

> FALL 2018

# FOREST VIEWS

MAKING DECISIONS TOGETHER ON HAIDA GWAI

## NEWS FROM THE HAIDA GWAI MANAGEMENT COUNCIL

- The Timber Supply Review
- Timber Harvesting Land Base
- Forest Inventory and LiDAR
- Public and Licensee Engagement

## GUD AD ISGUU - WORKING TOGETHER

# THE HAIDA GWAII MANAGEMENT COUNCIL

The Haida Gwaii Management Council is a joint decision-making body that is made up of four members and one chairperson. Two members are appointed by the Haida Nation, two are appointed by the Province of British Columbia, and the neutral chairperson is jointly appointed. The members of the HGMC work collaboratively to achieve decisions by consensus. If a consensus cannot be reached, and if a vote amongst members is tied, it is the role of the chairperson to make the final decision.

### CHAIR – WARREN MITCHELL

Warren was appointed as chair of the HGMC in Spring 2016. He holds a Bachelor of Science degree in Botany and is a retired professional biologist, professional forester and certified silviculturist.

### PROVINCE OF BC – BRIAN BAWTINHEIMER

Brian was first appointed to the HGMC in December 2015. Brian has worked for the British Columbia Public Service for over 25 years in protected areas, resource stewardship and land management. He is currently the Executive Director, Land Use Planning with the Ministry of Forests, Lands, Natural Resource Operations and Rural Development (FLNRORD).

### HAIDA NATION – HUUX PERCY CROSBY

Percy was first appointed to the HGMC in April 2016. He is currently in his third term as a Hḻgaagilda Skidegate elected representative for the CHN. He works for FLNRORD as a First Nations Liaison; he is responsible for developing the co-managed cultural wood access program and represents the province on the Haida Gwaii Cultural Wood Advisory Board.



### PROVINCE OF BC – SHARON HADWAY

Sharon was first appointed to the HGMC in December 2013. She has a Master's degree in Natural Resource Management and is currently the Regional Executive Director for the Ministry of Forests, Lands and Natural Resource Operations and Rural Development in the West Coast Region.

### HAIDA NATION – KUNG XYAALAS TYLER BELLIS

Tyler was first appointed to the HGMC in April 2016. He has worked in forestry and land planning on Haida Gwaii for over a decade. He is a G̱aw Old Massett elected representative for the CHN. Tyler recently completed his Bachelor of Science degree, specializing in Community and Aboriginal Forestry.

## THE JOINT TECHNICAL WORKING GROUP

The HGMC is conducting a Timber Supply Review (TSR) to support the determination of a new Allowable Annual Cut (AAC) later this year. To carry out the technical aspects of the TSR, the HGMC appointed a Joint Technical Working Group (JTWG) which is made up of technical representatives from both the Council of the Haida Nation and the Province of British Columbia. The JTWG also works with outside contractors who have expertise in certain areas like mapping, hydrology, and socio-economic analyses. The JTWG is co-led by Christine Fletcher and Nick Reynolds.

### BC – CHRISTINE FLETCHER

Christine is a Team Lead, Strategic Initiatives for the Ministry of Forests, Lands, Natural Resources and Rural Development.

### CHN – NICK REYNOLDS

Nick is a registered professional forester with a Master's degree in sustainable forest management.

[WWW.HAIDAGWAIIMANAGEMENTCOUNCIL.CA](http://WWW.HAIDAGWAIIMANAGEMENTCOUNCIL.CA)

## HOW THE WORK GETS DONE

When the Haida Gwaii Management Council (HGMC) was first formed in 2011, it represented a new model for collaborative land and resource management. A joint decision-making body, comprised of members from both an Indigenous government and the Province of BC, was a first - not only on Haida Gwaii but in Canada as well.

Over the past seven years, members of the HGMC have worked together to reach consensus on important land management decisions. Despite some differing perspectives between the Haida Nation and the Province, and notwithstanding the yet-unresolved matter of Haida Title, the HGMC has managed to successfully commission a Timber Supply Review in 2011, set the first Allowable Annual Cut (AAC) in 2012 and make amendments to the Land Use Objectives Order in both 2014 and 2017, among other things. The HGMC is now in the process of wrapping up a second Timber Supply Review process in preparation for a new AAC determination.

"It's important that the public know how we function as a team. The HGMC is a successful model of joint-decision making between the Haida Nation and the Province of BC," says Brian Bawtinheimer, BC representative on the HGMC. Bawtinheimer was first appointed to the HGMC in 2015. His extensive background in protected areas, resource stewardship and land management help to inform many of the discussions that take place during HGMC meetings. "We don't just sign off on these decisions. As members we take the time to sit down and really talk through the issues together - identify the parts that we don't necessarily see eye-to-eye on and figure out where we can find that common ground," Bawtinheimer explains. Haida Nation representative Huux Percy Crosby agrees, "Even though we might not always agree on everything, we have yet to come to a point of non-consensus. That speaks volumes to how we work together." Huux would know; as a First Nations Liaison for the Ministry of Forests, Lands, Natural Resource Operations and Rural Development, he is familiar with negotiating between governments. "It's not easy, bringing two sides together like this. But look at



what we've been able to accomplish."

With such a broad mandate - covering everything from protected areas management, to land use objectives for forestry, and heritage site identification and conservation - the HGMC members rely on each other's knowledge and expertise. "We have a great deal of respect for one another, and I think that is reflected in the decisions we are able to make," says Sharon Hadway, who has been a member of the HGMC since 2013, and has worked alongside past HGMC members such as Guujaaw, Skil Hiilans Allan Davidson, and Monica Perry. "I think part of the success of the HGMC comes down to the relationships that we as members have built with each other throughout the time we've worked together," Hadway adds. Having worked for the Province for the past 25 years in the areas of Indigenous relations, forestry and natural resource management, Hadway's contributions to the HGMC are bolstered by those of her fellow HGMC members. They are, in-turn, well versed in land planning, protected area management, community and Aboriginal forestry, heritage and natural resources, and importantly, Haida laws and values.

"We all bring something different to the table in terms of our

background, our experience, our connection to this land," explains Haida Nation representative Kung Xyaalas Tyler Bellis. Kung Xyaalas, who was born and raised in G̱aw Old Massett often emphasizes community concerns at HGMC meetings. "Being Haida and living on Haida Gwaii, Percy and I both know that whatever decisions the HGMC makes, we will always have to answer to our communities and to the Haida Nation. That perspective helps ground the discussions that happen at the HGMC table. These aren't decisions being made far off in Victoria, by people with no connection to this place. All the members of the Management Council know that our decisions have real implications."

As the HGMC prepares to determine the new AAC the four members are keeping this reality top of mind. "With decisions like this, there will always be people who are happy with the result, and those who are not. But we can say with confidence that whatever number we arrive at for the AAC, the process of getting there was a genuinely collaborative, joint effort, and it took into account the views of all members at the table," Hadway concludes.

The Haida Gwaii Management Council is expected to make the new AAC determination early in 2019. •

## HOW IT HAS CHANGED OVER THE YEARS

As questions about the future of logging on Haida Gwaii continue to grow and shift, the Haida Gwaii Management Council is currently in the midst of a Timber Supply Review (TSR) in preparation for determining the new Allowable Annual Cut (AAC) for the Islands.

The TSR is an in-depth, technical process that examines how current forestry management practices and land use decisions affect an area's timber supply, economy, environment and social conditions. The information gathered in the TSR is then used to help determine the AAC, which limits how much wood can be harvested in an area each year. The AAC determination process reflects the current management approach and the current land use decisions for Haida Gwaii. On Haida Gwaii, the aim of the TSR and AAC determination is to ensure that the logging being carried out on-Islands is both environmentally and economically sustainable over the long-term and also in keeping with land management values and Haida and Provincial laws and regulations.

Haida Gwaii has a unique forestry history. From the traditional forestry activities that Haidas have engaged in for millennia, to the commercial forestry industry that makes up a large part of the Islands' economy today, the forests of Haida Gwaii play a central role in Island life. But the role of forestry on the Islands has at times been contentious. On Haida Gwaii, a distinctive combination of history, cultural values, rights and Title, ecological considerations and socio-economic worries all factor into discussions about the future of logging on-Islands. Over the years, some community concerns about the provincial forest management regime have at times intensified into rallies, protests and blockades aimed at challenging forest management practices.

When the Haida Nation's 1985 stand at Athlii Gwaii halted logging of a stand of old growth forest in what is now Gwaii Haanas, a door was opened to a new chapter in resource management and land protection on Haida Gwaii. In the years that

followed, the federal and provincial governments began to formally recognize and affirm Haida rights, and the Haida Nation began to once again participate in the management of the Islands. In 2009, the Haida Nation and British Columbia signed the Kunst'aa Guu – Kunst'aayah Reconciliation Protocol (KKRP), which established that specific decisions about resource development and land use on Haida Gwaii are to be shared jointly by the Haida Nation and British Columbia. As a result, Haida Gwaii is now the only place where the AAC is determined by a joint decision-making body (the Haida Gwaii Management Council), rather than by the Chief Forester of British Columbia.

### Historical Timber Supply Reviews

After nearly a century of steady growth of the logging industry, and following high-profile dissent like the stand at Athlii Gwaii, the provincial government recognized the need to assess the consequences of existing forest practices, identify what information was required to make reliable forecasts about future forests, and ensure that timber harvest levels were sustainable.

The Province of British Columbia introduced the TSR program in 1992 to update the understanding of timber supply and determine new AACs for each of the 37 timber supply areas and 34 tree farm licences in British Columbia and Haida Gwaii. Prior to this, there was no regular, consistent process in place for establishing limits on logging throughout the province. A primary objective of provincial legislation enacted in 1992 was to ensure that AACs are reviewed and updated regularly.

The AAC has historically been determined for each "management unit", and it is still determined this way in other parts of the province. At

the time of the introduction of British Columbia's TSR program there were multiple management units on Haida Gwaii:

- Tree Farm Licence (TFL) 39 (now TFL 60);
- TFL 24 (part of which was deleted with the formation of Gwaii Haanas and part of which was amalgamated with TFL 25 and then amalgamated into the TSA);
- TFL 47 (now TFL 58);
- the Queen Charlotte Timber Supply Area (TSA)

The provincial Ministry of Forests released its first TSR analysis report for the Queen Charlotte Timber Supply Area (now the Haida Gwaii TSA) in 1994. At that time, it reported that the amount of wood being logged on Haida Gwaii was almost two times higher than the long-term sustainable harvest rate. Island communities had long been uneasy about the scale of logging on Haida Gwaii. When their concerns were confirmed by the 1994 timber supply analysis, residents banded together in response, urging elected officials from all Island communities to write to the Chief Forester. In their letter, Islands leaders asked that the Allowable Annual Cut be reduced by half, in accordance with what was identified the long-term sustainable rate of harvest. The Province never officially recognized or responded to the communities' letter, and in 2000, when the Province completed its next Timber Supply Review, the communities' demand for a reduction in the Allowable Annual Cut was again ignored and the unsustainable rates of harvest continued. •



### What Changed?

The balance of decision-making power underwent a shift in 2009, when the Haida Nation and the Province of BC came together to sign the Kunst'aa Guu – Kunst'aayah Reconciliation Protocol (KKRP). The KKRP, along with the *Haida Gwaii Reconciliation Act* and *KaayGuu Ga ga Kyah ts'as - Gin 'inaas 'laas 'waadluwaan gud tl'a gud giidaa Haida Stewardship Law*, outlined a decision-making process that delegated authority to the Haida Gwaii Management Council for Haida Gwaii's future Allowable Annual Cut (AAC) determinations for the whole of Haida Gwaii, and required that the AAC be re-evaluated every 10 years in order for it to most accurately reflect current forest conditions. The AAC determination process on Haida Gwaii is unique in that the HGMC determines the AAC for the whole of Haida Gwaii, and then the Chief Forester of British Columbia must make a determination for each of the management units. The sum of all the Chief Forester decisions must not be greater than the HGMC AAC.

In 2011, less than two years after the signing of the KKRP, the Haida Gwaii Management Council (HGMC) was formed and its first members were appointed. At that time, one of the HGMC's first tasks was the determination of a new AAC. The process needed to be expedited because, along with the signing of the KKRP in 2009, the Haida Nation and the Province had also designated 11 new protected areas on the Islands. These 11 areas, classified as Haida

Heritage Sites and Conservancies, formally protected 256,000 hectares, or 25.16% of Haida Gwaii's landmass. In addition, the Province and the Haida Nation formally passed the Land Use Objectives Order (LUOO) in late 2010. The LUOO guides forestry practices and ensures the implementation of ecosystem-based management; it constitutes some of the highest environmental standards and practices regulating forestry in all of North America. It was critically important that the Islands' AAC reflect this new reality of a significantly reduced Timber Harvesting Land Base and the implementation of new forestry regulations.

The HGMC began work right away, commissioning a new Timber Supply Review to inform their AAC determination. A Joint Technical Working Group (JTWG), comprised of staff from both the Council of the Haida Nation and the Province of BC, was appointed by the HGMC. The JTWG task was to provide a data package as a basis from which to analyze the timber supply on Haida Gwaii, to provide forecasts of feasible future harvest levels under various assumptions, and to provide a socioeconomic analysis. The resulting 2011 Haida Gwaii Timber Supply Review indicated that the existing rate of logging on Islands was unsustainable over the long term. After reviewing the data, the HGMC greatly reduced the AAC to align to the reduced land base and new management regime. The HGMC's 2012 determination lowered the Haida Gwaii AAC by 47.6%, from 1,772,616 cubic metres to 929,000 cubic metres.

The HGMC's 2011 TSR and 2012 AAC represented a new model of forest management on Haida Gwaii. This model reflected the land use agreement jointly negotiated between the Haida Nation and the Province and the new Ecosystem-based Management regime which placed more emphasis on the management of important ecological and cultural values unique to Haida Gwaii. The outcome of the HGMC's 2011 TSR was a significantly reduced AAC, and the process laid the groundwork for a collabora-

tive, joint decision-making relationship within the HGMC that has continued to form in the years that have followed.

### What's Happening Now?

Since 2012, new forest inventory information has become available, which is providing more accurate data on which to base a new AAC determination. In addition, continued concerns about current harvesting practices, particularly in regards to the logging of old ts'uu *Western red cedar*, are becoming more widely discussed. These concerns are also being felt at the decision-making level, as Haida Nation and BC representatives at the Solutions Table are increasingly finding themselves in non-consensus stalemates over forestry development plans. As a result, the HGMC decided to begin conducting a new TSR in 2014 to ensure that the Allowable Annual Cut accurately reflects the situation on the ground. Once the current TSR is complete, the HGMC will use the information compiled to inform its new Allowable Annual Cut determination.

In the six years since the last TSR and AAC determination, a lot has changed. This time, the TSR and AAC determination are not being rushed due to a sudden change in land designation or the implementation of new management policies. The longer timeframe for this TSR, while frustrating to some, has allowed for greater assessment and analysis of scenarios, thereby ensuring greater certainty for a sustainable AAC. The past six years have also allowed for the building of very high-quality data inputs and analysis techniques to ensure all key aspects of the forest management situation can be reflected accurately in analysis. Additionally, the collection of data illustrating the on-the-ground implications of the Land Use Objectives Order (LUOO) on the timber harvesting land base has enabled the JTWG to account for how forestry operations have changed since the implementation of the LUOO in 2011, and build these changes into the TSR.

And, importantly, the HGMC is committed to engaging the public and licensees.

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## WHAT COUNTS

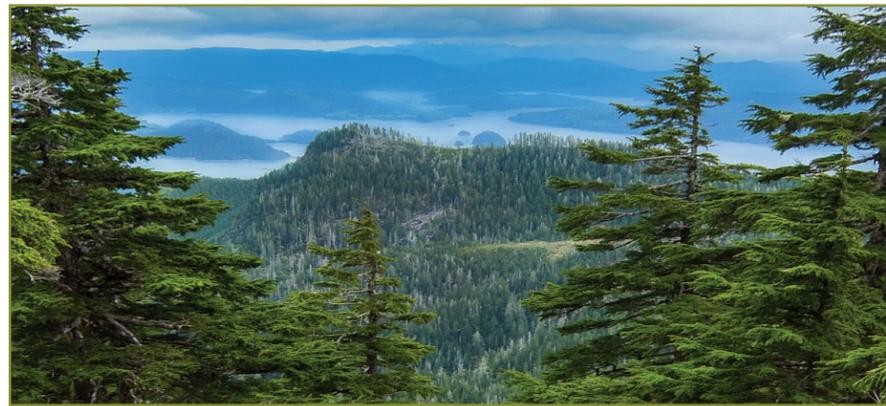
# THE TIMBER HARVESTING LAND BASE

Haida Gwaii is covered by a vast network of complex and varied ecosystems. Muskeg bog networks dot the islands, alpine mountains and sub-alpine plateaus rise from sea level, estuaries feed salmon-bearing river systems like the Yaagun *Gandlaay Yakoun* and Tll.aal *Gandlaay Tlell*, and groves of old and second growth *ts'uu Western Red cedar*, *kayd Sitka spruce*, *k'aang Hemlock*, and *sGaahlan Yellow cedar* reach towards the sky. These ecosystems provide nesting and foraging habitats for animals such as stads k'un *Haida Gwaii Goshawk* and taan *Haida Gwaii Black bear*, endemic species that exist nowhere else on earth. The abundant sources of food and materials have enabled Haidas to develop a complex society, rich with meticulous art forms. And it is from the dense forests of the Islands that trees are felled for monumental poles, dugout canoes, longhouses, and the commercial forest industry.

Not all of the land on Haida Gwaii is forested, and not all of the forested land is available, or even suitable, for commercial logging. In order for the Haida Gwaii Management Council (HGMC) to place a limit on how much wood can be harvested each year, the HGMC must first define what is known as the Timber Harvesting Land Base. The Timber Harvesting Land Base (THLB) consists of the land that is both available and suitable for logging.

In 2011, when the HGMC was carrying out their first Timber Supply Review for Haida Gwaii, one of the central focuses of their work was to account for the 11 existing Haida Heritage sites that had also received protection from the Province of BC when they became provincially designated as Conservancies in 2008. This designation was significant, as it meant that 256,000 hectares of land were excluded from the Timber Harvesting Land Base. The removal of these protected areas from the THLB was one of the factors that contributed to a reduction of the Allowable Annual Cut determination in 2012.

For this new TSR, the HGMC is utilizing newer mapping techniques to more accurately determine the extent of the THLB. The most significant changes to the THLB since 2012 include: more accurate mapping of river systems and their associated buffer zones; quantifying natural disturbances such as windthrow and landslides; excluding unstable terrain that is unsuitable for logging; utilizing new forest and ecosystem inventories; and, collating precise administrative



boundaries of protected areas, private lands and non-forestry related tenures administered by the CHN, BC or the Canadian government.

To properly define the Timber Harvesting Land Base, a large number of factors are taken into consideration. These can be generally classified into three broad categories: administrative, biophysical, and forest management.

**Administrative restrictions** encompass such areas as the 11 Haida Heritage Sites and Conservancies, Nee Kun *Naikoon* and Gantl' *Gadaas Pure Lake* Provincial Parks, Gwaii Haanas, and Ecological Reserves such as T'aalan *Stl'ang Lepas Bay*, and Taaw *Tow Hill*. They also account for so-called "private lands," municipalities such as Daajing Giids *Queen Charlotte*, *Gaw Masset*, federally-defined "Indian reserves" such as HlGaagilda *Skidegate* and *Gaw Old Massett*, and the other communities on the Islands.

**Biophysical restrictions** account for the exclusion of streams, lakes and wetland areas, as well as rare geological formations and non-forest (ex. alpine areas or current and future

roads). These exclusions also take into consideration the so-called "non-productive areas" and unstable terrain where logging is not physically feasible.

**Forest management restrictions** are those restrictions that represent any removal from the THLB due to policies, typically those protecting non-timber values. These include examples such as protection of stads k'un *Haida Gwaii Goshawk* nesting habitat or taan *Haida Gwaii Black bear* dens. These restrictions also include Cedar Stewardship Areas, forest reserves, and buffers that have been put in place to protect riparian areas or Haida traditional forest and heritage features as required by the Haida Gwaii Land Use Objectives Order.

While many of the exclusions are overlapping (for instance, some of the stads k'un *Haida Gwaii Goshawk* nesting sites may be located within an already-protected Haida Heritage Site), together, the exclusions cover more than 80% of Haida Gwaii's land base. In the 2011 TSR, less than 19% of the total area of Haida Gwaii fell within the THLB. •

## THE TECHNICAL WORK

In addition to accurately determining the size of the Timber Harvesting Land Base (THLB) on Haida Gwaii, the Joint Technical Working Group (JTWG) must also examine the variety and quality of forests that grow on the Islands. The assessments are a key component of the Timber Supply Review (TSR), as they enable the JTWG to predict how different rates of logging will affect the long-term health of the forests and the supply of trees.

To carry out this work, the JTWG relies on forest inventory information, which estimates how many trees of each commercially-harvested species are growing, where they are growing, and how fast they are growing. The Vegetation Resources Inventory (VRI) provides information about tree species, volumes and heights within a specific area. The majority of the information that makes up the inventory comes from technical interpretation of aerial photos of forests and calculations based on a small number of ground plots.

Since the 2011 TSR and 2012 Allowable Annual Cut (AAC) determination, new forest inventory information has become available. This new information was a driving factor for initiating a new TSR, as this information showed variability from older inventory and analysis. Because of the apparent discrepancy between the old and new inventory data, the new inventory information was audited for accuracy. The audit involved taking additional ground samples from a few hundred plots scattered across the Islands. The audit found that the variability between the old and new

inventory was not as significant as was first indicated.

In addition to the photo interpretation and ground plot data contained in the VRI, the JTWG is also using Light Detection and Ranging (LiDAR) information provided by Taan Forest, British Columbia Timber Sales and the Province of BC. LiDAR is a remote sensing technology that uses light waves from a laser to collect three-dimensional measurements of objects and environments, often from a helicopter. Approximately two-thirds of Haida Gwaii has been mapped with LiDAR, which is able to reveal detailed information about floodplains, terrain, and the distribution and volume of forests across the landscape.

Once the JTWG has finished assessing all the available inventory and LiDAR data, the next step is to develop a model to forecast how quickly the trees within the THLB will grow and to what extent they can be sustainably logged. The model must account for variables that affect rates of growth including sunlight, rainfall, wind, soil nutrients and the impact of rot. These variables have been found to be different on Haida Gwaii than elsewhere on the coast,

given the unique environmental conditions that occur here. For this new TSR, the JTWG will be working with a third-party analyst who will be responsible for overseeing the model being used. There will also be an independent peer-review of the data inputs to the model.

Once approved, the JTWG will use these technical calculations to arrive at what is known as a "base case forecast," which is designed to represent sustainable logging levels according to current practice and management requirements. The base case is then used to run 'sensitivity analyses', which will suggest rates of harvesting based on various possible future policy or legal decisions, such as changes to the land base, changes to forest management practices, or changes to modeling inputs. These sensitivity analyses will help the HGMC understand the potential implications of "what if" scenarios.

Finally, the JTWG will present their findings to the HGMC in the form of a data package. The information contained in the data package will form much of the basis of the HGMC's Allowable Annual Cut determination. •



Kaysuun (Owen Jones/CHN)

## ENCOURAGING FEEDBACK

– From Page 5

One of the most significant changes to the process of the Timber Supply Review (TSR) and Allowable Annual Cut (AAC) determination this time around is the Haida Gwaii Management Council (HGMC) focus on engaging the public and licensees. The HGMC recognizes that whatever the outcome of the TSR and AAC determination is, it will most directly impact residents of Haida Gwaii and those who work in the forest industry.

In 2011, the TSR process was expedited and for the first time an AAC was being determined by a joint

decision-making body other than the Chief Forester. Licensees were invited to participate in a review of the TSR data package compiled by the Joint Technical Working Group (JTWG), but, in general, there was minimal feedback from licensees at that time.

This time, the Haida Gwaii Management Council has prioritized licensee engagement. A Licensee Committee was formed to formalize a relationship between licensees and the JTWG. This way, updated TSR information is shared with licensees as part of an ongoing process and their feedback is considered.

Once the JTWG compiles the data package that describes current forest management on Haida Gwaii and provides a timber supply analysis, including forecasts of sustainable future levels of logging, the information from that data package will be put into a Public Discussion Paper. The Public Discussion Paper is intended to inform the public, licensees, and other interested parties about the findings of the Timber Supply Review to gather additional feedback.

When the Public Discussion Paper is complete it will be published on the HGMC website and circulated on-Islands. Members of the public will then have 45 days to review information and data provided in the document and contact the HGMC with questions and comments related to the TSR or upcoming AAC determination. This feedback from the public will help to inform the HGMC's decisions around the new AAC.

Once the new AAC determination has been made, members of the HGMC and the JTWG will hold community meetings on-Islands. The purpose of these meetings will be to inform the public about the new TSR and AAC and respond to any questions and concerns about the process or the determination. •



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