

*Northeast Region
Ministry of Natural Resources*

CROWN LAND RECREATION PLAN TEMAGAMI INTEGRATED PLANNING



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TEMAGAMI INTEGRATED PLANNING



June, 2007

**Northeast Region
Ministry of Natural Resources**

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Contact:

Ministry of Natural Resources
North Bay District Office
3301 Trout Lake Road
North Bay, ON
P1A 4L7

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Approval Statement

Dear Sir/Madam:

The Ministry of Natural Resources, Field Services Division, is pleased to approve the Crown Land Recreation Plan for the Temagami Planning Area.

This plan includes resource management direction to address many of the issues which affect recreational use of Crown land in the planning area as identified in the Temagami Land Use Plan, by MNR staff, and through consultation with other governments, stakeholders and the general public.

The plan includes an implementation strategy and a summary of the public consultation that has occurred as part of the planning process.

I extend my sincere thanks to all those who have participated in the planning process and contributed valuable ideas which have contributed to completion of this plan.

Yours truly,



Eric Doidge
Regional Director
Northeast Region



Date

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Crown Land Recreation Plan

SECTION I: TEMAGAMI INTEGRATED PLANNING PROCESS

1.0 INTRODUCTION

1.1 Background

The Temagami area is located 100 km north of North Bay and covers approximately 650,000 hectares of varied and rugged terrain (Refer to Figure 1). Much of the area is forested and relatively remote, offering solitude and challenge for those seeking a backcountry recreation experience.

The Temagami area is renowned for its rugged, forested landscape as well as its significant natural, cultural and recreational resources. Temagami has been a tourist destination for over a century, and with over 2,400 kilometers of interconnecting canoe routes and portage trails it is considered one of North America's premier canoeing destinations. Temagami encompasses numerous lakes and beaches, rivers, rapids and waterfalls, old-growth forests, rolling hills, rock outcrops, glacial features, steep cliffs and occasional canyons. These all combine to provide a rich diversity of rugged and scenic landscapes and offer opportunities for high quality backcountry travel and wilderness recreation. Popular summer activities include canoeing, camping, swimming, boating, fishing and wildlife viewing. In winter, the Temagami area is highly regarded as a destination for snowmobiling, dog sledding, snowshoeing and ice fishing. Hunting is another popular recreational activity that takes place from late summer into early winter.

The area attracts visitors from provincial, national and international markets. Recreational use is quite high, with a 1995 survey estimating over 60,000 visitor days of wilderness canoeing and other backcountry use. Use is expected to increase with growing interest in adventure travel and relatively accessible wilderness experiences. The majority of travel into the core parks and conservation reserves occurs from Crown land access points that are a considerable distance away from the protected areas. Often, recreational users travel in and out of parks, CRs and Crown land continuously, unaware of the land use designations they cross.

Five provincial parks covering 104,248 hectares lie in the western part of Temagami. Surrounding the parks are eight conservation reserves which make up an additional 42,836 hectares of protected area. The remaining land base subject to the Temagami Integrated Planning (TIP) process consists of Crown lands (approximately 503,000 hectares).

Until the early 1990s, the Ministry of Natural Resources played an active role in maintenance of Temagami's recreational land base. This primarily included

making use of the Ontario Ranger program to provide staff and resources to undertake canoe route, portage and campsite maintenance.

Changing government priorities led to discontinuance of the maintenance program by the provincial government in the early 1990s. The shortfall in recreational maintenance was recognized in the approved *Temagami Land Use Plan* in its paper The Temagami Recreation Area Strategy. Since that time, some tourism operations, youth camps and other users have undertaken some maintenance on selected canoe routes and campsites on Crown Land of which they make the most use. In addition MNR–Ontario Parks commenced the operation and active management of the five provincial parks covered in this planning process in 2004. However, the lack of maintenance, and high concentration of use in the more accessible areas of Crown land and conservation reserves have caused campsite conditions to deteriorate.

The Background Information document prepared as part of this planning process provides a detailed description of the natural, geographical and cultural environments that make up the Temagami Area.

1.2 An Integrated Planning Process

Management direction for the TIP Area will comply with the *Temagami Land Use Plan (TLUP)*, Ontario's Living Legacy (1999) where applicable, and associated protected areas legislation and policy. However, major land use decisions and management direction for the TIP area are outlined within the TLUP. This document reaffirmed Temagami's existing provincial parks and identified four primary land use zones for the entire Temagami area as follows: Protected Areas, Special Management Areas, Integrated Management Areas, and Developed Areas. These four types of zones are subdivided into 59 specific management areas. The TLUP continues to provide the overall direction for the management and use of natural resources within each specific management area.

The Temagami Land Use Plan provides direction for the development of management plans for provincial parks and protected areas (now conservation reserves). In addition, the *TLUP* provides direction to develop a plan to manage the increasing recreational use of the area's unregulated Crown lands (that is, Crown lands not regulated as a provincial park or conservation reserve). The intent of this planning process is to follow through on these commitments.

The Temagami Integrated Planning (TIP) project is not about making changes to the existing *TLUP*; rather, it will implement aspects of the plan. TIP will neither create new protected areas, nor reduce the size of any of the existing protected areas.

To ensure a consistent planning approach, the following three components are integrated into one overall planning process:

- 1) Management planning for the five provincial parks (wilderness and waterway)
- 2) Management planning for the eight conservation reserves physically connected to the parks
- 3) Development of a Crown Land Recreation Plan for the Temagami area

All three components are strongly interrelated. The integrated planning process will explore ecological, social and recreational linkages between the interconnecting parks, conservation reserves and Crown land. The integrated process will aim to provide opportunities for ecological sustainable land use, including traditional outdoor heritage activities and associated economic benefits, and a seamless recreational experience for individuals who travel across the three different land use designations. Such opportunities will ensure that the primary objective for the TIP provincial parks and conservation reserves (i.e., to permanently protect representative ecosystems, biodiversity, and provincially significant elements of Ontario's natural and cultural heritage and to manage these areas to ensure that ecological integrity is maintained) is achieved.

The TIP process will provide management direction and outline the management intent for each of the five parks, eight CRs and adjoining Crown land. Refer to Figure 1 for a detailed map of the planning area and the three planning components. Readers may wish to consult all three plans in order to gain an appreciation for management direction within the entire planning area.

1.2.1 Provincial Parks

The mandate of Ontario Parks is to deliver the Provincial Parks and Protected Areas Program which includes the protection and management of provincially significant natural, cultural and recreational environments; provincial park operations; provision of tourism opportunities; natural heritage education in provincial parks; planning, policy development and management direction of provincial parks and protected areas; and monitoring, auditing and public reporting on Ontario's parks and protected areas.

Provincial parks are administered under the *Provincial Parks Act*.¹ Provincial parks covered by TIP fall into two of six classes of parks within the Ontario Provincial Park System—Wilderness and Waterway. *Wilderness* parks are substantial areas where the forces of nature are permitted to function freely and where visitors travel by non-mechanized means and experience expansive

¹ The new *Provincial Parks and Conservation Reserves Act*, 2006 received Royal assent on June 20, 2006. When the new legislation is proclaimed, it will replace the current legislation. This document makes reference to the current legislation however future management will be directed by the new legislation for provincial parks and conservation reserves once it is proclaimed.

solitude, challenge and personal integration with nature. *Waterway* parks incorporate outstanding recreational water routes with representative natural features and historical resources to provide high quality recreational and educational experiences. The following five provincial parks are included in the TIP process:

- Lady Evelyn-Smoothwater Provincial Park (*Wilderness*)
- Makobe-Grays River Provincial Park (*Waterway*)
- Obabika River Provincial Park (*Waterway*)
- Solace Provincial Park (*Waterway*)
- Sturgeon River Provincial Park (*Waterway*)

1.2.2 Conservation Reserves

Conservation reserves (CRs) are protected areas regulated under the Public Lands Act.¹ They complement provincial parks in protecting representative life and earth science areas and special landscapes. A relatively new type of protected area, CRs protect natural heritage features and values while allowing a range of traditional ecological sustainable activities to continue. Planning, policy development and management direction for conservation reserves is provided by Ontario Parks; however, the responsibility of each individual conservation reserves and its management rests with the MNR District Manager or Conservation Reserve Manager within MNR's Field Services Division. The following eight conservation reserves are included in the TIP process:

- Bob Lake Conservation Reserve
- East Lady Evelyn Lake Conservation Reserve
- Jim Edwards Lake Conservation Reserve
- Makobe Grays Ice Margin Conservation Reserve
- North Yorston Conservation Reserve
- Pinetorch Lake Conservation Reserve
- Smith Lake Conservation Reserve
- Sugar Lake Conservation Reserve

1.2.3 Crown Lands In The Temagami Area

The third component of this integrated process was the development of a recreation plan for all Crown lands covered under the *Temagami Land Use Plan*. Due to the complex patterns of recreational use between the parks, CRs and adjacent Crown lands, the development of the Temagami Crown Land Recreation Plan will be integrated into the protected areas planning process. This ensured that management direction for recreation on Crown land was

consistent with planning for the five provincial parks and eight CRs. The Temagami Crown land recreation plan will help to achieve a number of objectives within the *TLUP*. The Temagami Crown land recreation plan examined only recreational activities that occur on Crown land in the area. Other resource management activities, which occur on the same land base, are addressed in the Temagami Land Use Plan. For example, forestry is an activity permitted or prohibited in accordance with the land use plan and specifically planned and approved through the development of forest management plans.

1.2.4 What Areas Are Not Covered In The Planning Process?

Scattered across the Temagami area are an additional nine conservation reserves and two provincial parks which are not included in this planning process. These protected areas are not physically connected to the core protected areas in this process. The management of these conservation reserves will be guided by individual *Statements of Conservation Interest*, legislative and associated CR policy statements. The conservation reserves referred to are: CR3a Matabitchuan River, CR4a South Temiskaming Shoreline, CR5 Ottertail Creek, CR9 Rabbit Lake West, CR15 Cliff Lake, CR17 White Bear Forest, CR31b Indian Bay South, CR40a Narrows Island and CR40b Temagami Island North. Two provincial parks, Finlayson Point and W.J.B. Greenwood are not included in integrated planning and have an approved park management plan and interim management statement respectively. Two other parks are outside of the planning area; Sturgeon River Provincial Park Additions and Temagami River Provincial Park, were recommended in the 1999 *Ontario's Living Legacy Land Use Strategy*. These parks will be guided by *Ontario's Living Legacy* policies, legislation and current management direction via Interim Management Statements and provincial park policies.

1.2.5 Aboriginal Context

For more than 6,000 years, aboriginal inhabitants have lived in the Temagami area, traveling by way of an interconnected system of winter and summer trails and portages. Temagami lies within Daki Menan, the ancestral homeland of the Teme-Augama Anishnabai—the deepwater people. Many sacred sites are found within the area, and the landscape of Temagami continues to hold great cultural, spiritual and economic significance for First Nation communities. Present-day First Nation communities include Bear Island on Lake Temagami and Matachewan on the Montreal River. A strong tradition of stewardship continues today through ceremonies, culture and language, and the spirit of the land is cared for by the original keepers of the land.

Settlement of the Temagami Land Claim is entirely separate from the Temagami Integrated Planning process, but there is some overlap between recreation management on unregulated Crown land and the Crown lands which may form part of the land claim settlement.

At present, the Temagami Land Claim settlement process proposes the creation of a waterway class provincial park on certain portions of the mainland of Lake Temagami. Those portions of the mainland that are identified for park creation in the proposed settlement agreement can be converted to park status, following whatever requirements may be necessary, once there is final agreement. Management planning for this proposed park will be a separate process.

It is mutually understood that any communications and cooperation between the Temagami or Matachewan aboriginal communities and MNR for planning and operations purposes, as part of Temagami Integrated Planning, are undertaken without prejudice to any ongoing or future discussions or negotiations between the government of Ontario and these aboriginal communities.

Nothing in this plan shall be construed so as to abrogate or derogate from the protection provided for the existing Aboriginal or treaty rights of the Aboriginal people of Canada as recognized and affirmed in section 35 of the *Constitution Act, 1982*.

1.2.6 Integration with other related plans

The Crown land recreation plan specifically addresses a range of issues which have been identified as affecting Crown lands and its use for recreational purposes within the planning area.

Whenever possible, implementation of this plan will occur in a manner which fully considers and complements the management direction included in the plans for the five provincial parks and eight conservation reserves-- management plans for which were developed at the same time this plan was developed.

SECTION II: CROWN LAND RECREATION PLAN

1.0 Why a Crown land recreation plan?

As indicated in the introductory chapter, the Crown lands within the planning area support a tremendous range of recreational activity, and have done so for more than a century. Recreational use of the Temagami area is a stable form of economic activity and it represents one of the area's best hopes for future

economic and social development. This use relies, among other things, on the continued availability of clean, well-maintained campsites, canoe routes, portages, and hiking trails, which encourage use of the area by all recreationists, be they power boaters, canoeists, anglers, hikers, hunters or others.

Recreational use of the Temagami planning area is not without its issues. Approval of the Temagami Land Use Plan addressed many of the historic land use conflicts which plagued Temagami area. However, natural events such as tree dead fall and blow down, and some less-than-considerate users create conditions on the land which discourage recreational use of the area.

The Crown land recreation plan seeks to address a range of issues which have been identified by the Ministry of Natural Resources and the many resource stakeholders as having a negative effect on recreational use of Temagami's Crown land. By addressing these issues, recreational use of the Temagami area, by the highest number of users, will be encouraged. This, in turn, will have positive implications on the environmental, social and economic development of the Temagami area.

The Temagami Crown Land Recreation Plan should be read in conjunction with the Temagami Land Use Plan as needed since much of the management direction included in this plan has its basis in the TLUP.

2.0 Issues identified through the planning process

2.1 Maintenance of recreational facilities on Crown land

In the past, the Ministry of Natural Resources played an active role in maintenance of Temagami's recreational Crown land base, making use of programs such as the Ontario Ranger program to provide staff and resources to undertake canoe route, portage, campsite and hiking trail maintenance. The delivery of Crown land recreation maintenance programs by MNR ended in the early 1990s.

The lack of maintenance was recognized in the approved Temagami Land Use Plan in its paper "The Temagami Recreation Area Strategy." Since that time, some tourism operations, youth camps and other users have taken it upon themselves to provide some level of maintenance to those canoe routes and campsites on Crown land of which they make the most use. In addition Ontario Parks commenced the operation and active management of the five provincial parks covered in this planning process in 2004. While beneficial in many respects, this ad hoc maintenance program has resulted in an increased use of the routes that have been maintained, accelerating human impacts on them and leading to an uneven distribution of recreational users.

The Temagami Area is a significant recreational area, offering opportunities for local and regional economic development and diversity. Successful promotion of recreational opportunities in the area depends on consistent efforts to 'maintain' the existing recreational features, thereby providing all visitors with a high quality recreational experience.

2.2 Private and commercial caching of boats on Crown land.

Caching (or storage) of boats on Crown land is an activity which has occurred for many years. It is undertaken by both private users of Crown land and commercial businesses in order to simplify boating on remote lakes to which direct motor vehicle access is not available. Cached boats can be used by recreationists or individuals such as trappers or baitfishers who need only bring with them a small motor or paddles. In some locations, so many boats have been cached, cached in inappropriate locations or abandoned, that conflicts with other users have resulted. For example, dozens of boats have been cached on the north shore of Driftwood Lake where it intersects with the portage from Iceland Lake to the north. Many of these cached boats are stored directly or almost directly in the path of the portage between these two lakes. This results in a conflict between users in locations where boat caching is very popular, detracting from recreational experiences and making portaging and launching of non-cached boats more difficult than necessary.

2.3 Use of existing portage trails.

The Temagami Land Use Plan indicates that MNR should develop a strategy to address the concern of ATV travel on various portage trails throughout the planning area. ATV use of portages can, in some cases, have significant effects on the recreational experience of other users since motorized and non-motorized travelers may not share an appreciation of each group's desired experience. ATV use of portage trails tends to widen the portage over time, to accommodate wider vehicles or to navigate around wet locations. In addition, if ATVs are used inappropriately, or during periods when portage trails are soft or wet, serious damage to portage trails such as rutting can occur. The desire to make use of ATVs within the planning area is expected to continue to increase.

For the purposes of this issue, the term 'portage' refers to a trail, path or route connecting two separate lakes or watercourses, or a trail, path or route used to by-pass a navigational obstruction or section of a watercourse which is difficult to navigate. The term does not apply to old forest access roads, the use of which by ATV is permitted, nor does it apply to other known ATV trails.

2.4 Crown land and Conservation Reserves Visitor Management System

At the present time, recreational use of Crown land and of conservation reserves within the planning area is neither regulated nor controlled. Concentration of users in some areas and on some canoe routes reduces the quality of the recreational experience, especially where some level of solitude is sought. In addition, user concentration can greatly increase the affects of human use on different areas. Soil compaction, vegetation removal and nutrient enrichment of water courses are some of the direct impacts on the environment from human use of recreational lands. The impacts resulting from human use are accelerated when visitor use is concentrated in smaller areas.

2.5 Use of Lake Temagami campsites

Although it is a fairly localized issue, a conflict does exist between the power boaters and canoeists on Lake Temagami and the houseboat users all wishing to make use of campsites on the lake. The issue centres on use of campsites by those seen to 'carry with them' their own 'accommodation' compared with those who rely on campsite availability to provide a site on which to pitch a tent.

The issue may not be as simple as that however. House boaters may in some cases require or desire to use shore land campsites in order to reduce overnight crowding on houseboats, or to obtain some level of privacy for users. Everyone is entitled to make use of shore land campsites.

A secondary aspect of this issue relates to the conflict in use which occasionally occurs when a Crown land camp site is located in close proximity to a privately owned cottage or parcel of private land.

2.6 Lack of Research- Use and Impact Analysis Study in the Planning Area

Suggestions have been made by some TIP project participants that no changes should be made in respect to management of the Crown land base until scientific studies have been undertaken to determine if real negative environmental effects have resulted from existing levels of use, types of uses and the current lack of Crown land maintenance.

3.0 Management Direction

At the Management Options stage in the Temagami Integrated Planning process, a number of management options to address the preceding identified recreation issues were identified for consideration by the public, planning team and MNR.

Public and stakeholder comments received were evaluated and considered and used to develop the following decisions regarding management of Temagami's Crown land base.

3.1 Maintenance of recreational facilities on Crown land

Initiating maintenance of the Crown land base, with specific attention to Crown land camp sites, canoe routes, portages and known hiking trails is critical to continued sustainable use of the area, supporting its economic and social recreational development in a manner which protects its environment.

Maintaining recreational facilities such as canoe routes and campsites to the same standard as is provided by Ontario Parks within its wilderness parks is a desirable level which will support a high level of recreational use, integration across the entire planning area, and satisfy the majority of recreationists. In addition, providing users with information and the opportunity to learn about wilderness camping and user 'ethics' is extremely important to the promotion of appropriate and sustainable use of the area.

Recognizing the immediate need to address the lack of maintenance issue, the Ministry of Natural Resources will initiate a Crown land recreation maintenance and public information program. Funding requirements for the maintenance and public education program will be identified on an annual basis.

A successful maintenance and public information program relies on provision of adequate funds annually as well as promotion of good resource stewardship by the public. Recognizing the possibility that the Ontario Government may not be able to financially support the planned maintenance program indefinitely, MNR will continue to identify and consider alternative means of ensuring that the long term funding requirements of the maintenance and public information program are met. An example of an alternative means which may be considered in the future is the application of fees to the recreational use of Crown land. Other options may also be considered.

3.2 Private and commercial caching of boats on Crown land.

A boat cache management system will be developed and implemented on the following lakes:

1. Iceland Lake
2. Driftwood Lake
3. Whitewater Lake

MNR may also implement the same system on other lakes as required.

The boat cache management system will address the following factors:

- Identification of boat ownership
- Criteria for caching of boats by private or commercial users
- Boat cache locations
- Limitations on the number of boats which may be cached in each location if necessary
- Monitoring and compliance schedule
- Unauthorized boat caching

In addition, the Ministry of Natural Resources will develop standards of best practice which will be shared with all users through the public information program described in Section 3.1.

3.3 Use of existing portage trails.

The Temagami Land Use Plan speaks to the 'development of strategies to address ATV use of portages' in respect to the following management areas: SMA 4, SMA 10, SMA 18, SMA 22, IMA 24, IMA 25, IMA 26, SMA 27, SMA 34, SMA 37, IMA 42, MA 44, and SMA 46.

In addition, reference to the need for a strategy to address ATV use issues is included under SMA 39, and SMA 41. SMA 49 includes reference to an ATV strategy which includes recognition of existing ATV use of a portage to access an existing Land Use Permit site.

It is recognized that the above-noted list of management areas is not a comprehensive itemization of areas where motorized use of portage trails conflicts with their more traditional use for pedestrian purposes. In addition, the use of ATVs throughout integrated management areas and on recognized trails in special management areas is a recognized and acceptable activity.

Strategy: The following strategy is intended to address the conflict which exists when ATVs are used on known portage trails. As noted previously, for the purposes of this issue, the term 'portage' refers to a trail, path or route connecting two separate lakes or watercourses, or a trail, path or route used to by-pass a navigational obstruction or difficult navigational route. The term does not apply to old forest access roads, the use of which by ATV is permitted, nor does it apply to known ATV trails.

MNR's strategy is to prohibit further use of existing portage trails by ATVs within the implementation area.

Consideration will be given to the creation of new ATV trails on Crown land where such use is permitted in accordance with the TLUP and where opportunities for ATV use have been lost due to the preceding prohibition.

3.4 Crown land and Conservation Reserves Visitor Management System

As described in the implementation section of this document, reinitiating maintenance of Crown land recreation facilities carries with it a requirement to provide opportunities for distribution of information to users regarding wilderness camping and use 'ethics.

In conjunction with the public information program to be initiated, the Ministry of Natural Resources will develop and implement a program of visitor management. This program will include provision of information regarding back-country ethics and best practices, and promotion of unutilized or under- utilized canoe routes and recreation areas within the planning area, thereby helping to reduce crowding and overuse of the more popular routes and recreation areas. It will also include effort to promote recreational use of the entire planning area through development of signage, maps and literature.

3.5 Use of Lake Temagami campsites

The existence of competition for use of highly desirable campsites between power boaters or canoeists and house boaters is acknowledged. However, opportunities to address this conflict are extremely limited due to the fact that all parties enjoy the same free transient use of Crown land.

The key to successfully addressing this issue is for parties to be considerate of the needs and desires of others as much as possible. Users affected by this conflict are encouraged to meet together and negotiate private lawful arrangements, which conform with MNR policy and are acceptable to all parties. To further address the issue of competition for sites, MNR will post all campsites in high use areas such as Ferguson Bay on Lake Temagami to limit camping to not more than two consecutive nights. This approach will ensure that high demand campsites are not monopolized for extended periods of time by individual users.

As part of the back-country visitor information program, all users will be encouraged to recognize the travel limitations and view points of other users and to effectively share the land and the recreational facilities it includes.

Conflicts that occur when a Crown land camp site is located in close proximity to a privately owned cottage or parcels of private land cannot be addressed by MNR. When it arises, this conflict can only be addressed through mutual respect and an understanding by affected parties that each enjoys specific rights of land use, notwithstanding the rights of private land owners on their own properties. MNR has management/control of Crown land only.

3.6 Adventure racing and “extreme” sports

An emerging issue which may need to be addressed in the future is use of the Crown land base to support adventure racing or other ‘extreme’ sports which are gaining some popularity, and which are not specifically addressed in the existing Temagami Land Use Plan.

The question of adventure racing or other so-called ‘extreme sports’ is outside the purview of the Crown land recreation plan. Most of the specific activities associated with adventure racing or extreme sports are permitted on the Crown land base in accordance with the Crown-land free use policy, subject to consideration of the policies of the Temagami Land Use Plan, which restricts such activities as motor-vehicle travel in Special Management Areas.

Known off-road vehicle events will be reviewed on a case-by-case basis and controlled through use of existing agreements.

3.7 Motorized access in general

Overall, the question of motorized access within the Crown land base has been addressed by the Temagami Land Use Plan which created two land use areas: integrated management areas and special management areas. Within special management areas (SMAs), levels of motorized public access which existed at the time of the plan’s approval were to be recognized, but not enhanced or expanded in any way, despite construction of new industrial access roads. All roads constructed within SMAs since 1997 are closed to motorized public travel (except by snowmobile). Construction of new trails to permit motorized travel, such as by ATVs or snowmachines within SMAs is also prohibited.

Within integrated management areas, restrictions are not generally placed on motorized public travel. Specifically, existing and new forest or resource access roads are open to all forms of motorized public travel, unless otherwise stated during planning of these routes of access.

Additional work by the Ministry of Natural Resources, outside the TIP project, is required to improve implementation of the direction and decisions included in the TLUP regarding motorized public access to the Crown land base.

3.8 Aircraft Landing

Aircraft, commercial or privately owned or operated, are permitted to land on Crown land within all integrated and special management areas, in accordance with the Temagami Land Use Plan.

3.9 Lack of Research- Use and Impact Analysis Study in the Planning Area

The studies recommended by some TIP participants will not be undertaken. The time required to complete such studies, and the cost of doing so is considered both prohibitive and without justification, when weighed against the potential benefit and the cost and result of continued inaction regarding Crown land recreation.

Notwithstanding the preceding, academic research regarding the effects of recreational land use in the planning area will be encouraged whenever possible; resultant information will be used to inform future decisions/direction.

4.0 Implementation

This section outlines how each of the above-noted decisions will be implemented by the Ministry of Natural Resources following approval of the Crown Land Recreation Plan.

4.1 Maintenance of recreational facilities on Crown land

Maintenance of Temagami's Crown land recreation facilities will be initiated in a phased manner, as shown on the accompanying map (Figure 2). Maintenance of Crown land campsites, portages, canoe routes and selected hiking trails, to the same standard as provided by Ontario Parks in its wilderness parks will first be initiated in Zone 1, followed by Zones 2 and 3 in the future. Implementation of this initiative is not planned for Zone 4, where no change from current maintenance levels is planned.

Zone 1 is the part of the planning area which supports the highest level of recreational canoeing and boating, is most closely tied to the back-country conservation reserves and provincial parks, and the area most in need of facility maintenance. It is also the area for which the highest level of support for a return to Crown land maintenance was expressed by the public.

Maintenance will also be provided within existing conservation reserves, not otherwise subject to TIP, within the implementation area. This includes Temagami Island North and Narrows Island conservation reserves.

Notwithstanding the preceding description of implementation by zone, consideration may be given by the Ministry of Natural Resources to undertaking limited maintenance activity on known hiking trails within Implementation Zone 2 on the recommendation of the planned maintenance partnership, provided such effort does not detract unreasonably from maintenance activity undertaken in Zone 1.

North Bay District will work with Ontario Parks to develop and implement a program of Crown land recreation facility maintenance, drawing on the expertise of Ontario Parks, based on the maintenance program they have developed and delivered in Lady Evelyn-Smoothwater and adjoining provincial parks over the past few years.

The Ministry of Natural Resources will also develop a single maintenance partnership with multiple stakeholders who have a significant stake in a resumption of Crown land recreation maintenance and who support its resumption.

In the initial stages, the partnership will function principally as an advisor to the Ministry of Natural Resources, with responsibility to make recommendations regarding such things as the planned Crown land maintenance program, and priority areas within the planned implementation area. In addition, the partnership members will be encouraged to 'bring to the table' their own expertise and support for the maintenance program, identifying areas where they themselves can contribute to the program in support of the efforts undertaking by the Ministry of Natural Resources.

Should the government's financial support for the maintenance program change in the future, this non-profit partnership may be incorporated as a legal entity, and asked to develop and deliver a program of Crown land recreation facility maintenance and user information/education supporting sustainable and ethical Crown land recreation, under the direction of MNR.

The intent is to maintain Crown land recreation facilities within the implementation area to the following minimum standard:

1. Crown land campsites accessible by power boat to be inspected twice annually. Campsites to be provided with a box privy. Privies to be inspected and replaced or relocated as necessary. Garbage left behind by past users to be collected and removed.
2. Crown land campsites accessible by canoe only to be inspected once annually. Campsites to be provided with a box privy. Privies to be inspected and replaced or relocated as necessary. Garbage left behind by past users to be collected and removed.
3. Campsites and portage routes to be 'signed' to indicate their location.
4. Portage routes to be traveled and inspected annually. Fallen trees to be cut to permit safe and unimpeded travel. 'Brushing', to maintain travel ways to be undertaken as necessary.
5. Established hiking trails within the implementation area to be 'brushed' annually to ensure their continued passability.

At the same time, a program of public information will be developed for delivery to the public. This program will provide users with information and opportunities to learn about wilderness camping and back-country 'ethics' which is important to the promotion of appropriate and sustainable use of the area.

Section 4.6 of this document addresses the time required to fully implement this initiative within the planned implementation areas.

4.2 Private and commercial caching of boats on Crown land.

Implementation of a boat cache management system will occur on Driftwood, Iceland and Whitewater lakes which are located within Zone 1. Standards of best practice in respect to general boat caching will be developed and shared with the public as part of the public information program described in sections 3.1 and 4.1.

4.3 Use of Existing portage trails

The decision to prohibit ATV use of known portage trails will be implemented as follows:

1. Focusing on locations where conflicts are known to exist, MNR will identify and map portage trails being used for ATV travel.
2. Notify the public of the intent to post the above-noted trails to no motorized public use, except by snowmobile.
3. Post identified portage trails to no motorized use except by snowmobile.
4. Monitor, enforce and evaluate closure effectiveness through planned recreation maintenance program.

As noted in the previous section, consideration will be given to the creation of new ATV trails on Crown land by ATV trail proponents where such use is permitted in accordance with the TLUP and where opportunities for ATV use have been lost due to the preceding prohibition.

4.4 Crown land and Conservation Reserves Visitor Management System

Promotion of unutilized and under-utilized recreation areas within the entire planning area will be undertaken by MNR, as part of the public information and education program described in Section 5.1 of this document.

4.5 Use of Lake Temagami campsites

Initial and subsequent budget submissions by the Ministry of Natural Resources will include costs for the production and installation of appropriately worded and sized signage, indicating that camping on specific campsites within the implementation area is restricted to a maximum of two consecutive night, in accordance with provisions of the Public lands Act.

4.6 Timing

The Ministry of Natural Resources is committed to plan implementation during its 2007/2008 fiscal year. Recognizing the scope of the Crown land recreation initiative, and the length of time since comprehensive maintenance has been undertaken, it will take some time before each of its elements have been implemented throughout the phased zones described in item 5.1 and shown on Figure 2. Operating within its budget allocation, MNR will work with Ontario Parks and the maintenance partnership to implement the Crown land plan within each zone as quickly as possible.

4.7 Examples of where plan integration shall occur

The follow is a list of areas where effort must be exerted to integrate management of Crown land recreation with management of the eight Conservation Reserves and five Provincial Parks subject to the Temagami Integrated Planning process. This list is not exhaustive; other areas where integration between plans should occur may also exist.

- Campsite and portage maintenance standards
- Public information, education and marketing
- Monitoring, assessment, inventory and research
- Access to recreational areas
- Co-ordination with other resource management planning such as forest management planning

5.0 Compliance and Monitoring

As a policy document, the Crown land recreation plan establishes direction for the Ministry of Natural Resources in respect to the management of different recreational activities which occur on Crown land.

The plan describes management actions which will be undertaken by MNR, beginning in the 2007/2008 fiscal year.

MNR will continuously monitor its own compliance with direction included in the plan, with the intent of implementing all aspects as quickly as possible. Initiatives will be implemented in a phased manner beginning in Zone 1. Over time, and subject to assessment of levels of success, initiatives will be implemented in Zones 2 and 3 respectively.

Stakeholders and members of the public are encouraged to report to MNR any problems or deficiencies they observe in respect to plan implementation.

6.0 Plan Review and Amendment

The Crown land recreation plan can be reviewed or amended to address changing issues or conditions. At approximately ten year intervals, this plan will be assessed to determine the need for a review or amendment. A review may involve a reassessment of all or part of the plan, including all resource management direction and implementation sections. An amendment can be considered to address specific issues or needs. Any person may initiate an amendment process by submitting a proposed amendment, with an explanation of its purpose, to the Ministry of Natural Resources, North Bay District, who will determine whether, and under what conditions, the amendment process should proceed.

7.0 Summary of Consultation

All consultation for the Crown Land Recreation Plan was undertaken as part of the Temagami Integrated Planning (TIP) process. The overall framework for this integrated planning effort was based upon Ontario's provincial park planning process. The process included the following stages, with opportunities for public consultation at each stage:

1. Terms of Reference
2. Background Information
3. Management Options
4. Preliminary Management Plans
5. Approved Management Plans

The Terms of Reference was approved in July 2001 with an invitation to participate in the TIP project issued in June 2004.

The *Temagami Integrated Planning: Background Information* document was released in August 2005 and was followed by a series of public open houses held North Bay, Sturgeon Falls, Matachewan First Nation, Elk Lake, New Liskeard, Temagami and Bear Island.

Following the open houses, three separate focus group meetings were held in Temagami, New Liskeard and Toronto. The focus groups were formed to represent the diversity of stakeholders in each area. Focus group members helped to identify the key issues to be addressed during the Management Options stage.

In addition to public open houses and focus groups, four additional information meetings were held in North Bay, Toronto, Ottawa and Temagami at the invitation of individual stakeholder groups. Ontario Parks staff also attended a range of other meetings within the planning area at the request of individual stakeholders groups.

The *Temagami Integrated Planning: Management Options* document was released in July 2006. This document summarized key concerns raised through the previous open houses and focus group meetings throughout 2005 and the winter of 2006. Following the release of the document a series of open houses and meetings was held during the summer and fall of 2006 to present the document and to gather public input. Public open houses were held in North Bay, Sturgeon Falls, Elk Lake, New Liskeard, Temagami and Bear Island.

The *Management Options* document included a workbook in which readers could indicate their preferred choices from among the options presented. Readers were invited to include supporting comments or offer additional options beyond those presented. Approximately 225 workbooks were submitted during this stage.

The *Preliminary Crown Land Recreation Plan* was released in December 2006. At this stage in the TIP planning process, individual preliminary management plans for each of the three planning components (provincial parks, conservation reserves and Crown land recreation) were made available for public review and comment.

Following the release of the TIP Preliminary Plan documents, a series of open houses and meetings were held in January and February of 2007 to gather public input. Public open houses were held in North Bay, Temagami, Elk Lake, New Liskeard, Sturgeon Falls, Ottawa and Toronto.

Formal response to the proposals outlined in the preliminary management plans included over 440 written submissions by letter, fax and email.

Throughout the entire planning process, a number of key issues were brought forward. Some issues pertained to all areas of the TIP planning area, while others were more specific.

Among the issues identified and addressed in this plan are:

- (1) The need for maintenance of Crown land recreation facilities, such as canoe routes, campsites, portages and hiking trails, to support the economic, recreational and social development of the area.
- (2) The need for action to address problems associated with unregulated boat caching on Crown lands, particularly in specific locations
- (3) The need for a Crown land visitor education and management system in order to support and encourage responsible Crown land recreation and better distribution of users across the land base.
- (4) The need to address the issues which can be created through motorized vehicle use of known portage trails, particularly in specific locations

7.1 Aboriginal Consultation

Aboriginal consultation has been an important component of the TIP Process. Local First Nation communities have representation on the TIP planning team and have participated throughout the planning process. First Nation planning team members were able to bring the comments and concerns of their respective communities directly to planning team meetings. In addition, community open houses have been held at Matachewan and Temagami First Nations where planning team members had the opportunity to hear comments and answer questions. Open houses were held at the community of Matachewan First Nation and on Bear Island with Temagami First Nation during the Background Information stage. During the Management Options stage, a second set of public meetings was held at Bear Island. With their agreement, Matachewan First Nation was invited to attend the public meetings in Elk Lake.

Temagami First Nation has shown interest in participating in a maintenance partnership. A maintenance partnership is discussed in the Crown Land Recreation and Conservation Reserve Management Plans as a means to implement maintenance of recreational facilities such as campsites and portages. This potential partnership will continue to be explored during the implementation of the approved plans.

Temagami First Nation has also expressed desire that the TIP process not affect land claim negotiations. As is stated in the Aboriginal Context section, communications and negotiations will take place without prejudice to any ongoing or future discussions or negotiations between the government of Ontario and these aboriginal communities.

Matachewan First Nation has shown continued support for their neighbors in and around the community of Elk Lake. They do not want to see any further restrictions placed on the land base.

8.0 Glossary of Terms

Access Point: A site, usually along or at the end of a road, used to gain access to backcountry areas. Access points take the form of trailheads, boat launches, road pullouts and water crossings. Typically for the Temagami area, access points enable water access by boat or canoe to recreational resources such as canoe routes, angling lakes, cottages and hunting areas.

Backcountry: A term usually applied to wilderness areas where there are no permanent access roads, developments or settlements. Camping facilities are generally primitive (fire pit, tent pads, pit privy) and few other facilities exist.

Boat Cache: A temporary or indeterminate storage site for boats/canoes adjacent to a water body. Typically boat caches are found at the “far end” of portages, enabling anglers to access lakes by foot or ATV which do not have direct vehicle access. Other boat caches are found on lakes which are typically accessed only by aircraft.

Conservation Reserve (CR): A new form of protected area in Ontario regulated under the *Public Lands Act*. CRs complement provincial parks in protecting representative landscapes and ecosystems across the province, while allowing a range of existing uses (such as wildlife viewing, hunting fishing, hiking, boating) to continue. Commercial uses such as forestry, mining, hydro development or aggregate extraction are not permitted in CRs. Management direction for CRs is provided by Statements of Conservation Interest (SCI) or Resource Management Plans.

Crown Land: Land vested in Her Majesty in right of Ontario.

Crown Land Use Policy Atlas: the official source of area-specific land use policy for Crown lands in a large part of Ontario (OLL planning area plus Manitoulin Island). The Atlas brings together all the area-specific land use policies for Crown lands into one source location. Users can view the specific policies for any given area and a map of its boundaries. Land use information is found in simple, consistent report style that is specific to each separate land use area. All future area-specific land use planning for Crown lands will be undertaken as amendments to the Atlas.

Daki Menan: The area considered the ancestral homeland of the Teme Augama Anishnabai. Today, this area is considered synonymous with the area covered in the Temagami Land Claim. See also *Traditional Family Lands*.

Ecological Integrity: Ecological integrity has many aspects and is difficult to measure. While science provides us with a good level of understanding of ecosystem structure, composition and function, it is acknowledged that ecosystems are complex, constantly changing and still not fully understood.

Ecoregion: A large ecological landscape unit that captures major subdivisions of Ontario, primarily identified by sub-continental climatic regimes. Ecoregions identify broad abiotic factors such as temperature and precipitation that influence patterns of primary productivity, biotic distribution, and soil development. Within Ontario there are 14 different ecoregions, ranging from the Hudson Bay Lowlands to the Carolinian Forest. Their sizes range from hundreds of thousands to tens of thousands of square kilometers.

Ecosite: A site-specific ecological landscape unit comprised of relatively uniform geology, parent materials, soils, topography, and hydrology, occupied by consistent complexes of dominant overstorey and understorey vegetation. Ecosites range from less than one hectare to hundreds of hectares in size.

Nastawgan: The Ojibwe term for traditional travel routes throughout the Temagami area and Northeastern Ontario. These routes consist of waterways and portages (called *onigum*) as well as winter trails (*bon-ka-nah*) over land and frozen water bodies. Developed by the Teme Augama Anishnabai over thousands of years, many of the routes are still in use today.

Resource Management Plan: A document which provides direction for the comprehensive, long-term management of Conservation Reserves. Resource Management Plans (RMPs) are typically written for CRs with more complex planning issues. The equivalent of Park Management Plans, a resource management plan is prepared through the MNR planning process, which includes public consultation.

Statement of Conservation Interest (SCI): A document which provides management direction for *conservation reserves*. An SCI is used for CRs which do not involve complex issues; in these cases, a more comprehensive *resource management plan* is required (see above). Note that a resource management plan will be developed for the eight CRs in this planning process.

Temagami Area: The area defined in the 1997 *Temagami Land Use Plan*. This includes most of the entire former Temagami District as well as a small portion of Kirkland Lake District to the north of Lady Evelyn-Smoothwater Provincial Park. Makobe-Grays River Provincial Park and Makobe Grays Ice Margin CR both lie within Kirkland Lake District. It also includes a portion in the southwest corner that was formerly part of the Sudbury District which was added to the Temagami Area of North Bay District in 1997.

Temagami Land Use Plan (TLUP): The Temagami Area Comprehensive Planning Program was initiated in 1989 as a model of land use management planning. Approved in 1997, *TLUP* designates specific land use zones and provides direction for the use and management of resources within each zone. This land use plan makes specific references to area provincial parks, adjacent conservation reserves, special management areas and the development of a recreation plan for the Temagami area.

Traditional Family Lands: *Daki Menan* is a 4000 square mile (10,360 km²) territory that is home to the fourteen traditional families. Each family has there own territory that they utilized and continue to do so in a sustainable manner.

Traditional Use: Aboriginal peoples have used Temagami's lands and waters for thousands of years to sustain life as well as to meet their cultural and spiritual needs. Ancient patterns of land use revolved around seasonal cycles. This often dictated movement by families or individuals across the landscape to secure food, medicine, clothing, building materials and for a range of social/cultural activities. Many Native people continue to use the area's resources in a traditional manner for their economic and spiritual needs, and as an important connection to their culture.

Waterway Park: A class of provincial park which incorporates outstanding recreational water routes with representative natural features and historical resources to provide high quality recreational and educational experiences.

Wilderness Park: A class of provincial park of substantial area where the forces of nature are permitted to function freely and where visitors travel by non-mechanized means and experience expansive solitude, challenge and personal integration with nature.

9.0 References

- OMNR, 2006. *Temagami Integrated Planning: Management Options*
- OMNR, 2005. *Temagami Integrated Planning: Background Information*
- OMNR, 2004. *Temagami Integrated Planning: Terms of Reference*
(The above documents are available at: http://ontarioparks.com/english/tema_planning.html)
- OMNR, 1997. *Temagami Land Use Plan*.

10.0 Appendices

Figure 2



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10.3 Figure 3: Temagami Land Use Zones

