

**MINISTRY OF ENVIRONMENT
INFORMATION NOTE**

Date: January 26, 2007

Date of previous note: **

File:

CLIFF/tracking #: 91500

- I. PREPARED FOR: Ministers Barry Penner and Bill Bennett**
- II. ISSUE: Identifying and Addressing Resident Hunters' Concerns with the New Harvest Allocation Policy and Procedure**
- III. BACKGROUND:**
- In 2004-06, the Ministry's Fish & Wildlife Branch undertook a comprehensive review of the policies and procedures influencing harvest allocation decisions, with the aim of developing an objective, transparent, and efficient approach for allocating big game harvests.
 - The Harvest Allocation Policy and Procedure that were created as a result of this review were approved and signed off on November 9, 2006 by Assistant Deputy Minister Nancy Wilkin.
 - In applying the Harvest Allocation Procedure that emerged from this review process, staff have found that the outcomes will not deviate significantly from status quo, particularly during the 5-year transition period. Where they do vary, however, the new outcomes tend to favour resident hunters. In 2007-2011, more than 60% of allocation decisions lead to increases in allocation splits for residents.
- IV. DISCUSSION:**

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OPTION

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OPTION 2

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OPTION

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V. MINISTRY POSITION:

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**MINISTRY OF ENVIRONMENT
DECISION NOTE**

Date: March 2, 2007
Date of previous note:
File:
CLIFF/tracking #: 91864

I. PREPARED FOR: Minister Barry Penner

II. ISSUE: Final Negotiations and Implementation of the Harvest Allocation Policy

III. RECOMMENDATION OPTION: s.13

IV. BACKGROUND:

After more than two years of consultation with stakeholders, a new Harvest Allocation Policy and Procedure was completed in November 2006. The new procedure outlines a more transparent and objective approach to allocation decisions, and ideally, will lead to more achievable and efficient outcomes.

In spite of the improvements made to government policy on this issue, the BC Wildlife Federation (BCWF) has continued to lobby for additional changes to the policy and procedure. As a result, several small changes have been made to the November 2006 version of the documents. One key issue has, however, created a stalemate between Ministry staff and the BCWF: the allocation of stone's sheep in Regions 6 and 7B.

These regions are the only two in the province, and among the only world-wide, to offer hunters the unique opportunity of hunting a stone's sheep. Indeed, harvesting a stone's sheep (a sub-species of thinhorn sheep) is one of the requirements for hunters to complete the Grand Slam of North American Wild Sheep, a highly prized honour amongst trophy hunters. Stone's sheep allocations are shared between resident hunters and guide outfitters, with the harvest objective currently being 60/40 and 50/50 for residents and non-residents in Regions 6 and 7B respectively.

V. DISCUSSION:

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VI. OPTIONS:

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Option 2:

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VII. RECOMMENDATION OPTION

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Approved/Not Approved
Barry Penner, Minister

April 2, 2007
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**MINISTRY OF ENVIRONMENT
BRIEFING NOTE**

Date: November 10, 2008
Date of previous note: N/A
File: 280-30
CLIFF/tracking #: 101441

- I. PREPARED FOR:** Scott Benton, Executive Director, Parks and Protected Areas and Tom Ethier, Director, Fish and Wildlife Branch.
- II. ISSUE:** Implementation of the Ministry's new Harvest Allocation Policy (2007) will result in changes to the allocation share between resident hunters and guided hunters in the Stikine Country Protected Areas¹(SCPA) and will raise the following issues:
1. The Protected Areas Management Plan (2003) states that guide outfitter quota and resident Limited Entry Hunt (LEH) are the preferred methods for managing hunting activity. The Allocation Policy states that changes to allocation share will include removal of unnecessary barriers including unnecessary LEH.
 2. Increases to resident hunter share may put pressure on the "wilderness character" of these parks by increasing the number of resident hunters present in the park.
 3. Guide outfitter quotas for some species will be significantly lowered as part of the allocation share adjustment.
 4. Any review of hunting management will bring up several existing inconsistencies between these protected areas.
- IV. BACKGROUND:**
- The SCPA have been the focus of hunting interest, and some controversy, for decades. The setting of harvest levels between guide outfitters and resident hunters has evolved through a variety of issues and decisions. Implementation of the harvest levels and allocation has been managed by using guide outfitter quotas and resident hunter LEH for most big game species in these protected areas since at least the mid-1990's.
 - The SCPA Management Plan directs a consistent approach on all hunting activity; that resident LEH and guide outfitter quotas are the preferred method for managing hunting; and that the protected areas are to be managed to maintain their wilderness character.
 - In 2007 the ministry approved a new Harvest Allocation Policy. Within the SCPA a new calculation of harvest share has been done for sheep and grizzly bear, and will be done for goat, caribou and moose. Application of this policy is expected to provide a significantly higher portion to resident hunters, and a corresponding reduction to guide outfitters, for most species.

¹ The term Stikine Country Protected Areas is meant to include all protected areas covered in the 2003 Stikine Country Management Plan (Spatsizi, Gladys Lake ER, Stikine River, Mt. Edziza, Pitman and Chuckachida) except Tatlatui.

- Use of the resident LEH model for some species in the SCPA has been based on social rather than biological concerns over the years. For example, there are currently no known conservation risks associated with moose and sheep hunts in these parks. LEH has still been used in some protected areas, however, as a method of maintaining a wilderness experience and to ensure “conservative harvest levels”.
- There are several existing inconsistencies in LEH use in the Stikine Country Protected Areas. One of these inconsistencies is the current moose harvest on the upper Stikine River (under LEH) and the new Pitman and Chuckachida Protected Areas (under general open season). As most resident hunting in all three areas is accessed via jet-boat along the same Stikine River corridor, this inconsistency results in significant difficulty for enforcement and confusion/frustration for hunters. SCAC reviewed this specific issue in 2006.

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Resident hunters strongly opposed expansion of the LEH model.

V. DISCUSSION:

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VII. MINISTRY POSITION:

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Author	CP	Nov 10/08

**MINISTRY OF ENVIRONMENT
DECISION NOTE**

Date: January 12, 2010
File: 0280-20
CLIFF/tracking #: 118389

- I. PREPARED FOR:** Tom Ethier, Director, Fish and Wildlife Branch, Ministry of Environment
- II. ISSUE:** Inclusion of spike/fork bulls into calculation of the sustainable harvest of moose.

III. RECOMMENDED OPTION: s.13

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IV. BACKGROUND:

- Spike-fork moose (bulls having no more than 2 points on one antler) are typically yearling moose, although some 2-year old moose may also have this antler configuration.
- The spike-fork moose season, pioneered in Region 7A in the early 1980's, has proven to be popular with hunters. Currently, spike-fork General Open Seasons (GOS) are offered in Regions 3, 4, 7A, 7B and 8.
- The original assessment of the spike-fork regulation in Region 7A suggested that about 25% of the yearlings were spike-fork moose, and thus could be safely harvested without compromising recruitment into the older age-classes. That analysis is now considered to be in error, and the actual percentage of yearlings vulnerable to the regulation in the Omineca is believed to be about 40 to 50%.
- The vulnerability of yearlings to the spike-fork regulation in Regions 3, 4 and 8 is not precisely known, but in Regions 4 and 8 it is thought to be well in excess of 50%. Population modelling suggests that up to 70% of yearlings and 30% of 2-year-olds could be spike-fork moose in Region 8. The higher vulnerability of younger bulls is likely because of the presence of the Shiras' subspecies of moose in Regions 4 and 8, which have a markedly different antler configuration (i.e. more yearling bulls appear to have the spike-fork antler configuration than the Northwestern subspecies found in Region 7A and other regions).
- When spike-fork seasons were implemented in Regions 3 and 8 in 1993, the conventional wisdom was that the spike-fork harvest would be insignificant, and would not need to be accommodated into the calculation of the AAH.
- This belief, however, is now being questioned given that yearling vulnerability to spike-fork seasons appears to be much higher than previously estimates; and because of recent dramatic increases in access, particularly associated with Pine Beetle salvage logging, that likely have lead to higher spike-fork harvests during the GOS.

- Based on this understanding, Region 4 implemented a pilot GOS for spike-fork moose in 2009. The impact of this regulation is being monitored through compulsory inspection (to determine number of spike-fork moose harvested) and aerial inventory (escapement of spike-fork moose through the hunting season).
- The current spike-fork season in Regions 3, 4 (West Kootenay) and 8 runs from Sept 20 to Oct 31. In the East Kootenays, the season extends from Oct 15 – 31.
- Although difficult to precisely determine, the spike-fork harvest appears to comprise a substantial portion of the harvest in Region 3 and 8. In Region 8, 67% of the total bull harvest appears to be spike-fork bulls (in previous years it has been estimated as high as 74%, with a long-term average of 63% of the bull harvest).
- Moose are an allocated species in Regions 3, 4, 7A and 8. Region 7A has included spike-fork bulls in the calculation of the AAH (and thus into allocation splits between residents and guide-outfitters), while Regions 3 and 8 have kept the harvest of spike-fork bulls out of the AAH. Region 4 intends to make a determination after the pilot is completed in 2011.
- Recent surveys in Region 3, 4 (West Kootenays) and 8 suggest that the current GOS for spike-fork moose is exceeding sustainable harvest limits.
 - Region 3: A post-hunt herd composition survey, conducted in 2009 in MU 320, indicated 8 bulls/100 cows, and over the last few years, the ratios in MU 330 ranged from 10-22 bulls/100 cows.
 - Region 4: A post-hunt herd composition survey in the West Kootenays in 2009 (MU 432), while indicating good bull/cow ratios, documented very few spike-fork bulls following the first year of the spike-fork GOS.
 - Region 8: The 5 year average from post-hunt surveys from 2003-08 indicated 29 bulls/100 cows, and 24 bulls/100 cows in 2008. A big game stock assessment suggested that bull/cow ratios have been declining in recent years, with the current estimate at 25 bulls/100 cows).
- Staff in Regions 3 and 8, as well as headquarter staff are of the opinion that the spike-fork bull harvest needs to be factored into the calculation of the licensed harvest portion of the maximum allowable mortality (MAM) so that the total bull harvest can be sustainably managed. The MAM is the number of animals that are allowed to be killed by humans each year, including First Nations' harvest for food, social and ceremonial purpose, licensed hunting, and road/rail kill.
- The BCWF (Okanagan Region) are aware that the Ministry has concerns with the current bull harvest in Region 8 and have passed the following motion "If there is a conservation concern, the quota/LEH hunt must be cancelled" and that the season should be spike-fork bulls from Sep 20 – Oct 31.
- Guide-outfitters in the Okanagan Region are also aware of concerns with the current bull harvest. They support maintaining the LEH/quota harvest and a reduced 2-week spike-fork season (Oct 15 – 31).

V. DISCUSSION:

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VI. OPTIONS:

Option 1:

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Option 2:

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Option 3:

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Option 4:

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VII. RECOMMENDED OPTION:

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Tom Ethier

Approved / Not Approved
Tom Ethier, Director

Jan 21/10

Date

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Author	<i>GH</i>	<i>01/12/10</i>

**MINISTRY OF ENVIRONMENT
INFORMATION NOTE**

Date: January 15, 2010
File: 280-20
CLIFF/tracking #: 118935

I. PREPARED FOR: Tom Ethier, Director, Fish and Wildlife Branch

II. ISSUE: 2010 Wildlife Allocation Workshop

III. BACKGROUND:

- Concerns have been raised by both Ministry staff and stakeholder groups that aspects of the allocation policies and procedures (henceforth “the procedure”) have not been consistently applied across all regions of the province.
- Such inconsistencies have exposed the Ministry to extensive criticism from stakeholder groups, who feel the implementation of the procedure has not met the intent of the process to be consistently applied, transparent, and equitable. Further, they have raised concerns that the procedure will not be adequately or fully implemented for 2012.
- The Fish and Wildlife Branch has indicated an intent to hold a workshop with regional staff who work directly with implementation of the allocation policy/procedure to:
 - review how allocation data is to be collected and recorded;
 - review how aspects of the allocation policy and procedure should be applied;
 - review how the allocation (LEH and quota harvest) will be tracked annually;
 - discuss any outstanding issues regional staff may have with the procedure.

January • The workshop was proposed to Wildlife Section Heads at the December 14, 2009 and again at the December 10, 2010 Wildlife Section Head Meetings; both times receiving positive responses from meeting attendees.

- While no dates have been finalized for the workshop, it has been suggested that it coincide with the Wildlife Section Head meeting, tentatively booked for March 18, 2010, with the location yet to be determined. The Fish and Wildlife Branch has indicated that it will assist with regional travel costs.
- Sections Heads have indicated that they see the workshop as an opportunity to be instructed on how the procedure should be applied and tracked in 2012, with less focus on debating/discussing aspects of the procedure.
- As such, a number of outstanding issues must be resolved prior to the workshop date.

IV. DISCUSSION:



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V. MINISTRY POSITION:

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Send a copy to Ralph L. Thx.

**MINISTRY OF ENVIRONMENT
DECISION NOTE**

Date: March 5, 2010
File: 0230-20
CLIFF/tracking #: 123039

I. PREPARED FOR: Tom Ethier, Director, Fish and Wildlife Branch, Ministry of Environment

II. ISSUE: Re-calculating Harvest Allocation Shares for 2012.

III. RECOMMENDATION OPTION: OPTION #1: s.13

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IV. BACKGROUND:

- The Harvest Allocation policy and procedure, which came into effect in 2007, lays out the mechanism, by which the Annual Allowable Harvest (AAH) for certain species are divided between resident and guided hunters.
- Calculated allocation shares apply for five-year periods, called allocation periods, after which they are re-calculated based on the previous five years of data.
- The 2007-2011 allocation period was considered to be a transition period, designed to give the Wildlife Program time to adjust to the new policy and procedure, and to prevent undue hardship to either hunting group by slowing the transition from previous allocation shares to the ones calculated through the new policy and procedure.
- To facilitate the ease of transition during the 2007-2011 allocation period, allocation shares were not to be altered beyond 20% of previous levels (called the 20% hardship rule). It was also agreed that during the implementation period, regions could use their discretion on how the allocation share would be applied at the regional level and whether success factors would be applied to guide quotas. Wildlife staff and stakeholders, however, are aware that these practices would cease at the end of the transition period, at which time the Harvest Allocation policy and procedure would be fully implemented.
- There was also an expectation that the allocation shares would be recalculated for the 2012-2016 allocation period, as per policy, using data collected from the 2007-2011 transition period.

V. DISCUSSION:

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VI. OPTIONS:

Option 1:

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Option 2:

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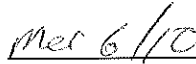
VII. RECOMMENDATION OPTION: OPTION

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MINISTRY OF ENVIRONMENT

INFORMATION NOTE

Date: March 23, 2010

File: 0280-20

CLIFF/tracking #: 124453

I. PREPARED FOR: The Honourable Barry Penner, Minister of Environment in preparation of a March 25, 2010 meeting with the Guide Outfitters Association of BC (GOABC).

II. ISSUE: GOABC have requested a meeting with the Minister to discuss the Allocation Policy, reducing limited entry hunts, and release of grizzly bear kill location data.

III. BACKGROUND:

- The Guide Outfitters Association of British Columbia (GOABC) has recently expressed a number of concerns with current government direction. These include: (1) the decision to fully implement the allocation policy in 2012 which they believe will have unintended consequences to some guide outfitters; (2) a direction to reduce the number of limited entry hunts which they believe will impact quality hunting opportunities for their clients; and, (3) the decision to release grizzly bear kill location data to environmental groups.
- The GOABC has stated that they support the Allocation Policy. Notwithstanding, GOABC believes there will be numerous unintended consequences when the Allocation policy is fully implemented in 2010. These consequences are starting to become apparent to the industry as both the Ministry and guide outfitters start to forecast guide outfitter quotas in 2010. Numerous guide outfitters are expected to receive a substantial drop in their quota in 2012.
- The Ministry has established a goal to reduce the number of limited entry hunts (LEH), by converting LEH where there is not a conservation concern to general open seasons (GOS). The target is to reduce the number of LEH hunts by 15 per cent in 2010, and by 40 per cent over the next five years. The GOABC is concerned as LEH caps the amount of resident hunting activity, and helps to ensure that a quality product (trophy) is available for their clients.
- In 2004, the Raincoast Conservation Society issued an FOI request for the release of detailed kill location data for grizzly bears. This information has been considered to be confidential, as most hunters do not wish to divulge the exact location where they harvested an animal. The FOI request went to the Court of Appeals for a decision, and the Commissioner's order was for the Ministry to release the information. In 2009, the David Suzuki Foundation requested a complete list of all known kill locations for grizzly bears in British Columbia. The information was released and both guide outfitters and resident hunters remain very concerned with this action.

IV. DISCUSSION:

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V. MINISTRY POSITION:

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**MINISTRY OF ENVIRONMENT
INFORMATION NOTE**

Date: April 19, 2010
File: 280-20
CLIFF/tracking #: 124484

- I. PREPARED FOR: The Honourable Barry Penner, Minister of Environment, and the Honourable Bill Bennett, Minister of Community and Rural Development.**
- II. ISSUE: The Southern Guide Outfitters Association has requested a meeting on April 27 with Minister Penner and Minister Bennett to discuss the importance of certainty of quotas to the guiding industry.**
- III. BACKGROUND:**
- Quotas are the total number of game species, or type of game species, that clients of a guide outfitter may kill during a licence year. Quotas are appended to a guide outfitter's licence, and are generally used when there is a need to restrict the harvest of a particular species.
 - Species that are on quota within a particular region are generally considered 'Category A species' and their harvest opportunities are managed through the Harvest Allocation policy and procedure.
 - The Harvest Allocation policy and procedure, which were revised in 2007, lay out the mechanism by which the Annual Allowable Harvest (AAH) for Category A species are divided between resident and guided hunters.
 - Calculated allocation shares apply for five-year periods, called allocation periods, after which they are recalculated based on the previous five years of hunter demand and utilization data.
 - The 2007-2011 allocation period, is considered to be a transition period, designed to give resident hunters and guide outfitters time to adjust to the new policy and procedure, and to prevent undue hardship to either hunting group by slowing the transition from previous allocation shares to the ones calculated through the new policy and procedure. The policy and procedure will be fully implemented for the 2012-2016 allocation period.
 - Several mechanisms have been employed in the past to provide guides with increased business flexibility to allow them to achieve their quotas. These mechanisms include the use of administrative guidelines and success factors, and both are currently being employed during the transition period for guides in the Kootenays.
 - Administrative guidelines allow guides to exceed their annual quota and harvest up to 30 per cent of their cumulative five-year quota (i.e. their annual quota multiplied by five) in a single year so long as the five-year total harvest is not exceeded during the allocation period. For example, if a guide outfitter had a five-year quota of 10 moose (2 per year), he may take up to 3 moose (30 per cent) in any one year, providing he does not exceed a harvest of 10 moose over the 5 year period.
 - The application of a success factor involves increasing a guide's quota to account for their previous success in achieving their quota. For example, if a guide typically takes out twenty hunters to harvest the ten animals, their success factor would be 50 per cent.

If success factors were applied, the quota in this example would be doubled (20 moose) to account for the 50 per cent success rate of their clients. If both administrative guidelines and success factors were applied, the guide could take up to 6 moose annually (30 per cent of 20 moose)

- Both administrative guidelines and success factors provide outfitters with the ability to book clients and potentially harvest wildlife in excess of their annual quotas while reducing the risk of incurring an infraction under section 60(2) of the *Wildlife Act*. [Section 60(2) allows a Regional Manager to reduce or take away a guide-outfitter's quota, and may even suspend or cancel a guide-outfitter's licence or certificate].

IV. DISCUSSION:

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V. MINISTRY POSITION:

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**MINISTRY OF ENVIRONMENT
INFORMATION NOTE**

Date: 26 May 2010

Date of previous note: N/A

File: 280/20 - BN

CLIFF/tracking #: 126728

- I. PREPARED FOR: Tom Ethier, Director, Fish and Wildlife Branch, Ministry of Environment**
- II. ISSUE: To provide policy advice on the relative risk of over-harvest by guide outfitters in Region 4 operating in 2012 without success rates, and to determine if an over-run allocation might be an effective policy tool to decrease this risk.**
- III. BACKGROUND:**
- The Wildlife Harvest Policy, drafted in 1985, defined "over-run allocation" as the allocation of the opportunity to harvest game animals beyond the intended harvest level in one year with the intent of reducing the allowable harvest in a subsequent year. The policy allowed for an overrun allocation for mountain sheep, but not for other game species under quota.
 - The Wildlife Harvest Policy was replaced by the Game Harvest Management Policy that came into effect in March 2010. The Game Harvest Management Policy does not address the issue of over-runs in guide quota. Similarly, there is no reference to over-runs in the suite of wildlife allocation policies and procedures (collectively referred to as the Allocation Policy), signed off in March 2007.
 - The Allocation Policy will come into full force (full implementation) in 2012, and will direct the determination of allocation shares between residents and guide outfitters over the next allocation period (2012/13 to 2016/17).
 - In preparation for 2012, a Wildlife Allocation Workshop was held in Kamloops in March 2010 to provide training in implementing the policy. Several decisions were made to reduce any ambiguities in applying the policy. These included: (1) success factors would no longer be applied to guide quota; (2) transfers of quotas between guide outfitters would be prohibited; and that (3) allocation splits would be established at the guide outfitter territory level, rather than at the regional level. The possibility of including over-run allocations, however, was not addressed.
 - Guide outfitters, who are currently operating with success factors during the transition period (2007 to 2011), have expressed concern that they will not be able to achieve their quotas without continuing to utilize success factors. While the Administrative Guidelines Procedure was developed specifically to provide guide outfitters with the flexibility to exceed their annual quota in any particular year, and thus improve their opportunities to achieve their 5-year allocation, many guides continue to believe that the administrative guidelines do not provide sufficient flexibility.
 - Without the added benefit of success rates, guides believe they are accepting a very high level of risk that they could exceed their 5 year quota, despite adherence to the Allocation Policy, and could possibly face charges under the Wildlife Act (Section 61).

IV. DISCUSSION:

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V. MINISTRY POSITION:

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Author	IH	May 26/10

**MINISTRY OF ENVIRONMENT
INFORMATION NOTE**

Date: June 3 2010
File: 280-20
CLIFF/tracking #: 126890

- I. PREPARED FOR:** Tom Ethier, Director, Fish and Wildlife Branch, Ministry of Environment
- II. ISSUE:** Review of issues in preparation for the June 8, 2010 meeting with representatives of the Kootenay guiding industry.

III. BACKGROUND:

- Guides in the Kootenay region have requested a meeting with the Director of the Fish and Wildlife Branch, and other Ministry of Environment staff, to discuss what they are referring to as “unintended consequences” to the guiding industry brought about through the implementation of the Harvest Allocation policy and procedure and its associated policies and procedures, hereafter collectively referred to as “the policy”.
- The policy will be fully implemented for the 2012 hunting season, and guides have listed a number of key aspects of this implementation that they believe will put their industry in jeopardy, the most notable of which are:
 1. Applying the allocation shares at the guide territory level as opposed to the regional level; and
 2. Excluding the application of a success factor in determining guide outfitter quotas/administrative guidelines.
- To make their case, the guides have provided the Ministry of Environment with a spreadsheet detailing the cumulative economic impact to their industry and to government should the policy be fully implemented in 2012

Not Responsive

IV. DISCUSSION:

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s.13, S14, S17

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V. MINISTRY POSITION:

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MINISTRY OF NATURAL RESOURCE OPERATIONS INFORMATION NOTE

Date: November 25, 2010
File: 280-20
CLIFF/tracking #: 168426

- I. PREPARED FOR:** Steve Carr, Deputy Minister and COO, Ministry of Natural Resource Operations
- II. ISSUE:** Third-party review of the implications associated with full implementation of the Harvest Allocation policy and procedure in 2012
- III. BACKGROUND:**
- The Harvest Allocation policy and procedure (the policy), which came into effect in 2007 after years of protracted consultations with the resident hunting community, represented by the BC Wildlife Federation (BCWF), and the guided hunting community, represented by the Guide Outfitters Association of BC (GOABC), details the process by which the Annual Allowable Harvest (AAH) for certain species is allocated between resident and guided hunters.
 - Calculated allocation shares apply for five-year periods called allocation periods, after which they are recalculated based on the previous five years of data. A description of the harvest allocation process is available online:
www.env.gov.bc.ca/fw/wildlife/harvest_alloc
 - The 2007-2011 allocation period is considered a transition period; that is, the policy and procedure were only partially implemented. This was to give resident hunters, guide outfitters and Ministry staff time to adjust to the new policy and procedure and to prevent undue hardship to either hunting group that could result from full implementation.
 - During the transition period, allocation shares were not to be altered beyond 20% of pre-2007 levels (called the 20% hardship rule). Ministry staff could use their discretion on how the allocation shares would be applied at the regional level and whether success factors¹ would be applied to the determination of guide quotas. The ministry has committed to fully implementing the policy for the 2012-2016 allocation period.
 - A number of 'rules' have been established to guide the implementation of the policy when it is brought into full effect in 2012, namely:
 - a. The '20% hardship rule' will no longer be applied, and the harvest shares as calculated through the Harvest Allocation procedure will be applied to the appropriate user-group as is.
 - b. Allocation shares will be applied at the level of the guide outfitter territory. For example, if it were determined that guides should be allocated 40% of the AAH for a particular species, an individual guide would receive 40% of the AAH that occurs within his/her territory, and not 40% of the regional AAH. Conversely, resident hunters will receive 100% of the AAH in areas without guide territories.

- c. Success factors will no longer be used when calculating guide outfitter quotas.
- In some areas of the province, these rules represent a significant shift to how allocation shares are currently being determined and applied during the 2007-2011 implementation period.

IV. DISCUSSION:

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V. MINISTRY POSITION:

s.13

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Prepared by:

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Approved	Initials	Date
DM	SC	10-12-16
ADM	JS	10-12-09
Dir	TE	10-12-07
Author	GH	10-11-26

MINISTRY OF NATURAL RESOURCE OPERATIONS

DECISION NOTE

Date: January 20, 2011

File: 280-20

Cliff/tracking #: 168654

I. PREPARED FOR INFORMATION FOR: Tom Ethier, Director; Fish, Wildlife and Habitat Management Branch

II. ISSUE: The issuance of quotas in the final year of an allocation period

III. BACKGROUND:

The Harvest Allocation policy and procedure (hereafter referred to as “the policy”), which came into effect in 2007, lays out the mechanism, by which the Annual Allowable Harvest (AAH) for certain species are divided between resident and guided hunters.

Calculated allocation shares apply for five-year periods, called allocation periods, after which they are recalculated based on the previous five years of data.

The 2007-2011 allocation period was considered to be a transition period, designed to give the Wildlife Program time to adjust to the new policy and procedure, and to prevent undue hardship to either hunting group by slowing the transition from previous allocation shares to the ones calculated through the new policy and procedure.

To facilitate the ease of transition during the 2007-2011 allocation period, allocation shares were not to be altered beyond 20% of previous levels (called the 20% hardship rule). It was also agreed that during the implementation period, regions could use their discretion on how the allocation share would be applied at the regional level and whether success factors would be applied to guide quotas. Wildlife staff and stakeholders, however, are aware that these practices would cease at the end of the transition period, at which time the Harvest Allocation policy and procedure would be fully implemented.

The 2011/2012 hunting season represents the final season of the current allocation period, after which the policy will be fully implemented for the 2012-2016 allocation period.

Regional staff are preparing to send out 2011/2012 quotas to guide outfitters, and several have requested headquarter guidance on how those quotas should be calculated.

IV. DISCUSSION:

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V. OPTIONS:
Option 1:

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Option 2:

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Option 3:

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Option 4:

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RECOMMENDED OPTION: Option

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s.13, s.14

Option Approved
Tom Ethier
Director
Fish, Wildlife and Habitat Management

Date

Not Responsive

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Approved	Initials	Date
Dir.	TE	Feb 01/11
Manager	IH	
Author	GH	Jan. 20/11

MINISTRY OF NATURAL RESOURCE OPERATIONS

INFORMATION NOTE

Date: January 21, 2011

File: 280-20

Cliff/tracking #: 168755

- I. PREPARED FOR INFORMATION FOR: Jody Shimkus, Assistant Deputy Minister, Ministry of Natural Resource Operations**
- II. ISSUE:** Update on the outcomes of the January 8, 2011 meeting between Tom Ethier, Director, Fish, Wildlife & Habitat Management Branch, and guide outfitters operating in the Cariboo region of British Columbia.

III. BACKGROUND:

The Harvest Allocation policy and procedure (hereafter referred to as “the policy”), which began to come into effect in 2007, lays out the mechanism by which the Annual Allowable Harvest (AAH) for certain species are divided between resident and guided hunters (i.e. guide outfitters). The policy will be fully implemented for the 2012/13 hunting season.

Moose harvest opportunities in the Cariboo region (Region 5) came online with respect to the policy in 2009, and the resulting change in moose quotas resulted in 17 guides in that region appealing their 2009 moose quotas and 2009-2011 moose allocations to the Environmental Appeal Board (EAB). The EAB rendered its decision on those appeals in August, 2010.

The Director, Fish, Wildlife & Habitat Management Branch, committed to the Cariboo guides that after the EAB had made its decision on the moose appeals, he would meet with them to hear their concerns over the pending full implementation of the policy.

IV. DISCUSSION:

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V. SUMMARY:

s.13

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Approved	Initials	Date
ADM	JS	26/Jan/11
Dir.	TE	25/Jan/11
Manager	IH	21/Jan/11

MINISTRY OF NATURAL RESOURCE OPERATIONS

INFORMATION NOTE

Date: February 11, 2011

File: 280-20

Cliff/tracking #: 175733

I. PREPARED FOR INFORMATION FOR: The Honourable Steve Thomson,
Minister of Natural Resource Operations

II. ISSUE: Meetings with MLA Donna Barnett and guide outfitters of the Cariboo Region (February 16, 2011), and with Minister Pat Bell and the Guide Outfitters Association of BC (February 23, 2011), both to discuss allocation issues.

III. BACKGROUND:

The Harvest Allocation policy and procedure (hereafter referred to as “the policy”), which began to come into effect in 2007, lays out the mechanism by which the Annual Allowable Harvest (AAH) for certain species are divided between resident and guided hunters (i.e., guide outfitters). The share of the AAH that each hunter group receives is based on a calculation that considers the importance of the allocated hunts to each hunter group and their utilization (i.e., the percent of the available harvest that each hunter group actually harvested). The policy is to be fully implemented for the 2012/13 hunting season.

Before the policy was implemented in 2007, the working group and negotiations were lead by the Director of the Fish and Wildlife branch and the policy had support from the Guide Outfitters Association of BC (GOABC) and the BC Wildlife Federation (BCWF). The policy still has the support of the GOABC in principle and the BCWF continues to support it.

That said, the guide outfitting industry, represented provincially by the Guide Outfitters Association of BC (GOABC), have expressed concerns that, if implemented, the policy will have devastating effects on their industry and will force many guide operators to go out of business. Guides in the Cariboo Region have been particularly vocal in their concerns.

On January 8, 2011, the Director of the Fish, Wildlife & Habitat Management Branch met in Williams Lake with guides of the Cariboo Region to discuss their concerns with the policy. Aside from discussions on the policy

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The Cariboo-Chilcotin MLA, Donna Barnett,

attended a portion of that meeting.

IV. DISCUSSION:

s.13

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V. SUMMARY:

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Contact:

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Alternate Contact:

*Tom Ethier, Director
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Prepared by:

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Approved	Initials	Date
DM		
ADM	JS	Feb 14/11
Dir.	TE	Feb 14/11
Manager	IH	Feb 11/11

MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS

INFORMATION NOTE

Date: March 25, 2011
File: 280-20
Cliff/tracking #: 175748

I. PREPARED FOR INFORMATION FOR: Premier Christy Clark

II. ISSUE: Background on Guide Outfitters Association of British Columbia (GOABC) and their interests.

III. BACKGROUND:

1. The guide outfitting industry directly employs more than 2000 British Columbians, throughout the spring and fall hunting seasons. It generates about \$116 million of economic activity each year
2. The mission of the Guide Outfitters Association of British Columbia (GOABC) is to be the leader among guide outfitting associations in the areas of governance and organizational performance while ensuring legal and ethical integrity. It has a provincial headquarters and local chapters across the province
3. The association promotes guide outfitting to government and communities; markets the Canadian northwest as a premier hunting destination and endorses the responsible, sustainable and ethical use of the wildlife resource.
4. Over the past few years, GOABC and guide industry stakeholders have contributed to various initiatives including:
 - Positive contribution to the 2009 revisions to the provincial Wildlife Act;
 - Extensive input to the 2011 hunting allocation policy review;
 - Positive contributions to wildlife stewardship through a series of public education workshops. The most recent in these series was a 2-day workshop on moose stewardship in 2009, at Royal Roads.

IV. DISCUSSION:

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V. CONCLUSION:

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Prepared by:

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Approved	Initials	Date
DM	DK	Apr.8/11
ADM	JS	Apr.8/11
RED/Dir.	AW	Apr.8/11
Manager	IH	Apr.7/11

MINISTRY OF NATURAL RESOURCE OPERATIONS
INFORMATION NOTE

Date: February 17, 2011
File: 280-20
Cliff/tracking #: 175876

- I. PREPARED FOR DECISION BY:** Tom Ethier, Director; Fish, Wildlife and Habitat Management Branch
- II. ISSUE:** Potential lack of 2011/12 hunting data required to calculate harvest allocation shares for the 2012-2016 allocation period.

III. BACKGROUND:

The Harvest Allocation Policy sets out the mechanism by which the annual allowable harvest (AAH) of certain game species is divided between resident and guided hunters. This is accomplished by calculating the percent share of the AAH that is to be apportioned to each hunter group.

Thirty-four hunts had their allocation shares calculated in 2007. Of those, twenty-five began to be formally administered under the policy in 2007, seven in 2008, and one in each of 2009 and 2010.

Calculated shares apply for five-year periods called allocation periods, at the end of which they are to be recalculated using the previous five years of hunting data. The Fish, Wildlife & Habitat Management Branch (the Branch) is currently entering the final year of the 2007-2011 allocation period, and is preparing to recalculate allocation shares for the 2012-2016 allocation period.

A number of different data are used to calculate allocation shares, namely:

- a. Limited Entry Hunting (LEH) information such as the numbers of applicants and the number of LEH authorizations released for specific species and hunts.
- b. The number of hunters that employed the services of guide outfitters and the prices they paid to be guided for particular species.
- c. Harvest information for both resident and guided hunters.

Guided hunter information (both the number of clients and harvest numbers) is provided to the Branch through Guide Outfitter Declaration forms. Guides are legally required to complete these forms and submit them to the Branch each time they guide a client.

Not Responsive

IV. DISCUSSION:

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V. Next Steps:

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Not Responsive

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Approved	Initials	Date
Dir.	<i>JH</i>	<i>Mar 2/11</i>
Manager	IH	Feb 21/11

MINISTRY OF NATURAL RESOURCE OPERATIONS

INFORMATION NOTE

Date: February 28, 2011

File: 280-20

Cliff/tracking #: 175949

Xr: 175733

- I. **PREPARED FOR INFORMATION FOR:** The Honourable Steve Thomson, Minister of Natural Resource Operations (MNRO)
- II. **ISSUE:** Harvest allocation issues discussed at the February 16, 2011 meeting between Minister Steve Thomson, MLA Donna Barnett, and guide outfitters of the Cariboo-Chilcotin.

III. BACKGROUND:

On February 16, 2011, representatives of the Cariboo-Chilcotin guide outfitting industry met with Minister Thomson to voice their concerns over the impending full implementation of the Harvest Allocation policy. Also attending that meeting were:

- The Honourable Pat Bell, Minister of Forests, Mines and Lands
- The Honourable Ben Stewart, Minister of Agriculture
- Donna Barnett, MLA for the Cariboo-Chilcotin
- Pat Pimm, MLA for Peace River North
- Jody Shimkus, ADM, South Coast (MNRO)
- Tom Ethier, Director, Fish, Wildlife & Habitat Management Branch (MNRO)
- Ian Hatter, Manager, Wildlife Management (MNRO)

The Harvest Allocation policy, which began to come into effect in 2007, lays out the mechanism by which the Annual Allowable Harvest (AAH) for certain species is divided between resident and guided hunters (i.e. guide outfitters). The policy is to be fully implemented for the 2012/13 hunting season.

The guide outfitting industry, represented provincially by the Guide Outfitters Association of BC (GOABC), have expressed concerns that if implemented, the policy will have devastating effects on their industry, and will force many guide operators to go out of business. Guides in the Cariboo Region, including those not affiliated with the GOABC, have been particularly vocal in their concerns.

For further background information on the issues scheduled for discussion at the meeting, please see Information Note CLIFF # 175733, which is attached as Appendix I.

IV. DISCUSSION:

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V. SUGGESTED RESPONSE:

s.13

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Approved	Initials	Date
DM	DK	Mar 10/11
ADM	JS	Mar 10/11
Dir.	TE	Mar10/11
Manager	IH	Mar 03/11

Appendix I

MINISTRY OF NATURAL RESOURCE OPERATIONS

INFORMATION NOTE

Date: February 11, 2011

File: 280-20

Cliff/tracking #: 175733

- I. **PREPARED FOR INFORMATION FOR:** The Honourable Steve Thomson, Minister of Natural Resource Operations
- II. **ISSUE:** Meetings with MLA Donna Barnett and guide outfitters of the Cariboo Region (February 16, 2011), and with Minister Pat Bell and the Guide Outfitters Association of BC (February 23, 2011), both to discuss allocation issues.

III. **BACKGROUND:**

The Harvest Allocation policy and procedure (hereafter referred to as "the policy"), which began to come into effect in 2007, lays out the mechanism by which the Annual Allowable Harvest (AAH) for certain species are divided between resident and guided hunters (i.e., guide outfitters). The share of the AAH that each hunter group receives is based on a calculation that considers the importance of the allocated hunts to each hunter group and their utilization (i.e., the percent of the available harvest that each hunter group actually harvested). The policy is to be fully implemented for the 2012/13 hunting season.

Before the policy was implemented in 2007, the working group and negotiations were lead by the Director of the Fish and Wildlife branch and the policy had support from the Guide Outfitters Association of BC (GOABC) and the BC Wildlife Federation (BCWF). The policy still has the support of the GOABC in principle and the BCWF continues to support it.

That said, the guide outfitting industry, represented provincially by the Guide Outfitters Association of BC (GOABC), have expressed concerns that, if implemented, the policy will have devastating effects on their industry and will force many guide operators to go out of business. Guides in the Cariboo Region have been particularly vocal in their concerns.

On January 8, 2011, the Director of the Fish, Wildlife & Habitat Management Branch met in Williams Lake with guides of the Cariboo Region to discuss their concerns with the policy. Aside from discussions on the policy, [REDACTED] s.13

[REDACTED] s.13 The Cariboo-Chilcotin MLA, Donna Barnett, attended a portion of that meeting.

IV. DISCUSSION:

s.13

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V. SUMMARY:

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Contact:

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Approved	Initials	Date
DM	DK	Mar 10/11
ADM	JS	Feb 14/11
Dir.	TE	Feb 14/11
Manager	IH	Feb 11/11

MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS

INFORMATION NOTE

Date: April 4, 2011

File: 280-20

Cliff/tracking #: 176192

- I. **PREPARED FOR INFORMATION FOR:** Honourable Steve Thomson, Minister
- II. **ISSUE:** Release and response to the report developed by Chris Trumpy examining the effects of the Harvest Allocation policy on BC's guide outfitting industry.
- III. **BACKGROUND:**

The Harvest Allocation policy (a suite of 9 policies and procedures pertaining to harvest allocation), which began to come into effect in 2007, lays out the mechanism by which the Annual Allowable Harvest (AAH) for certain species is divided between resident and guided hunters (i.e. guide outfitters). The policy is to be fully implemented for the 2012/13 hunting season.

Guide outfitters and their provincial representatives at the Guide Outfitters Association of BC (GOABC) have raised concerns that the Harvest Allocation policy would have significant detrimental impacts to their industry if fully implemented in its current form.

In February 2011 the Fish, Wildlife & Habitat Management Branch (the Branch) hired an independent contractor (Chris Trumpy) to complete an analysis on the effects of the Harvest Allocation Policy, and their implementation rules, as they pertain to the operation and viability of the British Columbia guide outfitting industry. Further, Mr. Trumpy was to provide recommendations on potential modification to policy implementation in 2012.

Mr. Trumpy's final report was completed and delivered to the Branch on March 31, 2011

Not Responsive

IV. DISCUSSION:

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V. NEXT STEPS:

s.13

Not Responsive

Contact:

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Approved	Initials	Date
DM	DK	April 5, 2011
ADM	JS	April 5, 2011
RED/Dir.	TE	April 5, 2011
Manager	IH	April 4, 2011

**MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS
INFORMATION NOTE**

Date: June 1, 2011
File: 280-20
CLIFF/tracking #: 178095

PREPARED FOR: Honourable Steve Thomson, Minister of Forests, Lands and Natural Resource Operations

ISSUE: Fish, Wildlife and Habitat Management Branch response to the recommendations of the “Harvest Allocation Policy Review” document

BACKGROUND:

In March, 2011, contractor Chris Trumpy provided the Fish, Wildlife and Habitat Management Branch (FWHMB) with a report entitled “Harvest Allocation Policy Review”, hereafter referred to as the “Allocation Review”, which examined the potential effects of the Harvest Allocation policy on the provincial guide outfitting industry. The need for an independent review was prompted by claims from the guiding industry that the policy imposes a severe hardship on many guides and, if fully implemented, would result in many guides losing their business.

A key finding of the Allocation Review was that while the allocation policy met many of the principles of good public policy, the principle of equity and fairness were not adequately addressed. In response to this, the Allocation Review offered 11 recommendations that were to introduce equity and fairness into the system, as well as provide guides with more certainty and remain consistent with the intent of the allocation policy.

The development of the Allocation Review, and the recommendations contained therein, has created a high level of concern among stakeholders (resident hunters and guide-outfitters) and provincial stakeholder groups, namely the BC Wildlife Federation (BCWF), and the Guide Outfitters Association of BC (GOABC).

To date, the Ministry has received over 80 letters from resident hunters and guides expressing their concerns and opinions over the Allocation Review and its development. It has further been reported that stakeholders have taken their concerns directly to their MLAs to pressure the Ministry for a resolution.

As such, the Ministry wishes to resolve the issue in a transparent, open and timely manner.

DISCUSSION:

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Attachments: S13

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Reviewed by	Initials	Date
DM	PW f/DK	June 2, 2011
ADM	JS	May 27, 2011
Director	TE	May 27, 2011
Manager	IH	May 27, 2011
Author	GH	May 27, 2011

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**MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS
INFORMATION NOTE**

Date: July 7, 2011
File: 230-20
CLIFF/tracking #: 178808

PREPARED FOR: Honourable Terry Lake, Minister of Environment

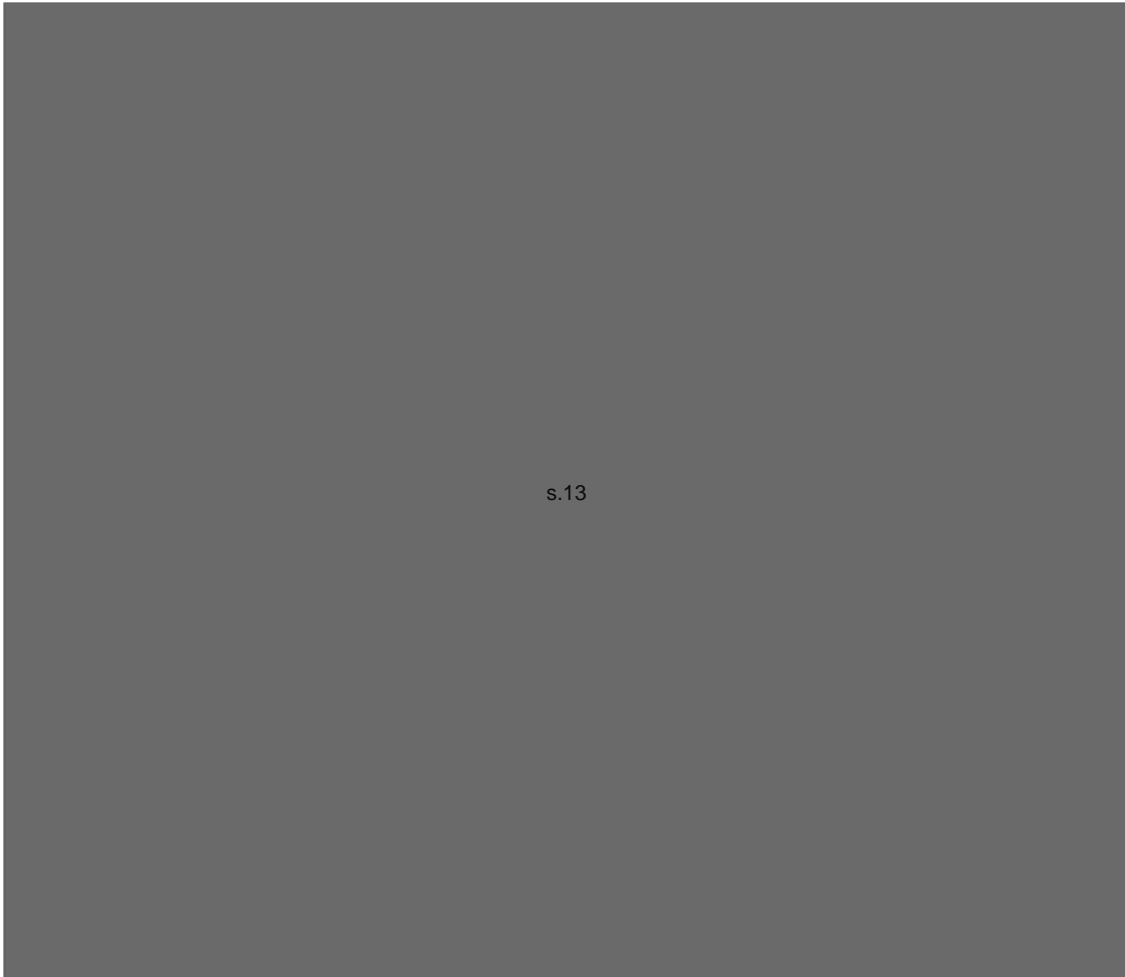
ISSUE: Meeting between the Minister of Environment and representatives of the Guide Outfitters Association of BC (GOABC) scheduled for July 19, 2011.

BACKGROUND:

The GOABC represents the interests of guide outfitters in British Columbia. They have requested a meeting with the Minister of Environment to discuss the following issues:

- the guide outfitting industry;
- the *Harvest Allocation Policy Review* report developed by Chris Trumpy;
-  Not Responsive
-

DISCUSSION:



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Not Responsive, s.13

CONCLUSION:

s.13

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Reviewed by	Initials	Date
DM		
DMO		
ADM	JS	July 13, 2011
A/Dir.	IH	July 13, 2011
Author	GH	July 8, 2011

**MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS
DECISION NOTE**

Date: July 15, 2011

File: 280-20

CLIFF/tracking #: 178938

**PREPARED FOR: The Honourable Steve Thomson, Minister of Forests, Lands
and Natural Resource Operations**

ISSUE: Update on the Harvest Allocation Policy Review

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Not Responsive

Pages 82 through 85 redacted for the following reasons:

s.12, s.13

Not Responsive

s.12

Pages 87 through 91 redacted for the following reasons:

s.12, s.13

s.12, s.13, s.17

**MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS
INFORMATION NOTE**

Date: October 14, 2011
File: 280-20
CLIFF/tracking #: 180442

PREPARED FOR: Jody Shimkus, Assistant Deputy Minister, Coast Region

ISSUE: Meeting with the Coastal BC Guide Outfitters Association (CBCGOA), scheduled for October 31, 2011

BACKGROUND:

The CBCGOA is reportedly a non-profit organization registered under the *Society Act* of British Columbia.

On July 6th, 2011, the Ministry received an email from the president of the CBCGOA, Erik Mikkelsen, advising that the Guide Outfitters Association of British Columbia (GOABC) no longer had the mandate to represent or advocate on behalf of the guide outfitters in regions 1 (Vancouver Island) and 2 (Lower Mainland), and that guides in those regions would thereafter be represented by the CBCGOA (see Appendix I).

The CBCGOA has requested a meeting with the ADM to discuss issues pertinent to their organization.

DISCUSSION:

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CONCLUSION:

s.13

Attachments:

s.13, s.21

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Reviewed by	Initials	Date
A/Dir.	AW	Oct 18/11
Mgr.	IH	Oct. 17/11
Author	GH	Oct. 17/11

s. 13, s.21

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**MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS
INFORMATION NOTE**

Date: October 14, 2011
File: 280-20
CLIFF/tracking #: 180558

PREPARED FOR: Honourable Pat Bell, Minister of Jobs, Tourism and Innovation

ISSUE: Meeting with Al Martin, Director of Strategic Initiatives, British Columbia Wildlife Federation (BCWF), scheduled for October 18, 2011.

BACKGROUND:

The BCWF is a province-wide voluntary conservation organization of hunters, anglers and recreational shooters, whose aims are to protect, enhance and promote the wise use of the environment for the benefit of present and future generations.

Representing approximately 38,000 members, the Ministry of Forests, Lands and Natural Resource Operations (MFLNRO) considers the BCWF to be the main advocacy group for resident hunters in BC.

In the spring of 2011, the BCWF hired Al Martin to be their Director of Strategic Initiatives. Mr. Martin is the former Director of the Fish and Wildlife Branch of the previous Ministry of Environment, and was involved first-hand in the development of the 2007 Harvest Allocation Policy (the policy), which is a topic of paramount importance to the BCWF.

Mr. Martin has requested a meeting with Minister Bell to discuss the policy, its implications for the Omineca region of the province, and the BCWF's concerns with the status of fish and wildlife management in the province.

DISCUSSION:

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CONCLUSION:

s.13

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Attachments: s.13, s.17

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Reviewed by	Initials	Date
DM		
AMO		
A/Dir	AW	Oct 14/11
Mgr.	IH	Oct 14/11
Author	GH	Oct 14/11

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**MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS
DECISION NOTE**

Date: September 29, 2011
File: 280-20
Cliff/tracking #: 180592

PREPARED FOR: Jody Shimkus, Assistant Deputy Minister, Coast Region

ISSUE: Potential lack of 2011/12 hunting data required to calculate harvest allocation shares for the 2012-2016 allocation period.

BACKGROUND:

The Harvest Allocation Policy sets out the mechanism by which the annual allowable harvest (AAH) of certain game species is divided between resident and guided hunters. This is accomplished by calculating the percent share of the AAH that is to be apportioned to each hunter group.

Thirty-four hunts had their allocation shares calculated in 2007. Of those, twenty-five began to be formally administered under the policy in 2007, seven in 2008, and one in each of 2009 and 2010.

Calculated shares apply for five-year periods called allocation periods, at the end of which they are to be recalculated using the previous five years of hunting data. The Fish, Wildlife & Habitat Management Branch (the Branch) is currently in the final year of the 2007-2011 allocation period, and is preparing to recalculate allocation shares for the 2012-2016 allocation period.

A number of different data are used to calculate allocation shares, namely:

- a. Limited Entry Hunting (LEH) information such as the numbers of applicants and the number of LEH authorizations released for specific species and hunts.
- b. The number of hunters that employed the services of guide outfitters and the prices they paid to be guided for particular species.
- c. Harvest information for both resident and guided hunters.

Guided hunter information (both the number of clients and harvest numbers) is provided to the Branch through Guide Outfitter Declaration forms. Guides are legally required to complete these forms and submit them to the Branch each time they guide a client.

Resident harvest information comes from several sources, including the Compulsory Inspection database, the Hunter Sample questionnaire survey and the LEH questionnaire survey.

DISCUSSION:

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OPTIONS:

Option 1:

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Option 2:

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RECOMMENDATION:

s.13

J Shimkus

November 15th, 2011

DECISION & SIGNATURE

Jody Shimkus
Assistant Deputy Minister

DATE SIGNED

Attachments: None.

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Dir	AW	Nov 9/11
Mgr.	IH	Oct 24/11
Author	GH	Oct 18/11

**MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS
INFORMATION NOTE**

Date: October 25, 2011

File: 280-20

CLIFF/tracking #: 180902

PREPARED FOR: The Honourable Steve Thomson, Minister of Forests, Lands and Natural Resource Operations

ISSUE: The use of regional success factors in determining guide quotas and the implementation of the Harvest Allocation Policy

BACKGROUND:

In response to concerns raised by the guide outfitting industry, and in particular from GOABC (Guide Outfitters Association of BC) over the potential impacts that full implementation of the Harvest Allocation Policy (i.e. the policy) could have on their industry, former Deputy Minister Chris Trumpy was contracted to review their concerns. Mr. Trumpy developed a report entitled "Harvest Allocation Policy Review" (i.e. the Allocation Review) that offered 11 recommendations designed to address the guide industry's claims.

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One such "tool" that was dropped in the policy was the use of regional success factors in the determination of guide quotas¹. A regional success factor is an inflation factor that accounts for the less-than 100% harvest success rate of guided hunters. For example, if a guide's one-year allocation² is 10 animals, and a success factor multiplier of 2 is applied to the allocation, that guide's final quota would be 20 animals ($10 \times 2 = 20$). In lieu of success factors for guides, the policy currently provides administration guidelines³. Other tools have been proposed that would give guides considerable flexibility to achieve their quota without the need for regional success factors.

¹ A quota is defined in the *Wildlife Act* and means the total number of a game species that clients of a guide may kill in the guide's guiding area during a licence year. Quotas are attached as conditions of a guide's guiding licence and have legal standing, and exceeding a quota can result in enforcement actions taken against the guide.

² A guide's one-year allocation is the number of animals clients of the guide may harvest in a single year, and is based on the allocation share as determined through the Harvest Allocation Procedure. It is the harvest level Ministry staff would like the guide to achieve, and is the base value used to determine a guide's quota.

³ Administrative guidelines are when annual quotas are equal to 30% of a guide's 5-year allocation. For example, a guide with a 5-year allocation of 50 animals (or 10 animals per year) would be given a quota of $0.3 \times 50 = 15$ animals.

While it is proposed that regional success factors be dropped as a tool to assist guides in achieving their quota, success factors are used for resident hunters where there is an LEH (limited entry hunting) season. Using the same logic as above, success factors are used to increase LEH authorizations to account for the less-than 100% success rate of resident hunters.

Of the 34 hunts currently administered under the Harvest Allocation Policy, only the following 5 hunts have regional success factors applied to the calculation of guide quotas:

- Region 4 grizzly bear;
- Region 4 bighorn sheep;
- Region 7A grizzly bear;
- Region 7A moose; and
- Region 7B thinhorn sheep.

DISCUSSION:

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CONCLUSION:

s.13

Attachments:

s.13

s.22

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Mgr.	IH	Oct 28/11
Author	GH	Oct 28/11

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Appendix II

From: Heard, Douglas FLNR:EX
Sent: Thursday, October 13, 2011 2:13 PM
To: s.22
Subject: email you asked for

s.22

s.22

s.13

Doug Heard

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MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS
DECISION NOTE

Date: December 7, 2011
File: 280-20
CLIFF/tracking #: 181744
XR: 180592, 178938

PREPARED FOR: Andrew Wilson, Director, Fish, Wildlife and Habitat Management

ISSUE: Final allocation shares for the 2012-16 allocation period.

BACKGROUND:

The *Harvest Allocation* policy and procedure set out the mechanism by which the annual allowable harvest (AAH) for category A species are divided between two user groups – resident and guided hunters.

The *Harvest Allocation* procedure details the data method to be followed to establish percent shares (called allocation shares) that are applied to the AAH for each Category A species in order to determine the number of animals each user-group may harvest annually. These calculations are performed using an EXCEL spreadsheet called the “allocation calculator”, which relies on four broad pieces of information: estimates of the relative importance of the Category A species to resident hunters and to guided hunters, and calculations of utilization of the Category A species by resident hunters and by guided hunters.

Calculated percent shares apply for five year periods called the allocation period, with the 2012-16 allocation period beginning in April 2012.

The *Harvest Allocation* procedure states that “the director should determine the allocation shares for each category A species based on process outlined [in the procedure].” As such, it is the Director’s responsibility to set allocation shares prior to each new allocation period.

DISCUSSION:

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OPTIONS:

Option 1:

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Option 2:

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RECOMMENDATION:

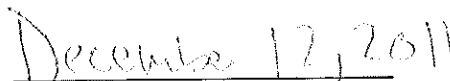
s.13



DECISION & SIGNATURE

Andrew Wilson

Director, Fish, Wildlife and Habitat Management



DATE SIGNED

Attachments:

s.13

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Author	GH	December 7, 2011

s.13

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MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS

INFORMATION NOTE

Date: January 16, 2012
File: 280-20
CLIFF/tracking #: 182519

PREPARED FOR: Honourable Steve Thomson, Minister of Forests, Lands and Natural Resource Operations

ISSUE: Implementation of the Harvest Allocation Policy and application of the Quota Variance Principle

BACKGROUND:

On December 5 2011, the Minister of Forests, Lands and Natural Resource Operations signed off a decision note to implement the Ministry Responses to the *Harvest Allocation Policy Review* document developed by former Deputy Minister Chris Trumpy (see Decision Note 178938). Concurrently, the Minister also agreed to incorporate a new section into the *Quota* procedure called the 'Quota Variance Principle' (QVP).

Not Responsive

Since those decisions, a number of questions have been raised over the implementation of the Harvest Allocation policy and the application of the QVP from both stakeholder groups and Ministry staff, specifically:

1. Does the Ministry accept the large decreases in allocation and quotas that the guiding industry will realize when the Harvest Allocation policy is fully implemented?
2. Was the QVP intended to greatly mitigate the impact of implementing the *Harvest Allocation* policy on the guiding industry by being broadly applied, or was the intent for only a narrow application of the QVP?

Ministry staff want to ensure the Minister is aware of the internal discussions occurring on these issues, prior to his meeting with representatives of the Guide Outfitters Association of BC (GOABC) currently scheduled for January 19th, 2012.

DISCUSSION:

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MINISTRY RESPONSE:

s.13

Attachments:

s.13, s.17, s.21

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s.13

s.13, s.21, , s.17

s.13, s.21,, s.17

s.13, s.21,, s.17

s.13, s.21,, s.17

s.13, s.21, , s.17

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**MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS
INFORMATION NOTE**

Date: January 25, 2012
Date of Previous Note: July 15,
2011
File: 280-20
CLIFF/tracking #: 183753
xr: OIC 07/12

**PREPARED FOR: Honourable Steve Thomson, Minister of Forests, Lands and
Natural Resource Operations, in support of the attached Order in Council**

s.12, s.13

Page 147 redacted for the following reason:

s.12, s.13

Not Responsive

Not Responsive

s.12, s.13

**MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS
INFORMATION NOTE**

Date: March 8, 2012

File: 280-30

CLIFF/tracking #: 186412

PREPARED FOR: Andrew Wilson, Director of the Fish, Wildlife and Habitat Management Branch

ISSUE: Non-use of grizzly bear allocations by guide outfitters, particularly the guide territory purchased by the Raincoast Conservation Foundation in the Coast Area.

BACKGROUND:

In 2006, Leslie Ashton was provided the guide outfitter certificate for a guide area in MUs 5-07, 5-08 and 5-09 on the west coast of the old Cariboo Region Not Responsive

Support and backing for this guide territory is provided by the Raincoast Conservation Foundation (RCF; see <http://www.raincoast.org/> for more information), an organization that publicly opposes the sport hunting of grizzly bears. According to their website, the RCF purchased a territory (presumably Ashton's) as part of their ultimate goal to "control all commercial trophy hunting territories on the BC coast." According to their website, the RCF purchased another territory in 2010.

Allocation shares for the 2012-2016 allocation period were finalized in December 2011 (see Decision Note 181744). Regional staff are currently working to finalize guide quotas for the 2012/13 licence year, and to determine the number of Limited Entry Hunting (LEH) authorizations that should be released for the spring 2012 grizzly bear LEH draw.

DISCUSSION:

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s.13, s.16

s.13, s.16

CONCLUSIONS AND NEXT STEPS:

s.13

Attachments:

Not Responsive, S13, S16

Not Responsive, S13, S16

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Dir	AW	March 30/2012
Mgr.	IH	March 15/2012
Author	GH	March 8, 2012

Appendix I

Not Responsive

s.13, s.16

s.13, s.16

**MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS
INFORMATION NOTE**

Date: April 19, 2012
File: 280-20
CLIFF/tracking #: 187484

PREPARED FOR: The Honourable Steve Thomson, Minister of Forests, Lands and Natural Resource Operation

ISSUE: Meeting between Minister Thomson and representatives of the Guide Outfitters Association of BC, scheduled for April 30, 2012

BACKGROUND:

The President (Mr. Mark Werner) and Executive Director (Mr. Scott Ellis) of the Guide Outfitters Association of BC (GOABC) have requested a meeting with Minister Thomson to discuss the Harvest Allocation Policy Review.

The Harvest Allocation Policy is comprised of a suite of eight policies and procedures designed to guide Ministry staff when making harvest allocation decisions. Those policies were revised in 2007 after several years of consultation with representatives of both the guiding and resident hunting communities.

The policy was to be fully implemented for the 2012/13 licence year, but as many guides would have realized substantial decreases in their allocations, the Minister requested that those impacts be mitigated this year.

DISCUSSION:

s.13

CONCLUSION:

s.13

Attachments: None.

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Dir	AW	Apr 19, 2012
Mgr.	IH	Apr 19, 2012
Author	GH	Apr 19, 2012

**MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS
INFORMATION NOTE**

Date: May 25, 2012
CLIFF/tracking #: 188559

PREPARED FOR: Tom Ethier, Assistant Deputy Minister, Resource Stewardship Division

ISSUE: In preparation for the meeting on May 31st, 2012 5:30 pm – 6:00 pm with Minister Pat Bell, Mark Werner, Board President and Scott Ellis, Executive Director, Guide Outfitter Association of BC (GOABC).

BACKGROUND:

GOABC is meeting with Minister Pat Bell and ADM Tom Ethier to discuss:

1. Adventure Tourism Policy concerns
2. Requests for *Wildlife Act* amendments to improve industry competitiveness.

In November 2011, *Wildlife Act* amendments were introduced to provide business certainty to the guiding industry and to provide additional recreational opportunities to youth and families. As of April 1st, 2012, there was an increase in the deadline for submission of a guide report from 10 days after the conclusion of a hunt to 30 days after the conclusion of a hunt. Extending the deadline for submission of a guide declaration made it easier for guide outfitters to comply with reporting requirements, particularly for guides in isolated areas.

As of July 1st, 2012, the ministry is increasing the length of the guiding territory certificate from a maximum of 10 years to a maximum of 25 years. The certificate can be reissued after 3/5 of the term of the certificate has elapsed, for a period not to exceed 25 years.

GOABC received \$50,000 for marketing support from the Ministry of Jobs, Tourism and Innovation for 2011/12, and a further \$30,000 for 2012/13. Support from JTI is applied to GOABC's AGM, translation services for their website and a consumer expo.

DISCUSSION:

s.13, Not Responsive

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s.13, Not Responsive

s.13

MINISTRY RESPONSE:

s.13

s.13

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Dir.	AW	May 28/12
Mgr	PL	May 25/12
Author	PL	May 25/12

s.13, Not Responsive

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s.13, Not Responsive

**MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS
INFORMATION NOTE**

Date: June 20, 2012

File: 280-20

CLIFF/tracking #: 189450

PREPARED FOR: Tom Ethier, ADM, Ministry of Forests, Lands and Natural Resource Operations

ISSUE: Update on the Harvest Allocation file

BACKGROUND:

The Harvest Allocation Policy (hereafter referred to as “the policy”) is comprised of a suite of eight policies and procedures designed to guide Ministry staff when making harvest allocation decisions.

The policy was to be fully implemented for the 2012/13 licence year. However, as many guides would have realized substantial decreases in their allocations due to its implementation, the Minister requested that those declines be mitigated for the 2012/13 hunting season. This was accomplished through the application of a *30% hardship guideline* to guides’ previous allocations (i.e. capping guides’ individual allocations to no more than a 30% change from 2007-2011 allocation values).

A decision is still outstanding on the manner and timeliness in which full implementation of the policy is to occur.

DISCUSSION:

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NEXT STEPS:

s.13

Attachments: None.

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Manager	IH	June 20, 2012
Author	GH	June 20, 2012