

February 25, 2000

Ministry of Forests  
P.O. Box 9525  
St. Prov. Govt.  
Victoria, B.C.  
V8W 9C3

**Re: Bulkley Timber Supply Area Pilot Proposal**

**Attn: Guenter Stahl**

Dear Guenter:

As per our previous discussions and meetings please find attached a preliminary pilot proposal for the Bulkley Timber Supply Area. This pilot proposal involves a three phased approach to testing new methods for creating results based forest management legislation.

In creating this preliminary proposal a few points have surfaced that our committee must discuss further and find ways of resolving prior to drafting a detailed pilot proposal. Some of the points in the preliminary proposal may already be addressed by recent amendments to the Forest Road Regulation and will be dealt with after a thorough review of the amended regulations. Others will address how a one plan pilot will/may affect day to day operations for licensees as well as the responsible crown agencies. These points for further discussion include but are not limited to:

- ◆ How forest management standards would be tracked over time,
- ◆ How a one plan pilot would deal with changes in forest management standards that may/will occur over time,
- ◆ Ensuring Compliance and Enforcement officers have the necessary information to enable an efficient risk rating process for inspecting/auditing licensee activities,
- ◆ The length of time for phase II/III forest development plans approvals and whether there is sufficient time between approvals for public review and comment,
- ◆ How major amendments to the forest development plan would be handled in an efficient manner,
- ◆ Defining what would constitute an amendment whether major or minor in nature,
- ◆ How innovation, adaptive management and further changes to a one plan pilot currently unforeseen would be dealt with (i.e. an amendment formula).

We are open to comments or suggestions for improving the proposal from yourself or the joint steering committee. We understand a great deal of work will be required in the detailed proposal that must anticipate public concerns/fears and answer those questions ensuring their concerns/fears are addressed. Should you have any questions during the review of this proposal, please contact Carl Vandermark or the undersigned,

Yours Truly,

Bulkley Timber Supply Area  
Pilot Proposal Committee

Dave Ripmeester, R.P.F.  
Chairman

p.c. Jim Snetsinger, Regional Manager, Prince Rupert Forest Region  
p.c. Reid White, Regional Manager, Ministry of Environment, Lands and Parks  
p.c. Barry Smith, District Manager, Bulkley/Cassiar Forest District  
p.c. Don Gosnell, Acting Regional Staff Manager, Prince Rupert Forest Region

**Results-Based Forest Practices Code Pilot Project**  
**Bulkley/Cassiar District – Bulkley Timber Supply Area**  
**Preliminary Proposal**

The Bulkley Timber Supply Area Pilot Project is intended to be a means to test results-based forest practices guided by revised legislation to produce efficiencies in cost and administration for licensees and government agencies. The intended outcome of this pilot project is a healthy, sustainable forest land base, a healthy environment and a healthy local economy.

**Pilot Area:**

The pilot area is the Bulkley Timber Supply Area within the Bulkley/Cassiar Forest District in the Prince Rupert Forest Region. This proposal is unique in that it covers the entire timber supply area (TSA) and is approximately 9.6% of the allowable annual cut (AAC) of the Prince Rupert Forest Region.

In the July 1, 1995 Bulkley Timber Supply Area rationale for AAC determination, the gross area of the TSA was 736,005 ha, while the timber harvesting land base was 277,680 ha. The associated allowable annual cut was set at 895,000 m3. Presently, Timber Supply Review II (TSR II) is proceeding and it is likely that the above information will vary somewhat with the Chief Forester's next AAC determination.

**Pilot Proponents:**

The proponents of this pilot include all of the major licensees within the Bulkley/Cassiar District as follows:

LICENSEE	TENURE(s)	VOLUME (m3)
West Fraser Mills Ltd., Pacific Inland Resources	FL A-16830	311,562
	FL A-57077	185,000
Bulkley District Small Business Forest Enterprise Program	Long-Term	181,806
	Temporary	60,000
Skeena Cellulose Inc., Smithers Division	FL A-16829	122,882
Moricetown Band Council (managed by Canadian Forest Products)	TSL A-16816	14,250

(Woodlots (13,000 m3) and Forest Service Reserve (6,500 m3) make up the remainder of the TSA's AAC of 895,000 m3).

With this selection of proponent licensees, there is a good cross-section of licensees from the entire Prince Rupert Region.

**Pilot Committee Representatives:**

- Chairman ..... Dave Ripmeester, West Fraser Mills Ltd.
- Co-Chairman ..... Carl Vandermark, Canadian Forest Products
- Ministry of Forests Contact ..... Greg Rawling, Operations Manager
- Ministry of Environment Contact... James Cuell, Forest Ecosystem Specialist
- Other Members ..... Phil Carruthers, Skeena Cellulose Inc.
- ..... Paul Hatcher, Bulkley District MOF, SBFEP Forester
- ..... Jane Lloyd-Smith, Bulkley District MOF, Operations Manager
- ..... Greg Storie, West Fraser Mills Ltd.

**Proponent Suitability:**

All proponents of this project have a genuine interest in good forest stewardship, as dictated in the preamble to the *Forest Practices Code*. As a measurement of the licensee's performance records and/or management intentions, we offer the following information:

- West Fraser Mills Ltd., Pacific Inland Resources Division:
  - audited in 1999 by the Forest Practices Board. A clean full scope audit was obtained.
  - West Fraser's corporate office is also pursuing certification (ISO) for its Quesnel Division, to be followed in the future by other divisions.
- Small Business Forest Enterprise Program:
  - the Bulkley/Cassiar Forest District will explore opportunities to pursue certification (ISO/CSA) utilizing linkages with the Morice and Fort St. John SBFEP certification pilots and the provincial SBFEP EMS committee. This initiative will begin within six months of the commencement of the results based code pilot (commencement equates to the approval of the detailed proposal) .
- Skeena Cellulose Inc. – Smithers Division:
  - presently pursuing both ISO 14001 (tentative date May 2000) and CSA certification in a number of divisions.

- Moricetown Band Council (Canadian Forest Products)
  - presently reregistering ISO 14001 and pursuing FSC and CSA certification.

Regarding the function of the licensees in the Bulkley District, in terms of “every day” administration related to operations, there has been a vast improvement over the past number of years. Some of the features of note include:

- successful management of a partitioned cut recognizing poor quality timber in the district.
- effective District processing procedures in dealing with operational plans.
- no significant recent standing timber inventory issues.

**Pilot Area Planning Framework:**

Perhaps the most noteworthy asset of this pilot project is the fact that the Bulkley District has a cabinet approved Land and Resource Management Plan. This plan was formulated by a Community Resources Board, with inter-agency participation. The Community Resources Board is still functioning presently with a role in monitoring LRMP results and fine-tuning and/or refining LRMP content. The LRMP monitoring committee is made up of the interagency planning team (IPT) and the Community Resources Board.

The Bulkley District also possesses Landscape Unit Plans (LUP's) for most of the operating areas. Within the landscape units, the biodiversity objectives are considered higher level plans, while other objectives (including wildlife, fish, LRMP special management zones, timber, recreation, and visual quality) are considered District Manager's Policy. These objectives are supported by strategies. If licensees must vary from the District Manager Policy, reasoning must be provided and must be deemed adequate by the District Manager.

Thus, public input from a variety of sources has been considered in the management direction of the District. Measurable features are in place in terms of seral stage distribution, patch size distribution and watershed status, which allow for a broader range of operations to occur within a desired outcome or result.

These publicly approved higher-level plans form the basis of forest management within the Bulkley TSA and will continue this role in the proposal pilot project.

**Pilot Project General Description:**

The Bulkley District pilot project is set up in three phases, as follows:

- Phase I: - streamline and reduce redundancy within operational plans.
- Phase II: - encompass all operational planning requirements and approval into “one plan” – an improved Forest Development Plan.
- Phase III: -streamline and/or eliminate information requirements and approvals;
  - incorporate adaptive management principles in resource management to shift legislation from a prescriptive frame work to a results based framework.

Each phase identified has a specific target and specific bounds, however, each is also a stepping stone to the next. Phase I is expected to be implemented in a timeframe of 1-6 months. Phase II is expected to be implemented in a timeframe of 6-15 months and phase III is slated for 15 months and beyond. It is important to note that we view Phase III as an ongoing process, where new ideas can be tested to identify processes and policies that work well and to alter or delete ones that are dysfunctional.

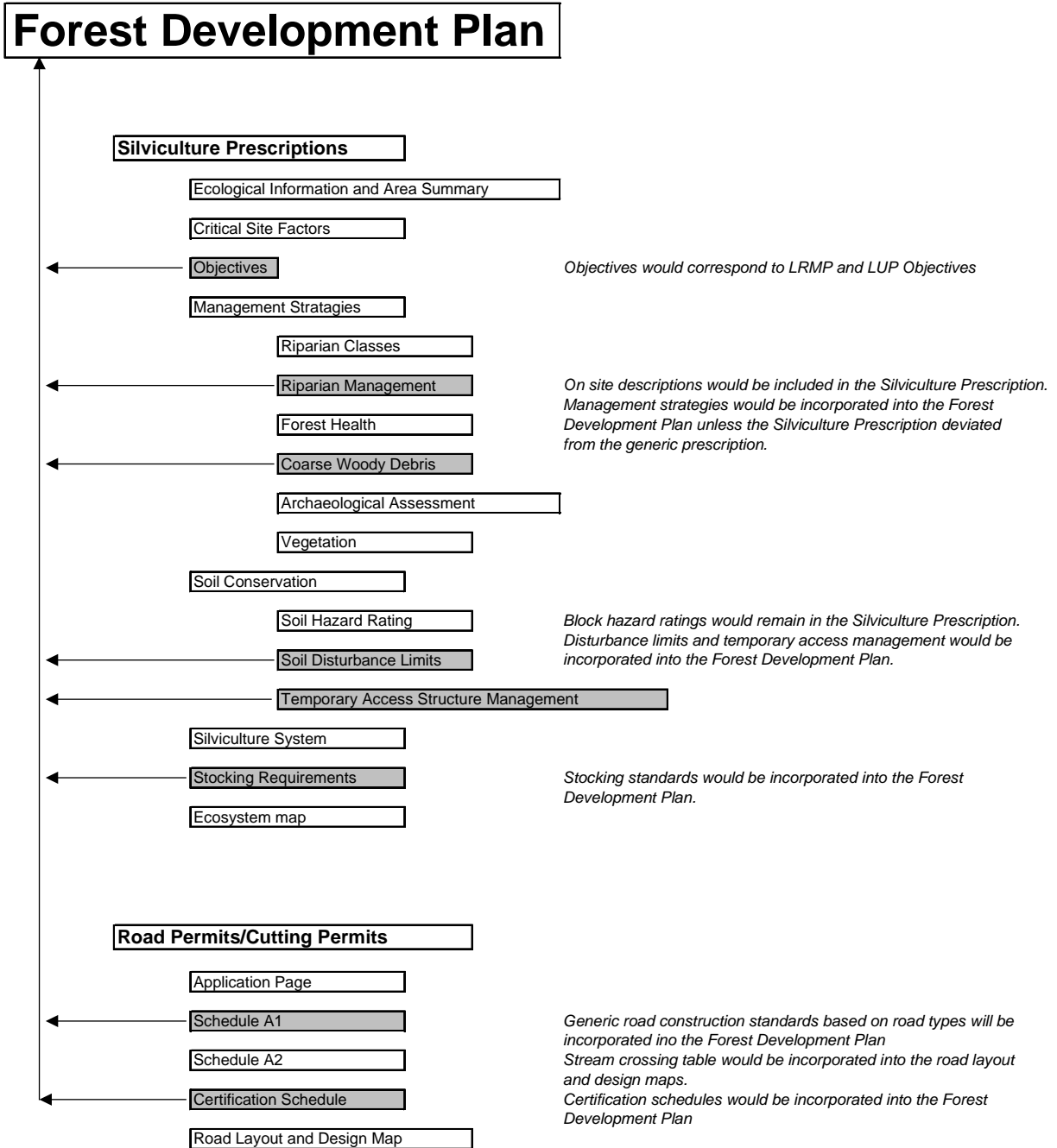
As each phase in this pilot proposal is to be well documented and systematic, a natural transition into full certification (be it ISO, CSA or FSC) should be readily achievable.

**Phase I Description:**

Presently, significant replication occurs within licensee operational plan and application submissions to the Ministries. Professionals, both industry and agency, spend valuable time ensuring that the redundant content of plans is accurate and appropriate. Phase I of the Bulkley Pilot Project would see much of the redundant administration removed from individual submissions and placed within the Forest Development Plan. An investigation, by local District and Regional Ministry of Forests staff, of what issues may or may not fall under the existing discretion of the District or Regional Managers will occur to determine the maximal change permissible without requiring legislative revisions.

## Bulkeley TSA Pilot Project Phase 1

***Purpose** : To reduce the content of operational plans/submissions by removing sections of common practices from the individual submission and including them in the Forest Development Plan.*



Examples:

	Legislation		Discussion
1.	Forest Road Regulation	Sec 6(1), (g-l) and Sec 8(1), (a-f)	Content can be moved into the FDP – other than in unique instances. Schedule A information would not be required in road permit applications or amendments (two or three standard Schedule A's included in FDP to cover winter, seasonal or permanent roads).
		Sec 15	All re-vegetation measures to be covered in the FDP.
2.	Operational Planning Regulation	Sec 39(1):	
		(a)	Stocking requirements in all but unique instances moved to FDP.
		3(e)	Seasonal constraints removed – replaced solely by adherence to Soil Disturbance Guidelines.
		(3)(h)	Maximum proportion of area that may be occupied by permanent structures moved to FDP.
		(3)(i-l)	Regarding soil disturbance – only unusual circumstances listed in the prescription.
		(3)(m)	Coarse woody debris objectives and other resource values are topics covered in the LRMP and LUP's. Unique situations involving isolated habitat types would be dealt with in in-house block specific plans.
		(3)(o-q)	Stocking requirements and dates can be kept in the signed and sealed silviculture treatment regimes.
		(4)(b)(c)	Riparian reserve and management area prescriptions moved to FDP. FDP prescriptions would form a minimum level of management. Block specific items such as windfirmness and highly sensitive areas would be dealt with further in in-house block specific plans.
		(5)(a)(b)	Generalized prescriptions in FDP only expanded upon if unusual circumstances exist.
3.	Timber Harvesting Practices Regulation	Sec 13/14 and Sec 17(1-2)	Incorporate a District strategy for rehabilitation into the FDP with DM's expectations for level of rehabilitation.
		Sec 21(1-4)	Incorporate temporary stream crossing standard operating procedures into the FDP.
		Sec 24(1)	Incorporate 5-m machine free zone procedures into FDP with specific notice of (d).
		Sec 28	Minor salvage strategies can be incorporated into the FDP.

Having moved this information into one document for reference purposes, the length or volume of both road permit and silviculture prescription submissions is reduced. Only unique site-specific instances would have to appear in the silviculture prescriptions or road permit applications on these issues. Generally speaking, silviculture prescriptions would be narrowed down to 1-2 pages with a map and road permit applications would be a letter and a map.

**The value of Phase I is as follows:**

- it requires minor or no legislative changes.
- it does not have any impact on information available for plan review.
- it can be done in the very short term with immediate cost and timesaving.
- it will enable a number of licensee and industry employees to concentrate on developing Phases II and III with timesaving incurred in Phase I.

**Phase II Description:**

With much of the operational plan redundancy done away with in Phase I, and the majority of significant content being incorporated into the Forest Development Plan, Phase II would shift all agency review and approval and public review to the Forest Development Plan. The Forest Development Plan would contain all necessary information to review operations planned for a period of greater than five years (with the suggestion to go to a 20 year plan with a 5 year approval and one year operating plan similar to Alberta's system). The Forest Development Plan would also concisely report on how the planned development meets the objectives and strategies outlined in the LRMP and LUP's (or would provide rationale for variances from the strategies or objectives).

Phase II would yield a major shift in the function of operational plans. Silviculture prescriptions, road permit amendments, logging plans and other site-specific operational plans would be produced by licensees in a reduced/efficient format. These plans would be kept on file by the licensee for audit purposes, whether the audit be internal, third party (ie. certification audit), Ministry of Forests or Forest Practices Board initiated. The plans would also be available to the Ministry of Forests for inspection purposes.

**Examples:**

<b>Legislation</b>		<b>Discussion</b>
FPC of BC Act	Section 10(1)	Expand section to include additional content requirement and revised content requirement.
	Section 12	Delete requirement for DM approval – incorporate professional accountability. In-house silviculture records must be auditable.
	Section 22(1-3) & Section 23(2)	Remove requirements for DM approved silviculture prescription.
	Section 28-31	Utilize these sections as a model of exemptions required under this pilot proposal.
	Section 64(1)	A description of the level of deactivation acceptable to the District Manager would be included in the Forest Development Plan – unique or high risk instances would be dealt with on site in the form of a joint field inspection.
Operational Planning Regulation	Section 18(1)(n)(iii)	As timing is not required for harvest or road construction remove references to the timing of deactivation.
Forest Road Regulation	Section 20/21	Incorporate a standard operating procedure for deactivation prescription requirements and definition of level of deactivation acceptable to the District Manager and the licensee into the FDP.

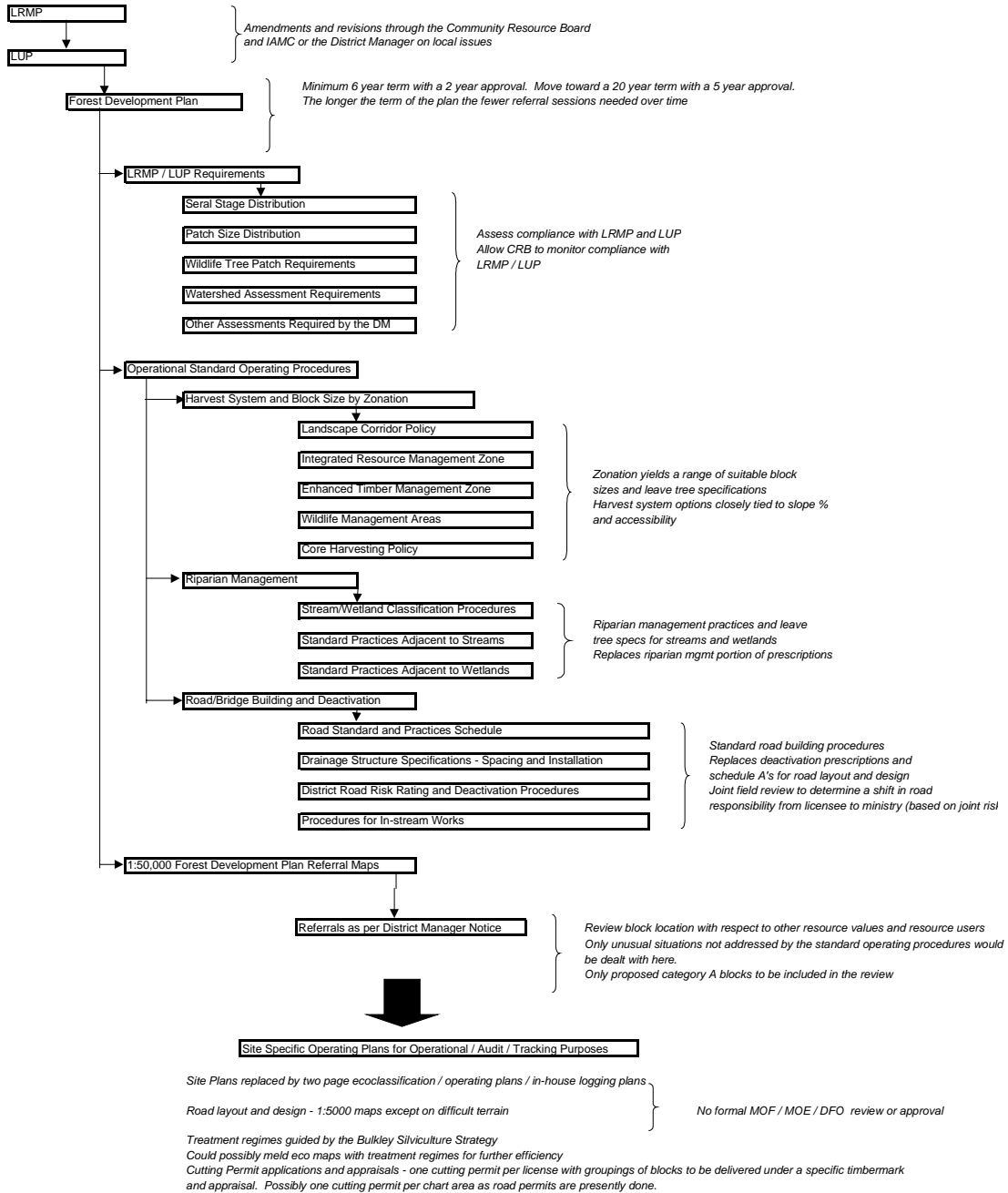
An opportunity would exist to involve specific first nations groups in the development of 20 year plans in areas identified as having cultural significance (i.e. trial areas south of Scallion Creek near Mooseskin Johnny Lake – PIR Telkwa Chart and Nilkitkwa Lake – SCI Fort Babine Chart). In this manner, a form of co-operative planning could be explored at the development planning level.

**The value of Phase II is as follows:**

- implementation can occur in the short to mid term with moderate cost and administration savings.
- there is no change from the expectations of the public from Code compliance (i.e. no major variation in standards).
- it will enable licensees and industry employees to utilize their expertise in the field, rather than on administration.
- field review of “results” will allow idea formulation, which will contribute, to Phase III.

**Bulkley TSA Pilot Project  
Phase II**

**Purpose :** to reduce the duplication of management prescriptions where there are common practices occurring on resource features on numerous blocks  
 : to minimize licensee liaison with the MOF and to minimize MOF time processing licensee operational plans  
 : to reduce referral input to specific situations that fall outside of standard operating procedures



### **Phase III Description:**

Phases I and II generally deal with efficiencies in time and costs related to administration of forest practices within legislation. Phase III provides an opportunity to obtain results that are satisfying to the public, including first nations, cost effective for the licensee and provide for sustainable forest management. Additionally, it allows for increased reliance on professional judgment and improvement of business practices. The key component of Phase III is the ability to adapt and change practices, over time, allowing for a high level of forest management practices to occur. Where problems occur proponent cooperation in remediation will occur – the specifics of which will be discussed further in the detailed proposal.

Rather than providing an all-inclusive listing of target areas for change – the following listing yields examples that the pilot proponents feel may be advantageous and workable (we expect this list to evolve over time and for the details to be worked out at a later stage of our proposal):

- **Riparian Management:**
  - rather than adhering to strictly monitored reserve and management zone widths – licensees would be allowed to vary riparian management areas, depending on site-specific conditions. For example, the management practices around an S3 stream may entail solely a riparian management zone rather than a reserve zone and management zone. Or conversely, a very sensitive stream may require a wider reserve zone to allow for resource protection. Riparian management prescriptions would be produced prior to harvest based on stream biology and characteristics and included in licensee operating plans. Success of the prescriptions would be evaluated following operations. (ie. Measurement for stream temperature, aquatic flora/fauna composition).
- **Deactivation:**
  - a major stumbling point in terms of deactivation has been liability. To avoid risk and defer liability, excessive dollars have been spent in the past five years on deactivation that has not served a valid purpose in terms of improvement of the environment. Deactivation measures would be derived as a result of joint Ministry/Licensee field reviews. Areas of high risk of environmental concern, be they soil related or wildlife related, would be prescribed for deactivation. Areas of moderate to low risk would be deemed a crown resource and would not be deactivated (see figure 1 for an example of adaptive management related to deactivation).
- **Road Construction:**
  - no road permit amendments would be required if certain sections of road require assessments following the initial permit application – the recommendations of these assessments could be incorporated into the Forest Development Plan through an amendment.
- **Drainage Structures:**
  - rather than applying a strict  $Q_{100}$  rating to all drainage installations, where professional designs and local knowledge permit, allow structures less than  $Q_{100}$  to be installed (with the assumption that water quality and fish passage are maintained).
- **Silviculture:**
  - remove the requirement for periodic stocking status reporting (silviculture surveys) under the Silviculture Practices Regulation, with the only formal submission being the free growing survey (all other stocking information to be recorded by the licensee in an auditable in-house format). Regeneration delay reporting would be incorporated into inventory labels on forest cover map updates.
- **Stand Level Biodiversity:**
  - Rather than referencing a specific number from the Landscape Unit Plans, stand structure can be managed at the cutblock level by prescribing wildlife tree patch and coarse woody debris requirements dependant on the habitat values in the block. The result would be site specific direction to protect stand level biodiversity.
- **Forest Development Plan:**
  - the potential exists to take sections of the forest development plan that are essentially the same for each licensee and to move that information into the Landscape Unit Plans as District Manager Policy (or a District Development Plan or Management Plan). In this way forest development plans could be further streamlined. The District Development Plan or Management Plan could be the source of “known” information and could also be the mechanism for reporting landscape level information requirements (ie. patch size distribution and seral stage requirements) in a co-ordinated manner.

- **Compliance and Enforcement:**

- opportunities would be reviewed to move the C & E role of the Ministry of Forests to a results based monitoring role. This would require more reliance on professional accountability and adaptive management, and a shift to an enforcement role (perhaps similarities could exist between this new role and how WCB regulations are enforced). This shift in the C& E role would not apply to the Small Business Forest Enterprise Program.

Variation in management requirements, as identified above, would yield positive "results" in the opinion of the proponents. In terms of public accountability, the Community Resources Board (having a wide range of perspectives represented) would be called upon to view reports verifying these positive "results," but also to view sites in the field. A schedule would be developed to address this public review. It is likely that review would include Forest Development Plan open-house meetings, dissemination of audit results (internal, Ministry and Forest Practices Board), public (Community Resources Board) viewing of resource assessments measuring results and public (Community Resources Board) field viewing of actual field sites.

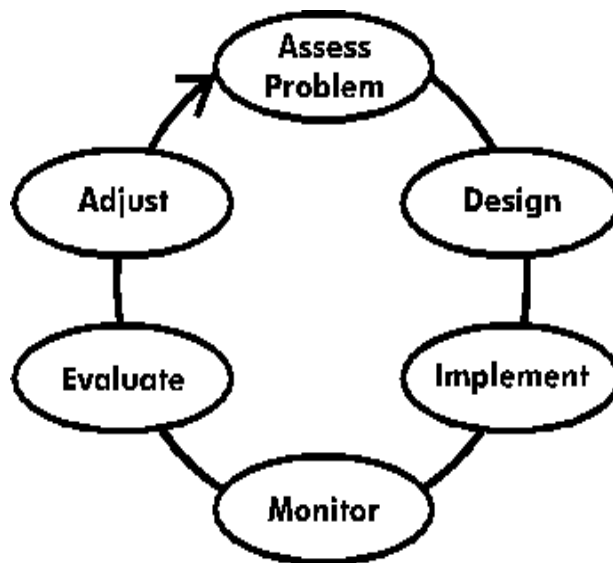
Upon alteration, implementation and review of altered management regimes and the associated results, success would be expanded upon (possibly to other parts of the province) and failures would have to be remedied and reworked to develop amended management regimes.

The only tenure of significance not addressed in this proposal is the Woodlot License. Positive results from the above phases could be adapted to allow woodlot licencees to gain benefits as well.

**Conclusion:**

The proponents of the Bulkley Timber Supply Area pilot project believe that there are major efficiencies to be gained in forest management and the associated administration. The proposed three phase pilot project has gains in efficiencies and cost savings, progressing from mainly administration at Phase I to more results based forest management in Phase III. These gains are perceived to be achievable, while maintaining or improving the current level of environmental management. The adaptive management aspect of this pilot allow successes to be expanded upon and failures to be disregarded. Our vision is that the improvements to forest management in the Bulkley Timber Supply Area will be readily applicable to the rest of the interior, if not the province.

Figure 1: Framework for Adaptive Management as it applies to the deactivation example.



Step 1 (**problem assessment**) In the deactivation context, in order to avoid risk and defer liability, excessive dollars have been spent in the past five years on deactivation that has not served a valid purpose in terms of improvement of the environment. Environmental values will be maintained by not conducting permanent and/or semi permanent deactivation on low and moderate risk roads and furthermore these roads would be deemed a crown resource.

Step 2 (**design**) A detailed monitoring plan is developed to test the hypothesis that moderate and low risk roads need not have designed drainage structures removed in order to adequately manage the soil, water and wildlife resources. In Step 3 (**implementation**), the monitoring plan is put into practice.

In Step 4 (**monitoring**), defined indicators are monitored to determine how effective actions are in meeting management objectives, and to test the hypothesised relationships that formed the basis for the forecasts.

Step 5 (**evaluation**) Actual outcome of the deactivation works is compared to forecast outcome and interpretations are developed for any underlying differences.

In Step 6 (**adjustment**), deactivation practices and objectives used to make forecasts are adjusted to reflect new understanding gained through the process.