residents can forge a diverse, sustainable future. Together these parties have developed a multi-sector approach to land use planning that will bring economic diversity, business certainty, operating efficiency, and sustainability to a spectacular part of BC, the West Chilcotin. This remarkable process and the innovative methods used can be replicated elsewhere.

Riverside Forest Products Limited, Tsi Del Del Enterprises Limited (a Chilcotin-based Forestry/Logging company equally owned by the Alexis Creek First Nation and Riverside), the West Chilcotin Tourism Association, the Wilderness Tourism Association of BC, and the Tatla Resource Association have worked together for the past three years on the West Chilcotin Demonstration Project in a 686,092 hectare region (390,000 of which is forested) of

the West Chilcotin. This area centres on Tatla Lake and stretches from Mount Waddington in the south to the Itcha Mountains in the north, and from the Pantheons in the west to the Chilko River in the east. (See Map 1.)

PROJECT CONTEXT



Starting in the mid-1980s as a result of a beetle epidemic in the Chilcotin, and in response to a rapid increase in logging, a grouping of local individuals (ranchers, First Nations, and conservationists) began to be concerned as to the degree of change taking place in their forests. They started to advocate for protection of expanses of the Chilcotin region. Coupled with this were rapidly emerging Native concerns over land claims.

Through the late 1980s and into the early 1990s, tensions increased. Naturally the forest industry, which had already heavily invested in the Chilcotin, was concerned about retaining their access to timber. As was occurring elsewhere in the province at this time, the tensions related to land use in the Chilcotin escalated to such an extent that all interests were at risk – forestry, First Nations, and conservation. In response to such discord, the government of the day proposed land use planning processes under the Commission for Resources and Environment (CORE) as the means to develop dialogue and negotiate land use solutions that would work for everyone.

One of the three initial focal areas of the province where this process was undertaken was in the Cariboo-Chilcotin. In the early 1990s these CORE negotiations got underway with stakeholders representing forestry, ranching, mining, local communities, conservation, recreation and more. Unfortunately, by this point entrenched positions had developed to such an extent that the opportunities to reach agreement became remote.

In 1994, when government issued the Cariboo-Chilcotin CORE report, all parties found it unacceptable. Fortunately, low profile initiatives subsequently undertaken by several key stakeholder sectors, notably the Cariboo Communities Coalition² (CCC) and the Cariboo-Chilcotin Conservation Society began to look for a way to distil an agreement out of the elements developed by CORE.

A small group of key players from a diverse range of interests found the means to discuss possible solutions. In particular, Bob Flinton (as part of CCC) and Dave Neads (with the Conservation Society) played lead parts in achieving the unlikely result that

² The Cariboo Communities Coalition consisted of trappers, guide outfitters, ranchers, contractors, truckers, small business operators, local government, miners, large and small forest operations, outdoor recreation and commercial recreation groups

after some very difficult discussions, a land use accord for the Cariboo-Chilcotin did emerge.

Subsequently, both Neads and Clinton played a crucial role in ensuring that their relative communities could buy on to a final Cariboo-Chilcotin Land Use Plan Agreement. One of the key features of this agreement was the establishment of access targets, which enabled all parties to come to agreement on the range of resource, conservation and land use values in the Cariboo-Chilcotin. In accomplishing this, the Cariboo-Chilcotin Land Use Plan differentiated the land base of the region into four zones:

1. **Enhanced Resource Development Zone** (ERDZ), where forestry would be undertaken in a more intensive fashion
2. **Integrated Resource Management Zone** (IRMZ), where land resource management and extraction would proceed in a sustained, integrated fashion similar to what had been historically undertaken in the region
3. **Special Resource Development Zone** (SRDZ), where concerns such as fisheries, viewscapes, watershed, tourism, and recreation would get special recognition while still allowing lesser intensity forestry and mining access
4. **Parks and Protected Areas**, which were intended to be free of commercial resource extraction with a focus on biodiversity and conservation, as well as recreation.

One of the key agreements of the land use plan was the establishment of targets, particularly for the Special Resource Development Zones, which asserted that regionally 70% of the forest area would be available for forestry and that 30% would be utilized to meet the needs of other, non-extractive sectors.

This Cariboo-Chilcotin Land Use Plan Agreement was the first time in British Columbia such a breakthrough was achieved. It served as a precedent that heralded the evolution of sustainable land use planning across the province. Indeed, when this agreement was announced, CTV National News reported, "Who would have expected an agreement could be reached in British Columbia over forests and land use? Well, it just happened in the Cariboo-Chilcotin." It was this groundbreaking Cariboo-Chilcotin Land Use Plan that also laid the foundation for the West Chilcotin Demonstration Project.

In the years after the 1994 Cariboo-Chilcotin land use agreement, government and stakeholders addressed the means to implement the agreement. Once again, Bob Clinton and Dave Neads played ongoing key roles working with the Cariboo-Chilcotin Regional Resource Board. This multi-sectoral body was set up to work with government to ensure that the spirit of the Cariboo-Chilcotin Land Use Plan was achieved. However, while the Land Use Plan, groundbreaking as it was, had been successful in establishing broad region-wide principles, it soon became much more challenging to define the needs of the different industries on a more locally specific level.

As successful as the 1994 Cariboo-Chilcotin Land Use Plan Agreement was, there were some significant shortcomings. One crucial gap was the lack of First Nations'

involvement in the agreement. This aspect was not an oversight, but rather a strategic withdrawal from the CORE land use negotiating process had been made by the Tsilhqot'in First Nation in the Chilcotin in order to present their land claims concerns directly to the provincial government. In fact, the resolution of such claims would be crucial, as it would provide increased land use certainty that would support economic stability for all community members. This concern for land claims resolution continues today in the Chilcotin, as it does province-wide.

Such land claims requirements notwithstanding; First Nations represent a large portion of the population in the Chilcotin region, and have very real and immediate economic, social, and environmental needs. The lack of First Nations' involvement in the Cariboo-Chilcotin Land Use Plan did not enable these needs to be addressed in the short term. Since 1994 the importance of dealing with these concerns has only increased.

The other major change that has occurred since 1994 Cariboo-Chilcotin Land Use Plan Agreement relates to the dramatic emergence of the role of tourism in the economy, both regionally and provincially. In 1994, the value of tourism in BC was about \$5 billion in revenues to the province. By 2002, provincial tourism had doubled to revenues of \$9.5 billion.

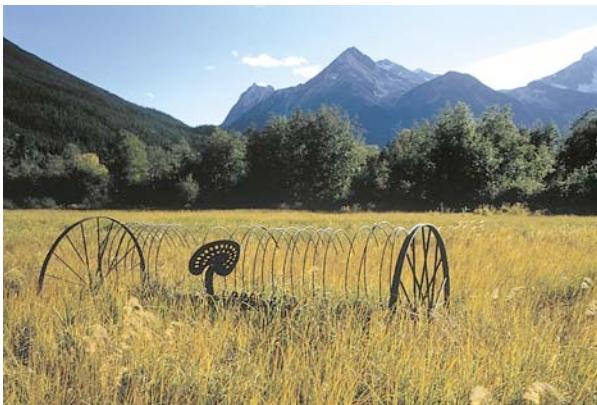
Clearly any land use plan must evolve with time. The requirement therefore now would be to integrate the needs of First Nations (without compromising their land claims process) as well as to recognize the land use requirements of the tourism industry to ensure that this sector could grow along with forestry. This had to be done in a manner that built upon the spirit and elements of the CCLUP agreement that had been so groundbreaking back in 1994.

Thus, this is the context within which the West Chilcotin Demonstration Project was born in late 2000. This Project was envisioned as the means to develop a 'new way of doing business' at the sub-regional level. The Project was intentionally undertaken in a part of the province that had developed the most experience in building consensus on land use issues amongst a range of sectors. This is because one of the legacies of the Cariboo-Chilcotin Land Use Plan was the working relationships, trust, and pragmatism that had evolved among the various sectors. This would enhance the prospect for some of the key groups and individuals, particularly Bob Flinton, Dave Neads and key government officials, to find the means to implement the regional CCLUP agreement at a much more detailed, local, and precise on-the-ground level. One of the other legacies of the CCLUP process has been that communities such as Tatla-Tatlayoko-West Branch developed a level of planning expertise which would now enable them to actively participate in and help co-engineer very sophisticated land use solutions.

In short, it was the experience with land use negotiations and planning in the West Chilcotin developed over the past decade that offered the potential to take land use planning here to a more detailed, results-based, and locally specific level. The predisposing advantages that had evolved here by now included:

1. a local community with sophisticated land use planning skills,
2. a forest company that had proven to be an innovative industry leader,
3. a rapidly growing and high calibre tourism industry, and a
4. a local First Nations leadership that has been highly successful in developing an economic forestry enterprise.

WEST CHILCOTIN DEMONSTRATION PROJECT HISTORY



The West Chilcotin Demonstration Project emerged out of the need for BC's two primary industries that rely on the forest for their economic well being – the forestry and tourism sectors – to find a means to better collaborate on land use management. Although tourism and forestry were the initiators of the Project, its success has been very much due to the work and the relationships that have been developed, especially between the First Nations and

Tatla community. Without a doubt, the Project could not have succeeded without the exceptional willingness and commitment of Tsi Del Del Enterprises to forge new relationships and create new ways of doing business.

Although forestry has been the traditional backbone of the economy of rural BC, tourism is increasingly becoming a new opportunity for growth. Both sectors use trees: the forest industry for processing into wood and paper products; the tourism industry for viewscapes and for the harbouring of wildlife and recreational experiences that are crucial to its nature-based industry. Both sectors are very large, of world class significance, and both use a distinct if sometimes overlapping land base.

Prior to the 1990s, this overlap was not of much concern as tourism was much smaller and forestry was at an earlier stage in its development of the forest. Timber harvesting had not yet reached many of the more distant valleys, so there were still plenty of opportunities for the two industries to co-exist, often by operating in different areas. Typically, tourism's most valued nature-based locations were in the more remote, rugged scenically spectacular wilderness sites. Retention of the scenic, wilderness, wildlife, fisheries, and recreation values found there are crucial for tourism in the West Chilcotin if it is going to be able to compete in the world's marketplace and attract investment. That's because tourism, like forestry, required stability to grow, and a land base was crucial to this.

For its part, forestry had historically placed its focus on the sites of highest growth with the most valuable and easily accessed stands of trees. In recent years, however, the rapid growth of nature-based tourism, as well as forestry's inevitable expansion into more remote lands, brought the two sectors into challenging situations in areas where both industries wished to simultaneously utilize the same forest areas.

To the uninformed, the prospect was for an emergence of conflict between these two major land users. This would result in tension and uncertainty for both of these industries. However, research done by the Wilderness Tourism Association (WTA), the

provincial association that links together all sectors of the nature-based tourism industry, indicated that the land base needs of the forest and tourism industries might be in less conflict than suspected. Province-wide mapping done by the WTA clearly showed that the tourism industry's land base needs focused on the more remote locations, which were often associated with limited or no forestry values, whereas the areas of most significance to the forest industry often had lesser tourism appeal. Nevertheless there was an overlap zone on the periphery of both resource industries' heartlands, where unless careful management occurred, impacts on one or both sectors could be problematic.

Knowing that these general patterns existed across the province, the WTA felt that in order for its industry to have the opportunity to grow, it needed to demonstrate to government, the forest industry, and the public that nature-based tourism could achieve land base certainty in a fashion that integrated - rather than conflicted - with the needs of other resource industries, especially forestry.

British Columbia's image to the world as SuperNatural is basely on our province's exceptional natural qualities. In effect, tourism in BC is a natural resource based industry, just like forestry and mining. The mapping work undertaken by the WTA confirmed a crucial reality – that enabling certainty to the tourism industry did not have to mean the decline of the forest industry. Rather, WTA research suggested that through collaboration the prospect could be for both industries to thrive. Certainly this was good for the tourism industry, but it was also good for the forest industry. As well, it was welcome news to communities across rural BC who stood to greatly benefit from ongoing growth and diversification of their economies.

While the WTA mapping suggested positive possibilities for industries and communities across BC, the need was to demonstrate that such collaboration between forestry and tourism was indeed possible. This required a site-specific example that showed that forestry and tourism could indeed co-exist. To do so, the WTA needed to find a forest industry partner willing to explore such a collaborative solution in a specific location. This exercise was going to require trust, innovation, and leadership by all the individuals and companies involved, so the choice of the forest industry partner was key.

Lloyd Manchester, a Kelowna environmental consultant had worked both closely with the WTA and had over twenty years experience interacting with various forestry companies. His experience with Riverside Forest Products on their Tree Farm License 49 Project had been very positive. He was impressed that they used results-based procedures that included a complete evaluation and monitoring process tied to sustainability indicators that even today exceed the legal management standards required by government.

"Of all BC's forestry companies that I've worked with, Riverside was the most progressive," states Manchester. Riverside is Canada's leading producer of softwood, plywood and veneer, and a major manufacturer of stud and random length lumber.

During its 50 years of business, Riverside has grown from a small family-owned mill into being among the top ten tenure holders and lumber producers in the province.

So it was natural that when the possibility arose to explore collaborative solutions between the tourism and forestry industries, Manchester recommended that WTA work with Riverside. He reports, "There were lots of indicators that Riverside should be considered as the forestry partner in this demonstration project. They had a corporate culture that valued innovation and co-operation, their foresters were informed about ecology, they understood the importance of maintaining stand structure versus only clearcutting, and they appreciated the need for some wild places rather than just hauling out all the trees."

Accordingly, WTA Executive Director Ric Careless first approached the Chief Executive Officer of Riverside, Gordie Steele, and Chief Operating Officer Gerald Raboch in the fall of 2000 to ask if they would be willing to explore such collaboration within a Riverside operations area in interior BC. Together Careless, Steele, and Raboch discussed the possibility of looking for solutions to both sectors' concerns and overlapping interests. In keeping with the leadership Riverside had continually shown over the years, Steele and Raboch agreed to participate in such a Demonstration Project.

Gerald Raboch had a specific interest in the West Chilcotin region, particularly as he was a director of Tsi Del Del Enterprises Ltd. (TDD), the local First Nation forestry company operating there. He proposed that company's area of operation as a logical site to undertake the project. This was agreed to, and quickly the idea of undertaking a Demonstration Project within the Chilcotin became a reality.

Raboch enlisted Riverside's Vice President of Woodlands, John Marritt, with whom Manchester had also had a positive experience in the Okanagan region. Marritt was very interested in proactive land use processes that lead can to creative solutions. As well, Bob Flinton, the Woodlands Manager for Riverside in the Cariboo Chilcotin rapidly became involved. Given that Tsi Del Del actually logged in the proposed Project Area, it was crucial to obtain their direct participation; the person suggested for direct involvement was Tsi Del Del's General Manager at the time, Brian Hansen.

Although WTA's mapping research suggested the likelihood for success of such a forestry/tourism integration project seemed high, there were no guarantees, and it was going to require all parties to be innovative, creative, and build trust. Raboch sums his company's perspective this way "The West Chilcotin has a Cariboo-Chilcotin Land Use Plan. Within it there are some concerns and interests not being met. We were pleased to consider this approach and see if we could build a team to develop a solutions-based process."

The Demonstration Project would meet a number of objectives for Tsi Del Del (TDD). As well, it would assure an ongoing wood supply to Riverside, who had recently acquired more processing capability nearby in Williams Lake. Operating from its base in Redstone, TDD is a joint venture company equally owned by the Alexis Creek First

Nation and Riverside Forest Products Ltd. Tsi Del Del is important to Riverside as a supplier but Gerald Raboch also strongly believed that this involvement in the West Chilcotin Demonstration Project could lead to greater stability for the Alexis Creek First Nation. Given that First Nations' input had been missing during the CORE and CCLUP processes, this First Nation community was glad to see that Tsi Del Del provided a means for the band to be involved with the planning and management of timber resources in its traditional use areas.

In accepting co-partnership of this project, Tsi Del Del established three goals:

- 1) To get approval from the Ministry of Sustainable Resource Management for the land use plan in this area
- 2) To increase communication and build relationships with First Nation and non-native stakeholders
- 3) To identify areas where existing policy and regulations were a hindrance to the planning process and recommend changes where appropriate

As Tsi Del Del's Company Forester Philippe Thériault says, "Avoiding contentious areas is a only short-term fix and deferrals can exacerbate the problem instead of finding a workable solution. It is much better to work together and design a forest management plan that uses all the available areas in a sensible manner. If we can be flexible and use all the tools available to us, then we can leave a lasting legacy." As he saw it, the promise of this Project was based in part on its new approach. "In the past," he says, "forestry was fibre-driven; with this process we are moving toward a people-driven system."

From tourism's point of view, the West Chilcotin was also a good area to initiate the Demonstration Project. The West Chilcotin Tourism Association (WCTA) was one of the leading nature-based regional organizations within the WTA's membership. Studies undertaken by the WCTA indicated that the potential for the Chilcotin tourism product was certainly world-scale (it was already generating revenues of \$40 million annually with an exceptional opportunity to grow). Dave Neads – Project Director with WCTA and now Project Director for the West Chilcotin Demonstration Project – had been successful (along with WCTA President Petrus Rykes) in reaching a consensus agreement in the Anahim Round Table. Prior to that Neads had also played a key role a decade earlier in helping to forge the original Cariboo-Chilcotin Land Use Plan Agreement.

Once the various participants from these sectors came together, they began to identify potential strategies that might best lead to success. In particular, two methods were emphasized.

First techniques and approaches would be pursued that might increase the forestry industry's efficiency and cost effectiveness outside of the CCLUP's Special Resource Development Zones (SRDZs) delineated in the Project Area. This meant that the West Chilcotin Project Area, the opportunity existed to explore an approach that emphasized

increased forestry activity in some areas (Enhanced Resource Management Zones [ERMZs] and Integrated Resource Management Zones [IRMZs]), in exchange for tourism operating in a more focussed manner in the SRDZs.

Secondly, innovative timber harvesting approaches for sensitive tourism locations would be investigated in the SRDZs. These could include innovative cutting patterns, harvesting equipment, replanting regimes, and harvest timing etc. Here the intent would be to determine which harvesting methods could work to achieve the optimal results for both forestry and tourism.

Once Riverside, Tsi Del Del, WTA, and WCTA had commenced working together, the group approached the BC Government for its support of the Demonstration Project. This would be important as the West Chilcotin is predominantly in Crown Land status. The Ministries of Sustainable Resource Management and Forests were supportive of the Project, as they believed that such collaboration could benefit all. They had one important proviso however that all participants immediately agreed to: the local land use solutions reached by the Demonstration Project team must be consistent with the Cariboo-Chilcotin Land Use Plan.

In a letter to the Project Team dated August 22, 2001 Herb Langin, Regional Director for Ministry of Sustainable Resource Management stated:

"As per our discussion, I support you proceeding with the work on your Forestry/Backcountry Tourism Proposal. This work should, however, recognize that the Chilcotin sub-regional plan (SRP) is the process for the further strategic planning required for CCLUP implementation, and all SRPs have to be consistent with the CCLUP. The results of your work will however be valuable input to the Chilcotin SRP and will be considered in the development of the overall Chilcotin plan."

Throughout its course, the West Chilcotin Demonstration Project displayed certain serendipity. The selection of the West Chilcotin Tatlayoko area had occurred for reasons that made sense initially to Riverside and the WTA. With Tsi Del Del's involvement it was realized as well that by locating the Project here, it could also benefit the Alexis Creek First Nations community. Now it also became apparent that the opportunity existed to broaden the collaborative Project Team a step further to include the local non-native community. This was because a local citizens' organization based in the Tatla-Tatlayoko-West Branch valley - the Tatla Resource Association (TRA) - had already been working for two years to develop their own land use plan, intending to help shape the future of their hinterland.

It seemed advantageous therefore, to explore the possibility of integrating the aspirations of the non-native TRA community into the West Chilcotin Demonstration Project. Naturally, the TRA had to first consult with their membership to consider whether they should participate in this process and then determine how their interests might be integrated with the emerging requirements of the First Nation community,

forestry, and tourism. However, in the developing spirit of innovation and co-operation, the community support for this was strong. Hence the TRA too decided to join in the Project.

As a result, the foundation was now in place to support the development of a local West Chilcotin land use plan that could begin to address simultaneously the needs of the forest industry, the tourism industry, First Nations, and the local community, while at the same time remaining within the original targets and criteria laid out by the Cariboo-Chilcotin Land Use Plan. Assuming that this could be achieved it would be of long term benefit locally and potentially precedent-setting provincially.

Riverside, Tsi Del Del, the Wilderness Tourism Association of BC, the Tatla Resource Association, and the West Chilcotin Tourism Association now got down to the work of collaboratively developing a detailed plan for the West Chilcotin Project Area.

THE WEST CHILCOTIN PROJECT AREA



The West Chilcotin is an extraordinary area of British Columbia. Encompassing a region situated midway between Williams Lake and Bella Coola, it features dramatic scenery, vast forests, exceptional wildlife, fisheries and tenacious people, including the Tsilhqot'in First Nation and the non-native peoples who more recently have settled here. It encompasses the primary operating area for Tsi Del Del and extends from Mount Waddington (13,000') in the south to the Itcha Mountains in the north, and from the Pantheons in the west to the Chilko River in the east. In all, the Project Area covers 986,092

hectares, of which 390,000 hectares is forested.

The southern portion of the Project Area features the rugged Coast Mountains that reach elevations exceeding the Rockies. Mount Waddington – the highest of these peaks – is off in the distant southwest corner of the Project Area. Its icefields and those of the Homathko ice cap are immense. The Homathko River and its tributary Mosely Creek (which flows through the West Branch Valley), cut through these high Coast Mountains from the Chilcotin Plateau to the Pacific Ocean, carving a course around the base of the tallest peaks. This results in remarkable valley-bottom biodiversity, progressing from coastal rainforest through to dry interior grasslands.

Penetrating into the Coast Mountains on their drier Interior flanks, is the exceptionally beautiful Tatlayoko Lake. Originally created by glaciers, it is 25 kilometres (15 miles) long and up to 1,600 feet deep. The dazzling blue waters of this lake with its backdrop of jagged peaks make for world quality scenery reminiscent of South Island New Zealand or a wilderness version of the European Alps. In the neighbouring West Branch valley, a cluster of smaller but top-calibre trout fishing lakes sparkle at the foot of dramatic mountains.

The northern half of the Demonstration Project Area extends across part of the vast Chilcotin Plateau. A flat-to-gently rolling landscape, this Plateau was formed by kilometres-thick lava flows that emanated from now extinct shield volcanoes in the Itcha, Ilgachuz, and Rainbow Ranges to the north west. Later much of the Chilcotin Plateau was covered with a deep layer of glacial drift composed of clay and silt. Today the Plateau features numerous smaller 'kettle' lakes brimming with fish and extensive meadowlands that are important for hunting and cattle ranching. Given a land of such splendour, it's small wonder that the Chilcotin people see themselves as fortunate.

Climate

The Coast Mountains cause air masses moving inland from the Pacific to rise, then cool and drop their moisture as precipitation. At higher altitudes, this moisture falls

primarily as snow, which remains from year to year, compressing to form extensive ice fields. As the air masses descend on the lee side of the mountains, they warm and dry out. As a result, much of the West Chilcotin, especially out on the Chilcotin Plateau, is situated in a rain shadow that results in a high, dry, cold pine-forested landscape.

The West Chilcotin Forest

In the West Chilcotin features three forest types:

1. Lower/Mid Altitude Forests
2. Higher Altitude Forests
3. Alpine Parkland Forests (between the alpine and Higher Altitude Forests)

1. Lower/Mid Altitude Forests

Almost 90% of the commercial forest in the West Chilcotin Demonstration Project Area is comprised of the **lodgepole pine** that grows on the Chilcotin Plateau. Left to nature's devices, these trees rarely grow here for longer than 140 years. More typically, they are consumed at maturity by fire or mountain pine beetles. Although the lodgepole pine cones can open after sitting on the ground through 3 – 5 hot, dry summers, forest fires accelerate cone opening thereby allowing germination of the seeds. Also growing on the Plateau are **hybrid white spruce**, a result of interbreeding between white and Engelmann spruce.

The West Chilcotin region also features pockets of dry **Interior Douglas fir forest**, (distinct from the wet coastal Douglas fir, which tend to be larger in size with bigger cones). Chilcotin dry belt Interior Douglas fir can live for several hundred years since their thick bark protects them from forest fires. Selection logging is the preferred method of harvesting Interior Douglas fir because clearcutting results in lodgepole pine replacing the fir as the dominant tree species. In the Project Area, Douglas fir forests are found in the lower elevation Tatlayoko and West Branch valleys.

2. Higher Altitude Forests

Engelmann spruce and **subalpine fir** are the dominant species of the Chilcotin's higher elevation forests. These stands are associated with a climate that features very cold winters and short, frost-free summers. Engelmann spruce have evolved to survive in such harsh conditions and are tolerant of temperatures as low as -60°C. Subalpine fir are also part of these higher altitude forests. These smaller trees grow very slowly in this climate and can reach in excess of 300 years of age.

3. Alpine Parkland Forests

Stunted clusters of **sub-alpine fir** and **Engelmann spruce** manage to live above the tree line on the windward side of the Coast Mountain Range in isolated patches of "krummholz" (German for crooked wood). These dwarf trees grow as low, dense, twisted mats or shrubs. They grow in this pattern because the vertical stems break off, especially when frozen solid as a result of cold winds; consequently the trees then bush out. By forming krummholz as a defense against harsh weather and severe winds, these stunted trees in the alpine parkland are able to survive in this difficult climate to several hundred years of age.

Fish and Wildlife

1. Fish

The bounty of lakes and streams in the West Chilcotin provide many fishing opportunities including the chance to angle for **Dolly Varden char, rainbow trout, bull trout, Kokanee, salmon and steelhead**. The native rainbow trout is much sought after by both local residents and tourists, especially in the West Branch and Homathko drainages.

Salmon species are found in the lakes and streams out on the plateau that flow into the Chilcotin drainage (and on to the Fraser River). These fish contribute substantially to sport and especially First Nation food fisheries (as they are a mainstay of the Tsilhqot'in diet). Protection of salmon spawning and rearing habitats is critical to their continued survival.

2. Wildlife

The West Chilcotin supports a diversity of wildlife species due to the range of habitats occurring here from grassland to alpine. One of the largest and healthiest herds of **woodland caribou** (more than 2,800 animals) that remains in southern Canada live in the northernmost portion of the Project Area (adjacent to the Itcha Ilgachuz Mountains). These caribou utilize a wide range of sites such as alpine areas, open meadow complexes, and stands of mature higher elevation forest. In winter they feed on lichen found in the forested areas. The rest of the year they prefer shrubs and herbaceous plants available in open areas such as alpine, riparian, and meadow systems. They have survived in these locations since the last ice age and the main reason for their current success relates in large part to the extensive Park and Special Resource Development Zones that have been set aside for them in the West Chilcotin.

Mule Deer are found in lower snowfall areas where browse is abundant creating critical winter range habitat. The most important sites are found in the Tatlayoko and West Branch valley bottoms.

Moose occur in the lower-mid elevation wetland meadows, especially out on the Chilcotin Plateau. In summer, moose can range higher up, right into the alpine meadows. Because of their longer legs, they are able to winter in shrubby areas with deeper snow than deer.

Mountain goats are found in the mountainous southern part of the Project Area on steep, higher altitude sites, especially in locations where there is proximity to escape terrain as well as sufficient forage.

Healthy populations of **grizzly bears** live throughout the mountains and venture out onto the Plateau as well. Their summer habitat is primarily the alpine meadow areas; in fall they congregate to fish for salmon in rivers, especially along the Chilko River. **Black bear** live throughout the Chilcotin at mid and lower elevations.

Strong **Cougar** populations are found in lower snowfall areas that are associated with high deer populations, especially in the Homathko and West Branch valley bottoms.

Wolf populations are healthy in the Project Area due to the abundance of prey species. They often congregate in areas with large moose populations, especially out on the Chilcotin Plateau.

Other key **Mammals** that are found in significant numbers throughout the West Chilcotin and include **coyote, wolverine, beaver, mink, fisher, marten, river otter, ermine, and lynx**.

Raptors found in the Project Area include **golden eagle, bald eagle** (especially near salmon streams), **osprey, rough-legged hawk** (in alpine sites), **red tail hawk, northern goshawk, and merlins**. **Great grey, great horned, pygmy and sawwhet owls, and kestrels** (in open, lower elevation sites) are also found in the Project Area.

Grouse species are common throughout and include **sharptail** (in grassland areas), **spruce, blue, ruffed** (in forests), and the rarely seen **Franklin's grouse**, as well as **white-tailed ptarmigan** (in the alpine).

The marshes and small lakes of the Chilcotin Plateau are particularly important for **waterfowl**. Notable are rare **trumpeter swans**. Long associated with the wintering site at Turner Lake in Tweedsmuir Park, west of the Demonstration Project region, trumpeters are now becoming more common in wetland areas during migration, especially at the head of Tatlayoko Lake.

THE WEST CHILCOTIN DEMONSTRATION PROJECT TEAM

The West Chilcotin Demonstration Project entailed the co-operative effort of a diverse team of participants. Each of the participants brought their specific perspectives to the Project. The challenge therefore was to meld these various interests into a solution that would work for all. (For titles see Project Team Page 71.)



Brian Hansen



Dave Neads



Joyce Cooper



Peter Shaugnessy



Ric Careless



Gerald Raboch



Petrus Rykes



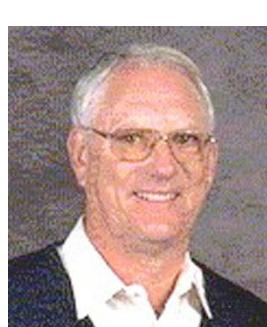
Bob Flinton



John Marritt



Fritz Mueller



Gordie Steele



Lloyd Manchester

The Forestry Perspective

In the mid 1990s the initial provincial *Forest Practices Code* was put in place to ensure a consistent application of legal forestry planning requirements. Among other things, this Code dictated how planning was to be done. The Code took a prescriptive approach, and professional foresters were required to prepare development plans identifying

areas where forestry companies intended to harvest over the next five years. This required a significant investment of time on the technical work that would ensure that a development plan not only met the *Forest Practices Code's* requirements, but also demonstrated how it would fit with key government strategies such as biodiversity, wildlife, and how it would conform with the Cariboo-Chilcotin Land Use Plan.

According to the Code, once the Forest Development Plan was submitted to government, this plan was available for review and comment from First Nations, the public, and other government agencies. If comments warranted, revisions were made to the Plan prior to approval. This process from beginning to end could be bureaucratic and very time-consuming as it could take from two to three years from the start of preparation to time of approval. Hence it was costly.

One of the key problems with the process under the old Forest Practices Code was that the opportunity for public input did not come until *after* the plan had been submitted for review and comment. Therefore if the public had serious concerns with a Development Plan or parts of it, such as the location of a cutblock, the proposed Plan had to be changed significantly. This could mean that all the analytical work would have to be redone and the Plan might need to be re-advertised for public review and comment. This could become an expensive, time-consuming loop as new comments and requests for changes were made once again.

Often forestry companies faced strong confrontation from the public. Public concerns generally fell into two categories: site specific concerns such as block location, design, harvest method, and access management; and more general concerns about how the landscape would be managed over time.

As Philippe Thériault, Tsi Del Del Company Forester says, "Like most forest companies, Tsi Del Del's Forest Development Plans were produced by our forestry department and presented to the public for review and comments. That trial and error method often led to unpleasant confrontations. For example, three years ago, a situation in the West Chilcotin degraded to the point where company's representatives were verbally abused by members of the public, to a level I have never experienced before in my career. We had to rethink our approach. As a goodwill gesture, we re-designed our Forest Development Plan and offered to work together to find an acceptable solution for future development."

The opportunity to identify a better way to do forest planning was an important reason why the West Chilcotin Demonstration Project was seen by the forest industry participants to offer significant potential to forge a new, more efficient path. This was because the Project was designed to be results-based rather than prescriptive. It was intended to link forestry planning with First Nation, tourism, and community concerns at the *outset* of the planning process, *not after* the plans had been completed. By working together, the forest industry believed that stakeholder groups could be involved earlier in a meaningful and positive manner. This would help to ensure both that the forest

company would have a viable land base on which to operate, and have the ability to plan for the long-term in a collaborative - rather than confrontational - way.

The Tourism Perspective

In 2002, tourism in BC was worth \$9.5 billion. Of this, nature-based tourism (including adventure, hunting, fishing, and ecotourism components) was worth \$2 billion. In the West Chilcotin, nature tourism generated \$40 million dollars in 2000.³ BC's nature tourism sector is growing at 11% per year, and requires land resource certainty to ensure quality viewscapes, wildlife and fish populations, recreational experiences, and access to wilderness. To ensure this objective is achieved, the nature tourism sector is represented province-wide by the Wilderness Tourism Association (WTA).

Tourism – like forestry – is important to the West Chilcotin economy. Virtually all of this sector's revenue is 'imported' into the Chilcotin both from urban BC and from outside the province. Tourism revenues help fund improvements to community infrastructure, and tourism businesses provide employment diversification to small communities historically based on only forestry and ranching.

As Ric Careless, Executive Director of the WTA states, "Tourism is the West Chilcotin's other forest industry. Visitors utilize the forests for their visual appeal and for outdoor recreation. The trees provide shelter for wildlife and protection for fish streams. The forests are fundamental to the BC tourism industry's ability to market and compete in the world marketplace. And while forestry in British Columbia has recently experienced economic challenges, tourism has the potential to grow and therefore help diversify the economy of the region."

The West Chilcotin Tourism Association (WCTA), the regional member tourism association within the WTA, represents over 50 operators in communities such as Upper Blackwater, Chilko, Taseko, Tatlayoko, Kleena Kleene, Nimpo, and Anahim Lake. These tourism operations support numerous jobs including resort management, floatplane pilots, licensed hunting and fishing guides, chefs, housekeepers, marketers, etc. This industry affords operators a quality lifestyle, and also provides much-needed entry-level jobs for young people, offering them the opportunity to stay and work in their own communities. These tourism jobs are crucially important to the Chilcotin economy.

Seeing the tourism industry as a natural resource based sector enables techniques long utilized for environmental planning in other resource areas, such as forestry or recreation, to be applied to tourism. For example, resource inventorying, zoning, conflict assessment, and resource mapping are some of the methodologies that can be applied to ensure tourism's sustainability.

³West Chilcotin Tourism Association, Chilcotin Wilderness Tourism Study, March 2001

Careless believes that the West Chilcotin Project offers the prospect to show how collaboration can provide economic stability for both tourism and forestry while meeting the needs of the First Nation and non-native communities. He states, "Previously conservation and forestry had a confrontational relationship, and tourism was left out of land base planning. What the West Chilcotin Demonstration Project is proving is that collaboration can provide land base security for all. It offers a remarkable learning process for all sectors."

The First Nation Perspective

The first settlers in the Chilcotin were the 'people of the plateau' - the Tsilhqot'in. They endured harsh weather and had a nomadic lifestyle. Most Tsilhqot'in families moved about the country with the seasons, trapping, hunting, fishing, and gathering. Families were largely independent, living in temporary pit-houses during the winter. Nevertheless they had a strong sense of tribal identity that united extended families, bands, and village groupings and they often came together for large community gatherings.

Their prosperity greatly depended on the salmon that worked their way up river every summer to spawn. Salmon was an important food source, and fishing, drying, and trading controlled the rhythm of the lives of the Tsilhqot'in people. When the salmon run was strong, the Tsilhqot'in people had enough food to endure the winter at home in the Chilcotin. If the salmon failed, many spent the winter at the coast where the living was easier and fish, seafood, and meat were plentiful.

Wild berries were also vital to the Tsilhqot'in in the West Chilcotin. Saskatoon berries, soopalallie, huckleberries, blueberries, thimbleberries, raspberries, and salmonberries were dried on racks in the sun or over the fire, and then mixed with animal grease to form long-lasting, calorie-packed, and vitamin-rich berry cakes. The lodgepole pine is one of many other medicinal plants and trees that grow throughout the Chilcotin and that are still used today by the Tsilhqot'in. The Tsilhqot'in also tended to hereditary trap lines and traded with their coastal neighbours at the mouth of the Homathko.

In the early 1800s, life changed for the First Nation peoples living in the West Chilcotin. European fur traders came into the territory. But here, unlike elsewhere in Canada, the North West Company and the Hudson Bay Company did not do well, as the Tsilhqot'in were not especially interested in trading with them. After all, the Tsilhqot'in wore their own furs and could get whatever they wanted in the way of white men's goods from their coastal neighbours. As well they didn't really like the Company's intrusion into their territory. As a result, the fur trading outposts were only lightly utilized and ultimately closed down here in 1844.

In 1862 a smallpox epidemic spread throughout British Columbia, especially through the vulnerable First Nation populations. It raged across the West Chilcotin leaving only a few hundred Tsilhqot'in people alive.

A few years later, during the Cariboo Gold Rush era, British promoter Alfred Waddington began to build a road up the Homathko River canyon into the Chilcotin and on to the Cariboo gold fields. The Tsilhqot'in intervened, killing 14 workers. They wanted no part of the road and the white man's ways, which they believed would ruin their homeland and could again help to spread smallpox.

After this encounter, the chiefs went to talk peace at Hudson Bay Flat only to be double-crossed and hung when war was declared upon the Tsilhqot'in people. As a result of this conflict the road was never built. However a deep-felt betrayal still exists in the hearts of the Tsilhqot'in for the hanging of their Chiefs. Indeed, it wasn't until many years later in Quesnel in the fall of 1999, that the Governments of BC and Canada officially apologized for wrongfully blaming and hanging of the Tsilhqot'in leaders, and offered an official pardon.

In the early 1900s, Father Francois Marie Thomas began his yearly missionary treks into the Chilcotin. He visited the native communities of Nazko, Kluskus, Ulkatcho, Anahim Lake, Redstone, Anahim, Stone, and Toosey. In 1910, with the help of Father Thomas the Tsi Del Del people built a church at Redstone Flats. "Priest Time" became a popular occasion for people to gather. Dancing, gambling, socializing, marriages, funerals, baptizing and religious instruction all took place. Gradually some families moved here from their old village site, Xi Deldel-Redbrush, and built houses in which to stay during the gatherings or to have their children attend the public school at Puntzi.

Today, the contemporary Tsilhqot'in Nation has re-grown to a population of about 6,000 people in six communities: the Tsi Del Del Deni of Alexis Creek located in Redstone; Tl'etinqox-t'in of Anahim; Xeni Gwet'in in the Nemiah Valley; ?Esdilagh Gwet'in of Alexandria on the Fraser River; Yunesit'in of Stone at Lee's Corner; and Tl'esqox-t'in of Toosey at Riske Creek. Salmon, moose, deer, and berries continue to be important food sources for the Tsilhqot'in people. Logging and ranching are their major economic activities, along with traditional hunting, fishing, food gathering, and trapping. As well, new interest in starting up tourism operations is developing.

For the Tsilhqot'in, the West Chilcotin is their traditional land. Traditional trap lines, grease trails, fishing spots, hunting trails, places of great power, burial sites and old village sites are areas to be respected. Protecting these values is crucial for the Tsilhqot'in. As a participant in this Demonstration Project, Tsi Del Del Enterprises is most mindful of these concerns.

The Tatla –Tatlayoko-West Branch Community Perspective

The earliest non-natives attracted to the Chilcotin after the fur trade came for the Cariboo gold rush in the late 1850s. Some stayed on in the interior of BC, establishing their farms on the eastern edge of the Chilcotin plateau in the Riske Creek area. The next group of settlers - mostly young men interested in farming and ranching - arrived in the 1880s and 1890s. They ventured farther west, chopping a road through the pines as far as Tatla Lake, where they settled as ranchers. In 1926 two brothers, Bob and Alex Graham, arrived from Ireland. Alex settled in Alexis Creek while Bob travelled further

west to ranch in Tatla and the Tatlayoko Valley. Putting down roots, they sought to live in balance with nature.

With help from local workers, in 1932 the Grahams built a ranch house as a stopping house, 'The Big House' in Tatla Lake. Since these were depression years, lots of travellers passed through and many stayed and worked for the Grahams. About this time several other pioneers, such as Annie Nicholson and Bern Mullen, settled in the area. They ranged cattle, owned trap lines, mined, grew vegetable gardens, and traded anything extra with Betty Graham at the Tatla Lake Store for flour or other needed supplies. Community members today continue to exhibit these pioneer qualities – industrious, tenacious, self-sufficient, and yet community-minded.

Since then the small non-native communities of Tatlayoko, West Branch, and Tatla Lake have grown slowly over the years. This is challenging country to endure. The coldest winter temperature ever recorded in Canada, outside the high arctic, was recorded at near-by Alexis Creek. In the winter of 1968 the thermometer dipped to more than 60 degrees below zero Fahrenheit. Electricity and phone service arrived only in the past decade.

Most residents of the Tatla area live here because of its great beauty and because of the rugged, independent lifestyle it offers. To make a living, a high percentage came here for the resource industries – logging and ranching. More recently, many have created tourism-related businesses based on the high-calibre wilderness and scenic qualities of the region.

The Tatla-Tatlayoko-West Branch community's motivation to plan for forest use came from recognition within the community that the traditional isolation of the area was ending and that commercial forest development was imminent. They recognized that they could not be obstructionist. They envisioned a forest industry that would be ecological and sustainable and that integrated itself well with recreation, tourism, and wildlife. The community was also seeking significant opportunities for local employment, including options for value-added forestry employment. In particular, there was a desire within the community for smaller area-based tenures such as woodlots and community forests. The community was also interested in tourism development and wanted a tourism management plan, an access management plan (including guidelines for snowmobile and ATV use), and a trail management plan for their area.

To achieve these goals, the Tatla Resource Association (TRA) formed in 1998. It was comprised of ranchers, loggers, tourism operators, educators, and knowledge workers. After several years of in-depth community discussions, this group developed a proposed detailed TRA land use plan, which more recently was able to become a key input to this West Chilcotin Demonstration Project.

For the TRA and their community a significant benefit of engaging in the Demonstration Project was to enhance relationships with the local First Nation peoples,

which has happened through the involvement of the TRA with the Project. As well, Tsi Del Del personnel have come to honour, respect and value the community's input.

THE PROJECT PROCESS

Building Confidence and Understanding



The success of the West Chilcotin Project has been built by a team of people who have come together – each from a distinct background – to try and find solutions.

"Traditionally BC has had much confrontation over wilderness because it is one of the last places in the world with true wilderness," says Petrus Rykes, President of the West Chilcotin Tourism Association.

"After almost thirty years of confrontation,

it is hard to imagine how the groups would be able to develop trusting relationships and work together respectfully and constructively. But in fact they have."

"Everyone has had to agree that they wanted to work together, states Brian Hansen, of Tsi Del Del. "What has been needed to make this process work is a commitment from everyone and their willingness to make trade-offs to find solutions."

A collaborative process takes patience. As Bob Clinton, former Woodlands manager for Riverside in the Cariboo, says, "It takes time to understand each other's values and develop trust in each other. Everyone needs to get a sense of the items that need to be discussed, see the potential, take small steps, learn about, and understand each others' values about the forest."

From the point of view of a forester, Clinton sums up the relationship building this way. "I have been a woodsman all of my life. I like the forest. I like to see it growing and changing. Seeing the importance of the forest from different perspectives enables me to understand the priorities of the local residents and tourism interests."

For the community, their forestry values are very personal. Community members live near or in the forest for the quality of life, peace, and beauty it provides them. They use the forest for recreation and want it to look good.

Certainly, First Nation peoples' history is deeply entwined with the forest and wildlife that grows there. They traditionally have lived in and off the forest, hunted, fished and gathered food, and used it for spiritual purposes such as ceremonies and burials. This continues through to the present. Today the Alexis Creek First Nation forest company Tsi Del Del not only partners with Riverside Forest Products, but also ranches and owns a gas station. The Band has its own school, clinic, and portable sawmill. Alexis Creek First Nation are also keenly interested in learning more about, and protecting, the traditional use of their lands.

For tourism operators, the forest is important because they too rely upon it for their business. Ten years ago, tourism activities in the West Chilcotin were primarily focussed on fishing and hunting. Now tourism happens year-round. Summer activities include backcountry horseback riding, hiking, fishing, resort holidays, and flightseeing. In the fall, guides take visitors hunting. In winter, crosscountry skiing, snowmobiling, backcountry ski touring, and more recently heli-assisted snowboarding all take place.

Learning about each other's forestry needs and values has been critical to the success of this project. All the groups believe that without mutual understanding of each other's needs, the project could not achieve its goals. Riverside's former Chief Forester John Marratt states, "I believe that this project is one of the first interactions between tourism and forestry where they have sat down together and looked in a very detailed manner at logging in a specific area. The real art here is to seek a balance of all these values, needs, and wants through an open dialogue based on trust to find solutions. The process has changed from 'the law says we can do this... then we go and do it... damn the torpedoes, full speed ahead' to 'Let's look at this situation and adjust to see if we can work out each other's needs. Trust is the key.'"

The Process Begins

Once the initial discussions and relationship building had begun, forestry, tourism, and the local communities worked together through a series of consultations to discuss their needs for the coming 20 years. Hansen and Theriault note that that this process took "almost 3 years, hundreds of meetings, innumerable phone calls, countless emails, and thousands of hours of volunteer time, especially from community members."

Each group had already done their own extensive planning work prior to the outset of the Demonstration Project. Hence, each was familiar with their own forest needs and values. Each person knew forestry terminology and practices well. And most had been involved in the past in the Cariboo-Chilcotin Land Use Plan negotiations.

For instance Tsi Del Del and Riverside came to the table seeking an assured, commercially viable, balanced wood supply (i.e. a mixture of lower cost and higher cost wood; the full range of wood types such as fir, pine, balsam, pine, etc.; and a suitable mix of younger and older wood). The companies had identified areas where they would like to log over the next 20 years. They knew the forests well and were willing to negotiate. As Bob Flinton says, "We believed that the areas that were high value to us were generally of less interest to tourism."

With the help of Tsilhqot'in National Government, the Alexis Creek First Nation (one of the five Tsilhqot'in communities) had begun developing a Traditional Use Study, which described how their land had been traditionally used by their people. Aware of this, Tsi Del Del endeavoured to represent their needs by working with band members who understood their traditional uses: hunting, trapping, fishing and gathering areas, burial sites, traditional trails, and transportation routes.

The tourism sector (through the Wilderness Tourism Association and West Chilcotin Tourism Association) came to the table with their priorities: a tourism inventory that identified important wilderness areas or key viewscapes, sensitive areas for wildlife, access points, trails, lodges and facilities, and flight corridors.

The Tatla Resource Association arrived with their land use vision well delineated in a 50-page Community Plan accompanied by extensive maps. This information was the result of an impressive amount of community effort. Residents from all walks of life had met two and sometimes three times a month in a series of discussions and workshops stretching over more than three years. All TRA meetings had been consensus-based, and virtually all work on the project was done by volunteers, in what amounts to thousands of hours of effort, to create a true community vision of land use in the Tatla area. This Tatla Resource Association Plan included the identification of a comprehensive trail system, important habitat areas, viewscapes, community recreation areas, residential areas, road corridors, and areas for harvest and no harvest. In all this work, the TRA had consistently maintained a strong desire to link their land use aspirations realistically, respectfully and meaningfully with the First Nation communities.

Conservation interests were represented in this process by all the participant groups, each from their own perspective. As well, environmental land use and biodiversity requirements were guided by government regulations.

Each group - tourism, the Tatla community, and forestry (including Riverside, Tsi Del Del, which also endeavoured to incorporate the concerns of the Alexis Creek First Nation) - developed their own maps using acetate overlays. "When we overlaid the interest areas on the project area map, it became clear that the areas of overlapping interest were actually less than originally believed," says WCTA Project Director, Dave Neads. He added, "This allowed us to focus on the areas where we both had interests. All partners agreed to work together to ensure that all our needs could be met through negotiation and innovative land use planning."

Working closely together, the team subdivided the Project Area land base into 37 smaller 'polygons.' The resource values and management options for each polygon were discussed in detail and, for each area of overlap, the potential conflicts were identified. Together the group sought ways to accommodate these values, and to avoid or resolve the potential conflicts so as to find an agreed upon land use solution. The result was that a specific resource management objective was detailed collaboratively for each polygon. A key measure used for each polygon was the level of timber harvesting and/or forest retention to be achieved over time. As well, these polygon objectives incorporated site specific information such as important viewpoints, water flows, wild life issues, cutblock design ideas, and harvesting methods. This detailing was possible given the groups extensive collective local knowledge of the land base. Here, the emphasis was to find the means for forestry to be planned and implemented carefully with consideration for First Nation, community, or tourism needs.

The Crux of the Problem: Collaborative Site-Specific Land Use Planning

In the end, 15 scenarios were developed and tested through a computerized GIS (Geographic Information System) analysis before the final agreements were achieved. A variety of advanced planning tools were used by the Demonstration Project participants to find these land use solutions. This included a computer process called 'Digital Terrain Modelling', which was used to simulate what the viewer would see from some of the key viewpoints. As well map-based analysis was done at each step of the process. The cumulative effects of all the 37 polygons objectives were repeatedly assessed to determine the success the groups were having in ensuring that their plan for the overall Project Area would correspond with the overarching Cariboo-Chilcotin Land Use Plan. Government's own land use analysis and methodology was used to ensure the Project's product met the CCLUP resource access targets and that balance was achieved for all values. To do this each participant also reviewed the scenarios to ensure economic viability and acceptability of the proposal for their own sector.

To assure that the polygon objectives would be field-truthed and not just theoretical, participants were active on field trips, walking the woods, and flying over the Project Area by helicopter. As Hansen notes, "The field trips were just great. It helped us see the forest through each other's eyes. As we began to understand the values each of us placed on the forest we began to feel more reassured and became more flexible in exploring new ideas. It is important to explore different ideas but we must also remember it is the forest that will tell us what will and what will not work."

Government Endorses the West Chilcotin Demonstration Plan

The plan devised for the Project Area by the team met the government's requirements. As Steve Carr, Regional Manager for the Ministry of Sustainable Resource Management (MSRM), and Herb Langin's successor, noted in a May 12, 2004 letter to the Demonstration Project team,

"Cariboo Region staff have been analyzing the West Chilcotin Pilot Project to assess its consistency with the targets and objectives of the CCLUP. MSRM does endorse the West Chilcotin Pilot Project with the intent to integrate the plan into the Chilcotin SRMP".

He went on to say

"MSRM values the contribution that the Pilot has made to strategic land use planning in the Cariboo-Chilcotin. I understand the Pilot represents a common vision for land use in the West Chilcotin and has the support of forest licensees, wilderness tourism interests, and local residents. You and the other key participants in the Pilot are to be commended for the significant effort and innovation that is clearly evident in the Pilot. Staff in the Cariboo Region are committed to making the pilot a successful part of the CCLUP."

Indeed the multi-sectoral solution devised by the Demonstration Project participants not only met the Cariboo-Chilcotin Land Use Plan's requirements; it exceeded government's requirements for old growth retention by 25%. As well, it accounted for

many First Nation traditional use concerns and met the needs of the tourism industry, something the CCLUP had not done. Clearly the Demonstration Project had been successful, as it clearly demonstrated the advantages of collaborative, on-the-ground land use planning.

Reflecting on the work that the group had done, Riverside's John Marritt summed it up by saying, "This has been an exciting process. It is an excellent example for government and the public demonstrating how groups can work hand-in-hand with forestry. It has involved on-the-ground work in communities to find solutions that will work for all the interested groups."

RESOURCE PATTERNS, MANAGEMENT ISSUES AND SOLUTIONS

Resource Emphasis Zones



Early on, the Project team determined that the West Chilcotin Demonstration Project land base could be differentiated into three distinct areas on the basis of larger scale resource patterns:

- ⇒ Northern Forestry Emphasis Zone
- ⇒ Central Transition Overlap Zone
- ⇒ Southern Tourism Emphasis Zone

1. Northern Forestry Emphasis Zone

In the northern portion of the Project Area, the management focus was found to be predominantly for logging, as this Zone features extensive uniform pine and spruce forests, with limited tourism values. While the landscape here is less dramatic, the gentle terrain and extensive even-sized stands associated with the Plateau forests make them well suited to highly productive, mechanized, clearcut harvesting.

Given this, the Demonstration Project determined that the priority in the Northern Zone would be forestry. The group agreed that logging operations here would proceed but with less need for visual constraints given the lower tourism values. The result of this would be increased certainty, increased timber access, reduced harvesting costs, and improved efficiencies for forestry. However, in the most northerly part of this district (verging on the Itcha Ilgachuz Mountains), management for woodland caribou would continue to be given the same emphasis as before. As well, the group agreed that the Alexis Creek First Nation's key values in the Northern Zone related to traditional use and settlement concerns had to be effectively safeguarded.

2. Central Transition Overlap Zone

The Central Transition Zone of the Project Area was recognized by the Project team to be an overlap zone for community, First Nations, tourism, and forestry interests. This Central Zone focusses on the Highway 20 corridor, the upper Tatlayoko and West Branch valleys, as well as the Chilko River corridor. Not only is this where the non-native community has settled, the area is also utilized by Tsilhqot'in people for hunting, fishing and food gathering. As well the Central Zone encompasses the Highway 20 tourism travel corridor. Therefore to manage for these multiple values in this part of the Project Area, the group agreed that this is where the most emphasis had to be placed in developing innovative approaches to logging and cutblock design so as to reduce visual, wild life, water flow, and other environmental impacts.

3. Southern Tourism Emphasis Zone

In the Southern Zone of the Demonstration Project Area the land rises into a procession of peaks - the Pantheon, Niut, and Potato ranges. The project team agreed that this is the heart of the tourism resource in the Project Area, given that it supports world-class wilderness products (e.g. multi-day horse and backpacking trips, mountaineering, hunting, wildlife viewing, etc.) and has the potential to support substantially more tourism activities. Given that the extent of the forest here in the Southern Zone is much more restricted, the management focus in these polygons is oriented to tourism.

Accordingly, a large portion of this Southern Zone has been designated as no-harvest because of its very high tourism values and significantly increased costs for the forest industry. Where forestry does occur in this Zone, harvesting activities will focus on selection techniques in the Douglas fir leading stands while the remaining pine/spruce stands will be harvested using smaller openings or modified harvest techniques.

Subdividing the Demonstration Project into these three Zones with their associated larger scale resource management regimes is in fact appropriate for the needs of tourism, forestry, and the local First Nation and non-native communities. The reduction of logging activity in the South is offset by the increased forestry emphasis in the Northern Zone. In fact, over the Project Area as a whole tourism backcountry requirements were achieved in a fashion that had negligible impact on the Working Forest (less than half of 15). Consequently this approach provides increased certainty for tourism and forestry, as well as the protection of traditional uses by the First Nation peoples.

Site-Specific Polygon Management Objectives

Map 8 - Planing Polygons, demonstrates some of the key site-specific land use considerations, which have been accounted for by the polygon by polygon management objectives. These examples show how the West Chilcotin Demonstration Project team has been able to collaboratively apply its local knowledge of resource patterns to devise a detailed planning and management strategies. In effect, this polygon by polygon objective-based approach translates the Cariboo-Chilcotin Land Use Plan's overarching region-wide resource access targets to site-specific portions of the West Chilcotin land base. It does this in a fashion that provides optimum and balanced benefits for all interests: forestry, tourism, First Nations, and the local community. Examples of such polygon-specific management objectives include:

1. North of the West Chilcotin Demonstration Project Area is Itcha Ilgachuz Park, designated as a Class A Park to protect woodland caribou calving area. Animals migrate from the Park into the Project Area during certain time of the year.
2. As part of the Cariboo-Chilcotin Land Use Plan, caribou management is split into two management regimes. The first is a no-harvest area where no harvesting occurs as directed by CCLUP. The second area utilizes special harvesting methods that involve harvesting small patches of timber on extended rotations (up to 240 years). This management regime is based on

comprehensive, scientific research conducted by government with participation from Riverside and Tsi Del Del that identifies the best logging practices to provide lichen and to safeguard habitat that will ensure the health and safety of the caribou.

3. Many of the polygons in the Northern Forestry Emphasis Zone have a more simplified resource objective of forestry priority with lower conflict with other values. This is because there are limited or no community or tourism concerns here.
4. This location has been prescribed as a no-harvest area to safeguard First Nation Traditional Use and other significant First Nations' concerns.
5. The goal for the frontcountry tourism Highway 20 road corridor is to minimize adverse visible harvesting impacts adjacent to the road. Beyond just retaining the scenic experience for highway-related tourism, management of this road corridor is also important as it provides access to many of mid and backcountry tourism operations in the West Chilcotin. Therefore, a one-kilometre band on either side of the road in this polygon is to be managed with an average 100-metre 'no-harvest' buffer. (This will be pragmatically adjusted in width.) For example, logging may approach closer to the road where there is a hill that will screen the visual impact of the logging. Other places where hillside viewscapes occur near the highway may require a wider buffer. (In general, however, given the gentler terrain through which Highway 20 passes in the Demonstration Project Area, the 100-metre buffer should adequately provide the required visual screening.) Notwithstanding this, some tourism operators have requested that specific view spots be opened up on Highway 20 so tourists can have longer distance views of the Coast Mountains, and the Niut Mountain (which is sacred to the Tsilhqot'in people). (This will be dealt with carefully at the implementation stage of the Plan.)
6. Logging is not proposed for many of the polygons in the Southern Zone amidst these mountains and their backcountry valleys. Although some potentially commercial forest stands do occur in this area, they are restricted in extent and have higher access costs. On the other hand, this area is of high value for tourism as top calibre adventure, ecotourism, and hunting opportunities occur here.
7. Between the Tourism Emphasis Zone in the south of the Project Area and the Forestry Emphasis Zone in the northern portion, the polygons in the Central Transition and Overlap Zone is where both significant forestry and tourism values occur simultaneously. As well, given that this is where population settlement has taken place, this Central Zone requires that all parties work collaboratively and creatively to recognize and meet the community's needs and values, while simultaneously addressing a range of resource development objectives. One fortunate aspect associated with

this Transition Zone is that forest values are higher and have a more varied species profile. This enables a range of harvesting alternatives, such as selection cuts, and smaller shaped cuts, etc. to be economically feasible possibilities.

Compatibility Strategies for the Central Transition Overlap Zone

By utilizing creative planning techniques, the team was able to find the means for most of the community, tourism, and First Nation's values can be accommodated by the forest industry. As Tsi Del Del's Hansen says, "When I've met people who say, 'I want no logging to be allowed' I ask, 'Why?' Then I can learn what the real issue is and accommodate that need." Once the issue has been identified the group can undertake collaborative planning and then the sites can be logged appropriately. As Riverside's Marritt states, "We are looking at different ways of logging in certain areas, using different logging methods, and still getting the raw materials that we need." Some areas will definitely need to be designated as a no-harvest zone. Given this approach, a variety of strategies were identified to meet multiple needs – in particular in the central transition overlap zone so as to enhance compatibility.

ISSUE	COMPATIBILITY SOLUTIONS
Identify the main concern for a particular polygon:	Possible means to accommodate this value:
Visual issues, e.g. for tourism, community	<ul style="list-style-type: none"> • Harvesting method • Size of block • New methods of logging that include feathering and shaping the cut blocks • Link the buffers that have been established around lakes to ensure a large, visual suitable viewscape (e.g. around Tatla Lake) • Design buffers around roads to ensure or enhance visual quality of road • Reforestation method
Trail (for hiking, guide outfitting, pack horses)	<ul style="list-style-type: none"> • Keep a buffer around the trail • Move the trail every 10-20 years depending on forest growth to coincide with harvesting frequency • Manage road locations to reduce conflict with trails
Wildlife area (e.g. moose calving, mule deer winter range)	<ul style="list-style-type: none"> • Honour timing issues (e.g. don't log near calving areas in the spring time) • Protect caribou and mule deer winter ranges through limited, appropriate cut design, including selection logging in Douglas fir stands) • Establishment of old growth management areas where appropriate.
Fishing and hunting sites	<ul style="list-style-type: none"> • Understand where the fishing or hunting areas

	<p>are and accommodate this</p> <ul style="list-style-type: none"> • Put buffers around lakes, rivers, streams
First Nations Traditional Use areas	<ul style="list-style-type: none"> • Don't log near an area that is being used for spiritual ceremonies • Use different harvesting methods, e.g. no harvest buffer or seasonal constraint
Tourism season, summer holidays, community scheduling wishes	<ul style="list-style-type: none"> • Time logging to meet tourism and timber needs, e.g. time logging when fewest tourists • Consult the community: concentrate logging to only 1-2 years, or alternatively log a small amount every year, etc. • Roads located in the appropriate location can be used to enhance tourism activities
Access control (hunters, poachers, potentially snowmobilers/ATVs are a problem)	<ul style="list-style-type: none"> • Close some logging roads to prevent ease of access to hunters, recreation, etc. • Keep some logging roads open to allow ease of access to some areas

Visual Management in the Central Overlap Zone

Previously, conventional clearcutting has sometimes been a problem for the citizens of British Columbia and a public relations challenge for forestry companies, especially for locations like the Central Transition Overlap Zone where multiple values require careful visual management. Hence the lessons learned through the West Chilcotin Demonstration Project can be applied elsewhere in BC. As Rykes of the West Chilcotin Tourism Association says, "Tourism operators in the West Chilcotin are not strictly against clearcutting, rather it is how this is done. Just as forest fires burn through the Chilcotin making 'natural openings'. The forestry industry can mimic these kinds of natural disturbance patterns. When logging companies cut openings in the forest, they can, as fire naturally does, feather the edges, have small patches leading up to the big trees, and leave stands of trees throughout the cut. This makes the cuts look natural." He adds, "Some Chilcotin loggers are now in the tourism business, and many tourism operators in this area own their own plane. So they fly over the clearcuts and know what's going on."

On high visibility slopes - for example, near mid-country lodges or adjacent to front country communities - shaping of cuts, feathering edges, selection cuts, and use of natural slope breaks to help disguise larger cuts are all-important considerations. As well, on front country highways and key mid-country tourism access routes (e.g. Tatlayoko road) masking cuts behind intact forest screens can be important. "Large rectangular blocks are no longer acceptable to tourism on sites sensitive to our industry," says Rykes. "Inadequate cut block decisions were done in the 80s and these large cut blocks stick out like a sore thumb. Those cutblock designs are out of touch with today's world thought processes (especially with today's alternate methods and new technologies.) Today's forester needs to be more of a *nature artiste* when designing

cutblocks. If tourists wonder if the clearcut is due to a fire or a landslide, then the loggers are doing a good job."

Accordingly, the Demonstration Project prescribes that cutblocks in sensitive front and mid-country tourism areas – particularly in the Central Transition Overlap Zone – should be handled in ways that will help to achieve the various needs:

- The block should be shaped differently, e.g. shaped like a slide area or natural meadow.
- The block should be oriented differently, e.g. to look like a slide area, or to be less of a disturbance to the eye.
- The edges of the block may be feathered to look more natural.
- More younger trees should be left standing.
- The percentage of allowed visible disturbance may be less in important areas, i.e. harvesting will be visible on a small percentage of the areas that can be seen from specified viewpoints. In 20 – 25 years, the trees will be tall enough so that the adjacent area can be harvested using natural designs.
- Buffers should be placed around important trails.
- There should be wildlife tree patches.
- Buffers should be placed around water areas as per the Forest Practices Code or otherwise specified on the ground (e.g. streams, lakes, wetlands, etc.).

On-the-ground Demonstration Logging Project

To demonstrate modified harvesting practices that could work to meet tourism, community and ecological needs, the partners involved in the West Chilcotin Demonstration Project chose a test block overlooking the town of Tatla Lake to field test and demonstrate different harvesting approaches. The intention was to explore the implementation of the Project agreements reached between the Project parties, particularly in the Central Overlap Zone – the Tatla/Upper Tatlayoko/West Branch area. This site was chosen because it offered many challenges: sensitive soil and water issues, important wildlife concerns, careful access requirements and also presented visually challenging concerns for the community of Tatla Lake.

All participating sector members have walked the proposed cutblock and a plan for this pilot site has been developed collaboratively. Some traditional logging equipment (feller bunchers, skidders) will be used in non-traditional ways; as well some non-traditional equipment may be used.

The team – and especially Tsi Del Del – is intent on finding economically viable techniques that can be used here and in other similar sensitive sites in the Project Area. This on-the-ground logging pilot will be an important output of the Project. Economic, visual, and ecological aspects of this test cutblock will be tracked. This information will then be applied elsewhere in the Demonstration Project region.

Results-based Biodiversity Protection: Achieving Increased Efficiencies

The Need for Biodiversity Protection

A key goal of land use planning in British Columbia today is the retention of environmental values, especially biodiversity. Not only is this a responsible course to take in the stewardship of our resources for future generations of British Columbians, it has become an international requirement in the 21st century. Our forest and tourism customers both demand such environmental management. Therefore, any land use plan undertaken in the West Chilcotin - or elsewhere - must demonstrate such stewardship.

Given the multi-sectoral collaboration in the Project, as well as the direction provided by the Cariboo-Chilcotin Land Use Plan, this concern ranked very high from the outset. The need was to safeguard biodiversity values (e.g. old growth retention, wildlife, fisheries, water quality) as well as other non-timber values (e.g. scenic or community concerns), while also effectively meeting the needs of the forest and tourism industries. The approach taken by the Project Team therefore was to cluster the non-timber values and retention areas in a manner that achieved the maximum benefits by strategically overlapping these values. In short, therefore the team worked to get the maximum benefit from the retention areas by strategically overlapping multiple non-timber values. This proved possible due to the Project team's strong knowledge of the local land base and its emphasis on finding innovative, collaborative solutions.

Traditional Prescriptive Biodiversity Approach

Traditionally, government has used a 'prescriptive' approach to identify a series of biodiversity reserves on an individual value-by-value basis. For example, an initial set of reserves might be delineated for old growth. Then an additional set could be delineated for fisheries and then for wildlife and so forth. But while this approach yielded retention reserves that met a series of biodiversity requirements, it often didn't well address other non-timber needs, such as for tourism, First Nation traditional use concerns, or the requirements of the local community. The CCLUP only allowed a maximum 30% of forested lands in the Special Resource Development Zone to meet retention needs, often this older prescriptive approach to biodiversity 'used up most of the chips', leaving little means to effectively achieve other, non-timber objectives.

Results-based Biodiversity Approach

To improve on this prescriptive approach, and meet the needs of biodiversity *as well as* other non-timber needs, the West Chilcotin Demonstration Project team took a 'results-based' approach. The focus was on optimizing the retention system by maximizing overlaps.

The process the team followed was to map the various socio-economic interests first, and then to place the maximum extent of biodiversity constraints (e.g. for old growth, wildlife, fish, etc.) within these already selected areas. The intention was to increase

'efficiencies' of the reserve areas by simultaneously addressing multiple environmental *and* socio-economic values (e.g. tourism, community, and First Nation traditional use needs). The result of this approach was most effective. For instance, by grouping non-timber values, government's requirement for old growth retention was actually exceeded by approximately 25% across the Project Area while also meeting the needs of tourism; forestry, and those of the local community. This was accomplished consistent with the CCLUP.

Implications of Results-based Reserve Planning

This results-based approach to managing for biodiversity and non-timber values utilized by the West Chilcotin Demonstration Project can be of significant benefit beyond the study area. For example, such reserve optimization elsewhere in the Cariboo-Chilcotin or in other areas of BC would make it easier in general for government to meet its biodiversity targets while at the same time effectively addressing the concerns of other non-timber values. This would thereby ensure that its Working Forest policy could concurrently meet the needs of forestry, tourism, the environment and local communities in a real-world, on-the-ground fashion.

THE WEST CHILCOTIN DEMONSTRATION PROJECT RESULTS AND BENEFITS



The goal of the West Chilcotin Demonstration Project has been to collaboratively plan and manage the land base in a fashion that works for all the parties involved and is consistent with the Cariboo-Chilcotin Land use Plan. This has been achieved using carefully developed, ground-truthed management objectives for each of the 37 polygons that together comprised the Demonstration Project Area. As a result, numerous

benefits have accrued for the various parties from the West Chilcotin Demonstration Project Land Use Plan:

Benefits Accruing to all Sectors

- ✓ Builds a **stronger, more secure and diverse local economy** enabling forestry, and tourism to thrive, thereby:
 - Providing **more employment opportunities** for local community members and First Nation peoples (Alexis Creek First Nation and others).
 - Improving **investor confidence** and **business certainty** so as to **attract new businesses and expand existing ones**.
 - Providing an **exceptional global marketing advantage** for forestry, and tourism, in presenting this West Chilcotin area as a truly sustainable product.
- ✓ **Retains biodiversity** by exceeding old growth reduction targets by 25%
- ✓ Ensures the **well-being of wildlife** by:
 - **Safeguarding** critical mule deer and caribou winter range, bear populations, fisheries, and First Nations' traditional food sources.
 - Providing better **access control** (i.e. closure of old logging roads so that poaching is greatly reduced).
- ✓ **Builds stronger communities**, which are involved in **determining the future** of their local area.
- ✓ **Increases land base harmony** and **avoids conflict and prevent last minute disputes**.
- ✓ **Fosters better relationships** between industry, local First Nation peoples, communities, and government.

Forestry Industry Benefits

- ✓ Improves **wood supply certainty** by:

- Ensuring **balanced supply of growing sites**, and sufficient **short and long-term wood supply** for forestry operations, including First Nations' logging.
 - Achieves the needs of back country tourism with **negligible impacts on the Working Forest (<0.5%)**
 - **Reduces timber impact** of old growth requirements
 - Facilitating the **development of longer term operating plans** that address the needs of all planning participants with significantly reduced conflict.
- ✓ Provides **improved economic efficiencies** by:
- Enabling the forest industry to **initiate needed research, explore alternate harvesting techniques, find innovative, local solutions** and enabling the companies to **plan in the short term and long term** to achieve everyone's goals related to the forest. For example:
 - In the Northern Forestry Zone, where tourism and community concerns are of less significance, timber harvesting constraints can be eased (e.g. visuals), thereby **reducing harvesting costs**.
 - **Roads can be designed and constructed to respect values for all sectors.** (For example, all weather roads can be constructed where all interests agree that permanent access is valuable to everyone. At the other end of the spectrum, a temporary winter road that returns to a natural state within a couple of years can be constructed in locations where improved access negatively impacts the values held by other parties.)
 - **Harvest operations can benefit economically** from pro-active co-operative planning. For example, an ample supply of cutting permits secured well ahead of time means that crews and equipment can be deployed on the most cost efficient basis.
 - Different logging equipment can be evaluated and used to help **match logging better with the needs of all interests**.
 - Reducing **forestry industry operating costs**, i.e. by achieving less visual constraints and access to better growing sites in the Northern Emphasis Forestry Zone, which can provide economically attractive timber in exchange for leaving backcountry areas logging-free for tourism (in the Southern Tourism Emphasis Zone).
- ✓ **Reduces environmental impacts** by planning the harvest of individual sites at the optimal time of year.
- ✓ Harnesses the collaborative energy with other sectors to **make doing business with government easier**.
- ✓ Achieves **positive public relations benefits** and a better understanding of logging practices by the tourism industry and the public.

Tourism Industry Benefits

- ✓ Safeguards tourism related products by:
 - Retaining the quality of existing and future **world-class backcountry wilderness tourism resources**.
 - Ensuring the **visual quality of exceptional tourism activities** (e.g. wilderness lodges, fishing, canoeing/kayaking, wildlife viewing, and horseback riding).
 - Retaining the **integrity of travel corridors**: e.g. trails, road access, and pack horse trails used for tourism activities.
- ✓ Enables tourism operators to **have certainty over the long term and attract investment**.
- ✓ Ensures product marketing integrity, i.e. ensures that a top-calibre product is indeed provided thereby being consistent with and maintaining the integrity with British Columbia's Supernatural BC marketing.

Government Benefits

- ✓ Ensures that the range of resource development and environmental stewardship in the Project Area **conforms to the Cariboo-Chilcotin Land Use Plan (CCLUP)**.
- ✓ Maintains **logging revenues, annual allowable cut, employment, and stumpage**, over the long term.
- ✓ Develops the **viability of the tourism industry** thereby creating rural economic growth and diversification in a sustainable manner.
- ✓ **Maintains biodiversity** by exceeding old growth retention requirements by 25% and safeguarding mule deer and caribou winter range as well as fisheries streams.
- ✓ Develops an **improved working relationship with the local First Nations** people through its forestry company, Tsi Del Del.
- ✓ Demonstrates the **viability of Working Forest targets and Sustainable Resource Management Planning** in a site-specific, real world results-based fashion.
- ✓ Reduces short and long term **government regulatory costs**.
- ✓ **Develops new tools** to incorporate stakeholder values into existing planning structures.

First Nation Community Benefits

- ✓ Enables the local First Nation to develop a more **diversified, sustainable, and growing economic base and self-sufficiency** by:
 - **Providing ongoing employment** for First Nation members in their homeland.

- Enabling the local Band Council to **use forestry - and eventually tourism - profits to provide educational opportunities** for members of the community and to earmark future profits for other goals such as **conservation officers** to protect lands.
 - Enabling local First Nation members to **work more easily with government by participating as an equal** in similar land use exercises.
- ✓ Safeguards **traditional lands** by:
- **Retaining areas** for hunting, fishing, gathering (traditional medicines, foods, etc.), spiritual use and burial sites.
 - Enabling the **local band to control and benefit from archaeological finds** (for example, by gathering Traditional Use information while logging occurs and bringing it back to the community).
- ✓ Increases the **local non-native understanding and support** of the First Nation's concerns.

Tatla-Tatlayoko-West Branch Community (TRA) Benefits

- ✓ Retains **the natural quality** of the locale for community members by stewarding:
- **Wilderness**, ambience, and wildlife values.
 - **Scenery** and viewscapes.
 - **Recreation opportunities**: cross country ski trails, horseback riding, fishing, hiking, wildlife viewing, canoeing/kayaking, picnicking.
- ✓ **Diversifies and sustains community economic opportunities** in both forestry and tourism.
- ✓ Encourages the growth of a **value-added economy** (utilizing community forestry, local woodlots etc. and alternative forest products).
- ✓ Ensures the **community will have long term involvement** in helping to shape the future of the region in which they live.

Clearly a very wide range of benefits now will result from the success of the West Chilcotin Land Use Plan. As Fritz Mueller of the TRA (who could be speaking for any of the participants) puts it, "We get all the benefits: good environment, economy, conservation, and lifestyle. And most importantly, we will have much deeper and meaningful relationships with all our neighbours, especially the First Nation communities that are so important to this part of the world."

SUCCESSFUL SOLUTIONS ARE BUILT ON TRUST



The key to the West Chilcotin Demonstration Project's success has been the careful, creative, and persistent building of trust. This, more than any other factor is what has yielded the many benefits the Project stands to bring. Reflecting on this, Bob Flinton, Riverside's former Woodlands Manager who has experienced much confrontation in the past, says, "We have a 'pride of ownership' - we developed this, worked through all the issues and came out with a great outcome by

working together and understanding each others' love and use of the forest. If people take the time to build trust and understand each other's values related to the forest they will benefit."

The success of the West Chilcotin Demonstration Project stems from some basic principles:

- All stakeholders were involved from early on.
- Time was required to develop trust.
- Everyone wanted the project to work and was willing to give and take.
- Everyone worked toward understanding and achieving each other's goals for the forest.
- Participants were able to identify and map their own forest uses.
- Areas of potential conflict were reviewed and negotiated so as to develop innovative solutions.
- Tools that facilitated understanding and collaboration were utilized: e.g. field trips, computerized Digital Terrain Modelling, etc.
- The forest companies involved devised and implemented innovative logging solutions for difficult issues.
- Government regulations were addressed from a results-based, rather than a prescriptive basis.
- All parties understood and accepted that constraints existed that required innovative thinking to surmount.
- Everyone committed to the implementation of the land use plan, and to monitor its progress and collaboratively evolve it as required.

The statements of the various participants gathered in the interviews undertaken in the writing of this report reflect these principles. For example, Riverside Forest Products former Vice-President of Woodlands, John Marritt states, "Riverside feels they have a responsibility to try to find solutions. It is a great opportunity for us to team up with

groups and individuals that share the vision of working together to find workable solutions. The essence and strength of this process is trust."

Will this process cost the forestry industry more money? Marritt continues, "Until the study is completed, we don't know what final effect, if any, will be on our costs structure. If there are effects, the group has agreed to look at solutions to ensure long term economic competitiveness in an international market."

On behalf of the tourism industry, Petrus Rykes, President of the West Chilcotin Tourism Association says, "We were very supportive of collaborative forestry planning because we believe strongly that when the social, economic and environmental concerns of communities are addressed, then you get buy-in not confrontation. And then you get sustainability and stability of our forests, industries and communities."

Philippe Thériault of Tsi Del Del sums up the very personal nature of this project, "The value of this project is in the mutual respect that we have developed for each other. The pride is intangible, but we can look people in the eyes now because we know that we are trying to do the best for our friends, neighbours and colleagues who live in our communities."

The Tatla Resource Association perspective is voiced by its Chairman Peter Shaughnessy, who says, "This community has a deep attachment to our natural surroundings: the beauty of the land, the wildlife, and especially the 'flavour' of wilderness. We believe, and we expect, that the results of our efforts to conserve these surroundings will benefit not only us but also future generations. We are confident that this plan is an important first step in achieving these results. I am amazed and gratified to see such a diverse community come together with a common vision for sustainable development of our resources."

For his part, Dave Neads, WCTA Project Director sees a significant evolution in attitudes, which the Project has engendered, "The change has been dramatic. We've focussed on outcomes that benefit all of us. We've become friends and colleagues. We've protected the future of the local and First Nations communities and tourism while at the same time protecting wildlife, such as caribou, mule deer, wolves and bear."

And Ric Careless, Executive Director of the BC Wilderness Tourism Association comments, "A major reason for this project's success is that from the outset, it sought to create solutions. The focus was on creatively working together to overcome rather than create obstacles. It was a group 'can do' approach. Everyone involved should feel proud of what they have achieved in the West Chilcotin."

Chief Operating Officer of Riverside Forest Products Gerald Raboch echoes this sentiment, saying, "I believe that collaboration is the key to achieving balance in the forest. But by working collaboratively instead of relying on legislation to get what we need, we allow ourselves to be vulnerable. We are all vulnerable; anyone, at anytime,

might lose respect for the project that we have built – on purpose or innocently. It is a group effort but, in order to succeed, this process has to stay that way. We're all vulnerable but it is far better than butting heads.

And too, Joyce Cooper of the Alexis Creek First Nation adds, "The Alexis Creek First Nation has been pleased to be involved in the demonstration project because it enabled us to have input into how the land was used, and the type of logging used. One of the highlights for us was working with our neighbouring resource users, especially the community of Tatla Lake. We realized that everyone – First Nation, tourism, forestry, and community members – were there to protect the land and ensure sustainability."

THE FUTURE



The West Chilcotin Demonstration Project has been exceptionally successful in bringing together a range of players – forestry, tourism, First Nations and local residents – who once were wary of each other. It has generated a common integrated vision, a balanced multi-sector strategy and a realistic site-specific 20-year land use plan, which will deliver economic diversity, business certainty, operating efficiency, quality lifestyles, and a healthy environment in a spectacular part of BC. All the members of the team agree, if collaboration and agreement can be reached in the Chilcotin – a region with a history of confrontation - it can be reached anywhere.

So where to now? With government having endorsed the land use agreements reached by all the parties in the Demonstration Project, the next step is to have these recommendations implemented as part of the Chilcotin District Sub-regional Plan (which is a component of the Cariboo-Chilcotin Land Use Plan). With this complete, the group will then continue to work together refining and implementing this collaborative strategy on the ground, where the real value in this project will be harvested by all.

For as Brian Hansen, Former General Manager of Tsi Del Del Enterprises Ltd. concludes, “It has been, and continues to be, a remarkable and positive process - we have moved from confrontation to collaboration. We have worked together as neighbours, friends and colleagues to try to bring prosperity to all who use, or benefit from, the forest. Now we’re going to implement the plan, monitor, and improve the plan as required... as a group.”

BACKGROUNDRERS

Woodland Caribou



All caribou in BC are members of the subspecies known as woodland caribou. The West Chilcotin herd is healthy and its population has increased steadily over the past few years, recently reaching 2,800 (after the fall hunting season). This is of major conservation significance, since in many other places in Canada, woodland caribou populations are in decline mainly due to predation and loss of habitat. The home range of this herd is

large – several hundred square kilometres in size. In fact, one female in this herd (monitored over five years) has been measured to utilize a home range that is over 800 square kilometres.

The range for the West Chilcotin caribou herd centres on Itcha Ilgachuz Provincial Park, and extends to the south into the Itcha Ilgachuz SRDZ and the West Chilcotin Demonstration Project Area. To safeguard this caribou herd, no logging is allowed in the Park and a major portion of the surrounding Special Resource Development Zone.

In early June, these caribou move to higher, unforested elevations in the Itcha Ilgachuz Mountains where there are few moose and deer and therefore fewer predators. They calve in the alpine on open, unforested ridges where they have a good view of any potential predators. Once calving is finished the caribou move to higher altitude alpine meadow complexes.

As winter approaches, the caribou move to lower elevations where the snowpack is lighter. Here the animals paw the ground to feed on terrestrial lichens and browse arboreal lichens (such as old man's beard and horse hair) from the branches of older trees or trees that have blown over onto the ground. These lichens are lower in protein but contain enough calories to sustain the caribou until spring, when they switch to a variety of tender green plants. These arboreal and terrestrial lichens are crucial to their survival, so any logging that occurs here must be done in a fashion that ensures this habitat characteristic is maintained.

Caribou Solutions

Most of the West Chilcotin area being managed for caribou is made up of older forests that have the attributes necessary for lichens (terrestrial and arboreal) to survive. These forests occur in the more northerly portions of the Demonstration Project Area adjacent to the Itcha Ilgachuz Mountains (which encompass the core of their habitat). These forests must be managed with the goal of maintaining suitable caribou habitat.

Riverside and Tsi Del Del have been proactive and have participated in adaptive management trials with government. Working with government ensures that these companies are responding to the needs of the caribou by:

- Maintaining habitat in large patches so that caribou can disperse and live at low densities to avoid predation.
- Logging in ways that:
 - Ensures the valuable arboreal and terrestrial lichen forage base for caribou.
 - Safeguards winter habitat for the caribou.
 - Prevents the influx of moose and deer - with their associated predators wolf and cougar into the caribou range
 - Protects calving areas from disturbance.
- Removing or providing limited access to most logging roads in order to regulate access of hunters, and winter recreation such as snowmobile and ATV use.

In addition to forestry related solutions, these forest companies and other community members would support increased enforcement of hunting regulations and elimination of illegal hunting.

Mule Deer

In the West Chilcotin, the mule deer is the most widespread member of the deer family.



At different seasons, these deer inhabit every ecological zone, from alpine to valley bottom.

Mule deer are vital components of the Chilcotin ecosystem and provide food for several predators – cougar, wolves, bears, bobcats, coyotes, wolverines, and even ravens (who scavenge deer carcasses after their death).

In summer, most deer leave the dry valleys and migrate to moister, higher elevations to take advantage of nutritious new growth. But they cannot survive there in the winter because they have difficulty moving through snow deeper than 30 cm. Therefore usually in December they migrate lower to winter range in the shallower snow of the valley bottoms.

In the Chilcotin, mule deer traditional winter ranges consist of grass and shrub-lands in the dry, Douglas Fir old-growth forest. These forests are critical for the survival of the deer, as these trees offer shelter, intercept snow so that it is not deep on the ground, and provide forage in the form of broken branches and the lichens that grow on them.

In the Demonstration Project Area there are three primary mule deer winter ranges: the low elevation West Branch and Tatlayoko valleys, as well as the Chilko River corridor.

Mule Deer Solutions

Forestry and deer can co-exist. Consistent with the Cariboo-Chilcotin Land Use Plan, Riverside and Tsi Del Del are ensuring that forests in the mule deer winter ranges provide shelter, intercept snow so that it is shallow on the ground, and provide forage in the form of broken branches and the lichens that grow on them. Forest companies in the Chilcotin manage for mule deer by utilizing forest practices in their winter range areas that:

- Maintain and promote multi-layered, uneven-aged stands of trees dominated by mature Douglas fir with deep, wide crowns, and a high component of large, old trees.
- Keep the forest canopy intact as much as possible, and promote the growth of Douglas Fir and clumps of other trees with interlocking crowns to prevent the snow on the ground from getting too deep.
- Keep lots of snag and avoid damaging trees that have been left standing.

- Keep roads and skid trails (where trees are pulled along the ground) to a minimum.
- Log infrequently (no more than every 30 years) and never more than 30% of the forest at one time.
- Keep logging to a minimum on dry ridges to provide shelter and safety for mule deer.

Mountain Pine Beetle



Mountain pine beetles are a natural part of the lifecycle of Chilcotin Plateau lodgepole pine forests. These are one of the principal ways these forests are renewed. Beetle populations normally stay at low levels but when conditions are right populations can explode into epidemic proportions. Such an epidemic may be caused by an abundance of pine forests older than 80 years that result, in part, from effective fire suppression. However, warm winters resulting in low beetle larvae mortality and dry summers causing stress on the host lodgepole pine trees (thus reducing their ability to resist a mountain pine beetle attack) are the primary causes of the current beetle outbreak.

In the early 1980s, the West Chilcotin region was subject to a mountain pine beetle outbreak. Beetle population levels then collapsed due to a very abrupt drop in temperature to minus 30 degrees C around Halloween in both 1985 and 1986. Eighty-five percent of the beetles were killed in 1985 and the rest in 1986. However, portions of the West Chilcotin Plateau are currently being hit again with a beetle epidemic that is plaguing much of the north-central part of the province.

Because beetles rarely kill all the trees in a stand, areas that have been hit repeatedly in successive years by beetles suffer the highest mortality. It is estimated that the loss of timber value provincially is close to 10 billion dollars. A long cold winter or an early cold snap is needed to stop or slow the spread of this epidemic.

Mountain Pine Beetles migrate and infest new stands during the months of July and August when trees are usually under the most stress from water deficiency. Female beetles bore through the bark in the lower portion of the trees. Once inside, they emit pheromones that attract males and other females. Mating then occurs under the bark. Females build vertical egg galleries and deposit their eggs. In 7 to 10 days, the larvae hatch and then survive in horizontal feeding tunnels. These tunnels often girdle the trees and prevent the transfer of water and nutrients to where they are needed. Once the larvae are fully-grown they pupate. New adult beetles then bore their way out and the cycle is repeated.

As beetles bore through the bark of a healthy lodgepole pine, the tree produces copious amounts of resin in defence, as an attempt to 'pitch' beetles out of the tree. To counter this, during the attack the adult beetles deposit a blue-staining fungus that blocks tree resin production. Trees unable to defend themselves from this attack die. Within a year of being attacked, tree foliage turns red, and the beetles move on to other trees. Within three years the needles drop off and a silver grey spar remains.

Beetle Solutions

The best solution for controlling smaller outbreaks of mountain pine beetles is through prevention: lodgepole pine forests need to be kept in vigorous healthy growing condition by replacing old and mature forest with young, healthy ones. Methods used can be logging or burning (such as forest fires or strategic burns). Once the beetle population starts to build up controlling expansion is facilitated by good road access for timely location of beetle population centres and the elimination of these centres through harvesting or burning.

Large-scale outbreaks such as the one currently underway are beyond control. The best that can be done is to try to slow the epidemic (where possible) until nature stops the outbreak (through cold winters), or to salvage log where appropriate before the economic value of the trees is lost. Such salvage logging needs to be undertaken in a fashion that respects the needs of other land users.

The Tatla Resource Association and Community-based Land Use Planning



In the mid-1990s, when government advertised a forest license for the West Chilcotin, one proposal suggested logging in the Upper Ottarasko Basin. This triggered strong community concern for many Tatlayoko Valley residents. In response, local community members sent hundreds of letters to then Minister of Forests, David Zirnheldt. As a result, the advertised sale was suspended and the community was encouraged

to engage in local land use planning so as to identify places where logging opportunities would be supported by residents.

The community saw this as a 'wake-up' call. They got together and formed the Tatla Resources Association. Peter Shaughnessy became Chair, a role he has held ever since. This group represents local residents from Tatlayoko Valley, West Branch, and Tatla Lake.

The TRA was founded and continues to operate on principles of openness, inclusiveness, and consensus decision-making. This approach achieved strong buy-in from the full range of the region's residents: ranchers, conservationists, loggers, tourism operators, old-timers, and relative newcomers.

The TRA's first task was to identify the land areas of community interest on a map and to develop a plan for these areas. Once areas of interest were identified, the TRA worked to create the Tatla Community Plan. They distributed 40 base maps, clear acetate sheets and a listing of potential issues (e.g. trail systems, important habitat areas, viewscapes, community recreation areas, residential areas, road corridors, and areas for harvest and no-harvest). They encouraged community members to mark areas of interest on the acetate sheets and send notes and comments about each site. They also sought feedback on the range of suggested land use issues. They received an overwhelming response. As Fritz Mueller, one of the TRA Directors, states, "Everyone loves this landscape and wants it taken care of."

Based on detailed community input, over the next two years the TRA drafted the 50-page Tatla Community Plan with its related maps. The TRA plan subdivided the Tatlayoko-West Branch-Tatla area into 48 polygons and proposed different land use objectives for each. After many meetings all community participants approved the TRA plan. According to Fritz Mueller, "Peter Shaughnessy has done an excellent job of being fair to all interests in the community and this has resulted in a substantive plan that has unanimous community approval."

When discussions began with the TRA over their possible involvement in the West Chilcotin Demonstration Project, it was clear that if this were to happen, their Tatla Land Use Plan would have to form a key part of the exercise. This has occurred.

Recently, Hansen of Tsi Del Del said, “The work of the Tatla community needs to be complimented and recognized for how it has really helped this West Chilcotin Demonstration Project to identify the key issues that need to be addressed on the ground.”

BACKGROUNDER

Tsi Del Del Enterprises Ltd.: a Local First Nation Forest Company



On November 7, 1992 Tsi Del Del Enterprises Ltd. formally began operations as a joint venture company between the Alexis Creek First Nation and Jacobson Bros. Forest Products Ltd. As Joyce Cooper, member of Alexis First Creek Nation explains it, "For years we had yelled and yelled about the logging companies taking wood off our lands and providing no benefit to us. We confronted them over and over."

In the beginning entrepreneurial members of the band, under the guidance of Chief Ervine Charleyboy, began doing small contract work for Jacobson Brothers. Cooper continued, "Then at one meeting, the forestry company suggested a joint venture so that we could be involved in deciding how forestry was done, help us provide employment, and become more independent."

The new joint venture company started logging on small business sales for the first few years until the Ministry of Forests advertised a new 5-year forest licence opportunity, which Tsi Del Del was awarded through a competitive process. This licence provided Tsi Del Del with the opportunity to become a fully mechanized roadside harvesting operation, involved in all facets of forestry from planning, forest engineering, harvesting and reforestation. In 1994, Riverside Forest Products purchased Jacobson Brothers and became the new joint venture partner – a strong relationship that has been beneficial for both parties. Gerald Raboch, COO of Riverside also sits on the Board of Directors of Tsi Del Del and provides liaison, significant support, and much expertise to the band and its industry.

Tsi Del Del is now close to the midway point on their second licence, which has a ten-year term. As a result it is now involved in long term strategic planning that recognizes the need to address concerns of participants such as the Alexis Creek Indian Band, the Tatla-Tatlayoko-West Branch community, and West Chilcotin Tourism Association.

Tsi Del Del has been successful since its inception and has been a consistent provider of jobs. Joyce Cooper states, "We are proud that we can offer employment to everyone who needs a job, not just band members. This way we can contribute to the well-being of our friends and neighbours in the West Chilcotin."

Tsi Del Del established an Educational Trust Fund that (based on \$0.50 per cubic metre of delivered logs) to promote educational opportunities for band members in the field of forestry, and to strengthen band self-reliance. TDD also trains band members in various facets of forestry to enable them to take advantage of job opportunities arising both from this Forest License and the forest sector in general. As a result of this

commitment, band member John Charleyboy is now one of the most respected young forestry technicians in interior British Columbia.

BACKGROUNDER

History of West Chilcotin Forestry



The West Chilcotin region endures a harsh, cold, dry climate, due to the high elevation of the region – the plateau is at 1,300 metres or more, with the mountains rising to 4,000 m – and the fact that it is situated in the rain shadow of the Coast Mountains. As a result, by BC standards the trees of the West Chilcotin are small.

Therefore, historically most of the trees in the West Chilcotin's vast pine and spruce forests were relatively untouched by logging because the trees were considered too small and remote to be economically viable for industrial logging. Rather, the lodgepole pine that covered the plateau were often considered useful only for fence rails and firewood. Still, a few people like Tom Chignell made a bit of money from logging larger trees from the best growing sites as early as 1930. He recalls hauling poles down to Bella Coola to be shipped to San Francisco to be used as power poles.

During World War II and after, the demand for BC wood greatly intensified, as people needed lumber for homes, fences, and wagons. For the first time, there was potential for a truly viable forest industry to develop in this region. When the railway was extended to the Cariboo and Williams Lake in the 1950's, the sawmills there became able to transport lumber to major market places.

At this time, the lumbermen 'discovered' the Chilcotin and little bush mills popped up everywhere. At one point there were twenty-five small mills strung out between Riske Creek and Tatlayoko. Logging didn't reach beyond Tatla Lake at the time however, because the road was too rough, the wood was considered too poor to be of quality for the markets of the day, and it was too far to haul the logs to a mill. In the 1960s the nature of forestry changed in the interior of BC, from small portable mills to larger facilities that were more efficient and located close to the railway in Williams Lake. As a result the little mills across the Chilcotin disappeared.

However it wasn't until the early 1980s when there was an increased interest in harvesting lodgepole pine in the West Chilcotin that extensive industrial logging truly began in the Chilcotin. The increased interest was a result of improved felling, sawmill and hauling technology. The logging equipment improved greatly with feller bunchers, grapple skidders, and mechanical processors to convert trees to logs. The hydraulics, fuel efficiency, and improved design (less downtime) all led to much higher productivity and lower costs in logging small pine.

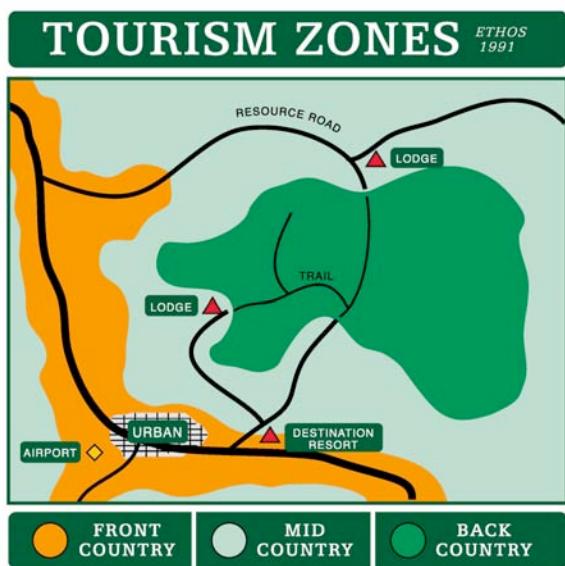
Transportation also improved immensely due to significant road improvements: highway straightening, graveling, and paving. Log hauling equipment also improved: superior fuel efficiency, more logs per load, less breakdowns, more powerful trucks, and better braking systems. As a result of the better roads and trucks, logs could be hauled longer distances in a cost-effective manner.

Milling equipment also improved significantly. Saws were made thinner, thus producing more lumber and less sawdust. The speed of logs passing through the saws was improved and their operations computerized. The result was an increased efficiency in the amount of wood that could be harvested per tree.

These factors all contributed to improved economics for converting small lodgepole pine trees into forest products. As a result, logging operations expanded throughout the Chilcotin region. Forest Licences were granted to larger companies such as Lignum, Pinette and Therrien Mills Ltd., and Jacobson Bros. By 2004, all three of these companies had merged into Riverside.

Concurrent with this evolution in forest industry technology, developing forest management also led to changes. For example, much improved fire-fighting techniques using water bombers led to a dramatic ability to suppress the wildfires that had been so much a part of the Chilcotin forest ecosystem. The result was much less loss of merchantable trees to fire. However, as fires were increasingly controlled, the Chilcotin pine forests became older and more susceptible to pine beetle infestation than they once were. And so, in the 1980s after fewer fires and several unusually warm winters, there was an epidemic outbreak of mountain pine beetles. In response, forest companies and the Forest Service moved rapidly to greatly increase logging in the Chilcotin, with the emphasis on quickly salvaging beetle-killed trees before the commercial value of the timber was lost. As a result of the urgency to address this beetle kill, a significant growth in the rate of clearcutting occurred throughout the Chilcotin in the 1980s and 1990s. The harvesting of the infected stands reduced the loss of beetle killed trees, slowed the speed of the beetle infestation, and hastened the regeneration of new healthy stands.

Tourism Resource Management



The **Tourism Zonation System (TZS)** is a land planning technique utilized by the Wilderness Tourism Association that enables the integration of the tourism resource with other land use priorities. This zonation system differentiates natural resource based tourism products into Urban, Front-country, Midcountry or Backcountry zones according to degree of naturalness (from urban to wilderness), type of tourism outdoor experience, method of transport, intensity of use, and scale of facilities (e.g. from destination resorts to cabins). This Tourism Zonation System has been used in delineating the tourism resource in the Demonstration Project Area. Because the

nature of tourism experience and products varies by zone, from the intensive facilities-oriented frontcountry, to the wilderness backcountry, compatibility with other land users varies. Whereas logging – especially visually sensitive harvesting - can co-exist in the front and midcountry, top calibre backcountry sites often need to remain logging and road free if the quality and market competitiveness of tourism products there are to be retained.

The Backcountry/Wilderness Tourism Zone:

The **Backcountry/Wilderness Tourism Zone** provides a high quality, world class wilderness experience in a pristine environment with an absence of road access, resource extraction, as well as a lack of infrastructure. Here the tourism experience emphasizes personal and smaller group interaction and physical activity within pristine natural landscapes. Multi-day river-rafting, canoe tripping, photo safaris and nature treks, multi-day ski touring, guided mountaineering, and wilderness horseback trips are all associated with the backcountry zone. The West Chilcotin features world competitive backcountry tourism product, especially in the Potato and Niut Mountains and the Mount Waddington area. Examples of such wilderness tourism businesses include Niut Trails Outfitting (backcountry horseback riding), Bracewell's Wilderness Adventures (hunting/wildlife viewing), and Waddington Challenge Enterprises (guided canoe trips down Mosely Creek).

The Midcountry/Natural Tourism Zone:

The **Midcountry/Natural Tourism Zone** is characterized by the provision of recreation experiences for an 'intermediate' numbers of visitors in a quality natural environment. Midcountry accommodation might consist of smaller rustic lodges with limited facilities

with the emphasis being on the natural environment rather than the facilities themselves. Access can be by helicopter, unpaved resource roads, floatplane or boat. The Tatlayoko (north of Tatlayoko Lake) and West Branch valleys exemplify high quality midcountry tourism zones. Visually sensitive logging can be appropriate in this zone. Fishing, hunting, multi-day heli-hiking, and mountain biking are examples of adventure activities associated with this zone. Examples of such mid-country tourism occurs in the project Area at operations such as Niut Mountain Guest Ranch, Bracewell's Wilderness Lodge near Tatlayoko Lake, and White Saddle Air Services in the West Branch Valley.

The Frontcountry/Intensive Tourism Zone

The Frontcountry/Intensive Tourism Zone services large volumes of tourists in a naturally scenic, though substantially human-altered environment. This zone is focussed around smaller communities and highway corridors. In the West Chilcotin Demonstration Project Area, the small community of Tatla Lake and the Highway 20 corridor fall within the frontcountry zone. Frontcountry tourists are often more amenable to logging in this zone provided screening is utilized on highway corridors and cutblocks are landscaped to reduce visual impacts.

The Urban Tourism Zone

The Urban Tourism Zone is an integral part of the Tourism Zonation System. This zone is not found in the West Chilcotin, due to the lack of larger communities in the region. (Williams Lake is the closest Urban Tourism Zone to the Project Area.)

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