THE CENTRAL COAST
LAND AND RESOURCE MANAGEMENT PLAN: AN EVALUATION OF COLLABORATIVE PLANNING IN BRITISH COLUMBIA

by

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ABSTRACT

Resolving conflict over allocation of natural resources is a significant challenge

facing resource managers. Collaborative planning (CP) recently emerged as one

approach to solving such conflict. This case study presents findings from an evaluation

of the Central Coast Land and Resource Management Plan, one of multiple CP processes

completed in British Columbia since 1992.

Results indicate CP provided stakeholders of the Central Coast with a powerful

tool to resolve conflict and develop a shared vision for resource management. Benefits of

CP went beyond the final land use plan to create knowledge and increase social capital.

However, power imbalance at the negotiation table left certain sectors out, First Nations

were not fully engaged, and public accountability was lacking. Nonetheless, the final

land use plan far exceeds what would have resulted from previous approaches to planning

and new relationships formed; supporting results from previous CP research.

Key words: British Columbia, collaborative planning, cross-cultural negotiations,

government-to-government negotiations, land and resource management plans

I dedicate this work to the people of the Central Coast, whose story I have only begun to understand.

To all the sector representatives who took the time to complete my survey and speak with me on the phone; this research would not exist without your contributions. Your reflections on the CCLRMP will assist future planners create improved collaborative processes. I hope I told your part in this incredible journey well.

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ADR	Alternative dispute resolution
AIP	Agreement in principle
BC	British Columbia
CBI	Consensus Building Institute
CCLMRP	Central Coast land and resource management plan
CFCI	Coast Forest Conservation Initiative
CIII	Coast Investment and Incentives Initiative
CIT	Coast Information Team
CORE	Commission on Resources and the Environment
CP	Collaborative planning
EBM	Ecosystem-based management
ENGO	Environmental non-governmental organization
G2G negotiations	Government-to-government negotiations
ILMB	Integrated Land Management Bureau (under Ministry of Agriculture and Lands)
IPT	Interagency Planning Team
IRPC	Integrated Resource Planning Committee
JSP	Joint Solutions Project
KDC	Kwatuitl District Council
KMT Forum	Kwatuitl District Council, Musgamagw Tsawataineuk Tribal Council, Tlowitis Nation
KNT Forum	Kwatuitl District Council, Nim'gis Nation, and Tlowitis Nation
LRF	Land and resource forum
LRMP	Land and resource management plan
LUCO	Land Use Coordination Office
MoF	BC Ministry of Forests
MOU	Memorandum of understanding

MSRM	Ministry of Sustainable Resource Management
MTTC	Musgamagw Tsawataineuk Tribal Council
PIC	Plan implementation committee
REM	School of Resource and Environmental Management
RSP	Rainforest Solution Project
SDM	Shared decision making
SRMP	Sustainable resource management plan
TM	Tlowitis Nation
TSA	Timber supply area

CHAPTER 1: INTRODUCTION

There is one person that is wiser than anybody, and that is everybody.

(Talleyrand, as quoted in Grey 1989, p.177)

1.1 Research context

Resolving conflict over the allocation of natural resources is a significant

challenge facing resource managers. Collaborative planning (CP) has recently emerged

as one approach to solving such conflict. CP delegates decision-making responsibility to

multistakeholder groups that engage in face-to-face negotiations to achieve consensus

agreement (Duffy, Roseland, and Gunton 1996; Cormick et al. 1996; Moote et al. 1997;

Carr, Selin, and Schuett 1998; Innes and Booher 1999a; Susskind et al. 2000;

Wondolleck and Yaffee 2000; Gunton and Day 2003; Gunton, Day, and Williams 2003).

In 1992, the province of British Columbia (BC) began applying CP (Gunton, Day, and

Williams 2003). Given the high levels of conflict in the province, and the complexity of

government decision making on Crown land, CP presented a new possibility for dispute

resolution (Gunton and Vertinsky 1991).

1.1.1 The evolution of CP in Canada and BC

The trend in Canadian governance is toward increased public participation in

decision making (Hodge 1998; Parson 2000). The federal government promoted the idea

of round table approaches to land use planning in the 1980s, in response to ideas

presented in *Our Common Future* (WCED 1987; McAllister 1998). The British

Columbia Roundtable on Environment and Economy (1994), and Cormick and others (1996) further developed the theory of CP as consensus-based, shared decision making through local, provincial, and national round tables.

Since 1992, BC has applied CP processes to prepare regional land use management plans for almost the entire province. Given that no other jurisdiction has been so systematic in its approach to land use planning, BC's land and resource management plans (LRMP) provide ideal case studies for evaluating CP (Gunton, Day, and Williams 2003). In addition, BC's use of CP has contributed to furthering development of this decision-making approach in Canada, while also creating worldwide attention on the effectiveness of CP for land use planning and conflict resolution (Owen 1998).

1.2 Research overview

Researchers widely accept that empirical research into the fundamentals and application of CP is necessary (NRTEE 1994; Parson 2000; Innes and Booher 1999a; Schuett, Selin, and Carr 2001; Bingham et al. 2003; Gunton and Day 2003). Further, participants involved in CP have themselves noted the benefits of post-process evaluation (Roseland et al. 1997). The increasing use of CP as a resource management decision-making tool justifies the need for additional research to determine when and how to apply CP most effectively. However, the scope and volume of CP research remains limited (Frame 2002).

This study is part of a multiphase, land use planning research program at the School of Resource and Environmental Management (REM) at Simon Fraser University.

The first phase of the research examined: (1) analytical methods, (2) theoretical approaches to shared decision making and dispute resolution, and (3) institutional structures for land management. This research generated knowledge that helped advance CP in British Columbia (Gunton and Vertinsky 1990; Gunton 1991; Gunton 1992; Gunton and Flynn 1992).

The second phrase of research evaluated four land use plans completed before 1996 (Vancouver Island, Caribou-Chilcotin, West Kootney, and East Kootney-Boundary), while also considering the BC planning experience from a variety of perspectives (Gunton and Flynn 1992; A. Wilson 1995; Tamblyn 1996; Parker 1998; Penrose, Day, and Roseland 1998; Roseland et al. 1998). The province applied the results from these studies to further improve CP processes (Flynn and Gunton 1992; Duffy, Roseland, and Gunton 1996; Gunton 1998; Tamblyn and Day 1998; Williams, Penrose, and Hawkes 1998; Penrose, Day, and Roseland 1998).

This study is part of the third research phase. In 2002, Frame conducted an ex poste evaluation of 17 LRMPs using process participant surveys and a standard evaluative tool. Since that time, three more LRMPs have been completed—Central Coast, North Coast, and Lillooet. Using the same evaluative tool as Frame, this case study analyses table participant responses to the Central Coast process (CCLRMP). Unlike Frame's research, this evaluation only considers the Central Coast process. This modification resulted directly from Frame's conclusion that an analysis of multiple LRMPs should be complemented by specific LRMP case studies to assess in greater detail factors that influence CP success or failure.

1.2.1 The Central Coast Region

The Central Coast Region of BC is approximately 4.6-million hectares of marine, foreshore, and upland area on the mainland West Coast (CCLRMP 2004). The region has a population of approximately 5000, slightly more than 50% of whom are First Nations (CCLRMP 2004). Four aspects distinguish the Central Coast planning table from LRMPs studied previously:

- A two-tiered decision-making approach was applied to the planning process. In the first tier, all stakeholders met to develop recommendations for land use in the Central Coast. At the second tier, Coastal First Nations negotiated recommendations proposed by the first tier process directly with the province. This effectively gave First Nations a status equivalent to government for the duration of second tier negotiations (herein referred to as G2G negotiations).

- Coastal management was an integral part of the regional plan. In British Columbia, no formal coastal management act exists. Instead, CP processes completed for the coastal regions will cumulatively constitute the provincial coastal management policy. This collaborative approach to coastal planning is unique in the world.

- An independent body of experts, the Coast Information Team (CIT), was created to provide social, economic, and environmental information to the planning table. In the past, various provincial government ministries were responsible for this task.

- Ecosystem-based management (EBM) was proposed as an adaptive management approach to guide resource extraction in nonprotected areas of the coastal region. The main goal of EBM is to maintain healthy ecosystems and human communities, thus working towards sustainable development.

Given these unique features, analysis of this case study provides new information to the existing CP database. Specifically, this study assesses the efficacy of process changes by the Central Coast planning table (increased First Nations involvement, CIT) designed to mitigate weaknesses identified in previous LRMPs.

1.2.2 Purpose and objectives

The purpose of the Central Coast case study analysis is to evaluate how effective CP methods are for creating land and coastal management plans, incorporating First Nations cultural requirements, and developing an innovative, adaptive management framework (EBM). The analysis also appraises how successful CIT was at providing information to the planning process. Specifically, the CCLRMP case study analysis:

1. Identifies key issues in CP theory and practice literature.

2. Evaluates CP by considering:

    - Strengths and weaknesses of CP for land and coastal planning based on the Central Coast experience,

    - Factors required for successful application of CP for the CCLRMP, and

    - Usefulness of EBM and CIT within the CP process.

3. Evaluates methods for involving First Nations in CP by:

    - Reviewing the theory of cross-cultural collaboration, and

    - Identifying strengths and weakness of First Nations involvement in the CCLRMP.

4. Advances the theory of CP and its role in resource management conflict resolution.

1.2.3 Methodology

The research methodology involves multiple steps.

1. Initially, a literature review of the evolution and theory of collaboration and cross-cultural collaboration was undertaken.

2. Following this, the LRMP process in BC and the Central Coast Region were reviewed.

3. Next, a survey was sent to CCLRMP process participants. To further clarify any discrepancies noted in completed surveys, telephone interviews were conducted.

4. To analyze survey results and draw conclusions about the applicability of CP to the CCLRMP planning process, participant responses were complied and analyzed using the evaluative framework.

Researchers at REM developed the participant survey and evaluation framework used to analyze the CCLRMP process (Frame 2002). The framework is based on a synthesis of evaluative methodologies applied by multiple researchers and has successfully evaluated CP processes previously (Gunton and Day 2003; Frame et al. 2004). The survey tool complements the best practices evaluative framework.

1.3 Report outline

Chapter 2 provides an overview of the evolution and theory of collaborative planning and cross-cultural collaboration, while also outlining the best practices evaluative framework. A summary of the history of land use planning in BC, outlining how the LRMP process developed, follows in chapter 3. Specific discussion of the Central Coast LRMP process is also included. Chapter 4 summarizes results of the participant survey analysis. To close, the results are discussed, and conclusions and recommendations are offered.

CHAPTER 2: COLLABORATIVE PLANNING

A discussion of the evolution of planning from the technocratic model to the collaborative approach applied in the CCLRMP starts off this chapter. This is followed by an overview of the advantages and disadvantages of CP. Next, a review of relevant case studies of collaborative planning and their key conclusions and recommendations is included. The theory and practice of cross-cultural collaboration are also discussed in consideration of the increased involvement of First Nations in the CCLRMP. Future CP research possibilities are also considered. The chapter concludes with a discussion of the research methodology applied in this case study evaluation.

2.1   Collaborative planning – the evolution

Interest-based negotiations that incorporate consensus building in order to meet the interests of all stakeholders,[1] forms the basis of CP (Frame, Gunton, and Day 2004). CP invites individuals with differing stakes in an issue to participate in group deliberations in attempt to solve problems they are unable to address on their own (Gray 1985; Gray 1989; Innes 1996). CP is a transformative process, generating collective intelligence by: (1) changing stakeholder knowledge and future actions, (2) pooling resources and information, (3) joint fact finding, and (4) creating trusting relationships (Gray 1985; Grey 1989; Carr, Selin, and Schuett 1998; Innes and Booher 1999a). In addition to involving all stakeholders, CP also requires face-to-face dialogue, mutual

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[1] Stakeholders are individuals, groups, or formal organizations with a perceived interest or impact on a particular resource issue, whom may, or may not belong to a particular sector (Grey 1989; Selin and Chavez 1995; Margerum 2002).

learning, voluntary participation, a search for "all-gain" rather than "win-lose" solutions, and the assistance of a neutral mediator or facilitator (Susskind and Cruickshank 1987; Carr, Selin, and Schuett 1998; Wondolleck and Yaffee 2000). The voluntary nature of CP allows stakeholders to leave freely if the process or outcomes fails to meet their interests. In this way, all parties to the decision have veto power (Susskind and Cruickshank 1987; Sigurdson 1998; Griffin 1999). This power provides stakeholders the freedom to consider areas of mutual accommodation, and seek innovative solutions that meet their, as well as the other stakeholder's, interests (NRTEE 1994).

CP marks a new point along the spectrum of public involvement in land planning. Citizen involvement in resource planning has evolved dramatically from the "review and comment" approach of the 1960s. Land managers have shifted from a reliance on technocratic and advocacy models to alternative dispute resolution and CP, resulting in an increase in the quantity and quality of public participation (Moote and McClaran 1997; Crowfoot and Wondolleck 1990; Gunton and Day 2003; Yaffee and Wondolleck 2003). This evolution in planning was motivated by recognition that public participation did not necessarily equate to effective citizen involvement (Arnstein 1969).

2.1.1 Technocratic and advocacy models

The technocratic planning model, which strove to achieve an economic and efficient use of space, defined initial approaches to planning. This model took a centrally managed perspective on land use, assuming planners were able to determine and achieve a narrow set of objectives for land management based on scientific analysis (Moote and McClarn 1997; Wondolleck and Yaffee 2000; Susskind, van der Wansem, and Ciccerelli 2003; Connick and Innes 2003). Predictability and efficiency, not representation, were

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emphasized (Moote and McClarn 1997). Land managers generally operated beyond the reach of public scrutiny, or were only accountable to a narrow range of constituencies (Wondolleck and Yaffee 2000). Public participation in this model was highly controlled and information flowed one way, from the interest groups to the land managers (Wondolleck and Yaffee 2000). This top down, paternalistic process encouraged the public to accentuate their differences rather than search for common ground, and often did a poor job of protecting the interests of the least powerful (Susskind and Cruickshank 1987; Wondolleck and Yaffee 2000).

In response to failures of the technocratic model, the advocacy model emerged in the 1960s. The fundamental motivation of advocacy planning was to increase social equity by ensuring fair resource distribution, and improved quality of life for poor, minority groups (Susskind, van der Wansem, and Ciccerelli 2003). While a few individuals made technocratic planning decisions, advocacy planners used open forums where planners and community groups worked together to confront conventionally powerful interests (Susskind, van der Wansem, and Ciccerelli 2003). The focus was on empowering stakeholders by providing them with their own experts to advocate on their behalf (Gunton and Day 2003).

2.1.2 Alternative dispute resolution and collaborative planning

The distinguishing feature of alternative dispute resolution (ADR), or mediation, is that decision making is delegated to stakeholders who engage in negotiation to reach agreement. An impartial third party often assists the negotiation process. Commonly referred to as facilitated or principled negotiation, mediation is voluntary, and works to assist parties deal with intense disagreement (Cormick 1976; Duffy, Roseland, and

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Gunton 1996; Weidner 1998; Susskind 1999). Degree of public involvement is the main difference between technocratic models and ADR. With technocratic approaches, public involvement was limited and constrained (Crowfoot and Wondolleck 1990). In applications of ADR, the public role is much more direct, and civil society issues are addressed by involving citizen groups. However, unlike advocacy planners who represented political interests of a particular group, mediators work to resolve disagreements and build consensus among all stakeholders by creating mutual gains (Susskind and Field 1996; Susskind, van der Wansem, and Ciccerelli 2003).

CP emerged in response to criticism that ADR was not participatory enough. The new popular democratic approach, or participatory democracy, emphasizes the importance of public participation to influence decisions as well as strengthen civil capacity and build social capital (Selin and Chavez 1995; Moote, McClaran, and Chickering1997). Collaborative planning, which combines aspects of the advocacy model (stakeholder empowerment) with ADR (dispute resolution) accomplishes both these tasks (Gunton and Day 2003).

2.1.3 Motivations for change

Land managers relying solely on science to make decisions on behalf of society is no longer acceptable; stakeholders demand cooperative decision making (Bingham 1986; Selin and Chavez 1995; Duffy, Roseland, and Gunton 1996; Wondolleck 1998; Yaffee and Wondolleck 2003). Three main forces drive this trend. First, decision makers recognize that public involvement in land use decisions is essential. Allocating scarce resources involves answering highly political questions and values, not science, must inform the answer (Bacow and Wheeler 1984; Gray 1985; Wondolleck 1988; McMullin

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and Nielson 1991, Brenneis and M'Gonigle 1992; Susskind et al. 2000; Wondolleck and Yaffee 2000; Stirling 2004; Davies et al. 2005). Therefore, increased public involvement is necessary to integrate values into the decision process. Second, continual conflict creates declining trust in government's ability to solve problems (Wondolleck and Yaffee 2000). Third, governments are searching for effective planning methods that decrease costs and conflict. Wondolleck and Yaffee identified four costs of conflict impasse (2000): high human resource requirements, increased community hostility, increased uncertainty, and people burn out. Each of these costs promotes continued conflict, rather than resolution.

2.2 Collaborative planning – advantages

2.2.1 Creates solutions

CP is more likely to resolve conflict by assisting stakeholders to reach agreement that meets the interests of all parties (Bacow and Wheeler 1984; Gunton and Flynn 1992; Innes and Booher 1999a; Wondolleck and Yaffee 2000; Gunton and Day 2003). Collaborative processes build stakeholder ownership in final decisions, a process integral to success. Ownership is the sense of responsibility, obligation, and caring that stakeholders imbed in self-created solutions (Wondolleck and Yaffee 2000; Bryan 2004). The process of creating ownership brings stakeholders together, allowing them to recognize and work beyond their own narrow perspectives to develop creative solutions that meet the public interest (Wondolleck and Yaffee 2000; Bryan 2004). Importantly, stakeholders come to the table because they understand their interests will not be met if they try to solve the problem on their own (Innes 2005).

2.2.2 Successful implementation

Support for an agreement is increased if all stakeholders are involved in the planning process. Greater support for the final agreement subsequently increases likelihood of successful implementation (Grey 1989; Duffy, Roseland, and Gunton 1996; Moote, McClaran, and Chickering1997; Sigurdson 1998; Innes and Booher 1999a; Wondolleck and Yaffee 2000; Gunton and Day 2003; Calbick, Day, and Gunton 2003; Albert, Gunton, and Day 2003). There are three reasons why stakeholders are more likely to support implementation of decisions developed through CP: (1) agreements are more likely to meet all the stakeholder's interests (Susskind and Cruickshank 1987; Gunton and Day 2003), (2) stakeholders feel the resolution process is fair and they are able to resolve their conflicts (Susskind and Cruickshank 1987; Moote and McClaran 1997), and (3) stakeholders have greater power and influence over decision making through access to meeting agendas and key decision makers(Crowfoot and Wondolleck 1990). Enhanced influence in decision making works to keep stakeholders involved, interested, and active, improving stakeholder commitment (Bacow and Wheeler 1984; Bingham 1986; Duffy, Roseland, and Gunton 1996; Innes and Booher 1999a; Wondolleck and Yaffee 2000; Gunton and Day 2003).

2.2.3 Higher-quality agreements

Agreements reached through CP may be higher quality than outcomes from conventional approaches to decision making. Improved quality results from increased dialogue, and the broad array of experience and knowledge multiple stakeholders bring to the table (Grey 1989; Gunton and Flynn 1992; Weidner 1998; Innes and Booher 1999a; Gunton and Day 2003, Connick and Innes 2003; Lafon et al. 2004). Allowing

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stakeholders to exchange information, through joint research and fact finding, creates a shared knowledge base integral to dispute resolution, while also broadening the range of possible alternatives, promoting creativity and innovation in final solutions (Crowfoot and Wondolleck 1987; Innes 1996; Wondolleck and Yaffee 2000).

2.2.4 Beyond agreement

Improved stakeholder relations, new communication skills, and better information are some of the more common second-[2] and third-order effects that result from CP (Grey 1989; Crowfoot and Wondolleck 1990; Duffy, Roseland, and Gunton 1996; Carr, Selin, and Schuett, 1998; Innes and Booher 1999b; Wondolleck and Yaffee 2000; Gunton and Day 2003; Frame, Gunton, and Day 2004; Innes 2005). These additional effects are highly beneficial, as a community's ability to deal with future problems is enhanced (Grey 1989; Carr, Selin, and Schuett 1998; Wondolleck and Yaffee 2000). Social capital, an example of a secondary outcome, is the capacity of individuals to access resources as a result of their relationships (Connick and Innes 2003; Pearson D'Estree 2003). Building social capital may take time initially, but in the long run will save money (Pearson D'Estree 2003).

2.2.5 Increased efficiency

CP is more efficient than other planning methods because the process reduces costly conflict. Advocates allege that CP saves time and money by focusing resources on solving underlying issues, rather than addressing stakeholder concerns only after

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[2] The agreement is the first order effect.

decisions are made and implementation has begun (Bingham 1986; Gunton and Flynn 1992; Weidner 1998).

2.3   Collaborative planning – challenges

2.3.1   Power, institutions, and skills

Effective CP requires all stakeholders to participate fully in the planning process. However, power is rarely equitably distributed. Powerful groups may be able to achieve their objectives without considering the interests of less powerful stakeholders due to greater human, financial, or political resources (Bingham 1986; Amy 1987; Crowfoot and Wondolleck 1990; Rutherford, Herbert, and Coffen-Smout 2005). Effectively, power imbalances create situations where participation is not in the best interests of less powerful groups, as decisions unsatisfactory to their interests may result (Susskind and Cruickshank 1987; Grey 1989; Selin and Chavez 1995; Susskind et al. 2000; Wondolleck and Yaffee 2000). There are three aspects to power imbalance: government, public sector, and skilled negotiation.

The power of government presents numerous challenges to CP. First, government representatives unwilling to share decision-making power with stakeholders reinforce power inequity (Crowfoot and Wondolleck 1990; Sigurdson 1998; Frame, Gunton, and Day 2004). Second, government processes are often inflexible, thereby preventing application of CP (Grey 1989; Selin and Chavez 1995; Moote and McClaran 1997; Carr, Selin, and Schuett 1998; Wondolleck and Yaffee 2000; Gregory, McDaniels, and Fields 2001; Margerum 2002, Margerum and Whitall 2004). Third, government may resist change. Fourth, the short-term objectives that dominate government make long-term

support of CP difficult (Gunton and Fletcher 1992; Roseland et al. 1998). Fifth,

participation in consensual negotiations may constitute an abdication of government's

legal responsibility (Susskind and Cruickshank 1987; Grey 1989; Wondolleck and Yaffee

2000; Margerum and Whitall 2004). Sixth, maintaining close ties to government may be

difficult for certain stakeholders (NRTEE 1994). For instance, if an initiative is in

response to perceived government failures, stakeholders may not trust government input.

Attitudes of the public are also a potential barrier to CP (Grey 1989; Penrose,

Day, and Roseland 1998). Citizens may not have the time or desire to participate in

lengthy negotiation processes dealing with broader societal interests. Citizens and

communities alike are only beginning to develop the skills and values critical to

successful participation in CP. Lastly, a lack of skills required to negotiate successfully

can divide stakeholders as well. The skill gap is widened due to the misleading notion

that negotiation is a simple and informal process in which anyone can be effective (Amy

1987; Weidner 1998).

2.3.2 Lowest common denominator agreements, increased time, and costs

CP may motivate stakeholders to settle for second-best solutions in order to reach

agreement (Crowfoot and Wondolleck 1990; Griffin, 1999; Gregory, McDaniels, and

Fields, 2001). In effect the drive for consensus may outweigh the need for each

stakeholder to meet his or her interests. In the end, stakeholders often settle for

agreements less representative of their interests than could have been achieved through

alternative planning methods. For stakeholders with a narrower margin for failure, the

prospect of no agreement may be enough to motivate them to agree to solutions that fail

to consider their best interests (Crowfoot and Wondolleck 1990). Numerous researchers

have also noted that the time required to build consensus among multiple parties with diverse interests can be quite substantial, resulting in a significant increase in upfront costs (Susskind and Cruickshank 1987; Crowfoot and Wondolleck 1990; Moote, McClaran, and Chickering1997; Griffin 1999). The increased time commitment not only discourages some agencies from applying CP, but civil society groups may be disinclined to participate (Crowfoot and Wondolleck 1990). Costs will be greater when CP is as inclusive as possible (Bingham 1986; Gunton and Day 2003).

2.3.3 Process management

Managing a CP process is challenging (Wondolleck and Yaffee 2000). If explicit rules of operation are not established, meeting structures not developed, decision rules not finalized, confusion and frustration on the part of participants will result (Moote, McClaran, and Chickering 1997). CP requires participants to think differently about themselves and each other, take chances, and put their interests and goals on the table. If they are unable to do so as a result of poor process management, effective decisions are unlikely (Roseland et al. 1998; Susskind et al. 2000; Wondolleck and Yaffee 2000; Margerum 2002).

2.3.4 Accountability

Ensuring adequate public accountability is a key aspect of CP process, and failure to do so creates four problems. First, government agencies may abdicate their legal obligations and authority to non-elected CP groups, a process that could exclude general public and unorganized interests (McMullin and Neilson 1991; Moote and McClaran 1997; Weidner 1998; Wondolleck and Yaffee, 2000). Second, stakeholders may

negotiate resolutions that meet their interests but ignore social values (Bacow and Wheeler, 1984; Moote, McClaran, and Chickering1997). Third, stakeholders may not be sufficiently informed to make good resource allocation decisions (McMullin and Neilson 1991; Gregory, McDaniels, and Fields 2001; Beierle and Cayford 2002; Peterson, Peterson, and Peterson 2005). Fourth, there may be a lack of protocol to ensure implementation of final solutions (Bingham 1986).

2.3.5 Ideology and past relationships

Fundamental ideological or value differences may prevent consensus-based decision making from reaching a mutually satisfactory agreement (Caton Campbell and Floyd 1996; Amy 1987; Gunton and Flynn 1992; Weidner 1998). Certain issues are not inclined to compromise, often due to matters of moral principle, law, or the reality that parties are unable to invent mutually-agreeable options (Bingham 1986; McMullin and Neilson 1991; Wondolleck and Yaffee 2000; Margerum 2002). Such value conflicts are intractable (Caton Campbell 2003). In intractable situations, each party will surround themselves with moral rhetoric and outrage; all they believe is right, and ideas and views from the other sides are wrong, leaving little room to negotiate (Susskind and Field 1996). In this sense, politics clearly influences how collaborative processes will proceed (Walker and Hurley 2004).

Historical problems between stakeholders may also discourage use of CP (Selin and Chavez 1995; Innes 1996; Wondolleck and Yaffee 2000). Parties may be unwilling to set aside former patterns of interaction, or they may believe the cost of negotiation outweighs potential benefits (Bacow and Wheeler 1984; Bingham 1986). In the case of

government, there is often a loss of trust and public confidence, which can be difficult to re-establish (Rutherford, Herbert, and Coffen-Smout 2005).

As with all decision-making techniques, CP is not perfect. However, continued research and evaluation of CP processes will help future planners determine if the advantages outweigh the disadvantages.

2.4   Collaborative planning – evaluation

Evaluating CP is important (Moote, McClaran, and Chickering1997; Innes 1999). Evaluation allows process designers to assess CP strengths and weakness, while also determining how and when the process is best applied (Innes 1999). Policy makers also need to understand CP compared to conventional decision-making alternatives in order to develop best practices (Innes 1999). Further, potential CP participants need access to evaluative studies to make informed decisions concerning their involvement (Innes 1999).

Evaluating CP is difficult for numerous reasons (Innes 1999; Innes and Booher 1999a). First, CP challenges how we understand success, failure, and decision making because the process operates on different principles, and results in different outcomes. For example, the most valuable outcome from a CP process may be a new relationship or better understanding between key stakeholders, rather than a new policy or plan. An agreement is meaningless if conflict quickly reappears. However, assigning value to new relationships is difficult, leading evaluators to use agreement as the preferred sign of success (Innes and Booher 1999a). Second, the CP framework makes separating process from socioeconomic context difficult because consensus building has no clear boundaries

in space, time, subject matter, or participation. Clearly defining: (1) what constitutes a

meeting, (2) all the stakeholders, and (3) what issues are on the table can be difficult, as

CP is, by definition, adaptive and constantly evolving. Third, CP process and outcomes

are not easily distinguished because the process has value in and of itself, and is

intimately connected to the outcomes. For instance, if a CP process failed to include a

vulnerable interest group, or consider relevant information, not only would the process

lack credibility, but a viable agreement would not develop. As a result of these three

factors, conventional evaluation techniques fail to account for many of the unique

attributes and benefits that make CP worthwhile. For example, even if agreement is not

possible, a CP process will have been successful if stakeholders better understand the

issues, each other's interests, and potential solutions. The last and most challenging

aspect of CP evaluation is the lack of a suitable control group, as this makes connecting

the perceived benefits of CP directly to a CP process, quite difficult (Harter 1997;

Menkel-Meadow 1997).

The case study research on collaborative processes has resulted in a body of

literature documenting CP successes and failures (Caton Campbell and Floyd 1996; Innes

1999). Researchers applied a range of methodologies such as surveys, interviews, and

document review to: (1) assess participants' perspectives and levels of satisfaction, (2)

evaluate techniques and outcomes, (3) improve processes, and (4) contribute to theory

(Innes 1999; Innes and Booher 1999a). One excellent example is Susskind, McKearnan,

and Thomas-Larmer's (1999), *The Consensus Building Handbook*. This book provides

readers with case studies of consensus-based processes, as well as a thorough overview of

key aspects to consider when designing and implemented a consensus-based, decision-making process.

2.4.1 Case studies from BC

Wilson, Roseland, and Day (1996) completed a study of one of BC's first CP processes for public land planning. The planning process, which occurred on Vancouver Island, was evaluated using 17 process criteria categorized as: incentives to participate, participant involvement, and process mechanics. Evaluation was based on participant interviews, researcher observation at process meetings, and a review of relevant planning process documentation. Researchers identified several obstacles to consensus. First, there was an absence of critical government policy guidance and provincial leadership. Second, not all participants were willing to work collaboratively. Third, the large regional scale complicated the process, making consideration of all relevant issues and inclusion of all key stakeholders difficult and costly. Fourth, operational complications arose because Vancouver Island was the first regional-scale, provincially-managed land use planning initiative to apply CP (Wilson, Roseland, and Day 1996). Recommendations to improve similar processes included: (1) encouraging continuous communication between representatives and their constituencies, and effective participation by First Nations; (2) timelines that are compatible with project scope paired with efficient time management; (3) if consensus is not reached, table participants should still generate products that will be useful for future land use decisions; and (4) all stakeholders should be involved in developing land use options for consideration (Wilson, Roseland, and Day 1996). The study's main conclusion indicated that while consensus was not achieved, the process resulted in government decisions that were

better informed, more balanced, and more robust. The authors also emphasized how important government leadership is for establishing clear goals and policies, minimizing power imbalances among sectors, and fostering an atmosphere of trust and respect (Wilson, Roseland, and Day 1996).

Penrose, Day, and Roseland (1998) completed a similar study on the Cariboo-Chilcotin CP processes. The Cariboo-Chilcotin CP process was evaluated using ten process criteria organized by: support for process, representation and resources, and negotiation design. Information for analysis was collected through telephone interviews with process participants, and by attending planning table meetings. Researchers concluded that failure to achieve consensus occurred because of ineffective process implementation and lack of commitment by the province and certain participants, rather than as a result of having applied CP (Penrose, Day, and Roseland 1998). Importantly, participant commitment was negatively impacted by deficiencies in pre-process preparation, policies, resources, terms of reference, and communication. However, the process was still successful on several fronts. First, numerous interests were included in decision making. Second, the process provided a forum for dialogue and relationship building between stakeholders. Third, government agencies were obliged to communicate and cooperate. Fourth, the process facilitated collection of information for land use planning. Fifth, participants attempted to incorporate social, economic, and environmental issues into decision making (Penrose, Day, and Roseland 1998).

Tamblyn and Day (1998) completed a case-study review of the first interest-based land use planning process to offer a consensus recommendation to provincial Cabinet, the Kamloops LRMP. Case study methodology was similar to previous studies, however

again process criteria were modified. Researchers applied twenty-two process criteria classified under four themes: (1) incentive to participate, (2) participant involvement, (3) process management, and (4) process mechanics. The material for analysis was gathered by researcher observation at table meetings, a review of process documentation, and participant interviews. Several interrelated elements were identified as having contributed to the success of the Kamloops LRMP. First, stakeholders had a history of working together and were committed to reaching agreement. Second, trust and respect among participants was high. Third, process coordinators were committed, innovative in their approaches, and skilled. Fourth, participants were given flexibility to experiment with different process procedures (Tamblyn and Day 1998). Even though consensus was achieved, table participants had faced serious obstacles. First, the province failed to present a complete policy framework, which would have outlined clarity of purpose, desired process outcomes, and participant roles. Second, adequate funding for participants was lacking. Third, some participants lacked experience with interest-based negotiation (Tamblyn and Day 1998). Nonetheless, the success of the Kamloop's LRMP provided other LRMP table participants with good reasons to consider participation: (1) Cabinet was quick to accept the consensus recommendations; (2) the public saw that government was seriously listening to, and addressing, their concerns; and (3) the Kamloop's LRMP participants felt the process was a positive experience.

Roseland and others (1998) conducted an extensive survey of several LRMPS which included three cases study reviews. Two of the case studies evaluated process, while one considered community capacity outcomes (Roseland et al. 1998). The purpose of this research was to establish "lessons learned" on how to design and implement

effective public participation processes, as well as how such approaches influence community capacity. Research occurred in three phases. First, a literature review was conducted to develop an evaluative framework. The resulting framework consisted of ten process criteria grouped into four themes: (1) support for process, (2) representation, (3) resources, and (4) process design. A separate community capacity outcomes evaluative framework was also developed which grouped criteria by: (1) information, (2) resources and skills, (3) structures, and (4) attitudes. LRMP process documentation was also reviewed during this phase. In the second research phase, a telephone survey was conducted using a random sample of LRMP participants from around the province (Roseland et al. 1998). In the third phase, the survey results were combined with the evaluative frameworks to design two case study interview questionnaires.

The research concluded that if a CP process is effectively implemented, and participants are committed to its principles and goals, the process offers a viable option for achieving sustainable land use. However, CP processes are not a replacement for conventional tools such as lobbying, legislative debate, or litigation. Furthermore, the consensus agreement achieved through CP is only the first step—if sustainable land use is the goal, future dialogue and negotiation will be necessary (Roseland et al. 1998).

The study's recommendations addressed: (1) process support, including government policy, resources, staff training, and legislation; (2) representation issues, such as public accountability, First Nations involvement, and clearly defined participant roles; (3) resource concerns, including training, facilitation, information, and detailed project planning; and (4) process design features, such as scope and timeline, participant design, and process adaptability (Roseland et al. 1998). The study findings emphasized

the importance of balancing power among participants, and that CP processes require significant commitment from all participants in order to be effective (Roseland et al. 1998). The study indicated that modest gains in building community capacity were made in some areas, but that significant gains were rare (Roseland et al. 1998). Improved community capacity outcomes such as education, awareness, and skills development would likely result from more effective process design and management (Roseland et al. 1998).

Frame (2002) conducted a case study review of seventeen LRMPs completed before 2002. Her evaluative framework was discussed in Section 1.2.3. Frame's study concluded CP processes can help stakeholders move from intense conflict to respectful negotiation for the purpose of developing consensus agreement. Her research confirmed that CP processes are powerful tools for resolving conflict and developing shared visions on the management of public resources, thus supporting findings from previous studies. Frame also recommended that additional research should include more case studies; disaggregate results by participant sector and by planning process, to identify factors that explain differences in outcomes; and develop objective evaluation measures to complement participant observation (Frame, Gunton, and Day 2004).

Mascarehas and Scarce (2004) reviewed public participation and consensus-based, decision-making processes that occurred in BC from the perspective of both "deliberative democracy and discourse[3]" and "alternative dispute resolution and conflict management theory." Evaluation was based on interviews with a random sample of individuals from around the province; some subjects were involved in provincial

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[3] Deliberative democracy is similar to CP in that both approaches apply broad democratic decision making principles to public land planning (Mascarehas and Scarce 2004).

planning processes while others were external to the process (Mascarehas and Scarce

2004). In-depth interviews were used, allowing researchers to understand respondents'

perceptions without imposing *a priori* categories. The overarching research question

was: what factors are perceived by British Columbians to be important for producing

successful land and resource planning processes (Mascarehas and Scarce 2004)[4]? The

interview results were classified using categorical aggregation, an approach that involves

identifying main themes from transcribed interviews. The research indicated that

legitimacy is a crucial component for success in consensus-based decision making.

According to study results, legitimate public planning processes are marked by the extent

to which stakeholder representation is encouraged, as well as how involved stakeholder

groups are at all process stages. Further, a legitimate plan requires both financial and

institutional government support (Mascarehas and Scarce 2004).

2.4.2 Case studies external to BC

Moote, McClaran, and Chickering (1997) conducted a review of coordinated

resource management initiatives by the Bureau of Land Management in the US. The

researchers examined how participatory democracy concepts applied to public

participation in land use planning. The study was conducted using document analysis,

observation of process meetings, questionnaires, and interviews with key participants.

The processes were evaluated against participatory democracy concepts of efficacy,

access, and representation; continuous participation throughout planning; information

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[4] The questions posed to interviewees were designed to explore the main question, however within each interview any number of subquestions were used to clarify specific topics that emerged. These subquestions were not pre-established, but rather were developed within the context of each interview. As such, each interview varied according to the interviewee and what they chose to share with the interviewer (Mascarehas and Scarce 2004).

exchange and learning; and decision-making authority (Moote, McClaran, and Chickering 1997). The case study failed to achieve the criteria for participatory democracy, leading the researchers to conclude that: (1) social deliberation alone cannot ensure successful collaboration, (2) establishing clear ground rules for decision making and process operation is critical, and (3) the participatory democracy tenet of shared decision-making authority must be resolved against federal agencies' legal rights and responsibilities (Moote, McClaran, and Chickering 1997). Additionally this study highlighted the reality that consensus may not be possible if deeply held values are at issue.

Carr, Selin, and Schuett (1998) reported findings of two case studies of CP applied to national forest management in the US Forest Service. The focus of these studies was the experiences and perceptions of Forest Service employees and external partners. The evaluation was based on results collected from telephone surveys with process participants. Survey questions addressed: (1) respondents' experience with collaborative planning activities; (2) benefits, barriers, and level of support for collaborative planning; (3) suggested improvements; and (4) the future role of collaborative processes (Carr, Selin, and Schuett 1998). The study highlighted similarities and differences between how employees and external partners evaluated their planning experience. Benefits reported by both groups included trust and relationship building (Carr, Selin, and Schuett 1998). Participants identified such barriers to effective collaboration as: Forest Service organizational culture; drawn out timelines; and inadequate distribution of power to external partners, which negatively affected process design and the outcomes (Carr, Selin, and Schuett 1998). Three findings to make future

collaborative planning more effective were offered. These included: (1) that civic literacy was as necessary as ecological literacy when implementing an ecosystem-based approach to land management; (2) that CP has a critical role to play in the evolution of the US Forest Service; and (3) that both government employees and external participants must demonstrate risk taking and trust (Carr, Selin, and Schuett 1998).

To investigate participants' perceptions on the keys to successful collaboration, Schuett, Selin, and Carr (2001) conducted a quantitative study of 30 collaborative processes involving the US Forest Service. To solicit information, a survey was sent to 647 individuals who either worked for the US Forest Service or had participated in a collaborative process managed by the Forest Service. The survey gathered information on: (1) the initiative and the individual, (2) initiative effectiveness, (3) general outcomes of the initiative, and (4) respondent's perceptions regarding key contributors to successful collaboration, as well as the main constraints to effectiveness (Schuett, Selin, and Carr 2001). Survey results indicated, in addition to the main agreement, initiatives contributed to other interim outcomes such as: better coordination and communication, enhanced resource sharing, and improved levels of trust among resource stakeholders. Significant predictors to process success included: (1) leadership, (2) willingness by stakeholders to compromise and negotiate, and (3) broad stakeholder representation. Thus these results supported the claim that collaborative, natural resource based initiatives can achieve beneficial outcomes. Further, the researchers suggested that effective collaboration will require enlightened policies and management systems to ensure the public interest is served and to justify CP's additional costs (Schuett, Selin, and Carr 2001).

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In 2000, Wondolleck and Yaffee published *Making Collaboration Work*, a summary of ten years of case study research from the US in the field of CP and environmental conflict resolution. The book reviewed seven key themes the authors determined were critical to ensuring successful collaborative efforts. Successful collaboration required stakeholders and process managers: (1) to build on common ground; (2) create new opportunities for interaction; (3) focus on the problem in new ways; (4) foster a sense of responsibility, ownership, and commitment; (5) recognize that partnerships are made of people not institutions; (6) move forward through proactive and entrepreneurial behaviour; and (7) mobilize support and resources (Wondolleck and Yaffee 2000).

Leach and others set out to document the types of policy questions collaborative watershed partnerships addressed as well as what the partnerships had accomplished (2002). Their research methodology grappled with both the practical and conceptual challenges of systematically measuring multiple dimensions of success for multiple stakeholder partnerships. Specifically, they wanted to determine: (1) perceived effects of partnerships on the specific problems in the watershed, (2) perceived effects of the partnership on human and social capital, (3) extent of agreement reached among stakeholders, (4) implementation of restoration projects, (5) success of monitoring projects, and (6) presence of education and outreach projects. The methodology used stakeholders' perceptions of the above factors as a surrogate measurement tool for the actual effects. The key results from their study indicated that: (1) perceived effects improved with the age of a partnership, and (2) partnerships were good at building human and social capital.

The Consensus Building Institute (CBI) completed a study of mediated land use disputes to assist public officials decide whether or not mediation was an appropriate tool for resolving land use disputes (Susskind, van der Wansem, and Ciccerelli 2003). The CBI study was based on participant interviews from 100 cases where neutral professionals assisted stakeholders resolve land use disputes. The focus of the study was the overall attitudes respondents expressed toward mediation. The research attempted to answer four questions: (1) How satisfied were stakeholders with both the land use mediation process and the outcomes? (2) Were underlying issues resolved and relationships improved in a way that helped to avoid subsequent disputes? (3) Did mediation cost less and/or take less time? and (4) How important was the role of the mediator? The study found that most respondents had a positive view of mediation, and even when the cases were not settled, significant progress toward conflict resolution was made. Further, the stakeholders generally viewed the mediators as having made important contributions to dispute resolution or improved situational circumstances. As well, mediation appeared to cost less money and take less time than traditional dispute-resolution techniques. Finally, the study results suggested mediation might not be useful in circumstances where significant ideological differences existed between parties involved in the dispute (Susskind, van der Wansem, and Ciccerelli 2003).

These studies identified: (1) factors critical to achieving successful collaborative processes, and (2) factors deserving additional attention in order to improve CP. Further, these case studies support the use of collaborative planning as an effective tool for land use decision making.

2.5 Cross-cultural collaboration

Increased First Nations involvement was a distinguishing element of the Central

Coast LRMP process. First Nations participated at three planning tables: (1) the first

multistakeholder table (table I) responsible for developing the *Coastal Zone Strategic*

Plan and the *Framework Agreement*, (2) the second multistakeholder table (table II)

responsible for developing the *Report of Consensus Recommendations to the Provincial*

Government and First Nations[5], and (3) the final tables where G2G negotiations occurred

between the province and Coastal First Nations. A brief overview of the relevance of

culture to conflict resolution processes such as CP[6] follows.

2.5.1 Culture and place

Avruch (2003) defined culture as: (1) socially transmitted values, beliefs, and

symbols that are more or less shared by members of a group, and (2) the means by which

members interpret and make meaningful their experience and behaviour. Individuals

belong to multiple groups and therefore carry multiple cultures. Lund and others (1994)

defined an individual's culture as both the frame and content of their worldview[7],

language, beliefs, values, concepts of space and time, religion, and social and family

relationships. In both definitions, culture is central to an individual's identity and thus

directs how he or she understands the world around them (LeBaron 2003).

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[5] Both the first and second tables were part of the first tier of decision making discussed in chapter 1.

[6] I discuss culture in terms of conflict resolution, as does the majority of the literature. Collaboration is one way to resolve conflict, and in this way cross-cultural conflict resolution is synonymous with cross-cultural collaboration.

[7] Worldviews are an unconscious process of ordering the world and giving it meaning. Worldviews are embedded in our consciousness, and thus inform our big picture ideas about the meanings of life, while also giving us ways to learn and order what we know (LeBaron 2003).

Place, as an element of culture, is of specific importance in the context of land and resource management planning (Cheng and Daniels 2003). Altman and Low (1992) defined place as a physical setting imbued with meaning due to human action and interaction. Place is thus a social construct where biophysical attributes and processes, social and political processes, and social and cultural meanings converge (Cheng and Daniels 2003). Place is more than just a physical space; place is a way of knowing. As land and resource planning affect place, the planning process either, implicitly or explicitly, involves more than allocating biophysical resources among competing stakeholders. Rather it becomes a forum for competing ways of knowing the place in question (Cheng and Daniels 2003). In this way place cannot be addressed in a completely objective manner. Planners who try to approach planning in this way will be blocked by the cultural and psychological attachment individual communities place in ownership, use, and control of land (Murtagh 2004).

2.5.2 Culture and negotiation

2.5.2.1 Culture matters

There is relatively little literature theoretically outlining how to engage in successful cross-cultural collaboration, although researchers have generally accepted that culture matters (Avruch and Black 1991; Lund et al. 1994; Gelfand and Dyer 2000; LeBaron 2003; Docherty 2004).

Culture plays two roles in negotiation: to set context, and influence communication (Avruch 2003). Culture as context refers to how the worldviews of each negotiator influence his or her respective positions, interests, and values, even before their first interaction (Lund et al. 1994; Docherty 2004). Culture as communication

addresses how the form of negotiation, as a type of communication, will always be

defined by an individual's culture (Avruch 2003). Culture is thus integral to

understanding conflict because culture shapes the way people perceive, approach,

process, and resolve conflict (Lund et al. 1994; LeBaron 2003).

Lund and others identified multiple cultural factors that affect conflict (Lund et al.

1994; 25-26). These included:

- how conflict is perceived, identified, and approached;
- which conflict resolution process is chosen;
- how, and by whom, success is defined;
- how competency is understood, acquired, and assessed;
- the degree of neutrality expected or appropriate;
- the particular skills and knowledge required; and
- the best accountability mechanism to use.

This list makes clear the complexity of culture and conflict resolution.

2.5.2.2 Understanding culture in negotiation

There are three techniques to understanding culture in negotiation: the trait

approach, the constructivist approach, and the dynamic constructivist approach.

The trait approach explains cultural differences as arising from general and stable

characteristics of negotiators; one's national character, so to speak (Avruch and Black

1991; Morris and Fu 2001). Examples in the literature referred to stereotypes such as

bowing when meeting with Japanese, or never offering your left hand to an Arab (Avruch

2003). This perspective is the "tip of the iceberg", for stereotypical behaviours are only

the visible portions of an individual's culture (Docherty 2004). Using the iceberg

metaphor, the behaviours, artefacts, and institutions of a cultural group are above the surface, while the norms, beliefs, values, and attitudes exist below the surface (Docherty 2004). The key failings of the trait approach are a reliance on weak stereotypes, and an assumption that all individuals express their culture in the same manner (Avruch and Black 1991; Morris and Fu 2001; Avruch 2003; LeBaron 2003; Docherty 2004). Consequently, negotiators are moving away from the trait approach (Morris and Fu 2001; Docherty 2004).

In the constructivist approach to understanding culture, knowledge structures[8], rather than visible behaviours or traits, guide judgements, decisions, and actions (Morris and Fu 2001). Knowledge structures influence negotiators as they work through their conflicts, learn to understand the other stakeholders, and make tactical decisions (Briley, Morris, and Simonson 2000; Morris and Fu 2001). When applying this theory in negotiations, stakeholders make two judgments: (1) the type of conflict, and (2) the character of the other negotiators (Morris and Fu 2001). Relying on knowledge structures to understand culture is useful. Valid documentation on scripts and mental models exists and this information is reliable, whereas much of the material available from the trait perspective is not (Morris and Fu 2001). However, the constructivist approach has one key failing; it is unable to account for why the same negotiator may handle identical situations differently on separate occasions.

As a third approach to understanding culture, Morris and Fu (2001) suggested a dynamic constructivist method, a much deeper, more responsive way to view culture (Briley, Morris, and Simonson 2000). This approach addresses the failure of focusing on

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[8] Knowledge structures can be though of as implicit theories, mental models, scripts, and beliefs (Briley, Morris, and Simonson 2000; Morris and Fu 2001).

knowledge structures by acknowledging that having a particular knowledge structure does not mean a negotiator will necessarily apply this mental model all the time (Morris and Fu 2001). In this way, the dynamic constructivist approach attempts to answer both how and when culture will affect people in negotiations (Morris and Fu 2001). The dynamic nature of culture is especially pertinent within the context of dynamic communication processes, such as negotiation (Avruch 2003). The dynamic constructivist method draws attention to social context and stimuli as triggering conditions that evoke certain knowledge structures, and thus widens the understanding of cultural differences to more than simply the ideas in an individual's head (Morris and Fu 2001). In doing so, this method accounts for the ways in which an individual's state of mind and social context will affect the knowledge structures they activate. Morris and Fu's research identified multiple activators (2001): (1) recent experience, as different constructs will be primed for each stakeholder; (2) differing motives; (3) need for closure; (4) social context; and (5) stimuli and tasks presented to the negotiator by other stakeholders. Recognition of these activators will assist negotiators understand why the expected cultural distinctions are not always expressed.

2.5.2.3 Evaluating cross-cultural collaboration in the CCLRMP

This case study evaluation falls within a larger research project. As such, the form and major content of the research tool was previously defined, and no changes could be made to the survey that would affect future meta-analysis. Rather, additional questions were included to address the increased role for Coastal First Nations in the CCLRMP. Further, First Nations responses were considered both within, and separately from, the other sectoral representatives. Completing this additional analysis allowed

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comparison of First Nations' perspectives on the process, relative to that of other table members. However, no steps were taken to incorporate the above ideas on cross-cultural collaboration into the survey or evaluative criteria.

2.6   Collaborative planning – the future

2.6.1   Empirical research

Additional evidence is required to support claims of CP's advantages. Concrete facts that identify CP best practices are necessary to minimize the risk that process participants will become cynical and CP efforts will lose their effectiveness (Carr, Selin, and Schuett 1998). Stakeholders will fall back on tried and true methods such as litigation and lobbying unless they are convinced that CP will improve land and resource decision making (Bingham 1986). However, a universally acceptable evaluation framework to study consensus-building processes does not exist (Susskind, Levy, and Thomas-Larmer 2000). As a result of this deficiency, there is a lack of statistically defensible conclusions on the value of CP. To eliminate this problem more empirical research is necessary to test the performance capabilities of CP. Specifically research is needed to: (1) determine how to define a successful CP process, (2) identify the factors necessary for successful CP, (3) assist mediators, facilitators, and stakeholders to be more effective, and (4) evaluate CP from a systemic perspective (Gunton and Day 2003; Frame, Gunton, and Day 2004; Rowe 2003; Birkhoff and Lowry 2003; Bingham et al. 2003).

2.6.1.1 Cross-cultural negotiation

There is limited research on both the theory and application of cross-cultural negotiation. In particular, Lund and others (1994) recommended research focus on: (1) issues of culture combined with issues of power; (2) racism, discrimination, and bias and how these issues can be positively addressed through conflict resolution; (3) how best to address conflict resolution with groups that do not manifest conflict openly or directly; and (4) how to garner information when facilitation tools such as open-ended questions or paraphrasing may not be appropriate. Of particular relevance to this case study is the lack of literature on cross-cultural collaboration between First Nations and non-First Nations groups. Given the influence of First Nations perspectives on land use management in BC, filling this research gap would provide valuable assistance to future planners.

2.6.2 Institutionalization

There is a trend toward institutionalization of ADR processes such as CP. In 1983, the US Environmental Protection Agency began using third-party negotiations to develop environmental regulations. In 1990, the US *Rule Making Act* encouraged federal agencies to use prescribed rules of negotiation, and in the same year, the *Administrative Dispute Resolution Act* authorized and provided guidelines for the use of ADR processes within federal administration (Gunton and Flynn 1992). In 2002, the US Forest Service published proposed rules for National Forest System Land and Resource Management Planning that outlined a framework for community-based collaborative planning involving pre-decision objections rather than post-decision appeals (Manring 2005).

Key questions about the legitimacy of this trend abound; for instance, does institutionalizing CP processes remove the ad hoc element? Amy (1987) argued that making mediation mandatory completely eliminates the process' voluntary aspect. Susskind and Cruickshank (1987) disagreed, as long as institutionalization does not circumscribe a case-by-case assessment of the best decision-making tool, but rather focuses on developing statutes, funding arrangements, and procedural guidelines to encourage its use. Bingham (1986) cautioned that accomplishing the goals intended of CP without losing the necessary flexibility of the process will be difficult, while Manring (2005) argued that the US Forest Service's 2002 approach to collaborative planning has potentially serious implications for accountability. Further research is needed to address these legitimate concerns.

2.6.3 Supplemental to conventional decision making

Collaborative planning may only be appropriate under certain conditions (Connick and Innes 2003; Innes 2005). As such, CP should be considered a supplement to more traditional decision-making processes such as litigation, rather than a replacement (Susskind and Cruickshank 1987; Harter 1997; Weidner 1998; Finnigan, Gunton, and Williams 2003). In certain circumstances, filing a lawsuit may be the most effective way to gain a parties attention (Bingham 1986). However, participation in a CP process does not prevent stakeholders from pursuing other options afterward (Susskind and McMahon 1985). Moreover, participation in a CP process is never a waste of time. While a particular dispute may not be resolved, parties to the dispute will likely share information, narrowing their differences, and increasing the chance for future issue resolution (Susskind, Levy, and Thomas-Larmer 2000).

2.7 Research methodology

The research methodology applied to this evaluation is based extensively on the work of Frame (2002). Her work resulted in an evaluative framework, constructed around twenty-five process and outcome criteria, and a survey used to gather participant perspectives. The only change made to Frame's evaluative framework in its application to this evaluation was the addition of several questions to address distinct elements of the CCLRMP.

2.7.1 Overview of methodology

To evaluate the CCLRMP planning process:

1. A literature review of the theory of collaboration was conducted to identify key issues relevant to CP as applied to land management and to assess the applicability of Frame's evaluative framework to this case study. Cross-cultural collaboration literature was reviewed in consideration of the enhanced role of First Nations in the CCLRMP.

2. The CCLRMP planning process was reviewed to determine procedural, institutional, and legal structures, and compile a brief overview. This evaluation involved reviewing CCLRMP planning table meeting minutes, deliverables, final recommendations, and websites. The final G2G plans were also reviewed[9].

3. The CCLRMP process participants were surveyed. The questionnaire was constructed to determine: (1) the degree to which the planning process met evaluative criteria, (2) overall strengths and weaknesses of the process, and (3) elements key to success of a collaborative planning process. Follow-up phone interviews were held in order to clarify any discrepancies or anomalies that were noted in completed surveys. The questions posed reflected the noted anomaly.

4. To analyze survey results, the degree to which the CCLRMP process met the established evaluative criteria was determined. The approach

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[9] G2G negotiations resulted in multiple agreements, one for each First Nations group as well as two umbrella agreements between Turning Point and the province, and the KNT Forum and the province. I was only able to review the Turning Point umbrella agreements in draft, unsigned form. However, as I understand the process, the differences between the umbrella agreements and the agreement with each separate First Nation is minimal.

specifically considered the aspects of the CCLRMP process that were distinguishing relative to previous LRMPs. Based on this evaluation, conclusions concerning application of CP to the CCLRMP were developed and recommendations for future applications of CP to land use planning offered.

2.7.2 Evaluation framework

Frame (2002) developed the framework applied to this case study. The evaluative criteria were determined based on a literature review of different methodologies used to analyze the "success" of shared decision-making (SDM) processes[10]. The review included work by Innes and Booher (1999a), Caton Campbell and Floyd (1996), Harter (1997), Menkel-Meadow (1997), Susskind and McMahon (1985), Gray (1985), and numerous others (Frame 2002). The framework consisted of both process and outcome criteria, as researchers agree that both aspects are integral to the success of consensus-based decision making (Moote, McClaran, and Chickering 1997; Innes 1999).

2.7.2.1 Process criteria

Frame (2002) developed fourteen process criteria (table 2.1) by integrating five key frameworks proposed in the literature: (1) Cormick and others (1996)[11], (2) Roseland and others (1998)[12], (3) Moote and others (1997)[13], (4) Innes and Booher (1999a)[14], and

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[10] Collaborative planning is considered one form of shared decision making, given its emphasis on achieving consensus.

[11] Cormick and others' ten principles: purpose driven; inclusive, not exclusive; voluntary participation; self-design; flexible; equal opportunity; respect for diverse interests; accountability; established time limits; and implementation (1996).

[12] Roseland and others' process criteria: support for process; representation; resources; and process design (1998).

[13] Moote and others' criteria: efficacy; representation and access; information exchange and learning; continuity of participation; and decision making authority (1997).

[14] Innes and Booher's process criteria: inclusive representation; purpose driven; self-organizing; engages participants; fosters creative thinking; uses high-quality information; and consensus-seeking (1999a).

Wondolleck and Yaffee (2000)[15]. The process criteria evaluated features desirable for all

CP process. The fourteen process criteria also reflect work from several other key

scholars and practitioners in the field including Harter (1997), Caton Campbell and Floyd

(1996), Susskind and McMahon (1985), Menkel-Meadow (1997), and Bingham (1986)

(Frame 2002). Work completed by Kofinas and Griggs (1996), Benidickson (1996),

Pinkerton (1996), Gunton and Flynn (1992), Wilson A., Roseland, and Day (1996),

Penrose, Day, and Roseland (1998), Tamblyn and Day (1998) were also considered, as

these studies evaluate how different decision models applied to resource planning in BC

(Frame 2002).

Table 2-1:   Process criteria for evaluating CP

1. Purpose and incentives: The process is driven by a shared purpose, and provides incentives to participate and work toward consensus.
The process is driven by a purpose and goals that are real, practical, and shared by the group. Parties believe that consensus, as opposed to a more traditional form of decision making, offers the best opportunity for addressing the issues. Deciding to take this approach requires parties have an informed understanding of consensus processes, and a realistic view of available alternatives or their BATNA (best alternative to a negotiated agreement). Participants share a sense of urgency with respect to settling a dispute, and perceive incentive to participate and reach agreement.
2. Inclusive representation: All parties with a significant interest in the issues and outcome are involved throughout the process.
Process includes: (1) parties directly affected by agreement, (2) parties with an interest in agreement, (3) parties needed to successfully implement agreement, (4) parties who could undermine agreement if not involved in the process (particularly non-activist, non-aligned members of the public), and (5) appropriate government authorities. Those representing similar interests form a caucus or coalition in order to keep the process to a manageable number of participants. There were clear provisions to add parties to the process as appropriate.

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[15] Wondolleck and Yaffee's criteria: common ground; new opportunities; collaborative process; new perspectives on problem; foster participant ownership; partnerships as people; utilize entrepreneurial behaviour; and garner support from multiple sources (2000).

3. Voluntary participation: The parties participate voluntarily and are committed to the process.

All parties are supportive of the process and committed to invest necessary time and resources. Participants remain free to pursue other avenues if the consensus process does not address their interests. The possible departure of any key participants pressures all parties to ensure that the process fairly incorporates all interests.

4. Self-design: The parties involved design a process to suit the specifics of the particular problem and the needs of participants.

The process is flexible, allowing participants to customize ground rules, objectives, tasks, working groups, and discussion topics to meet the circumstances and needs of the situation. All parties have an equal opportunity to participate in designing the process. An impartial person may suggest options for process design, but ultimate control over the mandate, agenda, and issues comes from the participants.

5. Clear ground rules: As the process is initiated, a comprehensive procedural framework is established including clear terms of reference and ground rules.

Clear terms of reference and ground rules include: (1) scope and mandate; (2) participant roles, responsibilities, and authorities; (3) process management roles and responsibilities; (4) codes of conduct; (5) definition of 'consensus'; (6) a dispute-resolution settlement process; (7) use of subgroups; (8) media and public outreach policy; and (9) a 'fallback mechanism'. The ground rules should allow for adaptation and flexibility of the rules as required.

6. Equal opportunity and resources: The process provides for equal and balanced opportunity for effective participation of all parties.

All parties are able to participate effectively in the consensus process. To promote an open, fair, and equitable process where power is balanced among participants, consideration is given to providing: (1) training on consensus processes and negotiating skills; (2) adequate and fair access to all relevant information and expertise; and (3) resources for all participants to participate meaningfully.

7. Principled negotiation and respect: The process operates according to the conditions of principled negotiation, including mutual respect, trust, and understanding.

Participants demonstrate respect for the legitimacy, diverse values, interests, and knowledge of the parties involved in the consensus process. Active respectful dialogue: (1) provides the opportunity for all participants to better understand one another's diverse interests and knowledge; (2) fosters trust and openness; and (3) allows participants to move beyond bargaining over positions to an exploration of their underlying interests and needs.

8. Accountability: The process and its participants are accountable to the broader public, to their constituents, and to the process itself.

Participants are accountable to the process they have established. Participants representing groups or organizations maintain communication with, are empowered by, and speak effectively for the interests of that group. Mechanisms are in place to ensure the interests of the broader public are represented in the process and final agreement, and the public is kept informed of developments and outcomes throughout the process.

9. Flexible, adaptive, and creative: Flexibility is designed into the process to allow for adaptation and creativity in problem solving.

The process is designed to be flexible and continually incorporate feedback. The process can thus evolve (1) as the parties become more familiar with the issues, the process, and each other, and (2) to accommodate changing circumstances. The process addresses problems by fostering a more open, flexible, comprehensive, and integrated problem-solving environment allowing for creative thinking and adaptive management.

10. High-quality information: The process incorporates high-quality information into decision making.

The process provides participants with sufficient, appropriate, accurate, and timely information, along with the expertise and tools to incorporate the information into decision making.

11. Time limits: Realistic milestones and deadlines are established and managed throughout the process.

Clear and reasonable time limits for reaching a conclusion and reporting on results are established. The parties understand that if no agreement can be reached, someone else will impose a decision. Multiple milestones are established to focus and energize the parties, marshal key resources, and mark progress toward consensus, giving participants positive feedback that the process is working. Sufficient flexibility is also necessary to address any obstacles that arise, or changes in timing.

12. Implementation and monitoring: The process and final agreement include clear commitments to implementation and monitoring.

The process fosters a sense of responsibility, ownership, and commitment to implement the outcomes. The final agreement includes a commitment and plan for implementing the outcomes, including mechanisms to monitor implementation, and deal with problems that may arise.

13. Effective process management: The process is coordinated and managed effectively, and in a neutral manner.

Participants may perform process management duties. However, neutral staff is helpful to ensure effective process management while also minimizing participant burnout. An effectively managed process provides: (1) a project/process plan and ensures its execution; (2) skilled coordination and communication; (3) information management; (4) appropriate meeting facilities; (5) records of meetings, decisions, and action items; and (6) support to ensure participants have the resources required to participant effectively. An independent and neutral party should conduct a pre-negotiation assessment to: (1) gather information, (2) identify potential participants, and (3) determine if a collaborative process is appropriate.

14. Independent facilitation: Throughout the process, an independent, trained facilitator is involved.

A trained, independent facilitator acceptable to all parties is used throughout the process to assist the parties in reaching an agreement. The facilitator helps parties: (1) feel comfortable and respected, (2) understand and communicate underlying interests, and (3) balance power. Power is balanced by ensuring equal opportunity for participants to voice their needs and concerns. The facilitator demonstrates neutrality with issues and parties, communicative competence, general knowledge, and basic understanding of the situation.

Note: there may be overlap between this and the effective process management criterion depending on the specific approach taken in different processes and the roles of process managers/staff/facilitators.

2.7.2.2 Outcome criteria

Frame determined that eleven outcome criteria should be used to measure

achievement of desirable outcomes from consensus-based processes (Frame 2002). Of

the five frameworks in the literature used to define the process criteria, two discussed

desired, or possible, process outcomes (Roseland et al. 1998[16]; Innes and Booher

1999a[17]). These two frameworks, together with the purported benefits of collaborative

planning described previously, were integrated to develop the outcome criteria (table 2.2)

(Frame 2002).

Table 2-2: Outcome criteria for evaluating CP

1. Perceived as successful
Stakeholders perceive process as successful. Participants are satisfied with outcomes of the process and feel their involvement was a positive experience.
2. Agreement
The process reached a high-quality agreement that meets interests of, and is acceptable to, all parties. The agreement is feasible, implementable, robust, flexible, and adaptive. Where consensus agreement is not reached, the process still ended a previous stalemate, allowing parties to move forward.
3. Conflict reduced
The process and its outcomes reduced conflict between involved parties, with regards to issues addressed.
4. Superior to other methods
The process was superior to other decision methods in terms of costs and benefits. Costs include time and resources for process support and management. Benefits include the positive outcomes of the process.

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[16] Roseland and others' outcome criteria: information; skills and resources; structures; and attitudes (1998).
[17] Innes and Booher's outcome criteria: high-quality agreement; stalemate ends; costs comparable to other decision-making models; generates creative ideas; creates learning within and beyond participants; produces social and political capital; good information results; changes attitudes, behaviours, and actions resulting in new partnerships and institutions; and creates institutions that permit a community to respond to future conflict (1999a).

5. Creative and innovative

The process produced creative ideas for action. Innovative ideas will be tested and learned from. Ideas not successfully implemented also provide opportunities for learning and growth, and may change the ways of thinking that created initial conflict.

6. Knowledge, understanding, and skills

Stakeholders gained knowledge, and understanding by participating in the process. Stakeholders now understand more about the issues, and other stakeholders' interests and viewpoints. Stakeholders gained new or improved skills, such as communication, negotiation, consensus building, data analysis, and decision making, which are important to community development.

7. Relationships and social capital

The process created new personal and working relationships, and social capital among participants. The process developed a network of relationships among diverse parties that allows for continued information exchange, understanding, cooperation, and trust.

8. Information

The process produced improved data, and information through joint fact-finding and analysis that stakeholders understand and accept as accurate. This information was shared by others beyond the immediate group, and is useful to participants and others for purposes outside of the process.

9. Second-order effects

The process had second-order effects including changes in behaviors and actions, spin-off partnerships, umbrella groups, collaborative activities, new practices, or new institutions. Participants work together on issues or projects outside of the process.

10. Public interest

Outcomes are regarded as just, and serve the common good or public interest, and not just the interests of process participants.

11. Understanding and support of collaborative planning

The process increased participant's understanding of collaboration. In the future participants are less likely to make unilateral decisions where collaboration could be more effective. A positive experience with collaboration may encourage a new generation of people with skills and interest in collaborative planning.

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2.7.3 Survey tool and phone interviews

To evaluate the CCLRMP process against the criteria contained in tables 2.1 and 2.2, a survey was administered to the process participants. The survey tool, adapted for this research, contained fifty questions to test the fourteen process criteria, and twenty-five questions to test eleven outcome criteria. Questions were added to the survey that address cross-cultural collaboration with First Nations, the implementation of CIT, and the use of ecosystem-based management.

The survey was divided into four sections (Frame, 2002).

1. Section A, Process Criteria: responses were based on a 4-point Likert scale of agreement, disagreement, or not applicable (strongly agree, somewhat agree, somewhat disagree, and strongly disagree), to determine how well the CCLRMP process met criteria important for effective CP.

2. Section B, Outcome Criteria: participants assessed possible outcomes of the planning process using the same scale as in section A, to compare CCLRMP outcomes with those outcomes common to successful CP.

3. Section C, Factors for Success: participants ranked 20 factors, also on a 4-point scale (very important, important, somewhat important, and not important), in order to determine which factors were key to achieving successful processes and outcomes.

4. Section D, Open-ended Questions: responses to nine open-ended questions were requested.

To analyze the survey results:

1. Percentages were calculated for each possible response to a question (the frequency of a particular response was divided by the total number of responses).

2. Any responses marked as 'not applicable' were excluded from the total.

3. Scores for any negatively phrased questions were inverted in order to compare with positively worded questions.

4. The percentages for all questions under each criterion were averaged to provide an overall response for that category.

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5. To address open-ended questions, a coding system was applied in which the responses were grouped into themes and the frequency of responses per theme was determined.

Phone interviews were conduced where necessary to clarify any discrepancies or anomalies noted in the completed surveys. Questions focused on determining the source of the discrepancy. In order to ensure the survey participant's ideas were captured correctly, an email of the interview notes was sent for their review and approval before inclusion in the analysis.

2.7.4 Limitations of research methodology

Limitations of research that relies on participant responses to survey questions are well documented (Caton Campbell and Floyd 1996; Innes and Booher 1999a; Coglianese 2003; Rowe 2003). First, process participants are not experts on CP. Second, participants may not have a reference point with which to compare their experiences. Third, survey data based on perceived effects may be artificially inflated through cognitive dissonance[18]. Fourth, because there is no control group, comparing CP processes with more traditional methods of resource planning is difficult. Fifth, participant satisfaction does not include the perceptions of those who did not participate. Further, given the small number of participants in the CCLRMP process (16), the survey responses do not provide enough data to test for statistical significance between First Nations responses and those of non-First Nations participants.

Ideally, planning table meeting observations would have been used in conjunction with surveys, interviews, and document review. Using different research methods allows

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[18] Stakeholders could subconsciously overestimate process effectiveness in order to avoid the emotional discomfort caused by discrepancies between process priorities and the realized process outcomes (Coglianese 2004).

the researcher to evaluate the same phenomena from various perspectives, facilitating

corroboration of the study findings (Moote, McClaran, and Chickering 1997). However,

as all table proceedings were complete before initiation of this research, process

observation was not feasible. Thus, impartial survey responses remain a limitation of the

study. However various organizations have applied similar research methodologies

(Gunton and Day 2003).

Given the limited scope of this research, it is impossible to reach broad

conclusions on the effectiveness of the collaborative process used. However, results of

the CCLRMP analysis will be added to a database of previously completed studies.

Future meta-analysis of these studies will assess correlation between successful outcomes

and process characteristics in attempt to generate best practices for CP.

This chapter presented an overview of the evolution of planning, relevant case

studies, and the research methodology applied in this case study evaluation. The

following chapter will outline the planning process as applied in BC, and the specifics of

the Central Coast LRMP.

CHAPTER 3: THE BC EXPERIENCE

3.1 Land use planning history in BC

The 1980s was a decade of increasing conflict over land use in BC (BC 1995a).

Different sectors held divergent and conflicting views on which land use values had

priority (BC 1994a). Government attempts to manage conflict were hampered by an

organizational structure that gave preference to the economic needs of a resource-based

economy. Concurrently, there was growing recognition that the province's natural

resources were not limitless and that use priorities were required (BC 1995a). With

almost all of the productive land in the province allocated to specific uses, meeting

demand through expansion into new territory was no longer an option (BC 1994a).

Given these realities, a lengthy search for a solution that balanced economic, social, and

environmental demands occurred at the provincial level (BC 1994b).

3.1.1 Ministry of Forests

Before the conflicts of the 1980s, BC Ministry of Forests (MoF) was the dominant

agency in Crown-land planning (Gunton 1991; Wilson et al. 2001). The lead role of MoF

in land use planning seemed logical, as the Forest Act[19] designated a large portion of the

provincial land base as "provincial forest" (BC 1994b). Timber supply area plans were

MoF's main planning document. As this process was solely its responsibility, input from

other provincial agencies was often confined to unofficial discussions and informal plan

reviews (Gunton, Day, and Williams 1998). Although dialogue with the forest industry

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[19] 91% of BC is Crown land and 78% of this was designated as "provincial forest" (BC 1994b).

was common, the public was only involved through a review process that occurred near the end of plan development (Gunton, Day, and Williams 1998).

3.1.2 The push for change

Multiple commissions and groups formed to revamp the provincial planning strategy (table 3.1). In 1988, fifty-one private citizens, thirty-four agencies, and numerous public and private interest groups met and drafted the Dunsmuir Agreement, establishing the need for a comprehensive land use strategy for BC (BC 1994b). Following suit, in 1989 the Forest Resources Commission convened to advise the minister of forests on the management of provincial forestlands. Recommendations of this group mirrored those of the Dunsmuir Agreement (BC 1994b). The following year, in response to a federal initiative, the BC Round Table on Environment and Economy was established (NRTEE 1994; Kofinas and Griggs 1996). While the roundtable's focus was the creation of a sustainable development strategy for the province, recommendations were also made regarding the need to improve the provincial approach to land management (BC 1994b).

3.1.3 Commission on Resources and the Environment

The Commission on Resources and the Environment (CORE) was formed in 1992 on direction from the newly elected provincial NDP (BC 2004a). Created as a permanent, independent body, CORE was given legal responsibility to develop a British Columbia-wide strategy for land use and related resource and environmental management, for consideration by the public and government (BC 1992a). CORE was to facilitate creation, implementation, and monitoring of regional planning processes;

community-based participatory processes; and a dispute-resolution system for land use and resource issues (BC 1992b). A secondary function of CORE was to provide continuous monitoring of provincial sustainability policy through its duty to advise government in an independent and public manner (Owen 1998).

CORE's work culminated in the *Provincial Sustainability Strategy*, a four volume series of reports completed in late 1994 and early 1995 (BC 1996). The land use strategy called for: (1) integrated multilevel planning; (2) sustainable provincial principles, goals, and policies; (3) regional negotiation processes where broad land use allocations would be determined; and (4) community-based processes for managing resource and environmental issues (BC 1992b). Of specific relevance was the recommendation to create a comprehensive public participation policy for land and resource management planning (BC 1995b). Part of CORE's Strategy, the *Land Use Charter*, which was accepted in principle by the provincial government in 1993, provided extensive guidance as to how planning was to occur (BC 1992b; BC 1994b).

In order to facilitate interagency coordination, the Land Use Coordination Office (LUCO) and the Integrated Resource Planning Committee (IRPC) were established (BC 1994b). LUCO functioned to facilitate interagency coordination with respect to provincial land use policy development, land use planning, and implementation and monitoring of land use plans. IRPC developed, in cooperation with CORE, LRMP policy and procedures, while also providing advice and support to the LRMP planning tables (BC 1993a; BC 1994b). CORE was abolished in 1996, at which time the management of the LRMP processes was taken over by LUCO (Frame, Gunton, and Day 2004).

3.1.3.1 The new approach

CORE's key recommendation was a provincial land use strategy, referred to as the *Provincial Sustainability Strategy*. While the strategy incorporated multiple levels of planning, only the regional and subregional processes are considered here. The focus of the new planning process was strategic (BC 2004a). CORE supported the idea that by directly involving the public, improving communication, and increasing agency coordination, strategic planning would result in better solutions (BC 2004a).

Three elements distinguished the new strategic planning process: (1) the application of CP methods, (2) interest-based negotiation as the basis for planning, and (3) implementation of a dispute-resolution mechanism. CP[20] incorporates techniques from principled or interest-based negotiation, mediation, and consensus building (Fisher, Ury, and Patton 1991; Cormick 1986; Duffy et al. 1996). The purpose of CP is to plan with stakeholders, rather than for them (BC 1992b; Duffy, Roseland, and Gunton 1996). CORE defined CP such, "that on a certain set of issues, for a defined period of time, those with authority to make a decision and those who will be affected by that decision are empowered to jointly seek an outcome that accommodates rather than compromises the interests of all concerned (BC 1992b, 25)." Interest-based negotiation requires stakeholders to see their interests as interdependent and to work towards mutually beneficial outcomes. The strategy is to develop a common understanding of the needs,

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[20] CORE's documents referred to shared decision making (SDM) rather than CP. However, SDM is now commonly referred to as CP when applied in the context of land use planning.

hopes, fears, and concerns that motivate each of the parties. These elements are than

formatted into options that benefit all involved[21] (BC 1995b).

The final element of the new approach was a dispute-resolution system.

Administrative fairness and procedural consistency were lacking in the previous system,

resulting in an approach unable to resolve the intensely polarized conflicts around land

allocation decisions (BC 1995c). CORE established a negotiated dispute-resolution

system that coordinated decision making, involved meaningful public participation, and

allowed for review and appeal mechanisms (BC 1995c).

The main purpose of CORE's regional and subregional planning processes was to

make recommendations to the public regarding: (1) land use allocations, (2) economic

transitions and mitigation strategies, (3) priority issues to be addressed at the community

level, and (4) implementation and monitoring frameworks (BC 1992b). CORE expected

Cabinet to approve any consensus recommendations resulting from these processes (BC

1992b).

By 1994, CORE had used the new CP process to prepare four regional plans

(Vancouver Island, Caribou-Chilcotin, West Kootney and East Kootney-Boundary)(BC

1995a). Although none of these CORE plans were reached by consensus agreement, the

provincial government agreed to implement the four plans after subsequent negotiations.

These modified plans, which covered a total of 20 million hectares, proposed 942,000

hectares of new protected areas; 3,655,000 hectares of special management areas; and

4,135,000 hectares of intensive resource management lands (BC 1995a).

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[21] This approach is distinct from positional negotiations, where parties arrive at the negotiating table with
an established position on the issue.

3.1.4 Land and resource management plans

The Land and Resource Management Planning (LRMP) process originated from MoF's timber supply area (TSA) planning method. Whereas TSAs focused on defining the forest land base in order to determine allowable forest harvest levels, LRMPs evolved into integrated, interagency resource planning processes that recommended land use zones on a subregional basis. Further, LRMPs required participation from regional and district resource management agencies, industry stakeholders, environmental organizations, and the public. Resource managers provided technical direction and support to these multistakeholder "planning tables" working to achieve consensus on resource allocation issues (BC 1994a).

The provincial government formally endorsed LRMPs in 1993, by which time LRMP tables already operated in twelve parts of the province (BC 1995a; BC 2004a). Additionally, the provincial government had released a *Protected Areas Strategy* in 1992. This strategy provided guidance to planning tables making recommendations for new protected areas (BC 2004a).

3.1.4.1 LRMP principles and process

The LRMP process was an integrated, subregional, consensus-building process that established direction for land use by outlining broad resource management objectives and strategies (BC 1993a). The plans provided comprehensive, broadly accepted, and approved management frameworks to guide future resource development and more detailed levels of planning (BC 1993a). The majority of LRMPs operated on a smaller scale than CORE's regional processes, with each initiative generally encompassing an

area approximately 15,000 to 25,000 square kilometres (BC 1997)[22]. Legal recognition of the LRMPs as higher level plans under the Forest Practices Code[23] was possible, allowing for legal enforcement of plan objectives (BC 1997).

Success of LRMP planning tables was largely dependent on two basic principles of process management: credibility, and impartiality (BC 1993b). The process had to be credible to ensure participant support and confidence, while negotiation, dispute resolution, and general management had to be conducted in a competent and impartial manner (BC 1993b). In order to meet these two principles, the LRMP processes were consensus-based, involved extensive public participation, and relied on credible information. All parties with a key interest or stake in the LRMP region were invited to participate (BC 1993a). While public participation objectives, methods, issues, and intensity varied from process to process, participation was encouraged at all stages, with general public involvement when required[24] (BC 1993a). To facilitate the most effective use of public participation, participants were provided with interest-based negotiation training and funding when required (BC 1993a). First Nations groups were encouraged to participate in the LRMP process, and the final plans were without prejudice to treaty negotiations (BC 1993a). Further, provincial cabinet had to provide final plan approval, thus ensuring the planning process was politically accountable.

The provincial government had four roles to play in LRMPs (BC 1993a): (1) as a participant directly affected by planning decisions, (2) as a provider of technical support

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[22] The large areas involved in the first 4 regional scale LRMPs created difficulties. As such, the province switched to the subregional scale of planning. Kamloops was the first subregional plan completed.
[23] The Forest Practices Code has since been replaced by the Forest and Range Practices Act which also recognizes the LRMPs as higher level plans.
[24] Each LRMP process was unique resulting in a variety of processes leading to different land use decisions.

and process administration, (3) as a decision maker at the ministerial level, and (4) as implementer of the approved plan. Local and federal governments were also involved, depending on the issues addressed. For example, the Department of Fisheries and Oceans often had a seat at the table (BC 1993a).

Information was integral to the planning process (BC 1993a). The province developed resource analysis guidelines to ensure all planning tables started with a standard procedure to access and apply information (BC 1995d). The main purpose of resource analysis was to build the knowledge base while also providing analytical support to plan development and resource impact assessment processes (BC 1995d). LRMP table participants also recognized the importance of local knowledge and expert option as a complement to formal resource inventories (BC 1993a; BC 1993b).

The LRMP process divided the land base into resource management zones[25]. Zones were generally divided into six broad categories: protected areas[26], integrated resource management zones[27], high intensity resource development, general resource development, low intensity resource development, and agriculture/settlement zones (BC 1995e). Division of land into these zones was key to reaching consensus for some planning tables. As the LRMP process evolved, these land use zones were often modified to suit each process' requirements (BC 2004a).

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[25] Resource management zone: Defines land and resource use goals, objectives, and strategies to be given emphasis or priority within a defined area of land (BC 1996).

[26] Protected area: A delineated area within which a specified range of activities is not permitted in order to preserve an identified set of values. Includes, but is not limited to, designations under the Park Act (i.e. provincial parks and ecological reserves), and areas reserved under the Environment and Land Use Act, and the Land Act (CCLRMP 2004, pg 89).

[27] Integrated resource management zones: A land management regime that identifies and considers all resource values, in the context of social, economic, and environmental objectives (Cooperman 1998, p 118).

To reach consensus, a variety of techniques, including negotiation, consultation, facilitation, fact-finding, and mediation were applied (BC 1993a). Consensus did not mean, however, that all parties at the planning table concurred with every aspect of final decisions. Rather, participants were willing to live with, or accept, the overall decision package (BC 1993a). Importantly, if consensus was not achieved, provincial decision makers required the planning table to provide a list of options for resource management, such that the province could develop the final plan (BC 1993a).

The LRMP process created a number of tangible results (BC 1993a; BC 1997; BC 2003a):

- Community forums that fostered better communication and understanding among local residents and government agencies;

- Expanded knowledge among local residents and agencies about their land and resources, promoting long term community participation in resource management;

- Socioeconomic development strategies;

- Broad strategies for integrating resource uses;

- Implementation strategies to guide agency managers;

- Priorities for subsequent, more detailed planning; and

- An established land base from which to set resource production levels and targets.

Agencies with the legislative mandate for programs guided by the LRMPs were responsible for implementing and monitoring compliance with each plan (BC 1993a).

3.1.4.2 Sustainable resource management planning

In 2001, under direction of the newly elected Liberal government, the Ministry of

Sustainable Resource Management (MSRM) replaced LUCO, assuming responsibility for

all resource planning processes (Jackson and Curry 2004). MSRM's aim was to balance

economic development and environmental integrity, while providing strategic direction to

support sustainable, accountable, and responsible decisions concerning Crown land. To

this end, MSRM supplemented the LRMP process with sustainable resource management

plans (SRMP).

SRMPs address the landscape rather than the subregional level (BC 2002d).

These plans, not based on consensus decision making[28], are developed using more

technical, design-oriented processes. SRMPs establish objectives, strategies, and goals

for a land base the size of an average watershed, or approximately 50,000 to 100,000

hectares (BC 2002a). Unlike the broad social choice decisions, resource management

zones, and protected areas established during the LRMP process, the SRMPs plan for a

community's "back yard." Essentially, the SRMP serves as a vehicle to implement the

broader objectives set out in the corresponding LRMP. Public consultation for SRMPs

follows a review and comment approach. MSRM has committed to finding common

ground, within a reasonable time, should substantial issues be raised during the comment

period (BC 2002a). MSRM also emphasises forming partnerships for SRM planning,

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[28] If an LRMP is in place for the SRMP area, than technical approaches to planning should suffice, as
collaboratively developed resource management objectives already exist (BC 2001d).

where both government and prospective partners[29] share responsibility for plan development. Partners are encouraged to lead: project funding, information gathering and analysis, development of objectives and strategies, and public consultation (BC 2002a).

In late 2005, provincial government reorganization shifted land use responsibility from MSRM, to the Ministry of Agriculture and Lands. More specifically, the Integrated Land Management Bureau (ILMB), a client-focused agency that provides services on behalf of the Ministry of Agriculture and Lands, will oversee the development, revision, and implementation of BC's land use plans.

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[29] Partners could include: First Nations; agricultural producers and organizations; government ministries and agencies; independent power producers; local government; mining and energy oil and gas companies; private foundations; environmental groups; recreational users; and tourism facility operators and associations (BC 2002a).

Table 3-1:   Agreements facilitating creation of the LRMP process

1998	Dunsmuir Agreement
1989	Forest Resource Commission
1990	BC Round Table on Environment and Economy
1992	CORE created in response to recommendations from Dunsmuir Agreement, Forest Resource Commission, and BC Round Table on Environment and Economy
	Land Use Coordination Office (LUCO) and Integrated Resource Planning Commission (IRPC) established
	Provincial Protected Areas Strategy Released
1993	LRMPs formally endorsed by provincial government (12 LRMPs in progress)
1994	CORE completed 4 regional plans (Vancouver Island, Cariboo-Chilcotin, West Kootney, and East-Kootney-Boundary)
1995	Cabinet approves implementation of 4 regional plan recommendations
1996	CORE abolished, LRMP process taken over by LUCO
2001	SRMP added to the provincial strategic planning process
	Ministry of Sustainable Resource Management (MSRM) takes over from LUCO
2005	Integrated Land Management Bureau (ILMB), an agency of the Ministry of Agriculture and Lands takes over responsibility for land use planning

3.1.5   Provincial update

Between 1994 and 2001, four regional plans and nineteen subregional LRMPs

were completed, significantly increasing the percentage of the province protected (table

3.2) (BC 2001a). With the February 7, 2006, announcement regarding the Central and

North Coast LRMPs, the total number of LRMPs completed in the province increased to

twenty-one. Four LRMPs are on going: Lillooet, Sea-to-Sky, Morice, and the Queen

Charlottes/Haida Gwaii. All of these plans, except the Queen Charlottes/Haida Gwaii,

have moved on to G2G negotiations (Al Niezen, personal communication, 2006).

Currently, one hundred SRMPS are either in progress or complete (Allan Lidstone,

personal communication, 2006). The ILMB will continue to develop SRMPs, as well as

monitor implementation and progress of the LRMPs currently in place or near

completion.

Table 3-2:   Changes in land use resulting from LRMPs

Land Use Zones	Provincial Land Included (%)		
	1991	2001	2006
Protected Areas	5.6	12.5	13.82
Special Management Zones	0.0	16.4	NA[30]
Intensive Resource Extraction	0.0	15.9	NA
Other	2.8	2.8	NA
General Resource Zones	91.6	52.4	NA

Source: Province of BC, Al Niezen, personal communication, 2006

3.2   First Nations and land planning in BC

First Nations of BC contend that they have the right to govern themselves and

their land. At one time, the provincial government took the position that all aboriginal

rights were extinguished in BC prior to the province joining Canada in 1871. Further, if

aboriginal rights were not extinguished at that time, the responsibility of negotiating land

claims with First Nations rested federally, not provincially (Morgan and Thompson

1992). However, multiple provincial and federal court rulings have challenged the

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[30] NA – information is not available for these land use zones as the nomenclature for the zones has changed since 2001, and the province has not yet decided how best to report this information.

provincial perspective on this issue. As a result of these rulings, First Nations in BC are now understood to have unextinguished aboriginal rights (Donovan and Griffith 2003). With this understanding comes awareness that certain Crown actions, such as resource use permits or land use planning processes, have the potential to infringe on aboriginal rights (Donovan and Griffith 2003). Thus, a discussion of the legalities of aboriginal rights is pertinent to understanding the context of land use planning in BC.

3.2.1 Aboriginal rights and title

Aboriginal rights received constitutional protection under section 35 of the *Constitution Act* in 1982. In 1996, the Van der Peet decision specifically defined aboriginal rights as follows: "In order to be an aboriginal right an activity must be an element of practice, custom or tradition integral to the distinctive culture of the aboriginal group claiming the right" (Regina v. Van der Peet [1996] 2 SCR 507). This definition was further clarified by outlining that an "integral" practice was a practice of central significance to the aboriginal society in question (Donovan and Griffith 2003).

Aboriginal title, a form of aboriginal right, addresses aboriginal interests in land specifically, and confers an exclusive right to use and occupy land (Donovan and Griffith 2003). While the courts first addressed aboriginal title in 1973 (Calder v. British Columbia, [1973] SCR 313 (SCC)), it was not until 1997 that a specific test was developed to establish aboriginal title (Delgamuukw v. British Columbia [1997] 3 SCR 1010). The test required the First Nation asserting existence of aboriginal title to show that their people had exclusively occupied the land in question prior to 1846, the date British sovereignty was asserted in British Columbia (Donovan and Griffith 2003).

3.2.2 Justification of section 35 infringement

Only the federal government can extinguish aboriginal rights as protected under section 35 of the *Charter of Rights and Freedoms* (Charter) (Donovan and Griffith 2003). Without extinguishment, aboriginal rights continue to exist and are protected. Thus, if aboriginal rights are interfered with or infringed upon, that interference must be justified. In 1990, the Supreme Court of Canada developed a test defining when interference with an aboriginal right could occur, and how such interference would be justified (Donovan and Griffith 2003). This test is commonly referred to as the Sparrow test. Justification was further developed in Delgamuukw, as the judge set out a list of specific examples in which infringement of aboriginal rights was justifiable (Delgamuukw v. British Columbia [1997] 3 SCR 1010).

3.2.3 Duty to consult and accommodate

The duty to consult with First Nations arises in three circumstances: (1) under common law, from the Crown's common law fiduciary obligation to First Nations, as well as from the 1982 entrenchment of common law rights in section 35 of the Charter; (2) under treaty; and (3) under statute (Donovan and Griffith 2003). Given the limited number of treaty First Nations in BC, the first and third situations are most relevant.

The Sparrow test applies when the duty to consult arises under common law. Previous to 2002, a court ruling indicated that this duty existed only if the aboriginal right in question had been legally proven. In 2002, however the court reversed this decision and ruled that the duty exists even if the aboriginal right has not yet been proven in court (Taku River Tlingit First Nation vs. Ringstad et al. [2002] BCCA 59). Further, the

judgment in Delgamuukw specified that (Delgamuukw v. British Columbia [1997] 3 SCR 1010):

> There is always a duty of consultation . . . The nature and scope of the duty of consultation will vary with the circumstances . . . This consultation must be in good faith, and with the intention of substantially addressing the concerns of the aboriginal peoples whose lands are at issue.

The idea that justification of infringement requires "meaningful consultation conducted in good faith" comes from this ruling (Donovan and Griffith 2003). Further, Delgamuukw directly affected BC's land use planning process, as the potential for land use decisions to prejudice aboriginal rights and title is substantial. Thus, Delgamuukw was integral to the shift in provincial perspective on First Nations and land use planning (L. Wilson 2005).

3.2.4 First Nations and land use planning

The provincial position on negotiating with First Nations reversed in August 1990, when the province agreed to enter into land claims negotiations with First Nations and the federal government (BC 1994a). To solidify this decision, in May 1993, the province passed the *Treaty Commission Act* (BC 1994a). Since this time, four key court cases have influenced provincial interaction with First Nations on lands claims issues, simultaneously affecting how land use planning occurs. In 2000, the Haida I decision confirmed that First Nations rights exist and expanded the government's duty to consult and accommodate First Nation's interests. Additionally, the court clarified that government was required to consult and accommodate even if First Nations rights had not been proven in court (Haida Nation v. British Columbia (minister of forests), 2002

BCCA 147). In two cases with the Taku River Tlingit First Nations in 2000 and 2002, the BC Court of Appeal ruled that "substantive accommodation" is required where "significant" infringement can be proven (Taku River Tlingit First Nation v. Ringstad, 2002 BCCA 59). These decisions also confirmed that the duty to consult exists even if the aboriginal right has not been proven. A further decision in the Haida case in 2004 (Haida II), clarified that government needs to consult in a manner that acknowledges the nature of the proposal and strength of the aboriginal claim (Haida Nation v. British Columbia (minister of forests), 2002 BCCA 462).

First Nation land claims create an important role for aboriginal people in land use planning and management (Gunton and Fletcher 1992; Morgan and Thompson 1992; BC 1994a). BC First Nations recognize that unresolved aboriginal rights and title make participation in the LRMP process important, yet find participation difficult. First Nations involvement in the processes is new and not well defined, leaving some community members uncertain their rights to the land will truly be respected (NRTEE 1994).

CORE acknowledged the need to link treaty processes with land use planning, and encouraged First Nations involvement. Specifically, CORE recommended that interim measures agreements be established between the province and affected First Nations groups to address land and resource issues prior to completion of treaty negotiations. However, even with the option of interim measures agreements, First Nations involvement in LRMPs encountered various difficulties (BC 1994a; Roseland et al. 1998). First, aboriginal groups were concerned that the LRMP process would prejudice First Nations land claims. Second, First Nations wanted to negotiate on a

government-to-government basis with the province. Third, many First Nations had limited financial and human resources to participate; a situation resulting largely from their involvement in separate land claims negotiations. Fourth, First Nations were concerned the information they revealed to government and industry concerning traditional practices would not be kept confidential, exposing their livelihood to potential exploitation (Donovan and Griffith 2003). Fifth, the province's application of land use zones based on government forest districts was incompatible with First Nation's traditional territory boundaries (Dorcey 1997). In general, engaging First Nations was effective for some plan areas but not others (Roseland et al. 1998; BC 2004a).

First Nations are now encouraged to participate in SRMPs as well as the LRMP process (BC 2002a). Participation can occur in three ways. First Nations are welcome to join the public consultation process, which offers them an opportunity to review government information and submit comments. Second, First Nations can form a partnership with the provincial government, as outlined in section 3.1.4.2. Third, First Nations can expect that First Nations consultation and accommodation processes will occur separately from general public consultation, if infringement of aboriginal interests is likely (BC 2002a).

3.3 Central Coast LRMP process

The provincial government initiated the CCLRMP in 1996. In 2004, table II

reached a consensus draft agreement recommending 33% of the land base, including

large areas of temperate rainforest, be protected. An innovative adaptive management

approach, ecosystem-based management, was to guide resource development in the rest

of the region (CFCI 2004). In February 2006, the provincial government and Coastal

First Nations announced that G2G negotiations for the Central and North Coast LRMPS

had reached consensus agreement. As a result of these negotiations, 29% of the land base

will be protected, EBM will guide resource development in 68% of the region, and 3% of

the land will be available for mining and tourism.

As the following discussion will outline, the path to the final Central Coast land

use plan was far from smooth. International boycotting campaigns halted discussions,

First Nations pushed for a level of involvement representative of their constitutional right

to the land, and numerous agreements were required to bring key stakeholders back to the

planning table. In the end, however, consensus agreement was achieved. For an

overview of the process and players see figures 3.1 to 3.3.

3.3.1 Physical attributes

The CCLRMP region extends from Princess Royal Island in the north to the

northwest entrance of Bute Inlet in the south (LUCO 1997). A varied topography with

numerous low-lying islands, a rugged shoreline marked with steep walled fjords and

channels, high mountains, and productive valley bottoms characterize the region

(CCLRMP 2004). The mild, wet winters of the area's coastal climate accounts for the numerous coastal plain wetlands and temperate rainforests found there (CCLRMP 2004).

Planning table participants identified numerous environmental values for the region. The most contentious issues, however, addressed forested lands covering more than half of the region, and the grizzly and Kermode bears that occupy these forests (CCLRMP 20004). Forests found in the Central Coast region are of global importance, as most of the world's temperate rainforest is on North America's west coast (CCLRMP 20004). The grizzly is a provincially blue listed species. The Kermode bear is a rare white-coated black bear, also referred to as the spirit bear for its cultural significance to First Nations people.

3.3.2 Socioeconomic attributes

As per the 2001 census, the Central Coast Region's population was 5060, a 7% reduction from 1996 (CCLRMP 2004). Approximately half the population lives in Bella Coola Valley, which contains the communities of Bella Coola, Hagenborg, Firvale, and Stuie. First Nations account for slightly more than 50% of the residents. In recent years, the socioeconomic situation of the residents has declined. Unemployment rates and other social measures such as health, education, and children at risk are a concern, especially for First Nations groups (CCLRMP 2004).

In 2001, the labor force was 2456, representing a decrease of approximately 12% from 1996. This decrease in jobs is largely due to a loss of fisheries and forestry work (CCLRMP 2004). Public sector employment is the most important source of income, accounting for 35% of the total, while 20% is the result of transfer payments (CCLRMP

2004). Forestry is next, providing 15% of the jobs and 13% of the region's income. The majority of local forestry work is logging and silviculture. Almost all harvested timber is taken to southern Vancouver Island or the Lower Mainland for processing (CCLRMP 2004). Shipping unprocessed timber means that 96% of direct forest jobs are outside the region, creating a strong connection between the resources of the Central Coast and the provincial economy, but with little benefit to those who live in the area (Duffy, Roseland, and Gunton 1999). Fisheries and tourism are also important regional economic drivers. In 2001, fishing provided 11% of the income and 19% of the jobs, while tourism provided 6% of the income, and 13% of the jobs (CCLRMP 2004).

3.3.3   First Nations

Six First Nations have traditional territory in the CCLRMP area (CCLRMP 2004):

- The Gitga'at currently live where the Greenville and Douglas Channels meet, 145-km. southeast of Prince Rupert, just outside the northern boundaries of the Central Coast plan area. The Gitga'at, who are part of the Tsimshian linguistic group, have a total population of 657 (BC Treaty Commission 2005).

- Kitasoo Reserve #1, located on the eastern shore of Swindle Island at Klemtu, northwest of Ocean Falls, is the Kitasoo's main community. Part of the Wakashan linguistic group, the Kitsoo First Nation members are of either Tsimshian or Heiltsuk lineage (BC Treaty Commission 2005).

- The Heiltsuk's traditional territory covers nearly 40% of the northern portion of the Central Coast plan area. Based on Campbell Island, the Heiltsuk have approximately 2070 members and belong to the Kwakiutl linguistic group (BC Treaty Commission 2005).

- The Nuxalk First Nation, part of the Salish linguistic group, reside at Bella Coola. Nuxalk traditional knowledge indicates that at one time their people inhabited forty-five sites, many of which were located along the Fisher, Dean, and Burke Channels, as well as the North and South Bentinck Arms (Nuxalk First Nation, undated).

- The Wuikinuxv (previously the Oweekeno) First Nation is part of the Wakashan linguistic group, and their traditional territory is south of Bella Coola. Currently, their mainland community is at Rivers Inlet (BC Treaty Commission 2005).

- The Haisla First Nation has approximately 1450 members, with traditional territory around the Kitimat area (BC Treaty Commission 2005). Approximately 700 of the Haisla Nation members live in Kitamaat Village, which is located at the head of Douglas Channel.

Fifteen additional First Nations, whose members largely reside outside the Central Coast, have traditional territory in the region. These groups include the ten First Nation members[31] of the Kwakiutl District Council (KDC), the four First Nation members[32] of the Musgamagw-Tsawataineuk Tribal Council (MTTC), and the Tlowitsis Nation. The seven Nations of the KDC reside on the northern tip of Vancouver Island (BC Treaty Commission 2005). Nations of the Musgamagw-Tsawataineuk Tribal Council live in Kingcome Inlet, approximately 300-km. northwest of Vancouver. Their main community is on Quaee Indian Reserve #7(BC 2001c). The Tlowitsis Nation has 349 members, and its traditional territory spans northeast Vancouver Island and nearby portions of the mainland (BC Treaty Commission 2005).

The First Nations people of the Central Coast Region are highly dependent on the natural resources of their traditional territories to maintain their livelihood. For instance, in 1996 approximately 30% of the on-reserve labor force worked in the fishing and forestry industries (CCLRMP 2004).

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[31] Member Nations of the KDC are the Kwakiutl Nation, Mamalelequla-Qwe-Qwa Sot-Enox Nation, Tanakteuk Nation, Gwa Sala'nakwaxda'xw Nation, Quatsino Nation, Tlatlasikwala Nation, We Wai Kai Nation, We Wai Kum Nation, Kwaikah Nation, and Comox Nation.
[32] Member Nations of the MTTC are the Tsawataneuk Nation, Kwicksutaneuk Nation, Kwa-wa-aineuk Nation, and the Nam'gis Nation.

3.3.3.1 Central Coast First Nations and the treaty process

Involvement in treaty negotiations has implications for First Nations participation in land use planning. Some First Nations chose to be involved in both processes; managing their lands on one level, while working to secure aboriginal title to those lands on another. On the other hand, there are First Nations groups that prefer not to participate in either process.

Four of the First Nations of the Central Coast have reached the fourth phase of treaty negotiations[33]: Haisla, Heiltsuk, Kwakiutl Nation (of the KDC), and Wuikinuxv Nation. The Tlowitsis Nation is currently in the second phase of treaty negotiations[34]. The Tswimshian Nation, which includes the Gitga'at and Kitasoo Nations, is in the first phase of negotiations[35] (BC Treaty Commission 2005). The Nuxalk Nation is opposed to the treaty process in BC, while the Musgamagw-Tswaataineuk Tribal Council (MTTC) is working to build relationships with the province outside of the treaty process (Nuxalk Nation undated; BC 2001e).

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33 Stage 4 – Negotiation of an agreement in principle: The three parties examine in detail the issues identified in the *Framework Agreement*, with the goal of reaching an agreement in principle. The agreement in principle identifies and defines a range of rights and obligations, and forms the basis for the treaty. The parties also begin to plan for implementation of the treaty (BC 2001c).

[34] Stage 2 – Readiness to negotiate: For most First Nations, this will be the first occasion on which they sit down at a treaty table with representatives of Canada and BC. This meeting allows the Treaty Commission and the parties to exchange information, consider the criteria for determining the parties' readiness to negotiate and generally identify issues of concern. The First Nation must have a plan for addressing any issues of overlapping territory with neighbouring First Nations. The governments of Canada and B.C. must have a formal means of consulting with other parties, including local governments and interest groups (BC 2001c).

[35] Stage 1 – Statement of intent to negotiate: A First Nation files with the B.C. Treaty Commission a statement of intent to negotiate with Canada and B.C. The statement of intent: identifies the First Nation's governing body and the people that body represents; shows that the governing body has a mandate to enter the treaty process; describes the geographic area of the First Nation's traditional territory in B.C.; and identifies any overlaps in territory with other First Nations (BC 2001c).

3.3.4 CCLRMP – the process

The CCLRMP plan developed in three phases: table I, table II, and G2G

negotiations. The first planning table (table I) began in 1996 and finished in April 2001.

The resulting *Framework Agreement* set the stage for the second table (table II) to begin

negotiations. By 2004, the second table had reached a signed consensus agreement. The

recommendations from table II were sent for negotiations between each First Nation[36]

and the provincial government (G2G negotiations) (CCLRMP 2004). The outcomes of

these negotiations form the final CCLRMP land use map and plan implementation

framework (this stage of the process is on-going). An overview of the main stakeholders,

process, and results of each of these planning tables follows.

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[36] The province negotiated agreements with Turning Point, KNT (formerly KDC/MTTC/TM), and each
Central Coast First Nation group.

Figure 3-1: Map of the Central Coast Region
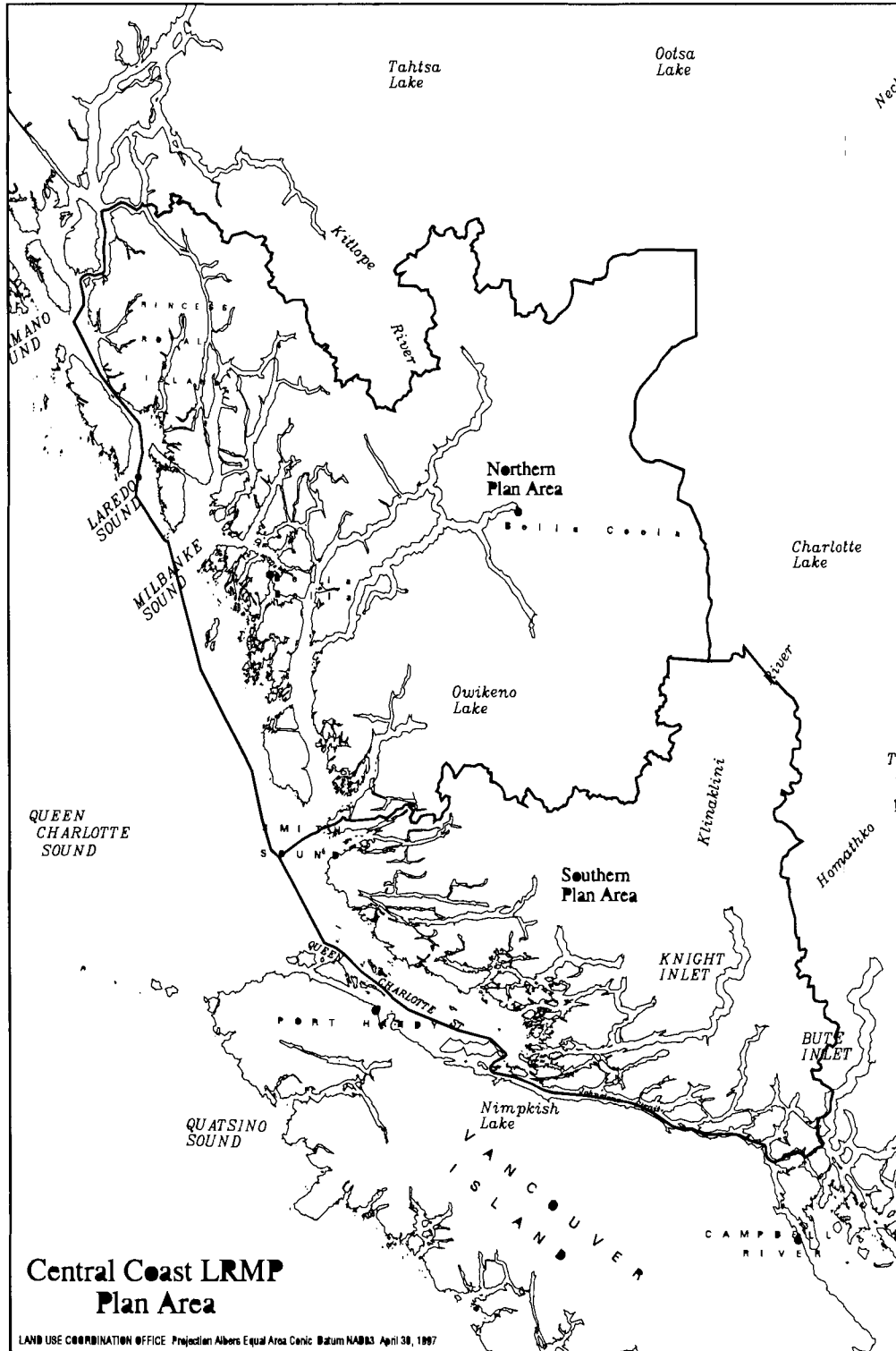
Source: Land Use Coordination Office 1997

3.3.4.1 Role of First Nations

First Nations were actively involved in the Central Coast planning process in a

number of ways (CCLRMP 2004). First, aboriginal representatives were present at both

table I and table II. Second, First Nations completed land use plans outlining their goals

and visions for long-term resource management within their traditional territories[37].

Table II used these plans during decision making. Third, First Nations were able to sit

down with the provincial government as an equal and review recommendations made by

the first two planning tables (CCLMRP 2004a).

3.3.4.2 Table I

The initial goal of table I was to produce a land and coastal resource management

plan. A formal agreement between the federal and provincial governments provided the

framework for stakeholders to develop a strategic plan for the coastal nearshore of the

Central Coast, as well as the region's terrestrial environment (BC 1999).

Three forums (north, south, and plan area) were established to facilitate dialogue

among the numerous sectors involved in table I (see table 3.3). The north and south

forums involved representatives from organizations and interest groups located within

specific geographic boundaries (see figure 3.1). These representatives were tasked with

negotiating detailed planning recommendations specific to their area. The plan area

forum included representatives from both the north and south forums, and was

responsible for: (1) defining the broad vision and objectives for the entire Central Coast

Region, (2) resolving any issues that arose within the forums, (3) combining

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[37] CCLRMP meeting minutes indicate that the Gitga'at, Kitasoo, Helitsuk, and Wuikinuxv First Nations completed land use plans. The other CCLRMP First Nations continue work on their land use plans.

contributions from each forum, and (4) ensuring consistency within table I's land use

planning recommendations (BC 1999).

The interagency planning team (IPT), made up of local, provincial, and federal

government agencies, along with First Nations, provided technical analysis and maps for

the table (table 3.4) (CCLRMP 2004). The IPT was also responsible for incorporating

input from all Forums into table I's land use recommendations (BC 1999).

In the end, table I produced two key documents, the *Framework Agreement,* and

the *Coastal Zone Strategic Plan* (table 3.5). The recommendations presented in the

Coastal Zone Strategic Plan were to be implemented jointly by the provincial and federal

governments (BC 2001f), while table II was to complete negotiations on the terrestrial

options presented in the *Framework Agreement* (CCLRMP 2004).

Table 3-3: CCLRMP table I: key players

North Community Forum Active Participant List	
First Nations	Haisla Band, Gitga'at, Heiltsuk First Nation, Kitasoo First Nation, Naxalk First Nation, Oweekeno First Nation
Forestry	Interfor, Little Valley Forest Products, MacMillian Bloedel, Neechanz Logging, Truck Loggers, Western Forest Products
Labor	United Fishermen and Allied Workers Union, Industrial, Wood and Allied Workers of Canada
Local Government	Central Coast Regional District, Ocean Falls Improvement
Botanical Products	Northern Naturals Health Products
Natural History	Bella Coola Trail and Nature Club
Fish and Game	Bella Coola Rod and Gun Club, Dean River Fisheries Advisory Council
Commercial Tourism	Caribou Tourism Association
Outdoor Recreation/Marine Recreation	Outdoor Recreation Council
Commerical Sport Fishing	Outdoor Recreation Council
Commerical Game/Outfitting	Guide Outfitters
Other	Ocean Falls Residents

South Community Forum Active Participant List	
First Nations	Gwa'Sala'Nakwaxda'Xw, Kwakiutl District Council, Musgamagw Tsawataineuk Tribal Council, Tlowitsis Mumtagila First Nation
Forestry	MacMillan Bloedel, Pacific Forest Products, Shushartle Log Sales, Truck Loggers Association, Timber West, Western Forest Products
Labour	IWA, UFAW/CAW
Regional Government	Port McNeill, Alert Bay, Comox Strathcona Regional District, District of Campbell River, District of Port Hardy, Mt. Waddington Regional District
Outdoor Recreation	Mt. Waddington Community Resource Board, Outdoor Recreation Council
Commerical Recreation	Nimmo Bay Resort, Tula Girl Charters
Environmental Marine	Malcom Island Environmental Protection Society, Georgia Strait Alliance, Marine Life Sanctuaries
Marine Harvesting	BC Salmon Farmers Association, Underwater Harvesters

Plan Area Forum Active Participant List	
General	Canadian Parks and Wilderness Society, BC Association of Guide Outfitters, BC Chamber of Mines, Union of BC Municipalities, United Fishermen and Allied Workers Union
Environmental	Oceans Blue, David Suzuki Foundation
Forestry	Interfor, MacMillan Bloedel, Western Forest Products, Pacific Forest Products
Interagency Planning Team	Federal -Heritage Canada, First Nations -Kwakiutl District Council, and Musgamagw Tsawataineuk Tribal Council, Local Government - Central Coast Regional District, Provincial Government -BC Parks, CCLCRMP Chair, CCLCRMP Coordinator, Environment & Lands, LUCO, and various provincial ministries
Fisheries	Salmon Enhancement and Habitat Advisory Board, BC Salmon Farmers Association, Sport Fishing Institute of BC, Commercial Fishing Industry Council, Deep Sea Trawlers Association, Fisheries Council of BC, Gulf Trollers Association, Pacific Black Cod Fisherman's Association, Pacific Gillnetters' Association, Pacific Trollers' Association, Sport Fishing Advisory Board of BC, BC Wildlife Federation, Pacific Sea Cucumber Harvesters' Association, Pacific Urchin Harvesters

Table 3-4:   Technical reports generated for CCLRMP table I

Report (release date)	Authors
CCLRMP Socioeconomic and Environmental Analysis Maps (BC 2001g)	Government of British Columbia
Mid-Coast Tourism Opportunities Study (BC 2001h)	Government of British Columbia
Northern Plan Area Economic Opportunities and Barriers Study (2000)	Patricia McKim
Silviculture Options in the Central Coast (1999)	Jim Pojar, Chuck Rowan, Andy McKinnon, Dave Coates, and Phil LePage
Southern Region Tourism Opportunities Study (BC 2001h)	Government of British Columbia
Central Coast Protected Area Strategy (1997)	K. Lewis, J. Crinklaw, and A. Murphy

Table 3-5:   CCLRMP table I: goals and outcomes

Goals (BC 1999):
• Balance all stakeholders interests
• Provide people with certainty for employment, their economic future, and social and environmental stability of their communities
• Ensure that we manage and the protect natural environment for today and in the future
• Provide resource management agencies with clear guidance on future land management

Outcomes (BC 2001d):
1. Framework Agreement
• Commitment to: Ecosystem-based management, creation of Coast Sustainability Trust, and formation of CIT
• Protected areas: 9.95% of the region as additional protected areas, doubling of the protected land base to nearly 21%, and inclusion of protection of 20 intact watersheds. A further 0.4% of the region recommended for Goal II Protected Areas.
• Special management zones: 14% of region recommended, in order to protect visual quality. These would develop into the Visual Quality Areas in table II.
• Options areas: 11.7% (68 watersheds) identified, where logging was deferred.
• First Nations lead areas: 1.4% of region set aside.
2. Coastal Zone Strategic Plan (BC 2001f) with implementation measures

3.3.4.3 Key stakeholder agreements

The conflict surrounding negotiations at table I required a number of key agreements to facilitate process completion.

3.3.4.3.1 Joint Solutions Project

Conflict over timber harvesting in old growth temperate rainforests brought table I discussions to a halt, and in order to get back on track, forestry companies and ENGO's had to arrive at a solution (Wilson et al. 2001). The Joint Solutions Project (JSP), established in 1999, negotiated to arrive at such an agreement (CFCI undated). Coast Forest Conservation Initiative (CFCI), made up of Canfor, Interfor, NorskeCanada, Western Forest Products, and Weyerhaeuser representatives, sat down with Rainforest Solutions Project (RSP), a group of representatives from ForestEthics, Greenpeace, Rainforest Action Network, and Sierra Club of Canada, to review their issues (CFCI 2004; Rainforest Solutions Project undated). The agreement in principle (AIP) generated by JSP required forestry companies to accept and enforce a temporary moratorium on harvesting in large intact valleys of concern to ENGOs. In turn, ENGOs had to stop their direct action marketing campaigns.

Figure 3-2: CCLRMP process

Timeline (1996, 1997/1998, 1999, 2000, 2001, 2002, 2003, 2004, 2005, 2006):

- CCLRMP Table I initiated
- ENGOs denounce CCLRMP Table I process as "talk and log"
- ForestEthics, GreenPeace, Rainforest Action Network, and Sierra Club launch Great Bear Rainforest Campaign
- 1. Bilateral talks begin between ENGOs and forest sector companies
  2. RSP: ForestEthics, GreenPeace, Rainforest Action Network, Sierra Club
  3. CFCI: Canfor, NorskeCanada, Western Forest Products, Weyerhauser
  4. Joint Solutions Project forms from RSP and CFCI
- 1. ENGOs halt Great Bear Rainforest market campaigns
  2. CFCI agrees to temporary moratorium on logging in large intact watersheds
  3. JSP negotiated agreement allows CCLRMP Table I talks to continue
- Provincial Government signs MOUs with Turning Point Initiative (Gitga'at, Haida, Haisla, Heiltsuk, Kitasoo/Xaixais, Metlakatla First Nations, Old Massett Village Council, and Skidegate Band Council) and the KDC/MTTC/TM group of First Nations (Kwakuitl District Council, Musgamagw Tswataineuk Tribal Council, and Tlowitsis). Wuikinuxv First Nation joins Turning Point in 2002.
- New sectoral model of LRMPs developed and applied to CCLRMP Table II
- Nov 2002: Forest and Range Practices Act passed, establishing results based regulations
- Further JSP negotiation required to reach agreement on EBM definition, implementation, and monitoring
- Commitment between RSP and CRCI to implement voluntary interim EBM measures
- ENGOs outside CCLRMP process critize 2004 agreement, threatening new market campaign
- ENGOs intensify criticism of government's failure to legislate CCLRMP recommendations and voluntary interim EBM measures (Mortenson 2004)
- JSP negotiated solution informs substantive portion of Table I recommendations
- $35 million Coast Sustainability Trust fund established
- Conservation financing (Coast Investment and Incentives Initiative) proposed
- JSP recommendations accepted by CCLRMP Table II
- CCLRMP Table II consensus agreement achieved
- G2G negotiations begin between First Nations and Province
- **April 2001: Consensus on CCLRMP Table I interim agreement achieved**
- Dec 2001: CCLRMP Table II initiated
- CIT begins work on CCLRMP Table II technical reports
- **CCLRMP Table II consensus agreement formally ratified**
- **G2G negotiations complete**

Legend:
Consensus Agreement Reached

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(Rainforest Solutions Project undated). The agreement also required ENGOs to participate in the table I planning process, which previously they had boycotted (Rainforest Solutions Project undated; Wilson et al. 2001). JSP was not a planning or decision body; rather its role was to provide information, options, and ideas to both planning tables (Smith and Coady 2001).

3.3.4.3.2 Turning Point and CCLRMP memorandum of understanding

Turning Point, which started in 1999, is a collaboration of First Nations groups brought together to discuss common concerns and develop solutions (David Suzuki Foundation undated). In 2001, Gitga'at, Haida, Haisla, Heiltsuk, Kitasoo/Xaixais, and Metlakatla First Nations, as well as the Old Massett Village Council, Skidegate Band Council and the province of British Columbia signed a protocol agreement. The Wuikinuxv First Nations joined Turning Point in 2002. The protocol established interim measures, thus providing First Nations access to cultural and economic benefits arising from land use decisions, with specific emphasis on involvement in forestry and tourism (BC 2001i). The protocol also established that G2G negotiations would occur between the provincial government and First Nations groups once table II had completed their recommendations.

The CCLRMP memorandum of understanding (MOU) was signed between the KDC/MTTC/TM (KMT) First Nations and the province in 2001. The purpose of the MOU was two-fold: (1) to clearly establish the manner in which the KMT Nations would participate in the CCLRMP process, and (2) to clarify that the CCLRMP process and its products would not in any way infringe or restrict aboriginal rights nor prejudice present or future treaty negotiations (BC 2001j). In the fall of 2005, three of the four MTTC First

Nations withdrew from the CCLRMP planning process, ending their direct involvement with KMT on land use planning issues. As the Nam'gis First Nation, the fourth MTTC Nation, opted to continue in the planning process, the affiliation changed its name from KMT to KNT[38]. The MOU continues to govern KNT and provincial government negotiations, and communication between KNT and the three MTTC First Nations remains positive.

Of note, there are no interim measures agreements for the Nuxalk Nations pertaining to the CCLRMP process.

3.3.4.4 Coast Sustainability Trust

Coast Sustainability Trust, established in 2002 with funding from both public and private sectors, was a direct outcome of the *Framework Agreement*. The Trust's central focus was to mitigate impacts to the forest sector resulting directly from land use decisions made by planning tables such as CCLRMP (BC 2002b; BC 2003b). The $35 million Trust fund ensured that those most effected by land use decisions would be fairly compensated (BC 2002c). The Trust had two accounts, the mitigation account and the matching funds account. The mitigation account, which contained $25 million, was available to mitigate impacts to resource sector workers and contractors affected by an increase in protected areas. The matching funds account containing $10 million was available to communities to assist with transition toward EBM (BC 2002c). The Coast Sustainability Trust was central to promoting stakeholder consideration of alternative options, by avoiding situations where the benefit of protected areas came at a great cost to resource sectors employees.

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[38] Interview with First Nations representative, February 16, 2006.

In March 2005, the mitigation account was closed, and the remaining monies were rolled into the matching funds account. As of March 2006, approximately $20 million remains in the matching funds account. To access these funds, communities submit proposals to the Trust fund's administrative board. To date, the account has provided financial assistance to approximately 80 projects (Eric Van Soeren, personal communication, 2006).

3.3.4.5 Coast Information Team

CIT was an independent information body, established to provide assistance and recommendations to the coastal planning tables on EBM, community economic development, and transition strategies (CIT 2004). CIT brought together the best available scientific, traditional, and local knowledge, environmental expertise, and community experience (BC 2002c). CIT's work started in January 2002, and completed in March 2004. Their $3.3 million budget was funded through provincial and federal governments, ENGOs, and forest companies (BC 2002c). The provincial government provided the majority of funds (58%) (CIT 2004). CIT's primary tasks were to: (1) recommend a framework for EBM, (2) provide a regional and subregional ecological and socioeconomic context for planning, and (3) support implementation of EBM pilot projects (BC 2002c).

Figure 3-3: CCLRMP organizational chart

Key collaborations between sectors

Phase I: 1996 - 2001

Joint Solutions Project (Large forest industry and ENGOs)

KNT (First Nations residing outside CCLRMP region)

Turning Point Initiative (First Nations residing within CCLRMP region)

recommends EBM, CIT, and CST

40+ Sector Representatives

Table I CCLRMP

Outcomes:
1. Framework Agreement
2. Coast Zone Strategic Plan

creates mandate for

Coast Information Team

completes EBM/ technical

Phase II: 2001 - 2004

Joint Solutions Project

KNT

Turning Point Initiative

recommends EBM specifics, and CIII financing

14 Sector Representatives

Table II CCLRMP

Outcomes:
1. CCLRMP Draft Agreement

Phase III: 2004 - 2006

KNT

Turning Point Initiative

Involved Provincial Government and Central Coast First Nations Groups

G2G Negotiations

Outcomes:
1. Agreements between the Province and each Coastal First Nation

Notes:

1. * = This step in the process involved multiple tables as the province met with each Central Coast First Nation group to negotiate the final plan.

2. This figure is not meant to imply that the work of the other sector representatives was secondary to the key collaborations, all sectors offered valuable contributions to the process. Rather, the purpose of this figure is to illustrate the extra sectoral collaborations that influenced the planning process.

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3.3.4.6 Table II

Table II, initiated December 2001, followed a sectoral mode of representation,

providing each sector one seat[39](table 3.6). In the three years of negotiations, table II's

fourteen stakeholders, one process manager, and one process chair, met sixteen times. In

addition to these meetings, more than forty working groups were established (CCLRMP

2004). Although First Nations representatives were present at all table II meetings, they

abstained from decision making in favour of participation in G2G negotiations to follow

the release of table II's recommendations. Their participation in table discussions and

debate did not represent a formal ratification of any of table II's recommendations, as

indicated by the lack of First Nations representative signatures on table II's final

recommendations (CCLRMP 2004).

Table 3-6:   CCLRMP table II: sectors, goals, and outcomes

Stakeholder representatives (CCLRMP 2004):
• Small business forestry
• Labor
• Terrestrial conservation
• Major forest companies
• Tourism
• Recreation and wildlife
• Energy and mining
• North and south local governments
• First Nations (KNT, Wuikinuxv Nation, Turning Point Initiative, and Nuxalk Nation)
• Provincial government
Goal - develop for cabinet a plan that will (CCLMRP 2004):
• Reflect government's commitment to recommendations from the *Framework Agreement*;
• Foster economic and environmental sustainability;
• Deliver a comprehensive system of land use zoning;
• Identify economic, environmental, social, and community transition strategies; and
• Outline an implementation framework for the CCLRMP.

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[39] The recreation and wildlife sector was the exception, as they had two seats at the table.

Outcomes:
• Framework for EMB (definitions, implementation, and monitoring);
• Land use map outlining:
o Expansion of protected areas network to 33% of land base (11.1% existing protected areas, 10.1% newly proposed areas from 2001, and 11.8% proposed in what are termed biodiversity Areas)
o Proposed EBM Operating Areas on 66.9% land base
• General management directions for 13 resource values;
• Area specific direction pertaining to visual resource management and grizzly bear habitat; and
• General plan implementation, monitoring, and transition strategies.

In developing recommendations, table II participants made use of information

provided by the CIT, provincial government, *Framework Agreement*, First Nations

(including First Nations land use plans), sector group presentations, and a socioeconomic

and environmental assessment completed by independent consultants (table 3.7) (BC

2001d; CCLRMP 2004).

Table 3-7:   Technical reports generated for CCLRMP table II by CIT

Report (release date)	Authors (adapted from Mortenson 2004)
Ecosystem-Based Management Framework (April 2004)	Experts on terrestrial and marine ecosystems; human systems; and adaptive management
Ecosystem-Based Management Planning Handbook (March 2004)	Experts on conservation, resource, and socioeconomic planning
Hydro-riparian Planning Guide (February 2004)	Hydrologists, ecologists, and practitioners
The Scientific Basis of Ecosystem Based Management (March 2004)	Team of ecologists and other ecosystem scientists, in conjunction with EBM and hydro-riparian planning teams
Well-Being Assessment (undated)	Sustainability assessment expert along with the CCLRMP table II participants (contributed goals, objectives, indicators, and performance criteria)
Cultural Spatial Analysis of Central Coast, North Coast, and Haida Gwaii/Queen Charlotte Islands (March 2004)	A sociologist and anthropologist with data provided by First Nations, and non-aboriginal communities

Report (release date)	Authors (adapted from Mortenson 2004)
Economic Gain Spatial Analysis: 1. *Economic Gain Spatial Analysis – Timber, CIT Region* (August 2004) 2. *Coastal British Columbia Economic Gain Spatial Analysis Tourism Sector Report*	Forest economists (Williams and Buell), and tourism economists
An Ecosystem Spatial Analysis for Haida Gwaii, Central Coast, and North Coast British Columbia (April 2004)	Conservation biologists and specialists in land, freshwater, and marine species and ecosystems
Central Coast Coarse Filter Ecosystem Trends Risk Assessment – Base Case (March 2004)	Experts in ecosystem risk assessment (Rachel Holt and Glenn Sutherland)
Policy and Institutional Analysis for Implementation of Ecosystem-Based Management Framework (March 2004)	Experts in policy and institution design and analysis (Clogg, Hoberg, and O'Carroll).

As with table I, table II may not have reached consensus agreement without assistance from JSP. In this case, JSP developed recommendations on how to define, implement, and monitor an effective transition to EBM (CFCI 2004). EBM was a key issue for forestry and ENGOs as the EBM definition and framework had significant implications for forestry operations, and protected areas. As such, JSP defined mandates and task lists for an EBM council and EBM science team in order to ensure that implementation and monitoring of transition to EBM, capacity building and training, work force adjustment, implementation costs, and investment options occurred using an adaptive management approach (BC 2001b).

JSP also addressed the need for future investment strategies to assist with costs of EBM. One such strategy, the Coast Investment and Incentives Initiative (CIII), attracted private and public investment in support of the significant conservation gains proposed in the Central Coast (CFCI 2004). Two separate CIII funds are in development. The first fund, totalling $60 million, is a shared contribution from the provincial and federal

governments that will be available to First Nations groups in the Central and North Coasts, as well as the Haida Gwaii. The purpose of the fund is to promote sustainable industries, such as ecotourism, shellfish aquaculture, and community-managed forestry, as a complement to traditional industries of the region. The second fund, also totalling $60 million, is a contribution from private funders conditional on the public funding commitment and finalization of the protected areas (Paul Richardson, personal communication, 2006). This investment strategy is not connected to the Coast Sustainability Trust discussed earlier; the funds were established separately and operate independently. Moreover, the CIII proposal is not yet finalized.

Table II accepted recommendations for EBM as presented by JSP, incorporating them into the final recommendations (CCLRMP 2004). A consensus agreement in principle was achieved on these recommendations late in 2003, and formally ratified in 2004. G2G negotiations began when table II's negotiation was complete.

The outcomes from tables I and II are significant. Participants from both tables dedicated much personal time and effort to generate the recommendations sent to G2G negotiations. As indicated by the years required to reach consensus, and the number of agreements signed along the way, the process was not easy. To assist stakeholders develop their recommendations, process improvements were necessary and table 3.8 presents an overview of the key differences between the two tables.

Table 3-8: Key organizational differences between table I and table II

	Table I	Table II
Process management	IPT (Local, provincial, and federal governments and First Nations)	Process management team (provincial government)
Stakeholder management	All stakeholders invited to participate Multiple seats allocated per stakeholder group (40+ stakeholder representatives)	All stakeholders invited to participate Single seat allocated to each stakeholder group (14 sectoral representatives)
Information management	IPT	CIT
Land management	Divided region into north and south plan areas	Addressed entire region
Coastal management	Developed a *Coastal Zone Strategic Plan*	Focused CCLRMP on terrestrial planning only
Final products	*Framework Agreement; Coastal Zone Strategic Plan*	*Report of Consensus Recommendations to the Provincial Government and First Nations*

3.3.4.7 Government-to-Government bilateral negotiations

G2G negotiations celebrated their first milestone with an official announcement by the provincial government in February 2006. At that time, the new land use zones were made public, and creation of a new protected area, the Great Bear Rainforest was celebrated.

The review of the G2G outcomes that follows (section 3.3.5.5.3) is based on the draft protocol agreement between the province and Turning Point First Nations (Gitga'at, Haisla, Heiltsuk, Kitasoo, and Wuikinuxv[40]) (Turning Point 2005). A second protocol agreement was also signed between the KNT Forum First Nations (Kwatuitl District Council, Nam'gis First Nation, and Tlowitis Nation) and the province; however, a review

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[40] The draft protocol is recommended by the chief negotiator of each party to their principles for consideration.

of this document was not possible. Nor was it possible to review each of the separate

agreements the province signed with the seventeen Coastal First Nations groups that

participated in the G2G process. By March 2006, both draft protocol agreements were

finalized and signed.

3.3.5 CCLRMP – the plan

In June 2004, table II presented draft CCLRMP recommendations to the G2G

table for negotiation. The following is a discussion of the key aspects of table II's final

recommendations in combination with a brief review of how these recommendations

compare with Turning Point's draft G2G protocol[41].

3.3.5.1 Ecosystem-based management

> **Our coastal community is a place of harmony and balance. We have recognized the threads that connect communities to the environment and have achieved a balance between the needs of people and the need to sustain natural values. We seek to maintain a healthy marine and terrestrial environment; managing resources so that future generations are healthy and may prosper.**
>
> (CCLRMP 2004, App 2.1-15)

Ecosystem based management is a strategic approach to directing human

activities aimed at achieving a coexistence of healthy ecosystems and human

communities. The intent of EBM is to maintain spatial and temporal characteristics and

ecosystem processes, while supporting and improving human well being (CCLRMP

2004).

Table II recommended that the EBM outline developed by CIT and refined by

JSP be adopted as the umbrella framework to guide future planning in all zones of the

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[41] The final CCLRMP is a "work in progress". Further, the G2G protocol is not a land use plan, and as such does not outline specific recommendations for planning.

Central Coast Region (protected, biodiversity, and operating) and on all Crown land (CCLRMP 2004). One of the guiding principles of the EBM framework is the recognition and accommodation of aboriginal rights and title (CCLRMP 2004). Further, First Nations in the Central Coast stated that all short-term or transitional agreements intended to facilitate implementation of EBM are without prejudice to future legal proceedings or treaty negotiations (CCLRMP 2004). The G2G protocol agreement established the process for implementing EBM. No changes to the EBM definition or framework have occurred, although the protocol stipulated that the parties and the province need to reconcile the precautionary principle as set out in the EBM handbook with the province's approach to precaution.

3.3.5.2 Land use zones

The CCLRMP utilized four land use zones; existing protected areas, proposed protected areas, proposed EBM biodiversity areas, and proposed EBM operating areas. Before the planning process began, 11.1% of the land base was existing protected area, where any logging, mining, and hydroelectric development were prohibited. Tourism and recreation activities were permitted in a limited manner, as outlined in individual park management plans (CCLRMP 2004). Table II recommended that a further 10.1% of the land base become protected, using a definition similar to the original, with the exception that First Nations traditional use rights be maintained.

Proposed EBM biodiversity areas were recommended for another 11.8% of the land base. In EBM biodiversity areas no logging or hydroelectric development is allowed; however, potential for mining, and tourism and recreation exists. Again, traditional First Nations use rights must be maintained. Table II specified the primary

role of these areas as conservation, in order to maintain species, ecosystem, and seral stage diversity and function (CCLRMP 2004).

The recommendation for proposed EBM operating areas would see 66.7% of the land base available for full resource use, given extraction processes are in accordance with EBM principles, and traditional First Nations use rights are maintained (CCLRMP 2004). EBM operating areas should enhance community stability and individual well being, while encouraging economic diversification and innovation (CCLRMP 2004).

The G2G protocol does not outline land use zones. However, the province released a map outlining the land use zones resulting from the G2G negotiations. A comparison of the G2G land use zones and table II's recommendations is included in table 3.9.

Table II outlined two distinct types of management zones: (1) grizzly bear management areas (GBMZ), and (2) visual quality zones (VQZ). GBMA grew out of provincial grizzly bear management strategies, and table II identified two specific areas for consideration in the Central Coast, Anuhati Complex and Kimsquit Region (Mortenson 2004; CCLRMP 2004). The G2G protocol included protection of grizzly bear critical habitat as a management objective, defining critical to include 100% of class I habitat and 50% of class II[42] habitat. Agreement on VQZ required bilateral negotiations between the tourism and forestry sectors (Mortenson 2004). The result of these

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[42] Class ratings refer to the Resource Information Standards Committee. For more information see: http://ilmbwww.gov.bc.ca/risc/pubs/teecolo/whrs/index.htm

negotiations was a three-zone system that separates areas of concern into wild[43], natural variability[44], or landscape forestry[45] (CCLRMP 2004). The G2G protocol specified that zoning for such areas as visual objectives, and grizzly bear management will be finalized two years after an implementation plan has been accepted by all parties. However, the map outlining the land use zones resulting from the G2G negotiations indicated the 3% EBM biodiversity area was for tourism and mining[46].

Table 3-9: Comparison of table II and G2G land use zones

	Table II recommendations	G2G agreements
Existing protected areas	11.1%	11.1%
Proposed protected areas	10.1%	17.9%
EBM biodiversity areas	11.8%	3%
EBM operating areas	66.7%	68%
TOTAL	100%	100%

3.3.5.3 General management directions

Table II proposed general management directions (GMD) to complement the framework contained in the EBM handbook, and provide a greater level of detail to guide planning activities (CCLRMP 2004). The table recommended GMD for eight resource values that would apply to all resource activities within the plan area (CCLRMP 2004):

- water,

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[43] Wild: The intention of this zone is to ensure the perception of wildness. This means that a wild scenic experience is sought whereby visually unaltered landscapes predominate (Maximum 2% of land base) (CCLRMP 2004, table 4).

[44] Natural variability: Visual alterations are in keeping with natural visual experience where activities blend with landscape and do not readily alter visual experience (Maximum 5% of land base) (CCLRMP 2004, table 4)

[45] Landscape forestry zone: Aesthetically pleasing scenic experience where activities are evident but subordinate. Design of alterations to create impression of careful and respectful land use (Maximum 8% of land base) (CCLRMP 2004, table 4).

[46] The G2G map does not refer to EBM biodiversity zones, rather this zone is for tourism and mining. I used this title, as that is the name table II gave to this zone.

- communities,

- access and facilities management,

- tourism and recreation,

- nontimber forest products,

- guide outfitting, hunting, and trapping,

- subsurface resource aggregates, and

- visuals management.

The EMB handbook was a critical information source for development of GMDs. Given delay in completion of the handbook, table II did not have time to adopt GMDs for terrestrial biodiversity conservation, hydro-riparian and aquatic ecosystems, fish and wildlife habitat, grizzly bears, and forestry/timber. A post-table process occurred completing GMDs for parts of the above resource values (CCLRMP 2004). The final report contains only the aspects of the GDMs that all sectors agreed to.

The G2G protocol agreement included an initial suite of management objectives as a means of resolving some of the issues raised by the Coastal First Nations in their review of the CCLRMP recommendations. These management objectives will become legal objectives by March 31, 2006. Before that date, however, each First Nation is able to proposes variations, or make additions to the following objectives:

- First Nations' cultural heritage and traditional resources,

- monumental cedar,

- Western red and yellow cedar,

- culturally modified trees,

- freshwater ecosystems and habitats (watershed level),

- landscape level biodiversity,

- stand level biodiversity, and

- grizzly bear habitat.

In addition, social and economic objectives were developed:

- First Nations cultural/traditional sustenance resources (plants and animals),

- community viability,

- economic contribution of plan area resources to local communities,

- economic diversification,

- employment, and

- wages.

The protocol also outlined objectives, indicators, rationale, data source, and targets for each of the above.

3.3.5.4 Additional recommendations

Table II made additional recommendations not classifiable as land zoning or management issues (CCLRMP 2004). These recommendations suggested: (1) forest tenure reorganization occur in a fair and equitable manner, (2) cost of EBM be fully integrated into market pricing, and (3) provincial funding be provided for First Nations land use planning. Further, table II participants felt their recommendations should enhance the ecological, economic, and social conditions of the region; lead to greater stability in the forest sector; improve investment in other sectors; and generate a positive response from tourism, forestry, mining, and other product sectors as a result of the proposed changes (CCLRMP 2004).

3.3.5.5 CCLRMP implementation

Implementation and monitoring is important to ensuring positive, lasting outcomes from any planning process (Margerum 1999). As such, table II made recommendations for general CCLRMP implementation and monitoring as well as specific steps for EBM implementation, monitoring, and adoptive management (CCLMRP 2004a).

3.3.5.5.1 Implementation and monitoring

To ensure implementation and monitoring are continuous, table II recommended establishment of an implementation and monitoring committee, comprised of interested representatives from each sector involved in table II. The key responsibilities of this committee would include: (1) ensuring implementation of final plan, (2) reporting on implementation progress, (3) involving the public in implementation, (4) making recommendations to improve implementation, (5) assisting with obstacles to implementation, and (6) undertaking conflict resolution where necessary (CCLRMP 2004).

3.3.5.5.2 EBM implementation

With specific reference to the EBM framework, table II recommended creation of an EBM council to oversee ongoing development and implementation of EBM in a transparent and accountable manner. Further, table II suggested an EBM science team be developed to report to the council (CCLRMP 2004).

3.3.5.5.2.1 Flexibility

Flexibility in the implementation of EBM was proposed because stakeholders

recognize that implementing EBM and related objectives may be difficult or

inappropriate in areas where: (1) the landscapes to which proposed objectives are to

apply have already been significant altered, and (2) the application of proposed objectives

limits the use of remaining resources in a manner that undermines the well-being of

affected First Nations and local communities. Table II recognized the need for flexibility

within the EBM framework and, thus, incorporated the concept into the EBM

implementation process (CCLRMP 2004). The G2G protocol also stipulated that

flexibility be applied to the implementation of EBM.

3.3.5.5.3 G2G protocol agreement – implementation

There are three key components to the G2G implementation plan proposed in the

protocol agreement: (1) establishment of a land and resource forum (the LRF), (2)

specific EBM objectives and timelines, and (3) agreement to negotiate further on

specified key issues.

The purpose of LRF, which will include First Nations representatives and the

minister[47], is to facilitate information sharing and resource management in the Central

Coast. The LRF will make recommendations to provincial and First Nations

governments involved in the CCLRMP process (Turning Point 2005). This group will

guide the work of two key subcommittees, the Central Coast plan implementation

committee (PIC) and the EBM working group (figure 3.4). The PIC will monitor and

report progress on implementation of the CCLRMP, as well as make recommendations

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[47] Due to provincial government re-organization the Ministry of Sustainable Resource Management now falls under the Ministry of Agriculture and Lands.

on priorities for, and amendments to, LRF (Turning Point 2005). The EBM working

group will provide LRF and PIC with: (1) advice on development and implementation of

EBM, and (2) the best available local, traditional, and scientific knowledge (Turning

Point 2005). To summarize, LRF provides strategic direction to assist PIC with

CCLRMP implementation and both committees rely on the EBM working group for

traditional and scientific information.

Figure 3-4:   G2G protocol agreement implementation framework
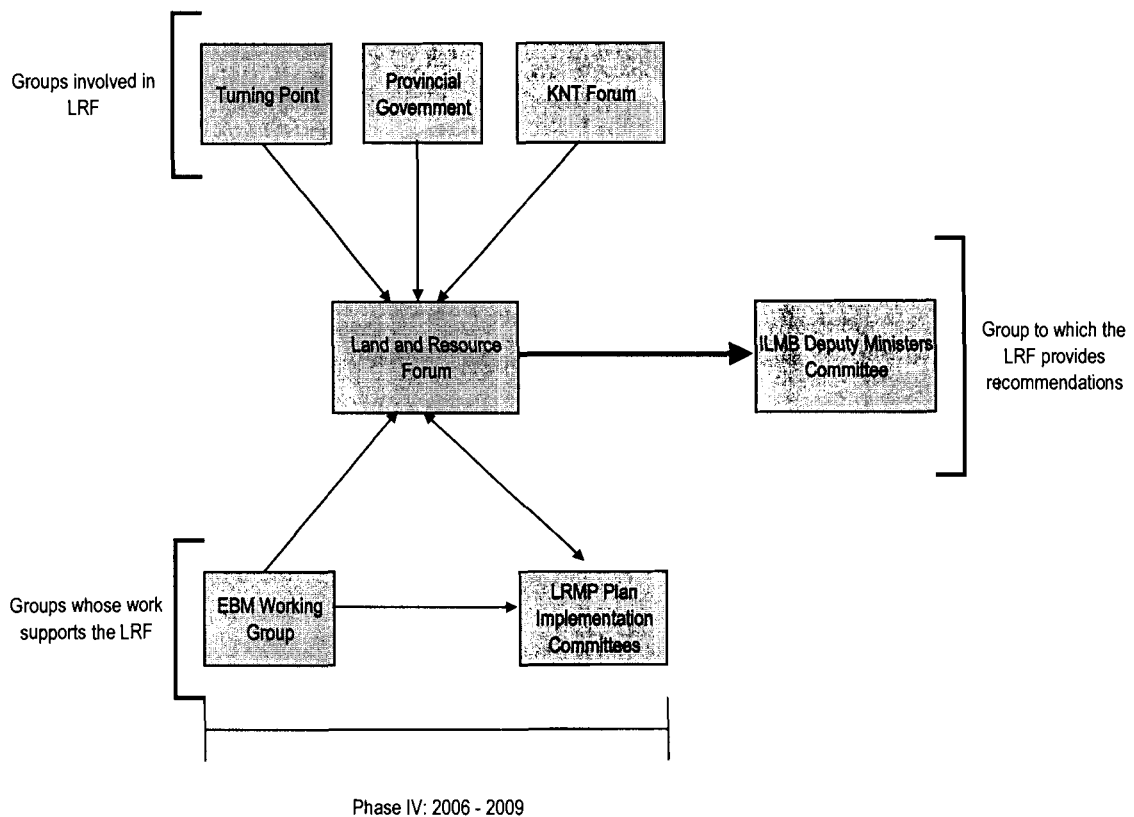
In terms of specific EBM objectives and timelines, these protocols established

that: (1) after 3 months, the terms of reference for LRF, PIC, and the EBM working

group are complete; (2) after 6 months, legal objectives for EBM are in place; and (3) by

March 31, 2009, EBM should be fully implemented. Further negotiation with intent to reach agreement will occur on issues such as the planning and management of protected areas, commercial recreation tenuring and use, the protection of archaeological and other cultural heritage sites, and stewardship of the cedar resource (Turning Point 2005).

3.3.6   CCLRMP – distinguishing features and key outcomes

Numerous factors distinguish the CCLRMP planning process from those that occurred previously in BC. First, this was the first LRMP process to incorporate G2G negotiations into the planning process. Second, CIT convened specifically for the CCLRMP to provide independent scientific, economic, and social baseline data, as well as a framework for EBM. After CIT had begun its work, the provincial government adjusted their mandate to include the North Coast and Queen Charolotte/Haida Gwaii LRMPs as well. Third, the Central and North Coast LRMPS were the first to develop and recommend application of EBM to manage resource extraction in nonprotected areas. Key outcomes from the CCLRMP process include: (1) an increase in total provincial protected areas to 13.82% of the land base; (2) a workable definition for EBM; (3) consensus agreement between Coastal First Nations, sectoral representatives, and the provincial government; and (4) the opportunity to substantially improve economic and social conditions for all community members of the Central Coast Region.

As this brief history has illustrated, land use planning in BC has undergone many changes since the early 1990s. First there was an increased role for the public, and now there is a greater part to play for First Nations. Next, the report will delve into the results of the CCLRMP process evaluation in order to offer direction for future planning processes.

CHAPTER 4: RESEARCH RESULTS

4.1 Introduction

This chapter summarizes participant survey results. After a review of the data analysis procedure, results from the closed question portion of the survey are presented. Responses to these questions were evaluated against the process and outcome criteria discussed in chapter 2. The applicable criterion is presented at the beginning of each section. The results from the open-ended questions and the questions pertaining to the key factors of CP process success follows. For applicable criteria, two data sets are discussed. The first set reviews all of the participant survey results as a unit (total of fourteen surveys, including First Nations respondents). The second set disaggregates the First Nations response data from the other sectors. The First Nations responses are presented separately for criteria where First Nations perceptions were significantly different relative to the other table participants.

4.1.1 Participant survey

Email and mail surveys were sent to eleven sector representatives, three First Nations representatives, and two members of the process management team, constituting 100% of the CCLRMP table participants. As of March 12, 2006, fourteen of a total sixteen responses were received and form the basis of the analysis (87% response rate) (see table 4.1). Responses were not received from the labor and small business forestry representatives.

Table 4-1: Number of survey responses by sector

Sector	Number of Responses
Provincial government	1
Local government	2
Major forestry companies	1
Small business forestry	0
Tourism/recreation/wildlife	3
Conservation	1
Mining and energy	1
Labor	0
First Nations	3
Process management	2
TOTAL	**14**

A copy of the survey, along with tabulated participant responses, is included in appendix A. In parts A, B, and C of the survey, participants answered closed questions using a four point Likert scale of agreement or disagreement (strongly agree, somewhat agree, somewhat disagree, strongly disagree). Not applicable was also an option should respondents have felt the question was not relevant to the CCLRMP process. In part D of the survey, the closed-question Likert scale included very important, important, somewhat important, not important, and not applicable.

To interpret the results, percentages were calculated for each possible response to a question based on the frequency of a particular response, divided by the total number of responses. Responses marked not applicable were excluded from the total. Responses to any negatively phrased survey questions were inverted in order to present all criteria in the positive form (i.e. strongly disagree became strongly agree). In order to determine how the CCLRMP process scored overall for each process and outcome criterion, an

average was calculated based on the percent of participant's who agreed (either strongly agreed or somewhat agreed) with each survey question pertaining to that criterion.

Data collected in part D of the survey were analyzed differently. The Likert scale responses (not important to very important) were assigned numerical values from 0 to 3 (0 = not important, 1 = somewhat important, 2 = important, 3 = very important) for each survey response. The totals for each Likert category were calculated and then the average of all categories was determined for each criterion. The outcome was an importance rank for each criterion indicating how relevant participants felt each factor was to the CCLRMP process.

A coding system was used to summarize participant responses to open-ended questions. This required reviewing all responses and grouping them into categories based on similarity. The number of responses per category was calculated to aid in presentation and interpretation of the results. A table of all participants' comments is in appendix B.

4.1.2   Limitations of results

In addition to the research limitations of participant surveys discussed in chapter 2, there are important stipulations to be cognisant of when reviewing the results of this evaluation. First and foremost, the survey population was small, with only sixteen CCLRMP table participants. From this group, fourteen completed surveys were returned. Although all three First Nations representatives present at table II completed the survey, there are seventeen First Nations who either reside, or have traditional territory in, the CCLRMP Region. As such, the results from these three respondents should not be considered representative of the views of all the First Nations residents in the CCLRMP

plan area. Second, due to the small number of survey respondents, determination of statistically significant differences between First Nations and non-First Nations responses for the closed portion of the survey was not possible. However, as the CCLRMP attempted to incorporate First Nations in the process using new techniques, considering their views as distinct from other representatives was worthwhile. Additional research would be necessary to draw statistically valid conclusions; nonetheless the results of this evaluation provide a starting point for future research by indicating where First Nations views were unique from other participants.

Third, the survey was sent to participants before the province announced G2G to negotiations were complete. As a result of this discrepancy in timing, some participants were hesitant to respond to portions of the survey addressing process outcomes. Forth, due to time constraints, detailed interviews were only completed with First Nations respondents. Interviewing the remaining sector representatives would have provided a more complete picture of the CCLRMP process and its nuances. Fifth, the context of the CCLRMP is quite specific, making applicability of the conclusions to other planning processes limited. Sixth, the evaluation was conducted external to the CCLRMP process, and while this allowed for an impartial analysis of the process and outcomes, how comfortable participants were with the author was likely limited by this approach. Having no time to build trust with each survey respondent likely limited how candidly participants expressed their thoughts and perceptions of the CCLRMP, both on the survey and during interviews.

4.1.3 Chapter format

Results are presented by: (1) reviewing the applicable criterion, and (2) briefly discussing participants' responses to each survey question relevant to the criterion. The specific survey questions and more detailed results are included in a figure that follows the discussion.

4.2 Process criteria

4.2.1 Purpose and incentives

The process is driven by a shared purpose, and provides incentives to participate and work towards consensus.

A total of 92% of the participants indicated they became involved in the process because it was the best way to achieve their sector's goals (figure 4.1). Further, 93% of the respondents indicated they understood if consensus were not reached at the table, the province would make the final decision. While 100% of the respondents agreed the issues before the CCLRMP table were significant problems requiring timely resolution, and 93% of participants agreed significant differences in values existed among the participants, only 71% believed the participants came to the table with, or collectively agreed on, clear goals and objectives. Further, only one First Nations representative came to the table with clear goals in mind.

Figure 4-1:   Summary of survey results for criterion: purpose and incentives

B10. Stakeholders had a clear understanding that if no consensus was reached, the provincial government would make the decision

B2. There were significant differences in values among participants.

B26. The issues we were dealing with were significant problems requiring timely resolution

B5. The process participants collectively identified and agreed upon clear goals and objectives.

A2. I had clear goals in mind when I first became involved in the LRMP process.

A1. I became involved in the process because I/my organization felt it was the best way to achieve our goals/ with respect to land use

0   20   40   60   80   100

Percent Agreement and Disagreement

□ SWD   ■ SD   ▨ SA   □ SWA

4.2.2   Inclusive representation

All parties with a significant interest in the issues and outcome are involved throughout the process.

Only 64% of respondents agreed the process represented all the appropriate interests or values, and only 43% agreed that the required government agencies were adequately involved (figure 4.2). The majority of respondents (79%) were satisfied with the way in which First Nations were involved in the process. First Nations representatives, however, had a different perspective on representation; they did not agree the representation of sectors at the planning table was appropriate. Only one of the First Nations respondents agreed all appropriate interests or values were represented, none agreed that all relevant government agencies were involved, and only one was satisfied with First Nations involvement.

Figure 4-2: Summary of survey results for criterion: inclusive representation
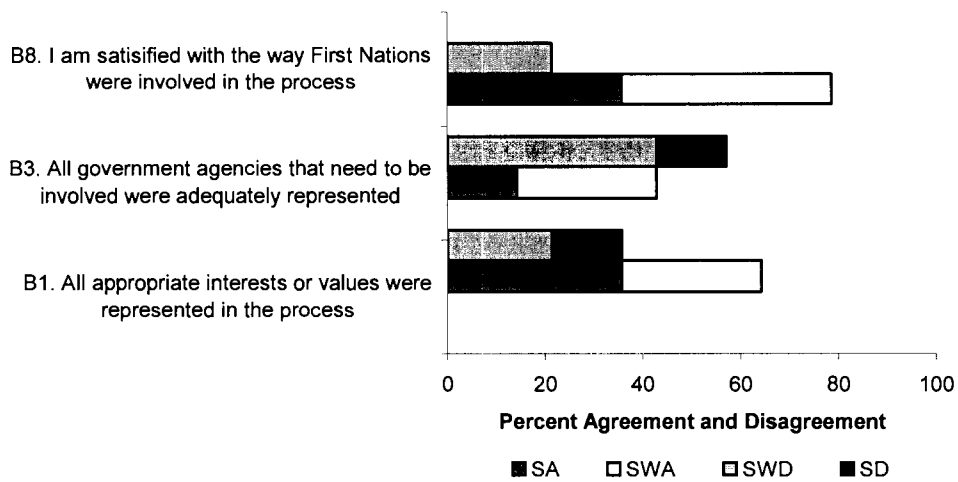
4.2.3 Voluntary participation and commitment

▌Parties who are affected or interested participate voluntarily and are committed to the process.

A majority of sector representatives, 79%, indicated they were fully committed to making the process work (figure 4.3). Further, 79% of respondents indicated they agreed the other participants were equally committed to the process. First Nations, on the other hand, do not appear to have been fully engaged in the CCLRMP process. None of the respondents indicated they were fully committed to making the process work, and only one of the respondents agreed that all of the participants were committed to process success.

Figure 4-3:   Summary of survey results for criterion: voluntary participation and commitment
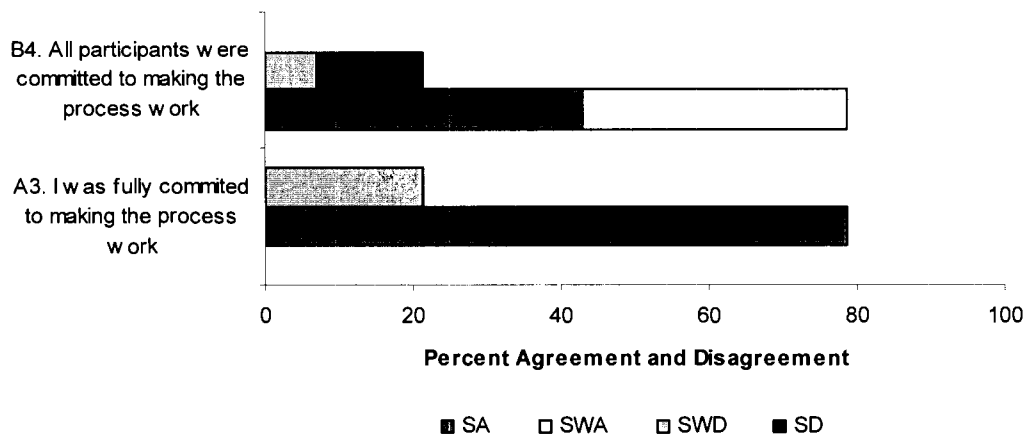
4.2.4   Self-design

The parties involved work together to design the process to suit the individual needs of that process and its participants.

Only 55% of survey respondents indicated they were involved in the design of the

CCLRMP process (figure 4.4). However, 79% agreed they were able to influence the

process used in the LRMP on an on-going basis (total of thirteen, as one survey response

missing). Three survey respondents (27%) chose not applicable for this question

indicating there was some confusion around whether or not participants were directly

involved in CCLRMP process design. First Nations representatives indicated they were

even less involved in process design than the rest of the sectors (33% agreement).

Conversely, all First Nations respondents agreed they were able to influence the

CCLRMP process on an on-going basis.

Figure 4-4: Summary of survey results for criterion: self-design

A5. On an ongoing basis, I was able to influence the process used in the LRMP

A4. I was involved in the design of the LRMP process (I.e. ground rules, roles, procedures)

Percent Agreement and Disagreement

■ SA   □ SWA   □ SWD   ■ SD
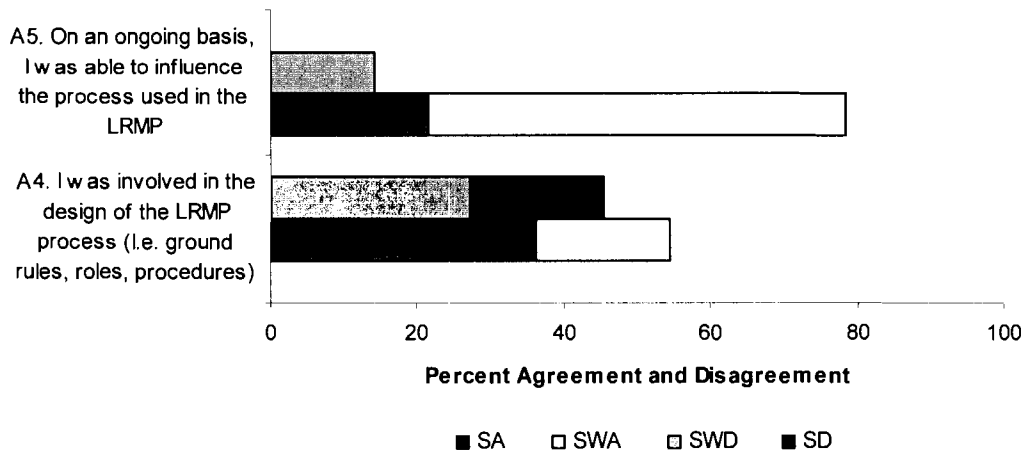
4.2.5 Clear ground rules

As the process is initiated, a comprehensive procedural framework is established including clear terms of reference and operating procedures.

The process ground rules and participant roles were clearly defined for 93% of survey respondents (figure 4.5). However, only 57% of all respondents agreed First Nations roles were clearly defined, and none of the First Nations respondents agreed their role in the CCLRMP was clearly defined. All First Nations respondents agreed the sectoral participant roles were clearly defined, and two respondents agreed the ground rules were clear.

Figure 4-5: **Summary of survey results for criterion: clear ground rules**
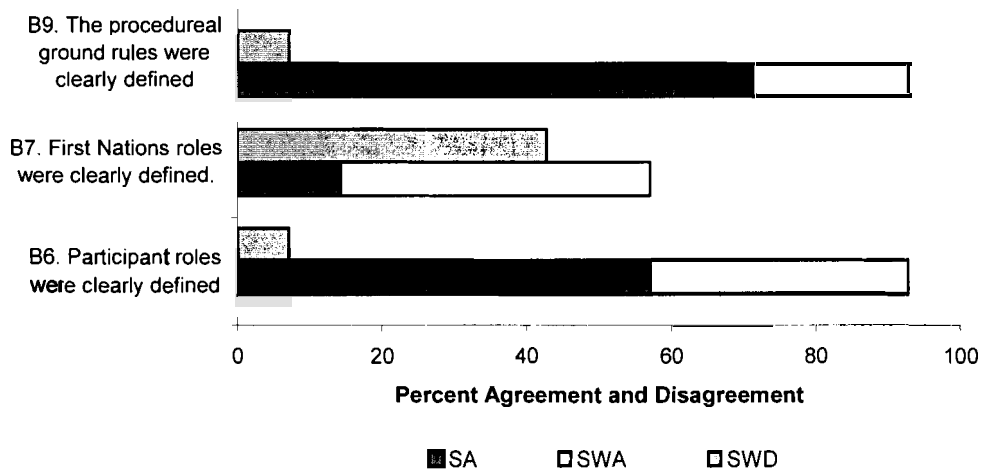
4.2.6 Equal opportunity and resources

█ The process provides equal and balanced opportunity for effective participation of all parties.

Participants largely agreed their participation in the CCLRMP process made a difference (93%), they had sufficient training to participate effectively (79%), and the process reduced power imbalance among participants (71%) (figure 4.6). However, only 57% agreed they had sufficient funding to participate effectively. Further, only 25% indicated all interests and perspectives had equal influence at the table. None of the First Nations respondents agreed they had sufficient training, or funding to participate effectively. Only one First Nations respondent indicated that all the interests had equal influence at the table or that the process reduced power imbalances among participants. However, all three of the First Nations respondents agreed their participation made a difference in the outcome of the CCLRMP process.

Figure 4-6:   Summary of survey results for criterion: equal opportunity and resources
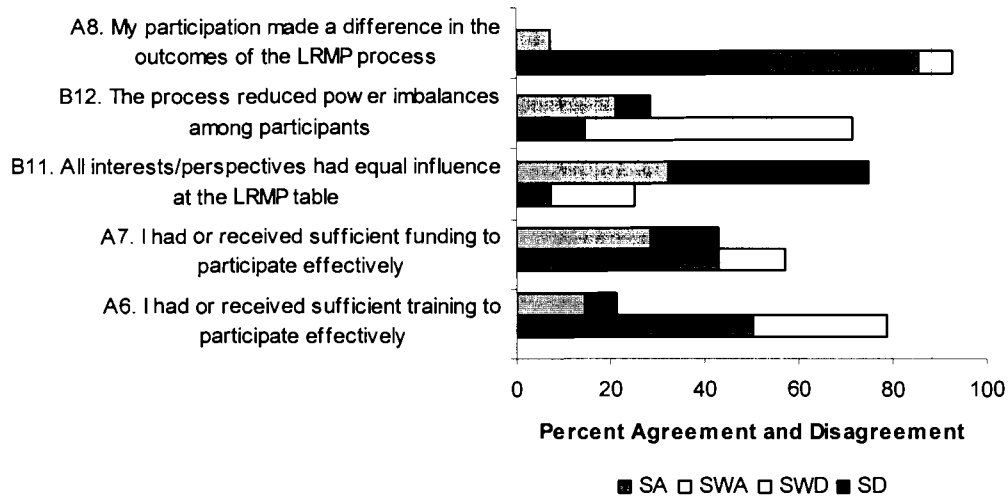
4.2.7   Principled negotiation and respect

The process operates according to the conditions of principled negotiation including mutual respect, trust, and understanding.

The CCLRMP process scored well on this criterion. All survey respondents agreed the process encouraged open communication on participant interests (figure 4.7). Further, 93% indicated trust was generated among participants, and 86% agreed all the participants demonstrated clear understanding of the different stakeholder interests around the table. Teamwork occurred, as 71% agreed the process fostered working together. As well, 79% indicated the participants demonstrated sufficient communication and negotiation skills.

First Nations opinion differed on the teamwork aspect, as none of their representatives agreed the CCLMRP process fostered working together, and only one respondent agreed the participants demonstrated sufficient communication and negotiation skills. However, two of the respondents agreed the process generated trust

and participants clearly understood each other's interests. Further, all First Nations

representatives agreed the process encouraged open communication.

Figure 4-7: Summary of survey results for criterion: principled negotiation and respect
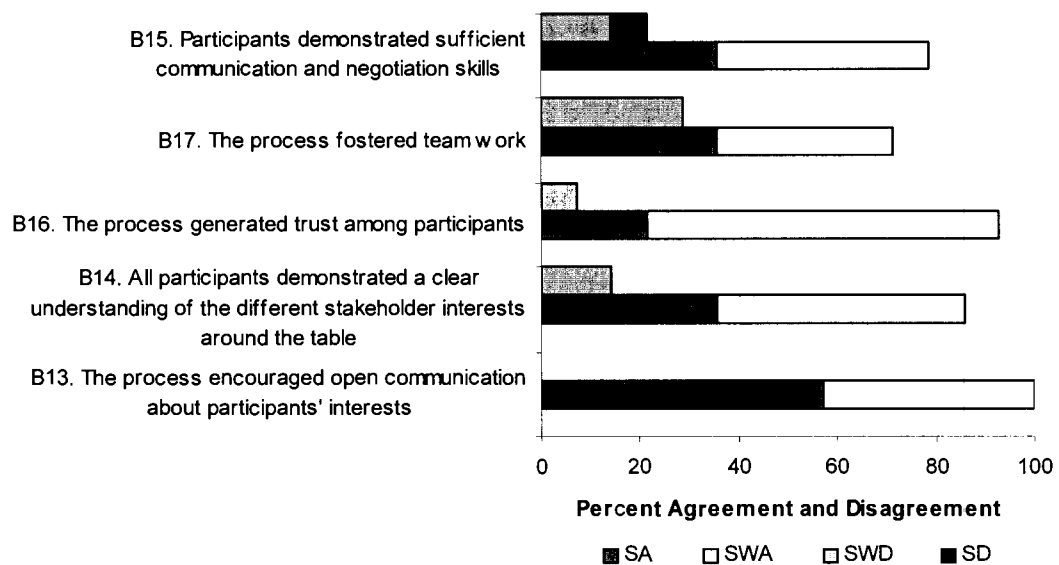
4.2.8 Accountability

The process and its participants are accountable to the broader public, to their constituents, and to the process itself.

Accountability between the sector representatives and their constituents was good

(75% agreement); however, participants agreed communication with the broader public

was not as effective (36% agreement) (figure 4.8). Even though communication with the

public was lacking, 64% indicated the CCLRMP process was nevertheless effective at

representing the interests of the broader public. Interestingly, while 92% of respondents

agreed their sectors provided them with clear direction throughout the process, and 93%

indicated sector representatives were accountable to their constituents, only 67% of

respondents agreed the CCLRMP process helped ensure these lines of accountability

were in place. First Nations representative's results were similar to those for the

remainder of the table.

Figure 4-8: Summary of survey results for criterion: accountability

Percent Agreement and Disagreement

▨ SA   ☐ SWA   ☐ SWD   ■ SD
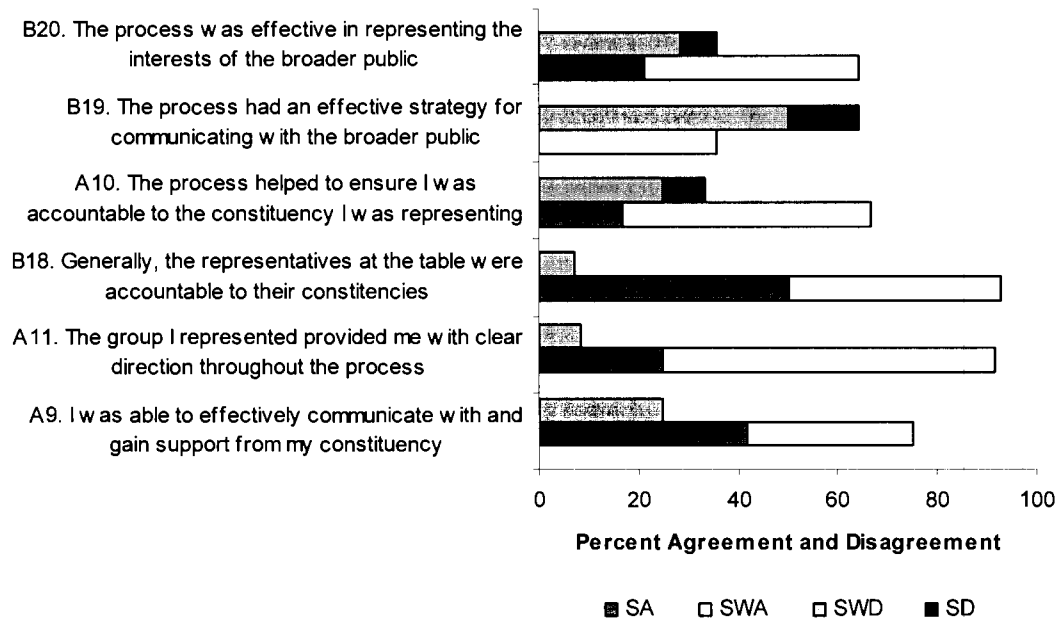
4.2.9 Flexible, adaptive, and creative

▌ Flexibility is designed into the process to allow for adaptation and creativity in problem solving.

All of the survey respondents indicated the process was flexible enough to adapt

to new information or changing circumstances (figure 4.9). However, only 43% of

respondents agreed they were given the opportunity to periodically assess the process and

make adjustments as required. First Nations results were similar. Creativity is addressed

in the Section 4.3.

Figure 4-9: Summary of survey results for criterion: flexible, adaptive, and creative

B22. Participants were given the opportunity to periodically assess the process and make adjustments as needed

B21. The process was flexible enough to be adaptive to new information or changing circumstances

Percent Agreement and Disagreement

■ SA　□ SWA　□ SWD　■ SD
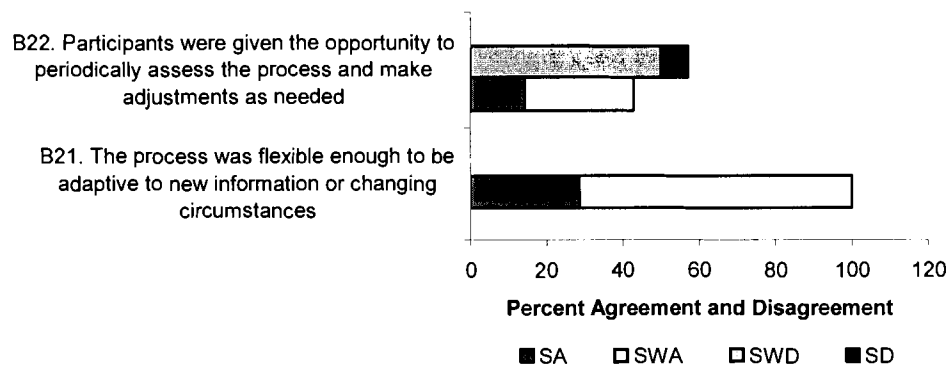
4.2.10 High-quality information

▌The process incorporates high-quality information into decision making.

The CCLRMP process scored midrange on this criterion (figure 4.10). Generally respondents agreed they had adequate high-quality information for effective decision making (64%), and 71% indicated the process had the necessary information to address protected areas. Further, 79% indicated the map overlay technique was a useful approach for evaluating land use options, while 58% agreed the multiple accounts method was helpful on this front as well. However, only 32% agreed CIT provided high-quality scientific and social information, and only 31% indicated the provincial guide of 12% protected areas was helpful for reaching consensus. First Nations results were similar for this criterion, although they felt better about CIT than the rest of the table (two respondents agreed CIT provided high-quality information), and only one respondent agreed the table had adequate information to address protected areas.

Figure 4-10: Summary of survey results for criterion: high-quality information

B35. The setting of the provincial guide of 12% protected areas was helpful for reaching consensus

B33. The Coast Information Team provided high-quality scientific and social information to the planning table

B38. The multiple accounts method was a useful way of evalutating land use options

B37. The overlay of resource values on maps was a useful technique for evaluating land use options

B36. The process was prepared with information needed to accommodate protected areas

B34. The process had adequate high-quality information for effective decision-making

Percent Agreement and Disagreement

■ SA ☐ SWA ☐ SWD ■ SD

4.2.11 Time limits

█ Realistic milestones and deadlines are established and managed throughout the process.

A majority of survey respondents (64%) agreed that: (1) the time allotted to the process was realistic, and (2) the deadlines during the process were helpful in keeping the process moving (figure 4.11). Further, 68% agreed the process had a detailed project plan including clear milestones. First Nations respondents, on the other hand, agreed the process deadlines were not helpful for moving the process forward. Only one First Nations respondent agreed the process had a detailed project plan, including clear milestones. However, two First Nations respondents agreed the process timelines were realistic.

Figure 4-11: Summary of survey results for criterion: time limits
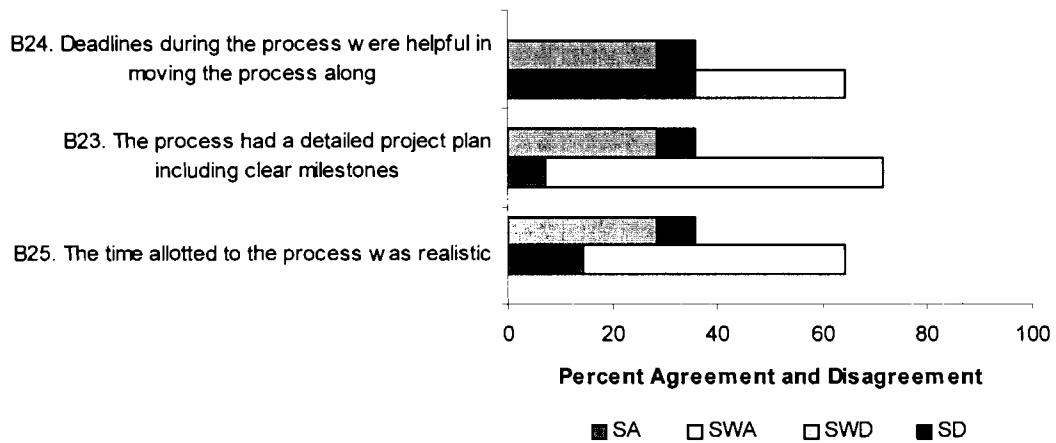
4.2.12 Implementation and monitoring

▌The process and final agreement include clear commitments to implementation and monitoring.

A majority of survey respondents (79%) agreed that at the end of the CCLRMP process, table participants shared a strong commitment to plan implementation (figure 4.12). Further, 71% agreed the table developed a clear strategy for plan implementation. Two of the First Nations representatives agreed the table developed a clear plan for implementation. However, only one of the First Nations respondents agreed that at the end of the process table participants shared a strong commitment to plan implementation.

Figure 4-12: Summary of survey results for criterion: implementation and monitoring
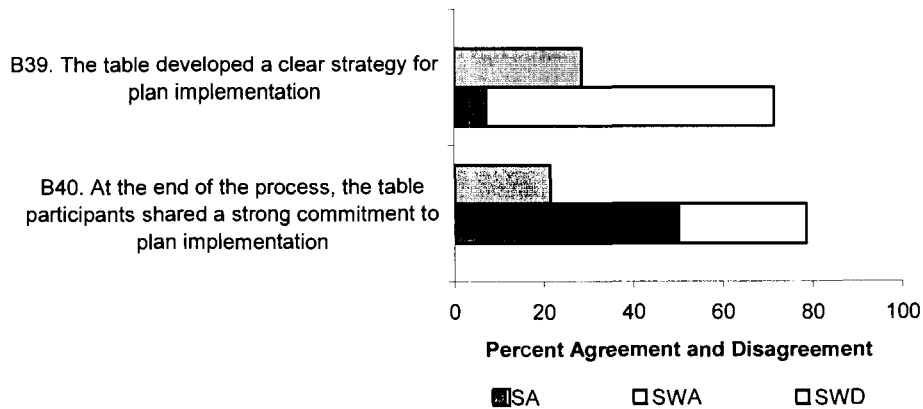
4.2.13 Effective process management

▌The process is coordinated and managed effectively and in a neutral manner.

All survey respondents indicated the professional staff were skilled at running meetings, and 93% agreed the process staff acted in a neutral and unbiased manner (figure 4.13). Only 64% of the respondents indicated the agency responsible for managing the CCLRMP acted in a neutral and unbiased manner. The CCLRMP had sufficient structure for 79% of respondents. Only one First Nations respondent agreed the process had sufficient structure. On the other hand, all First Nations respondents indicated the process staff were skilled at running meetings, and acted in a neutral and unbiased manner. Further, all First Nations respondents agreed the agency responsible for managing the LRMP process acted in a neutral and unbiased manner.

Figure 4-13: Summary of survey results for criterion: effective process management
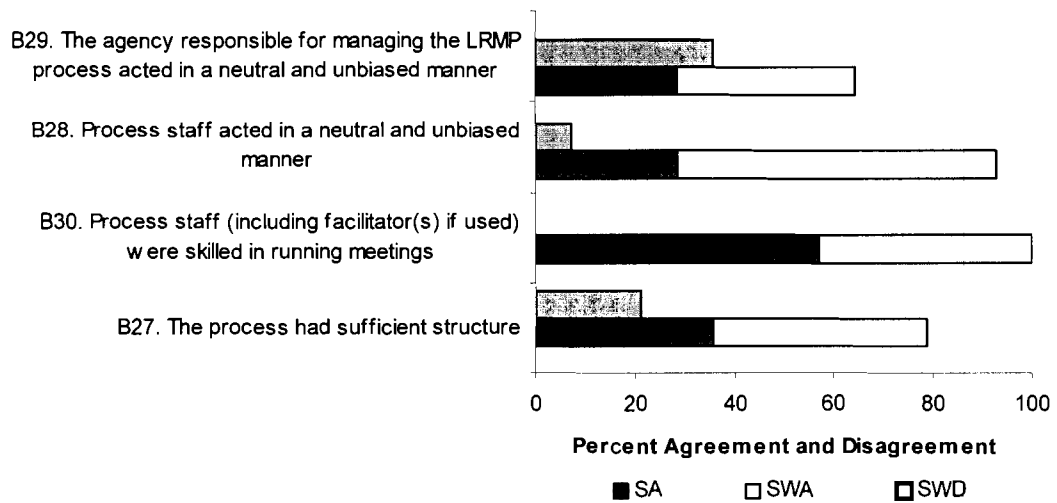
4.2.14 Independent facilitation

▌An independent trained facilitator is used throughout the process.

The CCLRMP process scored well on this criterion, 86% of the respondents indicated the presence of an independent facilitator/mediator improved process effectiveness, and 79% agreed the facilitator/mediator acted in an unbiased manner (figure 4.14). All of the First Nations respondents agreed the presence of an independent facilitator/mediator improved CCLRMP process effectiveness. Furthermore, two of the First Nations respondents agreed the independent facilitator/mediator acted in an unbiased manner.

Figure 4-14: Summary of survey results for criterion: independent facilitation
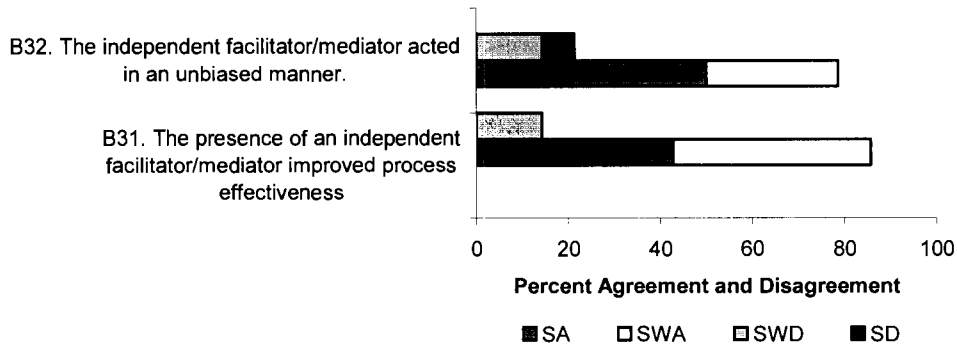
4.3 Outcome criteria

4.3.1 Perceived as successful

▌ Process reaches agreement accepted by parties.

The majority of survey respondents, 93%, agreed the CCLRMP process was a

positive experience, and 85% indicated the process was a success (figure 4.15).

However, only 69% were satisfied with the outcomes. Further, only 62% agreed First

Nations participation made a significant difference in the CCLRMP outcomes. First

Nations perspectives on this criterion varied from those of the rest of the table. All of the

First Nations respondents agreed the CCLRMP process was a positive experience, and

two respondents agreed their involvement made a significant difference in the CCLRMP

outcomes. However, only one of the First Nations respondents agreed the CCLRMP was

a success, and none were satisfied with the process outcomes.

Figure 4-15: Summary of survey results for criterion: perceived as successful

C5. First Nations participation made a significant difference in the outcome of the LRMP process.

C3. I am satisfied with the outcome of the process

C1. The LRMP process I participated in was a success

C2. The LRMP process was a positive experience

Percent Agreement and Disagreement

■ SA □ SWA □ SWD ■ SD
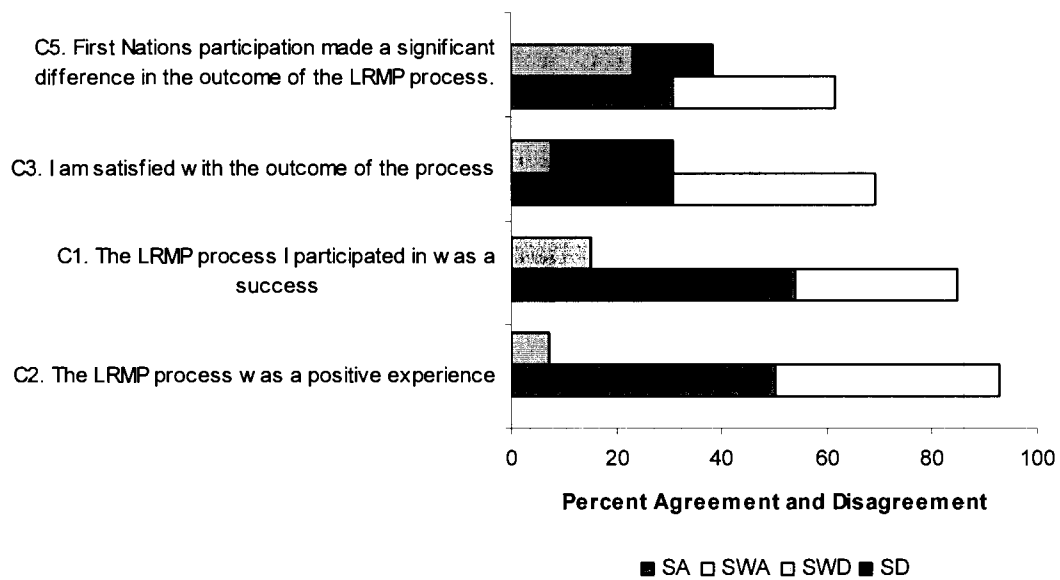
4.3.2 Agreement

█ The process and outcome are perceived as successful by stakeholders.

Even though CCLRMP table II arrived at consensus agreement, only 62% of the survey respondents indicated the resulting plan addressed the needs, concerns, and values of their constituents (figure 4.16). None of the First Nations respondents agreed the plan addressed the needs, concerns, or values of the groups they represented.

Figure 4-16: Summary of survey results for criterion: agreement

C4. The resulting plan addressed the needs, concerns, and values of the group I represented

Percent Agreement and Disagreement

■ SA   □ SWA   ▣ SWD   ■ SD

117
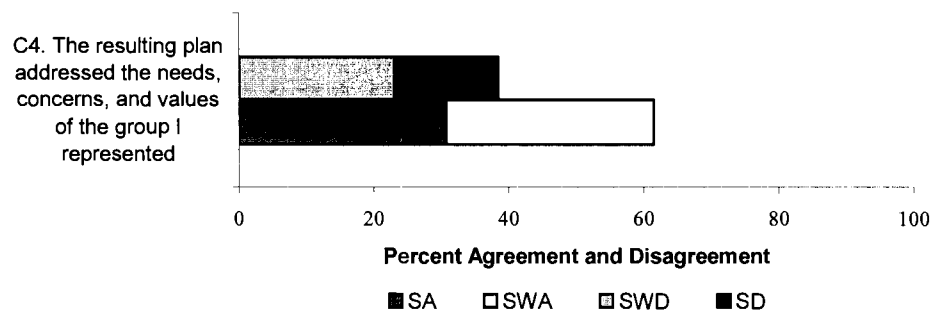
4.3.3 Conflict reduced

▌The process reduces conflict.

Even though the CCLRMP process reached a consensus agreement, only 62% of the survey respondents agreed the process reduced conflict over land use in the area (figure 4.17). First Nations' response was similar, as only one respondent agreed conflict over land use in the Central Coast has decreased as a result of the CCLRMP process.

Figure 4-17: Summary of survey results for criterion: conflict reduced
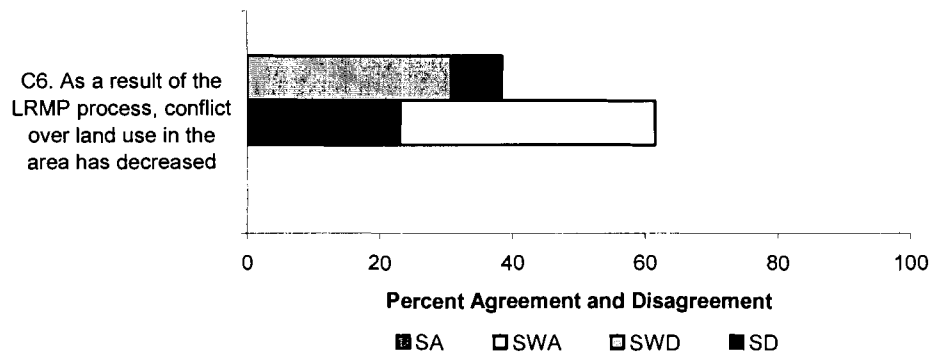
4.3.4 Superior to other methods

▌The process is perceived as superior to alternative approaches.

While 62% of respondents indicated the plan does not address the needs of their constituents, 93% indicated the LRMP process was the best way to develop a land use plan (figure 4.18). Further, 86% of respondents indicated their sector's interests were accommodated better through the LRMP process than would have been possible through other means. First Nations results were similar for this criterion.

Figure 4-18: Summary of survey results for criterion: superior to other methods
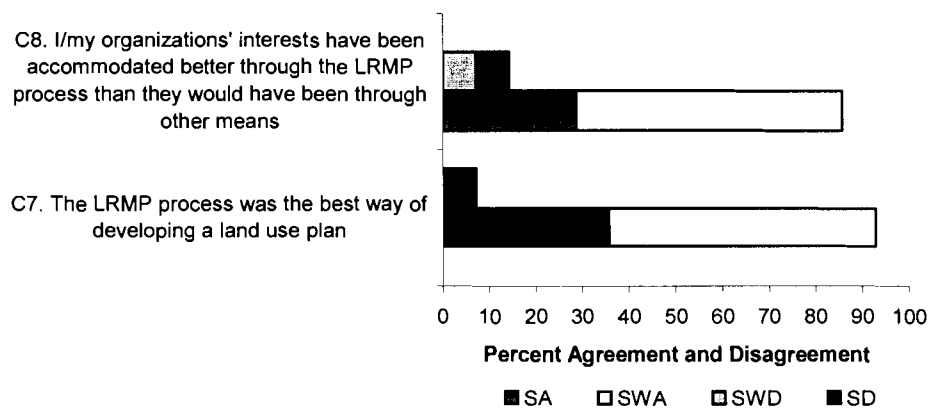
4.3.5 Creative and innovative

▌The process produced creative and innovative ideas and outcomes.

79% of survey respondents, and all of the First Nations respondents, agreed the CCLRMP process produced creative ideas for action (figure 4.19).

Figure 4-19: Summary of survey results for criterion: creative and innovative
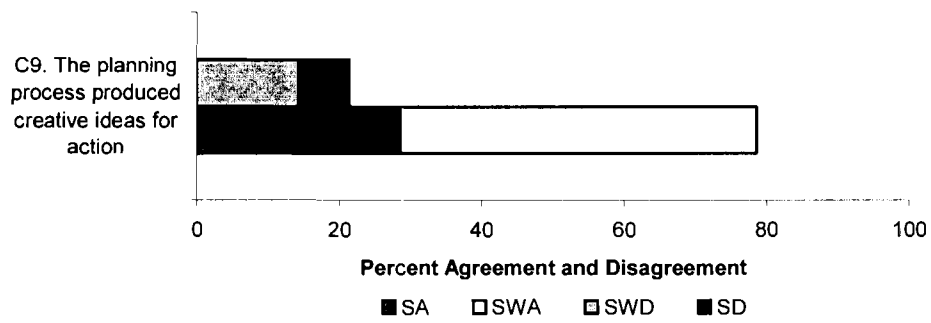
4.3.6 Knowledge, understanding, and skills

█ Stakeholders gained knowledge, understanding, and skills by participating in the process.

The CCLRMP process scored high on this criterion (figure 4.20). All survey respondents indicated that as a result of the process they have: (1) a good understanding of the interests of other participants, (2) a better understanding of their region, and (3) gained new or improved skills. Further, 79% indicated they have a better understanding of how government works with respect to land and resource management. First Nations results were similar for this criterion.

Figure 4-20: Summary of survey results for criterion: knowledge, understanding, and skills

Percent Agreement and Disagreement

■ SA   □ SWA   □ SWD
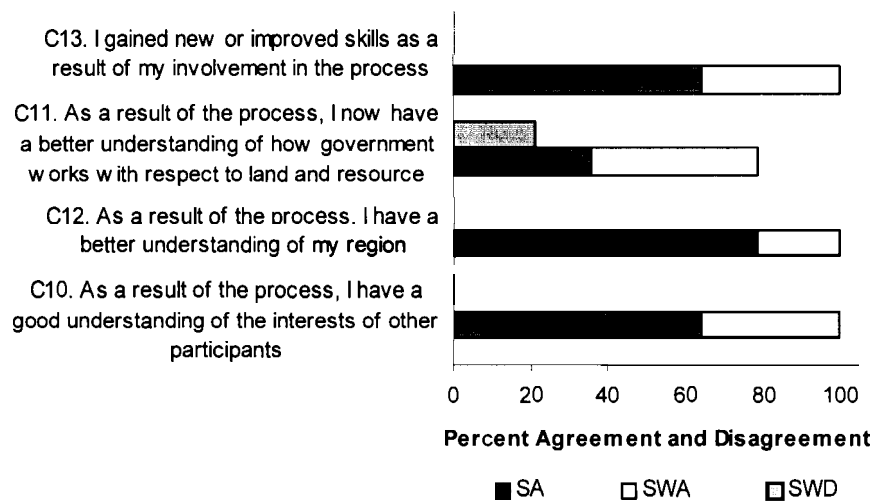
4.3.7 Relationships and social capital

The process created new personal and working relationships, and social capital among participants.

The CCLRMP process also scored well on this criterion, as 93% of survey respondents agreed the process: (1) improved relationships among table members, (2) created better working relationships between parties involved in land use planning, and (3) allowed participants to acquire useful contacts (figure 4.21). First Nations results were similar for this criterion as well.

Figure 4-21: Summary of survey results for criterion: relationships and social capital

C16. Contacts I acquired through my participation in the LRMP process are useful to me and/or my sector/organization

C15. I have better working relationships with other parties involved in land use planning as a result of the process

C14. The relationships among table members improved over the course of the process

0 10 20 30 40 50 60 70 80 90 100

Percent Agreement and Disagreement

SA   SWA   SWD   SD

4.3.8 Information

The process produced improved data, information, and analyses through joint fact-finding that stakeholders understand and accept as accurate.

All of the survey respondents indicated the information they acquired through the CCLRMP process was useful to their sector, and 79% indicated they have applied the information outside of the planning process (figure 4.22). However, only 50% of all respondents, and none of the First Nations representatives, agreed the information produced for the CCLRMP was understood or accepted by all participants.

Figure 4-22: Summary of survey results for criterion: information

C17. The LRMP process produced information that has been understood and accepted by all participants

C19. I have used information generated through the LRMP process for purposes outside of the process

C18. Information acquired through my participation in the LRMP process is useful to me and/or my sector/organization

Percent Agreement and Disagreement

0   20   40   60   80   100   120

■ SA   □ SWA   □ SWD   ■ SD

4.3.9   Second-order effects

The process had second-order effects including changes in behaviors and actions, spin-off partnerships, umbrella groups, collaborative activities, and new practices or institutions. Participants worked together on issues or projects outside of the process.

A strong majority of respondents (93%) were aware of changes in behaviour and actions as a result of the CCLRMP process (figure 4.23). Further, 77% of respondents knew of spin-off partnerships or new collaborative activities developed due to the planning process. Two of the First Nations respondents agreed they have seen changes in behaviour and actions as a result of the CCLRMP process. However, only one First Nations respondent agreed spin-off partnerships, collaborative activities, or new organizations arose as a result of the CCLRMP.

Figure 4-23: Summary of survey results for criterion: second-order effects

C21. I am aware of spin-off partnerships or collaborative activities or new organizations that arose as a result of the process

C20. I have seen changes in behaviours and actions as a result of the process

Percent Agreement and Disagreement

■ SA   ☐ SWA   ☐ SWD   ■ SD
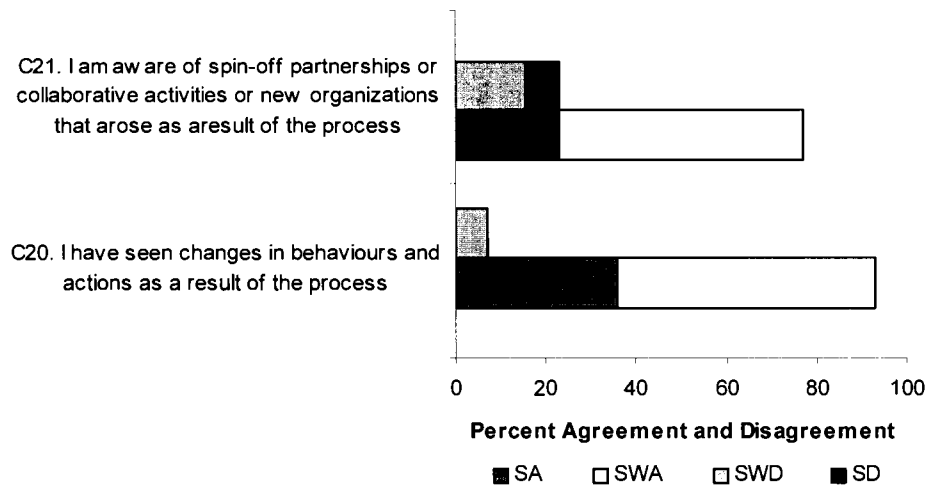
4.3.10 Public interest

The outcomes are regarded as just and serve the common good or public interest, not just those of participants in the process.

Of all respondents, 79% indicated the outcomes of the CCLRMP process will serve the common good or public interest (figure 4.24). First Nations results were similar for this criterion.

Figure 4-24: Summary of survey results for criterion: public interest

C22. I believe the outcome of the LRMP process served the common good or public interest.

Percent Agreement and Disagreement

■ SA   ☐ SWA   ☐ SWD
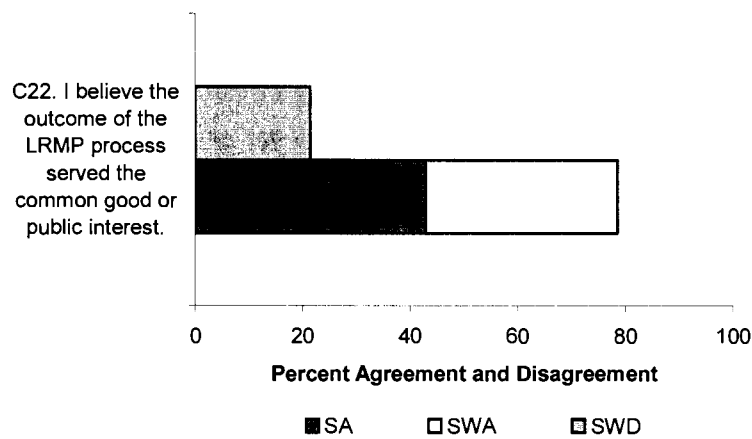
4.3.11 Understanding and support of collaborative planning

| The process resulted in increased understanding of, and participants support the future use of CP approaches.

The CCLRMP preformed well on this criterion. First, 79% of participants agreed

the government should involve the public in land and resource use decisions (figure

4.25). Second, 86% indicated they believe consensus-based decision processes are an

effective way to make land and resource use decisions. Third, 93% would get involved

in a process similar to the CCLRMP again, given what they now understand about

collaborative planning. While all of First Nations respondents would become involved in

similar processes in the future, only one of the respondents agreed the government should

involve the public in land and resource use decisions, or that consensus-based processes

are an effective way of making land and resource use decisions.

Figure 4-25: Summary of survey results for criterion: understanding and support of collaborative approaches

Percent Agreement and Disagreement

■ SA □ SWA □ SWD ■ SD
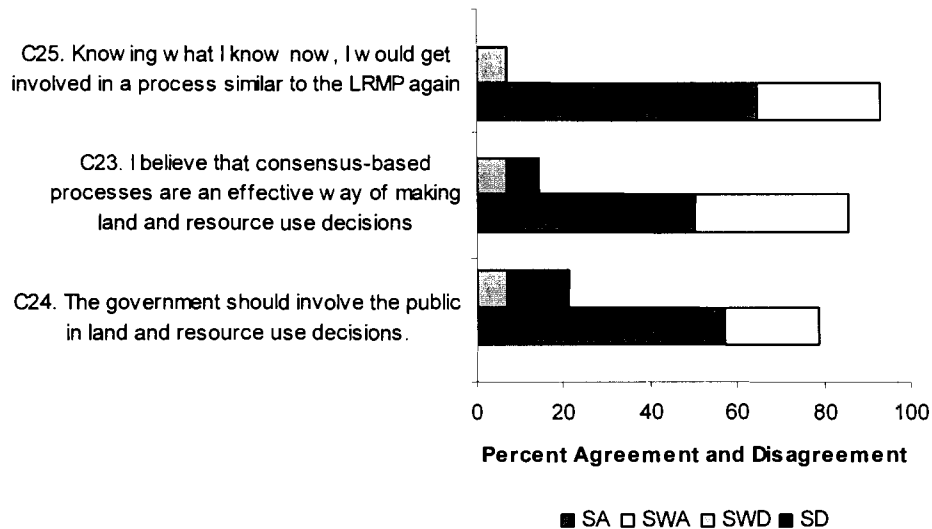
4.4   General participant feedback

4.4.1   Achievements

Sector representatives indicated that developing and agreeing on a final plan, as

well as building relationships and understanding, were the main achievements of the

CCLRMP process (figure 4.26). Also common were responses relating to the

information, knowledge, and understanding developed and/or shared by the table

participants. For First Nations representatives, the key achievement of the CCLRMP was

the relationship building that occurred between First Nations groups and all other

stakeholders, including government. All First Nations representatives agreed this new

relationship was integral to allowing the planning process to move forward. Also

mentioned was the significance of recognizing First Nations as distinct from other

stakeholders.

Figure 4-26: Frequency of responses for significant CCLRMP process achievements
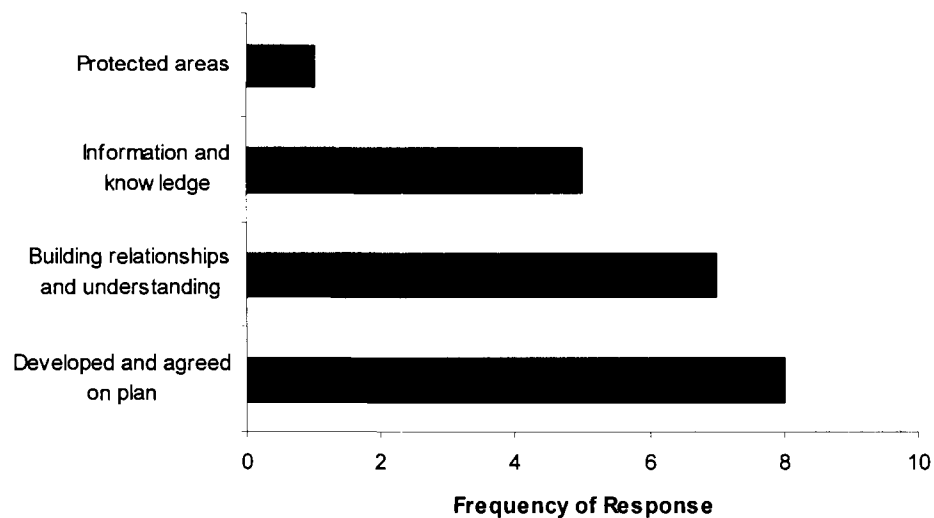
4.4.2 Who benefited?

Table participants indicated First Nations groups benefited the most from the

CCLRMP process (figure 4.27). An equal number of respondents (four) indicated that

the conservation sector, general public, or all represented sectors were the groups to

benefit most from the process. First Nations responses did not differ drastically from

non-First Nations representatives, with one exception; non-First Nations representatives

were more likely to comment that First Nations groups benefited the most from the

CCLRMP process. Only one First Nations representative noted that First Nations

benefited more than other stakeholders, and his response did not place First Nations as

the number one beneficiary.

Figure 4-27: Frequency of responses for who benefited from the CCLRMP process
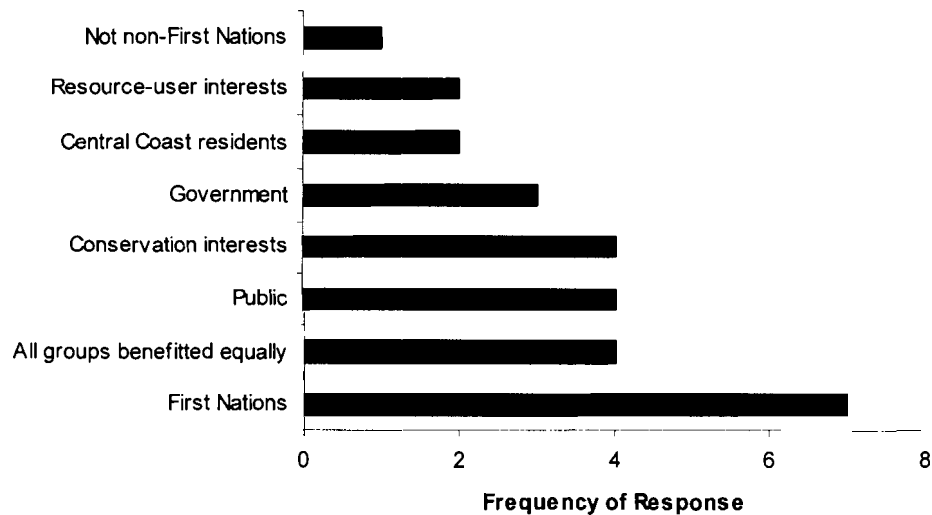
4.4.3 The planning process

4.4.3.1 Strengths

Ten participants agreed the key strength of the CCLRMP process lay in process

management (figure 4.28). Principled negotiation, relationships, and understanding were

also felt to be important factors. One First Nation respondent indicated there was value

in starting to build acceptance by non-First Nations of the First Nation rights to the land

of the Central Coast. Another respondent indicated that the CCLRMP outcomes present

one of the first opportunities for First Nations to access sustained economic benefit from

coastal resources.

Figure 4-28: Frequency of responses for key strengths of CCLRMP process
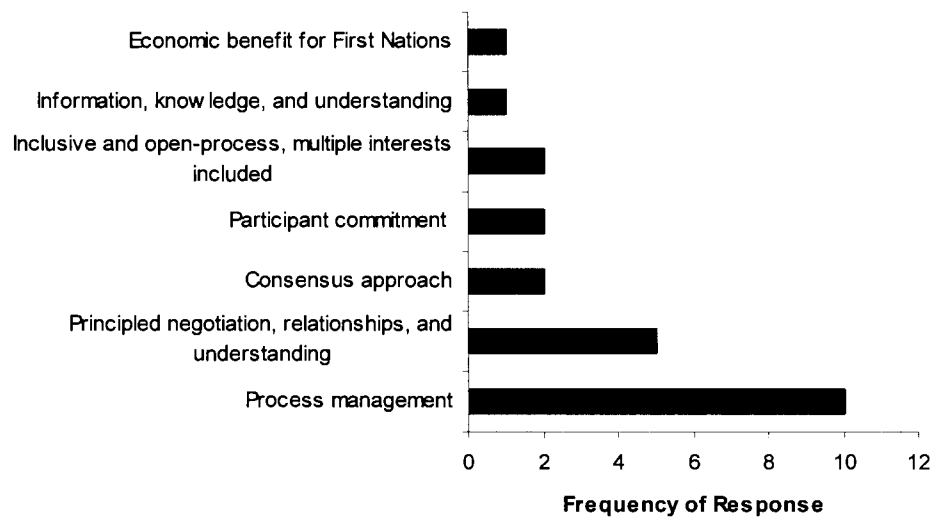
4.4.3.2 Weaknesses

The most common weaknesses identified by respondents referred to CIT, and the

information it provided (figure 4.29). In some cases these comments addressed

information quality, and in others the issue was failure to deliver the information in a

timely manner. The main comments concerning process management weaknesses addressed facilitation, although there was one statement concerning the method of First Nations involvement. Comments about goals and objectives addressed First Nations community members' perception that the CCLRMP was about more than land use planning. For example, they felt land title issues should be addressed as well. Inequity comments addressed either a lack of financial resources, or an imbalance of power at the negotiating table. First Nations representatives also made mention of human resource constraints negatively affecting the planning process. In this case, the respondent agreed there should have been an individual whose only role in the CCLRMP was to ensure effective communication between the sector representative and the people of the aboriginal community.

Figure 4-29: Frequency of responses for key weaknesses of the CCLRMP process
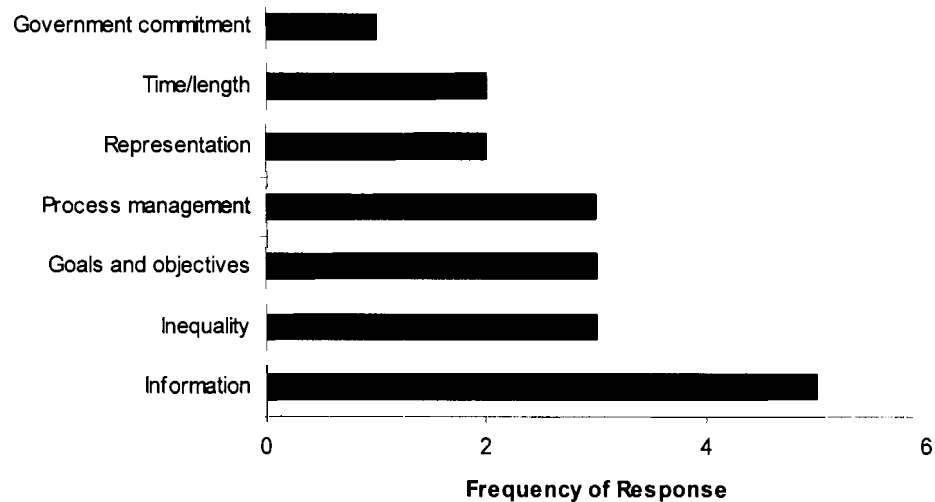
4.4.4 Ecosystem-based management

4.4.4.1 Strengths

Participants indicated the key strength of EBM lay in its encompassing of social, economic, and environmental values into resource management (figure 4.30). Other table members agreed EBM was a most useful kind of process for assisting the table achieve consensus on how best to manage the regional resources.

Figure 4-30: Frequency of responses for key strengths of EBM
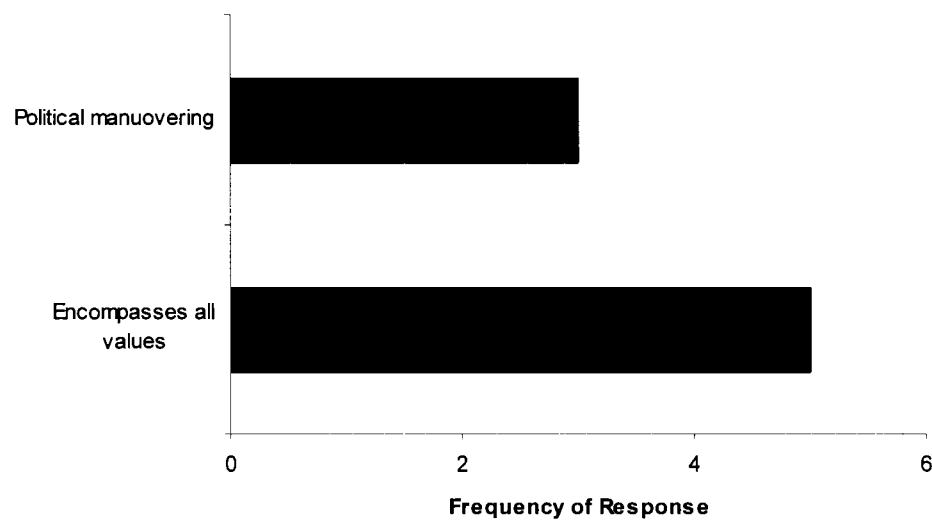
4.4.4.2 Weaknesses

Implementation and enforcement were the main weaknesses CCLRMP participants anticipate with EBM (figure 4.31). These concerns stem from a variety of sources: (1) lack of table agreement on a clear definition for EBM, (2) lack of practical experience in implementing adaptive management frameworks such as EMB, and (3) fear nothing will change and/or monitoring would be difficult. Along these same lines, the responses categorized as political manoeuvring indicated participants agreed EBM was

being sold as something new, when it is how the province already operates. Further,

other table members agreed political support for EBM was low. One First Nations

respondent commented the key weakness of EBM was that it did not adequately address

First Nations compensation issues.

Figure 4-31: Frequency of responses for key weaknesses of EBM
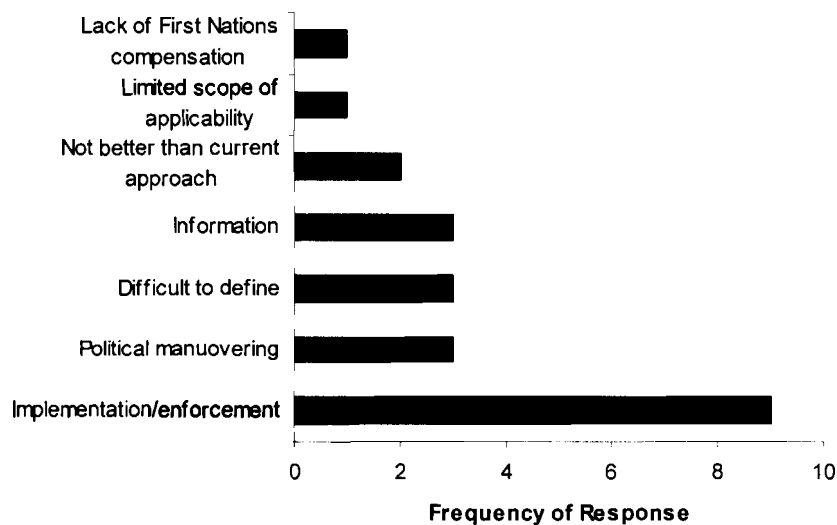
4.4.5   First Nations involvement

4.4.5.1 Strengths

The most valuable aspect of First Nations involvement in the CCLRMP cited by

respondents was increased understanding of First Nations issues by non-Native

participants (figure 4.32). Further, participants indicated involving First Nations

increased process equality, while also increasing certainty for First Nations' land

management. Additionally, First Nations representatives appear to have provided a

leadership role during the process. First Nations respondents agreed their involvement

strengthened the process in three ways: (1) by providing land use certainty in the

pretreaty environment, (2) by playing a significant part in negotiations and at times

bringing the parties together, and (3) by providing greater balance to land use

designations.

Figure 4-32: Frequency of responses for key strengths of First Nations involvement

Frequency of Response
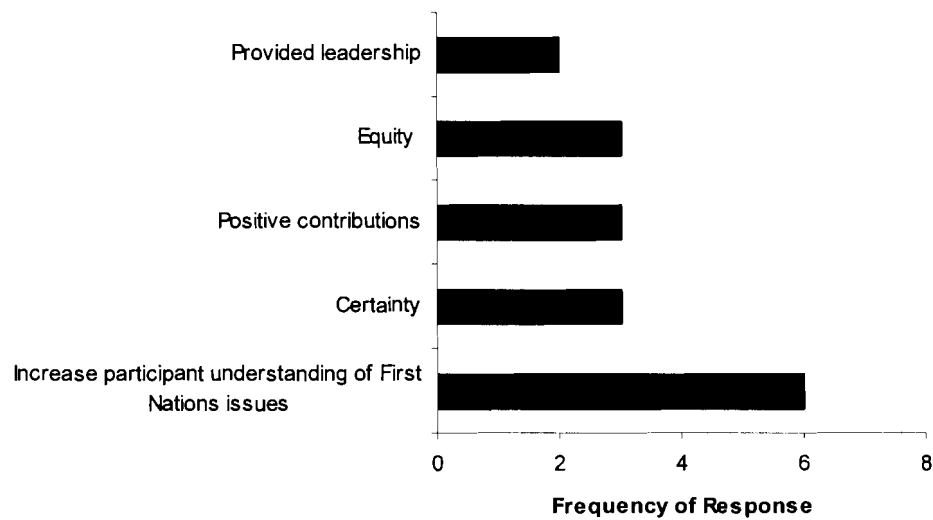
4.4.5.2 Weaknesses

First Nations representatives were perceived by others to slow the decision-

making process (figure 4.33). Further, because of G2G negotiations to follow, First

Nations abstained from decision making at the table. Some participants indicated

frustration with this approach, feeling it would have been better to have all "stakeholders"

deal with their issues at one table. Not all First Nations with land in the region were

involved in the process, raising concerns about legitimacy of the final agreement. The

federal requirement that band elections occur every two years also created issues, as a

change in band leadership could affect a band's involvement in the CCLRMP.

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[48] Stakeholder is in quotations to acknowledge that First Nations and the Government of BC consider First Nations as distinct from other stakeholders.

Unwillingness by First Nations to provide culturally sensitive information also caused difficulties.

Figure 4-33: Frequency of responses for key weaknesses of First Nations involvement

Frequency of Response
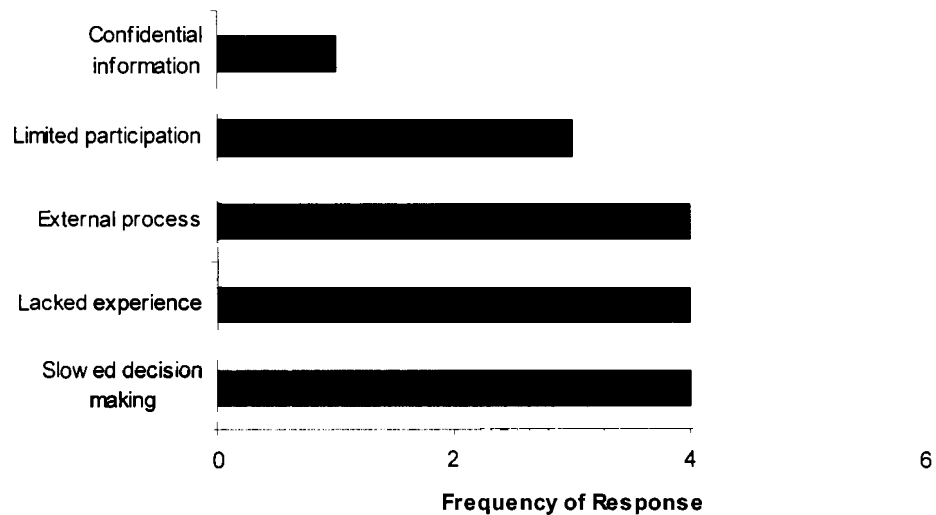
4.4.6 Coast Information Team

4.4.6.1 Strengths

Responses to this question indicate that table participants saw value in the ecological information provided by CIT (figure 4.34). They agreed the information was clearly presented, easily understood, and in some cases demonstrated a high degree of personal dedication by members of CIT. From a more process-oriented perspective, some table members commented the CIT model provided valuable lessons on the difficulties with "objective science" and its application to decision-making processes such as the CCLRMP.

Figure 4-34: Frequency of responses for strengths of CIT information

Frequency of Response
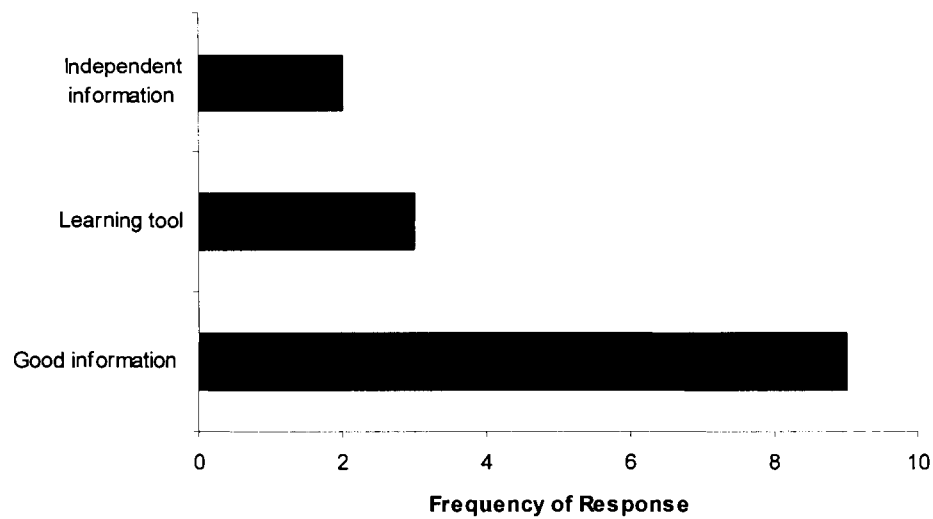
4.4.6.2 Weaknesses

Participants expressed concern about the lack of social and economic information CIT provided (figure 4.35). Further, some participants agreed CIT's information was too complex, based on inaccurate data sources, and not relevant to the Central Coast Region. Also of concern was the lack of independence in the CIT management framework. Participants indicated: (1) the presence of political influence, (2) a fixed agenda that prevented completion of important work, and (3) the bias of scientists working for CIT. Further, the failure to deliver information in a timely manner was mentioned.

Figure 4-35: Frequency of responses for weaknesses of CIT information
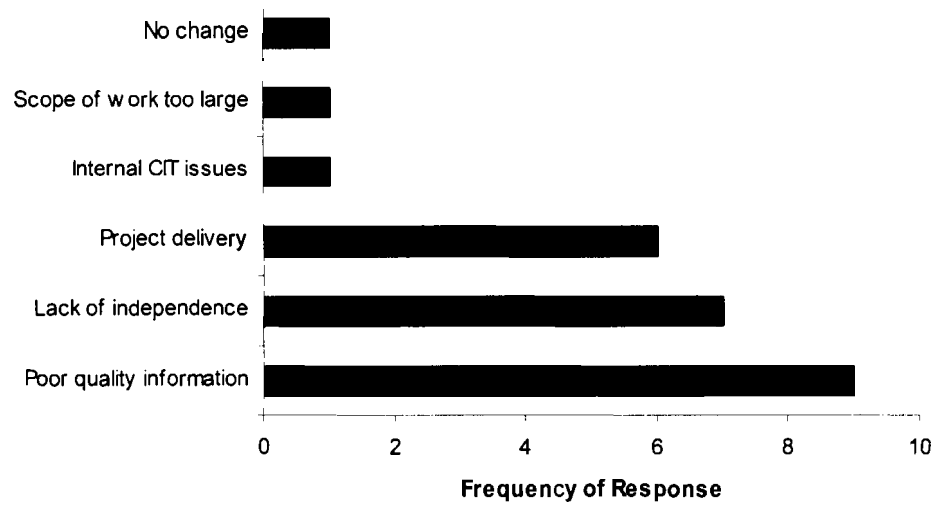
4.4.7 Useful information

Participants listed various types of information they agreed was equally important for plan development (resource values, socioeconomic indicators, inventories, local and scientific knowledge) (figure 4.36). In terms of sources of information, various government ministries as well as other table members provided valuable information. Of note, however, was that information provided by CIT was indicated as useful less often than that provided by other table members or government ministries.

Figure 4-36: Frequency of responses for most valuable information for plan development

Frequency of Response
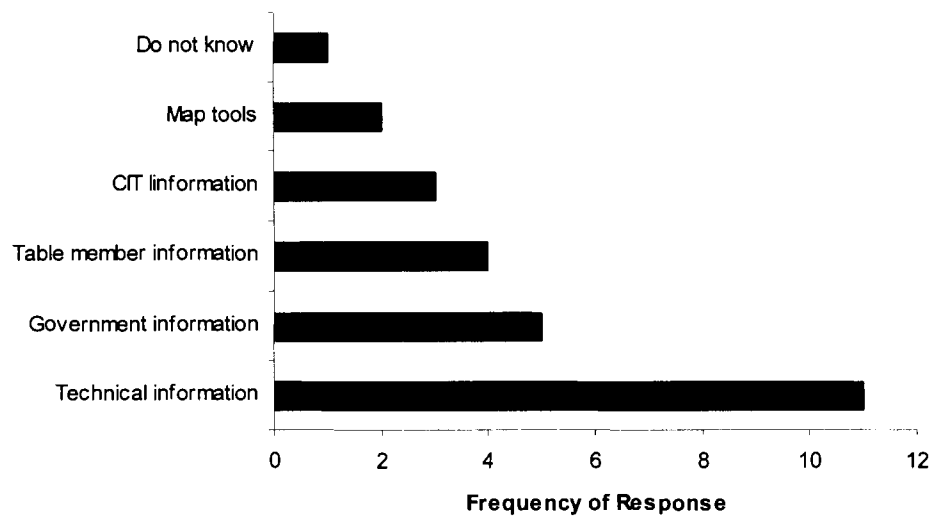
4.4.8 Suggestions for improvement

Of main concern to participants was information (figure 4.37). Participant comments clearly linked this concern to CIT, specifically its lack of objectivity and failure to deliver products in a timely fashion. Comments concerning process management spanned a range of topics from suggesting a smaller plan area, to scheduling G2G negotiations before commencing the multistakeholder planning table. Representation and equality dealt largely with balancing power among table participants, both in terms of financial support and limiting control from outside the process.

First Nations respondents made three suggestions to improve future processes: (1) provide First Nations access to resources equal to those of other sectors to facilitate the formation of trusting relationships, (2) provide more information on First Nation's historic land use practices pre-British sovereignty, and (3) schedule a period of G2G negotiations before starting the planning process to allow First Nations' the opportunity to address their specific concerns.

Figure 4-37: Frequency of responses for factors to increase CCLRMP process effectiveness
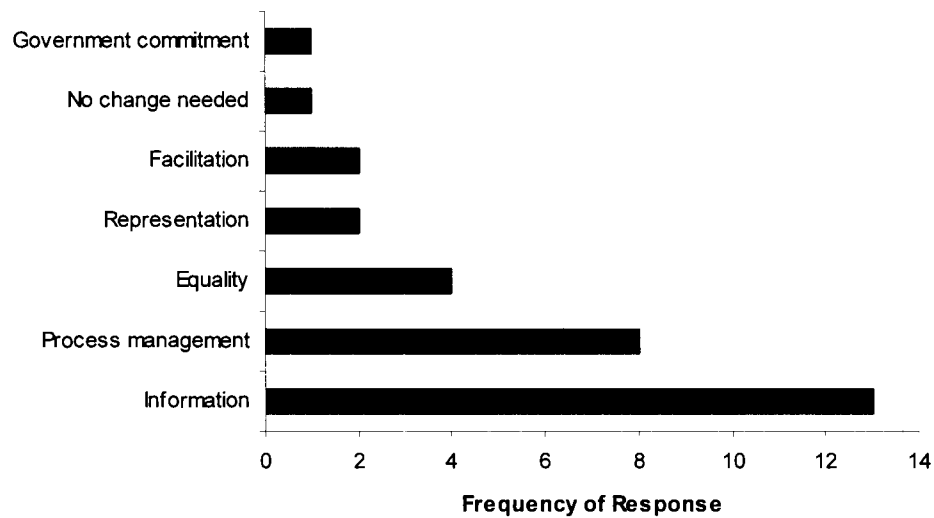
4.4.9 General feedback

A number of comments referred to the success of the CCLRMP process, indicating a majority of participants agreed the plan was a worthy endeavour (figure 4.38). The process management comments were positive and overall the CCLRMP process was well operated. One constructive comment in this category suggested limiting the goals and objectives to make the process less onerous. Further, a few participants wondered if little will come of their land use recommendations given the length of time it has taken the province to act. First Nations respondents agreed the CCLRMP process was important for developing better relationships between First Nations and the province. However, First Nations comments indicated other sectors took a while to accept the value of First Nations participation, which may have been what prolonged the process.

Figure 4-38: Frequency of responses for general comments on CCLRMP process
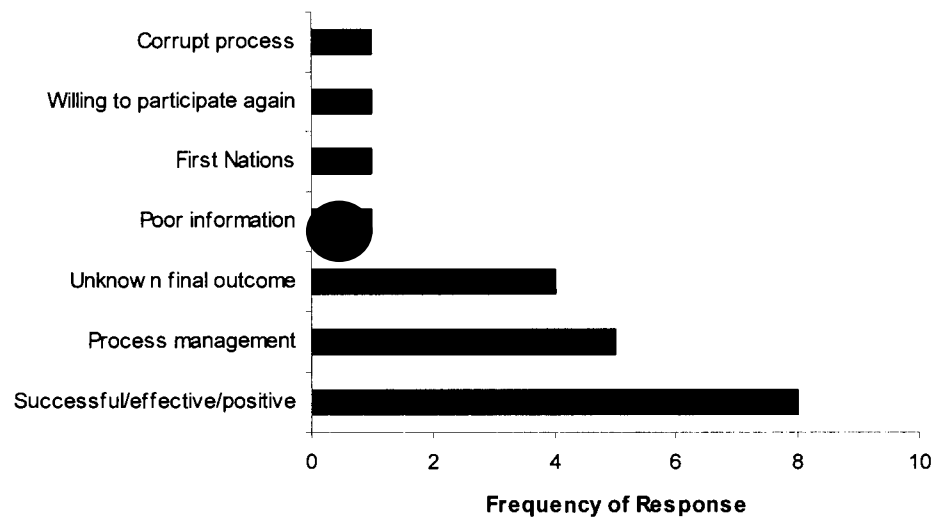
4.5 Keys to successful process and outcomes

The key factors for successful CP were presented using an importance scale from 0 to 3, with 0 indicting a factor not considered important by process participants, while 3 indicates a factor considered very important. With the exception of participant involvement in process design and use of an independent facilitator, all of the factors scored 2 or greater, indicating a majority of factors considered in this evaluation were important to CP process success (figure 4.39).

Of note, only 57% of respondents indicated that use of an independent facilitator/mediator was important. This result is inconsistent with the result from section B of the survey where 86% of survey respondents agreed the presence of an independent facilitator improved process effectiveness. The source of this discrepancy was not investigated.

First Nations results did not differ from those of the other table representatives for most of the key factors. However, only one of the First Nations representatives indicated

use of a timetable, including deadlines for reaching an agreement, was important. Further, none of the First Nations representatives agreed use of an independent facilitator or mediator was important for achieving success. Again, this result is inconsistent with all of the First Nations representatives indicating the independent facilitator improved process effectiveness in the closed answer portion of the survey.

The above evaluation results indicate participants agreed the CCLRMP process was a success. The final chapter provides an explanation of the results, where possible, offers recommendations for future CP, and presents concluding observations on the CCLRMP process and its outcomes.

Figure 4-39: Comparative importance of key factors

Factor	Scale of Importance
Access to high quality information	2.93
Effective process management (including process coordinator/staff)	2.93
Clear rules of procedure	2.86
Mutual respect and trust in the negotiation process	2.79
Clearly defined purpose and objectives	2.79
Urgency of issues addressed in the process providing incentive to reach agreement	2.71
Accountability of representatives to their constituencies	2.64
Commitment of stakeholders to the process because it was the best way of meeting objectives	2.64
Commitment to a plan for implementation and monitoring	2.57
Clearly defined consequence or alternative outcome if consensus not reached (e.g. knowing the provincial government would make the decisions if no consensus reached)	2.57
Inclusive representation of all relevant stakeholder/interest groups	2.57
Process design that is flexible and adaptive	2.50
Accountability and openness of process to the public	2.50
Stakeholder groups having a clear understanding of their own and other stakeholders' interests	2.50
Consensus requirement	2.50
Timetable (including deadline for reaching agreement)	2.29
Participants having equal opportunity and resources (skills, resources, money, support)	2.14
Voluntary participation (all participants are free to leave at anytime or pursue other avenues if agreement not reached)	2.07
Process designed by participants	1.71
Use of an independent facilitator or mediator	1.71

Scale of Importance

CHAPTER 5: DISCUSSION AND RECOMMENDATIONS

This chapter places the evaluation results in context by answering three questions:

(1) was the CCRLMP process successful? (2) why or why not? and (3) were the

CCLRMP process innovations successful?

5.1 Was the CCLRMP process successful?

Based on outcome criteria results, yes, the CCLRMP process was successful

(figure 5.1).

Figure 5-1: Outcome criteria: overview of participant agreement

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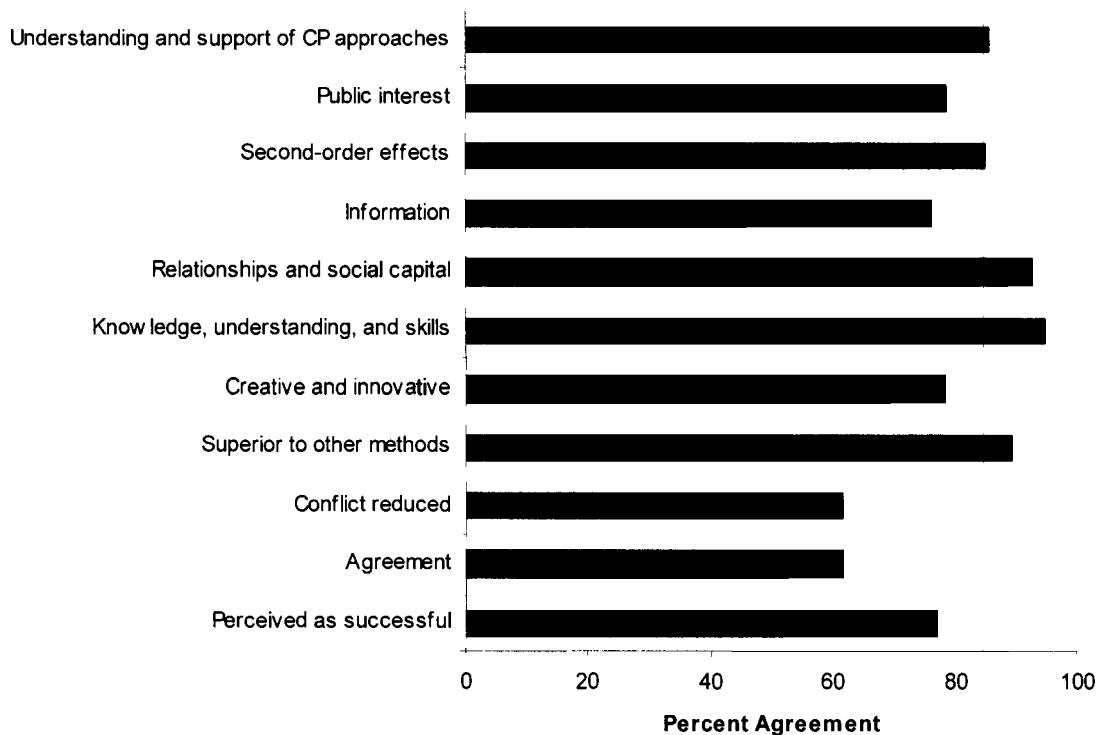
Achieving consensus was a key outcome of the CCLRMP, as indicated by multiple participants in the open-ended portion of the survey[49]. This achievement speaks volumes to the benefits of the CP approach compared to other land use planning methods. Table members recognized significant differences in values among sector representatives; yet given their need to resolve the issues, were able to reach consensus agreement.

In addition to reaching consensus, several of the outcome criteria stand out as having contributed significantly to the success of the CCLRMP. First, participants perceived the CCLRMP to be *successful* (75%[50]). Second, participants agreed the CCLRMP process was *superior to other methods* (89%), and produced *creative ideas for action* (79%) that will serve the *public interest* (79%). Third, participants expressed *understanding and support for CP* process (86%), specifically indicating a willingness to become involved in similar processes again (13: 93%[51]). Finally, participants indicated *second-order effects* (85%) such as *knowledge, understanding, and skills* (95%), and *relationships and social capital* (93%) developed as a result of the process.

However, participants indicated less agreement with certain criteria, highlighting the areas in need of improvement. For instance, participants were less satisfied with the outcomes of the process (9: 69%), and indicated the agreement addressed their sector's interests only to a degree (8: 62%). Further, participants marginally agreed that the CCLRMP process reduced conflict over land use in the Central Coast Region (8: 62%). Participant comments offer two compelling explanations as to why conflict may still

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[49] All survey results and interview notes are confidential. Complete interview transcripts can be found in appendix D and open-ended responses in appendix B.
[50] The number in brackets refers to the average percent agreement for this criterion.
[51] The numbers in brackets refers to the number or respondents that agreed with this survey statement, and the percentage of the total responses this result represents.

exist, or reoccur: (1) the process was overly focussed on some resource values at the expense of others, and (2) they are uncertain the table's recommendations will be implemented. Further, given the duration and intensity of unrest in this region, expecting stakeholders to accept a single plan, even one based on ten years of negotiation, will eliminate all conflict is unrealistic. Indeed, the fact stakeholders feel the CCLRMP has reduced conflict, if only to a degree, is a significant achievement.

Given the CCLRMP process reached consensus agreement, support for the outcomes was lower than expected. Comments from various sectors indicate participants': (1) uncertainty around potential outcomes of the G2G negotiations, (2) concerns about the likelihood of implementation, (3) perceptions the process was biased towards certain interests, (4) perceptions that important interests were missing, (5) issues with information quality, and (6) thoughts that government support for the agreement was low. All of these responses, which offer valid reasons why participant support was lower than expected, also verify by past research. No matter how good an agreement, processes not regarded as fair, open, inclusive, accountable, and legitimate can result in a lack of support (Gray 1985; Innes and Booher 1999a). Conversely, the gap between consensus agreement and satisfaction may be an inevitable result of consensus negotiation where all parties are required to compromise to reach an agreement. The fact that CCLRMP participants indicated the resulting agreement addresses the needs of the broader public supports this interpretation (11: 79%). Even though their constituents' needs were not completely met, the public as a whole is better off. However, this result also signifies consensus should not always be interpreted as stakeholder satisfaction.

Based on the outcome criteria, the CCLRMP process was a success. However, qualifying this conclusion is important given participants' concerns over government support for the final plan, the quality of information produced, and that important interests were missing from the table. Nonetheless, participants indicated support for the final outcomes and a willingness to participate in similar processes again. Further, the CCLRMP brought many diverse sectors together and allowed them to begin to understand each other's interests.

5.2 Why was the CCLRMP process successful?

The CCLRMP was successful because all of the process criteria were met (figure 5.2). However, evaluation results indicate some criteria likely played a larger role than others in process success. Specifically, participants agreed they had *a clear purpose* and strong *incentives* to participate (87%). They also indicated the CCLRMP had *clear ground rules* (81%), they were *committed* to process success (79%), and the process fostered *principled negotiation and respect* (86%). Further, respondents felt *process management was effective* (84%) and that participants benefited from the presence of *independent facilitators* (82%). Importantly, at process end, sector representatives shared a *strong commitment to plan implementation* (75%).

Figure 5-2: Process criteria: overview of participant agreement
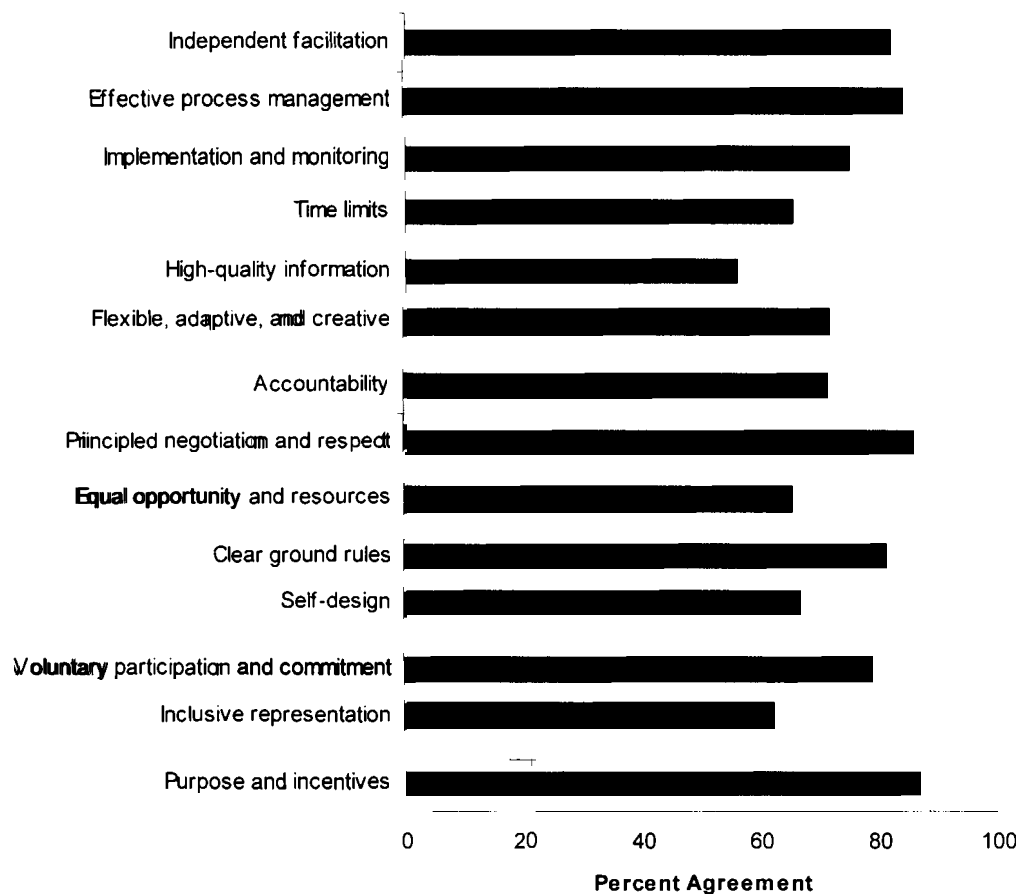
In addition to the criteria noted above, evaluation results indicate the following elements of process design were also important to CCLRMP success. With these elements, however, additional steps could have been taken to improve process effectiveness.

The majority of sector representatives were satisfied with First Nations involvement (11: 79%) and agreed the CCLRMP process involved all relevant interests (9: 64%). However, representation from appropriate government agencies was lacking (6: 43%). Such government involvement is important to ensure the interests of these agencies are met through the process, while also providing participants assurance their recommendations can be implemented.

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A slim majority of table participants indicated they were involved in CCLRMP process design (6: 55%). Three participants felt this question was not applicable to the CCLRMP process, suggesting some participants felt they were not involved in process design at all. Indeed, open-ended comments stated explicitly that CCLRMP participants were not involved at the process design stage. This discrepancy in participant's understanding of the process indicates the terms of reference should have been clearer on this point. Moreover, allowing participants to design and adjust the process as they see fit is important, as this approach is the best way to ensure participants feel the process is fair and incorporates their values. Further, while two-thirds of the respondents indicated participant involvement in process design is important to achieve consensus, the fact that CCLRMP table members were not involved in initial process design and still achieved consensus, indicates less emphasis is needed on this design factor than the others. Additionally, the majority of respondents agreed they were able to influence the process on an ongoing basis (11: 79%), and that the process was flexible enough to adapt to new information and changing circumstances (14: 100%). Both of these results are relevant, as process flexibility is also an important feature of CP design.

To assess if participants had access to equal opportunities and resources, they were asked questions concerning their funding, training, power at the table, and influence on the process. The CCLRMP process provided sufficient training to participants (11: 79%), reduced power imbalances around the table (10: 71%), and left table members feeling their contribution significantly influenced the final outcomes (13: 93%). Funding for participants, however, was not adequate (8: 57%) nor was the process able to ensure all perspectives had equal influence at the table (4: 25%). Responses to open-ended

questions also identified inequity between stakeholders as a concern. Balancing power between stakeholders is relevant to ensure the final plan fairly incorporates the needs of all constituencies, will be broadly accepted, and long-lasting. However, CCLRMP stakeholders agreed that in the end they were able to affect the outcomes despite having unequal influence and a lack of funding. This result indicates, in the case of the CCLRMP, that power imbalance did not prevent consensus from being achieved.

CCLRMP sector representatives were accountable to their constituents (13: 93%) and indicated their constituents provided them with clear direction and support throughout the process (11: 92%). While communication with the broader public was not as effective as it could have been (5: 36%), the interests of the general public were still represented in the CCLRMP (9: 64%). Communication with the broader public is pertinent to ensure this group understands how decisions are being made, and that their interests will be included in final plan recommendations. Further, participants felt the CCLRMP process did not reinforce their accountability to their constituents (8: 67%). As the CCLRMP terms of reference clearly spells out how sector representatives were accountable to their constituents, this result may indicate participants felt additional steps were necessary to ensure this communication occurs. One participant comment suggested each sector representative get a written endorsement stating their sector members fully support him or her in the negotiations, which supports this explanation. Although the sector representatives were accountable to their constituencies, the failure of the process to reinforce this accountability is an important deficiency that needs to be addressed.

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The importance of time management was particularly relevant to the CCLRMP as ten years was required to reach agreement, which is well above the provincial average of four for previous LRMPs. The timeline (9: 64%) and milestones (9.5: 68%) in place were moderately helpful, although some participants felt more realistic timelines would have been useful. Of note are participant comments indicating possible reasons for the length of the process: (1) the land area was too large to plan for effectively, (2) attempting to address zoning at the same time as management made for an overly onerous process, (3) provincial legislation[52] critical to the process changed part way through negotiations, (4) First Nations took a long time to realize they should work together, and (5) considerable time was spent determining how First Nations were going to be involved. Although the CCLRMP took longer than average, the process did reach consensus agreement. If the CCLRMP process had not been allowed to continue, deadlines not pushed back when necessary, and the structure not reorganized to incorporate First Nations, a consensus agreement would not have occurred. Together these factors indicate the value of giving CP the time and process flexibility required to reach conclusion.

A common strategy to achieving consensus agreement is ensuring no sector will be left worse off as a result of the final agreement: both the Coast Sustainability Trust and CIII were established for this purpose. The Coast Sustainability Trust funds were accessible during the CCLRMP process[53], whereas the CIII fund was established near the end of table II's negotiations.

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[52] The *Forest and Range Management Act* replaced the *Forest Practices Code* in January 31, 2004.
[53] The community matching portion of the Coast Sustainability Trust is still available.

Only 46% (5.5)[54] of the participants agreed CIII was a significant factor in assisting the table reach consensus, which is a surprising result. However, participant comments indicated substantial confusion, frustration, and uncertainty around CIII. First, participants were unclear who would benefit from CIII. Some participants felt the benefits were for First Nations alone, whereas others believed non-native communities in the Central Coast Region would also have access to the funds. Second, participants were hesitant to support CIII, as the fund developed external to the CCLRMP process, and involved only conservation groups and the provincial government. Available information indicated non-native communities may have access to socially responsible investment financing in the future. However, currently the funds discussed above are being targeted specifically for First Nations communities (Paul Richardson, personal communication, 2006).

Based on the results of this evaluation, no single process factor can be considered key to achieving consensus in the Central Coast. As such, future managers should consider all factors when designing CP processes (table 5.1). Further, given the high degree of conflict in the region before the CCLRMP process began, these results support previous studies that found consensus can be achieved against even the greatest of odds.

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[54] The question concerning the role of CIII in assisting the table achieve consensus was asked of participants after the survey was initially administered. This result is based on responses from 12 of the 14 survey respondents (5.5 out of 12 respondents agreed) (as of March 22, 2006) (Appendix C).

Table 5-1: **Factors rated as important for successful CP (ordered from greatest to least important)**

- Access to high-quality information

- Effective process management (including process coordinator/staff)

- Clear rules of procedure

- Mutual respect and trust in the negotiation process

- Clearly defined purpose and objectives

- Urgency of issues addressed in the process providing incentive to reach agreement

- Accountability of representatives to their constituencies

- Commitment of stakeholders to the process because it was the best way of meeting objectives

- Commitment to a plan for implementation and monitoring

- Clearly defined consequence or alternative outcome if consensus not reached

- Inclusive representation of all relevant stakeholder/interest groups

- Process design that is flexible and adaptive

- Accountability and openness of process to the public

- Stakeholder groups having a clear understanding of their own and other stakeholders' interests

- Consensus requirement

- Timetable (including deadline for reaching agreement)

- Participants having equal opportunity and resources (skills, resources, money, support)

- Voluntary participation

- Process designed by participants

- Use of an independent facilitator or mediator

5.3 Were the CCLRMP process innovations successful?

5.3.1 First Nations involvement

From the perspective of non-First Nations representatives, the CCLRMP was successful at involving First Nations. However, from First Nations' perspective, the CCLRMP was not a successful process (table 5.2)[55].

Table 5-2: Difference between First Nation and non-First Nation participant agreement

	Percent agreement	
	Non-First Nations	First Nations
First Nations were involved in a satisfactory way	91%	33%
First Nations role was clearly defined	73%	0%
First Nations participation made a significant difference	73%	67%
AVERAGE	**79%**	**33%**

First Nations were less enthusiastic about the outcomes of the CCLRMP than non-First Nations participants. The representatives indicated: (1) the process was not successful (0: 0%), and (2) the agreement did not address the needs, concerns, or values of their constituents (0: 0%). However, all First Nations participants agreed their involvement made a significant difference in the CCLRMP (3: 100%).

First Nations participants expressed only marginal agreement that the CCLRMP process reduced conflict over land use in the Central Coast Region (1: 33%). One First

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[55] Had time permitted, inquiry as to why this discrepancy resulted would have been valuable.

Nations representative stated that he is waiting to see if status quo forestry operations change before deciding how successful the process was at reducing conflict[56]. Another participant commented, "the playbook everyone is endorsing is a great starting point, but until the benefits become evident, the process will not be successful[57]".

Even though all First Nations respondents agreed they would become involved in a similar process again (3: 100%), they were not as supportive of public involvement in (1: 33%), or consensus-based processes for (1: 33%), land management as other table participants. This result is linked to First Nations' position that the land is theirs[58]. Until the land title question is answered, First Nations believe they are the only party, aside from government, with a right to the land. The question of aboriginal title is broader than the scope of land use planning. However, the influence of this perspective on processes such as the CCLRMP is exactly what drives the province and First Nations to find new ways to work collaboratively. Unfortunately, this perspective also creates tension between First Nations and the stakeholders, all of whom are trying to access the land. CP process may be one way to dissolve this tension, but the results of this evaluation indicate further process refinements are necessary before both First Nations and non-First Nations participants will find the process acceptable.

First Nations respondents agreed knowledge, understanding, and skills increased (92%[59]); and new relationships formed (67%) as a result of the CCLRMP. However, they do not believe new partnerships developed or new collaborative activities occurred

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[56] Interview with First Nations representative #1, March 15, 2006.
[57] Interview with First Nations representative #2, March 21, 2006.
[58] Interview with First Nations representative #1, March 15, 2006. Interviews with First Nations representative #2, and #3 March 21, 2006.
[59] Average percent agreement for all survey questions pertaining to this criterion.

(1: 33%). In the words of one representative, "I do not see anyone stepping up to [our First Nation] and asking to set up new collaborations or partnerships." Further, another respondent indicated he felt no long-term relationships had formed, and the new collaborations would only last as long as the CCLRMP process required.

The following process criteria results explain why First Nations respondents felt the CCLRMP was not a success. First Nations representatives did not fully engage in the CCLRMP, as evident by their lack of personal commitment to ensuring process success (0: 0%) and their perception that other stakeholders also lacked commitment (1: 33%). Discussion with one First Nations representative indicated his personal commitment was lacking due to past experience with similar consensus-based processes. This representative felt, "while all participants talk about being committed, this is a false front", making specific reference to the agendas with which all stakeholders enter such negotiations[60]. Further, he felt First Nations people are wary of processes, such as the CCLRMP, that ask for their trust and permission because, "aboriginal groups have been burnt so badly so many times." A second First Nations representative agreed, "a lot of lip service was paid to collaboration, but that is not really what was happening." He also indicated his band was not fully behind the CCLRMP until the G2G process was in place[61]. For one representative, the lack of commitment was tied to a lack of capacity[62].

Voluntary participation in CP is necessary to ensure stakeholders are contributing in a fair and meaningful way; however, choosing to participate voluntarily is not a straight-forward decision for First Nations. Given the lack of negotiated treaties in BC,

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[60] Ibid.
[61] Interview with First Nations representative #2, March 21, 2006.
[62] Interview with First Nations representative #3, March 21, 2006.

First Nations may participate not out of choice, but in order to influence management on the land they feel belongs to them[63]. This situation influenced First Nations' BATNA. On one hand, First Nations knew they would have the opportunity to discuss table II's recommendations directly with the province, regardless of whether table II achieved consensus or not. The G2G negotiations thus offered First Nations the option of not participating at table II. On the other hand, First Nations had important reasons to contribute to table II discussions; namely to ensure sector representatives were aware of First Nations' interests, and to continue the process of building positive relationships with these groups, as well as the province.

Additionally, First Nations representatives agreed their role at the table was not clearly defined (0: 0%). Participant responses indicated this likely stemmed from the late addition of the G2G process and omission of this decision-making step from the CCLRMP terms of reference. Time was spent at the beginning of the first few table II meetings discussing the G2G process and its implications for table II's recommendations. One participant speculated two reasons why this discussion was necessary: (1) the non-First Nations sector representatives were not aware of how significantly the G2G negotiations could affect their recommendations, and (2) the province and First Nations had not completely worked out the G2G details.

First Nations were also not satisfied with aboriginal group involvement (1: 33%), and felt some important interests were missing from the CCLRMP process (1: 33%). Comments from one First Nations representative indicated the interests he felt were

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[63] Inferred from interview with First Nations representative, March 21, 2006. "In the end the LRMP proved a useful way to achieve our goals, but initially the band entered into the LRMP because we had been left out of the CORE process."

missing were in fact at the table (local government and labor); however, they were unable to influence the process due to a lack of power[64]. Another First Nations respondent felt the process did not represent all of his Nation's interests due to a lack of human and financial capacity.

The CCLRMP process also failed to provide sufficient funding or training for the First Nations representatives to contribute effectively (0: 0%). Training ensures participants are more comfortable participating actively in the process, and will result in more innovative ideas and outcomes. The lack of training and funding combined with factors such as political influence and external sectoral alliances reduced the ability of the CCLRMP to balance power between stakeholders (1: 33%). This imbalance, in turn, reduced the ability for all First Nation interests to have equal influence at the table (1: 33%). Some First Nations interests were well represented, such as those pertaining to ecological values; however, community social and economic values were not considered to the same degree. Further, First Nations respondents felt some participants came to the table with a clear agenda they were unwilling to put aside in favor of the common goal, making team work difficult (0: 0%)[65]. One interviewee speculated, "When you force someone to work with you, is that really team work?[66]"

First Nations indicated the timeline did not assist with moving the process forward (0: 0%) and that a more detailed project plan would have been useful. Additionally, First Nations agreed the process would have benefited from more structure

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[64] Interview with First Nations representative #1, March 15, 2006.
[65] Interview with First Nations representative #3, March 21, 2006. Interview with First Nations representative #2, March 21, 2006.
[66] Interview with First Nations representative #3, March 21, 2006.

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(1: 33%). This result is not surprising considering the lack of clarity in defining First

Nations roles and the initial confusion around the G2G negotiation process.

The ways in which the CCLRMP process failed to address First Nations' needs

are significant, and clearly suggest areas in which the process could more effectively

engage First Nations. However, two important realities for First Nations communities

qualify the need for process improvement. One, First Nations representatives struggle to

manage the expectations of their communities. The CCLRMP is not a treaty process and,

as such, will not resolve the land title question. Nonetheless, First Nations participation

in these processes is important in helping define, and manage their land interests in the

pretreaty environment[67]. Finding a balance between these two perspectives can be

difficult, often creating tension in the community, further reducing First Nations' ability

to participate. Second, resource limitations and lack of capacity will continue to be a

hurdle for First Nations communities, hindering their full commitment to collaborative

land use planning. Government can provide funds for land use planning, but these funds

cannot fully address First Nations' constraints. Additionally, First Nations may have

been able to compensate for weaknesses in the CCLRMP process through their

involvement in the G2G negotiations. However, as this portion of the CCLRMP process

was not evaluated directly by this study, further research is necessary to understand if the

G2G process improved on the deficiencies noted by First Nations representatives.

Many process participants commented on the improved understanding formed

between government, First Nations, and other sectors as a result of the CCLRMP, which

is a considerable achievement. Building better relationships is an important step toward

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[67] Interview with First Nations representative, March 21, 2006.

conflict resolution. Further, by incorporating the G2G decision-making model the

CCLRMP has established a new precedent, giving First Nations a greater voice in land

use planning.

5.3.2 Coastal planning

The CCLRMP table did not address marine resources; as such no evaluation of

the contribution of the CCLRMP to coastal resource management in BC was possible.

One participant indicated the process will not be complete for him until marine

components are addressed in the final plan[68]. At the time of publication, work had begun

on coastal planning in the Central Coast Region.

5.3.3 Application of ecosystem-based management

CCLRMP participants agreed on a definition for EBM. In turn, this definition

provided participants with an adaptive management framework encompassing social,

economic, and environmental values. However, participants also identified

implementation, monitoring, and enforcement as EBM's key weaknesses. Achieving a

single definition for EBM was also a difficult task for the table, generating concern that

no one fully understood EBM. Further, the provincial government is only beginning to

gain experience implementing adaptive management frameworks such as EBM. These

three factors in combination left participants concerned no action will be taken to move

EBM forward. Specifically, some table members felt political support for EBM was low.

The results of this evaluation indicate EBM was a useful tool for assisting the table to

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[68] Ibid.

achieve consensus, although applying the framework on the ground will likely present difficulties.

5.3.4 The Coast Information Team

Not only was CIT a new and ambitious approach to providing information to a planning process such as the CCLRMP, but team members also faced major challenges in terms of timetables, data analyses, and funding (Hadley 2004). Even under these conditions, CIT was able to provide ecological information to the CCLRMP (8: 64%), gather independent information and analyses to support EBM, and develop a framework for its application. Table participants indicated the ecological information was presented clearly and easily understood.

However, CIT failed to provide a regional and subregional ecological and socioeconomic context for planning (5: 32%). Numerous participants indicated the ecological data from CIT were useful, but not balanced by adequate economic and social information. Further, some felt CIT's information was: (1) too complex, (2) based on inaccurate data sources, (3) not directly relevant to the Central Coast Region, and (4) not acceptable or understood by all table members. There were also concerns that CIT was not as "independent" or as "unbiased" as participants expected. Part of the problem may have been the tight timelines under which CIT was working. Funding sources appear to have also influenced the order in which projects were completed, as well as the research undertaken. Participant comments indicated information management was a key component of the process that could have been more effective, suggesting CIT was not as beneficial as table participants would have liked.

Cortex Consultants completed an independent review of the CIT model and its outcomes (Hadley 2004). The report contained forty-seven recommendations covering critical aspects of program design, structure, and management for information models similar to CIT. Recommendations addressed program development; program funding and financial management; governance, creation and maintenance of project teams; communications; and scientific peer review (Hadley 2004). The recommendations on program development, program funding, governance, and scientific peer review all pertain to concerns raised by CCLRMP participants. Specifically Hadley:

1. Recommended managing for change, and being prepared to adjust the scope and workload to encompass change. The addition of the North Coast and Queen Charlotte/Haida Gwaii LRMPs is a good example of how a change in scope can affect ability to meet timelines, as the addition of these planning processes to CIT's mandate likely affected the team's ability to provide information to the CCLRMP.

2. Observed that the seven separate sources of funding, and the direct link between funding and project deliverables decreased CIT's effectiveness. Hadley recommended all funding be pooled, as this approach allows greater flexibility in how work is completed, while also reducing the administrative costs associated with managing separate funding sources (2004). This funding structure likely explains CCLRMP participant perceptions that certain projects were not given equal weight by CIT.

3. Suggested if "independent science" is a program goal, separating the political aspects of information, such as government and stakeholders, from the scientific or technical aspects will be important. CIT's governance structure did not do this.

4. Recommended that a greater level of external scientific review would have assisted CIT produce more robust final products, which likely would have been more acceptable to CCLRMP participants (Hadley 2004).

Participant surveys indicated information management was a key failing of the CCLRMP process, with CIT the main source of this problem. Future planning processes should weigh the costs and benefits of implementing models similar to CIT, as good information is clearly important to planning process participants.

5.4 Recommendations

5.4.1 Collaborative planning

The following recommendations stem from process and outcome criteria some table participants indicated the CCLRMP process could have improved on, in combination with issues raised in the open-ended portion of the survey.

1. Inclusive representation: Involve relevant government agencies more fully in the CCLRMP process.

2. Self-design: Participants should be directly involved in process design.

3. Equal opportunity and resources: Take additional steps to ensure power is balanced between stakeholders, and that all interests or perspectives have equal influence at the LRMP table.

4. Accountability: Include checks and balances in the process to ensure sector representatives are accountable to their constituencies, and that the overall table is accountable to the broader public.

5. Time limits: Use clear milestones and deadlines for time management, with the goal to streamline the process as much as possible to avoid participant burnout.

5.4.2 First Nations involvement in CP

As the following recommendations indicate, First Nations did not engage fully in the CCLRMP process. Participant comments indicated that the CCLRMP process team attempted to involve First Nations in process design, although this evaluation indicates additional time was needed to achieve this goal. One respondent suggested a period of G2G negotiations should have occurred before table II's discussions began. This step would have allowed First Nations a forum to work through their concerns up front, rather than at table II with the other participants. However, another respondent felt the G2G negotiations made the process more difficult than necessary, and all parties should have discussed all issues at one table. These comments support the recommendation that

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further work is necessary to determine the most effective way to engage First Nations in land use planning without alienating other interest groups. Additionally, CCLRMP process managers should have taken more time to ensure all parties involved in the process were comfortable with the terms of reference, and the process for G2G negotiations should have been included in this document.

The following recommendations stem from process and outcome criteria First Nations participants indicated the CCLRMP process could have improved on, combined with issues raised in the open-ended portion of the survey.

1. Self-design: Involve First Nations directly in process design to ensure their values are included. Allowing First Nations involvement in process design will facilitate tailoring the rules to meet the unique demands of specific situations, such as the G2G negotiations. Further, doing so will ensure First Nations roles are clearly defined, and that their representatives are committed and willing to participate voluntarily.

2. Inclusive representation: Involve all relevant First Nations and non-First Nations interests equally in the process.

3. Equal opportunity and resources: Provide sufficient funding and training for First Nations representatives to participate more effectively. Take additional steps to ensure power is balanced between stakeholders and that all interests or perspectives have equal influence at the LRMP table.

4. Principled negotiation and respect: Foster teamwork through process design, encouraging sector representatives to work passed sectoral interests toward achievement of shared goals.

5.4.3 Ecosystem-based management

In light of participants' comments on EBM and its application to the CCLRMP

process, it is recommended that:

1. A collaborative process be used to develop: (1) a single, accepted definition of EBM, (2) a schedule for the implementation of EBM, (3) criteria to monitor implementation, and (4) a process to ensure regular monitoring and reporting of EBM implementation. The initial G2G documents indicate these steps will be taken.

Results from the CCLRMP evaluation suggest EMB may also be a useful tool to

assist future land use planning processes achieve consensus. The integration of social,

economic, and environmental values provides a powerful starting point for a

multistakeholder planning process. As one participant explained, EBM really is the only

way to manage resources sustainably. The CCLRMP experience, however, also

demonstrates defining EBM can be time consuming and challenging. Future planning

processes should consider defining EBM in their terms of reference. This way the power

of EBM can be channelled towards achieving consensus.

5.4.4 Coast Information Team

CCLRMP table participants' comments concerning CIT provide further support

for the recommendations Cortex Consultants offered in its independent review. As such,

it is recommended that:

1. The recommendations offered by Cortex Consultants are considered in the design and implementation of future information management team models.

Participant survey results indicate information management was a key failing of

the CCLRMP process, with CIT the main source of this problem. Good information is

clearly important to planning process participants, and perhaps the arms-length expert

team is not the most effective method to supply this information. Thus, it is also recommended that:

2. Future planning processes weigh the costs and benefits of implementing models similar to CIT.

5.4.5 Future research

Participant comments on power imbalances, government influence, and politics in the open-ended responses indicate these forces played an important role in the CCLRMP process; however, this evaluation fails to capture the effects of those forces on the outcomes. Research focused on power and political dynamics in the CCLRMP would be beneficial to future process designers.

In terms of EBM, future research assessing the implementation of EBM and the successes and weaknesses of this process would be valuable. Participants of the Coastal planning processes (Central Coast, North Coast, and Queen Charlotte/Haida Gwaii), government planners, and scientists will benefit from a greater understanding of EBM's applicability, and any lessons learned from implementation.

Comparative analysis of the CIT model to other information management models applied to CP processes elsewhere would also be useful. Such research would assist future planners to develop more appropriate tools for providing planning tables with scientific, economic, and social information. In addition, an assessment of available economic and social indicators would also be useful, as CCLRMP participants indicated CIT had difficultly providing this information.

Additional consideration of how best to involve First Nations in planning processes such as the CCLRMP would be beneficial both in BC and elsewhere. The G2G

process was an important step for the province to take, and one BC's First Nations have been interested in for some time. However, the methods applied in the CCLRMP failed to fully engage First Nations and this evaluation identified numerous areas where additional action could have been taken. Research into how best to take these actions, and suggestions First Nations have for doing so would be useful; especially in light of the lack of information available on cross-cultural negotiations involving First Nations.

A complete evaluation of the G2G negotiations would also be worthwhile. This evaluation of the CCLRMP touched on some aspects of the G2G process, but was unable to go into greater detail. Given the likelihood that future planning processes will involve First Nations in a similar capacity, evaluation of the G2G model applied in the CCLRMP would provide the province and First Nations with useful perspectives for future process design.

Numerous participants noted that this process cannot truly be deemed successful until the benefits have been realized. As such, in the future, an evaluation should be conducted that compares the CCLRMP final recommendations against realized outcomes.

5.5 In closing

The provincial government initiated the CCLRMP process in 1996. In 2004, table II reached a consensus draft agreement recommending 33% of the land base be protected, and an innovative approach to adaptive management (EBM) guide resource development in the rest of the region. In February 2006, the provincial government and Coastal First Nations announced G2G negotiations for the Central and North Coast LRMPs had reached consensus agreement. As a result of these negotiations, 29% of the land base will be protected, EBM will guide resource development in 68% of the region, and 3% of the land will be available for mining and tourism.

The path to the final Central Coast land use plan was far from smooth. International boycotting campaigns halted discussions, First Nations pushed for a level of involvement representative of their constitutional right to the land, and numerous agreements were required to bring key stakeholders back to the planning table. In the end, consensus agreement was achieved, and stakeholder perceptions indicate the CCLRMP process was moderately successful. More importantly, survey respondents specified their willingness to participate in a similar process again, a clear indication of the benefits of CP.

This case study evaluated CP by considering: (1) the strengths and weaknesses of CP for land and coastal planning, (2) factors determining success and failure of CP for the CCLRMP, (3) strengths and weakness of First Nations involvement in the CCLRMP, and (4) usefulness of EBM and CIT within CP. This evaluation, in combination with the issues identified in the CP literature, together contribute to advancing the theory of CP and its role in resource management conflict resolution.

The results of the CCLRMP evaluation support the findings of previous case studies. The CP approach provided stakeholders in the Central Coast Region with a powerful tool to resolve their conflict and develop a shared vision for the management of their terrestrial resources. Further, the results indicate the benefits of CP go beyond the final land use plan to relationship building, the creation of new understanding and knowledge, and increased social capital. From this perspective, the study supports the key advantages of CP noted in the literature and discussed in chapter 2. What is also clear, however, is that some of the challenges of CP hampered the CCLRMP process. Power, and a lack of skills, created an imbalance of interests at the negotiating table, potentially leaving some sectors out of the final agreement. Further, process management could have been improved to more fully integrate First Nations, well also ensuring greater accountability to both represented constituencies and the general public. Nonetheless, the direction of the final land use plan far exceeds what would have resulted from previous approaches to planning, and the relationships formed between First Nations, government, and other sectoral representatives indicates past conflict can be overcome.

In addition to the contributions of this case study to advancing CP and conflict resolution theory, the unique attributes of the CCLRMP process offer important lessons as well.

1. Coastal First Nations were involved in resource planning in a way BC has never attempted before. Additional consideration on how First Nations participation in land use planning can be made more effective for all parties involved is necessary. However, the CCLRMP process could not have proceeded, nor would have resulted in such a visionary plan, without First Nations contributions.

2. First Nations representatives indicated participation in the CCLRMP provided an opportunity for their communities to clarify their natural resource values and interests, while also improving their understanding of the benefits of land use planning in the pretreaty environment.

3. Ecosystem-based management, while still in the development phase, has the potential to change natural resource management in the Central Coast Region dramatically.

4. The CIT, while not as effective as CCLRMP participants had hoped, in the end was able to provide table participants with the information necessary to make their final recommendations. Additionally, involvement of CIT in the CCLRMP has provided valuable insight into how to better establish, fund, and operate independent expert teams in the future.

Was CP the best approach for land use planning in the Central Coast Region?

Yes. Can a thorough evaluation of the benefits of this process be completed before plan implementation? No. However, this evaluation indicates that while CP processes require careful planning, thoughtful management, and dedicated participants to achieve consensus, the final agreement will reduce conflict, improve stakeholder relations, and increase options for sustainable natural resource management.

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APPENDICES

APPENDIX A: LRMP PARTICIPANT SURVEY

INTRODUCTION

The purpose of the following survey is to assess the strengths and weaknesses of the LRMP process in BC. The alternative dispute-resolution experience in BC provides an excellent opportunity to evaluate shared decision-making because it is one of the few jurisdictions where these approaches have been implemented in a systematic way. The findings will contribute to improving the land use planning process in British Columbia.

This is an anonymous and voluntary survey. Your responses are confidential and cannot be linked to your identity or to any other information about you.

PART A: YOUR PARTICIPATION IN THE PROCESS

Please check whether you strongly agree (SA), somewhat agree (SWA), somewhat disagree (SWD) or strongly disagree (SD) with the following statements. Check the not applicable (NA) box if the question does not apply to you.

To what extent do you agree or disagree with each of the following statements about the LRMP process you participated in?	SA	SWA	SWD	SD	NA
1. I became involved in the process because I/my organization felt it was the best way to achieve our goals/ with respect to land use planning.					
2. I had clear goals in mind when I first became involved in the LRMP process.					
3. I was fully committed to making the process work.					
4. I was involved in the design of the LRMP *process* (i.e. ground rules, roles, procedures).					
5. On an ongoing basis, I was able to influence the *process* used in the LRMP.					
6. I had or received sufficient training to participate effectively.					
7. I had or received sufficient funding to participate effectively.					
8. My participation made a difference in the outcomes of the LRMP process.					
9. Due to constraints of the process, I was unable to effectively communicate with and gain support from my constituency.					
10. The process helped to ensure I was accountable to the constituency I was representing.					
11. The organization/sector/group I represented provided me with clear direction throughout the process.					

PART B: THE LRMP PROCESS

Please check whether you strongly agree (SA), somewhat agree (SWA), somewhat disagree (SWD) or strongly disagree (SD) with the following statements. Check the not applicable (NA) box if the question does not apply to you.

To what extent do you agree or disagree with each of the following statements about the LRMP process you participated in?	SA	SWA	SWD	SD	NA
1. All appropriate interests or values were represented in the process.					
2. There were significant differences in values among participants.					
3. All government agencies that needed to be involved were adequately represented.					
4. All participants were committed to making the process work.					
5. The process participants collectively identified and agreed upon clear goals and objectives.					
6. Participant roles were clearly defined.					
7. First Nations roles were clearly defined.					
8. I am satisfied with the way First Nations were involved in the process.					
9. The procedural ground rules were clearly defined.					
10. Stakeholders had a clear understanding that if no consensus was reached, the provincial government would make the decisions.					
11. All interests/perspectives had equal influence at the LRMP table.					
12. The process reduced power imbalances among participants.					
13. The process encouraged open communication about participants' interests					
14. All participants demonstrated a clear understanding of the different stakeholder interests around the table.					
15. The process was hindered by a lack of communication and negotiation skills.					
16. The process generated trust among participants.					
17. The process fostered teamwork.					
18. Generally, the representatives at the table were accountable to their constituencies.					
19. The process had an effective strategy for communicating with the broader public.					
20. The process was effective in representing the interests of the broader public.					
21. The process was flexible enough to be adaptive to new information or changing circumstances.					
22. Participants were given the opportunity to periodically assess the process and make adjustments as needed.					
23. The process had a detailed project plan (for the negotiation process) including clear milestones.					
24. Deadlines during the process were helpful in moving the process along.					
25. The time allotted to the process was realistic.					
26. The issues we were dealing with in the LRMP process were significant problems requiring timely resolution.					
27. The process was hindered by lack of structure.					
28. Process staff acted in a neutral and unbiased manner.					
29. The agency responsible for managing the LRMP process acted in a neutral and unbiased manner.					
30. Process staff (including facilitator(s) if used) were skilled in running meetings.					

To what extent do you agree or disagree with each of the following statements about the LRMP process you participated in?	SA	SWA	SWD	SD	N A
31. The presence of an independent facilitator/mediator improved process effectiveness.					
32. The independent facilitator/mediator acted in an unbiased manner.					
33. The Coast Information Team provided high-quality scientific and social information to the planning table.					
34. The process lacked adequate high-quality information for effective decision-making.					
35. The setting of the provincial guide of 12% Protected Areas was helpful to reaching consensus.					
36. The process was well prepared with the information needed to accommodate protected areas within the LRMP.					
37. The overlay of resource values on maps was a useful technique for evaluating land use options.					
38. The multiple accounts method was a useful way of evaluating land use options.					
39. The table developed a clear strategy for plan implementation.					
40. At the end of the process, the table participants shared a strong commitment to plan implementation.					

PART C: THE OUTCOMES OF THE PROCESS

Please check whether you strongly agree (SA), somewhat agree (SWA), somewhat disagree (SWD) or strongly disagree (SD) with the following statements. Check the not applicable (NA) box if the question does not apply to you.

To what extent do you agree or disagree with each of the following statements about the outcomes of the LRMP process you participated in?	SA	SWA	SWD	SD	N A
1. The LRMP process I participated in was a success.					
2. The LRMP process was a positive experience.					
3. I am satisfied with the outcome of the process.					
4. The resulting plan addressed the needs, concerns, and values, of the group I represented.					
5. First Nations participation made a significant difference in the outcome of the LRMP process.					
6. As a result of the LRMP process, conflict over land use in the area has decreased.					
7. The LRMP process was the best way of developing a land use plan.					
8. I/my organizations' interests have been accommodated better through the LRMP process than they would have been through other means.					
9. The planning process produced creative ideas for action.					
10. As a result of the process, I have a good understanding of the interests of other participants.					
11. As a result of the process, I now have a better understanding of how government works with respect to land and resource management.					
12. As a result of the process, I have a better understanding of my region.					
13. I gained new or improved skills as a result of my involvement in the process.					

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14. The relationships among table members improved over the course of the process.					
15. I have better working relationships with other parties involved in land use planning as a result of the LRMP process					
16. Contacts I acquired through my participation in the LRMP process are useful to me and/or my sector/organization					
17. The LRMP process produced information that has been understood and accepted by all participants					
18. Information acquired through my participation in the LRMP process is useful to me and/or my sector/organization					
19. I have used information generated through the LRMP process for purposes outside of the process.					
20. I have seen changes in behaviours and actions as a result of the process.					
21. I am aware of spin-off partnerships or collaborative activities or new organizations that arose as a result of the process					
22. I believe the outcome of the LRMP process served the common good or public interest.					
23. I believe that consensus based processes are an effective way of making land and resource use decisions.					
24. The government should involve the public in land and resource use decisions.					
25. Knowing what I know now I would get involved in a process similar to the LRMP again.					

PART D: CRITERIA FOR SUCCESS

Please check very important (VI), important (I), somewhat important (SI), not important (NI) or not applicable (NA).

Based on your experience of having participated in a consensus–based, shared decision-making process, how important is each of the following factors in achieving a successful process and outcome?	VI	I	SI	NI	NA
Inclusive representation of all relevant stakeholder/interest groups					
Voluntary participation (all participants are free to leave at any time or pursue other avenues if agreement not reached)					
Commitment of stakeholders to the process because it was the best way of meeting objectives					
Clearly defined purpose and objectives					
Consensus requirement					
Clearly defined consequence or alternative outcome if consensus not reached (e.g. knowing the provincial government would make the decisions if no consensus reached)					
Urgency of issues addressed in the process providing incentive to reach agreement					
Process designed by participants					
Clear rules of procedure					
Participants having equal opportunity and resources (skills, resources, money, support)					
Mutual respect and trust in the negotiation process					

Effective process management (including process coordinator/staff)					
Timetable (including deadline for reaching agreement)					
Use of an independent facilitator or mediator					
Stakeholder groups having a clear understanding of their own and other stakeholders' interests					
Accountability of representatives to their constituencies					
Accountability and openness of process to the public					
Access to high-quality information					
Process design that is flexible and adaptive					
Commitment to a plan for implementation and monitoring					

PART E: GENERAL QUESTIONS

Please answers the following questions.
1. What were the most significant achievements of the planning process?
2. Who benefited most from the outcomes of the planning process?
3. Comment on the strengths and weaknesses of the planning process?
4. Comment on the strengths and weaknesses of using ecosystem-based management to guide plan development.
5. Comment on the strengths and weaknesses of First Nations involvement in plan development.
6. Comment on the strengths and weaknesses of the information provided by the Coast Information Team to the planning table.
7. What information was most useful for developing the plan?
8. The process could have been more effective by making the following changes
9. Do you have any other comments about the LRMP process you participated in?

APPENDIX B: CCLRMP PARTICIPANT SURVEY RESULTS

SA = Strongly Agree   SD = Strongly Disagree
SWA = Somewhat Agree   NA = Not applicable
SWD = Strongly Disagree

Table A-1:   Survey Part A Responses (number of responses, all participants)

PART A: YOUR PARTICIPATION IN THE PROCESS

To what extent do you agree or disagree with each of the following statements about the LRMP process you participated in?	SA	SWA	SWD	SD	NA	TOTAL
1. I became involved in the process because I/my organization felt it was the best way to achieve our goals/ with respect to land use	8	3	1	0	2	14
2. I had clear goals in mind when I first became involved in the LRMP process.	8	2	4	0	0	14
3. I was fully committed to making the process work.	11	0	3	0	0	14
4. I was involved in the design of the LRMP process (i.e. ground rules, roles, procedures).	4	2	3	2	3	14
5. On an ongoing basis, I was able to influence the process used in the LRMP.	3	8	2	0	0	13
6. I had or received sufficient training to participate effectively.	7	4	2	1	0	14
7. I had or received sufficient funding to participate effectively.	6	2	4	2	0	14
8. My participation made a difference in the outcomes of the LRMP process.	12	1	1	0	0	14
9. Due to constraints of the process, I was unable to effectively communicate with and gain support from my constituency.	0	3	4	5	2	14
10. The process helped to ensure I was accountable to the constituency I was representing.	2	6	3	1	2	14
11. The organization/sector/group I represented provided me with clear direction throughout the process.	3	8	1	0	2	14

Table A-2:   Survey Part B Responses (number of responses, all participants)

PART B: THE LRMP PROCESS

To what extent do you agree or disagree with each of the following statements about the LRMP process you participated in?	SA	SWA	SWD	SD	NA	Total
1. All appropriate interests or values were represented in the process.	5	4	3	2	0	14
2. There were significant differences in values among participants.	9	4	1	0	0	14
3. All government agencies that needed to be involved were adequately represented.	2	4	6	2	0	14
4. All participants were committed to making the process	6	5	1	2	0	14
5. The process participants collectively identified and agreed upon clear goals and objectives.	4	6	3	1	0	14
6. Participant roles were clearly defined.	8	5	1	0	0	14
7. First Nations roles were clearly defined.	2	6	6	0	0	14
8. I am satisfied with the way First Nations were involved in the process.	5	6	3	0	0	14
9. The procedural ground rules were clearly defined.	10	3	1	0	0	14
10. Stakeholders had a clear understanding that if no consensus was reached, the provincial government would make the decisions.	11	2	1	0	0	14
11. All interests/perspectives had equal influence at the LRMP table.	1	2.5	4.5	6	0	14
12. The process reduced power imbalances among participants.	2	8	3	1	0	14
13. The process encouraged open communication about participants' interests	8	6	0	0	0	14
14. All participants demonstrated a clear understanding of the different stakeholder interests around the table.	5	7	2	0	0	14
15. The process was hindered by a lack of communication and negotiation skills.	1	2	6	5	0	14
16. The process generated trust among participants.	3	10	1	0	0	14
17. The process fostered teamwork.	5	5	4	0	0	14
18. Generally, the representatives at the table were accountable to their constituencies.	7	6	1	0	0	14
19. The process had an effective strategy for communicating with the broader public.	0	5	7	2	0	14
20. The process was effective in representing the interests of the broader public.	3	6	4	1	0	14

Table A-2 con't: Survey Part B Responses (number of responses, all participants)

To what extent do you agree or disagree with each of the following statements about the LRMP process you participated in?	SA	SWA	SWD	SD	NA	Total
21. The process was flexible enough to be adaptive to new information or changing circumstances.	4	10	0	0	0	14
22. Participants were given the opportunity to periodically assess the process and make adjustments as needed.	2	4	7	1	0	14
23. The process had a detailed project plan (for the negotiation process) including clear milestones.	1	8.5	3.5	1	0	14
24. Deadlines during the process were helpful in moving the process along.	5	4	4	1	0	14
25. The time allotted to the process was realistic.	2	7	4	1	0	14
26. The issues we were dealing with in the LRMP process were significant problems requiring timely resolution.	10	4	0	0	0	14
27. The process was hindered by lack of structure.	0	3	6	5	0	14
28. Process staff acted in a neutral and unbiased manner.	4	9	1	0	0	14
29. The agency responsible for managing the LRMP process acted in a neutral and unbiased manner.	4	5	5	0	0	14
30. Process staff (including facilitator(s) if used) were skilled in running meetings.	8	6	0	0	0	14
31. The presence of an independent facilitator/mediator improved process effectiveness.	6	6	2	0	0	14
32. The independent facilitator/mediator acted in an unbiased manner.	7	4	2	1	0	14
33. The Coast Information Team provided high quality scientific and social information to the planning table.	0	4.5	5.5	4	0	14
34. The process lacked adequate high quality information for effective decision-making.	0	6	5	3	0	14
35. The setting of the provincial guide of 12% Protected Areas was helpful to reaching consensus.	2	2	3	6	1	14
36. The process was well prepared with the information needed to accommodate protected areas within the LRMP.	1	9	3	1	0	14
37. The overlay of resource values on maps was a useful technique for evaluating land use options.	5	6	3	0	0	14
38. The multiple accounts method was a useful way of evaluating land use options.	3	4.5	5.5	0	1	14
39. The table developed a clear strategy for plan implementation.	1	9	4	0	0	14
40. At the end of the process, the table participants shared a strong commitment to plan implementation.	7	4	3	0	0	14

Table A-3:   Survey Part C Responses (number of responses, all participants)

PART C: THE OUTCOMES OF THE PROCESS

To what extent do you agree or disagree with each of the following statements about the outcomes of the LRMP process you participated in?	SA	SWA	SWD	SD	NA	Total
1. The LRMP process I participated in was a success.	7	4	2	0	1	14
2. The LRMP process was a positive experience.	7	6	1	0	0	14
3. I am satisfied with the outcome of the process.	4	5	1	3	1	14
4. The resulting plan addressed the needs, concerns, and values, of the group I represented.	4	4	3	2	1	14
5. First Nations participation made a significant difference in the outcome of the LRMP process.	10	3	1	0	0	14
6. As a result of the LRMP process, conflict over land use in the area has decreased.	3	5	4	1	1	14
7. The LRMP process was the best way of developing a land use plan.	5	8	0	1	0	14
8. I/my organizations' interests have been accommodated better through the LRMP process than they would have been through other means.	4	8	1	1	0	14
9. The planning process produced creative ideas for action.	4	7	2	1	0	14
10. As a result of the process, I have a good understanding of the interests of other participants.	9	5	0	0	0	14
11. As a result of the process, I now have a better understanding of how government works with respect to land and resource management.	5	6	3	0	0	14
12. As a result of the process, I have a better understanding	11	3	0	0	0	14
13. I gained new or improved skills as a result of my involvement in the process.	9	5	0	0	0	14
14. The relationships among table members improved over the course of the process.	11	2	1	0	0	14
15. I have better working relationships with other parties involved in land use planning as a result of the LRMP process.	7	6	1	0	0	14
16. Contacts I acquired through my participation in the LRMP process are useful to me and/or my sector/organization	8	5	0	1	0	14
17. The LRMP process produced information that has been understood and accepted by all participants.	2	5	6	1	0	14
18. Information acquired through my participation in the LRMP process is useful to me and/or my sector/organization	8	6	0	0	0	14
19. I have used information generated through the LRMP process for purposes outside of the process.	6	5	2	1	0	14
20. I have seen changes in behaviours and actions as a result of the process.	5	8	1	0	0	14
21. I am aware of spin-off partnerships or collaborative activities or new organizations that arose as a result of the process.	3	7	2	1	1	14
22. I believe the outcome of the LRMP process served the common good or public interest.	6	5	3	0	0	14
23. I believe that consensus based processes are an effective way of making land and resource use decisions.	7	5	1	1	0	14
24. The government should involve the public in land and resource use decisions.	8	3	1	2	0	14
25. Knowing what I know now I would get involved in a process similar to the LRMP again.	9	4	1	0	0	14

Table A-4: Survey Part D Responses (number of responses, all participants)

VI = Very important
I = Important
SWI = Somewhat Important

NI = Not important
NA = Not applicable

PART D: CRITERIA FOR SUCCESS — Based on your experience of having participated in a consensus-based, shared decision-making process,	VI	I	SWI	NI	NA	Total
Inclusive representation of all relevant stakeholder/interest groups	9	4	1	0	0	11
Voluntary participation (all participants are free to leave at any time or pursue other avenues if agreement not reached)	7	6	1	0	1	11
Commitment of stakeholders to the process because it was the best way of meeting objectives	10	3	1	0	0	14
Clearly defined purpose and objectives	11	3	0	0	0	14
Consensus requirement	10	1	3	0	0	14
Clearly defined consequence or alternative outcome if consensus not reached (e.g. knowing the provincial government would make the decisions if no consensus reached)	9	4	1	0	0	14
Urgency of issues addressed in the process providing incentive to reach agreement	10	4	0	0	0	14
Process designed by participants	3	6	2	2	0	13
Clear rules of procedure	12	2	0	0	0	14
Participants having equal opportunity and resources (skills, resources, money, support)	7	4	1	2	0	14
Mutual respect and trust in the negotiation process	11	3	0	0	0	14
Effective process management (including process coordinator/staff)	13	1	0	0	0	14
Timetable (including deadline for reaching agreement)	7	4	3	0	0	14
Use of an independent facilitator or mediator	5	3	3	3	0	14
Stakeholder groups having a clear understanding of their own and other stakeholders' interests	8	5	1	0	0	14
Accountability of representatives to their constituencies	9	5	0	0	0	14
Accountability and openness of process to the public	10	1	3	0	0	14
Access to high quality information	13	1	0	0	0	14
Process design that is flexible and adaptive	8	5	1	0	0	14
Commitment to a plan for implementation and monitoring	9	4	1	0	0	14

Table A-5:   Survey Part A Responses (by percent, all participants)

PART A: YOUR PARTICIPATION IN THE PROCESS

To what extent do you agree or disagree with each of the following statements about the LRMP process you participated in?	SA	SWA	SWD	SD	NA	TOTAL
1. I became involved in the process because I/my organization felt it was the best way to achieve our goals/ with respect to land use	67	25	8	0	17	117
2. I had clear goals in mind when I first became involved in the LRMP process.	57	14	29	0	0	100
3. I was fully committed to making the process work.	79	0	21	0	0	100
4. I was involved in the design of the LRMP *process* (i.e. ground rules, roles, procedures).	36	18	27	18	27	127
5. On an ongoing basis, I was able to influence the *process* used in the LRMP.	21	57	14	0	0	93
6. I had or received sufficient training to participate effectively	50	29	14	7	0	100
7. I had or received sufficient funding to participate effectively.	43	14	29	14	0	100
8. My participation made a difference in the outcomes of the LRMP process.	86	7	7	0	0	100
9. Due to constraints of the process, I was unable to effectively communicate with and gain support from my constituency.	0	25	33	42	17	117
10. The process helped to ensure I was accountable to the constituency I was representing.	17	50	25	8	17	117
11. The organization/sector/group I represented provided me with clear direction throughout the process.	25	67	8	0	17	117

Table A-6:   Survey Part B Responses (by percent, all participants)

PART B: THE LRMP PROCESS

To what extent do you agree or disagree with each of the following statements about the LRMP process you participated in?	SA	SWA	SWD	SD	NA	TOTAL
1. All appropriate interests or values were represented in the process.	36	29	21	14	0	100
2. There were significant differences in values among participants.	64	29	7	0	0	100
3. All government agencies that needed to be involved were adequately represented.	14	29	43	14	0	100
4. All participants were committed to making the process work.	43	36	7	14	0	100
5. The process participants collectively identified and agreed upon clear goals and objectives.	29	43	21	7	0	100
6. Participant roles were clearly defined.	57	36	7	0	0	100
7. First Nations roles were clearly defined.	14	43	43	0	0	100
8. I am satisfied with the way First Nations were involved in the process.	36	43	21	0	0	100
9. The procedural ground rules were clearly defined.	71	21	7	0	0	100
10. Stakeholders had a clear understanding that if no consensus was reached, the provincial government would make the decisions.	79	14	7	0	0	100
11. All interests/perspectives had equal influence at the LRMP table.	7	18	32	43	0	100
12. The process reduced power imbalances among participants.	14	57	21	7	0	100
13. The process encouraged open communication about participants' interests	57	43	0	0	0	100
14. All participants demonstrated a clear understanding of the different stakeholder interests around the table.	36	50	14	0	0	100
15. The process was hindered by a lack of communication and negotiation skills.	7	14	43	36	0	100
16. The process generated trust among participants.	21	71	7	0	0	100
17. The process fostered teamwork.	36	36	29	0	0	100
18. Generally, the representatives at the table were accountable to their constituencies.	50	43	7	0	0	100
19. The process had an effective strategy for communicating with the broader public.	0	36	50	14	0	100
20. The process was effective in representing the interests of the broader public.	21	43	29	7	0	100

Table A-6 con't: Survey Part B Responses (by percent, all participants)

To what extent do you agree or disagree with each of the following statements about the LRMP process you participated in?	SA	SWA	SWD	SD	NA	TOTAL
...to be adaptive to new	29	71	0	-	-	,uu
22. Participants were given the opportunity to periodically assess the process and make adjustments as needed.	14	29	50			,uu
23. The process had a detailed project plan (for the negotiation process) including clear milestones.	7	61	25	7	0	100
24. Deadlines during the process were helpful in moving the process along.	36	29	29	7	0	100
25. The time allotted to the process was realistic.	14	50	29	7	0	100
26. The issues we were dealing with in the LRMP process were significant problems requiring timely resolution.	71	29	0	0	0	100
27. The process was hindered by lack of structure.	0	21	43	36	0	100
28. Process staff acted in a neutral and unbiased manner.	29	64	7	0	0	100
29. The agency responsible for managing the LRMP process acted in a neutral and unbiased manner.	29	36	36	0	0	100
30. Process staff (including facilitator(s) if used) were skilled in running meetings.	57	43	0	0	0	100
31. The presence of an independent facilitator/mediator improved process effectiveness.	43	43	14	0	0	100
32. The independent facilitator/mediator acted in an unbiased manner.	50	29	14			...
33. The Coast Information Team provided high quality scientific and social information to the planning table.	0	32	39	29	0	100
34. The process lacked adequate high quality information for effective decision-making.	0	43	36	21	0	100
35. The setting of the provincial guide of 12% Protected Areas was helpful to reaching consensus.	15	15	23	46	8	108
36. The process was well prepared with the information needed to accommodate protected areas within the LRMP.	7	64	21	7	0	100
37. The overlay of resource values on maps was a useful technique for evaluating land use options.	36	43	21	0	0	100
38. The multiple accounts method was a useful way of evaluating land use options.	23	35	42	0	8	108
39. The table developed a clear strategy for plan implementation.	7	64	20	0	0	100
40. At the end of the process, the table participants shared a strong commitment to plan implementation.	50	29	21	0	0	100

Table A-7: Survey Part C Responses (by percent, all participants)

PART C: THE OUTCOMES OF THE PROCESS

To what extent do you agree or disagree with each of the following statements about the outcomes of the LRMP process you	SA	SWA	SWD	SD	NA	TOTAL
1. The LRMP process I participated in was a success.	54	31	15	0	8	108
2. The LRMP process was a positive experience.	50	43	7	0	0	100
3. I am satisfied with the outcome of the process.	31	38	8	23	8	108
4. The resulting plan addressed the needs, concerns, and values, of the group I represented.	31	31	23	15	8	108
5. First Nations participation made a significant difference in the outcome of the LRMP process.	71	21	7	0	0	100
6. As a result of the LRMP process, conflict over land use in the area has decreased.	23	38	31	8	8	108
7. The LRMP process was the best way of developing a land use plan.	36	57	0	7	0	100
8. I/my organizations' interests have been accommodated better through the LRMP process than they would have been through other means.	29	57	7	7	0	100
9. The planning process produced creative ideas for action.	29	50	14	7	0	100
10. As a result of the process, I have a good understanding of the interests of other participants.	64	36	0	0	0	100
11. As a result of the process, I now have a better understanding of	36	43	21	0	0	100
12. As a result of the process, I have a better understanding of my region.	79	21	0	0	0	100
13. I gained new or improved skills as a result of my involvement in the process.	64	36	0	0	0	100
14. The relationships among table members improved over the course of the process.	79	14	7	0	0	100
15. I have better working relationships with other parties involved in land use planning as a result of the LRMP process.	50	43	7	0	0	100
16. Contacts I acquired through my participation in the LRMP process are useful to me and/or my sector/organization	57	36	0	7	0	100
17. The LRMP process produced information that has been understood and accepted by all participants.	14	36	43	7	0	100
18. Information acquired through my participation in the LRMP process is useful to me and/or my sector/organization						
19. I have used information generated through the LRMP process	57	43	0	0	0	100
19. I have used information generated through the LRMP process for purposes outside of the process.	43	36	14	7	0	100
20. I have seen changes in behaviours and actions as a result of the process.	36	57	7	0	0	100
21. I am aware of spin-off partnerships or collaborative activities or new organizations that arose as a result of the process.	23	54	15	8	8	108
22. I believe the outcome of the LRMP process served the common good or public interest.	43	36	21	0	0	100
23. I believe that consensus based processes are an effective way of making land and resource use decisions.	50	36	7	7	0	100
24. The government should involve the public in land and resource use decisions.	57	21	7	14	0	100
25. Knowing what I know now I would get involved in a process similar to the LRMP again.	64	29	7	0	0	100

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Table A-8: Survey Part D Responses (by percent, all participants)

PART D: CRITERIA FOR SUCCESS

Based on your experience of having participated in a consensus–based, shared decision-making process,	VI	I	SWI	NI	NA	Total
Inclusive representation of all relevant stakeholder/interest	64	29	7	0	0	100
Voluntary participation (all participants are free to leave at any time or pursue other avenues if agreement not reached)	64	15	21	0	0	100
Commitment of stakeholders to the process because it was the best way of meeting objectives	71	21	7	0	0	100
Clearly defined purpose and objectives	79	21	0	0	0	100
Consensus requirement	71	7	21	0	0	100
Clearly defined consequence or alternative outcome if consensus not reached (e.g. knowing the provincial government would make the decisions if no consensus reached)	64	29	7	0	0	100
Urgency of issues addressed in the process providing incentive to reach agreement	71	29	0	0	0	100
Process designed by participants	21	43	21	14	0	100
Clear rules of procedure	86	14	0	0	0	100
Participants having equal opportunity and resources (skills, resources, money, support)	50	29	7	14	0	100
Mutual respect and trust in the negotiation process	79	21	0	0	0	100
Effective process management (including process coordinator/staff)	93	7	0	0	0	100
Timetable (including deadline for reaching agreement)	50	29	21	0	0	100
Use of an independent facilitator or mediator	36	21	21	21	0	100
Stakeholder groups having a clear understanding of their own and other stakeholders' interests	57	36	7	0	0	100
Accountability of representatives to their constituencies	64	36	0	0	0	100
Accountability and openness of process to the public	71	7	21	0	0	100
Access to high quality information	93	7	0	0	0	100
Process design that is flexible and adaptive	57	36	7	0	0	100
Commitment to a plan for implementation and monitoring	64	29	7	0	0	100

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Table A-9:   Survey Part A Responses (number of responses, First Nations)

PART A: YOUR PARTICIPATION IN THE PROCESS

To what extent do you agree or disagree with each of the following statements about the LRMP process you participated in?	SA	SWA	SWD	SD	NA	Total
1. I became involved in the process because I/my organization felt it was the best way to achieve our goals/ with respect to land use	0	2	1	0	0	3
2. I had clear goals in mind when I first became involved in the LRMP process.	1	0	2	0	0	3
3. I was fully committed to making the process work.	0	0	3	0	0	3
4. I was involved in the design of the LRMP *process* (i.e. ground rules, roles, procedures).	0	1	1	1	0	2
5. On an ongoing basis, I was able to influence the *process* used in the LRMP.	0	3	0	0	0	3
6. I had or received sufficient training to participate effectively effectively.	0	0	2	1	0	3
7. I had or received sufficient funding to participate effectively.	0	0	3	0	0	3
8. My participation made a difference in the outcomes of the LRMP process.	2	1	0	0	0	3
9. Due to constraints of the process, I was unable to effectively communicate with and gain support from my constituency.	0	1	1	1	0	3
10. The process helped to ensure I was accountable to the constituency I was representing.	0	1	1	1	0	0
11. The organization/sector/group I represented provided me with clear direction throughout the process.	0	2	0	0	1	3

Table A-10: Survey Part B Responses (number of responses, First Nations)

PART B: THE LRMP PROCESS

To what extent do you agree or disagree with each of the following statements about the LRMP process you participated in?	SA	SWA	SWD	SD	NA	Total
1. All appropriate interests or values were represented in the process.	0	1	0	2	0	3
2. There were significant differences in values among participants.	2	1	0	0	0	3
3. All government agencies that needed to be involved were adequately represented.	0	0	1	2	0	3
4. All participants were committed to making the process work.	0	1	1	1	0	3
5. The process participants collectively identified and agreed upon clear goals and objectives.	0	2	1	0	0	3
6. Participant roles were clearly defined.	1	2	0	0	0	3
7. First Nations roles were clearly defined.	0	0	3	0	0	3
8. I am satisfied with the way First Nations were involved in the process.	0	1	2	0	0	3
9. The procedural ground rules were clearly defined.	0	2	1	0	0	3
10. Stakeholders had a clear understanding that if no consensus was reached, the provincial government would make the decisions.	1	2	0	0	0	3
11. All interests/perspectives had equal influence at the LRMP table.	0	1	0	2	0	3
12. The process reduced power imbalances among participants.	0	1	2	0	0	3
13. The process encouraged open communication about participants' interests	0	3	0	0	0	3
14. All participants demonstrated a clear understanding of the different stakeholder interests around the table.	0	2	1	0	0	3
15. The process was hindered by a lack of communication and negotiation skills.	1	1	1	0	0	3
16. The process generated trust among participants.	0	2	1	0	0	3
17. The process fostered teamwork.	0	0	3	0	0	3
18. Generally, the representatives at the table were accountable to their constituencies.	1	2	0	0	0	3
19. The process had an effective strategy for communicating with the broader public.	0	1	1	1	0	3
20. The process was effective in representing the interests of the broader public.	0	2	0	1	0	3

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Table A-10 con't: Survey Part B Responses (number of responses, First Nations)

To what extent do you agree or disagree with each of the following statements about the LRMP process you participated in?	SA	SWA	SWD	SD	NA	Total
21. The process was flexible enough to be adaptive to new information or changing circumstances.	0	3	0	0	0	3
22. Participants were given the opportunity to periodically assess the process and make adjustments as needed.	0	1	2	0	0	3
23. The process had a detailed project plan (for the negotiation process) including clear milestones.	0	1	2	0	0	3
24. Deadlines during the process were helpful in moving the process along.	0	0	3	0	0	3
25. The time allotted to the process was realistic.	0	2	1	0	0	3
26. The issues we were dealing with in the LRMP process were significant problems requiring timely resolution.	0	3	0	0	0	3
27. The process was hindered by lack of structure.	0	2	1	0	0	3
28. Process staff acted in a neutral and unbiased manner.	0	3	0	0	0	3
29. The agency responsible for managing the LRMP process acted in a neutral and unbiased manner.	0	3	0	0	0	3
30. Process staff (including facilitator(s) if used) were skilled in running meetings.	1	2	0	0	0	3
31. The presence of an independent facilitator/mediator improved process effectiveness.	1	2	0	0	0	3
32. The independent facilitator/mediator acted in an unbiased manner.	1	1	0	1	0	3
33. The Coast Information Team provided high quality scientific and social information to the planning table.	0	2	0	1	0	3
34. The process lacked adequate high quality information for effective decision-making.	0	1	0	2	0	3
35. The setting of the provincial guide of 12% Protected Areas was helpful to reaching consensus.	0	0	1	2	0	3
36. The process was well prepared with the information needed to accommodate protected areas within the LRMP.	0	1	1	1	0	3
37. The overlay of resource values on maps was a useful technique for evaluating land use options.	0	3	0	0	0	3
38. The multiple accounts method was a useful way of evaluating land use options.	0	2	1	0	0	3
39. The table developed a clear strategy for plan implementation.	0	2	1	0	0	3
40. At the end of the process, the table participants shared a strong commitment to plan implementation.	0	1	2	0	0	3

Table A-11:   Survey Part C Responses (number of responses, First Nations)

PART C: THE OUTCOMES OF THE PROCESS

To what extent do you agree or disagree with each of the following statements about the outcomes of the LRMP process you participated in?	SA	SWA	SWD	SD	NA	Total
1. The LRMP process I participated in was a success.	0	1	1	0	1	3
2. The LRMP process was a positive experience.	0	3	0	0	0	3
3. I am satisfied with the outcome of the process.	0	0	1	1	1	3
4. The resulting plan addressed the needs, concerns, and values, of the group I represented.	0	0	1	1	1	3
5. First Nations participation made a significant difference in the outcome of the LRMP process.	2	0	1	0	0	3
6. As a result of the LRMP process, conflict over land use in the area has decreased.	0	1	?	0	0	3
7. The LRMP process was the best way of developing a land use plan.	0	2	0	1	0	3
8. I/my organizations' interests have been accommodated better through the LRMP process than they would have been through other means.	0	2	1	0	0	3
9. The planning process produced creative ideas for action.	0	3	0	0	0	3
10. As a result of the process, I have a good understanding of the interests of other participants.	2	1	0	0	0	3
11. As a result of the process, I now have a better understanding of how government works with respect to land and resource management.	1	1	1	0	0	3
12. As a result of the process, I have a better understanding of my region.	2	1	0	0	0	3
13. I gained new or improved skills as a result of my involvement in the process.	2	1	0	0	0	3
14. The relationships among table members improved over the course of the process.	1	1	1	0	0	3
15. I have better working relationships with other parties involved in land use planning as a result of the LRMP process.	1	1	1	0	0	3
16. Contacts I acquired through my participation in the LRMP process are useful to me and/or my sector/organization	1	1	0	1	0	3
17. The LRMP process produced information that has been understood and accepted by all participants.	0	0	3	0	0	3
18. Information acquired through my participation in the LRMP process is useful to me and/or my sector/organization	1	2	0	0	0	3
19. I have used information generated through the LRMP process for purposes outside of the process.	1	1	0	1	0	3
20. I have seen changes in behaviours and actions as a result of the process.	0	2	1	0	0	3
21. I am aware of spin-off partnerships or collaborative activities or new organizations that arose as a result of the process.	0	1	2	0	0	3
22. I believe the outcome of the LRMP process served the common good or public interest.	0	2	1	0	0	3
23. I believe that consensus based processes are an effective way of making land and resource use decisions.	0	1	1	1	0	3
24. The government should involve the public in land and resource use decisions.	0	1	0	2	0	3
25. Knowing what I know now I would get involved in a process similar to the LRMP again.	2	1	0	0	0	3

Table A-12:   Survey Part D Responses (number of responses, First Nations)

PART D: CRITERIA FOR SUCCESS

Based on your experience of having participated in a consensus–based, shared decision-making process, how important	VI	I	SWI	NI	NA	Total
Inclusive representation of all relevant stakeholder/interest groups	2	1	0	0	0	3
Voluntary participation (all participants are free to leave at any time or pursue other avenues if agreement not reached)	2	0	1	0	0	3
Commitment of stakeholders to the process because it was the best way of meeting objectives	1	1	1	0	0	3
Clearly defined purpose and objectives	2	1	0	0	0	3
Consensus requirement	2	0	1	0	0	3
Clearly defined consequence or alternative outcome if consensus not reached (e.g. knowing the provincial government would make the	1	1	1	0	0	3
Urgency of issues addressed in the process providing ncentive to reach agreement	2	1	0	0	0	3
Process designed by participants	1	1	1	0	0	3
Clear rules of procedure	1	2	0	0	0	3
Participants having equal opportunity and resources (skills, resources, money, support)	2	0	0	1	0	3
Mutual respect and trust in the negotiation process	2	1	0	0	0	3
Effective process management (including process coordinator/staff)	2	1	0	0	0	3
Timetable (including deadline for reaching agreement)	0	1	2	0	0	3
Use of an independent facilitator or mediator	0	0	2	1	0	3
Stakeholder groups having a clear understanding of their own and other stakeholders' interests	1	1	1	0	0	3
Accountability of representatives to their constituencies	1	2	0	0	0	3
Accountability and openness of process to the public	2	1	0	0	0	3
Access to high quality information	3	0	0	0	0	3
Process design that is flexible and adaptive	2	1	0	0	0	3
Commitment to a plan for implementation and monitoring	1	2	0	0	0	3

Table A-13:   Survey Part E Responses (all participants)

E1. What were the most significant achievements in the planning process?	#
Building relationships and understanding	7
Developed and agreed on plan	8
Information/knowledge/understanding	5
Protected areas	1
Multiple interests included	0
E2. Who benefited most from the outcomes of the planning process?	**#**
First Nations	7
All groups benefitted equally	4
Public	4
Conservation Interests	4
Government	3
Central Coast Residents	2
Resource user groups	2
Not non-First Nations	i
E3 a. Key strengths of the process	**#**
Process management	10
Principled negotiation, relationships, and understanding	5
Consensus approach	2
Participant commitment	2
Inclusive and open-process, multiple interests included	2
Information, knowledge, and understanding	1
Economic benefit for First Nations	1
E3 b. Key weaknesses of the process	**#**
Information	5
Inequality	3
Goals and objectives	3
Process management	3
Representation	2
Time/length	2
Government commitment	1
E4 a. Key strengths of EBM	**#**
Encompasses all values	5
Political manuovering	3

Table A-13 con't: Survey Part E Responses (all participants)

E4 b. Key weaknesses of EBM	#
Implementation/enforcement	9
Political manuovering	3
Difficult to define	3
Information	3
Not better than current approach	2
Limited scope of applicability	1
Lack of First Nations compensation	1
E5 a. Key strengths of First Nations Involvement	**#**
Increase participant understanding of First Nations issues	6
Certainty	3
Positive contribution	3
Equity	3
Provided leadership	2
E5 b. Key weaknesses of First Nations Involvement	**#**
Slowed decision making	4
Lacked experience	4
External process	4
Limited participation	3
Confidential information	1
E6 a. Key strengths of Information provided by CIT	**#**
Good information	9
Learning tool	3
Independent information	2
E6 b. Key weaknesses of Information provided by CIT	**#**
Poor quality information	9
Lack of independence	7
Project delivery	6
Internal CIT issues	1
Scope of work too large	1
No change	1
E7. What information was most useful for developing the plan?	**#**
Technical information	11
Government information	5
Table member information	4
CIT information	3
Map tools	2
Do not know	1

Table A-13 con't: Survey Part E Responses (all participants)

E8. The process could have been more effective by making the following changes	#
Information	13
Process management	0
Representation	2
Equality	0
Facilitation	0
No change needed	1
Government commitment	0

E9. Do you have any other comments about the LRMP process you participated in?	#
Successful/effective/positive	8
Process management	5
Unknown final outcome	4
Poor information	1
First Nations	1
Willing to participate again	1
Corrupt process	1

APPENDIX C: CIII RESULTS

Additional question: CIII was a significant factor in helping the CCLRMP achieve final agreement

SA	%	SWA	%	Agree	%	SWD	%	SD	%	NA	%	TOTAL
3	25	2.5	21	6	46	0	0	6.5	54	0	0	12

APPENDIX D: FIRST NATIONS INTERVIEW TRANSCRIPTS

March 15 2006
Telephone conversation with First Nations Representative #1

Commitment:
    1. **Fully committed to make the process work – SWD**

This response came from personal experience. We (participants) all talked about being committed, but this was a false front.

First Nations were the first to develop the protectionist approach; however First Nations are also the first to have justification to be a protectionist group. Aboriginal groups have been burnt so badly so many times. Representatives of Aboriginal groups do not have full trust for any process asking for their trust and their permission.

    2. **All participants were committed to make the process work – SD**

As above.

Inclusive representation:
    3. **All appropriate interests or values were represented in the process – SD**

The process did not represent the people from the smaller, isolated communities in the region (i.e. Bella Coola). Big industry, large ENGOs, government, all have power and the process did not provide the small communities with enough leverage. Even First Nations have more leverage (although the people of the First Nations communities see themselves as having less than those from the small non-native communities). Additionally, Labour, even with all their power, was kept at bay by large industry, ENGOs, government, and First Nations.

The representatives from small communities really felt the tokenism of this process (i.e. invited to participate but not really given any room to be involved).

Perceived as successful:
    4. **I am satisfied with the outcomes of the process – SD**
    5. **The resulting plan addressed the needs, concerns, and values of the groups I represent – SD**
    6. **First Nations participation made a significant difference in the outcome of the LRMP – SWD**

7. **Conflict reduced – SWD**

In my answers, I am referring to the overall process (i.e. Completion Table and G2G). Look at what is happening today, government is taking full advantage of the agreement and logging using the status quo approach (sight unseen, sight unconcerned).

As for whether or not the process reduced conflict, I am waiting to see what will happen, if status quo operations continue, the fight will arise again.

Support for CP processes:
8. **I believe consensus based processes are an effective way of making land and resource use decisions - SWD**
9. **The government should involve the public in land and resource use decisions – SD**
10. **Use of an independent facilitator or mediator – NI**

I look at this from the First Nations ownership perspective. First Nations own the land, and they want to deal with government directly. If government wants to involve others, the process will take longer.

New collaborations:
11. **I am aware of spin-off partnerships/new collaborations that arose as a result of the process - SWD**

I am thinking about lasting relationships. New relationships happened for the moment, but they will not be long lasting because the process is so sensitive and not every one is fully on the same page yet. People are still not on the same page after 10 years, because the process is a token process. Consensus occurred because my people broke down, there were a few carrots put out there and those were enough for the people to agree with the overall package.

March 21 2006
Telephone Conversation with First Nations Representative #2

Commitment:
1. I became involved in the process because it was the best way for us to achieve our goals with respect to land use planning – SWD
2. I had clear goals in mind when I first became involved in the LRMP process – SWD
3. I was fully committed to making the process work – SWD
4. All participants were committed to making the process work – SWD

In the end the LRMP proved a useful way to achieve our goals, but initially the band entered into the LRMP because we had been left out of the CORE process. We were left out of the CORE process because the provincial government would not recognize First Nations as a government for CORE decision making, so we chose not to participate. Furthermore, the province was unwilling to provide funding to assist with our participation.

We knew what we did not want to have happen; just still had not built any vision on what direction we wanted to go. Land use plans were not really on anyone's agenda when the CCLRMP process first started, resulting in a lack of coordination on the direction our Nation wanted to go.

There were two processes. We were not really committed to making the first process under the NDP work, rather more interested in protecting rights and title (first table). However, then the Liberals became involved and negotiated a G2G approach, and we became committed to seeing the Completion Table portion of the overall CCLRMP work.

There were definitely positions at the table. There were representatives at the table that were interested in the greater good. However, there were also groups that just wanted their interests to be dealt with, and really were just worried about this. As a result, a lot of lip service was paid to collaboration but that is not really what was happening.

Principled negotiation and respect:
5. The process fostered teamwork – SWD

There were some groups willing to put their differences aside and work toward a common good, however there were also groups that were not willing to do this. As a result, overall the table did not work together.

Perceived as successful:
6. The LRMP process I participated in was a success/ I am satisfied with the outcome of the process/ The resulting plan addresses the needs, concerns, and values of the group I represent – NA

We have a playbook that everyone is endorsing, but in regards to the benefits we are looking for from the process, no results are evident yet.

Agreed on the starting point, but have not really done anything yet. Step in the right direction, but the benefits have yet to flow (not just financially, also resource management capacity etc).

Support for CP processes:
7. **The LRMP was the best way of developing a land use plan – SD**
8. **My orgs interests have been accommodated through the LRMP process then they would have been through other means – SWD**
9. **I believe consensus based processes are an effective way of making land and resource use decisions – SD**
10. **The government should involve the public in land and resource use decisions - SD**

Answer from a FN point of view – FN needs to address their vision before they start talking to the other stakeholders resource management.

We were not sure what our interests were; rather we knew what we wanted to protect. We were not at the table to have our interests accommodated that is what the treaty process is for. However, participating in the LRMP process helped us to understand our interests better. Although, we have yet to achieve those interests.

Consensus approaches are good for creating a shared understanding of the resource values around the table, but final decisions need to be made at a government to government level. Title holders should be the only ones involved in decision making process. This is because these are the groups that will be accountable for the final decision in the end. Involving the public - same perspective as above

March 21, 2006
Telephone Conversation with First Nations Representative #3

Commitment:
1. **I had clear goals in mind when I first became involved – SWD**
2. **I was fully committed to making the process work – SWD**

These issues are discussed at community assemblies, but it is difficult to get the final, specific goals and objectives hammered out and down on paper due to a lack of capacity (time, financial and human resources).

The funding for First Nation's land use plans came in part way through the CCLRMP. If this funding had been available before the CCLRMP had started, than we could have been more prepared for table discussions.

The issue of representative commitment is also tied to First Nation's lack of capacity. On the individual level, I am fully committed to making the process works. However, a lack of capacity makes being fully committed in practice, difficult.

Inclusive representation:
3. **All appropriate interests were represented – SD**

Responded to this question from the perspective of the [my] Nation – meaning all of [my Nation's] interests or values were not represented in the process. Further, I did not have enough financial or human resources, including expert advice, to pull interests/values together and effectively represent them at the table.

Principled negotiation and respect:
4. **The process fostered teamwork – SWD**

Some stakeholders agree with First Nations perspective, and others did not agree. In some ways, I don't know if the process really requires sector representatives to have to work as a team. When you force someone to work with you is that really team work? Everyone came to the table with their own agenda, which makes it difficult to think that the table worked as a team. Having said that, there was some team work between various sectors that helped the process here and there.

Perceived as successful:
5. **The LRMP process was a success – SWD**
6. **I am satisfied with the outcomes – SWD**
7. **The resulting plan addresses needs of constituents – SWD**
8. **Conflict in the area has decreased – SWD**

In hindsight could change this to SWA (C1), there are some agreements and resources coming down the line that will help [my Nation's] people. CIII is an example of this. The internal process (i.e. development of [my Nation's] Land Use Plan) helped bring

community members together. This process also helped bring [my] Nation into the open, as they have always been in the background due to a lack of resources.

More resources are required to address all of the [my] Nation's needs, values, and interests in their land use plan. Because this plan was not complete before the CCLRMP process was over, the recommendations from the CCLRMP do not fully address the values of the [my Nation].

In terms of reducing conflict, the LRMP process can only go so far. The CCLMRP recommends process for dealing with future conflict, however it remains to be seen if these recommendations will be implemented. I am hopeful, but only time will tell. However, conflict has been reduced because now the province talks with First Nations about their interests as opposed to ignoring them. However, these discussions don't always lead to outcomes that work well for both parties. For instance, the province as put a protected area in part of [my Nation's] traditional territory where shellfish harvesting occurs. This creates conflict that needs to be addressed.

New collaborations:
9. **Relationships among table members improved – SWD**
10. **I have a better working relationship with other parties involved in land use planning – SWD**
11. **Changes in behavior as result of process – SWD**
12. **New collaborations – SWD**

A lot of the stakeholders participate in these negotiations to make money. The relationship has 'changed', but more due to court cases that require stakeholders to sit at the table together, not because the relationships have 'improved'.

Behavior hasn't changed because people are still there because they have to be.

Don't see anyone (government or corporations) stepping up to [my Nation] asking to sep up new collaborative activities/partnerships. Perhaps this will occur after the G2G agreement is signed. But it has not occurred yet.