

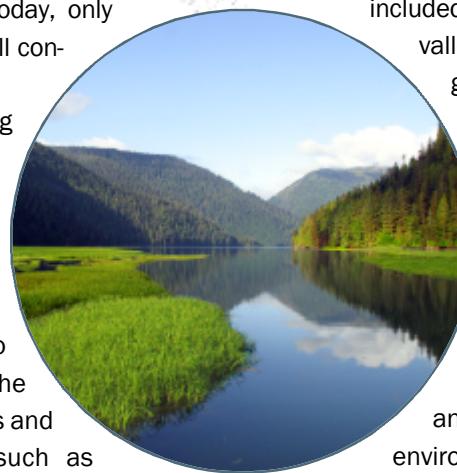
# Agreements Abound, but No Change on the Ground

## Great Bear Rainforest Agreement Report Card, April 2005

For a decade, the world has watched as British Columbians struggled over the fate of the Great Bear Rainforest – the largest unprotected, intact area of temperate rainforest left on Earth. One of the planet's most rare forest ecosystems, temperate rainforests only ever covered less than 0.2 per cent of the earth's land surface. This rainforest canopy once stretched continuously along North America's Pacific coast from California to Alaska. Today, only portions of Alaska and British Columbia still contain large, undeveloped areas.

During the 1990's, as industrial logging crept northward, environmentalists and many First Nations people raised their voices in opposition to the destruction. Public campaigns began as native chiefs and activists stood shoulder to shoulder on the blockade lines and as the struggle to protect these last ancient forests entered the global marketplace. Contract cancellations and consumer pressure from companies, such as Home Depot, Mitsubishi, Lowes and IKEA, forced major British Columbia coastal logging companies to seek a truce in 1999.

Since that time, there have been four agreements regarding the future of the Great Bear Rainforest. Step one came in 2000 when the forest industry and several environmental groups agreed to sit down and talk constructively with



the broader collection of stakeholders at the provincial Land and Resource Management Planning process. This was possible because of an agreement to defer logging in nearly 100 large intact valleys. In return, campaigns in the marketplace were suspended. Step two took place in April 2001, when an interim consensus agreement was reached by the Central Coast land and resource planning table. This agreement included a recommendation for the protection of 20 valleys and continuation of the moratoria on logging in 68 watersheds. It also included a commitment to change the way logging was done in the Great Bear Rainforest – management would be based on sustaining the ecosystem. At the same time, the province and eight coastal First Nations signed a separate government-to-government protocol. This endorsed the principles of the new forestry management approach and established a framework for increased environmentally sound economic opportunities and integration of aboriginal rights.

Steps three and four occurred over this last year confirming, once again, that all stakeholders in the Great Bear Rainforest want change. The two public planning tables in the Great Bear Rainforest (Central and North Coast) concluded with consensus, including specific recommendations on a

*...continued on the next page*

### The Curriculum: Canada's Great Bear Rainforest

The Great Bear Rainforest stretches along the mainland coast of British Columbia to the Alaska border, covering an area the size of Switzerland and representing 25% of the world's remaining temperate rainforest.

This forest is tucked amongst

majestic mountain fjords creating a cool, misty world of soaring eagles and towering cedar, fir and spruce trees. Home to wild runs of salmon and berry-laden blueberry, thimbleberry and huckleberry bushes, the biomass (weight of organic matter) of this for-

est is 4 times greater than comparable areas in the Amazon jungle.

But it is the bears that give this forest its name – grizzly bears, black bears and the elusive spirit bear, a white variety of the black bear all thrive in this lush rainforest.



# Great Bear Rainforest Agreement continued...

protected area network and the adoption of an Ecosystem-Based Management Handbook, which clearly lays out how logging practices will change to sustain the rare rainforests of British Columbia's coast. These environmental measures are tied to a new conservation-based economic vision focused on diversity and local employment. These stakeholder recommendations informed the final land use negotiations between First Nations governments and the provincial government, and final outcomes similar to those recommended at the two planning tables have been negotiated.

It is inspiring that labour, mining, logging companies, small business, communities, tourism, recreation and envi-

ronmental stakeholders can come to agreement, and First Nations can support these agreements based on their own plans for their traditional territory in the Great Bear Rainforest. So what is actually changing based on these inspirational, unprecedented agreements? ForestEthics, Greenpeace, Rainforest Action Network and Sierra Club of Canada - four environmental groups centrally involved in forging these agreements and working towards long-term solutions for the region — bring you this third report card. We evaluate the progress of implementation of agreements through formal legislation and policy and as illustrated by changes on the ground and in the forest.



## Government Inaction May Unravel Unanimous Agreement

First Nations and all stakeholders have worked hard to meet the government-imposed deadline of Spring 2005. All parties were expecting a government decision on this package prior to the scheduled provincial election. But, at the last moment, government declined to make the decision, thus raising uncertainty about the future of this region and continuing the lack of formal legislated decisions for change.

Internationally, British Columbia's reputation is at stake. The provincial government's inability to seize this remarkable opportunity characterized by years of work and deliberation by representatives of all interests in the Great Bear Rainforest, will affect British Columbia's markets from tourism to forestry. The conservation sector has attracted the interest of \$180 million in investment for socially and ecologically responsible businesses and funds to help manage new conservation areas in the Great Bear Rainforest. But, investors can wait only so long for change on the ground and environmentalists cannot risk a return to 'talk and log' processes caused by this delay.

Provincially, the risks may be even higher. The solutions have been handed to the provincial government on a silver platter -delivered by those who have a stake in the future of the Great Bear Rainforest. A clear request has been made for change. Inaction threatens all of the years of work to secure the future of the Great Bear Rainforest.

For the past five years, several environmental groups have sat in meeting rooms, poring over maps and the results of independent science. By Fall 2004, stakeholders on the Central and North Coast of the Great Bear Rainforest had agreed on how things needed to change. Recommendations to government from these diverse stakeholders included a network of protected areas, a shift to sustainable management of resources and a focus on revitalizing a conservation-based economy. In the provincial government to First Nations' government negotiations that ensued, First Nations carefully considered these recommendations and blended them with land use visions for their traditional territories. For the details of these recommendations see insert "Making the Grade — Recipe for Success in the Great Bear Rainforest".



# Great Bear Rainforest Report Card

A P R I L 2 0 0 5

**The following benchmarks were first developed in 2001 to measure the progress implementing the agreements in the Great Bear Rainforest. These categories and the associated grades continue to provide valuable information on where things stand regarding existing commitments. Unfortunately, British Columbia is failing to meet its potential in the Great Bear Rainforest.**

## PROTECTION: D

Have many areas in the Great Bear Rainforest received legislated protection since 2000?

None. To date, not one proposed protection area resulting from the Central or North Coast Land and Resource Management Planning or subsequent government-to-government negotiations has been formally legislated and no commitment has been made for a specific date when this would occur. A protected area package, based on stakeholder recommendations and First Nations Land Use Plans, has been finalized. Yet in the last five years, the government has still not legislated any protection areas in the Great Bear Rainforest.

**How do the current recommendations for protection measure up to the ecological recommendations of the independent science team?**

In 2000, approximately 100 intact valleys were placed in moratorium from logging so solutions could be discussed knowing key areas were not falling to the chainsaw. These discussions resulted in final recommendations from multi-stakeholder tables on the North and Central Coast with a total of 2.1 million hectares (equal to roughly 33 per cent of the area) recommended for

## REPORT CARD SUMMARY

Protection: D  
 Ecological Management and Planning: F  
 Use of Credible Science: C  
 Managing Change: C-  
 First Nations Interests: C

land use designations that are off limits to logging. A total of 1.8 million hectares (28 per cent of the region) are proposed for protection areas, with a further 5 per cent of the area recommended for a designation that prohibits logging, but allows mining and hydroelectric development.

While these recommendations prioritize the protection of a network of high-value habitat areas, they fall short of the critical habitat needed to protect all species and biodiversity in the Great Bear Rainforest. The independent science clearly specified that in order to limit risk to biodiversity to a low level, at least 70 per cent of all ecosystem types needed to be maintained in their natu-

ral state. In addition, maintaining less than 30 per cent of all ecosystem types would result in high risks to biodiversity. A scientific analysis of the ecological sufficiency of the protection areas indicates that while many ecosystem types and habitats have at least 30 per cent protected, a significant number do not reach this threshold.

Furthermore, throughout the vast majority of the Great Bear Rainforest, including the proposed protected areas, the government is permitting hunting of large carnivores such as grizzly bears for "sport."

In summary, the proposed protected areas alone will not secure the future of the Great Bear Rainforest and ecological management and planning will be critically important.

## ECOLOGICAL MANAGEMENT AND PLANNING: F

**Is Ecosystem-Based Management happening in the Great Bear Rainforest?**

To find out the details of what Ecosystem-based Management is visit [www.citbc.org](http://www.citbc.org).

No. Despite the commitment by government and industry in 2001 to change the way forestry occurs in the Great Bear Rainforest and shift to Ecosystem-Based Management, four years later there is no substantial change on the ground. In 2003, logging companies volunteered to apply a few initial pieces of Ecosystem-Based Management to prove they were serious about changing their practices. However, progress has been stalled even in the implementation of these first baby steps. Out of seven initial elements only five are being incorporated into planning. The companies are proposing all existing permits to cut

be ‘grandfathered,’ which would allow poor status quo practices to continue. Cutting permits can last up to four years, so we still may see impacts to high-value fish habitat and other key ecological features years down the road if logging companies continue to drag their feet.

#### Do we know how Ecosystem-Based Management will be phased in?

Not yet. All stakeholders agree that to reach our collective goal of full implementation of the Ecosystem-Based Management Handbook by March 2009, we need a plan to phase in Ecosystem-Based Management. We have committed to developing a phase-in schedule, so that we can measure how we are doing, balance economic transition and make sure planning does not fall behind.

Avoiding costly engineering that is inconsistent with Ecosystem-Based Management will be key to our success. But without a roadmap, we are setting ourselves up for failure.

#### Will constructive dialogue continue?

Now that the government-sponsored Land and Resource Management Planning tables have come to a close, a continuing venue for implementation of agreements is critical. Originally, conflict in the Great Bear Rainforest was fuelled by a venue for discussion that was considered a ‘talk and log’ process that was inadequately funded. It was impossible for environmentalists to engage constructively while the risk to ecosystems remained so high and while resources to inform constructive decision-making,

informed by independent science, were unavailable.

Constructive dialogue can and will continue provided government approves the current agreements, embarks on implementation and provides a mechanism to ensure ecological values are maintained during the phase-in of Ecosystem-Based Management. The implementation of this new management system will require all parties to provide adequate resources for continued dialogue to ensure that agreements become reality. Funding will be required to maintain the stakeholders’ recommended Working Group to oversee the implementation of Ecosystem-Based Management and continuing science work. Some resources have been proposed in government budgets to implement the results of land use planning around the province, however, allocations specific to the Great Bear Rainforest are still undetermined.

## HANGING BY A THREAD —

### WHAT WILL OUR POLITICAL LEADERS DO?

The people of British Columbia have spoken. Through the government’s own multi-stakeholder planning tables, environmental, labour, industry, local community and other representatives on the North and Central Coast have come forward with a clear, unanimous voice. They have recommended a new approach to logging, a network of protected areas and investment in economic transformation. First Nations on the coast have carefully considered these recommendations and blended them with their own land use visions for their traditional territories. **One question remains — what will our provincial political leaders do with these carefully crafted solutions?**



### USE OF CREDIBLE SCIENCE: C

Have the recommendations of the independent science team been implemented?

Although government spent over a million dollars in matching funds on the Coast Information Team for independent science to inform the Land and Resource Management Planning tables, their commitment to follow through on the recommendations of independent science has yet to manifest itself. In addition, while discussions at the planning tables have been informed by independent science and many of the science team’s publications were formally adopted in the consensus recommendations (including documents detailing how to sustain stream ecosystems and how to carry out Ecosystem-Based Management), government has resisted fully embracing the fundamental tenet of Ecosystem-Based

# WILL THE INDUSTRY AND ENVIRONMENTAL GROUPS' RELATIONSHIP SURVIVE IF INFORMATION IS NOT SHARED?

For the last five months, our organizations have been requesting data sharing with the logging companies that participate with us in the Joint Solutions Project. Specific data requests have not been met and tensions are running high.

As companies and environmental groups try to work constructively on implementing detailed changes to forest practices, it is critical that both parties have access to information regarding such issues as areas planned for logging

and critical wildlife habitat. Environmental groups shared much of the best available ecological information in digital format during the work of the independent science team. Providing logging companies access to digital map files of critical habitat assisted them in avoiding these areas when planning.

Now, environmental groups are asking for the same consideration with the hopes that we can quickly do computer analysis of digital maps allowing us to identify and discuss

problems before planning has progressed too far. If information is not shared, it will become very difficult to work toward implementation of our collective agreements.

More recently, our organizations have been forced to file a formal Freedom of Information Request with the provincial government. This request will likely take months to be filled and cost thousands of dollars. We hope logging companies will soon share information on their logging plans to avoid this unnecessary process.

Management - maintaining ecosystems while promoting human wellbeing within ecosystem limits. Instead, the province pushed hard in government-to-government negotiations to reduce or water down the majority of ecosystem recommendations. The province is dragging its heels on commitments to implement the remainder because of the implications that these recommendations may have on logging rates and government stumpage revenues.

It must also be recognized that the independent science work on human wellbeing would benefit from further elaboration as Ecosystem-Based Management implementation proceeds. A recent report shows the consensus recommendations will provide coastal communities with direct economic benefits over the current situation (available at [www.pacificanalytics.ca](http://www.pacificanalytics.ca))

Will credible science continue to inform the implementation of agreements?

Few people who have been involved in

crafting solutions in the Great Bear Rainforest wish a return to dueling scientific analysis from government, industry and environmental groups. The consensus recommendations included the need for independent science to inform Ecosystem-Based Management on an ongoing basis. While the government suggests funding will be made available for required joint analyses, indications are the resources will be inadequate to cover the research and multi-year monitoring and adaptive management programs required to allow full implementation of Ecosystem-Based Management. As well, industry is not providing much of the identified data and is demonstrating a limited willingness to collaborate. (See "Will Industry and Environmental Groups' relationship survive if information is not shared?" above)

## MANAGING CHANGE: C-

Have avenues to help foster sustainable economic transition been explored and supported in the Great Bear Rainforest?

The provincial government has worked with First Nations, environmental organizations and other stakeholders to explore a unique opportunity - attracting philanthropic and socially responsible investments to support this globally significant region, as long as there is a strong conservation outcome. These funds would go to local communities to help facilitate economic diversification.

Over the past two years, the province has actively engaged in developing this unique opportunity, but to date the government has not made a commitment to these conservation financing or socially responsible investment initiatives. The government also needs to make a financial commitment to match millions of dollars in private funds that have already been raised by the conservation sector.

The government has indicated a willingness to commit a provisional \$30 million towards the initiative but this has not been approved. This grade would

improve dramatically if the money actually flowed.

The government has indicated a willingness to commit a provisional \$30 million towards the initiative but this has not been approved. This grade would improve dramatically if the money actually followed.

Investors cannot wait forever. By failing to commit to the conservation financing initiative the government is risking this unprecedented opportunity and an estimated \$180 million (more than \$100 million from non-government sources) for the economic revitalization of coastal communities in British Columbia.

Recent research shows implementing the sustainable solutions agreed to by

stakeholders would substantially increase the economic and job opportunities for coastal communities ([www.pacificanalytics.ca](http://www.pacificanalytics.ca)).

## FIRST NATIONS INTERESTS: C

Why weren't government-to-government negotiations completed according to the Provincial timeline of mid-March?

Over the past year, the provincial government and First Nations have been in complex government-to-government negotiations. It is expected more information will become available from individual First Nations. The timelines for these negotiations were imposed by the province and have been very tight. First Nations' negotiators have been working to complete their land use plans and

consult with their communities to meet the imposed deadlines. Some First Nations have successfully negotiated increased access to forest resources within their territories, potential opportunities for collaborative management of protection areas and continued government-to-government dialogue. However, efforts to further implement Ecosystem-Based Management have been met with resistance from the provincial government.

Despite this, the majority of First Nations in the Great Bear Rainforest are prepared to finalize their negotiations. However, just as things were wrapping up, the provincial government said they were not ready to implement the consensus solutions.

## Conclusions

Building on a history of unprecedented agreements among conflicting interests, the last two years have confirmed that the people of British Columbia want to change the way the Great Bear Rainforest is managed. They want to diversify the economy and tap into the potential of this globally significant environment. These agreements are inspiring — but as the planning processes and government-to-government negotiations draw to a close, political leaders are failing to act. The solutions are in place and everyone agrees, but by stalling, the government is threatening to unravel these carefully crafted agreements. First Nations working with government despite unresolved land claim issues, investors willing to fund economic development for coastal communities, tourism operators hungry for a good news story that distinguishes them as a vacation destination, mayors waiting for a range of diversified economic opportunities for their constituents and labour and industry willing to change their practices to meet market demands — they can wait only so long before they need to see government action on these hard-won agreements.

The lack of change in forest practices on the ground in the past year is disheartening and begs the question of industry's commitment to years of agreements. By not sharing data with their environmental partners in the Joint Solutions Project they increase the risks of conflict. Despite government's stalling on implementing agreements, coastal logging companies need to continue to show leadership on changing forest practices and they must live up to their voluntary commitments. The market place is increasingly looking for products that are harvested sustainably. In the Great Bear Rainforest, only the full implementation of Ecosystem-Based Management will provide this guarantee.

On paper, the future of the Great Bear Rainforest looks bright, however, if the provincial government remains inactive all may be lost. Convincing disillusioned parties to sit down and talk again may become impossible. Seizing this opportunity and taking concrete steps in the short term is imperative — to coastal communities struggling for the future of their children and to grizzly bears catching wild salmon under the shade of giant cedar trees.

ForestEthics, Greenpeace, Rainforest Action Network, and the Sierra Club of Canada, BC Chapter, are environmental groups jointly advocating conservation and economic alternatives to industrial logging in British Columbia's Great Bear Rainforest and on Haida Gwaii (the Queen Charlotte Islands). We promote a new approach to the land and sea, founded on the principles of ecosystem-based management, which would safeguard areas of global biological rarity, maintain the ecological integrity of the coastal temperate rainforest, respect traditional knowledge, and provide for the long-term sustainability of local communities.



# Making the Grade — Recipe for Success in the Great Bear Rainforest

**More complex than a simple checklist, the consensus recommendations agreed to by logging corporations, environmentalists, labour, mining, small businesses, tourism, recreation and local communities in the Great Bear Rainforest, and supported by First Nations governments, are like a recipe.**

If sugar is used instead of salt, or the oven is set too low, all the work could be undone. Half-baked implementation, or using only a portion of the ingredients will not secure the future of this globally renowned ecosystem. Planning and balancing risk across the entire rainforest and implementing change in a timely way are paramount to this world-class solution.

As British Columbians, we encourage you to see where your MLA stands on this issue prior to the provincial election on May 17. If the consensus recommendations of all stakeholders are fully implemented we will see:

## PROTECTION:

► A protection area network formally designated through legislation with the primary intent of habitat conservation, maintenance of biodiversity, protection of ecosystems and provision of key habitat for wildlife. The areas legislated for protection must have equal or greater ecological value and connectivity as the areas originally recommended in the multi-stakeholder land use plans. Recommendations include making more than 2 million hectares (one third of the area) off-limits to logging.

## ECOLOGICAL MANAGEMENT AND PLANNING:

► Overall, the Great Bear Rainforest is managed so that there is low risk to ecosystem integrity. Watersheds that are deemed sensitive or have high ecological values are managed

► Specific management targets are in place to protect species such as the grizzly bear. The stakeholders all agreed we needed to come to agreement on the overarching elements in the Great Bear Rainforest, such as protection areas and Ecosystem-Based Management before we tackled species-specific management. For this reason, it was noted in all agreements that detailed work to protect grizzly bears, wolves and other wildlife would take place over the next five years. Meanwhile, the provincial government has refused to end trophy hunting of grizzly bears, even in proposed protection areas.

► Continued constructive dialogue. Recognizing that changing logging practices and implementing Ecosystem-Based Management will take a lot of constructive dialogue over the next five years, the stakeholders agreed an appropriately funded multi-stakeholder committee, now called the EBM Working Group, be established to carry this work forward.

► Resource extraction is an output of planning. A fundamental paradigm shift is required to create the envisioned recipe for success in the Great Bear Rainforest. All stakeholders, including industry, recognize the amount of forest being cut should not be determined without planning for what should be left behind. When the allowable cut in the Great Bear Rainforest is consistent with stakeholder recommendations, we will all be able to look at a map showing all elements of the Ecosystem-Based Management Handbook applied to

the Great Bear Rainforest and then calculate an amount of allowable cut based on this map.

★**Legal objectives for logging companies are in place.** The plants and animals of the Great Bear Rainforest will not survive if we wait another four years before changes start happening on the ground. We need to prioritize changing logging practices to avoid irreversible damage in sensitive watersheds and the loss of very rare ecosystems. Setting formal legal objectives will ensure an even playing field for all forest operators. See our “Change in the Forest Barometer” for more information.

## CREDIBLE SCIENCE:

★**Independent science.** Based on the success of the last few years, it was

recommended all decision-making regarding the implementation of stakeholder recommendations continue to be based on independent science. Reverting back to dueling science among industry, government and environmentalists is not a constructive option. An annual progress review and evaluation will also be critical for success.

## MANAGING CHANGE:

★**Human wellbeing of local communities in the Great Bear Rainforest is maintained.** Using the amount of timber available to be cut as the only indicator of human wellbeing is unacceptable. The stage is set for an alternative conservation economy in the Great Bear Rainforest, one that will maintain local human wellbeing over the long term. Stakeholders agree that accu-

rately measuring human wellbeing on the coast is critical to the future of the Great Bear Rainforest. Stakeholders have also supported a conservation financing and socially responsible investment initiative – requesting government funds be brought forward to match private investments interested in helping build a conservation-based economy on the coast.

## FIRST NATIONS INTERESTS:

★**Commitments outlined in April 4, 2001 government-to-government protocol would be realized.** The provincial government and eight coastal first nations agreed to develop a range of economic strategies for forestry, tourism and fisheries guided by principles of ecologically responsible measurement.

★ At this time because of the government's inaction, no gold stars can be placed beside any of these 10 items in the recipe for success, however we commit to keeping you, as Canadians, informed of any progress that is made.

## “Changes in the Forest” Barometer

The agreements being forged in the Great Bear Rainforest provide world-class solutions that are ours for the taking, but what change has actually happened in the forest. Have logging practices changed? Are protected areas legalized? The Barometer below tells us what is actually happening on the ground in the Great Bear Rainforest.

Where we would be if all protected areas were legally established and logging industry's voluntary commitments to start changing practices were actually happening on the ground.

