

# **APPENDIX E**

## **ACCESS MANAGEMENT PLAN**

## 1.0 INTRODUCTION

### 1.1 KEYYASK HYDROPOWER LIMITED PARTNERSHIP

Keeyask Hydropower Limited Partnership (the “Partnership”) is a partnership established by Manitoba Hydro and its First Nation partners: Tataskweyak Cree Nation (TCN), War Lake First Nation (WLFN), operating together as the Cree Nation Partners (CNP); York Factory First Nation (YFFN) and Fox Lake Cree Nation (FLCN). Together the four Cree Nations are referred to as the Keeyask Cree Nations (KCN). The Limited Partnership is the proponent for the proposed Keeyask Infrastructure Project (the Project). Manitoba Hydro, Manitoba Hydro, as Project Manager, in turn will sub-contract much of the construction work to qualified KCN businesses and other contractors.

During the planning phase of the Project, work was undertaken collaboratively by Manitoba Hydro and the KCN. This Preliminary Access Management Plan (AMP) for the Project has been developed collaboratively, and has undergone a joint review and approval process.

The Partnership and Manitoba Hydro as the Project Manager are committed to implementing this AMP. Companies which sub-contract with Manitoba Hydro to do work on the Infrastructure Project will be required to follow the terms of this and other applicable project plans.

### 1.2 COMMITMENT TO ENVIRONMENTAL PROTECTION

Manitoba Hydro is committed to protect and preserve natural environments and heritage resources affected by its projects and facilities. This commitment and a commitment to continually improve environmental performance is demonstrated through the company’s Environmental Management System, which is ISO 14001 certified.

Environmental protection can only be achieved with the full engagement of Manitoba Hydro employees, consultants and contractors at all stages of projects from planning and design through construction and operational phases.

As stated in the Corporate Environmental Management Policy:

*“Manitoba Hydro is committed to protecting the environment. In full recognition of the fact that corporate facilities and activities affect the environment, Manitoba Hydro integrates environmentally responsible practices into its businesses, thereby:*

- *preventing or minimizing any adverse effects, including pollution, on the environment, and enhancing positive effects;*
- *continually improving our Environmental Management System;*
- *meeting or surpassing regulatory requirements and other commitments;*

- *considering the interests and utilizing the knowledge of our customers, employees, communities, and stakeholders who may be affected by our actions;*
- *reviewing our environment objectives and targets annually to ensure improvement in our environmental performance; and*
- *documenting and reporting our activities and environmental performance.”*

Manitoba Hydro’s environmental management policy has been used to guide the development of the environmental protection program for the proposed Project. Implementation of the program is practical application of the policy and will demonstrate Manitoba Hydro’s dedication to environmental stewardship.

In addition to Manitoba Hydro’s Policy, the Keeyask Cree Nations have developed the following Principles that guide the Keeyask Cree Nations’ objectives regarding respect for the land include the following:

- (a) adopting measures that increase, to the extent ecologically reasonable, the abundance of species and/or growing conditions for species that have special social or economic importance for the Keeyask Cree Nations;
- (b) employing strategies that “go with” rather than “go against” nature, as they have a much higher probability of success;
- (c) planting species and promoting site conditions that are widespread in the sub-region in which the Keeyask Project is located, rather than planting species and promoting site conditions that may be popular in more southern areas; and
- (d) being respectful of the Keeyask Cree Nations’ traditional relationships with the land.

Measures that may be considered to comply with the above principles include:

- (a) altering existing soil, topography and hydrology as little as possible;
- (b) anticipating ecosystem dynamics and fitting in with how the habitat would develop over time; and
- (c) attempting to create conditions that promote selected species (for example, narrow-leaved Labrador tea).

## **2.0 PURPOSE AND OBJECTIVES**

The purpose of this Preliminary Access Management Plan is to document commitments to taking specific measures to manage access during construction of the Project.

The objectives of this AMP are to:

- Provide safe, coordinated access to the Infrastructure Project for authorized users;
- Support sustainable use through the protection of the area's natural resources; and
- Provide worker orientation regarding respect for surrounding area, fisheries and wildlife resources, heritage resources and local communities.

The AMP will be finalized prior to Project construction. A separate plan will be developed prior to operation of the Infrastructure.

## **3.0 BACKGROUND**

The proposed Project consists of the construction of a start-up camp capable of accommodating approximately 125 people, construction of an approximately 25-km two-lane gravel road, and construction of a 500-person main camp (phase one) on the north side of Gull Rapids. Figure 3.0-1 illustrates the overall layout for the proposed Project. The site for the proposed Project is approximately 730 km north (by air) from Winnipeg. The area to be developed currently consists entirely of Provincial Crown Lands. It is the intent of the Keeyask Hydropower Limited Partnership to have these lands purchased and converted to private ownership.

With the exception of the start-up camp, the proposed Project does not include the operation of the infrastructure. Limited maintenance will be performed on the facilities. There may be occasions where the facilities may be used on a limited basis for engineering and environmental studies. The start-up camp will be decommissioned at the end of the proposed Project and most of the buildings will be removed. Selected buildings will remain as part of a maintenance yard upon completion of the road.

Manitoba Hydro recognized the need for discussion with local First Nations on the access road. Consultation activities related to the route selection process began in 2005 with the formation of the Keeyask North Access Road Technical Sub-Committee. Participants in the process included representatives from KCN, Manitoba Hydro and their engineering and environmental consultants, and Manitoba Infrastructure and Transportation. The following provides a brief summary of the route selection process – more details can be found in the Project EA report in Section 4, Section 4.1.1 Public Involvement and Section 5, and in Appendix A2.

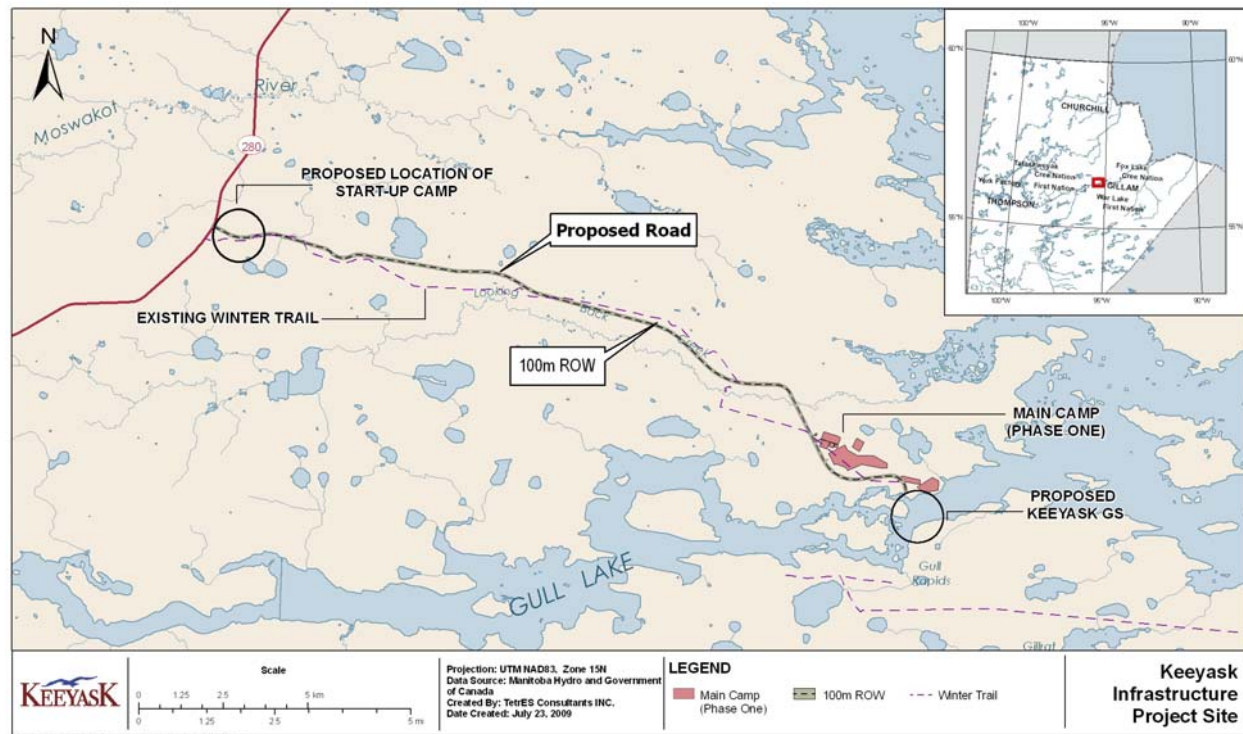


Figure 3.0-1 Keeyask Infrastructure Project Site

The Keeyask North Access Road Technical Sub-Committee reviewed route alternatives and potential issues and concerns related to the access road. Specifically, the Committee combined engineering, environmental and local knowledge to evaluate issues affecting route selection including stream crossings, terrestrial habitat, sensitive areas, heritage resources, and land use. Covering the range of perspectives expressed, the comparison and evaluation of alternatives centered on the effects on the project, the communities and the environment.

Committee meetings were held over the summer of 2005; followed by community meetings in 2006 to understand the perspectives of local residents on the proposed road alternatives. Additional engineering design fieldwork was undertaken to evaluate alternative alignments and complete detailed design. This included a constraint mapping process to identify areas such as heritage resources potential, fisheries and wildlife sensitive areas, rare or uncommon habitat, enduring physical features and local First Nations' sensitivities such as resource harvesting trails and traplines. The resultant mapping products were analyzed for alignment adjustments to avoid sensitive areas and enabled the identification of a preferred route.

Recognizing the need to address safety and management of access, Manitoba Hydro and the KCN agreed to develop an AMP. Subject to regulatory approval, construction of the proposed Project is anticipated to commence in November of 2009, with completion of construction of the facilities and services by May 2012. Clearing for the start-up camp would be the initial Project activity in November 2009, ending in March 2010, with start-up camp construction completion scheduled for July 2010. Road construction is also scheduled to start in November 2009 with clearing activities

and establishment of a bridge crossing prior to April 2010. Road construction would continue until October 2011, with the main camp starting in October 2010 and finishing in May 2012.

Upon completion of the Project, the start-up camp will be decommissioned with most of the buildings removed. Selected buildings will remain as part of the storage yard for the proposed road. Operation and maintenance of the road and main camp are later activities and will be addressed in the EIS for the proposed Keeyask Generation Station (GS). In the event the future Keeyask GS project does not proceed, all components of the Project will be decommissioned.

## **4.0 ACCESS MANAGEMENT MEASURES**

### **4.1 ACCESS ROAD OWNERSHIP**

The Partnership intends that the property required for the Project will be privately owned. The proposed road will be operated as a private road for the duration of the Infrastructure Project in accordance with this AMP. The entrance to the road at km 174 on PR 280 (approximately 185 km east-northeast of Thompson), will be gated and will not be open to the public for the duration of the Project. The security gate will be staffed by a security services contractor on a full-time basis.

### **4.2 SECURITY GATE**

Safety is a key consideration during Project construction activities. Upon leaving PR 280 the site will be deemed an active construction site and not open to public use. A security gate and gatehouse will be installed in the summer of 2010 at km 174 of PR280 (see Figure 4.2-1). The security gatehouse will be constructed at the junction of PR 280 and the proposed road to prevent public access for the duration of the Project. The security gatehouse will be staffed by a security contractor on a full-time basis. The security gatehouse will be equipped with a turnaround apron for larger vehicles to exit back onto PR 280 if declined entry at the gatehouse. Construction contractors, their employees and authorized subcontractors will be required to follow pre-defined identification and access procedures to gain access to the road and construction site for the duration of the Project.

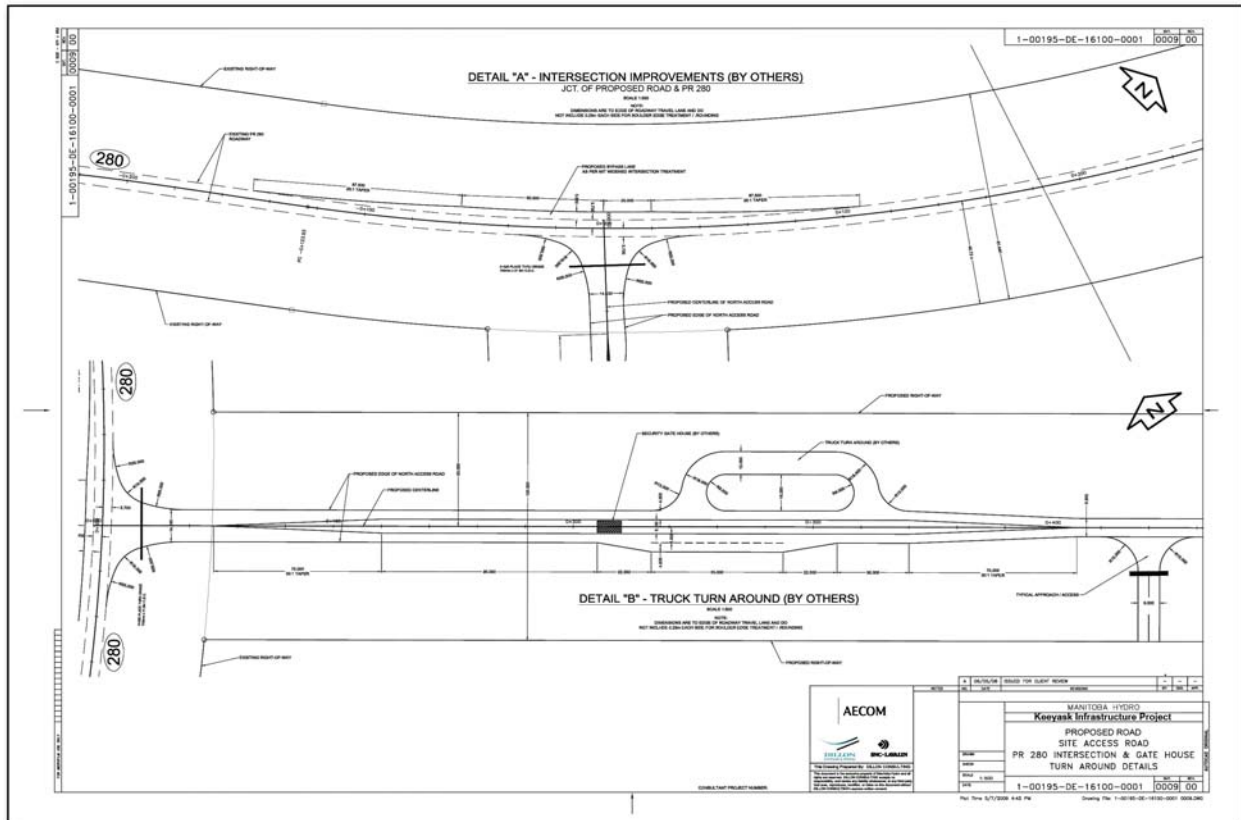


Figure 4.2-1 Security Gate Location

### 4.3 SECURITY PATROLS

It is recognized that unauthorized users of the road may gain access using ATVs or snow machines via numerous existing trails located in the vicinity of the proposed access road. It is anticipated that unauthorized use of the access road will be observed by security patrols, monitoring personnel and/or authorized users of the road and reported to gate security staff by way of radio or other means. As noted in Section 4.6 below, Project Workers will not be allowed to bring recreational vehicles (e.g. snowmobiles or ATVs) to the Project work site.

As indicated above, the security gate will be staffed on a full-time basis: 24 hours per day and seven days per week for the duration of the Project. If the proposed Keyask GS project does not proceed, the road and associated security facilities will be decommissioned.

Staff will be authorized to provide access only to those vehicles/users as set out in this Preliminary Access Management Plan. Signage will be posted requiring all vehicles to report to the security office.

## 4.4 ACCESS ROAD USERS AND CONDITIONS

Table 4.4-1 below identifies those who can use the road and under what conditions. The Partnership will carefully monitor for safety issues and, if problems warrant, is prepared to close the area to all persons not associated directly with the Project. The Partnership may decide to use various means, including signal lights, to regulate access.

Use of the access road will be restricted to the following:

- Persons associated with the proposed Project, including those identified in Table 4.4-1;
- KCN officials, members, and persons operating under the direction of KCN and authorized by the Project Manager or as otherwise agreed to by the Partnership.
- Manitoba Hydro, its agents and contractors;
- Emergency use by the RCMP, or for forest fire suppression by Manitoba Conservation; and
- Regulators.

**Table 4.4-1 Access Road Users and Conditions**

Potential User	Type of User	Authority
Project traffic	Project traffic, including staff and management	Project Manager or delegate
	KCN members for Ceremonial purposes	Project Manager or delegate, in consultation with KCN representatives
	Emergency vehicles/personnel and regulators	No conditions
KCN Resource Harvesters	Trap line holders and helpers; and traditional resource harvesters  A mechanism involving representatives of the KCN communities will determine which community members are eligible under this category.	Project Manager or delegate, in consultation with KCN representatives
Others	KCN members/officials and Manitoba Hydro staff, officials and/or contractors	Project Manager or delegate

The Partnership is willing to meet to discuss access to the Project with any persons who at the time of this AMP had not yet come forward, who identify themselves as First Nation or Métis, and who indicate they are established resource users in the geographic area of the proposed Project.



If blasting is required during construction of the facilities, a flying restriction, such as a NOTAM, will be discussed with Nav Canada. This is necessary to ensure safety to staff and aircraft during blasting operations (if any) at the construction site.

The Partnership recognizes that those who access Crown lands on either side of the access road via means other than the access road (e.g., existing trails in the area) may be legally entitled to do so. The Partnership can only implement restrictions within the area of the road and road ROW.

## **4.5 FIREARMS**

For reasons both of safety of construction workers while at the Project site and for the purpose of limiting new hunting pressure, restrictions will be in place regarding firearms (e.g., high-powered rifles, handguns, shotguns, long bows and cross bows) on the proposed Project site (the road is considered to be part of the Project site).

### **Project Workers**

Project workers will not be permitted to transport, use or store firearms (including long bows and cross bows) on the Project site. All Project-related workers (including KCN workers) will be made aware of this restriction at the time of hire. If a worker is found to have a firearm within the Project area, they will be disciplined up to and including dismissal.

### **KCN Resource Harvesters and Other KCN Members**

Some resource users will require firearms for protection (e.g., bears) or for carrying out commercial and/or domestic harvesting and spiritual/ceremonial activities. Firearms (including long bows or cross bows) will be permitted on the road under the following conditions:

- Firearms (including long bows and cross bows) must be locked and cased while on the site, including the access road ROW, and within a safe distance from the access road/site. If a trapper needs to use his/her firearm in the buffer zone for emergency purposes (e.g., wolf caught in a trap) he/she must use a small-calibre firearm (e.g., 22 calibre).
- A “no shooting” buffer zone of 300 m will be established on either side of the access road and around the Infrastructure Project work site within which firearms (including long bows and cross bows) cannot be unlocked/uncased. This buffer zone is a safety mechanism that is in line with current Manitoba Conservation hunting regulations that cover provincial and private logging/mining roads.
- The Partnership will work with the Province of Manitoba to establish the appropriate regulatory framework for the buffer zone.

In addition, full and frequent safety information bulletins (including rules established for the “no shooting” zone) will be provided to KCN members. A weekly update notification protocol will be implemented to advise KCN resource harvesters of the location and timing of monitoring activities and will include a general advisory of construction activities within the entire Project Footprint.

## 4.6 RECREATIONAL VEHICLES

Restrictions will be in place regarding snowmobiles, all terrain vehicles (ATVs) and boats at the proposed Project site (including the road).

### Project Workers

Project workers will not be permitted to transport, use or store snowmobiles, ATVs or boats on the Project site (including the access road). All Project-related workers (including KCN workers) will be made aware of this restriction at the time of hire. If a worker is found to have a snowmobile, ATV or boat within the proposed Project site area, they will be disciplined up to and including dismissal.

### KCN Resource Harvesters and Other KCN Members

KCN resource harvesters and members may travel by snowmobile or ATV for the purposes of carrying out commercial and/or domestic harvesting, and for spiritual/ceremonial activities. Snowmobile crossings will be developed at intersections of selected established snowmobile trails to facilitate the safe crossing of the proposed road by local resource users. Such crossings can also be used by ATVs to ensure safe crossing of the proposed road. Use of the road for travel along the road by snowmobile or ATV will not be permitted for safety reasons – both for the snowmobile/ATV user and for construction traffic. Use of surrounding Crown land is not restricted; however, approved trails should have posted signage, including appropriate crossings of the road.

## 4.7 ENFORCEMENT

A number of measures will be used to enforce the AMP:

- Staff under the direction of the Project Manager at the control gate near PR 280 (24 hours per day, 7 days per week) will be responsible for:
  - Ensuring that only authorized users access the area
  - Asking whether users have locked and cased firearms (including long bows or cross bows)
  - Distributing appropriate information to those entering the area
  - Operating the traffic signalling device at the security gate
- Other security staff will be responsible for patrolling the roadway and enforcement of camp rules and policies.
- Security staff will liaise with RCMP with respect to trespass on the ROW or other security issues (e.g., firearms related).
- Security staff will liaise with Manitoba Conservation staff regarding potential problems occurring on adjacent Crown land, where regulations are enforced by Manitoba Conservation.
- Firearms rules and the “no shooting” buffer zone will be made known through:
  - Posted signage along access road
  - Orientation of workers
  - Information sessions for KCN members
  - Neighbouring community media.

- Snowmobile and ATV rules will be made known through:
  - Posted signage along access road and at designated snowmobile/ATV crossings
  - Orientation of workers
  - Information sessions for KCN members
  - Neighbouring community media.

Clear communication of measures included in this AMP, particularly the rationale for same, with workers, KCN resource harvesters, other KCN members, neighbouring First Nations and Métis and other communities should contribute to the prevention of conflicts. However, if conflicts do arise between the Partnership and those wishing to use the access road, then the following appeal mechanism will be used:

**Step 1:** Appeal to the Project Manager, who may consult with the KCN representatives and/or the KCN Resource Management Boards.

**Step 2:** A Committee appointed by the Partners' Regulatory and Licensing Committee, as set out in the Joint Keeyask Development Agreement will be responsible for resolving the dispute.

## 5.0 EDUCATION AND COMMUNICATION

Early, effective and frequent communication is vital to the successful implementation of this AMP. Communication is planned with any person or organization that may want to or will be using the access road:

- Contractors and managers with respect to the content of this AMP and practical implications for the Project.
- Other Manitoba Hydro staff and contractors with respect to the content of this AMP and practical implications for the Keeyask Project.
- KCN Chiefs and Councils and relevant managers regarding any proposed changes to this AMP and practical implications for the KCN.
- KCN training facilities, ATEC and other participants in the job referral process in order that they may assist in communicating restrictions on workers as they are referred to the site through the job order process.
- Project employees regarding camp rules (e.g., no firearms, long bows or cross bows) and worker orientation regarding respect for the surrounding area, wildlife and resources, as well as respect for local people during off-hours in Gillam, Thompson and other local communities.
- The Split Lake Resource Management Board ("SLRMB"), the Fox Lake Resource Management Board and the York Factory Resource Management Board regarding final content of this AMP and practical implications for implementing.
- KCN members regarding the location of construction activity and safety measures (e.g., restriction of use of firearms, long bows and cross bows). Manitoba Hydro and KCN communities have an existing weekly reporting mechanism for informing those communities about upcoming environmental field work. A similar approach will be adopted for reporting on proposed Project monitoring and/or construction activities.

- Other First Nations (leadership and members) and Aboriginal peoples who may wish to harvest resources in this area with respect to the rationale for restrictions - safety, protection of sensitive species and respect for resources, including cultural resources.
- Neighbouring communities (leadership and public-at-large) with respect to the restrictions and the rationale for same.
- Northern media with respect to the main ideas in the AMP and purpose for restrictions, to assist in communicating this Plan provisions to the public.
- Other resource users (e.g., outfitters, non-timber forest users) with respect to restrictions on use.
- Relevant interest groups (e.g., snowmobile clubs, licensed sport hunters and sport fishers, game and fish organizations, environmental organizations) who may wish to access the area with respect to the restrictions and the rationale for same.

The education and communication strategy for the construction phase of this AMP is included in Section 7.0 below.

## 6.0 MONITORING AND FOLLOW-UP

It is important that the road, start-up camp and main camp (phase one) areas, and activities that occur on and within these areas, are monitored for the following main reasons:

- To determine whether the measures set out in this AMP are effective.
- To reduce uncertainty in implementing this AMP.
- To adapt and improve measures in this AMP in response to actual experience (adaptive management).

Sources of monitoring information include the following:

- Gate records
- Security reports from patrols
- Voluntary harvest and sighting information (e.g., animal sightings (location, when); harvested flora and fauna (location, when, amount harvested)).

The following factors are intended for monitoring:

- Non-construction use of the road
  - Summarize gate records regarding who is using the access road, for what purpose and when
  - Summarize reporting from security patrols.
- Incidents or problems with non-construction use of the road (circumstances, timing)
  - Access by users who are not included in the Plan
  - Any problems related to users who can use the road (e.g., parking along roadway).

Monitoring reports will be developed each month by the Partnership and provided to the Partnership's Monitoring Advisory Committee. Monitoring information will be acted upon, as necessary, by the Project Manager.

## **7.0 EDUCATION AND COMMUNICATION STRATEGY**

### **7.1 PURPOSE**

An education and communications strategy for the AMP is vital to ensure successful implementation of the Plan. Early, effective and frequent communication with construction-related personnel, non-construction parties who will be permitted to use the road and those who will not be permitted to use the road is critical:

- To create an understanding among specific relevant groups and the public-at-large regarding what access management measures are being proposed and why.
- To gain the cooperation and support of parties (particularly leaders in neighbouring communities and stakeholder groups whose members will not be permitted access) in encouraging citizens to respect the intent of the Plan and abide by its measures.
- To provide clear information about the mechanisms by which access management will be implemented.

### **7.2 METHODS**

Table 7-1 sets out the types of methods that will be used to communicate with target audiences.

### **7.3 SCHEDULE**

The following sets out a general schedule of communication activities:

- Planning and Preparation of Materials
  - Preparation of a summary newsletter
  - Preparation of a gate brochure and tracking forms
  - Preparation of regular update reporting forms
  - Preparation of broadcast ads
  - Production of above products and full copies of this AMP, to extent required
  - Planning of initial round of meetings - detailed schedule, identification of participants from the Partnership, initial contact with target groups to set meetings; logistics for meetings
- Meetings with road contractors and staff prior to start of road construction
- Initial Round of Communication
  - Meetings with parties set out in Table A-1
  - Distribution of relevant materials at meetings
  - Copies of relevant materials left with key organizations for further distribution as required
- Periodic Reinforcement of Access Management Measures
  - Meetings with key parties set out in Table A-1; frequency to be determined (e.g., annual/semi-annual/seasonal)
  - Distribution of relevant materials at meetings

- Copies of relevant materials left with key organizations for further distribution as required

Table 7-1

Target Audience	Purpose	Full AMP	Summary Newsletter	Methods Gate Brochure	Meeting/ Workshop	Broadcast Media
KCN Administration – Chief and Council and relevant managers	<ul style="list-style-type: none"> <li>• Understand restrictions</li> <li>• Support practical KCN processes to identify and limit access by KCN members</li> <li>• C and C be prepared to liaise with other communities re: AMP and rationale for same</li> </ul>	X	X		X	
KCN resource harvesters and associations	<ul style="list-style-type: none"> <li>• Understand restrictions</li> <li>• Understand practical process of identifying permitted KCN users</li> </ul>	X	X	X	X	Local
KCN members (others)	<ul style="list-style-type: none"> <li>• Understand restrictions</li> <li>• Understand practical process of identifying permitted KCN users</li> </ul>		X	X	X	X
KCN Resource Management Boards	<ul style="list-style-type: none"> <li>• Understand restrictions</li> <li>• Seek support for practical KCN processes to identify and limit access by KCN members</li> </ul>	X	X	X	X	
Province of Manitoba	<ul style="list-style-type: none"> <li>• Understand restrictions</li> <li>• Work with Partnership to implement “no shooting” restrictions</li> </ul>	X	X		X	
Neighbouring First Nations and Métis – Leadership – Resource harvesters – Public-at-large	<ul style="list-style-type: none"> <li>• Understand restrictions and rationale for same</li> <li>• Engage leadership to encourage membership to respect restrictions</li> </ul>		X		X	X
Thompson and Gillam – Leadership	<ul style="list-style-type: none"> <li>• Understand restrictions and rationale for same</li> </ul>		X		X	X

Target Audience	Purpose	Full AMP	Summary Newsletter	Methods Gate Brochure	Meeting/ Workshop	Broadcast Media
<ul style="list-style-type: none"> <li>- Interest groups</li> <li>- Northern media</li> <li>- Public-at-large</li> </ul>	<ul style="list-style-type: none"> <li>• Engage leadership to encourage membership to respect restrictions</li> <li>• Engage interest groups (e.g., snowmobile clubs, fish and game organizations) to respect restrictions</li> <li>• Engage media to understand AMP and help publicize</li> </ul>					
Other neighbouring communities: <ul style="list-style-type: none"> <li>- Leadership</li> <li>- Resource harvesters</li> <li>- Public-at-large</li> </ul>	<ul style="list-style-type: none"> <li>• Understand restrictions and rationale for same</li> <li>• Engage leadership to encourage membership to respect restrictions</li> </ul>		<b>X</b>		<b>X</b>	<b>X</b>
Construction employees	Understand restrictions		<b>X</b>		<b>X</b>	
Job referral agents	Help to communicate restrictions during referral process		<b>X</b>		<b>X</b>	
RCMP	Understand restrictions and types of incidents that they may be called on to address	<b>X</b>	<b>X</b>		<b>X</b>	