

- **Wilderness Recreation:** To protect remote, undisturbed natural landscapes and to provide backcountry recreation opportunities dependent on a pristine environment where air access may be permitted to designated sites.
- **Wilderness Conservation:** To protect a remote, undisturbed natural landscape and to provide unassisted backcountry recreation opportunities dependent on a pristine environment where no motorized activities will be allowed.

The general guideline for the provision of roofed accommodation within these zones has been as follows:

- Intensive Recreation: allowable.
- Nature Recreation: may be permitted.
- Special Feature: interpretive facilities only.
- Wilderness Recreation: cabins/yurts/primitive shelters may be permitted.
- Wilderness Conservation: not allowable.

Zoning plans are prepared as part of all three types of management planning documents.

GUIDELINES FOR THE CONSIDERATION OF FUTURE LODGE DEVELOPMENT OPPORTUNITIES BY TYPE AND ZONE

With the addition of section 9.1 to the *Park Act*, general guidelines and background information were needed to assist decision making about the type of roofed accommodation that may be considered in parks and the zones in which that development could be located. In response the following has been prepared:

- a categorization of lodge, or fixed roof accommodation types has been developed (Figure 1);
- an inventory of existing roofed accommodation facilities located in, and adjacent to, parks has been completed (see page 11);and,
- a matrix which combines the front/mid/backcountry tourism zonation system concept developed by the Wilderness Tourism Association, with park zones and the previously mentioned lodge type categorization (Figure 2).

These documents can be referenced by potential proponents when considering the submission of an application to upgrade an existing lodge or develop a new lodge in a park. They will also be used by BC Parks as guiding/background documents when considering such applications. As well, they can be referenced by BC Parks and stakeholders when park planning documents are being updated or new documents are being prepared in the future.

Roofed Accommodation Types

There are a variety of fixed roof accommodation 'types' associated with parks. They range from a gateway community, to a resort development composed of a number of permanent structures offering a broad range of amenities and attractions, to small structures primarily meant for emergency use with no facilities or services. Definitions have been prepared by BC Parks for six accommodation types (Figure 1).

Figure 1. Roofed accommodation definitions²

Gateway Community/Gateway Resorts:

Communities/Resorts near parks, through which tourists travel to reach their park destinations. These communities, range from those which are primarily tourist resorts, such as Silver Star (Silver Star Park) and Mount Washington (Strathcona Park), which have a range of accommodation from private use to rental property, condominiums and hotels; to resort communities such as Whistler (Garibaldi Park); and small communities such as Clearwater (Wells Gray Park) with a varied economic base of which tourism is an important component.



Resort:

A number of permanent structures that collectively offer kitchen/dining, bathrooms and bedrooms/cabins for clients offering the full range of amenities. Facilities may include attractions such as pool, tennis courts, golf course. Designed to provide a self contained experience. No size limit.



Lodge:

Generally a single building facility may include sleeping cabins, preferably but not necessarily developed to current ecolodge standards, generally a permanent structure accommodating kitchen/dining, bathrooms and bedrooms for clients offering the full range of normal amenities. Accommodation usually ranges up to 80 beds. Note: generator building, waste disposal and staff accommodation may be in additional structures.



Ecolodge:

A relatively new term used to describe a type of facility that incorporates the values of conservation and cultural stewardship into the operation, management. Special attention is paid to environmental sustainability in the design and construction, including the choice of construction materials and the use of new technologies for the management of energy, water and waste systems. Most ecolodges are very simple, low impact buildings. However others are more complex and make use of new technologies for the energy and waste systems. Ecolodges are generally located in natural areas. Accommodation usually ranges up to about 30 beds.



Cabin/hut/yurt:

Generally small structures that may have cooking facilities, water and septic. As with ecolodges, attention should be paid to sustainable choices in the design, development and management of these structures. Cabins/huts are generally located in the backcountry. Yurts are round, semi-permanent, self-supporting, canvas-covered structures, mounted on a wooden deck. This range of accommodation can sleep from 4-30 and can be made up of one or more structures (eg. hut to hut operations).



Shelter:

A small building primarily for emergency use, with no facilities or services. Historically these structures were built by outdoor groups and guide outfitters. May be open style such as an Adirondack shelter. Accommodation/sleeping for a small number of people, 4-10 is common.



² Facility definitions were compiled based on internet research.

Regional and Provincial Inventory of Existing Roofed Accommodation

Maps of each of the nine Environmental Stewardship Division Regions showing existing zoning of all large parks and the location of roofed accommodation facilities in parks, on park in-holdings (i.e., private property within the park boundary) and on land adjacent to parks have been prepared. A provincial summary map of this information is also available. Following is a table of the number of facilities that have been identified and located on these maps.

Table 1. Roofed accommodation by facility type

Facility Type	In Parks	Inholdings	Adjacent	All
Resort	5	0	34	38
Lodge	50	18	91	154
Ecolodge	1	0	0	1
Cabin/Hut/Yurt	92	5	18	96
Shelter	17	0	0	17
Total	165	23	143	331

Appendix 1 is a key map size copy of the provincial map and Appendix 2 is a key map copy of one of the regional maps.

Guidelines for Appropriate Park Lodge Types by Tourism Zonation Categories and Park Planning Zones

As stated previously, a matrix has been prepared which relates the Wilderness Tourism Association's front/mid/backcountry Zonation System concept to park zones and the lodge development types (Table 2). The resulting Roofed Accommodation Zoning Matrix segments the land base according to the degree of naturalness, type of tourism outdoor experience possible, environmental sensitivity, method of transport, intensity of use and scale of facilities. The purpose of this matrix is to provide general guidance on the type of roofed accommodation that might be considered in a park by zone. It also provides some high level information on means of access, impacts, and recreation opportunities associated with each option.

Using the general guidelines provided in this matrix the following resort/lodge types could be considered for development:

- lodges in Frontcountry Tourism Zones/Intensive Recreation Zones;
- ecolodges/cabins/huts/yurts in Midcountry Tourism Zones/Nature Recreation Zones; and,
- shelters in Backcountry Tourism Zones/Wilderness Recreation Zones.

Resort communities and resorts would normally be located outside parks and Wilderness Conservation Zones would normally have no roofed accommodation facilities.

Table 2. Roofed Accommodation Zoning Matrix
(Combining Wilderness Tourism Association's and BC Parks' current systems)

Wilderness Tourism Association	Frontcountry Large volumes of tourists in a naturally scenic area which may have human altered environment		Midcountry High quality natural environment not always wilderness	Backcountry High quality wilderness experience, Pristine environment	
BC Parks Current Zoning System (Special Feature Zone n/a, 1.2%)	Outside Park*	Intensive Recreation (In park) 1.2%	Nature Recreation (In park) 19%	Wilderness Recreation (In park) 69.2%	Wilderness Conservation (In park) 9.4%
Resort/ Lodge Types (all development types could be considered in each zone up to the type shown)	Gateway Resort Communities <i>i.e. Whistler</i>	Lodges <i>i.e. Manning Park Lodge</i>	Small Lodges <i>i.e. West Coast Resorts (Tweedsmuir)</i>	Cabins <i>i.e. Wells Gray Chalets</i>	No Facilities
Objective	To provide a wide range of tourist services subject to municipal/ regional zoning	To provide for a variety of readily accessible outdoor recreation	To protect scenic values and provide for backcountry outdoor recreation	To provide a remote, undisturbed natural landscape and to provide backcountry recreation in a pristine environment	To protect a remote, undisturbed landscape and to provide unassisted backcountry recreation opportunities
Use level	High subject to zoning	High	Medium	Low	Very Low
Examples of zoning	n/a	Mount Robson Park visitor centre and campground area	Core area, Cathedral Park	Quanchus Mountains, Tweedsmuir Park	Garibaldi Park Nature Conservancy Area
Size of zone	n/a	Usually less than 2000ha	Small to large	Large	Large
Means of access	Highway	All weather road	Trail/water/air; may use rough 4x4 road access	Aircraft and Non-mechanized and non-motorized land access	Non-mechanized and non-motorized
Impacts on natural environment	High	Human presence noted through high facility development and land impact	Human presence moderate/facility blends in with area	Human presence low/facility presence blends with area	Human presence low
Recreation Opportunities/ Facilities	A wide range of activities subject to municipal/ regional zoning	A wide range of recreation opportunities; may be intensively developed for user convenience	Primarily non-motorized use; can include a wide range of non-road associated recreational uses including snowmobiling, aircraft access, hell-hiking/skiing, trails, accommodation buildings, docks	Backpacking, nature appreciation, fishing, hunting; minimal development can be provided for convenience/ safety	Backpacking, nature appreciation, canoeing, etc.

* Not a component of BC Parks zoning.

LODGE DESIGN/DEVELOPMENT GUIDELINES

Facility Design Principles

A set of general lodge facility design "principles" has been prepared in the form of questions that will be asked of each lodge development proposal received (Appendix 3). The question format has been used in keeping with the approach followed in the BC Parks Park Design Guidelines and Data manual. They promote design that requires the least visible development, and will help to ensure that natural park landscapes are maintained now and in the future.

Infrastructure Guidelines

Guidelines for sustainable design, energy management, and sewer and water infrastructure have been developed. These guidelines will be used to evaluate lodge development proposals that are received by BC Parks.

When these design principles and infrastructure standards are finalized they will be incorporated directly into the Park Design Guidelines and Data Manual.

ANALYSIS OF FINANCIAL BENEFITS TO THE PROVINCE

A high level analysis of the economic value of existing lodges in and adjacent to parks will be carried out. As well, an economic/financial analysis will be carried out to identify the demand and opportunities for new lodges. The detail of the analysis will be dependent upon the quality of available information.

POTENTIAL LODGE OPPORTUNITIES TO BE IDENTIFIED AND MARKETED BY THE PROVINCE

Potential Opportunities Identified In Existing Park Management Plans

Even though the *Park Act* previously allowed for lodge developments and zoning guidelines allowed for fixed roof accommodation in at least three of the five zones, there was no priority or strategy to seek opportunities for their development. Nonetheless, as background to the identification of sites which may be suitable for roofed accommodation in the parks system, all existing park management documents were reviewed. As a result of this review, 11 parks plans were identified which included recommendations about roofed accommodation. These recommendations did not, for the most part, involve any detailed analysis of the benefits and impacts of these proposals. However, the fact that specific recommendations or observations were made about roofed accommodation in these parks provides an early indication that further evaluation should be considered.

Other Potential Park Opportunities for New/Upgraded Lodge Development

In addition to the potential lodge locations provided in park management plans, other parks have been identified by BC Parks as having potential sites for lodge development or the opportunity to upgrade existing lodges. A number of sources were used including: potential lodge development opportunities identified during park management planning processes but not incorporated into subsequent management plans; tourism opportunity studies; and, staff knowledge about parks and their potential to support roofed/lodge accommodation. No site assessments, impact assessments, discussions with existing operators, market studies or business case analyses of these locations have been carried out to date. Appendix 4 provides a tabular description of these parks and potential opportunities; Appendix 5 provides a key map of the province showing the location of these parks.

Evaluation of Identified Sites

Once a complete list of candidate park lodge sites has been developed by BC Parks, they will be evaluated utilizing criteria such as:

- Management Plan and zoning issues/needs/guidance;
- Analysis of environmental and social issues, concerns and values associated with each site (e.g. existing park use, rare or endangered species/habitats, midden sites);
- First Nations interests and concerns that are identified as a result of consultations conducted by BC Parks;
- Potential for impacts associated with the development on areas close to the proposed site (e.g. areas of visitor use, other facilities, unique landscape features);
- Infrastructure and access issues;
- Compliance with Acts, regulations, BC Parks policies, etc.; and
- Stakeholders/agencies/local government interests and concerns.

Market Analysis of Opportunities

A market analysis may be carried out on the best candidate sites identified through the evaluation outlined above. This analysis will look at the demand for lodge based accommodation opportunities in the general geographic area being considered, other similar businesses that could be impacted and whether the impact would be positive or negative.

Final Site Selection

Once the site analyses have been carried out, a list of sites which have been identified as suitable for lodge development will be established. It will primarily focus on opportunities to develop lodges that fit within the lodge or ecolodge category (Table 2). Approximately two potential lodge development sites will be identified, each occurring within a park, in each of five general regions of the province. This will provide a list of 10 potential locations for lodge development.

The key map of the province in Appendix 2 outlines the regions to be used. They are symbolized by the Olympic Rings. This will be part of the marketing/communication strategy to be developed which will be connected to marketing associated with the 2010 Olympics.

Management Plan Direction and Zoning for New Lodge Opportunities

Where management plans exist for parks with proposed lodge development sites, the opportunity being considered may not be specifically dealt with in the plan for the park. However, the lodge opportunity should support recreational activities that are compatible with the general management direction provided in the plan.

The type of lodge accommodation being considered for each site should also fit within the direction provided in the Roofed Accommodation Zoning Matrix in Figure 2; or, would meet the following zoning amendments for the site:

- Intensive Recreation: as this zone allows the highest level of facility development, no zoning amendment would be required;
- Nature Recreation: zoning amendment could be considered to the Intensive Recreation Zone;
- Special Feature: any proposed zoning amendment would have to be evaluated on a case by case basis; in general no amendment to this zoning would be considered;
- Wilderness Recreation: zoning amendment could be considered to the Nature Recreation Zone;
- Wilderness Conservation: zoning amendment could be considered to Wilderness Recreation Zone.

This option to consider amendment of a park zone is, in part, recognition that at the time most plans were prepared fixed roof accommodation was not an opportunity that was contemplated. Any such zoning amendment would need to be supported through the process of site evaluation outlined above, and would normally cover only the footprint of the lodge and its associated facilities.

Procurement Process

Once the final list of potential lodge development sites has been prepared, a two-step procurement process will be implemented. The first step will be a call for Expressions of Interest. This step will advertise the lodge development opportunities and will invite parties to submit an expression of interest to develop a lodge in one or more of the identified locations. It will ask for a description of the proposed lodge, including the type and general design; responses to any issues that have been identified by BC Parks related to the site; servicing and economic feasibility; preliminary market study; and financial ability.

If acceptable Expressions of Interest are received for an identified site a Proposal Call process will follow. This process will be limited to those who have submitted acceptable Expressions of Interest. At this stage detailed information on the proposal will need to be provided including technical assessment of the site; detailed project description and design; detailed financial plans and capacity; and an impact assessment. A separate

policies and procedures document provides detailed information on these steps in the procurement process.

It is expected there will be some potential lodge development sites that are identified for which an acceptable development proposal is not selected through the proposal call process. In these situations, when unsolicited interest in park lodge development is received by BC Parks, they can be directed, subsequent to the proposal call process, to these sites for consideration.

Marketing/Communication of Opportunities

It is proposed that a three-stage marketing strategy be developed for the offering of the lodge development opportunities on selected sites, in and possibly adjacent to, parks and the marketing of these lodges once developed. The theme of the marketing strategy will be to connect the 2010 Winter Olympics with touring and visiting BC and experiencing the incredible natural diversity of the province's park system.

The first stage would be to announce that policy and procedures have been developed by BC Parks to consider lodge applications. This announcement will also identify that a limited number of specific candidate sites will be identified by BC Parks within the following six months.

The second stage of the marketing strategy will involve the development of an advertising campaign to outline the background and purpose for the development of the new lodge opportunities at sites selected by BC Parks; and to provide information on the sites selected. It will describe how they are to be linked together, when developed, to form an important component of an advertising campaign about nature-based tourism opportunities in British Columbia. The objective of this stage will be to generate interest in parties submitting proposals for these opportunities.

The third stage will be an advertising campaign intended to attract visitors to the new lodge developments, including out of province/country visitors that have high expectations for their experience. It will include a component related to existing lodge facilities in, and adjacent to, parks which meet the design and operational standards; and, will identify opportunities for resident tourists, including those who are attracted to more modest cost accommodation.

The campaign's focus on attracting visitors will be linked to the 2010 Olympics and will have a theme related to experiencing the natural wonders of British Columbia. This campaign could be developed for the period leading up to the Olympics, during the games and years after. During the Olympic year an advertising campaign could be developed around visiting these lodges and thereby receiving some games related benefits.

RESPONSE TO UNSOLICITED PROPOSALS

Unsolicited proposals not associated with the BC Parks Lodge Strategy will be considered by BC Parks. A separate policy and procedures document has been prepared which outlines how these applications, as well as the call for Expressions of Interest and Proposal Call processes, will be administered. Once the Policy and Procedures document is finalized, approved and made publicly available, BC Parks will be able to accept these applications.

TIMETABLE AND BUDGET

Site Selection

As of May, 2004 the site selection for potential lodge development opportunities has been initiated. It is expected that it will take until the early summer of 2005 to complete this work including initial site identification, site assessments, public and First Nations consultation and management plan review. The estimated incremental cost of carrying this out in additional staff time and in consultant and other funding is \$350,000.

Design/Development Standards

Initial work has been carried out by BC Parks, as outlined in Appendix 3, on the preparation of lodge facility design/development principles and guidelines. It is estimated that an additional \$25,000 will be required to contract outside design expertise to complete the standards. This work could be completed by October 1, 2004.

Financial Analysis

It is estimated that it will cost \$50,000 to carry out the financial analysis outlined above. It will take approximately two months to complete this work once the full funding is available.

Procurement Process

The procurement process will be carried out in-house. The incremental cost will be to cover required additional staffing resources and the cost of advertising the opportunities. It is estimated this will cost \$75,000. The procurement process would occur between the fall and early winter of 2005.

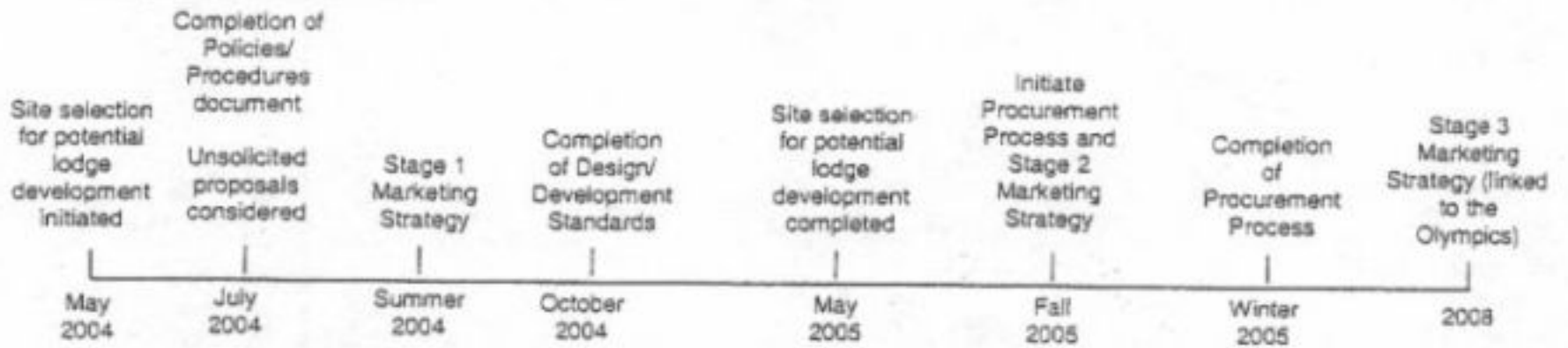
Marketing/Communication of Opportunities

As of May 2004, no work has been carried out on the marketing strategy outlined above and therefore no estimate of the cost can be made at this time. The first stage of the strategy would be carried out when the lodge policies and procedures are complete, which is estimated to be mid to late summer 2004. The second stage would occur in the fall/early winter of 2005 associated with the procurement process. The final stage associated with attracting visitors would likely start one to two years prior to the Winter Olympic Games.

Response to Unsolicited Proposals

The Policies and Procedures document is scheduled to be completed by the end of June. Once it receives approval BC Parks will be able to accept unsolicited proposals.

Figure 2. Timeline



BC Parks Lodge Strategy

**ROOFED ACCOMMODATION
IN THE BC PROVINCIAL PARKS AND PROTECTED AREAS SYSTEM**

POLICIES AND PROCEDURES

Ministry of Water, Land and Air Protection
Environmental Stewardship Division
Parks and Protected Areas Branch

September 2004 (version two)

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1. POLICY APPLICATION

This policy applies to the expansion of existing and the development of new Lodges within Provincial Parks and protected areas.

2. DEFINITIONS

Expression of Interest means a written statement of interest in response to a Request for Expressions of Interest, which statement will include, without limitation, identification of the proposed Permit Area; a description of the nature and scale of proposed Lodge Development; general information on the management structure and financial capability of the person submitting the statement to carry out the Lodge Development; and, such other information as described in section 5.4.4.

Formal Proposal means a conceptual development plan for the Lodge Development that includes: a technical assessment of the proposed Permit Area; the business case for the Lodge Development; an assessment of environmental and land use issues created by the Lodge Development and proposed mitigating measures in respect of those issues; evidence of the proponent's financial capability; a summary of the ownership and management structure of the proponent for the proposed Lodge Development; and such other information as described in section 5.5.4.

Interim Lodge Park Use Permit means a Park Use Permit issued to a successful proponent upon formal approval of a proposal for a period of up to one year under which the permittee will be required to prepare a Long Term Development and Management Plan.

Lodge means fixed roof accommodation and includes a resort, Lodge, ecolodge, cabin, hut, Yurt, and any other shelter defined in the BC Parks Lodge Strategy document.

Lodge Area means the footprint of the lodge and associated structures.

Lodge Development means development of a Lodge and its associated structures within Provincial Park boundaries.

Long Term Lodge Development and Management Plan means a description of the planned Lodge development and its associated ongoing management.

Lodge Park Use Permit means a permit issued under the *Park Act* for Lodge Development within a Provincial Park.

Permit Area means the area of a Provincial Park in which activities of the permittee are taking place and includes the Lodge Area and all other areas of a Provincial Park in which services are being provided by the permittee to Provincial Park visitors.

Provincial Park means either a park as that term is defined in the *Park Act* or a protected area established under the *Environment and Land Use Act*.

3.FORM OF ALLOCATION

A Lodge Park Use Permit will allocate rights to the successful proponent for a Lodge Development in a Provincial Park.

4.PROPONENT ELIGIBILITY

Expressions of interest may be submitted by:

- Canadian citizens or permanent residents (landed immigrants) 19 years of age or older;
- a registered non-profit society;
- a corporation registered in British Columbia or incorporated under the laws of Canada;
- a First Nation/Indian Band; or,
- a municipality or regional district.

5.LODGE SITE IDENTIFICATION AND ALLOCATION PROCESS

There are two approaches to the process which will be used to identify a potential Lodge Development opportunity. The first will be for proposals made to BC Parks by third parties. It is described in section 5.1. The second will be for proposals identified by BC Parks. This approach is described in section 5.2.

Appendix One is a flow chart of the process to be followed for the identification and allocation of Lodge Development opportunities.

Appendix Two provides a summary of the screening criteria used to evaluate Expressions of Interest, and Formal Proposals for Lodge Developments.

The process to be followed for proposals received for the upgrading of an existing Lodge would be the same as the process outlined in Appendix One except that there would be no Request for Expressions of Interest or Request for Proposals. That is, BC Parks would deal with these applications as they would with unsolicited applications where there are no other interested proponents.

All allocation processes will be tailored to the scale and scope of the proposed Lodge Development, it being the intention of BC Parks that a simplified approach will be utilized for small projects such as the development of a cabin or shelter.

5.1 Unsolicited Lodge Development Proposals

A Lodge Development proponent may submit a proposal for a Lodge Development in a Provincial Park. This proposal should:

- include a description of the proposed Lodge Development, including the type and size of the Lodge;
- include a description of the proposed Permit Area and Lodge Area under consideration, including location and services to be provided to guests; and

recreational activities in which guests would be expected to engage in the Provincial Park that is the subject of the proposal.

5.2 Lodge Development Opportunities Identified by BC Parks

As outlined in the BC Parks Lodge Strategy, BC Parks will also identify Lodge Development opportunities through direction provided in park management plans or planning processes, tourism opportunity studies, and staff knowledge.

5.3 Site Evaluation

5.3.1 Preliminary Screening of the Proposed Site

BC Parks will, as described in section 5.2.2, complete a preliminary screening of Lodge Development proposals/opportunities based on information provided by proponents, immediately available data and professional expertise (see Appendix Four). A decision on whether a proposal or BC Parks identified opportunity may proceed to the next stage of the process will be based on its compatibility with the management plan zoning and direction for the Provincial Park which is the subject of the proposal/opportunity (particularly as it relates to the type and level of recreational uses proposed), and the anticipated significance of potential positive and negative impacts of the proposed Lodge Development on the Provincial Park which is the subject of the proposal/identified opportunity.

Discussions may be held by BC Parks with other ministries or government corporations (including Land and Water British Columbia Inc.) about the potential for Lodge Development sites outside and adjacent to the Provincial Park for which a proposal has been received.

5.3.2 Preliminary Screen Report and Decision

A Preliminary Screen Report on Lodge Development proposals/opportunity, as described in Appendix 4, will be completed by BC Parks and consists of four main parts:

- Description of environmental and social issues, concerns and values that have been identified associated with the lodge proposal;
- First Nations interests and concerns that have been identified as a result of consultations conducted by BC Parks;
- Potential community stakeholder interests and concerns;
- A completed Preliminary Screen checklist which addresses compliance issues and potential impacts;
- A decision statement which provides a record of the preliminary screening decision.

BC Parks may make one of the following decisions on the outcome of pre-screening the Lodge Development Proposal/opportunity:

- The proposal/opportunity is approved to proceed to the Request for Expressions of Interest stage;

- o Wilderness Conservation: zoning amendment could be considered to Wilderness Recreation Zone; and, there is likely to be a low risk to protection of natural, recreational and cultural values.

The possibility that BC Parks may consider a zoning amendment as outlined above is in part a recognition that at the time most management plans were prepared, Lodge Development was not an opportunity that was contemplated for most Provincial Parks. Any such zoning amendments would need to be supported through the evaluation process outlined in this policy, and would normally only cover the Lodge Area.

5.4.2 Proposal Does Not Fit Park Plan or Zoning

Where it has been determined by BC Parks that a Lodge Development proposal received from a proponent is contrary to the general zoning and management direction provided in a park management plan (i.e. it is inconsistent with direction on the types of recreational activities allowed), the proponent will be informed that BC Parks cannot consider the proposal at that time. The proponent will also be advised of the steps that would be required for their proposal to be re-considered.

The steps outlined by BC Parks for a proponent's proposal to be re-considered could require the proponent to carry out a public consultation process, satisfactory to BC Parks, to identify whether there is public support for the proposal. If this process is carried out by the proponent and it demonstrates there is such public support, BC Parks may then allow the proposal to proceed to the Expression of Interest stage but with a clear statement of any issues to be resolved and additional assessments required.

BC Parks may then elect to consider a park management plan amendment in parallel with the Expression of Interest process or consider a consequential update to the plan subsequent to the final decision on the proposal.

If the proponent is allowed to proceed to the Expression of Interest and Proposal Call stages and this results in a different proponent being awarded a Lodge Park Use Permit for the Lodge Development opportunity, then BC Parks will require the successful proponent to reimburse the original proponent for the costs incurred by it in carrying out the public review process for the park management plan amendment.

5.4.3 No Plan in Place

If a Lodge Development proposal is received from a proponent or has been identified by BC Parks for a Provincial Park which does not have a management plan in place, appropriate park management direction for the Provincial Park will need to be developed by BC Parks before the proposal/opportunity can be considered.

The detail of the management direction needed will be determined by BC Parks based on the nature of the application; the potential impacts (both positive and negative) it could have; consultations required with First Nations and others; potential concerns and interests from stakeholders, adjacent communities and other businesses; and, other relevant considerations. At a minimum the park management direction prepared by BC Parks will be at the level of a Purpose Statement and will include the development of park zoning

direction for the Lodge Area under consideration and any adjacent area considered necessary.

In these cases, the Assistant Deputy Minister (ADM), Environmental Stewardship Division, will determine if the proposal received warrants the development of this park management direction. This decision will be at least partially based on the preliminary screen that is carried out on the proposal as outlined in section 5.3.1. If the decision is that it should be developed, once that has occurred, the ADM, the Deputy Minister or the Minister may approve the park management direction developed.

If the ADM determines that a park management direction document will not be prepared in response to a proposal received from a third party, or the result of the development of this park management direction is that the proposal will not be considered, the proponent will be informed that BC Parks cannot consider the proposal at that time. The proponent will also be advised of the steps that would be required for the proposal to be re-considered.

As for the situation outlined in section 5.3.2 above, the steps outlined could require the proponent to carry out a consultation process, satisfactory to BC Parks, to identify the level of public support for the application. If this process is carried out by the proponent and it demonstrates there is public support, BC Parks could then decide to develop the necessary park management direction, or consider an appropriate amendment to the park management direction document that had been prepared.

If a proponent led public process results in the development of a park management direction document, or the amendment of a park management direction document that had been prepared by BC Parks, and a subsequent public procurement process leads to a different proponent being awarded a Lodge Park Use Permit for the Lodge opportunity, then BC Parks will require the successful proponent to reimburse the original proponent for the costs incurred by it in carrying out the public process.

5.5 Request for Expressions of Interest Stage

BC Parks will periodically issue Requests for Expression of Interest for proposals received from third parties and opportunities it has identified which have been approved to proceed to this stage. The frequency with which these requests are issued will be dependent on the number of proposals/opportunities that have been approved to proceed to this stage. However, for proposals received from third parties, a decision on whether or not to approve the proposal to proceed to the issuance of an Expression of Interest will occur within three months after the proposal is submitted to BC Parks. Requests for Expressions of Interest may be issued for one Lodge Development opportunity or, if warranted, several opportunities at the same time.

5.5.1 Request for Expressions of Interest Process Following Approval of a Lodge Development Proposal

If a proposal for a Lodge Development is permitted to proceed to the Request for Expressions of Interest stage, BC Parks will place advertisements in accordance with requirements set by BC Parks under section 5.4.3 and which:

- a) describe the proposed Permit Area and Lodge Area,
- b) invite the general public to provide written comment on the proposed Lodge Development, and
- c) invite persons interested in submitting a Lodge Development proposal to forward an Expression of Interest to BC Parks within 30 days and sets out the requirements for an Expression of Interest.

Evaluation of the public comments and of the Expressions of Interest received will form the basis of the decision of whether to proceed to the Proposal Call process for this Lodge Development proposal (see section 5.5).

5.5.2 Components of an Expression of Interest

The standard components of an expression of interest include without limitation:

- Details outlined in section 5.2 for the Lodge application;
- Steps to be taken to mitigate any environmental or social issues or concerns identified;
- Response to any specific issues raised in the Application Preliminary Screen Report and Decision Report (see section 5.4);
- Servicing plan, including sewer, water and power servicing;
- Economic feasibility study (may not be required for small Lodge proposals);
- Potential First Nations, local community and park benefits;
- Preliminary market study (may not be required for small Lodge proposals);
- Management structure (may not be required for small Lodge proposals);
- Financial ability.

Information sources which may be used by a person in completing an Expression of Interest include but are not limited to people including BC Parks staff and other experts, interviews, traditional knowledge, public consultation, existing information sources (e.g. maps, airphotos, reports), or original fieldwork (e.g. surveys, research, monitoring projects).

5.5.3 Expression of Interest Detailed Screen Decision and Report

Upon completion of the expression of interest stage, BC Parks will undertake the following general assessments:

- A review of the written responses received from the public on the lodge proposal;
- Determine that First Nations consultation has occurred to ensure aboriginal interests are addressed;

- Identification of the issues, concerns and values identified in the Expression of Interest stage;
- Identification of the potential effects of the issues and concerns raised;
- Identification of opportunities for mitigation of these effects;
- Identification of any cumulative effects that may occur due to the changes to the landscape or interactions with other recreational activities in the park.

5.6 Formal Proposal

5.6.1 Requesting a Formal Proposal

Where a Request for Expression of interest process has been completed in which only one Expression of Interest has been received and BC Parks has reached a decision to proceed to the next stage, only that proponent will be asked to submit a formal proposal (see section 5.6.3).

5.6.2 Issuing a Proposal Call

A proposal call will be made where, following a Request for Expressions of Interest process, BC Parks has selected certain proponents to make a Formal Proposal for a Lodge Development.

5.6.3 Components of a Proposal Call

A proposal call document will contain the following information:

- a description of the Lodge Area and the Permit Area;
- suitable location maps at appropriate scales;
- allowable access information;
- summary of pricing and other policies applicable to the Lodge Development;
- request for information on management structure and financial capability of proponent;
- where it is determined to be necessary at the Request for Expressions of Interest stage, a request for a Level Two, Detailed Screen as outlined in the BC Parks Impact Assessment Process;
- request for a conceptual Lodge Development plan;
- the components required in the expression of interest process;
- evaluation criteria.

5.6.4 Components of a Formal Proposal

A Formal Proposal submitted by a proponent through the process outlined in section 5.6, will be required to contain, the following information:

- technical assessment of the proposed Permit Area, including a detailed contour/topographic map;
- proposed Lodge Development description (including infrastructure requirements) and proposed design (BC Parks Park Lodge design guidelines to be used as a reference document **add a URL**);

- servicing plan, including sewer, water and power servicing;
- economic feasibility, including detailed performance, cash flow projections, Lodge Development cost estimates and a market assessment (may not be required for small Lodge development proposals);
- potential services in kind and other benefits that would be offered by the proponent that contribute to management of the park in which the Lodge is to be located;
- if it has been determined to be necessary at the Request for Expressions of Interest stage, a Level Two, Detailed Screen as outlined in the BC Parks Impact Assessment Process;
- land use issues and proposed resolution of conflicts, if any;
- summary of ownership and management structure of the proponent;
- evidence of financial capability of the proponent.

BC Parks will, as appropriate, seek input from First Nations, local government, stakeholders and interested members of the public on formal proposals received. Review may be in the form of referrals to selected agencies and organizations, public open house(s), and/or public meeting(s).

The successful proposal will be that which is judged the best under the evaluation criteria in the proposal call. BC Parks is not obliged to select or approve any formal proposal.

Upon approval of a formal proposal, when it occurs, a news release will be issued stating the details of the proposal which has been approved.

5.7 Interim Park Use Permit

Upon approval of a Formal Proposal, the successful proponent will (subject to compliance with section 20 of the *Park Act*) sign an Interim Park Use Permit under which the proponent will be required to prepare a Long Term Lodge Development and Management Plan based on the approved Formal Proposal and obtain its approval from BC Parks.

BC Parks will issue the Interim Park Use Permit for a term of one year, to permit completion and approval of the Lodge Development and Management Plan. At this stage, if it has been determined by BC Parks to be necessary due to the scale of the proposal, a Full Impact Assessment Report as outlined in the BC Parks Assessment Process (<http://wlapwww.gov.bc.ca/bcparks/conserve/impact/impact.htm>) must be prepared by the proponent (BC Parks will provide the terms of reference for the report).

If the proposed Lodge Development is small in nature (e.g. small lodge, cabin), BC Parks may forego the Interim Park Use Permit step and immediately negotiate the details of the Lodge Park Use Permit for the Lodge Development with the successful proponent.

5.8 Lodge Development and Management Plan

The Lodge Development and Management Plan will provide a guide for the long-term development and management of the Lodge Development. The content of the Plan will vary in accordance with the following:

- type and size of Lodge Development proposed;

- status of operation (i.e. new, or expansion of existing operation).

The detail and content of the plan, which will be determined by BC Parks in consultation with the proponent, will depend on the size and potential impact of the proposal. It may be required to contain information on the following topics:

Site Evaluation

- physical site analysis;
- impact assessment and resource conflict evaluation mitigation;

Development

- phasing plan for development and construction;
- architectural design concept; location, size, and use of proposed building(s);
- access plans;
- recreation activity potential and plans;
- non-recreation and social services amenity plans;
- overall area capacity ("comfortable carrying capacity") and design capacity of the facility;
- development sequence;
- civil engineering report; water and power distribution system plan; sewage treatment and drainage plans;
- accommodation plan (if applicable), including employee housing;

Compliance

- confirmation of compliance with the *Park Act*, park management plans and zoning under them;
- an outline what aboriginal interests were identified, how consultation took place, and how all aboriginal interests have been addressed.

The Lodge Development and Management Plans will form an integral part of the Lodge Park Use Permit.

5.9 Lodge Park Use Permit Agreement

The purpose of the Lodge Park Use Permit Agreement is to:

- enumerate the actions to be completed by the proponent prior to completing and managing the Lodge Development;
- list other conditions which must be met by the proponent under the Park Use Permit;
- identify the Permit Area which is the subject of the Lodge Park Use Permit;
- establish a mechanism for amending the Lodge Development and Management Plan;
- describe the right of and methods to be used by BC Parks' staff in monitoring performance;
- specify remedies available to BC Parks if the proponent breaches the terms and conditions of the permit;
- specify the rights of the proponent.

The format of the Lodge Park Use Permit may vary with each Lodge Development proposal, but will address specifically:

- definitions;
- statement of objectives;
- conditions for issuance of the Lodge Park Use Permit;
- covenants of the proponent;
- fees;
- performance and security bonding requirements;
- transfers and encumbrances;
- events of default and remedies for default;
- ownership of improvements;
- phasing provisions;
- others as required.

The Lodge Park Use Permit may be modified for the upgrading of existing Lodges where approved by BC Parks.

5.10 Permit Area

The Permit Area identifies an area of the Provincial Park in which development will be controlled under the Lodge Park Use Permit.

The Permit Area will include the Lodge Area adjacent areas used to provide Lodge based services.

The proponent will assume occupier's liability responsibilities for the Permit Area.

5.11 Debriefing

BC Parks will, as appropriate, include in the Request for Expressions of Interest and the Requests for Proposals the possibility for a debriefing session which may be requested by a proponent who is unsuccessful in those procurement processes.

6. PERMIT ADMINISTRATION

6.1 Pricing

6.1.1 Administrative Fees

Application fees and other administrative fees are set out in section 53 of the Park and Recreation Area Regulation.

Application fees for Lodge Developments are based on actual costs at \$50/hour of staff time or \$3,300 whichever is greater.

6.1.2 Annual Rent

Permit Fee

The annual Lodge Park Use Permit fee for a Lodge is \$500 per year and a percentage of gross revenue as identified in the Lodge Park Use Permit. These fees are in addition to the administrative fees described in section 6.1.1.

Financial Statements and Audit

Financial statements must be filed with BC Parks within 120 days of the end of the proponent's fiscal year.

Upon reasonable notice, BC Parks may require an independent audit of the revenue of the Lodge Development.

6.2 Term and Permit Replacement

The standard term for a Lodge Park Use Permit will range from 20 to 40 years depending upon the size and nature of the Lodge Development.

In most cases, lodge permit holders will be allowed to apply for a permit replacement for a period of time following the middle of the permit term. Replacement of permits will be at BC Parks' discretion. BC Parks may decline to replace a permit for any reason, including without limitation if the existing permit is not in good standing, if Lodge Development has not been completed in accordance with the Lodge Development and Management Plan, or where to decline to replace the permit is deemed to be in the public interest.

6.3 Insurance

A permit holder will be required to purchase, and be responsible for maintaining, a minimum of \$2 million of comprehensive general liability insurance during the term of the permit. The permit holder must provide proof of insurance (through a Province of British Columbia certificate of insurance) before the permit will be issued.

6.4 Security

A security deposit will be required to be posted by the permit holder where any improvements on, or changes to, the Permit Area are proposed. The security deposit may be used for any type of clean-up or reclamation of an area, for overdue permit fees, and/or to ensure compliance with other requirements of the permit.

Under the Lodge Park Use Permit, BC Parks will require the successful proponent to provide a performance bond to guarantee the completion of each phase of development. The amount of the bond will be established at the discretion of BC Parks.

6.5 Assignment and Sub-permitting

Assignment is the transfer of the permit holder's rights to a third party including by way of mortgage. Sub-permitting means permitting a third party to exercise rights granted to the permit holder.

Assignment or sub-permitting will require the prior written consent of BC Parks. The assignee or sub-permit holder must meet eligibility requirements. BC Parks may refuse the assignment or sub-permitting of a permit by any permit holder that is not using its permit diligently, or if the details of the assignment or sub-permit are not acceptable to BC Parks

Interim Park Use Permits can not be sub-permitted or assigned.

6.6 Monitoring and Enforcement

Permit terms and conditions, including requirements contained in the Lodge Development and Management Plan, form the basis for monitoring and enforcing the Permit. Enforcement provisions from the *Park Act* and regulations under it may also apply.

BC Parks may cancel or adjust a permit (including the permit area and/or the management plan) any time during the term of a permit, without compensation, where the terms and conditions of the permit are not being met.