ENGAGING THE TOURISM INDUSTRY IN FOREST MANAGEMENT PLANNING: AN EVALUATION OF ONTARIO'S RESOURCE STEWARDSHIP AGREEMENT PROCESS

by

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ABSTRACT

With the introduction of the Resource Stewardship Agreement (RSA) process the
Ontario Ministry of Natural Resources has incorporated shared decision-making into its
management of Crown forests. Within the RSA process, tourism and forestry operators
negotiate mutually agreeable solutions to forest harvesting / tourism conflicts. I reviewed
RSA policy documents and surveyed tourism operators to evaluate the RSA process and
outcomes. I found the RSA process benefited forest management in Ontario by:
including tourism operators in forest planning; promoting dialogue between the two
industries; and balancing power relationships. However, RSAs could be improved by
including more stakeholders, having a broader mandate and providing more equal
opportunities to negotiating parties. Beyond the scope of RSAs, Ontario should consider
undertaking large-scale land-use planning, incorporating shared decision-making into
forest management planning, enhancing enforcement and correcting the perceived bias of
the Ministry of Natural Resources towards the forest industry.

ACKNOWLEDGEMENTS

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GLOSSARY

BATNA   Best Alternative to a Negotiated Agreement

FMP   Forest Management Plan

MOU   Tourism & Forestry Industry Memorandum of Understanding

NOTO   Northern Ontario Tourist Outfitters Association

OMNR   Ontario Ministry of Natural Resources

OMTR   Ontario Ministry of Tourism and Recreation

RBT   Resource-Based Tourism

RSA   Resource Stewardship Agreement

SFL   Sustainable Forest Licensee (Forest Company)

CHAPTER 1: INTRODUCTION

1.1 Forest Use Conflicts

As the global population and economy grow, conflict over the use of land and resources, including forests, is inevitable. As the global population expands, the demand for timber and timber products for use in housing and industrial development is also growing (Marcin 1993). Meanwhile, due to an increase in environmental awareness, younger generations in affluent countries such as the United States and Canada are less likely to accept traditional timber harvesting methods (Marcin 1993). This increased demand for timber, combined with reduced acceptance of traditional timber harvesting, along with an increased demand for forest recreation and tourism, is creating conflict in the world's forests.

1.2 Forestry, Tourism and Recreation Conflicts in Northern Ontario

In Northern Ontario, a land use conflict exists between resource-based tourism operators and the forest harvesting industry. These interests operate on the same land base and compete for the use of the same natural resources. Logging in Northern Ontario takes place primarily on Crown lands under timber harvesting licences. Eighty-seven percent of Ontario's land mass is comprised of Crown land with the majority of this Crown land located in Northern Ontario (OMNR 2004). Crown land containing harvestable timber is divided into forest management units and each unit is allocated to the forest industry as a part of a sustainable forest license (OMNR 2001b).

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The resource-based tourism industry in Northern Ontario also operates on the same Crown land and is comprised mostly of fishing and hunting lodges and outposts (Browne et al. 2003). To attract clientele, the resource-based tourism industry depends on a pristine environment, a high quality fishery, pure unpolluted water bodies, as well as remoteness and solitude. These attributes were rated by ninety percent of surveyed resource-based tourism operators as very or extremely important for the survival of their businesses (Hunt et al. 2000). However, the impacts of active logging operations--which include noise, pollution, destruction of fish and wildlife habitat, decreased remoteness and impacts on the aesthetics of a region--all conflict with these ideals (McKercher 1992). In addition, forest access roads, which are constructed to facilitate the removal of harvested timber, allow access by motorized recreationists. Such access spoils the feeling of remoteness and can stress a fishery (McKercher 1992). Gunn and Sein (2000) document how the construction of a forest access road to within 100m of a previously remote Northern Ontario lake caused the destruction of the lake trout fishery in that lake.

The forest industry has traditionally dominated in Northern Ontario both economically and politically, while the resource-based tourism industry is comprised of a number of small operators each with little economic or political clout [1] [2]. Many resource-based tourism establishments in Ontario are either located on Crown lands through short term lease agreements known as land use permits, or depend on the Crown lands surrounding the establishment to provide recreation opportunities to their guests (Hunt et

[1] In 1996, resource-based tourism accounted for 2.9% of Northern Ontario's employment while forest related industries accounted for 8.1% of employment (Ontario Ministry of Tourism 1998).
[2] According to the Thunder Bay Community Profile (2004) two-thirds of Northwestern Ontario communities are primarily dependent on forestry related industries, with direct, indirect and induced employment from the forest industry accounting for more than 40% of the region's employment (City of Thunder Bay 2004).

al. 2000). In the past, resource-based tourism operators have had little security with regards to the resources on public lands upon which their industry depends. Prior to 2000 there was no formal requirement for a tourism stakeholder to be involved in the forest management planning process. Appointing a tourism representative to a forest management planning team was at the discretion of each Ontario Ministry of Natural Resources' District manager (Hunt and Haider 2001). In addition, Local Citizens' Committees who assist in developing management plans, are only strongly advised but not required, to have a tourism representative (Hunt and Haider 2001). In 1998, less than 20% of surveyed Northern Ontario resource-based tourism operators were satisfied with timber harvesting polices and lake access (road) restrictions (Hunt et al. 2000).

1.3 Tourism and Forestry Industry Memorandum of Understanding

In an attempt to alleviate the land use conflict between the tourism industry and the forestry industry a Memorandum of Understanding (MOU) was signed in July of 2000 between the tourism industry, the forestry industry and the Ontario Ministries of Tourism, Natural Resources, and Northern Development and Mines (OMNR 2001a). The MOU calls for mutual recognition of the importance of the tourism industry and the forestry industry in Ontario (OMNR 2001a). It also calls upon the two industries to recognise the factors that are important for their respective successes. For the forest industry these needs include a secure, accessible, long term and non-diminishing supply of fibre for their mills and the need to minimize the delivery cost of this fibre. The resource-based tourism industry needs to maintain aesthetic values and the perception of wilderness, remoteness and / or traditional means of access (e.g. by boat or by foot), and viable fish and game populations. It also needs to promote Northern Ontario as a world

class tourism destination (OMNR 2001a). Additional aims for the MOU have been proposed by the Northern Ontario Tourist Outfitters Association (NOTO). These additional goals include: reducing the conflict and delays that result when an Environmental Assessment is required to resolve a land use dispute; enhancing the provincial wood supply; encouraging investment in the resource-based tourism industry; and improving communications between resource-based tourism and the forestry industry (NOTO 2003).

1.4 Resource Stewardship Agreements

Resource Stewardship Agreements (RSAs) are the operational tool of the Tourism and Forestry Industry Memorandum of Understanding (MOU). RSAs are voluntary, business-to-business agreements negotiated between a single sustainable forest licensee (forest company) and a single licensed resource-based tourism operation (OMNR 2001a). Land use strategies, referred to as forest management prescriptions, are negotiated within an RSA. These are then incorporated into the Forest Management Plan for each forest management unit, and must be approved by the OMNR prior to the commencement of harvesting (OMNR 2001a). A forest management prescription is defined as a set of activities prescribed for a forest site, in order to achieve a given objective. This includes all aspects of forest operations (harvesting, renewal and maintenance) as well as forest road location and management strategies (OMNR 2001a, NOTO 2004). A Forest Management Plan is a document that translates forest policy, aims and objectives into specific forest outcomes, through the use of prescriptions, for a defined area of land (management unit) for a defined number of years (OMNR 2003a).

Depending on the number of tourism operations in an area, one forest company may have to negotiate up to 40 or 50 RSAs, and likewise a tourism business with several lodges or outposts in different forest management units may also need to negotiate more than one RSA. Each RSA sets out a specific and detailed plan for forest harvesting and for protection of tourism values in areas of forest where both parties have interests. While the two parties are free to negotiate their own agreement, covering a wide range of topics, the resulting forest management prescriptions are required to adhere to the rules laid out in Ontario's Forest Management Planning Manual (OMNR 2001a).

The Ontario Ministry of Natural Resources (OMNR) is not directly involved in RSA negotiations but does play several key roles. The OMNR is responsible for providing a map of the known natural resource values in the area of interest prior to negotiations. The OMNR is responsible for informing the parties of the policy context of RSAs. The OMNR must approve the Forest Management Plans and finally the OMNR is responsible for monitoring and compliance with Forest Management Plans (OMNR 2001a). The first Forest Management Plans mandated to include RSAs were the 2004 plans, scheduled to come into effect April 1st 2004 (Eastman 2004).

1.5 Research Problem Statement

Resource Stewardship Agreements are a fledging policy process in Ontario. Implementation of any new policy or program is bound to face difficulties as the process is run through for the first time. For example, different parties may interpret the policy in different ways or may have particular and inflexible ideas about how things should be done. Nonetheless, good implementation is a key component of a successful policy (Pal 2001). To aid implementation I will conduct a formative evaluation of the RSA policy.

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By studying this problem early in the implementation process, some of the problems with the policy itself and the difficulties associated with implementation may be discovered early enough to allow for correction (Weiss 1998). Furthermore, where problems are discovered it is hoped that suggestions for improving the process will be unearthed.

The specific questions to be addressed by this study include:

a. *Are the goals set by policy makers and other interested parties for the Tourism and Forestry Industry Memorandum of Understanding being achieved?*

b. *Based on collaborative theory, shared decision-making theory, participatory democracy theory and other research presented in the academic literature, could this be considered an equitable, efficient and effective process?*

c. *Do stakeholders involved in the policy process have recommendations for improvement? What are these recommendations?*

This study will focus on eliciting the tourism industry's opinion of the process and these questions will be answered through a mailed survey of tourism operators and by reviewing the RSA policy documentation, government and industry websites, as well as published and unpublished government, industry and academic reports.

1.6 Significance and Expected Benefits of Research

This study has both academic significance and practical benefits. This research will highlight a new collaborative process in forest management planning that explicitly

includes resource-based tourism operators and will provide an early evaluation of the processes strengths and weaknesses.

There is currently much discussion in academic circles about shared decision-making techniques and their use in land and resource management. A lot of research exists on stakeholder involvement in land and resource management decision-making. Lessons learned from the evaluation of the RSA process will contribute to this literature on the advantages and disadvantages of using various shared decision-making techniques in natural resource management. This in turn, will be useful for resource managers and policy-makers in other jurisdictions that are considering similar forms of policy and dispute resolution.

Two novel concepts underlie the RSA process and make it worthy of study. The first is the concept of providing tourism operators located on Crown land with some jurisdiction over resource use in the vicinity of their operations. The second is the idea that involved parties not only come up with a satisfactory business-to-business agreement, but also develop land use prescriptions that conform to provincial regulations and that will withstand public scrutiny when incorporated into a Forest Management Plan.

A major contribution of this study will be its practical applications. Policy analysis presents a method of developing a more educated opinion of the policy in question. It helps to clarify issues and consequences, and seeks alternatives and potential improvements to the policy decisions (Clark 2002). Policy analysis is also important in monitoring government activities and to help ensure the accountability of financial, human and technical resources (Selin et al. 2000). Components of policy analysis

include: re-assessing the problem definition, identifying missing pieces of information, re-thinking available information, evaluating the problem from rational, political and moral standpoints, and suggesting methods of improvement (Clark 2002). This study of the RSA process in Northern Ontario will provide the policy authors, the participants, the forestry industry, the tourism industry and the broader public with an external review of how the process is functioning. This early examination will allow process managers to learn of unresolved issues and give them the option of making changes during implementation. This could result in improvements in the process for later participants, and result in significant savings in terms of time and money.

This evaluation of the RSA policy process will complement other reviews of the process. In particular it will provide a comparison for reviews of the process commissioned by government or industry representatives. Since all policy evaluations have an inherent bias, the unique focus of this evaluation, which incorporates the views of tourism operators, is important in ensuring the accountability of concurrent and subsequent evaluations.

Finally, this preliminary study / evaluation will provide baseline data for future studies.

1.7 Layout of Document

In chapter 2, I review the literature on shared decision-making and argue why the RSA process should be evaluated against both the policy mission statements and current academic theory on equitable, effective and efficient shared decision-making. Possible evaluation criteria are presented and discussed. In chapter 3, I outline the research

methodology, including the specific criteria I selected for the evaluation. Chapter 4

presents the results of the evaluation and in Chapter 5, I discuss the implications of the

research and make suggestions for future research.

CHAPTER 2: LITERATURE REVIEW

2.1 Tourism – Forestry – Recreation Land-Use Conflicts

2.1.1 Tourism and Forestry

Tourism and forestry land-use conflict is not a new phenomenon. Nature-based tourism has always depended on the surrounding environment to provide satisfaction to the clientele. This is true of both more traditional outdoor pursuits such as fishing and hunting as well as the newer ecotourism market. It is the mutual dependence on forest resources that has put the tourism and forestry industries in conflict. Recent examples where tourism or recreation has conflicted with logging include: Tasmania, Australia (Forestry Tasmania 2003); Clayoquot Sound, British Columbia;[3] and Northern New Brunswick (CBC 1989).

The fact that tourism has often been excluded from forest planning has contributed to tourism – forestry land-use conflicts. Tourism has traditionally been considered as a service sector industry, not a resource dependent industry and therefore not worthy of the concern of natural resource managers (Edwards-Craig 2003). The fact that little revenue from resource-based tourism traditionally reaches the resource owners (e.g. land owners in the case of forestry) has also contributed to the lack of interest in dedicating natural resources for tourism (Font and Tribe 2000). Even as the concept of managing public forests for multiple uses came into favour in the recent past, the

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[3] Tourism and recreation conflicts were not the only issue in this case.

extraction and consumption of resources remained the dominant force over other uses such as recreation (Field et al. 2004).

In many Canadian provinces the tourism industry has traditionally felt left out of the land-use planning system. Forest harvesting companies have dominated land-use planning processes and, as such, decision-making has often been oriented towards commercial timber values and has not recognised other forest assets essential for tourism (Williams et al. 1998). This exclusion from the planning process has been a source of antagonistic feelings between the tourism and forest industries. Conflicts with the forestry industry have numerous negative implications for the tourism industry. These include the expenditure of time and resources to resolve conflicts and the financial uncertainty for investors and developers wishing to invest in resource-based tourism (Williams et al. 1998).

2.1.2 Tourism and Recreation

Local recreationists frequently share the same land base as the resource-based tourism and forestry industries. The presence of local recreationists such as fishermen, hunters and 4x4 enthusiasts can be problematic for tourism operations promoting remote wilderness vacations, abundant wildlife stocks and trophy fisheries. The development of forest access roads by the forest industry and the subsequent use by local recreationists is of grave concern to fly-in fishing operators who wish to preserve the remoteness of their lakes (Hunt et al. 2000). The presence of these recreationists can destroy the feeling of remoteness and may stress the fishery, values upon which much of the resource-based tourism industry is dependent (McKercher 1992). Access to Ontario's remote lakes is a major source of conflict between tourism operators and resident recreationists

(McKercher 1992). A study conducted by Gunn and Sein (2000) shows how recreationists quickly flocked to a once remote lake following the construction of a forest access road. The 12 km long road provided four-wheel drive access to within 100m of the 148 hectare lake. Four years after the road was completed the lake was officially opened to fishing. This opening was not publicly announced but within three weeks of the official opening of fishing, the maximum sustainable yield of the lake was exceeded (Gunn and Sein 2000). Within five months of the official opening of the lake for lake trout, the population had been reduced by 72% and recreational fishers abandoned the lake (Gunn and Sein 2000).

The conflict in Ontario between tourists and recreationists is not unique. In the Australian Outback there is a similar conflict between recreational hikers and those who operate commercial horseback tours (Beeton 1999). Use disputes such as these, both in Ontario and Australia, often result when different groups feel that they should be given exclusive use of the resource. Indeed, McKercher (1992, 470) found that in Ontario resident recreationists "tend to oppose any actions that attempt to hinder or restrict their use of Crown lands"

These intertwined conflicts between the tourism industry, the forestry industry and local recreationists have, along with other resource use conflicts, prompted recent moves by resource management agencies and governments to develop more collaborative forms of land use planning.

2.2 Collaborative Initiatives

There is a trend toward increased use of collaborative initiatives in natural resource management. Collaborative initiatives include such processes as shared decision-making, alternate dispute resolution, consensus-based processes, participatory democracy and the mediation model of planning (Susskind et al. 2003, Gunton and Day 2003). Collaborative processes are replacing technocratic planning methods, in which a trained expert either directly implements or advises elected officials on the most suitable use for a resource or parcel of land (Gunton and Day 2003, Susskind et al. 2003 and Schuett et al. 2001). Technocratic methods are not effective for dealing with the complex nature of today's land and resource-use disputes which incorporate social and political dimensions, in addition to environmental and biological best-use considerations.

The benefits of participatory and collaborative initiatives are numerous. Such processes are more likely to be perceived by the affected public as fair, resulting in: greater acceptance of and compliance with the resulting decisions, reduced costs due to early resolution of conflicts, increased confidence in decision-makers and authorities, and increased trust in the process (Moote et al. 1997, Lawrence et al. 1997 and Duffy et al. 1996). A large body of literature describes various collaborative initiatives and how they can and should be incorporated into resource management. Such works include Duffy et al (1996), Blumenthal and Jannink (2000), Flynn and Gunton (1996), Susskind et al. (2003) Moote et al. (1997), and Schuett et al (2001).

2.3 Shared Decision-Making Processes

Within the concept of collaboration, there is a trend toward increased use of shared decision-making in natural resource management. Shared decision-making is a

method of reaching a decision whereby those stakeholders that may be affected by the outcomes are empowered to jointly come to a mutually agreeable (usually consensus-based) decision along with those that traditionally have decision-making authority (BC CORE 1996, Frame et al. 2004, Gunton and Day 2003). Shared decision-making processes feature greater involvement of stakeholders and the use of interest-based negotiation / collaboration with the goal of achieving outcomes that accommodate the interests of all involved (Williams et al. 1998, Susskind et al 2003, Gunton and Day 2003). Shared decision-making processes often result in creative solutions; offer joint gains; result in greater acceptance of the final decision; produce longer lasting agreements; cost less; and resolve underlying conflicts (Susskind et al. 2003, Duffy et al. 1996, and Innes and Booher 1999). In addition to resolving disputes, shared decision-making can support the development of trust and mutual learning; improve communication; foster positive relationships; and promote learning between stakeholders (Moote et al. 1997, Susskind et al. 2003, Duffy et al. 1996, and Innes and Booher 1999).

A large body of literature describes shared decision-making and how it can and should be incorporated into resource management. Wondolleck (1988), Wondolleck and Yaffee 2000, Yaffee and Wondolleck 2003, and Moote et al. 1997 all discuss the use of shared decision-making to resolve various forest and land management conflicts in the United States. Frame et al. (2004) and Mascarenhas and Scarce (2004) show how land use planning in British Columbia (Canada) has benefited from the use of a shared decision-making process. Williams et al. (1998) discuss the use of shared decision-making in tourism and land use planning in particular.

2.3.1 Why Shared Decision - Making?

In many cases the need for shared decision-making in natural resource management arose because of stakeholder discontent, and the inability of technocratic processes to satisfactorily address their needs (Wondolleck and Yaffee 2000, Susskind et al. 2003, Duffy et al. 1996). Often decisions reached using unilateral methods are challenged through the legal system, and some technocratic processes serve only the needs of those in power, resulting in decisions that continually favour one resource use and leave other resource users fighting for recognition (Susskind et al. 2003).

Some argue that shared decision-making is part of the democratic process. The principle of democracy states that people affected by a decision should be involved in the decision making process (Duffy et al. 1996), and therefore, the public should be entitled to give input into planning processes that deal with the use of public lands.

Shared decision-making processes can also result in higher quality and innovative agreements due to the inclusion of participants with a broad range of knowledge (Frame et al. 2004).

2.3.2 What Makes a Good Shared Decision - Making Process?

A good shared decision-making process endeavours to ensure that the concerns of all stakeholders are resolved fairly. The general components of a good shared decision-making process expand on those of a good collaborative process. Different authors propose different criteria for a 'good' process; these will be discussed in detail in section 2.4.2 entitled 'evaluation criteria'. However, general components include: a definite goal or purpose; participation by all affected stakeholders; information exchange between the stakeholders, administrators and elected officials; organisational support, including

funding and staff; communication including listening, understanding and discussing; trust, respect and equal power among stakeholders; negotiation based on interests not positions; and consensus based decisions (Schuett et al. 2001, and Moote et al. 1997). In addition, the plan should be technically feasible to implement and should maximize the gains to society (Susskind and Cruikshank 1987).

2.3.3 When Does Shared Decision - Making Work?

Shared decision-making does not work in all situations. Wondolleck (1988), Floyd et al. (1996) and Gunton and Day (2003), all discuss scenarios where conflict resolution via shared decision-making may be appropriate. Shared decision-making processes work best when: a) there is a specific issue or conflict that can be identified and the conflict is based on common or interwoven interests of stakeholders (Wondolleck 1988, BC CORE 1996); b) the stakeholders have similar fundamental values (Gunton and Day 2003, Floyd et al. 1996); c) there are a small number of stakeholders that are easily identifiable and the stakeholders are committed to finding a solution (Floyd et al. 1996, Gunton and Day 2003); and d) there is a definite deadline by which resolution must be achieved (Wondolleck 1988).

A shared decision-making process may not work when parallel planning processes or laws and regulations prevent the consensus based process from being free to discuss certain topics and derive optimal solutions (Mascarenhas and Scarce 2004).

2.3.4 Shared Decision - Making in Ontario.

The trend of incorporating shared decision-making processes into land and resource-use planning has not gone unnoticed by Ontario government policy makers. In

the late 1990s a large scale land-use planning strategy termed "Lands for Life" was launched. The "Lands for Life" process involved stakeholders and the Ontario public by reaching out to more than 65 000 Ontario citizens through various public meetings and invitations for written submissions (McManus 2000)[4]. The forest management planning process in Ontario also attempts to incorporate the views of forest stakeholders through consultation with Local Citizens' Committees and through public scrutiny of management plans at open houses (OMNR 2003a). McManus (2000), Hunt and Haider (2001) and Hunt and McFarlane (2002) elaborate on these Ontario examples.

2.3.5 Shared Decision - Making in Tourism.

Planning at the regional level can be a great asset in maintaining a balance between tourism and other natural resource uses (Gunn 1994). However lands used for tourism purposes usually have other primary uses and the mandate of the government agencies in control of these lands reflects this primary usage (Gunn 1994). In many Canadian provinces there have been no mechanisms to ensure that tourism stakeholders are participants in land or resource use planning processes. Consequently these planning processes often fail to address the tourism industry's concerns (Williams et al. 1998). One exception to this is in British Columbia where Land and Resource Management Plans have been developed in consultation with stakeholders. The Land and Resource Management Planning process is a shared decision-making process whereby all stakeholders in a region come together to form a land-use management plan for the

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[4] The result of Lands for Life was Ontario's Living Legacy Land Use Strategy. The three basic goals of the Land Use Strategy are to expand Ontario's protected areas network, to provide greater resource use certainty to the forest and mining industries, and to enhance tourism and recreation in northern Ontario (OMNR 2001a).

region. Williams et al. (1998) discuss the tourism industry's involvement in one such process.

Prior to the RSA policy there was no formal requirement for tourism stakeholders to be involved in the forest management planning process in Ontario (Hunt et al. 2001).

2.3.6 Disadvantages of Consensus Based and Shared Decision - Making.

Although often touted as the new 'cure-all' in natural resource management, shared decision-making is not without its problems. Coglianese (1999), Susskind et al. (2003) and Conley and Moote (2003) present several problems with shared decision-making processes. Solutions can be slow and resource-intensive. Furthermore, reaching a consensus about a problem does not guarantee that the socially optimal decision has been reached, only that all parties agree to the decision. Sometimes the resulting decision is a cumbersome compromise, or a vague statement using broad language. Consensus building is not guaranteed to reduce conflict. New conflicts can arise, including conflicts over who to include in the decision-making process and conflicts about the interpretation of the resulting agreement. Not all consensus based processes will lead to a favourable resolution and conflict can remain where consensus is not achieved (Coglianese 1999). Finally, in some situations affected stakeholders may not have sufficient training to properly assess the issues (Mascarenhas and Scarce 2004).

As discussed in a prior section, not all resource conflicts are ideal candidates for shared decision-making. In some cases, there can be obstacles to shared decision-making that prevent its implementation. Such obstacles can include stakeholders with vastly

different core values; a large power imbalance between stakeholders; historical antagonism; and lack of a neutral facilitator (Grey (1989) in Selin et al. 2000).

2.4 Evaluation

Policy and program evaluations are conducted for many reasons. Evaluations can be conducted to assess policy / program appropriateness, to prove policy / program success or failure, to determine the benefit / cost ratio, to assess policy / program accountability, to assess effectiveness and efficiency, and to generate knowledge or test theoretical models (Bellamy et al. 1999, Conley and Moote 2003, Rossi et al. 1999). Evaluation of a policy or program can also provide feedback, allow for learning and result in the improvement of the policy or program (Selin et al. 2000).

2.4.1   What Should be Evaluated?

Outcomes

Measuring the tangible outcomes of a policy, such as ecological or economic improvements, using quantitative variables is probably the most objective form of evaluation and is the preferred method of many. However such seemingly objective evaluations are not without difficulty. First, natural resource policies often have vague goals that make it difficult to define an 'outcome' for the purpose of evaluation (Bellamy et al. 1999, Wallace et al. 1995). Second, in the quest to provide an objective measure of outcome, researchers may pick indicator variables that are easily measured using quantitative methods while ignoring more subjective qualitative variables that would ultimately provide a better indicator of policy performance (Wallace et al. 1995). Third, it may be difficult to prove a causal link between policy and outcome (Pal 2001). Finally,

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evaluations that seek to measure tangible outcomes can be time consuming and require long time frames (Selin et al. 2000).

Process

Process evaluation is another technique used to evaluate a policy. Such evaluation focuses on whether process goals are being achieved (Selin et al. 2000) and the method relies on the belief that a well designed process is more likely to produce beneficial outcomes. Many initiatives have process goals and these can be used as the basis for this type of evaluation. In addition, various criteria for evaluating decision-making processes can be found in the academic literature.

Process evaluation reduces the time frame necessary to conduct a policy evaluation because it can be conducted long before final outcomes are known. Process evaluation can be especially useful for evaluating new programs, and is often the methodology of choice for such formative evaluations (Rossi et al. 1999). The limitations of process evaluations include the reliance on the assumption that a good process will net a good outcome. Also, like an outcome evaluation, a process evaluation can suffer if policy goals are vague.

Bellamy et al. (1999) endorse the idea of using program processes as a means of evaluating natural resource management policies and Frame et al. (2004) incorporate a process evaluation in their assessment of Land and Resource Management Planning in British Columbia.

Participants' Perceptions

When it is not possible to measure directly whether either outcome or process goals are being met, evaluations can measure participants' perceptions of whether a process is achieving its goals. Due to the subjectivity of respondents and their memories, measuring participants' perceptions of a process or its outcomes is often perceived as a less rigorous method than measuring tangible outcomes (Conley and Moote 2003). To counteract for this effect, researchers must ensure they contact a wide cross section of respondents, especially those on the periphery of the process or those who declined to participate (Conley and Moote 2003). As with the two previous methodologies, the process of measuring participants' satisfaction also suffers when policy goals are vague.

Frame et al (2004) used a survey format to assess participants' perceptions of outcomes in the Land and Resource Management Planning process in British Columbia, while Conley and Moote (2003) provide an excellent overview of the various evaluation techniques available for assessing collaborative decision-making initiatives.

2.4.2 Factors Affecting Evaluation

There are factors external to an evaluation that can greatly affect its outcome. These include: the social / economic arena and historical context in which the policy was created; the degree to which the implemented program requires behavioural change by affected persons; and the role that politics and the media can play in evaluation efforts (Wallace et al. 1995, Bellamy et al. 1999). An evaluation should recognise that these variables are at play and make them explicit within the evaluation. This will increase the quality of the data and any conclusions reached (Wallace et al. 1995).

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2.5 Evaluation Criteria

The criteria used for evaluation will directly influence the success of the evaluation. The best choice of criteria will depend on the type of policy or program being evaluated and on the goals of the evaluation. Policies and programs can be evaluated against stated goals, can be evaluated with respect to similar policies or programs or can be evaluated with respect to academic theory (Conley and Moote 2003).

2.5.1 Comparison to Stated Goals

Pal (2001) asserts that policy evaluations should ask just one important question: Does this program do what it is supposed to do and if not what should be done? However, there is some debate over the merits of using stated policy goals as a basis for evaluation. Wallace et al. (1995, 44) state that we should "undertake (an) evaluation from the point of view of the problem, not in terms of specified goals established in a law or statue". In essence, one must be cautious when using published goal statements as the basis for evaluation as they may simply be the policy author's definition of the problem (Wallace et al. 1995). Another method for choosing evaluative criteria is to have the stakeholders directly affected by the policy define the goals and appropriate criteria for evaluation (Wallace et al. 1995). By gaining knowledge from people actively involved in the process the evaluation is more likely to address the relevant issues and therefore the results are more likely to prove useful. This method of setting goals for evaluation is especially useful when the policy goals are vague (Wallace et al. 1995).

2.5.2 Comparison to Academic Criteria

A program or policy can be evaluated with respect to the attributes of similar processes that have proven successful. Many different academic criteria are available for evaluating a policy process. It is important to choose criteria that suit the process being evaluated.

2.5.3 Why Evaluate the RSA Process based on Shared Decision-Making Criteria?

I based my decision to evaluate Ontario's RSA process using criteria from the shared-decision making literature based on three key points.

First, the Ontario government promotes the Tourism and Forestry Industry Memorandum of Understanding and the RSA process as a form of shared decision-making. Three key components of the definition of shared decision-making are: those to be affected by a decision and those with authority to make a decision are jointly empowered to seek an outcome; the outcome accommodates the interests of all concerned; and the broader public has the opportunity to participate (BC CORE 1996, Frame et al. 2004). The RSA process encompasses two of these three components. The RSA process encourages joint decision-making on forest management activities between the forest industry which has traditionally held the power in Ontario's forest management planning process, and the tourism industry which is affected by forest management planning. Secondly, RSAs are promoted as being beneficial to both industries by allowing them to co-exist and prosper.

The second reason for using shared decision-making criteria to evaluate the RSA process is the broader trend in natural resource management towards more participatory approaches to government decision-making. Two Ontario examples of this are Ontario's

"Lands for Life" process and Ontario's use of Local Citizens' Committees in forest management planning. If the goal of resource managers is to have more participatory approaches to management then new policies should be evaluated against standards for inclusive processes such as shared decision-making.

Finally, the core of the RSA process is a negotiated agreement between the forest industry and the tourism operators. Since many of the attributes which lead to a successful shared decision-making process are identical to the attributes that lead to a successful negotiation process, these criteria seem to be a good fit for use in this evaluation.

2.5.4 Criteria for Evaluating a Shared Decision-Making Process

Many different academic criteria are available for evaluating a shared decision-making process. These include land-use planning theory, negotiation theory and policy evaluation theory. In this section I provide a summary of the criteria necessary for a good shared decision-making process as presented by different researchers.

Innes and Booher (1999) provide a list of process and outcome criteria they feel are the key to a good consensus building process. Their criteria, derived from both empirical research and practical experience within the environmental planning field, reflect the principles of complexity science and communicative rationality. These criteria are listed in Table 1 below.

Table 1: Criteria presented by Innes and Booher (1999), as necessary for a good consensus building process.

Criteria
Process Criteria
Representation of all relevant and significantly different interests.
Process is driven by a purpose and task that are real, practical and shared by the group.
Process is self-organising, allowing participants to decide on ground rules, objectives, tasks, working groups, and discussion topics.
Process engages participants, keeping them at the table, interested and learning through in-depth discussion, drama, humour and informal interaction.
Process encourages challenges to the status quo and fosters creative thinking.
Process incorporates high-quality information of many types and assures agreement on its meaning.
Process seeks consensus only after discussions have fully explored the issues and interests, and significant effort has been made to find creative responses to differences.
Outcome Criteria
Process produces a high-quality agreement.
Process ends stalemate.
Process compares favourably with other planning methods in terms of costs and benefits.
Process produces creative ideas.
Process results in learning and change, in and beyond the group.
Process produces information that stakeholders understand and accept.
Process sets in motion a cascade of changes in attitudes, behaviours and actions, spin-off partnerships and new practices or institutions.
Process results in institutions and practices that are flexible and networked, permitting the community to be more creatively responsive to change and conflict.

Innes and Booher 1999.

Wondolleck (1988) lists five key attributes she feels should be present in a land-use decision-making process. Wondolleck developed this list (presented in Table 2) while studying the attributes of successful National Forest planning processes used by the Forest Service in the United States.

Table 2:   Five key attributes Wondolleck (1988) argues should be part of a good land-use
            planning process.

Attributes
Trust - The process must build trust in the process itself, in the agency and its staff and in the other interest groups involved.
Build understanding – The process must build understanding of the process, of the constraints on and the bounds of decision-making, of the issues involved, and of everyone's true concerns and stakes.
Incorporate conflicting values – The process must incorporate the values held by different stakeholders in such a manner that agreement can be reached on the assumptions to apply when analysing the data and the assumptions that apply to the judgments that bear on decision-making.
Provide opportunities for joint fact-finding – The process must provide opportunities for joint fact-finding by affected groups, allowing issues and questions to be raised early and providing all parties with equal information.
Encourage cooperation and collaboration – The process must provide incentives for cooperation and collaboration in a problem-solving manner, rather than for continued adversarial behaviour.

Wondolleck 1988.

When evaluating the success of collaboration in British Columbia's Land and

Resource Management Planning process, Frame et al. (2004) used a set of fourteen

process criteria and eleven outcome criteria. This thorough list of criteria was derived

from the collaborative planning and evaluation literature. A complete list of the

evaluative criteria is provided in Table 3.

Table 3: Process and outcome criteria used by Frame, Gunton and Day (2004) in their evaluation of Land and Resource Management planning in British Columbia.

Criteria
Process Criteria
Purpose and incentives: The process is driven by a shared purpose and provides incentives to participate and to work towards consensus in the process.
Inclusive Representation: All parties with a significant interest in the issues and outcome are involved throughout the process.
Voluntary Participation and Commitment: Parties who are affected or interested participate voluntarily and are committed to the process.
Self-design: The parties involved work together to design the process to suit the individual needs of that process and its participants.
Clear Ground Rules: As the process is initiated, a comprehensive procedural framework is established including clear terms of reference and operating procedures.
Equal Opportunity and Resources: The process provides for equal and balanced opportunity for effective participation of all parties.
Principled Negotiation and Respect: The process operates according to the conditions of principled negotiation including mutual respect, trust and understanding.
Accountability: The process and its participants are accountable to the broader public, to their constituents and to the process itself.
Flexible, Adaptive, Creative: Flexibility is designed into the process to allow for adaptation and creativity in problem solving.
High-quality Information: The process incorporates high-quality information into decision-making.
Time Limits: Realistic milestones and deadlines are established and managed throughout the process.
Commitment to Implementation and Monitoring: The process and final agreement include clear commitments to implementation and monitoring.
Effective Process Management: The process is co-ordinated and managed effectively and in a neutral manner.
Independent Facilitation: The process uses an independent, trained facilitator throughout.
Outcome Criteria
Agreement: Process reaches an agreement that is accepted by all parties.
Perceived as successful: The process and outcome are perceived as successful by stakeholders.
Conflict reduced: The process reduces conflict.
Superior to Other Methods: The process is perceived as superior to alternative approaches.
Innovation and Creativity: The process produced creative and innovative ideas and outcomes.
Knowledge, Understanding and Skills: Stakeholders gained knowledge, understanding and skills by participating in the process.
Relationships and Social Capital: The process created new personal and working relationships and social capital among participants.
Information: The process produced improved data, information and analyses through joint fact-finding that stakeholders understand and accept as accurate.
Second-order Effects: The process had second-order effects including changes in behaviours 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.
Public Interest: The outcomes are regarded as just and serve the common good or public interest, not just those of participants in the process.
Understanding and Support of Collaborative Planning: The process resulted in increased

Criteria
understanding of, and participants support the future use of, collaborative planning approaches.

Frame et al. 2004.

Lawrence et al. (1997) and Smith and McDonough (2001) conducted research on

procedural justice and how it could be incorporated into natural resource decision-

making. Both articles quote Leventhal et al.'s (1980) list of criteria as necessary for

ensuring fairness when public participation is included in natural resource decision-

making. The six criteria are listed in Table 4 below.

Table 4: **Six criteria necessary for ensuring procedural fairness, as originally postulated by Leventhal et al. (1980).**

Consistency of decisions across persons and time.
Suppression of personal self-interest (decision-maker bias).
Informed decisions based on accurate information.
Ability to modify decision to correct errors.
Representation of the concerns of all affected individuals.
Compatibility with contemporary moral and ethical values.

Leventhal et al. (1980) in Lawrence and Daniels (1997), and Smith and McDonough (2001).

Building on the concept of procedural justice, Smith and McDonough (2001)

developed a list of attributes they deemed necessary for a natural resource decision-

making process to be perceived as fair. These attributes, listed in Table 5, were

developed based on a study in which participants in the Northern Lower Michigan

Ecosystem Management Project were asked their opinion regarding the fairness of

natural resource agency decisions.

Table 5: Criteria used by public participants in the Northern Lower Michigan Ecosystem
Management Project to judge the fairness of resource agency decisions.

Representation
Voice
Consideration
Logic
Desired Outcome

Smith and McDonough (2001)

Finally, Conley and Moote (2003) provide a generalised list of typical criteria that

are used for evaluating collaborative natural resource management programs. (See Table

6). Their criteria come from several authors including Blumberg (1999), Born and

Genskow (2000) D'Estree and Colby (2000) Innes (1999), KenCairn (1998) and the Lead

Partnership Group (2000).

Table 6: A generalised set of criteria proposed by Conley and Moote (2003) to be used for evaluating collaborative natural resource management programs.

Process Criteria
Broadly shared vision.
Clear, feasible goals.
Diverse, inclusive participation.
Participation by local government.
Linkages to individuals and groups beyond primary participants.
Open, accessible and transparent process.
Clear, written plan.
Consensus based decision-making.
Decisions regarded as just.
Environmental Outcome Criteria
Improved habitat.
Land protected from development.
Improved water quality.
Changed land management practices.
Biological diversity preserved.
Soil and water resources conserved.
Socio-economic outcome criteria
Relationships built or strengthened.
Increased trust.
Participants gained knowledge and understanding.
Increased employment.
Improved capacity for dispute resolution.
Changes in existing institutions or creation of new institutions.

Conley and Moote (2003)

CHAPTER 3: METHODS

3.1 Comparison to Stated Goals

The first portion of the study attempts to answer the following question: *Are the goals set by policy makers and other interested parties for the Tourism and Forestry Industry Memorandum of Understanding being achieved?* Two sets of goals are used: the goals posited in the Tourism and Forestry Industry Memorandum of Understanding itself and a set of goals for the RSA process published by the Northern Ontario Tourist Outfitters Association (NOTO). These two sets of goals are listed in Table 7.

The four policy mission statements used in this evaluation were derived from the following Tourism and Forestry Industry Memorandum of Understanding purpose statement:

> The Memorandum establishes a framework for negotiating Resource Stewardship Agreements (RSA's) that will allow the Resource-Based Tourism and Forestry industries in Ontario to co-exist and prosper. This memorandum sets the general principles and minimum content for an RSA. The Resource-Based Tourism and Forestry industries in Ontario agree to respect and adhere to this Memorandum, and to negotiate RSA's in good faith. This memorandum is intended to direct RSA negotiations between Sustainable Forest Licencees and Resource-Based Tourism Establishment Licencees in Ontario and is endorsed by a steering committee comprised of representatives from the Forestry Industry, the Resource-Based Tourism Industry, the Ministry of Natural Resources (MNR), the Ministry of Tourism (MTOUR) and the Ministry of Northern Development and Mines (MNDM).

Table 7:   Goals for the RSA process as listed in the Tourism and Forestry Industry Memorandum of Understanding and goals published by the Northern Ontario Tourist Outfitters Association.

Policy mission statements (OMNR 2001a)	
1)	...allow the Resource-based Tourism and Forestry industries in Ontario to coexist.
2)	...allow the Resource-based Tourism industry in Ontario to prosper.
3)	...allow the Forestry industry in Ontario to prosper.
4)	... the industries [are] to negotiate in good faith.
NOTO stated benefits	
1)	reductions in conflict and delays related to issues going to Bump-Up[5]
2)	enhancement of wood supply
3)	maintenance of tourism business values and employment
4)	encouragement of industry investment
5)	improved communications

From OMNR 2001a and NOTO 2003.

The second set of stated goals, those put forward by NOTO, were used to help prevent bias associated with the policy writer's definition of the problem and in an attempt to circumvent the problem of vague goals. I chose NOTO's goals because this evaluation examines the RSA process from the tourist operator's perspective and NOTO is the largest industry representative.

Evaluation with respect to stated goals is just one component of this study. I use a second method of evaluating the RSA process; a comparison to academic theory. By combining these two methods, I provide a broader evaluation of the process. Because the mission statements for the RSA process are few and vague, the majority of the evaluation of the RSA process will be a comparison to academic theory.

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[5] Prior to the implementation of the RSA process, if tourism and forestry industries had a conflict over the contents of a Forest Management Plan, they had to proceed to the 'Issue Resolution Procedure' and failing that, make a request to the Minister of the Environment for an Environmental Assessment 'Bump-Up'. These two methods of dispute resolution are still a part of the Forest Management Planning Process and have not been replaced by the RSA process (OMNR 2001a).

3.2 Comparison to Academic Theory

My evaluation of the RSA process in comparison to academic theory answers the following question: *Based on collaborative theory, shared decision-making theory, participatory democracy theory, and other research presented in the academic literature, could the RSA process be considered an equitable, efficient and effective process?* This approach compares the process to what academic theory postulates as ideal.

I assess the policy process based on the evaluative statements listed in Table 8, the majority of which were originally used as part of Frame, et al.'s (2004) criteria for measuring both process and outcome success of Land and Resource Management Planning (LRMP) in British Columbia. Because the LRMP process and the RSA process differ, I did not use all of the evaluative statements suggested by Frame et al. (2004). Where the evaluative statements suggested by Frame et al. (2004) did not seem adequate for evaluating the RSA process, (i.e. because the LRMP process and the RSA process differed in some way), I added additional evaluation statements from other sources to ensure that the entire process would be effectively evaluated. Additional evaluation statements were derived from the works of Wondolleck (1988), Duffy et al. (1996), Smith and McDonough (2001), Susskind and Cruikshank (1987), Lawrence et al. (1997), BCCORE (1996), Innes and Booher (1999) and Conley and Moote (2003).

In some cases there is overlap among the criteria, that is, two very similar evaluative statements appear in two separate criterion categories. Because this study is a qualitative evaluation only, this duplication among criteria will not impact the overall results of the evaluation.

Evaluative statements were assessed one of three ways. Statements were evaluated based on tourism operators' opinions (via questionnaire responses), based on my review of policy documents (when use of opinions was impractical) or from a combination of questionnaire responses and my review of policy documents (where policy documentation and opinions were both relevant). The method used to assess each evaluative statement is indicated in Table 8 in the column entitled "Method of evaluation".

Table 8:   Evaluative statements that will be used to evaluate the effectiveness of the RSA process and the method to be used to assess each. The corresponding survey question numbers are in parentheses.

Criteria	Method of Evaluation
Process Criteria	
Purpose and Incentives	
• The process is driven by a purpose / vision and task that are real, practical and shared by the group (Innes and Booher 1999, Conley and Moote 2003)	Survey (8a)
• Parties believe that a collaborative process offers the best opportunity for addressing the issues, as opposed to traditional processes (Frame et al. 2004)	Survey (8b)
• Process provides incentives to participate and work towards an agreement (Frame et al. 2004, Wondolleck 1988)	Literature
Inclusive Representation	Survey (17g)
• All parties that are affected by, or that have an interest in any agreement reached are given a chance to participate. This includes parties needed to successfully implement the agreement and parties who could undermine it if not involved in the process (Frame et al. 2004).	Literature
• The process must incorporate the values held by different stakeholders (Wondolleck 1988)	Literature
Voluntary Participation and Commitment	
• Parties participate voluntarily. Participants remain free to pursue other avenues if this process does not address their interests (Frame et al 2004).	Literature
• All parties are supportive of the process and committed to invest the time and resources necessary to make it work (Frame et al 2004).	Survey (8c, 8d)
Self-Design	Survey (17c) Literature
• The parties self-design the process, including the mandate, agenda and issues, to suit the individual needs of that process and its participants (Frame et al. 2004, Innes and Booher 1999).	
• All parties have an equal opportunity to participate in designing the process.	Literature
Clear Ground Rules	Survey (17a) Literature
• There is a clear, written plan of action (Conley and Moote, 2003)	
• The process is open, accessible and transparent (Conley and Moote 2003)	Literature
• The process is consistent between persons and across time (Leventhal et al. 1980)	Summit
Equal Opportunity and Resources	
• All participants have the resources to participate meaningfully. This means consideration is given to providing: training on consensus processes and negotiating skills; and adequate and fair access to all relevant information and expertise (Frame et al. 2004).	Survey (8f, 8g) Literature
• The process provides opportunity for equal and effective participation by all parties, by providing equal distribution of power (Frame et al. 2004).	Survey (8h)

Criteria	Method of Evaluation
Principled Negotiation and Respect / Trust • The process operates according to the conditions of principled negotiation including mutual respect, trust and understanding (Frame et al. 2004)	Survey (17j, 8i)
• The process provides incentives for cooperation and collaboration in a problem-solving manner, rather than for continued adversarial behaviour (Wondolleck 1988)	Survey (8l)
• Participants demonstrate acceptance of, understanding of, and respect for the diverse values, interests, and knowledge of the other parties involved in the process (Frame et al. 2004).	Survey (8m, 8n)
Effective Process Management • The process is managed effectively by providing: a project/process plan; coordination and communication; information management; and support to ensure participants are getting the resources required to participate effectively (Frame et al. 2004).	Survey (8e, 17b) Literature
• Neutral process staff are available to assist participants if they need assistance (Frame et al. 2004).	Survey (10)
• The process is co-ordinated and managed in a neutral manner (Frame et al 2004)	Survey (17d)
Accountability • Mechanisms are in place to ensure the interests of the broader public are represented in the process and final agreement (Frame et al. 2004).	Survey (17f) Literature
• The public is kept informed on the development and outcome of the process (Frame et al. 2004).	Literature
• Participants are empowered by and effectively speak for the interests they represent (BC CORE 1996).	Literature
Flexible, Adaptive, Creative • Flexibility is designed into the process to allow for adaptation and creativity in problem solving (Frame et al 2004).	Survey (17c, 19) Literature
• The process provides opportunities for joint fact-finding by affected groups; allows issues and questions to be raised early in the process (Wondolleck 1988).	Literature
• Feedback is incorporated into the process such that it can evolve as the parties become more familiar with the issues, the process, and each other, or to accommodate changing circumstances (Frame et al. 2004)	Survey (15d) Literature
High Quality Information • The process provides participants with sufficient, appropriate, accurate, and timely information, along with the expertise and tools to incorporate the information into the decision-making process (Frame et al. 2004).	Survey (8f, 8g) Literature
• Uses information of many types from various sources and assures agreement on its meaning (Innes and Booher 1999)	Literature

Criteria	Method of Evaluation
Time Limits • Realistic milestones and deadlines are established and managed throughout the process (Frame et al. 2004)	Survey (9)
• Milestones focus and energize the parties, marshal key resources, and mark progress. However, sufficient flexibility is necessary to embrace shifts or changes in timing (Frame et al. 2004).	Survey (8j) Summit
• It is made clear that unless parties reach an agreement in a timely manner, someone else will impose a decision (Frame et al. 2004).	Literature
Commitment to Implementation and Monitoring • The process fosters a sense of responsibility, ownership, and commitment to implement the agreement outcome (Frame et al. 2004).	Survey (15b, 15c)
• The process and final agreement include commitments to implementation and monitoring (Frame et al. 2004).	Literature
Integration • The process is ethically compatible with fundamental moral and social values (Leventhal et al. 1980)	Literature
Independent Facilitation • The negotiation process uses an independent trained facilitator acceptable to all parties throughout (Frame et al. 2004). (The facilitator helps parties feel comfortable and respected, understand and communicate underlying interests, and balance power by ensuring equal opportunity for participants to voice their needs and concerns.)	Survey (10a) Literature
• The facilitator demonstrates neutrality, communicative competence, general knowledge, and basic understanding of issues (Frame et al. 2004).	Survey (10c)
Outcome Criteria	
Agreement • The process produces a high quality agreement that is understood and accepted by all parties (Frame et al 2004).	Survey (14,15e) Literature
• The agreement is feasible, implementable, stable, flexible, and adaptive (Frame et al. 2004).	Survey (15a, 15d)
• Where a consensus agreement is not reached, the outcome of the process ended any stalemate, allowing parties to move forward without a formal agreement (Innes and Booher 1999).	Survey (16)
Perceived as Successful • Participants are satisfied with the outcomes of the process and view their involvement as a positive experience (Frame et al. 2004).	Survey (8p, 8q, 12)
• The process is resolving the problems it set out to resolve (Pal 2001, Frame et al. 2004)	Survey (Goals)
Conflict Reduced • The process reduced conflict (Frame et al. 2004)	Survey (13)
• The process improved capacity for dispute resolution (Conley and Moote 2003)	Literature

Criteria	Method of Evaluation
Superior to Other Methods • The process is superior to other planning or decision-making methods in terms of costs and benefits. Costs include time and resources for process support, management, and participation. Benefits include the positive outcomes of the process (Innes and Booher 1999, Frame et al. 2004).	Survey (11, 17h, 17i, 18)
Creative and Innovative • The process produced creative and innovative ideas and outcomes (Innes and Booher 1999).	Survey (8k)
• New ideas are tested and learned from. Ideas that are not successfully implemented provide opportunities for learning and growth (Frame et al. 2004)	Literature
Knowledge, Understanding and Skills • Stakeholders understand more about the issues and other stakeholders' interests and viewpoints (Frame et al. 2004).	Survey (8m, 8n)
• Stakeholders gained new knowledge or skills by participating in the process. This may include communication, negotiation, consensus building, data analysis, or decision-making skills (Frame et al. 2004).	Literature
Relationships and Social Capital • The process created or strengthened personal and working relationships, and social capital among participants (Frame et al. 2004)	Survey (13) Literature
• Participants work together on issues or projects outside of the process (Frame et al. 2004).	Survey (8o)
• The process increased trust / faith in the process itself (Wondolleck 1988, Conley and Moote 2003).	Survey (18, 19)
Information • The process produced improved data, information and analyses that stakeholders understand and accept as accurate. This includes facts, inventories, models, forecasts, histories or analytical tools. This information is shared and is useful to participants and others for purposes outside of the process (Frame et al. 2004).	Literature
Second Order Effects • The process generated beneficial spin off effects (e.g. partnerships or new practices and institutions). (Frame et al. 2004, Innes and Booher 1999)	Survey (8o)
• Results in learning and change in and beyond the process (Innes and Booher 1999)	Literature
Public Interest • The outcomes are regarded as just and serve the common good or public interest, not just those of participants in the process (Frame et al. 2004).	Survey (17f) Literature

Adapted from: Frame, Gunton and Day (2004); Wondolleck (1988); Duffy et al. (1996); Leventhal et al. (1980); Susskind and Cruikshank (1987); Lawrence et al. (1997); BCCORE (1996); Innes and Booher (1999); and Conley and Moote (2003).

3.3 Data Collection

The data were collected using two methods: a mail survey of tourism operators and a review of RSA policy documents. The two methods complement each other as each method of data collection accessed slightly different information. The mail survey provides the opinions of RSA process participants, the review of published documentation on the RSA process provides key technical information, and a review of unpublished information from government, academic and industry sources provides additional information.

3.3.1 Surveys

By conducting a mail survey with resource-based tourism operators in Northern Ontario I obtained a general overview of participants' and potential participants' perceptions of the RSA process. I chose to conduct a mail survey over personal or telephone interviews because a mail survey allowed me to reach a larger segment of the tourism operator population.

Selecting Participants

The mail survey targeted those owning a resource-based tourism business in northern Ontario. A resource-based tourism business is a business that offers a tourism product or service that makes use of Ontario's Crown lands (Browne et al. 2003). For the purpose of this project northern Ontario is defined as all areas of Ontario located north of Highway #17 running from North Bay to Sudbury. This area does not include all businesses potentially impacted by the RSA process. However, to reduce mailing costs I decided this research would focus on businesses in this more remote part of Ontario. In

this area tourism – forestry land use disputes are more likely to occur and therefore the RSA process is more likely be of interest and importance.

The survey was sent to all those in this region who had the potential to be involved in the RSA process. As such, I sought out not only those parties that had successfully signed their agreement, but also those still negotiating, those whose negotiations had failed and those who opted out of the RSA process from the start. Collecting information from all those who had the potential to be involved helped to limit bias in favour of the process.

The survey mailing list was compiled from travel publications and travel websites, all found in the public domain. The sources used to compile the mailing database are listed in Appendix A. I mailed questionnaires to a total of 444 resource-based tourism businesses. To maximise the response rate I made multiple mail contacts with each operator, an approach suggested by Dillman (2000). I first sent operators a pre-notice letter explaining the purpose of the survey and encouraging them to respond. I sent out the questionnaire two weeks later, and an additional copy of the questionnaire two weeks after that.

I conducted the mail survey in March and April of 2005 as I felt that this would be a suitable time to contact operators as they would just be commencing preparations for the 2005 season. At this time, two rounds of RSA agreements, those required for 2004 and 2005 Forest Management Plans should have been completed, while operators with 2006 and possibly 2007 plans would have had some experience with the process[6].

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[6] RSAs should be completed 18 months prior to the date the FMP comes into effect and parties should start the RSA process 27-30 months prior to the FMP implementation date (OMNR 2001a). RSA negotiations for 2006 FMPs should have started in late 2003 / early 2004.

Without considerable additional research and information to which I did not have access, it is impossible to determine the population size (i.e. the total number of potential RSAs) from which I sampled. The potential number of RSAs is determined by the number of tourism business – SFL combinations that exist[7].

Survey Questions

The questionnaire asked participants their opinions on RSA processes and outcomes. I designed the questions in such a manner that respondents' replies would be able to provide a direct answer as to whether a specific evaluative statement was being met. In many cases, I derived the survey questions directly from the evaluative statements. In order to minimise questionnaire length, questions focused on those criteria that I could not easily evaluate using other sources. In addition, I asked some general and demographic questions in order to put the data collected into context. A copy of the full questionnaire is included in Appendix E

3.3.2 Policy Literature

As part of this evaluation, I attempted to collect all available literature on the RSA process. This literature includes all published documentation on the RSA process, especially policy documents and legislation. I reviewed several government and industry websites, as well as unpublished government, industry and academic reports. In addition I attended a NOTO, RSA summit held in Nov. 2004 where I was able to hear first hand, from tourism operators and agency officials about their experiences to date with the RSA process. I reviewed the above sources of information to help assess whether the

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[7] This number may differ from the number of tourism operator – SFL combinations, as one operator may own two establishments which he / she runs as separate businesses and therefore wishes to negotiate separate RSAs.

evaluative criteria were being met. Official government publications pertaining to the RSA process were treated as the ultimate source for information on the technical and policy aspects of the process.

3.4 Data Analysis

3.4.1 Survey

Survey data were analysed using basic descriptive statistics. Agreement statements, questions 8, 15, 16 and 17, were translated to a bipolar scale ranging from -2 (disagree) to +2 (agree) and the mean response score was determined. A complete set of results is presented in Appendix B. Any comments made on the survey by respondents were transcribed and are included in Appendix C and Appendix D. Respondents' comments are discussed qualitatively and have been quoted where appropriate, to add emphasis. The analysed data were then used to rate the various evaluative statements.

3.4.2 Interpretation of Results and Potential Limitations of the Survey

Readers reviewing the results of this survey should not rely on the results being representative of Ontario's resource-based tourism operators as a whole but should view the results of this study only in terms of the general trends for this particular sample of respondents. While I attempted to distribute questionnaires to all potential RSA participants in the region, there were omissions in the mailing database. Errors resulting from such omissions are referred to as coverage errors (Dillman 2000). Only those operators in forest management units located north and west of a line drawn by provincial hwy #17 from North Bay to Sudbury were selected for participation. Operators in forest management units south of hwy #17 may have unique problems that I have not explored

in this study. Because I compiled the mailing list from travel publications and travel websites, operators who do little advertising may have been omitted. Operators who conduct little advertising may have had a unique experience with the RSA process that has not been captured by this study. However, I have little reason to believe that an operator's experience with the RSA process is correlated to the amount of advertising that he or she conducts for their business.

Not all operators in the study area would have had the opportunity to participate in the RSA process prior to the time the survey was conducted. Participation in the RSA process is in part dependent on the forest management planning cycle in Ontario, which occurs on a five-year cycle. Only operators with Forest Management Plans due for renewal in 2004, 2005, 2006 and potentially 2007 will have had some contact with the RSA process. Due to the geographical diversity of Northern Ontario, operators in those management units that have not yet participated in RSAs may have different problems or opinions on the process, which will go undetected in this survey. While all operators were encouraged to return their questionnaire, it is likely that those with little or no experience felt that it was not worth the effort or that they were not sufficiently qualified to provide a response. This may have resulted in non-response error. Such error occurs when those that fail to complete a survey differ in some fundamental way from those that do complete the survey (Dillman 2000).

The survey portion of this evaluation elicited the opinions of tourism operators about the RSA process, a process in which these operators have been intimately involved. The reader should be aware of the potential for self-reporting bias. Such bias may occur when respondents overestimate their skills or answer a question in a socially desirable

way (Bradburn and Sudman 1979). Within the results section I have attempted to point out places were self-reporting bias may occur and I have pointed out potential causes of such bias. Due to the anonymity of the questionnaire self-reporting bias should be minimised.

3.4.3   Policy Literature Review

As part of the policy literature review, I read all the official government publications relating to the RSA process. I then re-read these documents along with other published and unpublished documents relating to the RSA process looking for statements pertaining to the evaluative criteria stated above. Data from the policy literature review is incorporated into the rating of each evaluative statement as required.

3.4.4   Potential Limitations of the Policy Documents Review

Basing an evaluation on policy documents has its difficulties. Official policy literature may be outdated. For example, official procedures may change as implementation proceeds and although these changes may be documented with internal documents and memos, this information may not be readily available to the evaluator. The use of unpublished and grey literature may also be misleading. Unpublished and grey literature may be speculative or may be strictly a position piece advocating the position of a particular group or party.

3.5   Rating of Criteria

Based on the responses of tourism operators to the questionnaire and my review of the RSA policy documents, I assigned each of the evaluative statements in Table 8 a qualitative 'met' (✓✓), 'somewhat met' (✓), 'neutral' (~), or 'not met' (✗) rating. For

evaluative statements based solely on questionnaire responses the rating was determined based on the mean response score. Where there was pertinent policy information, I rated the evaluative statement using a combination of the two sources. For evaluative statements where the use of participants' opinions was impractical, I assigned a rating based solely on my review of the RSA policy documents. The methods used to assess each evaluative statement are specified in Table 8. In the results, I include a detailed description of how I arrived at my ratings for the component evaluative statements.

Due to the qualitative nature of the evaluation, no aggregated rating is presented. The evaluative statement ratings are intended only to indicate areas where the RSA process is working well and areas where the RSA process needs improvement. Criteria that have one or more evaluative statements with a 'not met' rating are seen as potential areas of improvement and are discussed in detail. Not all of the criteria are equally important to the success of this specific process and the importance of each criterion will depend on the perspective of the reader. Similarly, the number of evaluative statements used to assess each criterion is not indicative of the importance of the criterion.

CHAPTER 4: RESULTS

4.1 Survey Responses

In response to the survey sent to 444 resource-based tourism operators, I received 116 completed questionnaires for a response rate of 26%. Of these responses, 114 were valid. One questionnaire was a duplicate, while another was incomprehensible.

The response rate was lower than initially expected despite the use of several strategies to ensure a good response rate. The mailout followed Dillman's (2000) tailored design method of multiple contacts and contained individually signed letters of introduction. Based on the comments I received from some respondents I believe that some tourism operators who have not been involved in the RSA process or who have just started into the RSA process did not believe they could contribute to my study and therefore did not respond. One operator commented "We are in the process of an RSA and will be unable to input fairly to your study at this time", while another commented that they weren't sure exactly what an RSA was.

Within the 114 valid responses, 90 responding operators had received one or more invitations to participate in an RSA process, while 21 had not received any invitations. Three operators did not answer this first question. Figure 1 summarises the proportion of responding operators at each stage of the RSA process, starting with the number of operators who received invitations.

The 90 responding operators that received invitations represented 146 tourism-operator – SFL combinations (a potential RSA). Of these 90 responding operators, 61

(68.5%) had accepted one or more invitations, and 29 had declined one or more invitations (figure 1, diagram B). Two operators with more than one operation fell into both these categories by indicating that they had both accepted and declined different invitations. One operator did not respond to the question.

Of the 61 responding operators who accepted invitations, 17 (30.4%) had signed one or more RSAs, 10 (18.2%) had commenced developing an RSA but negotiations ended before an agreement was reached, and 38 (69.1%) were in the process of developing one or more RSAs (figure 1, diagram C)[8].

Within the group of 29 responding operators who declined one or more invitations to participate in the RSA process, one declined because they were not interested in the RSA process, eight declined because they had no time, two operators indicated there was no logging planned for their area, five declined because they were satisfied with the protection provided by the existing ecological guidelines[9] and three operators already had agreements with the forest industry. Fifteen of the 29 operators who declined one or more invitations filled out the 'other' category and reported various reasons for declining to negotiate an RSA such as bad timing (e.g. not convenient time of operating season), bad locations (e.g. too far to travel to meetings), not pertinent to their business, and lack of faith in the process.

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[8] Readers should note that these categories are not mutually exclusive and operators were asked to indicate all categories that applied. For example an operator could have signed one or more RSAs, while at the same time being in the process of developing another RSA.

[9] The term 'ecological guidelines' refers to forest management planning guidelines that have been put in place by the OMNR to protect Ontario's ecological resources. These other guidelines include, but are not limited to: Timber Management Guidelines for the Protection of Fish Habitat; Timber Management Guidelines for the Provision of Moose Habitat; Environmental Guidelines for Access Roads and Water Crossings; and Forest Management Guide for Natural Disturbance Pattern Emulation (OMNR 2003b).

Figure 1:   The number of responding operators at each stage of the RSA process.

Diagram A

Diagram B

Diagram C
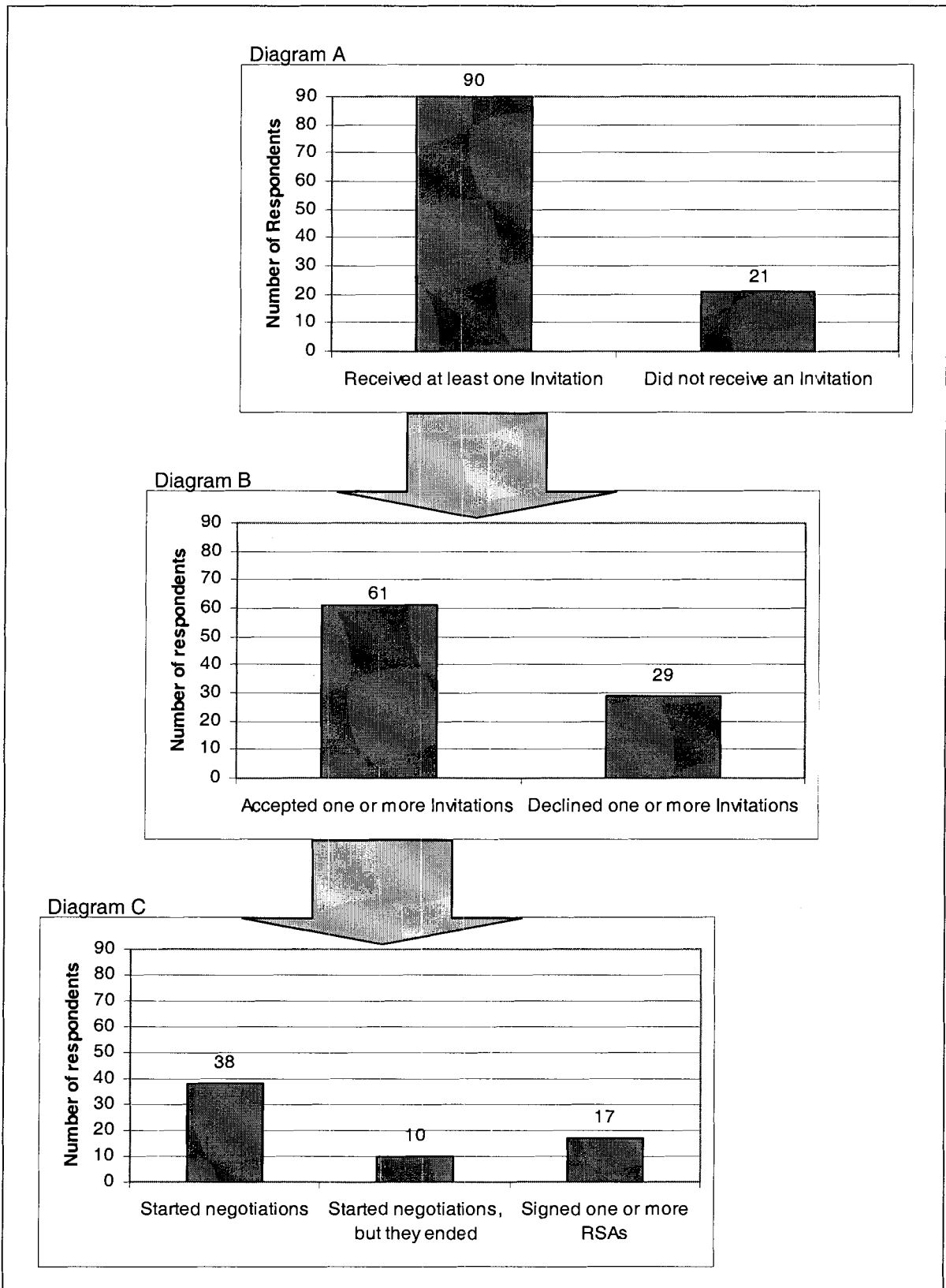
The remainder of the survey focuses on assessing respondents opinions of various aspects of the RSA process. Unless otherwise specified, respondents were given a choice between agree, somewhat agree, neutral, somewhat disagree, and disagree. In question 17, a question asked of everyone regardless of their level of experience with the RSA process, respondents had a sixth option of "don't know". Because of question non-response, the number of respondents to each question varies and is presented along with the results. A full copy of the results of the survey, including the number of responses to each question is provided in Appendix B.

4.2 Comparison to Published Policy Goals

In this section, I compare the RSA policy to two sets of goals, the policy mission statements as published in the Tourism and Forestry Industry Memorandum of Understanding and the goals put forward by the Northern Ontario Tourism Outfitters Association. Within each section, I have included a table summarising the criteria and showing whether each has been 'met' (✓✓), 'somewhat met' (✓), 'neutral' (~) 'not met' (✗) or 'no data' (?). Goals based solely on questionnaire responses were considered 'met' if the response scores were greater than +1.5, 'somewhat met' between +0.51 and +1.5, 'neutral' between -0.50 and +0.50, and 'not met' if the response scores were less than -0.50. Table 9 summarises how I determined ratings for goals based solely on questionnaire responses. For questionnaire questions that were phrased negatively the statement ratings are reversed. For example, if the majority of respondents agreed (response score > + 0.50) the rating would be 'not met'.

Table 9:   Method used to determine ratings for evaluative statements based solely on
             questionnaire responses. For negatively phrased statements ratings are reversed.

Survey Question Response Scale		Calculate Mean Response	Response Score	Evaluative Statement Ratings	
2	Agree	}	> +1.5	Met	✓✓
1	Somewhat agree		+0.51 - +1.5	Somewhat Met	✓
0	Neutral		-0.5 - +0.5	Neutral / Not Determined	~
-1	Somewhat Disagree		< -0.5	Not Met	✗
-2	Disagree				

4.2.1 Policy Mission Statements

✓	...allow the Resource-based Tourism and Forestry industries in Ontario to coexist.
~	...allow the Resource-based Tourism industry in Ontario to prosper.
?	...allow the Forestry industry in Ontario to prosper.
✓	... the industries [are] to negotiate in good faith.

The first goal relates to the two industries' ability to coexist. Questions pertaining

to this goal were asked only of operators who had participated in the RSA process. A

number of operators perceive that the RSA process will help the two industries to co-exist

in Ontario. Forty-seven percent of 57 responding operators agreed or somewhat agreed

with the statement ...*I have an increased understanding of the needs of the forest industry*

as a result of this most recent RSA process. Sixty-one percent of 57 responding operators

agreed or somewhat agreed that ... *I feel that the forest industry has an increased*

understanding of the needs of my resource-based tourism business as a result of this most

recent RSA process. The response scores for these two survey questions were +0.44 and

+0.61 respectively.

When asked to rate the effect their most recent RSA had on their relationship with the forestry industry, 33% reported that their relationship had improved or greatly improved while only 5% reported that it had become worse or much worse. (For more detail, see sub-section entitled 'Conflict Reduced') This is a relatively large number of improved relationships and indicates that the RSA process is definitely helping the two industries to coexist. Based on these results I rated the first goal pertaining to coexistence as 'somewhat met'.

Opinions are mixed on whether the RSA process will help the resource-based tourism industry prosper by encouraging investment in resource-based tourism in Northern Ontario. In theory, the RSA process should promote investment in resource-based tourism by providing a guarantee of access to the wilderness resources operators need to run a successful business (OMNR 2001a). When asked if they thought ... *the RSA process will encourage investment in Ontario's resource-based tourism industry*, 25% of 97 responding operators agreed or somewhat agreed, 27% were neutral, 32% disagreed or somewhat disagreed and 17% responded 'don't know'. On this last statement regarding investment, there was not much difference in opinion between responding operators who had accepted invitations to participate, those who had declined invitations to participate and those who had not yet received an invitation. Because the responses were mixed yielding a response score of -0.28, I gave the goal pertaining to prosperity a 'neutral' rating.

Due to study constraints, the ability of the RSA process to help the forestry industry prosper was not assessed in this study.

Forty-nine percent of 97 responding operators agreed or somewhat agreed with the statement *...the forestry industry and the tourism industry have been negotiating RSAs in good faith.* This yielded a response score of +0.59. When the operators were categorised according to whether they had accepted invitations or declined invitations, it was found that operators who accepted invitations to participate were more likely to agree with the statement. Sixty-one percent of operators who had accepted invitations agreed or somewhat agreed with the statement *...the forestry industry and the tourism industry have been negotiating RSAs in good faith* (response score +0.71), while only 35% of those who had declined invitations agreed or somewhat agreed with the same statement (response score +0.33). The difference may indicate a negative bias towards the RSA process on the part of those respondents who declined to participate. When rating this goal I considered the overall opinion and rated it as 'somewhat met'. While 61% approval from those who have taken part is significant, the perception of those who declined to participate is perhaps equally important as it is those operators who need to be convinced that participating in the RSA process is worthwhile.

4.2.2 NOTO Stated Benefits

?	Reductions in conflict and delays related to issues going to Bump-Up
?	Enhancement of wood supply (timber)
?	Maintenance of tourism business values and employment
~	Encouragement of industry investment
✓	Improved communications

The goals for the RSA process set by NOTO are mostly outcome goals and it is impossible to assess them fairly in this initial policy evaluation. For this reason I have left the first three goals unrated. The first goal, 'reductions in conflict and delays related to issues going to 'Bump-Up'', pertains to a reduction in the number of Environmental

Impact Assessments requested prior to approval of a Forest Management Plan. For an accurate assessment of this goal I believe that a minimum of one entire forest management planning cycle of five years should be completed. The enhancement of the wood supply and the maintenance of tourism business values and employment are two long term outcome goals that also cannot be assessed at this initial stage. It is also too early to determine definitively if the RSA process has encouraged investment in the resource-based tourism industry, however I did ask operators their opinions on this topic. As discussed in the previous section responses were mixed, so I gave this fourth goal a neutral rating. I rated the final goal proposed by NOTO, the goal of improved communications, as 'somewhat met'. It appears that there have been improved communications, at least between the tourism and forestry industries. Thirty-three percent of responding operators stated their relationship with the forest industry had improved to some degree, while for an additional 61% the relationship remained the same.

4.3 Evaluation According to Literature Criteria

In the next section of this report, I evaluate the RSA process by comparing it to the best practice standards derived from the academic literature. There are 15 process criteria and 10 outcome criteria. Next to each evaluative statement there is an indicator to show whether each is 'met' (✓✓), 'somewhat met' (✓), 'neutral'(~), 'not met' (✗) or 'insufficient data' (?). The same criteria used to evaluate the goal statements in section 4.2 were used in this section. Evaluative statements based solely on questionnaire responses were considered 'met' if the response scores were greater than +1.5, 'somewhat met' between +0.51 and +1.5, 'neutral' between -0.5 and +0.5, and 'not met'

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if the response scores were less than -0.5. Table 9 summarises how I determined ratings for evaluative statements based solely on questionnaire responses. For evaluative statements that were evaluated based on a combination of questionnaire responses and a review of policy literature, or solely on my review of the policy literature, I include a detailed description of how I arrived at my conclusions.

4.3.1 Process Criteria

Purpose and Incentives

✓✓	The process is driven by a purpose, vision and task that are real, practical and shared by the group.
✓✓	Parties believe that a collaborative process offers the best opportunity for addressing the issues.

Of 59 responding operators, all of whom had accepted invitations to participate in the development of an RSA, 93% agreed or somewhat agreed ...*that the issues dealt with in the RSA process* (were) *important to both* (themselves) *and the forest industry.* Eighty-eight percent of respondents agreed or somewhat agreed with the statement ...*I became involved in this most recent RSA process because I / my business felt it was the best way to achieve our goals with respect to forest operations near our business.* The overwhelming agreement with the first two statements (response scores of +1.60 and +1.59) led me to rate them both as being 'met'.

✓	Process incorporates incentives to participate and work towards an agreement.

The incentive to participate in a collaborative process is often dependent on the other options available to potential participating parties. The best of these other options is termed a BATNA (best alternative to a negotiated agreement). A party with a viable alternative to a negotiated settlement will be less interested in pursuing negotiations. In the case of the tourism industry, their BATNA is to rely on the protection afforded by the

various ecological guidelines. As documented by Hunt et al. (2000), most tourism operators were not satisfied with previous methods of incorporating their needs into forest management planning. By participating in the RSA process the tourism industry can only benefit. In a worse case scenario the tourism industry can rely on the level of protection afforded them prior to the implementation of the RSA process.

The Tourism and Forestry Industry Memorandum of Understanding along with RSAs reduces the forest industry's BATNA, thus providing them with a greater incentive to participate in negotiations.

Inclusive Representation

✗	All parties that are affected by, or that have an interest in any agreement reached should be given a chance to participate. This includes parties needed to successfully implement the agreement and parties who could undermine it if not involved in the process.

Not all parties that have the potential to be affected by an RSA agreement are given a chance to participate in the RSA process. There are two ways interested parties may be prevented from participating. First, the definition of a resource-based tourism operation within the RSA policy includes only licensed resource-based tourism operations. This includes all businesses with fixed roof accommodations or rental units (OMNR 2001a). The RSA policy definition of a resource-based tourism operation does not include companies offering canoe trips and other guided excursions. The RSA process offers no protection to these businesses for their routes, trails or campsites.

Secondly, the exclusivity of RSAs as an agreement between the tourism and forestry industries limits participation by other stakeholders. The Tourism and Forestry Industry Memorandum of Understanding states that the tourism and forest industry are not required to involve anyone else in their negotiations, nor advise anyone of the results

until they are forwarded to the OMNR for inclusion in the Forest Management Plan (OMNR 2001a)[10]. Other users of Crown land in Ontario include trappers, First Nations, canoeists, recreational hunters, recreational anglers, and snowmobilers, to name but a few. Recreational anglers, who are big users of this land and who contribute over $600 million per annum to the Ontario economy (OMNR 2003a), are not officially included in the process. Reducing access impacts and preserving remoteness requires the cooperation of recreational anglers. The omission of recreational anglers from the RSA process could lead to their alienation which in turn may cause measures included within an RSA to prevent access to remote lakes by recreational anglers to be undermined.

The OMNR acknowledges that there are other parties who have interests in Ontario's Crown forests. The OMNR states that while these others are not party to an RSA they are: "very much a part of the RSA process" (OMNR 2001a, p10). Policy documents suggest that each agreement should contain a section stating how the interests of other users have been explicitly considered (OMNR 2001a, NOTO nd). However, any consideration given to the interests of other users is from the perspective of the tourism and forestry industries only. Other users have no direct input into an RSA.

When asked if parties besides the tourism and forestry industries should be involved in negotiating each RSA, 41% of 96 respondents either disagreed or somewhat disagreed for a response score of -0.42. This statistic may not accurately reflect whether including additional parties would be of benefit to forest management. Including more parties would result in tourism operators losing some of their control over the process.

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[10] The rationale for the exclusivity of RSA agreements is confidentiality. If confidentiality is assured, both the tourism and forest industries need not worry about proprietary business information being revealed to competitors as part of the RSA process. OMNR claims that eliminating such concerns will make the RSA process faster (OMNR 2001a).

Thus tourism operators may be reluctant to agree to greater inclusion at the negotiation table. Of those that agreed that other stakeholders should be part of an RSA, two respondents commented that First Nations should be included in the RSA process while one respondent thought that the OMNR should be a signatory to RSAs.

The RSA process does not meet the requirement of inclusive representation because not all parties with potential interests in, nor those who could be affected by the land and resources covered by the RSA process, are included in negotiation therefore I gave the process a 'not met' rating.

✕	The process must incorporate the values held by different stakeholders.

Because the RSA process does not include all stakeholders, it is unlikely to incorporate all the values held by each of them.

Voluntary Participation and Commitment

~	Parties participate voluntarily. Participants remain free to pursue other avenues if the consensus process does not address their interests.

RSAs are described by the OMNR as "a voluntary agreement between two parties" (OMNR 2001a, 9). However, the forest company may not perceive the RSA process as voluntary, but rather as mandatory in order to be able to harvest land they believe they are entitled too. This sense of entitlement may be due to the current method of forest management planning, whereby forest companies have been allocated a large tract of land (or management unit) in the form of a sustainable forest license. Regulations in the 'Tourism and Forestry Industry Memorandum of Understanding: A Guide to Resource Stewardship Agreements' (OMNR 2001a) lay out scenarios when participation in the RSA process, by the forestry industry, is required. For example, if the forest

industry does not have a prior agreement with the tourism industry they must enter RSA negotiations if they wish to harvest timber on Crown land near a tourism operation (OMNR 2001a). Should the forest industry fail to enter negotiations, they may not be given approval to harvest near any resource-based tourism operations, or their entire FMP may not be approved (OMNR 2001a).

The RSA process is voluntary for the resource-based tourism operator. Even if they decline to negotiate an RSA, they still have the protection of the ecological guidelines for forest harvesting (OMNR 2001a).

The second component of the evaluative statement states that parties should be free to pursue other means of conflict resolution. Other formal means of conflict resolution may be accessed by conflicting parties should they not wish to, or fail to, negotiate an RSA. These processes are available within the forest management planning process, and include Issue Resolution and an Environmental Assessment "Bump-Up" request. These conflict resolution processes may be accessed at any time, although the OMNR strongly encourages that RSA negotiations be attempted prior to initiating any of these other processes (OMNR 2001a). Use of Issue Resolution or an Environmental Assessment "bump-up" does not negate the forest industry's responsibility to initiate RSA negotiations.

For a truly collaborative agreement to work both parties must enter the agreement voluntarily. Because the RSA process may not be perceived as voluntary by the forestry industry I gave the RSA process a neutral rating on the first statement in the voluntary participation criterion.

✓	All parties are supportive of the process and committed to invest the time and resources necessary to make it work.

Eighty-eight percent of 57 responding tourism operators agreed or somewhat

agreed that they had ...*made* (their) *best effort, in terms of investing time and money, to*

make (their) *most current RSA process work* for a response score of +1.61. Fifty-seven

percent of 56 responding tourism operators (response score +0.59) agreed or somewhat

agreed that ...*the forestry industry had made their best efforts (in terms of investing time*

and money) to make (their) *most current RSA process work*. It is not surprising that this

second result is lower, since these percentages only reflect the opinions of tourism

operators. Because of the lower percentage of responding operators who agreed that the

forest industry was committed to making their most current RSA work, I rated this

evaluative statement as being somewhat met.

Self-Design

I examined the use of self-design within three separate components of the RSA

process: the overall policy, the negotiation process, and the agreement structure.

✓	The parties self-design the process to suit the individual needs of that process and its participants.

Three groups were involved in the development of the Tourism and Forestry

Memorandum of Understanding, including the RSA policy. The RSA policy was

developed by members of the RSA working group and then reviewed by members of the

RSA steering committee. Final approval for the policy was given by the Ontario

provincial government (OMNR 2001a). As part of the policy document, the above

parties were also responsible for outlining the minimum content of an RSA (OMNR

2001a). Representatives from both the tourism and forestry industries were part of the

RSA working group and the RSA steering committee. In this manner, the two major stakeholder groups had direct input into the design of the RSA process.

Parties to each RSA design their own individual negotiation process; they are free to set their own mandate and decide which issues will be discussed (OMNR 2001a). Parties may structure negotiations in any manner that is mutually agreeable, once the procedure for initiating contacts has been followed. Forty-one percent of the 98 responding operators agreed or somewhat agreed with the statement ...*the RSA process is flexible enough for the negotiating parties to adapt it to solve their unique problems*. The aggregate score was +0.33.

The structure of individual RSAs is flexible; however there are certain components that are mandatory in each agreement. These mandatory components include: a statement of the principles of the Memorandum of Understanding; a map showing the projected forest roads and designated tourism values; and forest management prescriptions to be approved by the OMNR and included in the Forest Management Plan (OMNR 2001a).

After examining the scope for self-design within three separate components of the RSA process I gave the process a 'somewhat met' rating on the first self-design evaluative statement. The policy process and agreement structure were self-designed as representatives from both the forest and tourism industry were involved. However, participants only gave the process a neutral rating on its ability to be adapted to their individual needs.

✓	All parties have an equal opportunity to participate in designing the process.

I rated the second statement as somewhat met. It is likely that both industries (tourism and forestry) had an equal opportunity to participate in the design of parts of the policy process. Both the RSA working group and the RSA steering committee were comprised of roughly equal numbers of representatives from the tourism and forestry industry (OMNR 2001b).

Clear Ground Rules

✓	There is a clear, written plan of action.

The OMNR has established a time frame for completing the process, has laid out the responsibilities of each party, and has mandated minimum requirements for the policy document. The OMNR produced two manuals that outline how to develop an RSA. The manual entitled 'Tourism and Forestry Industry Memorandum of Understanding: A Guide to Resource Stewardship Agreements' (OMNR 2001a) outlines all the steps involved in the RSA process, who is responsible for each and a timeline for completion. This manual also provides directives on how to proceed should parties wish to amend an RSA, should negotiations fail, or should one party fail to agree to negotiate. Furthermore, this manual also provides a sample outline of what a typical RSA might include, as well as a copy of the MOU for reference.

When asked if ...*information on the procedures for developing an RSA was readily available and easy to understand,* 53% of 100 responding tourism operators agreed or somewhat agreed. However, 21% of responding operators disagreed or somewhat disagreed with this statement resulting in a response score of +0.52. One operator claimed that the wording of the procedural instructions was hard to comprehend

and three respondents seemed to know nothing about the process nor did they know

where to find information on the process.

| ✗ | The process is open, accessible and transparent. |

Parties to an RSA are under no obligation to share the results of their agreement,

except where provisions will be incorporated into a Forest Management Plan (OMNR

2001a). Accessibility and transparency are important for ensuring a fair process, but the

RSA process does not incorporate either of these attributes. For these reasons I have

given the RSA process a failing grade on accessibility and transparency.

| ~ | The process is consistent between persons and across time. |

Because each OMNR district is ultimately responsible for administering the RSA

process, there has been variation across the province with regards to the interpretation of

the MOU and the provision of information. At the NOTO RSA summit in November

2004 two attendees expressed concern over this issue. One concern was that the Tourism

and Forestry Industry Memorandum of Understanding was being interpreted separately

and differently by each OMNR District Manager. Ideally there should be consistent and

global interpretation of the MOU with some flexibility for regional differences. The

second concern was that some OMNR districts were offering scoping or help sessions for

their RSA participants while other districts did not. For the process to be fair to all

participants province-wide, officials need to ensure consistency in interpretation and

provision of information. I was tempted to give the process a failing grade on this

evaluative statement, however in light of the fact that there are clear and consistent

procedures, as discussed above, I ranked this statement as being 'neutral'.

Equal Opportunity and Resources

> All participants have the resources to participate meaningfully. This means consideration is given to providing: training on consensus processes and negotiating skills; and adequate and fair access to all relevant information and expertise.

The OMNR has no provisions for providing training on negotiation or consensus processes to parties involved in the RSA process. The 'Tourism and Forestry Industry Memorandum of Understanding: A Guide to Resource Stewardship Agreements' simply suggests that participants may wish to seek some sort of advice, whether it is from a book or from a course (OMNR 2001a). There is a small section (p.8) in the publication entitled 'Management Guidelines for Forestry and Resource-Based Tourism'(OMNR 2001b) that describes effective issue resolution. However, this information is minimal and could hardly be described as the provision of negotiation training. Most tourism operators who have participated in the RSA process do not feel that the lack of official training is a problem. Seventy-seven percent of 57 respondents agreed or somewhat agreed that they ...*had the skills necessary (or were provided the opportunity to learn them) to negotiate* (their) *most recent RSA effectively*, for a response score of +1.21.

In the ideal process, information necessary for decision-making comes from impartial sources. In the RSA process, the forest industry is responsible for the provision of some information; they must provide maps of their proposed areas of operation. In addition, due to their administrative capacity, the forest industry is likely to be the party generating any additional maps necessary during RSA negotiations. These two factors have the potential to put the tourism industry at a disadvantage because the forest industry essentially has control over the data. Despite these possible problems, 71% of 58 responding tourism operators who had worked on an RSA agreed or somewhat agreed

that they *...had access to all the information* (they) *needed to make informed decisions in* (their) *most recent RSA process.* The response score for this statement was +0.97.

I gave the first equal opportunity and resources evaluative statement a neutral rating. Although responding operators were positive, both about their ability to negotiate successfully and about their access to pertinent information, the process suffers from a lack of formal negotiation training and pertinent information is not provided by a neutral party.

✗	The process provides opportunity for equal and effective participation by all parties, by providing equal distribution of power.

Sixty percent of 58 tourism operators surveyed agreed or somewhat agreed that *...the forest industry had more power than* (they) *did in the negotiation phase of* (their) *most recent RSA* (response score of +0.72). Negotiation processes are designed to place negotiating parties on equal footing, however this does not seem to be the case within the RSA process. Even prior to the commencement of negotiations tourism operators may feel they are at a disadvantage because they must wait until the forest industry has proposed their harvesting intentions before negotiation can proceed. By having the forest industry commence the negotiation process by proposing their harvesting intentions to the tourism industry, the tourism industry automatically starts negotiations on the defensive.

Many surveyed tourism operators still feel that the forest industry has the balance of power, yielding a negative rating on the second evaluative statement. This could partly be because the RSA process provides insufficient training in negotiating skills, and because important information and expertise is not provided by a neutral party.

Principled Negotiation and Respect / Trust

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

Forty-nine percent of 97 responding operators agreed or somewhat agreed that

...the forestry industry and the tourism industry have been negotiating RSAs in good faith.

Fifteen percent disagreed or somewhat disagreed, seventeen percent were neutral and

nineteen percent stated 'don't know'. The response score was +0.59. Operators who had

accepted invitations and were involved in negotiating an RSA were more positive about

this statement (response score of +0.71), than those who had declined invitations

(response score of +0.33). Of those involved in negotiating an RSA, 53% of 57

respondents agreed or somewhat agreed that *...the forest industry representative involved*

in (their) *most recent RSA process was focused on trying to find a solution, not on*

maintaining a corporate position. Twenty-one percent disagreed or somewhat disagreed

while 26% were neutral about the statement. The response score was +0.51. Based on

the answers to these questions it appears that the ideals of principled negotiation are

generally being adhered to and I gave the RSA process a somewhat met rating on the first

evaluative statement.

✓	The process provides incentives for cooperation and collaboration in a problem-solving manner, rather than for continued adversarial behaviour.
✓	Participants demonstrate acceptance of, understanding of, and respect for the diverse values, interests, and knowledge of the other parties involved in the process.

Sixty-three percent of 57 respondents who had participated in the RSA process

agreed or somewhat agreed that *...the nature of the RSA process creates incentives for*

cooperation and collaboration (as opposed to adversarial behaviour) between

(themselves) *and the forestry industry.* Fourteen percent of respondents somewhat

disagreed or disagreed with the statement, netting a response score of +0.81. Therefore, I gave the second evaluative statement a 'somewhat met' rating.

The third evaluative statement also received a 'somewhat met' rating. As reported in the section entitled 'policy mission statements' section 4.2.1, 47% of operators who had participated in the RSA process felt that they better understood the forest industry because of the RSA process and 61% felt that the forest industry had a better understanding of their resource-based tourism business.

Effective Process Management

✓	The process is managed effectively by providing: a project/process plan; coordination and communication; information management; and support to ensure participants are getting the resources required to participate effectively.

Active process management for RSAs is largely the domain of the forest industry. Each SFL is responsible for initiating contact with tourism operators and ensuring they are aware of their opportunity to negotiate an RSA (OMNR 2001a). Sources of information or assistance with the RSA process include the Northern Ontario Tourist Outfitters Association (NOTO), the Ontario Ministry of Tourism and Recreation, and the Ontario Ministry of Natural Resources (OMNR). The OMNR published two manuals designed to assist negotiating parties by providing: an outline of all the steps involved in the RSA process; directives on how to proceed should negotiations fail; and a list of possible forest management techniques that could be incorporated into an RSA. Sixty-three percent of all responding operators (100 responses) agreed or somewhat agreed that... *assistance with the RSA process* (was) *readily available to those who need*(ed) *it*. Fourteen percent disagreed or somewhat disagreed, while 23% were either neutral or did not know. The response score for this question was +0.90. Meanwhile, 62% of 58

respondents that had participated in an RSA agreed or somewhat agreed that ... *the*

administrative functions of this most recent RSA process (e.g. invitations, scheduling of

the first meeting, and the provision of maps) were handled efficiently. Nineteen percent

disagreed or somewhat disagreed, and an additional 19% of respondents were neutral, for

a response score of +0.76.

| ~ | Neutral process staff are available to assist participants if they need assistance. | |

Prior to March 2005, neutral process staff in the form of RSA consultants were

available free of charge to any licensed resource-based tourism operator who requested

help to negotiate an RSA (NOTO no date)[11]. Forty-nine percent of responding operators

who had commenced developing an RSA reported having enlisted the services of an RSA

consultant. Many responding operators were aware of the fact that RSA consultants

would no longer be available and four operators commented that funding should be

continued to allow all operators the opportunity for assistance with their first agreement.

Since RSA consultants will no longer be available for free consultations, I gave the

second evaluative statement on neutral process staff, a 'neutral' rating.

| × | The process is co-ordinated and managed in a neutral manner. | × |

Fifty percent of 99 respondents agreed or somewhat agreed that ...*the forest*

industry has too much control over the administrative functions within the RSA process.

Thirteen percent disagreed or somewhat disagreed with this statement, 25% were neutral

and 12% did not know. The response score was +0.63. Although most respondents were

happy with the delivery of the administrative functions, the fact that the forest industry is

perceived by many to have too much control could result in problems in future RSAs.

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[11] RSA consultants were available through NOTO, from funding provided by Ontario's Ministry of
Tourism and Recreation (NOTO nd).

This is especially true in cases where there is a negative relationship between the two industries prior to the commencement of RSA negotiations.

Accountability

✓	Mechanisms are in place to ensure the interests of the broader public are represented in the process and final agreement.

RSAs are private business-to-business agreements but, when the results of an RSA include land-use prescriptions to be incorporated into a Forest Management Plan, processes are in place to ensure accountability to the Ontario public. Once an RSA is signed it must be forwarded to the OMNR where prescriptions to be included in the Forest Management Plan undergo an internal review. The Forest Management Plan is then subject to public scrutiny through two open houses, a draft plan review and a plan inspection (OMNR 2001a, NOTO no date).

Fifty-four percent of 95 respondents to our operators' survey agreed or somewhat agreed that ...*the outcomes of RSAs (i.e. the land use prescriptions) serve the common good of the Ontario public* for a neutral response score of +0.43. However, tourism operators may rate this statement optimistically especially if the RSA process is beneficial for the tourism operators themselves. Despite the neutral response score, I gave this first accountability evaluative statement a 'somewhat met' rating because the RSA process does include mechanisms that attempt to ensure the needs of the public are met.

~	The public is kept informed on the development and outcome of the process.

It can be argued that the public is kept informed of any developments within the RSA process through the procedures described above. However, the secrecy of the RSA

process during development and the non-disclosure clause on matters not relating to the Forest Management Plan means the public is not kept informed of developments throughout the process. Although they do eventually have access to the outcomes, I gave this evaluative statement a 'neutral' rating.

✓	Participants are empowered by and effectively speak for the interests they represent.

I gave this third evaluative statement a positive rating. One of the benefits of business-to-business negotiations, like the RSA process, is that the competing stakeholders are negotiating directly with one another and can discuss their interests directly. Because there is no intermediary, negotiations can proceed directly and quickly with no need for unnecessary delays. However, problems may arise if the representative for one of the parties does not have full authority to enter into an agreement on behalf of the party he or she is representing. Because most resource-based tourism operations are owner-operator run, this is more likely to be a problem within the forestry industry especially if the forest industry sends a representative to negotiate who does not have authorization to enter into an agreement. There is one reported example where a representative for the forest industry had to continually report to a senior supervisor after every negotiation session with the tourism operator. This caused much frustration on the part of the tourism operator (Bioforest 2005a).

Flexible, Adaptive, Creative

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

A certain amount of flexibility is designed into the RSA process. Within each RSA negotiation, parties are free to structure the negotiating procedure in any manner that is mutually agreeable, are free to decide which issues are discussed and to decide

how these issues will be resolved. The structure of individual RSA agreements is partially flexible, but there are certain mandatory components. Forty-one percent of 98 responding operators agreed or somewhat agreed with the statement *...the RSA process (was) flexible enough for the negotiating parties to adapt it to solve their unique problems*. Twenty-one percent disagreed or somewhat disagreed, and the rest reported being neutral or that they "did not know". The response score was +0.33.

A lack of flexibility may stifle creativity, meaning the RSA process may not have produced as many innovative outcomes as it potentially could have. A few operators commented that the OMNR was causing problems and stifling creativity within the process, with its veto power. One operator commented: "(We need) less control by MNR. Forestry and tourism will agree and MNR does not approve." Another operator noted that "MNR is an overbearing hindrance to the whole process for all involved." To quote a third operator "(I) think the government inhibits better relations by establishing regulations that sometimes represent roadblocks instead of guidelines."

✓✓	Provides opportunities for joint fact-finding by affected groups; allows issues and questions to be raised early in the process.

One of the strengths of the RSA process is that it allows issues or conflicts between the tourism and forestry industries to be raised early in the forest management process, prior to presentation of the Forest Management Plan to the public (OMNR 2001a). This benefits the forest management process because issues are more likely to be resolved one-on-one between the forest industry and the tourism industry rather than as part of an entire FMP at a later date. Therefore I gave this second evaluative statement, which calls for addressing issues and questions early in the process and for joint fact-finding, a positive rating.

✓	Feedback is incorporated into the process such that it can evolve as the parties become more familiar with the issues, the process, and each other, or to accommodate changing circumstances.

There are provisions within the RSA process and the FMP process for amendments to an RSA, but amendments can only be made if the two parties agree. Eighty-three percent of 18 responding operators (response score +1.39) who had signed an RSA agreed or somewhat agreed *...there is a provision to allow for mutually agreeable changes to this most recent agreement.*

It is too early to determine whether the RSA policy as a whole is able to incorporate the use of feedback successfully to effect positive changes to the process. I gave the evaluative statement that pertains to modifiability a 'somewhat met' rating, although there is no documented experience with the use of these provisions yet.

High Quality Information

✓	The process provides participants with sufficient, appropriate, accurate and timely information, along with the expertise and tools to incorporate the information into the decision-making process.
✓	Uses information of many types from various sources and assures agreement on its meaning.

Maps are one of the main sources of information used in the RSA process. The OMNR provides a Tourism Values Map[12] to negotiating parties while the forest industry must provide a map of proposed forest access roads (OMNR 2001a). To ensure accuracy of the Tourism Values Map, both parties to the RSA negotiation are requested to review the map and make any additions or corrections if necessary (NOTO, 2004). This is a vital step as in some cases the initial information on the maps provided by the OMNR

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[12] The Tourism Values Map, which is provided by the OMNR shows the location of all tourism establishments (classified as remote, semi-remote and drive-in) and identifiable features (including roads, campsites, viewpoints, boat caches, canoe routes and shore-lunch spots) considered integral to the operation of a tourism business (OMNR 2001b).

lacked accuracy (Bioforest 2005b). The road access map to be provided by the forest industry should represent the "best available information on anticipated 20 year primary and five year secondary road corridors" (OMNR 2001a, 21). There are no procedures in place for ensuring the accuracy of this latter map.

The OMNR should also provide, to the negotiating parties, any available information that is relevant to the negotiation of an RSA. This includes providing scoping sessions to review policies and to discuss the criteria used for deciding if RSA proposals will be incorporated into the Forest Management Plan (OMNR 2001a). However, scoping sessions are not mandatory, so some negotiating parties may not have all the information they need to negotiate a successful RSA.

Two survey questions asked respondents whether they felt they had all the information or skills necessary to negotiate their RSA. Seventy-one percent of respondents felt they had access to the information they needed (response score +0.97) and 77 % felt that they had the skills necessary to negotiate an RSA (response score +1.21). When considering these responses the reader should be aware of the possibility that respondents over-estimated their abilities. However, because of the positive responses to both these questions, I ranked the first evaluative statement, pertaining to participants' access to information and expertise, as being 'somewhat met' despite reports of inaccuracy and data omissions in the OMNR maps. I rated the second evaluative statement as being 'somewhat met', despite the fact that scoping sessions are not mandatory.

Time Limits

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

Survey respondents were asked how they felt about the deadlines specified in the

forest management planning process for completing the various stages of the RSA

process. Sixty-three percent of 49 respondents felt the time-periods were just right,

however 31% of respondents felt the time-periods for completing various stages were too

short. Based on these survey results I gave the first evaluative statement a partially met

grade.

~	Milestones focus and energize the parties, marshal key resources, and mark progress. However, sufficient flexibility is necessary to embrace shifts or changes in timing.

Forty percent of 57 respondents either agreed or somewhat agreed that ...

deadlines imposed by the forest management planning process were useful in keeping

(their) *most recent RSA process moving forward.* Another 32% of respondents were

neutral about the subject, while 28% disagreed or somewhat disagreed. The overall

response score was +0.16.

Deadlines in a process should motivate parties to complete the process, while still

allowing for flexibility. However, four survey respondents commented that the timing of

the process made it awkward for them to participate. In addition, participants at the RSA

summit in November 2004 made several comments relating to timing, specifically that

the scheduling of meetings should better accommodate the winter marketing schedule

and the summer operating season of tourism operators (Bioforest 2005a).

✗	It is made clear that unless parties reach an agreement in a timely manner, someone else will impose a decision.

There do not appear to be strong incentives for parties to complete their RSAs on

time, or sanctions for failing to do so. The OMNR's publication "Tourism and Forestry

Industry Memorandum of Understanding: Guide to Resource Stewardship Agreements"

states that late RSAs are not normally desirable but that they will be permitted under

certain circumstances (OMNR 2001a).

Commitment to Implementation and Monitoring

✓	The process fosters a sense of responsibility, ownership, and commitment to implement the agreement outcome.

When the 19 respondents who had signed an RSA were asked if they felt ...*the*

forest industry is committed to implementing this most recent agreement, 84% agreed or

somewhat agreed for a response score of +1.32. Ninety-five percent of the nineteen

responding operators also agreed or somewhat agreed that ... (they were) *committed to*

implementing (their) *most recent agreement*, for a response score of +1.53.

✓	The process and final agreement include commitments to implementation and monitoring.

All parts of an RSA incorporated into a Forest Management Plan (FMP) become

legally binding and must be implemented as part of the Forest Management Plan (OMNR

2001a). Monitoring of an RSA is the responsibility of the OMNR, the forest company

and the resource-based tourism operator. For parts of an RSA that are incorporated into a

Forest Management Plan, monitoring and compliance are legally required to be

undertaken by the OMNR and the forest company as part of the evaluation of the FMP

(OMNR 2001a). However, it is suggested in the Tourism and Forestry Industry

Memorandum of Understanding: A Guide to Resource Stewardship Agreements (OMNR

2001a) that the tourism operator become involved in monitoring as they are likely be

closest to the action and would likely be the first to be aware of any violations.

Implementation and monitoring of components of an agreement that are not part of a

Forest Management Plan are the sole responsibility of the signing parties. It is for this

reason that I gave this evaluative statement a 'somewhat met' as opposed to a 'met' rating.

Integration

~	Ethically compatible with fundamental moral and social values.	

Since the late 1990s the trend in government in many western countries has been towards a policy-making system that is more client (public) focused; encourages shared leadership, collective action and shared decision-making; is decentralised; and is profit and results driven (Pal 2001). This includes being more responsive to stakeholders and making policy decisions more democratic and open to the public. Along these lines the RSA process attempts to fit in with moral and ethical desires of the public of our time by allowing more stakeholder involvement in the forest management planning process and by encouraging shared decision-making and decentralising forest management decisions to those who understand the effects and implications best. However, some might consider that the process does not go far enough because not all potential stakeholders are included in the process. In addition, the privacy of RSA agreements as business-to-business agreements may be regarded by some as going against the desire for a more open and transparent government system. For these reasons I rated the evaluative statement for this criterion as being 'neutral'. However, readers should note that it is hard to assess this criterion without a comprehensive foray into the moral and social values of Ontarians.

Independent Facilitation

✗	The negotiation process uses an independent trained facilitator acceptable to all parties throughout the process. (The facilitator helps parties feel comfortable and respected, understand and communicate underlying interests, and balance power by ensuring equal opportunity for participants to voice their needs and concerns.)

The RSA process does not use an independent facilitator during negotiations.

RSAs are negotiated only between the affected parties. However, during the early stages

of implementation of the RSA process, independent consultants known as RSA

consultants were made available free of charge to parties who wished help with the

process (NOTO, no date). Half of 55 responding operators who had been involved in an

RSA process stated that they made use of an independent party to help with negotiations.

All but one of those used an RSA consultant. I gave the evaluative statement concerning

the presence of neutral facilitation a negative rating, because RSA consultants are not true

facilitators. RSA consultants may have some facilitation experience but their main role is

to help the tourism operators negotiate an agreement. In this regard, they cannot provide

neutral facilitation. In addition, although RSA consultants have been available to provide

assistance up until now, they will not be present in the future.

✓	The facilitator demonstrates neutrality, communicative competence, general knowledge, and basic understanding of issues.

Although there were no true facilitators in the RSA process, I assessed the

usefulness of the independent consultants who were hired. Eighty-six percent of the 28

operators who employed an independent party to assist with negotiations agreed or

somewhat agreed that the services provided by this person were useful (response score

+1.46). However, in one case a respondent stated that the consultant they hired was of

little use. Two respondents stated that they felt the RSA consultant they hired had a

definite forestry bias. I gave this second evaluative statement a positive rating although

readers need to be aware that RSA consultants are not true facilitators and will not be around for the duration of the implementation process.

4.3.2 Outcome Criteria

In this next section, I evaluate ten criteria related to the outcomes of RSA negotiations.

Agreement

~	The process produces a high quality agreement that is understood and accepted by all parties.

Seventy-four percent of 19 respondents who had signed an RSA agreed or somewhat agreed that ...(they were) *satisfied with* (their) *most recent agreement.* The response score was +1.11. However, as part of the RSA process, any forest management prescriptions contained in an agreement must be acceptable not only to the two parties negotiating but also to the OMNR. The OMNR approves forest management prescriptions based on a variety of criteria. Prescriptions must conform to various Ontario laws and regulations including the Crown Forest Sustainability Act (1994) and the Forest Management Planning Manual and the prescriptions must be consistent with the intentions of the MOU (OMNR 2001a). Twenty-five percent of 20 respondents who had signed an RSA answered 'yes' when asked if ...(they had) *to revise* (their) *initial agreement in order for* (their) *signed RSA to be accepted within the Forest Management Plan.* This is a relatively high percentage and likely indicates that there are inefficiencies within the RSA process. One problem may be a lack of scoping sessions. Negotiating teams are encouraged, but not required, to meet with the OMNR prior to commencing RSA negotiations. During these meetings, referred to as scoping sessions, the OMNR

reviews relevant policy and the criteria used in the approval of a Forest Management

Plan, with negotiating parties (OMNR 2001a). If these scoping sessions are not sought

out, there is a greater likelihood that the resulting RSA will not meet the needs of the

OMNR.

It is likely that as the implementation of the RSA process proceeds a greater

percentage of the agreements reached will be satisfactory to all the parties involved. This

will occur as all involved learn more about the process and learn conflict resolution

strategies from successfully negotiated agreements. At this stage in the implementation

process the first evaluative statement, which pertains to the quality of the agreement and

its acceptance by all parties can only be rated as neutral.

✓	The agreement is feasible, implementable, stable, flexible, and adaptive.

It appears that generally the RSA agreements being negotiated are feasible in

terms of implementation and are flexible enough to allow for changes should they be

needed. Eighty-four percent of 19 respondents who had signed an RSA agreed or

somewhat agreed that the agreement would be feasible to implement. Eighty-three

percent of 18 respondents who had signed an RSA had signed agreements in which there

was a provision for mutually agreeable changes. The positive response scores to these

questions (+1.47 and +1.37 respectively) warranted a passing grade for the second

agreement statement.

✓	Where a consensus agreement is not reached, the outcome of the process ended any stalemate, allowing parties to move forward without a formal agreement.

In cases where a formal agreement was not achieved, respondents agreed that

there were benefits to participating in the process. Seventy-six percent of 34 respondents

who had attempted to reach an agreement but who were unsuccessful, agreed or

somewhat agreed that ...*although I have not signed an agreement there have been benefits to participating in this most recent RSA.* The response score was +1.00.

Perceived as Successful

✓	Participants are satisfied with the outcomes of the process and view their involvement as a positive experience.

One of the most important criteria when assessing the success of a policy or process is the satisfaction of the parties involved in the process or those affected by it. Four survey questions asked about participant satisfaction, each in slightly different ways. Seventy-four percent of the 19 respondents that signed an RSA agreed or somewhat agreed that ...(they were) *satisfied with* (their) *most recent agreement* (response score +1.11). The remaining three questions were asked of all respondents who had participated in the RSA process. Fifty percent of 56 respondents (response score +0.30) agreed or somewhat agreed that... (their) *participation in this most recent RSA process will make a difference in the outcome of the FMP.* Seventy-six percent of 50 respondents answered 'yes' when asked if ... *the benefits of the RSA process to me / my business outweigh the costs (in terms of time and money) to me / my business.* Finally, 54% of 57 respondents (response score +0.63) agreed or somewhat agreed with the statement ... *this most recent RSA was a worthwhile process.* Based on the survey participants responses to the above four questions I gave the first evaluative statement a positive rating.

Those that did not perceive the process or its outcomes to be a success expressed strong feelings. Sixteen respondents volunteered comments expressing dissatisfaction with the process. Five of these comments were by respondents who had declined to

participate in the process, and one of the five stated that they did not participate because they felt their participation was worthless. The comments expressing dissatisfaction are elaborated on in the sub-section entitled 'relationships and social capital'.

| ~ | The process is resolving the problems it set out to resolve. | ~ |

To determine whether the process is resolving the problems it set out to resolve I referred back to section 4.2 entitled 'Comparison to Published Policy Goals'. I based my decision solely on the goals specified by the policy designers. The RSA process received two 'somewhat met', and a 'neutral' on the three goals successfully evaluated. I combined the results used to evaluate the policy goals and gave the RSA process a 'neutral' grade for the second evaluative statement in the 'perceived as successful' criterion. This was based on the fact that the two 'somewhat met' ratings were weak and the 'neutral' rating was veering towards a 'somewhat not met'.

Conflict Reduced

| ✓ | The process reduced conflict. | ✓ |

The RSA process is quite successful in reducing conflict between the forestry and tourism industries. Thirty-three percent of 57 responding operators state that their relationship with the forest industry either improved or greatly improved. Ten percent of the 57 respondents reported an improvement from a poor relationship, 14% reported an improvement from a neutral relationship and 9% of respondents improved upon a good relationship. Sixty-one percent of operators felt that the relationship remained the same as it was prior to the introduction of the RSA process. Unfortunately, 5% of the responding operators felt that their relationship with the forest industry became worse or much worse after the introduction of the RSA process. However, these operators had

reported their relationship with the forest industry as being poor or very poor prior to the introduction of RSAs. The fact that the RSA process contributed to an improved relationship for 33% of responding operators means the process is a success. Any improvement is a success, but when we consider that 41% of the operators reported having a good relationship prior to commencing the RSA process the improvement is even more significant.

✓✓	The process improved capacity for dispute resolution.

The process has improved the capacity for dispute resolution between the tourism and forestry industries by outlining a series of dispute resolution procedures. First, parties attempt to negotiate an RSA. If two parties negotiate, but fail to reach consensus on an RSA, the parties may request mediation (OMNR 2001a). An impartial mediator, partly paid for by the OMNR, will aid parties in resolving their disputes by facilitating negotiations. If mediation is unsuccessful, parties may then request non-binding arbitration (OMNR 2001a). If none of the aforementioned methods work, other legal methods which were available prior to the implementation of RSAs may be used to resolve disputes. Such methods include the 'Issue Resolution Procedure' and a 'Bump-Up' under the Environmental Assessment Act (OMNR 2001a). Prior to the implementation of the RSA process, parties who found themselves in conflict would have to proceed straight to the 'Issue Resolution Procedure' or an Environmental Assessment 'Bump-Up', both of which are costly and time consuming (OMNR 2001a).

Superior to Other Methods

	The process is superior to other planning or decision-making methods in terms of costs and benefits. Costs include time and resources for process support, management and participation. Benefits include the positive outcomes of the process.

Fifty-two percent of 97 responding operators agreed or somewhat agreed that

...the RSA process is superior to previous methods of incorporating the needs of the

resource-based tourism industry within forest management in Ontario. Thirteen percent

disagreed or somewhat disagreed while 14% were neutral and 21% were unsure (don't

know). The overall response score for this question was +0.71. Forty-five percent of 56

responding operators who had negotiated an RSA indicated that there had been no

adverse impacts resulting from their participation in the process while 25% were unsure.

Twenty-seven percent of respondents indicated that ... *participation in the RSA process*

(had) *taken valuable time away from other activities* and 11% of respondents reported

that they ... (had) *incurred significant financial costs to participate in the RSA process.*

Many operators offered suggestions for improving the RSA process, indicating

that although the majority of respondents found it superior to previous methods of

incorporating the needs of the resource-based tourism industry into forest management,

there is much room for improvement. Suggestions for improving the RSA process

included: removing OMNR from the process, or reducing the control OMNR has over the

process (indicating that OMNR is seen as a hindrance); simplifying the process; and

giving OMNR more power and control. However, two operators commented that they

felt that an entirely different approach was needed, such as recreational access planning,

or recreational land-use planning.

Fifty-six percent of 96 responding operators (response score +0.80) agreed or

somewhat agreed that...*RSAs would not be necessary if there was better provincial*

enforcement of the land use access restrictions that have already been put in place[13].

One respondent suggested that the problem with all the methods is the philosophy of the

OMNR, adding that in his opinion the OMNR staff "do not look at remote tourism as an

industry, rather an annoyance affecting fibre extraction."

I rated this criterion, 'superior to other methods' as being 'neutral'. Although a

slight majority of respondents felt that the RSA process is superior to previous methods

of incorporating the needs of the resource-based tourism industry into the forest

management process, this study cannot ascertain if it is the best method. In addition, the

lack of enforcement of land-use access restrictions seems to be a factor affecting

respondents' perceptions of the best method of incorporating the needs of the resource-

based tourism industry within forest management in Ontario. With a higher level of

enforcement, a different policy scheme may be seen as superior.

Creative and Innovative

✓	The process produced creative and innovative ideas and outcomes.

Thirty-seven percent of 57 respondents agreed or somewhat agreed with the

statement ... *because of the RSA negotiation process we were able to develop innovative*

solutions to our land use problems. However 33% of respondents disagreed or somewhat

disagreed with the above statement, while a further 30% were neutral, netting a response

score of -0.07. As a group, respondents were divided on whether RSAs fostered creative

solutions to the tourism and forestry industry's land-use problems with an almost equal

number of respondents disagreeing as agreeing. However, I gave the RSA process a

'somewhat met' score on this evaluative statement because in my opinion 37% of

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[13] Enforcement in this case could include the patrolling of closed (either signed, gated or bermed) roads
near tourism establishments by Conservation Officers to prevent unauthorised use by recreationists.

operators who felt they had innovative agreements is a large proportion considering that

not everyone can come up with a creative solution or even has a problem which needs

one.

| ? | New ideas are tested and learned from. Ideas that are not successfully implemented provide opportunities for learning and growth. |

Future research is needed to determine whether the creative solutions that are

being developed will be learned from and incorporated into other Forest Management

Plans. Learning as a process is an important part of any policy and is worthy of further

study, especially if the learning process results in new tools being added to the forest

management planning toolkit.

Knowledge, Understanding and Skills

| ✓ | Stakeholders understand more about the issues and other stakeholders' interests and viewpoints. |

The RSA process appears to have promoted an improved understanding between

the tourism industry and the forest industry. Forty-seven percent of 57 responding

operators (response score +0.44) who had participated in the RSA process felt that they

better understood the forest industry because of the RSA process and 61% (response

score +0.61) felt that the forest industry had a better understanding of their resource-

based tourism business as a result of the RSA process. Knowledge of the other party's

needs and desires is valuable in helping two industries work together.

| ✓ | Stakeholders gained new knowledge or skills by participating in the process. This may include communication, negotiation, consensus building, data analysis, or decision-making skills. |

The RSA process promotes learning and knowledge about new forest

management techniques. Parties to an RSA may try different forest management

practices or develop new ones in order to resolve conflicts. The success or failure of such techniques will promote learning within the forest management community. These new techniques could prove beneficial for forest management planning in the future. By participating in the RSA process both parties have the opportunity to enhance their communication, negotiation and consensus building skills. Because parties are on their own to learn new skills (i.e. no training is provided) I gave this evaluative statement a 'somewhat met' rating.

Relationships and Social Capital

✓	The process created or strengthened personal and working relationships, and social capital among participants.

Ninety-five percent of operators who had participated in an RSA reported that their relationship with the forestry industry either remained the same or improved because of the RSA process. These improved relationships may be directly related to the way the RSA is designed: it creates the capacity for developing social capital. For example, the process requires the tourism and forestry representatives to initiate a relationship through the initial contact letter sent out by the forest industry. In addition, parties are requested to develop an RSA through negotiation, a technique that by definition requires parties to communicate and cooperate.

~	Participants work together on issues or projects outside of the process.

Thirty-eight percent of 56 responding operators who had participated in an RSA agreed or somewhat agreed that... *as a result of this most recent RSA process my local forest industry representative and I now work together on issues related to our businesses that are outside the scope of the RSA process.* Thirty-eight percent of responding operators disagreed or somewhat disagreed with this statement. Due to this lack of

consensus, as evidenced by a response score of -0.04, I rated the second evaluative statement as being 'neutral'.

✗	The process increased trust / faith in the process itself.

Another type of relationship important in a policy process is the relationship that stakeholders have with the process and process administrators. I did not specifically ask respondents their general opinions on the process in the survey questionnaire. However, 16 respondents volunteered negative comments about the RSA process in questions 18 and 19 (*Do you have any recommendations for improving the RSA process?* And *If you have any additional comments you would like to express to the researchers please write them below.*) The comments included: I'm afraid we don't have much faith in any process; I have little faith that the RSA process is anything more than yet another exercise in frustration; Some process, it seems to be a complete waste of tax dollars again; To participate in the RSA process is hopeless; We feel our input is disregarded / ignored and the logging companies get their way in order to protect industry related jobs; It still seems the forest industry holds the cards or calls the shots; Basically flawed, as the bottom line remains the same, the forestry companies still cut trees where they want.

Five of the respondents who offered negative comments had declined invitations while nine had accepted invitations. This indicates the RSA process has prior negative biases to overcome since operators who have not been involved in the process have negative opinions and have declined to participate. There are also problems within the process itself since nine participants offered negative comments about the process. For these reasons, I gave this evaluative statement a negative rating. Both these types of negative impressions must be overcome for participants to fully trust the process.

Information

✓	The process produced improved data, information and analyses that stakeholders understand and accept as accurate. This includes facts, inventories, models, forecasts, histories or analytical tools. This information is shared and is useful to participants and others for purposes outside of the process.

A side benefit to the RSA process is the information and knowledge that results.

For example, the Ontario Ministry of Natural Resources will be the beneficiary of an

improved tourism values database. Prior to the commencement of each RSA process, the

OMNR provides negotiating parties with a Tourism Values Map. This map includes all

tourism related values that the OMNR has in its Natural Resource Values database. Both

the tourism operator and the forest industry representative are encouraged to review the

map and return it to the OMNR with any updated tourism values (OMNR 2001a). To

ensure accuracy, proposed values must meet the 'criteria for mapping tourism values' and

be agreed upon by both the resource-based tourism operators and the forest industry. This

information will be of use to the OMNR in subsequent planning and management.

Aside from updating the natural resource values database, forest managers will

learn about any new forest management techniques developed because of RSA

discussions. These new techniques could prove beneficial for forest management

planning in the future.

Second Order Effects

~	Have there been spin-off effects as a result of this process (e.g. partnerships or new practices and institutions)?
?	Results in learning and change in and beyond the process.

It is too soon in the implementation process to determine the extent of any spin-

off effects resulting from the RSA policy. Assessing and implementing new practices

and institutions takes time, therefore this type of outcome evaluation will need to be

conducted at a later date. However, partnerships where participants begin working

together on issues or projects outside of the scope of the process are one type of spin-off

effect that may already be occurring. This was assessed in the sub-section entitled

'Relationships and Social Capital'. Almost the same number of respondents agreed or

somewhat agreed as disagreed or somewhat disagreed with the statement: *as a result of*

this most recent RSA process my local forest industry representative and I now work

together on issues related to our businesses that are outside the scope of the RSA process.

It appears that in some cases, spin-off effects in terms of partnerships are occurring, but it

is not a uniform experience across all RSAs. Therefore, I rated the first evaluative

statement as neutral.

There have already been several studies done on the RSA process. These studies

recommend various improvements to the RSA process (Bioforest 2005a, Bioforest

2005b). However, it is still too early in the process to fairly assess if there has been

learning and change in and beyond the process.

Public Interest

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

Fifty-four percent of 95 respondents agreed or somewhat agreed that ...*the*

outcomes of RSAs serve the common good of the Ontario public. Twenty-three percent

disagreed or somewhat disagreed while 10% were neutral and 14% did not know. This

question was asked of all respondents, not just those who had participated in an RSA.

Those who participated in the RSA process were more likely to agree with this statement

(with 67% agreeing or somewhat agreeing) while those who declined to participate were

more likely to disagree (with 26% disagreeing or somewhat disagreeing). However, participants to a process are more likely to believe that it is for the common good, and they may mistakenly believe that their own interests correspond with the public interest, so this optimism about the RSA process may be misleading.

The above survey question is only one small component of a larger series of criteria that should be used for determining if the public interest has been met. Not only does this method ask only the opinions of participants as opposed to a more comprehensive survey of public opinion but, there are also other process indicators that can be used for ensuring the common interest has been achieved. These indicators include inclusive participation in the process, a process that meets the valid expectations of participants and a process that is adaptable to change (Clark 2002). In the next paragraph I discuss these indicators in an attempt to determine if the RSA process is meeting the public interest.

Concerning inclusive representation, I gave the RSA process a failing grade on both evaluative statements (See sub-section entitled 'Inclusive Representation'). The second indicator relating to the valid expectations of participants is partially discussed in section 4.2 where the RSA process is assessed on whether it is achieving its goals and partially discussed in the sub-section entitled 'Perceived as Successful' were I assess the tourism operators' perceptions of the success of the process. I rated the RSA process as at least partially achieving two of the three stated goals I was able to evaluate, and at least partially achieving two of the five NOTO goals. The remaining three NOTO goals were undetermined. The tourism operators perceive the process as a success, as two out of three evaluative statements in sub-section 'Perceived as Successful' were positive while

the third was partially met. Due to the scope of this survey, I was unable to assess whether the RSA process meets the needs of the forest industry, however this is an important aspect to consider. Finally, the ability of the RSA process to adapt to change is assessed in the sub-section 'Flexible, Adaptive, Creative'. The process received positive ratings for evaluative statements pertaining to incorporating feedback and allowing for modifications of agreements.

Within the scope of this study, I cannot definitively assess whether the RSA process serves the common good. While the respondents to my survey believe it does, these tourism operators are only one of many different populations to be potentially affected by the RSA process. A more comprehensive assessment of whether the process serves the public good should be conducted after the RSA policy is fully implemented.

CHAPTER 5: DISCUSSION

5.1 Discussion of Results

5.1.1 Stated Goals

Based on the results of this survey the RSA process appears to be on its way to meeting many of the goals laid out by the policy authors. The table below summarizes my ratings of how well the RSA process is achieving each of its policy goals. The rating criteria are: met (✓✓), somewhat met (✓), neutral (~), not met (✗) and not determined (?).

Table 10: Summary of how well the RSA process is achieving various goals.

	Policy Goals
✓	...allow the Resource-based Tourism and Forestry industries in Ontario to coexist.
~	...allow the Resource-based Tourism industry in Ontario to prosper.
?	...allow the Forestry industry in Ontario to prosper.
✓	...the industries [are] to negotiate in good faith.
	NOTO Goals
?	Reductions in conflict and delays related to issues going to Bump-Up
?	Enhancement of wood supply (timber)
?	Maintenance of tourism business values and employment
~	Encouragement of industry investment
✓	Improved communications

Although I only rated the RSA process as having somewhat met three goals, it did receive a neutral rating on two additional goals. Of significance is the fact that to date the RSA process does not appear to be failing to meet any of the stated policy goals.

5.1.2 Academic Criteria

Of the list of criteria drawn from the academic literature, I rated the RSA process as having met or somewhat met 31 evaluative statements and as being neutral on an additional 14 statements. The RSA process got a negative score on eight evaluative statements, while I was unable to assess three statements. A summary of the ratings is presented in Figure 2. A complete list of the academic criteria used in this evaluation and their ratings is presented in Table 11.

Figure 2:   The number of academic evaluative statements in each rating category.
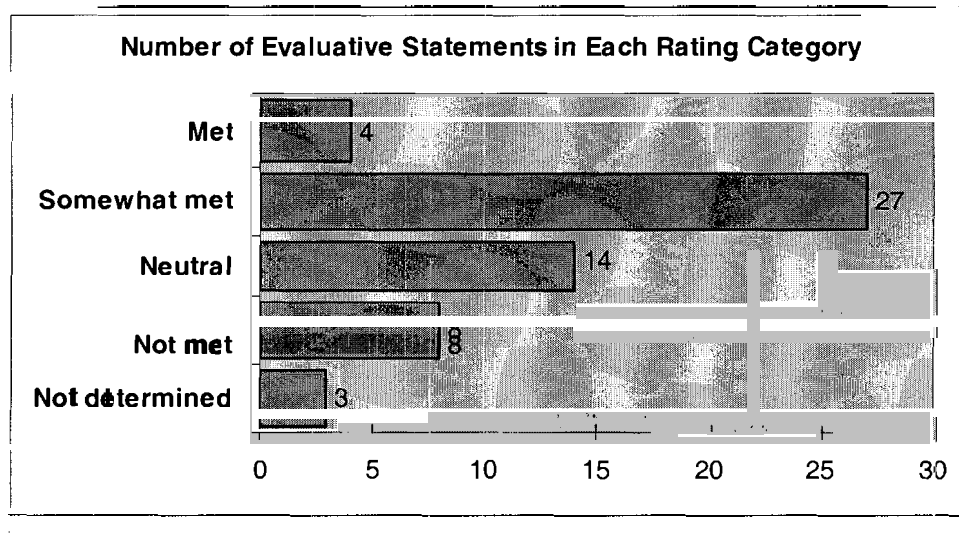
From this assessment based on criteria from the academic literature, the RSA process has more positive attributes than negative ones. I will discuss the strengths and weaknesses of the RSA process below.

Table 11: Summary of how well the RSA rates against academic criteria.

Criteria	Rating
Process Criteria	
Purpose and Incentives • The process is driven by a purpose / vision and task that are real, practical and shared by the group.	✓✓
• Parties believe that a collaborative process offers the best opportunity for addressing the issues, as opposed to traditional processes.	✓✓
• Process provides incentives to participate and work towards an agreement.	✓
Inclusive Representation • All parties that are affected by, or that have an interest in any agreement reached are given a chance to participate. This includes parties needed to successfully implement the agreement and parties who could undermine it if not involved in the process.	✗
• The process must incorporate the values held by different stakeholders.	✗
Voluntary Participation and Commitment • Parties participate voluntarily. Participants remain free to pursue other avenues if this process does not address their interests.	~
• All parties are supportive of the process and committed to invest the time and resources necessary to make it work.	✓
Self-Design • The parties self-design the process, including the mandate, agenda and issues, to suit the individual needs of that process and its participants.	✓
• All parties have an equal opportunity to participate in designing the process.	✓
Clear Ground Rules • There is a clear, written plan of action.	✓
• The process is open, accessible and transparent.	✗
• The process is consistent between persons and across time.	~
Equal Opportunity and Resources • All participants have the resources to participate meaningfully. This means consideration is given to providing: training on consensus processes and negotiating skills; and adequate and fair access to all relevant information and expertise.	~
• The process provides opportunity for equal and effective participation by all parties, by providing equal distribution of power.	✗
Principled Negotiation and Respect / Trust • The process operates according to the conditions of principled negotiation including mutual respect, trust and understanding.	✓
• The process provides incentives for cooperation and collaboration in a problem-solving manner, rather than for continued adversarial behaviour.	✓
• Participants demonstrate acceptance of, understanding of, and respect for the diverse values, interests, and knowledge of the other parties involved in the process.	✓

Criteria	Rating
Effective Process Management	
● The process is managed effectively by providing: a project/process plan; coordination and communication; information management; and support to ensure participants are getting the resources required to participate effectively.	✓
● Neutral process staff are available to assist participants if they need assistance.	~
● The process is co-ordinated and managed in a neutral manner.	✗
Accountability ● Mechanisms are in place to ensure the interests of the broader public are represented in the process and final agreement.	✓
● The public is kept informed on the development and outcome of the process.	~
● Participants are empowered by and effectively speak for the interests they represent.	✓
Flexible, Adaptive, Creative	
● Flexibility is designed into the process to allow for adaptation and creativity in problem solving.	~
● The process provides opportunities for joint fact-finding by affected groups; allows issues and questions to be raised early in the process.	✓✓
● Feedback is incorporated into the process such that it can evolve as the parties become more familiar with the issues, the process, and each other, or to accommodate changing circumstances.	✓
High Quality Information	
● The process provides participants with sufficient, appropriate, accurate, and timely information, along with the expertise and tools to incorporate the information into the decision-making process.	✓
● Uses information of many types from various sources and assures agreement ● on its meaning.	✓
Time Limits	
● Realistic milestones and deadlines are established and managed throughout the process.	✓
● Milestones focus and energize the parties, marshal key resources, and mark ● progress. However, sufficient flexibility is necessary to embrace shifts or changes in timing.	~
● It is made clear that unless parties reach an agreement in a timely manner, ● someone else will impose a decision.	✗
Commitment to Implementation and Monitoring	
● The process fosters a sense of responsibility, ownership, and commitment to implement the agreement outcome.	✓
● The process and final agreement include commitments to implementation and monitoring.	✓
Integration	
● The process is ethically compatible with fundamental moral and social values.	~

Criteria	Rating
Independent Facilitation • The negotiation process uses an independent trained facilitator acceptable to all parties throughout.	✗
• The facilitator demonstrates neutrality, communicative competence, general knowledge, and basic understanding of issues.	✓
Outcome Criteria	
Agreement • The process produces a high quality agreement that is understood and accepted by all parties.	~
• The agreement is feasible, implementable, stable, flexible, and adaptive.	✓
• Where a consensus agreement is not reached, the outcome of the process ended any stalemate, allowing parties to move forward without a formal agreement.	✓
Perceived as Successful • Participants are satisfied with the outcomes of the process and view their involvement as a positive experience.	✓
• The process is resolving the problems it set out to resolve.	~
Conflict Reduced • The process reduced conflict.	✓
• The process improved capacity for dispute resolution.	✓✓
Superior to Other Methods • The process is superior to other planning or decision-making methods in terms of costs and benefits. Costs include time and resources for process support, management, and participation. Benefits include the positive outcomes of the process.	~
Creative and Innovative • The process produced creative and innovative ideas and outcomes.	✓
• New ideas are tested and learned from. Ideas that are not successfully implemented provide opportunities for learning and growth.	?
Knowledge, Understanding and Skills • Stakeholders understand more about the issues and other stakeholders' interests and viewpoints.	✓
• Stakeholders gained new knowledge or skills by participating in the process. This may include communication, negotiation, consensus building, data analysis, or decision-making skills.	✓
Relationships and Social Capital • The process created or strengthened personal and working relationships, and social capital among participants.	✓
• Participants work together on issues or projects outside of the process.	~
• The process increased trust / faith in the process itself and in the other stakeholders involved.	✗

Criteria	Rating
Information • The process produced improved data, information and analyses that stakeholders understand and accept as accurate. This includes facts, inventories, models, forecasts, histories or analytical tools. This information is shared and is useful to participants and others for purposes outside of the process.	✓
Second Order Effects • The process generated beneficial spin off effects.	~
• Results in learning and change in and beyond the process.	?
Public Interest • The outcomes are regarded as just and serve the common good or public interest, not just those of participants in the process.	?

5.2 Strengths of the RSA Process

The criteria and goal ratings illustrate that several parts of the RSA process are working well. These components include the inclusion of tourism as a stakeholder within the forest management planning process, the need for commitment to the RSA process, increased dialogue resulting in reduced conflict, principled negotiation and a more balance distribution of power.

Inclusion of Tourism

One of the main benefits of the RSA process is that it presents a formal method of including the tourism industry in forest management planning in Ontario. Within the RSA process, tourism operators and the forest industry jointly propose management strategies to be incorporated in a Forest Management Plan. In the late 1990s, the tourism industry was still left out of land-use planning in many Canadian provinces, the exception being British Columbia (Williams et al. 1998). In Ontario, prior to the development of the RSA process, a tourism stakeholder was not required to be on the forest management planning team and the Local Citizens' Committee, which assists in choosing a management plan, was not required to have a tourism representative (Hunt and Haider

2001). In 1998 less than 20% of resource-based tourism operators surveyed by Hunt et al. (2000) were satisfied with timber harvesting policies and lake access (road) restrictions. As discussed in the shared decision-making literature (e.g. Moote et al 1997 and Susskind et al. 2003), the very fact that tourism operators are now formally included within the forest management planning process should result in greater satisfaction with the outcomes.

Increased Dialogue, Reduced Conflict

The RSA process encourages the tourism and forestry industries to discuss and cooperate with regard to their operations on Crown land. Having parties discuss their issues early in a process reduces delays in decision implementation associated with appeals (Moote et al. 1997, Susskind et al. 2003). As such the RSA process, with its emphasis on getting adversarial parties to discuss their issues, will likely result in a reduced number of appeals (e.g. Issue Resolution procedures or Environmental Assessment Bump-Up requests) of the final Forest Management Plans.

Dialogue between parties has also resulted in learning and has produced innovative solutions to problems. By learning from and understanding each other, the two industries can design prescriptions for forest management that are mutually agreeable and they can be united in presenting these prescriptions to the OMNR and to the public for review. By encouraging these two major forest stakeholders to negotiate prior to introducing the other stakeholders into the process, there is a better chance that a solution agreeable to both the tourism and forestry industries will be reached.

Commitment to Process and Implementation

The issues dealt with in the RSA process are important to tourism operators and many believe that the RSA process is a good way to resolve their problems with respect to forest management planning. This provides the vital incentives necessary for tourism operators to participate in the process, the first step in making the process a success. If issues are not deemed as important by participating parties, or if they do not feel a process will help resolve their problems they are unlikely to be interested in participating in the process.

To be effective, negotiated agreements must be successfully implemented and enforced. Most surveyed tourism operators are optimistic that their RSA agreements will be successfully implemented. In addition parts of an RSA that are approved as part of a Forest Management Plan become legally binding and must be implemented. The presence of legal procedures to ensure implementation helps legitimize the process.

Principled Negotiation and Respect / Trust

Parties to an RSA are taking negotiation seriously and are treating each other with respect and trust at the negotiating table. This is a vital component of any collaborative process. Respect and trust developed at the negotiating table can translate into working relationships beyond the problem at hand and can help reduce other conflicts (Innes and Booher 1999). In this regard, relationships developed during the RSA process could help the tourism and forestry industries cope with future problems associated with their mutual dependence on Ontario's Crown lands.

Balanced Distribution of Power

The RSA process makes good use of policy and regulations to reduce some of the

power imbalance between the tourism and forestry industries. A major source of power

in a negotiation is determined by the parties' BATNA (best alternative to a negotiated

agreement). The Tourism and Forestry Industry Memorandum of Understanding along

with RSAs reduces the forest industry's BATNA. Under this new policy, the forest

industry's BATNA is to risk having the OMNR refuse to approve their Forest

Management Plan and thus delay timber harvesting. The tourism industry's BATNA

does not change; they can rely on the protection afforded by the various ecological

guidelines. The reduction of the forest industry's BATNA is important to ensuring the

success of the RSA process. A party with a viable alternative to a negotiated settlement

will be less interested in pursuing negotiations (Frame et al. 2004).

Although the RSA process has reduced the power of the forest industry, there

remains a perception by tourism operators that the forest industry retains most of the

power in the tourism-forestry relationship. This is discussed in the sub-section entitled

'Perceived Bias of Decision-Makers towards the Forest Industry'. Although unequal

distribution of power in a shared decision-making process is not necessarily a fatal flaw

(Frame et al. 2004) suggestions for further reducing the power imbalance are presented in

the sub-section 'Equal Opportunity and Resources, and Effective Process Management'.

Costs Versus Benefits

The OMNR claims that "serious investments of time and goodwill in the RSA

process should pay off in a quicker, cheaper and less adversarial forest management

planning process" (OMNR 2001a). Indeed, over three-quarters of responding tourism

operators believe the benefits of the RSA process outweigh the costs. This study did not

fully explore the benefit-cost ratio for the RSA process, assess the costs to the forestry

industry, or assess the costs incurred by the provincial government in designing and

implementing the RSA process. However, any costs associated with the actual

negotiation of each RSA will likely be less for the second round of RSA negotiations.

Once parties have established a relationship, have a basic understanding of the process,

and have a precedent to work from, subsequent negotiations will be easier and less costly.

5.3 Areas of Potential Improvement within the RSA Process

In this section, I discuss the weaknesses of the RSA process highlighted by my

evaluation of the policy goals and with respect to academic criteria. Possible solutions

are discussed.

Inclusive Representation

The RSA process could potentially be improved by making it more inclusive.

Shared decision-making processes, by definition, encourage greater involvement of

stakeholders, preferably all the stakeholders that will be affected by the outcomes, since

these processes seek to achieve outcomes that accommodate the needs of all. By

including more stakeholders, the RSA process could become more democratic, would

ensure a greater chance that the resulting outcome will endure unchallenged, and could

result in more innovative agreements, as each stakeholder group brings additional

knowledge and insight to the problem. Innes and Booher (1999) argue that a process that

includes all stakeholders is likely to produce a just outcome that serves the common

good. Including more stakeholders in RSA negotiations could eliminate the need for the ultimate approval by the OMNR.

To maximize the benefits of inclusive representation, all stakeholders, not just those that are well organised, such as the tourism industry, should participate in the process. If only one other party were to be included in RSA negotiations, I believe it should be the local recreationists. Recreationists (anglers, hunters, campers) from local northern Ontario communities have the potential to be greatly affected by management prescriptions for forest harvesting and for forest access roads. Likewise, local recreationists are likely to dictate the success of attempts on the part of the forest and tourism industries to retain remoteness while still allowing forest harvesting. Hunt et al. (2000) surveyed 300 resource-based tourism operators in 1998 and found that over 60% believed that road-based recreationists would negatively affect their operations within five years. Over 80% of remote resource-based tourism operators believed that road-based recreationists would negatively affect their operations in the same time period (Hunt et al. 2000). Similarly, over 60% of remote operators had received either 'several' or 'many' complaints from guests about recreationists' accessing water bodies by non fly-in means during the previous 5 years (Hunt et al. 2000). Including a local recreationist representative at the RSA negotiating table could generate the knowledge and insight necessary to resolve the problems associated with access by local recreationists.

Disadvantages of Inclusive Representation

Although the inclusion of additional stakeholders at the negotiation table may result in a higher quality agreement, the process could become bogged down and be time

consuming. It is true that most shared decision-making processes do have a larger

number of stakeholders at the table[14] but, it is also true that most of these shared decision-

making processes have been employed to tackle land and resource management problems

on a broader geographic scale than the RSA process. A larger process is more likely to

have the time and the money necessary to accommodate the inclusion of a large number

of stakeholders. This is true because large-scale land-use planning processes occur less

frequently than small scale processes such as RSAs. In addition, small-scale processes

such as RSAs cover smaller areas thus meaning that there are many more individual

processes occurring across the landscape. Each of these individual processes requires

both personnel and funding. Including more representatives at each RSA negotiating

table may not be practical because on a province-wide scale it could entail a dramatic

increase in personnel and funding.

One alternative to including more representatives in each RSA negotiation would

be to return to broad scale tourism and recreation planning. Under this rubric, there may

be benefits to revamping the Forest Management Planning process to make it more

participatory.

Transparency

Ensuring the transparency of the process, that is making the results of RSAs

available to all that are interested in them, goes hand in hand with the idea of more

inclusive representation, as a means of ensuring a fair and democratic process. It is

possible that if RSAs were open to public scrutiny, the need for the OMNR to change the

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[14] For example, in British Columbia's Land and Resource Management Planning processes there have been
up to 70 stakeholders seated at a collaborative planning table (Frame et al. 2004)

resulting agreements would be reduced. Transparency would also help ensure RSAs are negotiated using a consistent interpretation of the MOU across the province. This would ensure that both the forestry and tourism industries are being treated equally, province wide.

Equal Opportunity and Resources, and Effective Process Management

An ingrained culture and political atmosphere of "the forest industry first" and a perception by tourism operators that the forest industry holds all the power may be preventing the RSA process from being as effective as it could. (See sub-section entitled 'Perceived Bias' for more details.) A few adjustments could be made within the scope of the RSA process to shift power away from the forest industry and improve process effectiveness.

By providing training in interest-based negotiation and by providing a neutral facilitator, policy managers can help reduce any power imbalance that may be present between parties (Frame et al. 2004). These adjustments should help reduce conflict in adversarial RSAs and could give small business tourism operators more confidence when negotiating with a multinational forestry corporation. Interest-based negotiation is a negotiating technique whereby, parties are requested to separate the problem from the people; to resolve problems based on parties' interests, not on prefabricated positions; and to invent solutions for mutual gain (BC CORE 1996). The main benefit of interest-based negotiation, as opposed to traditional means of conflict resolution, is that it promotes 'win-win' solutions (BC CORE 1996). Neutral facilitators present at the negotiating table can help overcome an uneven balance of power and can promote fairness by monitoring the interaction of negotiating parties and intervening where

necessary. Neutral facilitators can be integral in posing key questions to help determine interests as opposed to positions and in ensuring a common level of understanding (BC CORE 1996). In addition, I believe that an independent third party, not the forest industry, should conduct the management and administrative functions of the RSA process. This would also help remove some of the power from the forestry industry.

Funding assistance is another factor acting as a deterrent preventing tourism operators from participating in the RSA process. Operators who have little time or money to spend on negotiation meetings may be unnecessarily opting out of the RSA process. Moote et al. (1997) found that self-employed stakeholders were the first to drop out of the collaborative resource management process they studied. To ensure that this does not occur, the Ontario government and NOTO should extend the RSA consultant program, or a new program that at a minimum provides negotiation assistance and possibly funding assistance for the RSA process, should be put in place.

Enforcement and Deterrents

No land or resource management strategy that involves restrictions on use can be expected to succeed without proper enforcement. In my survey I asked respondents if...*RSAs would not be necessary if there was better provincial enforcement of the land use access restrictions that have already been put in place.* Fifty-six percent of the 96 responding operators agreed or somewhat agreed with this statement (response score +0.80), indicating that there is some concern with Ontario's ability to enforce land access restrictions. Two respondents commented that they strongly agreed with the above statement. Attendees at the NOTO RSA Summit also mentioned enforcement as one of the problems affecting the management of remoteness while maintaining access to the

wood supply and listed enforcement as one of the problems hampering the effectiveness of the RSA process (Bioforest 2005a).

While it is expensive to monitor a large land base like Northern Ontario, some of the money designated for the RSA process may be better put to use enforcing access restrictions. Many of the problems pertaining to access relate to recreationists accessing areas that have been signed as prohibited, travelling down roads that have been gated or crossing streams where bridges have been removed (McKercher 1992, Wildlands League 2003). These current methods of attempting to control access will only be effective if there are sufficient deterrents and sufficient enforcement. Similarly, even the most creative solutions that result from the RSA process will only be effective on the land base if there is adequate enforcement.

Perceived Bias of Decision-Makers towards the Forest Industry

Several tourism operators who responded to my survey felt the attitude among forest management officials in northern Ontario was one of 'the forest industry first'. This political feeling of "the forest industry first" may be preventing the RSA process from being truly effective. Two operators commented that they felt that the OMNR was siding with the forest industry. One operator commented; "No matter what, the forest company always WINS" while another stated; "Employees' attitudes within MNR must improve! Forestry know it and know they do not have to budge." On the same theme, other operators expressed concern that government does not really care about them as an industry. For example, one operator commented; "(The) RSA process would not be required if tourism values were being protected or considered an asset by the government of Ontario. They do not look at remote tourism as an industry, rather an annoyance

affecting fibre extraction." Yet another operator stated; "Until the MNR realises that standing trees have a present and future value (that is) equally important, all tourism businesses in the presence of logging (will) continue to struggle."

The existence of this perception of bias is not surprising. OMNR has a large forestry mandate with little or no mandate for tourism[15]. Although the Tourism and Forestry Industry Memorandum of Understanding was signed between representatives of three government ministries: Natural Resources, Tourism, and Northern Development and Mines, it is mostly employees from the Ministry of Natural Resources that work with RSAs on an individual level. Since these employees most frequently work on issues related to forest management, it comes as no surprise that tourism is a low priority.

This perceived bias on the part of the OMNR could have implications for the success of the RSA process. The OMNR's decisions regarding forest management help determine the relative power between the tourism and forestry industries. OMNR's position needs to be neutral in order to ensure that the forest industry's BATNA (i.e. risk having the OMNR refuse to approve their Forest Management Plan) provides enough incentive to negotiate honestly with the tourism industry. If the forest industry perceives OMNR as sympathetic to their needs, there will be less incentive for the forest industry to enter and remain in negotiations. Likewise, if the tourism industry does not feel the Ontario government supports their business, then it is unlikely that a process designed by the Ontario government, or its outcomes, will be accepted by the tourism industry.

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[15] The organisation of the Ministry of Natural Resources is indicative of the forestry focus. 'Forests' is one of five divisions in the Ministry, including Corporate Management', 'Field Services', 'Science and Information Resources', and 'Natural Resources Management'. Other resources such as 'Fish and Wildlife' and 'Lands and Waters' are branches that are subdivisions of the 'Natural Resources Management' division (OMNR 2005).

However, as mentioned above in section 5.2 the RSA process does start to balance some of the power in the tourism-forestry relationship. As discussed by Lawrence and Daniels (1997), over the long term a well-designed and fair process, founded in the principles of procedural justice can overcome historical bias or mistrust in the decision-making arena.

The Role of the Ontario Ministry of Natural Resources

Some have questioned whether the RSA process is worthwhile given that resulting agreements are heavily governed by existing laws and regulations and that the OMNR retains veto power over all decisions pertaining to forest management prescriptions. Eight survey respondents specifically added comments expressing concern regarding the role of the OMNR in the RSA process. The following two comments are representative: "(I) think the government inhibits better relations by establishing regulations that sometimes represent roadblocks" and "I have a problem with the MNR coming in and changing the plans we made."

Recommendations from the RSA process are not binding despite an elaborate negotiating process that incorporates many of the ideals of shared decision-making. Recommendations can be vetoed by the OMNR if the OMNR feels the recommendations are not consistent with its mandate of conserving and managing Ontario's public lands and resources for all citizens (OMNR 2001a). This retention of veto power may reduce process legitimacy, as Mascarenhas and Scarce (2004) discovered in their assessment of the British Columbia and Land and Resource Management Planning process. In addition, the ability of the parties negotiating an RSA to produce creative and innovative solutions is limited by the legislative scope of the RSA process and by parallel laws and regulations, such as the Crown Forest Sustainability Act (1994), the Forest Management

Planning Manual and the Forest Operations and Silviculture Manual (OMNR 2001a). To reap the creative solutions that a shared decision-making process can provide there needs to be an institutional structure in place that can accommodate any innovative solutions that are developed (Mascarenhas and Scarce 2004).

One method for potentially eliminating the need for revision by the OMNR would be to include more parties in the RSA process and increase process transparency. This is discussed in detail in the sub-sections 'Inclusive Representation' and 'Transparency'. Under this rubric, the OMNR would be invited to the table as a stakeholder where they could voice their concerns along with all other interested parties. Even without drastically changing the RSA process, as one survey respondent suggested, it may be beneficial to include the OMNR as a third signatory to each RSA. In this manner, their concerns are voiced and addressed at the table instead of by unilateral changes later.

In addition to including more parties in the RSA process, it may be beneficial to move the shared decision-making process up to a broader land management process that involves a smaller number of agreements and fewer technicalities. At a broader scale the institutional structure has more potential for flexibility to incorporate innovative ideas.

One of the reasons for undertaking a shared decision-making process is to find a creative solution to a problem that is mutually acceptable to all parties involved. However, because RSAs in their current form only incorporate two stakeholders, a method is needed to secure the common interest. Without the veto power of the OMNR and its mandate to act in the interests of all citizens of Ontario, RSAs could end-up serving only a few local interests. It is for this reason that retaining OMNR's veto power is likely a good idea as long as RSAs remain in their current form.

5.4 Suitability of the RSA Process

The introduction of a shared decision-making process is a good method of resolving the conflicts between Ontario's tourism industry and the forest industry. The conflict is easily identified, the parties have land-use ideals that are not completely incompatible, and the parties have the desire to resolve their conflicts. However, RSAs may not be the best way of incorporating shared decision-making into forest management planning in Ontario.

Technical Considerations

The number of RSAs that could potentially be negotiated is large and could hinder the process. Each licensed tourism operator in Northern Ontario is offered the opportunity to negotiate an RSA should he or she desire. There are over 1550 licensed resource-based tourism operators in Ontario (OMTR 1998). This means that a potential of 1550 RSAs could be negotiated. For the individual tourism operator this is not much of an inconvenience as each operator will likely have to negotiate only one or two RSAs. Eighty-four percent of operators responding to my questionnaire have operations in just one or two forest management units. However, the forest companies may find themselves in a position of having to negotiate more than one hundred RSAs for one forest management unit. This process will be time consuming for them and begs the question of whether shared decision-making processes are really appropriate for small scale land or resource management processes.

Narrow Mandate

A failure of the RSA process may be that its mandate is too narrow. The process simply sets out to resolve business-to-business conflicts between the forest industry and the tourism industry in Northern Ontario. While this is an important problem to resolve, there are other stakeholders and other conflicts occurring on Ontario's Crown land that have the potential to impact both the forestry industry and the tourism industry. This process does nothing to voice or honour their conflicts. From parallel research being conducted at the time of this study, it is known that several participants in the RSA process have had unrealistic expectations of the process (Bioforest 2005b). These high expectations could lead to frustration as participants come to understand that RSAs were not designed to solve all land management problems. Two respondents to my survey commented that some form of broader land-use planning was necessary. In particular these respondents suggested the OMNR undertake some type of recreational access planning.

Perhaps policy authors need to rethink the problem definition to consider the broader conflicts that are occurring related to tourism, recreation and forestry. One suggestion would be to make the forest management planning process a shared decision-making process. With the Ontario government lengthening the forest management planning cycle to 10 years, this may be quite conceivable.

5.5 Other Evaluations of the RSA Process to Date

One other study of the RSA process has been published to date. This study, entitled 'Review of the Implementation of the Resource Stewardship Agreement Process' was conducted by Bioforest Technologies for the Northern Ontario Tourist Outfitters

Association and is published on the NOTO website (Bioforest 2005b). Bioforest conducted their study in early 2005 and sought the opinions of RSA consultants, tourist operators, Forest Management Plan authors (forest industry) and OMNR personnel.

Many of the themes of this report are echoed in the Bioforest report. As discussed in the sub-section 'Increased Dialogue', the Bioforest authors felt that the RSA process was working well, improving communication between the tourism and forestry industries. Bioforest (2005b) also identified components of the RSA process that could be improved. As discussed in the sub-sections entitled 'Effective Process Management' and 'Independent Facilitation', Bioforest felt that assistance with the process (e.g. RSA consultants) should continue to be available, but could be phased out at a later date. As discussed in the sub-section entitled 'High Quality Information', Bioforest identified gaps in the provision of information (e.g. maps) as a problem. They also suggested that parties to an RSA could benefit from education on the process. However, unlike the call for increased negotiation training in the sub-section 'Equal Opportunity and Resources', the authors of the Bioforest report suggested that the forest industry would benefit from education on developing a realistic RSA and tourism operators would benefit most from learning the benefits of the RSA process and why they should become involved. Bioforest identified a concern among their survey respondents that RSA are perceived as 'back room deals'. This point further emphasises the need for transparency as discussed in the sub-section 'Transparency'. The Bioforest report also suggested that RSAs should be simplified, after asserting that they have become too legalistic, and that RSAs should be more effectively coordinated and linked with FMP timelines. Finally, as I discuss in the sub-section 'Perceived Bias of Decision-Makers towards the Forest Industry' some

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respondents felt that the OMNR had a poor attitude towards resource-based tourism operators.

Other themes addressed in the Bioforest (2005b) report include the need for realistic expectations from the RSA process (i.e. the RSA process can not solve all land management problems), the need for comprehensive land use planning and the need to explore economic opportunities apart from forestry on Ontario's Crown lands. The latter two of these themes, which relate to issues of general land use policy, are beyond the scope of the RSA process itself.

There has been only one documented attempt to compare the opinions of tourism operators involved in the RSA process with the opinions of sustainable forest licensees (the forest industry). In the summer of 2004, the Ontario Ministry of Tourism and Recreation conducted an internal study, which sought the opinions of 45 tourism operators and 20 sustainable forest licensee representatives. Seventy-five percent of forest industry representatives and 73% of tourism operators surveyed felt that the RSA process was a positive experience (OMTR no date). However, readers should note that due to the sample size and sampling methods of the study, these statistics are unlikely to be representative of these two populations as a whole. Moreover, the Ministry of Tourism and Recreation can be expected to seek evidence of success rather than failure.

5.6 Implications of the RSA Process for Forest Management in Ontario

The RSA process is one of Ontario's first experiments with a participant-based approach to forest management. Unlike forest management planning 'open houses' which are more of a show and tell approach (or 'consultation' as Arnstein (1969) refers to

it), the RSA process gives some decision-making power to the participants. To date, the process appears to have many benefits such as including tourism in forest management planning, increased dialogue between conflicting parties and creating a more balanced distribution of power.

The RSA process is reducing conflict between tourism and forestry in Ontario. Whether this conflict is eliminated completely will depend on the longer-term outcomes of the process. For now, the RSA process appears to be a first step by the Ontario government toward recognising and supporting the tourism industry as an important user of the forested landscape. As the global population increases and the amount of pristine wilderness on the planet diminishes there will likely be an increased demand for the resource-based tourism product in Northern Ontario. The Ontario government should be cognisant of this fact and start implementing management practices accordingly.

If, after studying the outcomes of the RSA process, it is deemed a success, the OMNR may want to consider using this type of framework, with some of the changes suggested in section 5.3, for resolving other disputes. Such disputes include the conflict between resource-based tourism operators and local Northern Ontario recreationists. In this capacity, RSA-type processes could be very powerful in helping to reduce another set of costly land and resource management conflicts.

The success of the RSA process to produce creative solutions to problems may encourage resource managers in Ontario to consider other mechanisms for increasing participation in forest management planning. In particular, Ontario could incorporate shared-decision making into the forest management planning. By making the forest management planning process a shared decision-making process natural resource

managers could include more stakeholders, with all the resultant benefits, as well as avoid some of the downfalls of incorporating shared decision-making in a small scale process. Such a move could also appease those survey respondents who felt that the mandate of the RSA process was too narrow and wished for a process that resolved more of their issues.

5.7 Implications for Resource Management in General

Much of the literature about shared decision-making and natural resource management extols the virtues of downloading the responsibility of managing the world's natural resources to the people who know the most about the local resources and issues, the local citizens or stakeholders. This study has contributed to the literature on shared decision-making in natural resource management by highlighting a unique example where a form of shared decision-making is used to help resolve a resource management conflict. Policy managers who are thinking of introducing an RSA type process should consider carefully whether this is the best type of process for the circumstances.

5.8 Study Limitations

This study is a preliminary study only and readers should not view it as a definitive evaluation of the RSA process. The main limitations are summarized below.

5.8.1 Incomplete Sample Population

This study sought only the opinions of the tourism operators. This means that the results reflect only the views of one set of stakeholders. A more comprehensive study might have sought the opinions of the forestry industry as well as the opinions of other users of the Crown land. However, seeking the opinions of all these groups would have

been time consuming and expensive, and was beyond the scope of this research. A survey conducted by the Northern Ontario Tourist Outfitters Association elicits the opinions of the forest industry on the RSA process. I present a summary of the results of the study in section 5.5. The Ontario Ministry of Tourism and Recreation also conducted a cursory study of the RSA process. Pertinent results of this study are also presented in section 5.5.

Because Northern Ontario is geographically, economically and politically diverse, it is expected that different issues will arise from different forest management planning units across the province. Without a complete census of all forest management units it will be impossible to document all potential problems with the process. Furthermore, it may be difficult to convince participants with negative opinions of the process, or those who chose not to participate at all, to respond to the survey. For example, participants with negative opinions of the process may consider a survey a waste of their time. This may also be true of those who chose not to participate in the process, especially those who chose not to participate because they felt it was not worth their time.

5.8.2   Shared Decision-Making Lens

This study examines the RSA process through the lens of the shared decision-making literature. I presented my rationale for choosing shared decision-making criteria to rate the RSA process in section 2.5.3 entitled "why evaluate the RSA process based on shared decision-making criteria?" An alternative would be to evaluate the RSA process, using criteria from forest management planning. The RSA process is just one small part of the entire forest management planning system in Ontario and it may be unfair to

isolate and critique it as a separate entity. An alternative would be to evaluate the RSA process as part of a larger evaluation of the forest management planning process.

5.8.3   Preliminary Study

This study of Resource Stewardship Agreements examines the process in its infancy. By the study date of spring 2005, less than half of the Forest Management Plans in Northern Ontario had to incorporate RSAs. This research was conducted early in the implementation of the RSA process and is an exploratory study whose purpose is to examine early experience with RSA implementation. Moreover, because of the small sample size and low return rate, the results cannot be generalised to the population of RSA participants as a whole. The opinions expressed here are initial opinions only. These opinions may change as more RSAs are negotiated, for the process is likely to become smoother, and because respondents will begin to see the effects or outcomes of the process.

5.9   Future Research

This study of the RSA process is a preliminary study that has been conducted in the early stages of implementation. This study has focused on reviewing the RSA process with the theory that a good process will produce an acceptable outcome. Researchers may wish to consider one or several follow up studies to be conducted after the implementation of the RSA process is complete. A study assessing whether the various outcome goals of the process have been achieved would provide valuable feedback to policy makers. A more comprehensive study seeking the opinions of the

forestry industry as well as the opinions of other users of the Crown land would provide a broader perspective on whether the RSA process is achieving its goals.

A cost effectiveness analysis of the RSA process would also provide interesting data for policy makers. A worthwhile subsequent study might be to assess the number of Environmental Assessment Bump-Ups that would need to be averted in order for the RSA process to pay for itself, and whether these Bump-Ups are being avoided.

CHAPTER 6: CONCLUSIONS

6.1 Conclusions

This study, a policy analysis of the RSA process in Ontario from the perspective of Resource-Based Tourism operators, set out to answer the following three questions. The first question asked: *Are the goals set by policy makers and other interested parties for the Tourism and Forestry Industry Memorandum of Understanding being achieved?* While it was too early to assess many of the policy goals, at this point the RSA process does appear to be meeting some of the goals. It is also important to note that the RSA process is not failing to meet any of the goals I was able to assess.

The second question asked: *Based on collaborative theory, shared decision-making theory, participatory democracy theory and other research presented in the academic literature, could this be considered an equitable, efficient and effective process?* Based on my evaluation findings wherein 31 evaluative statements were either 'met' or 'somewhat met', 14 evaluative statements were 'neutral' and only eight were 'not met', I would consider the RSA process as a whole equitable, efficient and effective.

The third question asked: *Do stakeholders involved in the policy process have recommendations for improvement? What are these recommendations?* Survey respondents were very vocal and eager to offer suggestions for improvement. Suggestions for improving the RSA process included: removing OMNR from the process, or reducing the control OMNR has over the process; simplifying the process; and giving OMNR more power and control. Two operators commented that an entirely

different approach was needed, such as recreational access planning, or recreational land-use planning.

By answering the above questions, I have discovered several components of the RSA process that are working well and several components of the process that need improvement.

Strengths of the RSA process

The main benefits of the RSA process are that it allows for greater inclusion of the tourism industry within forest management planning in Ontario, it gets the parties communicating with each other, and it balances some of the power of the forestry industry. The RSA process allows for greater inclusion of the tourism industry within forest management planning in Ontario by presenting a formal method of consulting with tourism operators prior to the approval of a Forest Management Plan. The RSA process provides the tourism and forest industries the opportunity to meet face-to-face to discuss their individual needs and develop innovative solutions to their problems. The incentive for tourism operators to participate in the RSA process is strong, as the issues dealt with are important to tourism operators and many believe that the RSA process is a good way to resolve their problems with respect to forest management planning. It appears that most parties are taking RSA negotiations seriously and are treating each other with respect.

The RSA process reduces some of the power imbalance between the tourism and forestry industries within forest management planning in Ontario. The process does so through effective use of policy and regulation to reduce the forest industry's BATNA,

thus creating a greater incentive for the forest industry to negotiate with the tourism industry.

Improvements to the RSA process

There are several areas of the RSA process that could be improved. To make the RSA process more democratic, more likely to be in the public interest and to ensure an enduring outcome, more stakeholders should be included in the RSA process and the process should be more transparent. To maximize the benefits of inclusive representation, as many affected stakeholders as possible should be allowed to participate. Local recreationists are one major interest group that should be considered for inclusion within the RSA process. Recreationists have the potential to greatly affect and be affected by management prescriptions for forest harvesting and forest access roads.

There exists a perception by some tourism operators that the forest industry holds greater power within the forest management planning process. Other operators expressed concern that government, especially OMNR has a poor attitude towards resource-based tourism operators. These perceptions may prevent the RSA process from being as effective as it could. The OMNR needs to be cognisant of this perception and steps need to be taken to mitigate it. Providing training in interest-based negotiation and providing a neutral facilitator could help reduce any perceived power imbalance and improve process effectiveness. In addition, process managers should ensure that program assistance and funding is available.

Some have questioned the legitimacy of the RSA process given that agreements are heavily governed by existing laws and regulations and that the OMNR retains veto

power over all decisions pertaining to forest management prescriptions. This retention of veto power may reduce process legitimacy, and reduce the ability of the parties negotiating an RSA to produce creative and innovative solutions. However, as long as RSAs remain in their current form, retaining the OMNR's veto power is likely a good idea, in order to protect the interests of all citizens of Ontario.

Many survey respondents expressed concern regarding provincial enforcement of the land-use access restrictions. In order to ensure the success of RSAs or other land-use policies the OMNR needs to ensure that there is adequate enforcement and deterrents. Areas where access has been prohibited in order to protect tourism values need to be enforced.

Suitability of RSAs

Shared decision-making, in the form of RSAs may not be the best method of resolving the tourism-forestry conflict. The small scale nature of the RSA process means the potential number of RSAs to be negotiated is large and could hinder the process.

A failure of the RSA process may be that its mandate is too narrow, as some participants have had unrealistic expectations of the process. There are other stakeholders and other conflicts occurring on Ontario's Crown land that have the potential to affect both the forestry industry and the tourism industry. A solution would be to rethink the problem definition to consider the broader conflicts that are occurring related to tourism, recreation and forestry. It may be beneficial to move the shared decision-making process up to a broader land management process that involves a greater number of stakeholder and smaller number of agreements.

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APPENDICES

Appendix A Mailout Database References

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Appendix B Survey Responses

	Survey Question	Response Categories with percentage of respondents		Number of responses
		PART I: Your involvement with the RSA process.		
1.	Have you received any invitations to participate in an RSA process?			111
		Yes	81.1	
		No	18.9	
2.	Did you accept any of these invitations?			
		Accepted one or more	68.5	
		Declined one or more	34.1	
3.	If you accepted one or more invitations, please indicate the status of these RSAs by indicating the number of RSAs that fall into each category. (responses indicate # of respondents)			55
		Working on one ore more	69.1	
		One or more Ended	18.2	
		Signed one or more	30.4	
4.	If you declined one or more invitations please tell us why you chose to decline.			26
		Not interested	3.8	
		No Time	30.8	
		No Logging	7.7	
		Existing Protection	19.2	
		Existing Agreement	11.5	
		Other	57.7	
5.	Please tell us about your tourism business. My business includes:			89
		Drive-in main lodge	51.6	
		Boat / train-in main lodge	16.9	
		Fly-in main lodge	18.0	
		Drive-in outposts	3.4	
		Boat or train-in outposts	15.7	
		Fly-in outposts	33.7	

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#	Survey Question	Response Categories with percentage of respondents						Number of responses
6	I have operations in ___ forest management units in Ontario.	Other 10.1	One 49.4	Two 34.5	Three or more 14.9			87

PART II: Your most recent RSA.

#	Survey Question							Number of responses
7	In the five years prior to 2000 when the RSA process was developed, my working relationship with the forest industry in the area covered by my most recent RSA was:	Very good 13.6	Good 27.1	Neutral 33.9	Poor 16.9	Very poor 8.5		59

#	Survey Question	Agree	Somewhat Agree	Neutral	Somewhat Disagree	Disagree	Mean Score	Number of responses
8	Please indicate the degree to which you Agree or Disagree with each statement by circling the appropriate number to the right of each question.							
a.	The issues dealt with in this most recent RSA are important to both me and the forest industry.	72.4	20.7	3.4	1.7	1.7	+1.60	58
b.	I became involved in this most recent RSA process because I / my business felt it was the best way to achieve our goals with respect to forest operations near our business.	76.3	11.9	8.5	1.7	1.7	+1.59	59
c.	I made my best effort (in terms of investing time and money) to make this most recent RSA work.	78.9	8.8	8.8	1.8	1.8	+1.61	57
d.	I believe the forest industry made their best effort (in terms of investing time and money) to make this most recent RSA work.	37.5	19.6	21.4	7.1	14.3	+0.59	58
e.	The administrative functions of this most recent RSA process (e.g. invitations, scheduling of the first meeting, and the provision of maps) were handled efficiently.	41.4	20.7	19	10.3	8.6	+0.76	58
f.	I had access to all the information I needed to make informed decisions in this most recent RSA process.	50.0	20.7	8.6	17.2	3.4	+0.97	58
g.	I had the skills necessary (or was provided the opportunity to learn them) to negotiate this most recent RSA effectively.	57.9	19.3	10.5	10.5	1.8	+1.21	57

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	Survey Question	Response Categories with percentage of respondents						Number of responses
h.	The forest industry had more power than I did in the negotiation phase of this most recent RSA.	44.8	15.5	20.7	5.2	13.8	+0.72	58
i.	The forest industry representative involved in this most recent RSA process focused on trying to find a solution, not on maintaining a corporate position.	29.8	22.8	26.3	10.5	10.5	+0.51	57
j.	Deadlines imposed by the forest management planning process were useful in keeping this most recent RSA process moving forward.	19.3	21.1	31.6	12.3	15.8	+0.16	57
k.	Because of the RSA negotiation process we were able to develop innovative solutions to our land use problems.	14.0	22.8	29.8	8.8	24.6	-0.07	57
l.	The nature of the RSA process creates incentives for cooperation and collaboration (as opposed to adversarial behaviour) between me / my business and the forestry industry.	40.4	22.8	22.8	5.3	8.8	+0.81	57
m.	I have an increased understanding of the needs of the forest industry as a result of this most recent RSA process.	26.3	21.1	33.3	8.8	10.5	+0.44	57
n.	I feel that the forest industry has an increased understanding of the needs of my resource-based tourism business as a result of this most recent RSA process.	35.1	26.3	14.0	14.0	10.5	+0.61	57
o.	As a result of this most recent RSA process my local forest industry representative and I now work together on issues related to our businesses that are outside the scope of the RSA process.	17.9	19.6	25.0	16.1	21.4	-0.04	56
p.	My participation in this most recent RSA process will make a difference in the outcome of the FMP (forest management plan).	37.5	12.5	16.1	10.7	23.2	+0.30	56
q.	This most recent RSA was a worthwhile process.	42.1	12.3	24.6	8.8	12.3	+0.63	57
9.	The time periods specified by the forest management planning process for completing the various stages of this most recent RSA were:	Too long	6.1					49
		Just Right	63.3					
		Too short	30.6					
10.	We used an independent facilitator in this most recent RSA process (e.g. RSA consultant, mediator, or arbitrator).	Yes	50.9					55

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	Survey Question	Response Categories with percentage of respondents		Number of responses
		No	49.1	27
b.	If yes, the type of facilitation we employed was:	RSA Consultant	96.3	
		Mediator	0.0	
		Arbitrator	0.0	
		Other	3.7	
c.	I found the services provided by the independent facilitator useful.	Agree	71.4	28
		Somewhat agree	14.3	
		Neutral	7.1	
		Somewhat disagree	3.6	
		Disagree	3.6	
11.	Have there been any adverse impacts on you as a result of this most recent RSA?	Yes -Costs	10.7	56
		Yes - Time	26.8	
		No	44.6	
		Not Sure	25.0	
		Other	1.8	
12.	The benefits of the RSA process to me /my business outweigh the costs (in terms of time and money) to me / my business.	Yes	76.0	50
		No	24.0	
13.	As a result of this most recent RSA my relationship with the forestry industry in the area has:	Become much worse	1.8	57
		Become worse	3.5	
		Remained the same	61.4	
		Improved	31.6	
		Greatly improved	1.8	

Survey Question	Response Categories with percentage of respondents						Number of responses
PART III a: About the agreement you signed in your most recent RSA.							
14. We had to revise our initial agreement in order for our most recent RSA to be accepted within the Forest Management Plan.	Yes 25.0 No 70.0 Not Applicable 5.0						20

15. Please indicate the degree to which you Agree or Disagree with each statement by circling the appropriate number to the right of each question.	Agree	Somewhat Agree	Neutral	Somewhat Disagree	Disagree	Mean Score	
a. I feel that this most recent agreement will be feasible to implement.	63.2	21.1	15.8	0.0	0.0	+1.47	19
b. I feel that the forest industry is committed to implementing this most recent agreement.	57.9	26.3	10.5	0.0	5.3	+1.32	19
c. I am committed to implementing this most recent agreement.	68.4	26.3	0.0	0.0	5.3	+1.53	19
d. There is a provision to allow for mutually agreeable changes to this most recent agreement.	66.7	16.7	11.1	0.0	5.6	+1.39	18
e. I am satisfied with this most recent agreement.	52.6	21.1	15.8	5.3	5.3	+1.11	19

PART III b: If you have not reached an agreement in this most recent RSA.	Agree	Somewhat Agree	Neutral	Somewhat Disagree	Disagree	Mean Score	
16. Although I have not signed an agreement there have been benefits to participating in this most recent RSA.	38.2	38.2	14.7	2.9	5.9	+1.00	34

PART IV: General Questions.	Agree	Somewhat Agree	Neutral	Somewhat Disagree	Disagree	Don't Know	Mean Score	
17. Please answer the following questions based on any experience (direct or indirect) you may have had with the RSA process.								
a. Information on the procedures for developing an RSA is readily available and easy to understand.	27.0	26.0	19.0	10.0	11.0	7.0	+0.52	100
b. Assistance with the RSA process is readily available to those who need it.	37.0	26.0	12.0	8.0	6.0	11.0	+0.90	100
c. The RSA process is flexible enough for the negotiating parties to adapt it to solve their unique problems.	16.3	24.5	15.3	11.2	10.2	22.4	+0.33	98
d. The forest industry has too much control over the administrative functions within the RSA process.	25.3	24.2	25.3	7.1	6.1	12.1	+0.63	99
e. The RSA process will encourage investment in Ontario's resource-based tourism industry.	9.3	15.5	26.8	6.2	25.8	16.5	-0.28	97

	Survey Question	Response Categories with percentage of respondents							Number of responses
f.	The outcomes of RSAs (i.e. the land use prescriptions) serve the common good of the Ontario public.	24.2	29.5	9.5	5.3	17.9	13.7	+0.43	95
g.	Other parties, besides the tourism and forestry industries, should be involved in negotiating and signing each RSA.	11.5	14.6	19.8	7.3	33.3	13.5	-0.42	96
h.	The RSA process is superior to previous methods of incorporating the needs of the resource-based tourism industry within forest management in Ontario.	26.8	24.7	14.4	5.2	8.2	20.6	+0.71	97
i.	RSAs would not be necessary if there was better provincial enforcement of the land use access restrictions that have already been put in place.	35.4	20.8	19.8	7.3	6.3	10.4	+0.80	96
j.	The forestry industry and the tourism industry have been negotiating RSAs in good faith.	23.7	24.7	17.5	7.2	8.2	18.6	+0.59	97

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Appendix C Responses to Question #18

Q#18: Do you have any recommendations for improving the RSA process?

- Don't let the MNR sit on the fence. Decisions must be made.

- Take into consideration seasonal timing of meetings to make it possible for us owners to attend.

- No idea

- Government needs to continue to fund experts for tourism to understand RSA's. Some areas of the province had better luck with this than others. Largely due to some MNR and forestry people not buying into the process.

- ATV and snowmobile clubs should be able to have input into RSAs. After this was all done I still don't know what to do now and when they are going to log here.

- Forthright dialogue and communication is key. Default clause should appear – compensation for agreement violation.

- There is a much greater need for continued support for the tourism industry to finish the 5 year cycle of FMPs. Also the MNR must have a greater support to ensure the RSA process will work at the Regional and District levels.

- The Forestry Industry needs to think about how much money we are and will loose. Stop thinking about only themselves.

- Tourism industry needs more help to develop an RSA. Outfitters who have RSA signed received help from consultants. Funding stopped March 31/05 so those of us that have not signed RSA will have to fend for ourselves. The wording is very difficult for us to understand.

- No matter what the forest company always WINS. The outfitter should have more power to determine his future. Our resources are disappearing at an alarming rate.

- We must have financial support for consultants to finish the 5 year cycle of the FMP. There must be a strong endorsement of the process by MNR staff at the District level.

- MNR expertise should be available to tourism operators as well as knowledgeable people with experience in tourism. MNR is a larger problem than timber companies. Let Tourism specify conditions of RSA – no timber companies and MNR.

- Recreational Access Planning would greatly simplify the RSA and FMP processes.

- The process must be simplified.

- MNR is an overbearing hindrance to the whole process for all involved.

- MNR has disallowed all agreements and Weyerhauser has taken advantage of this to drive forward with their corporate agenda in spite of tourism and "requirement" to sign off with tourism.

- Less control by MNR. Forestry and tourism will agree and MNR does not approve. Employees attitudes within MNR must improve! Forestry know it and know they do not have to budge.

- My family has been at Goose Bay camp for the last 57 years, since 1948. I have been involved with negotiating with timber companies for the last 25 years. Companies continually erode protection for other users of the forest be they tourism or trapping. It appears if the company puts off calling to say they are ready to negotiate for a few more years there will be nothing left to negotiate. MNR should place time limits on the companies because it cannot not be coincidence that all 3 companies I need to deal with aren't quite ready. The process is a joke if it never begins; stalling obfuscating and bullying are tactics we have become accustomed to but this is the most useless solution because for me nothing's happened and now I don't feel I have the MNR, our resource managers obligated to help the negotiations.

- Negotiations should involve the forestry company and outfitters only – MNR needs to keep their noses out UNLESS they have beneficial knowledge to aid in the agreement. My experience was MNR was attempting to coerce the outfitter to benefit the timber company.

- Define what role RSA consultants are to play. We assumed the RSA consultant who worked in our area and was hired by tourism to help outfitters in their negotiations, even though he was a forester was supposed to be on our side. We quickly learned that "once a forester, always a forester" applied in this case. We did not use him after 1st meeting with forest company. It was obvious he really wasn't prepared to back us on our needs and I got the impression he wasn't really aware of the tourism needs even though he had been hired by tourism.

- To the best of my understanding there have been no successful RSAs negotiated within the Wawa District. The only one negotiated is in _____(illegible) due to the MNR's refusal to go along with the agreement of the parties.

- I am a new owner of a lodge, so I am just learning about the process.

- It is very hard to deal with an RSA process as soon as the politicians in Ontario mainly the GTA area get involved. The people of Southern Ontario have no idea the hardships we deal with everyday when dealing with the wood industry or government. 90% of southern Ontario does not even know where we are.

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- Bring in Native land claims that affect tourism locations.

- Get rid of it! Minimize input and impact of MNR. MNR "lip service" does not help this process

- Personal communication between affected parties.

- The discussions and decisions made with the forest industry worked out fairly well. I have a problem with the MNR coming in and changing the plans we made. They should be there for enforcement of the plan, not to make changes.

- No

- The main problems are access and buffers. Cutting and rejuvenation and road removal must be scheduled in such a manner to be IN and OUT as fast as possible.

- Why doesn't the forestry industry share their business needs and interests like we do with them? We are still negotiating one business at a time. Need group negotiations which involve natives, other tourist operators etc.

- More power to the MNR.

- MNR has too much power which makes this process a joke.

- When send out info, designate the lodge area and actual dated cutting is planned for.

- I don't know for sure what an RSA is?

- RSA agreements should be signed by 3 not 2 parties. The third being MNR

Appendix D Responses to Survey Question #19

Q#19: If you have any additional comments you would like to express to the researchers please write them below.

- The forest industry and the tourism industry have and always have had a good working relationship. The problem is with the Ministry of Natural Resources. There would not be the problem if they would do their job at enforcing all the other plans through the years. Our biggest problem is the interpretation of "Traditional means of travel" to the lakes during the winter months (i.e. snowmachines and 4 wheelers) and the use of roads to access tourism lakes. Our community is in a big uproar right now because of leaked recommendations by the planning committee for the FMP.

- I afraid we don't have much faith in any process. We've been in tourism in NW Ontario for 25 years and had to move further north due to other ___(illegible) of conflict / use and logging and access.

- Signed one RSA- Sudbury forest. Working on one more with the Spanish Forest – a more difficult situation since 14 outpost camps are involved.

- Tourism industry is vital and ever-increasing in importance – although many "Ma and Pa" operations are intimidated by government and forestry's constant repetitive speech re: "forestry being greater economic generator" simply remember to divide every number by 100 – that is the next 100 years a harvestable tree will be available on that site to feed that mill. Tourism is also "green and clean" leave nothing but footprints.

- If the MNR personal were doing their jobs better and had more employees to monitor wood cutting, while the actual cuts were being done we wouldn't have as big a problem. There way too much waste left after a cut is finished.

- I don't know the outcome of our RSA or anything about the process. Only time will tell.

- Our operation / company had a fairly good relationship with the logging / forest industry prior to our RSA process. Overall I would say the RSA is a positive thing for my business. The cost outlay was very minimal for me. This might not be the case for operators who reside in very remote areas.

- Think the government inhibits better relations by establishing regulations that sometimes represent roadblocks instead of guidelines.

- I agreed last year to negotiate an RSA. Nothing has happened yet.
- I am so frustrated that I am trying to sell. I have been on 2 planning teams and have seen first hand how the logging companies overpower the public and the MNR.

- Aside for completing the RSA process – recreational land use planning is essential to make it work. MNR at all levels must be willing to address the conflict issues and not continually pass them on to the next FMP. Remote users and road access users must be addressed in land use planning not FMP's.

- Always have had a good rapport and relationship with foresters.
- RSA process would not be required if tourism values were being protected or considered an asset by the government of Ontario. They do not look at remote tourism as an industry, rather an annoyance affecting fibre extraction.

- We did not get involved with the last 5 year plan because there were no logging plans in our area, but the next plan I will certainly want to add input.

- The RSA process took too many years to come to completion. In the meantime, most BMA's were cut to hell. The money and time spent on developing the RSA program was totally ridiculous. Millions of dollars spent on brochures, CD's etc. Every tourist outfitter has small problems that can be fixed if NOTO and the provincial government could address them. For example paying the same BMA fees for a Fall hunt only, giving Residents a right to hunt Bear in our BMA (which we manage) until the end of October and many more issues.

- Forest industry sees tourism as being "in the way" and has ignored us and the RSA process. When agreements are approached business to business the MNR holds veto power; a point that was not to be part of the process. There is no incentive to require forestry to work with tourism. Our 5 year plan went ahead without a RSA signoff as if we didn't exist.

- This process is a joke for an area that has been already logged off – "day late and a dollar short!"

- Years ago there were inviolate prescriptions for no cut areas around tourism developed lakes but due to the constant and insidious pressure from timber companies, the MNR who used to manage for the benefit of all groups using the forest, has abdicated that responsibility. To be fair I have not called repeatedly, begging for a negotiation, because I'm not looking forward to it and also you may perceived that I have little faith that RSA process is anything more than yet another exercise in frustration.

- RSAs are a great start to implementing tourism values; however, the tourism industry should be recognised as a forest stakeholder by being a co-holder of a forest unit license. Licensing a forest unit to a harvesting company gives the onus of management to that company not to all of the forest users.

- I have been waiting since December 2004 (it is now March 2005) to sign the RSA. I thought we had reached agreement. Now the plan has been approved for the most part (3 people asked for environmental assessments) and work is to commence April 1st. I do not know if I should sign now or not!!! At our first RSA meeting the proposed cut areas made the lake we are locked on look like the bulls eye on a target. For us the three other RBT facilities and approx. 45 cottages this was impossible to live with. Through the negotiations and public

open houses and public letters all cuts within the viewshed of our lake were dropped from the forestry proposal. If we had been alone I am not sure that we could have gotten this with the RSA process. There are really no defined minimum areas for no cut on an RBT lake. We always had expected a skyline reserve, but when we started these negotiations we found ourselves facing 120m.

- It is my feeling that this process has been used by the MNR and the public and to a less degree by the forest industry to learn about my business operations. In particular the disclosure of information about our fishing locations and operations and access has resulted in harm to our business. The Wawa MNR has done nothing to help the process and in fact has only hurt the process regarding implementing agreements by operators and the local forest industry to restrict or ____(illegible) road access to our area. Some process! It seems to be a complete waste of tax dollars again.

- Your comment in paragraph 2 of your cover letter should not read that "there are few resource-based tourism operators in Ontario". If it were not for these businesses from Thunder Bay west, Northwest Ontario would not survive. The wood industry in our area is about 80% and will be gone within 10 years. To participate in the RSA process is hopeless as any agreements drawn up can be reversed by the political system in Toronto. We are a family business that has operated since 1958.

- We are a Resource Based Tourism Operator but we are involved in a Native Land Claim. Temagami First Nation.

- If they can get to it, IT WILL BE CUT. Cutting everything that you can find is NOT management. Have you flown over this area and seen the silt going into the lakes !!! Your wording in cover letter show your true feelings about my business!

- This process was due to fail from the onset – you cannot proffer the RSA process as "business to business" and then allow the MNR final say-so. It just will not work.

- Having just purchased a resort, I have yet to enter in an RSA. However I have had contact with forestry personnel in the Geraldton area and they have been very helpful in explaining present forest projects in my area.

- There are too many things going on – all that new business destroying rules and regulations that we don't have the time and money to get smart with that RSA, because we have to run a business that get's worse every year. Many people (USA) already don't come to Canada anymore. There would be a booklet to fill about the reasons. Luckily its not us. Sorry I can't help with that study. I ain't getting smart with it.

- The logging open houses serve their purpose but in the 5 year term there are so many amendments afterwards that the amount logged is much larger. Therefore why bother with the open houses?

- Has no bearing on our operation.

- We have several drafts for the RSA although I don't believe that I have signed any although the forest company is aware of my RSA invitations and follow or have consideration to my business in the tourism industry.

- All these negotiations, whether it be an RSA or directly with the forestry company as done prior to the RSA's being introduced, are basically flawed as the bottom line remains the same, the forestry companies still cut trees where they want (are allocated) regardless of the impact, short or long term. They are willing to try to negotiate time frames for hauling, cutting and such, but again, as we have experienced, if the business demands it, they will renege with an apology. Their business first. Logged over areas have no tourism value and until the MNR realises that standing trees have a present and future value equally important, all tourism businesses in the presence of logging continue to struggle.

- We have owned this property since the fall of 2002 and have had no information sent to us with regard to this...

- Includes letter he says MNR admitted they had not read.

- There is a substantial amount of logging in this area (Domtar). There is a forest management agreement in place. We have attended several meetings. We filled out questionnaires. The outcome is a forest management agreement that favours forestry employment with little regard to environmental issues. We feel our input is disregarded / ignored and the logging companies get their way in order to protect industry related jobs.
- Note: they are still clear cutting and replanting single species trees.

- Before any RSA is signed, MNR must include amendment to FMP's for recapture of roads by replanting and gating.

- Access is the #1 problem. Trees should be cut, but in smaller areas and farther from lakes. Remote lakes should be made available for locals, unless they have tourism already established, they should be avoided at all costs. Non residents should not be allowed on resident lakes! But encouraged to go to a tourist facility.

- I admire the effort but I really think that setbacks off lakes and stream should be automatically increased. Last year Rainy lake underwent some very sad changes.

- Our business is located within what will be the Whitefeather forest north of Red Lake. At this point the process is not complete. We anticipate that we will be asked to participate in an RSA process at some point in the future.

- I am sorry that I have not returned your questionnaire. I have been in the process of selling the business. However I have attended some of these meetings and have not been that impressed. You give your input and then these

logging companies do whatever it was they intended to do in the first place. I might add that as an operator we don't have all that much time to spend on such a long survey which has much repetition.

- We haven't done this simply due to putting off making the decision to do it. We have a good relationship with the forest industry in our area and I and my husband are on the LCC for the MNR.

- I have owned and operated a resort for 34 years. These past 8 years have been very tuff to operate. The high cost of electric, gas, insurance, wages and stricter government regulations and forest management, M&R are making it very difficult to promote tourism in N.W. Ontario. I would like a detailed explanation of what the RSA is all about. Everything is done in Eastern Ontario and people from this area cannot afford to fly east for meetings and workshops.

- Do not know much about RSA as we have only lived in Canada for 1 year. Need more info.

- Our past relationship with timber companies has been satisfactory because we made sure we communicated and stayed involved. Many operators would be better off developing similar relationships. The biggest problem in the process lies with MNR.

- It still seems the forest industry holds the cards or calls the shots. I'd love to see the tourism / forest protection provides then our offer take it or leave it scenario it feels we are given.

- I cannot answer most of your questions yet because there has been no meetings with the forestry company on RSAs yet.

- Since we bought the camp we heard a little about RSA, but we have no idea what its about, we don't have any idea about any contact people in the area.

- Believe me – all this is a waste of time! Clear cutting to the highway, still goes on and on. The trees will go – everywhere and anywhere and all this nonsense is useless. Think of all the fibre from trees that these "studies" etc. use up!!!

- We are in the process of an RSA and will be unable to input fairly to your study at this time.

- The RSA process will only be successful if both parties wish to have it so. Both parties must understand what is important to each other i.e. forest companies want the wood, fishing companies want the access issue clearly dealt with. If each party makes an agreement that meet the other's need(s) the agreement will be off to a good start.
- It is vital that the person who works on behalf of the forest companies is respected, knowledgeable and is seen to be goal oriented to not only a successful RSA process but a short and long term product.

- Thank God I do not have access issues! On many occasions MNR has shown they are unwilling to oppose local opposition to access.

Appendix E Survey Document
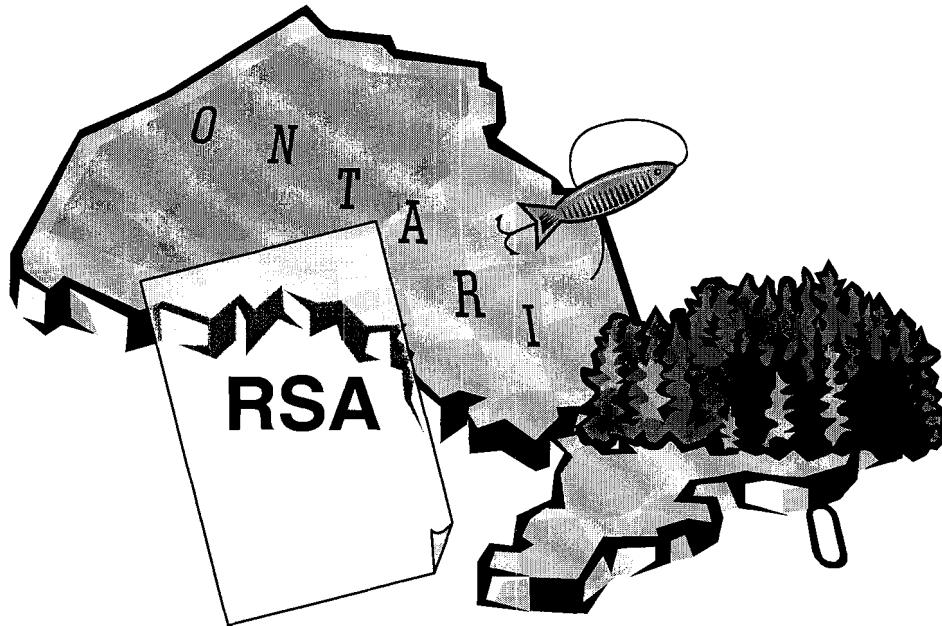
A study of the Resource Stewardship Agreement process as a resource management policy

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Thank you for taking the time to fill out this survey. In this survey we ask you some questions about the Resource Stewardship Agreement (RSA) process. You do not have to have completed an RSA to participate in this survey.

ALL ANSWERS WILL REMAIN ANONYMOUS.

PART I: Your involvement with the RSA process.

1. **Have you received any invitations to participate in an RSA process?**

   ☐ Yes
   ☐ No   ⌐→ **If no, please skip to PART IV on page 6.**

2. **Did you accept any of these invitations?** *(Please put the appropriate number in each blank provided).*

   I have accepted _____ invitations.

   I have declined _____ invitations.

3. **If you accepted one or more invitations, please indicate the status of these RSAs by indicating the number of RSAs that fall into each category.** *(Please put the appropriate number in each blank provided).*

   Example
   (Operator has 2 RSAs)

   __1__   _____ I am currently working on developing an RSA.

   __0__   _____ I began developing an RSA, but negotiations ended before we reached an agreement.

   __1__   _____ I have signed an RSA.

4. **If you declined one or more invitations please tell us why you chose to decline.** *(Please put the appropriate number in each blank provided).*

   Example
   (Operator declined 1 invitation)

   __0__   _____ Not interested in the RSA process.

   __0__   _____ No time.

   __1__   _____ No logging is planned for the area.

   __0__   _____ I am satisfied with the protection provided by the existing ecological guidelines.

   __0__   _____ The forest industry and I already have an agreement.

   __0__   _____ Other *(Describe)* _____

5. **Please tell us about your tourism business. My business includes:** *(Please check all that apply).*

   ☐ Drive-in main lodge   ☐ Drive-in outposts
   ☐ Boat or train-in main lodge   ☐ Boat or train-in outposts
   ☐ Fly-in main lodge   ☐ Fly-in outposts
   ☐ Other _____

6. I have operations in _____ forest management units in Ontario.

☐ One
☐ Two
☐ Three or more

PART II: Your most recent RSA.

Think of the last RSA you signed or, if you have not signed any RSAs to date, think about the process you are furthest along in. Please answer the questions in part II based on your experience with this RSA. This RSA will be referred to as your most recent RSA.

↳ If you opted not to participate in the RSA process (i.e. declined all invitations) please skip to PART IV on page 6.

7. In the five years prior to 2000 when the RSA process was developed, my working relationship with the forest industry in the area covered by my most recent RSA was:

☐ Very Good
☐ Good
☐ Neutral
☐ Poor
☐ Very Poor

8. *Please indicate the degree to which you Agree or Disagree with each statement by circling the appropriate number to the right of each question.*	Agree	Somewhat Agree	Neutral	Somewhat Disagree	Disagree
a. The issues dealt with in this most recent RSA are important to both me and the forest industry.	5	4	3	2	1
b. I became involved in this most recent RSA process because I / my business felt it was the best way to achieve our goals with respect to forest operations near our business.	5	4	3	2	1
c. I made my best effort (in terms of investing time and money) to make this most recent RSA work.	5	4	3	2	1
d. I believe the forest industry made their best effort (in terms of investing time and money) to make this most recent RSA work.	5	4	3	2	1

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	Agree	Somewhat Agree	Neutral	Somewhat Disagree	Disagree
e. The administrative functions of this <u>most recent RSA</u> process (e.g. invitations, scheduling of the first meeting, and the provision of maps) were handled efficiently.	5	4	3	2	1
f. I had access to all the information I needed to make informed decisions in this <u>most recent RSA</u> process.	5	4	3	2	1
g. I had the skills necessary (or was provided the opportunity to learn them) to negotiate this <u>most recent RSA</u> effectively.	5	4	3	2	1
h. The forest industry had more power than I did in the negotiation phase of this <u>most recent RSA</u>.	5	4	3	2	1
i. The forest industry representative involved in this <u>most recent RSA</u> process focused on trying to find a solution, not on maintaining a corporate position.	5	4	3	2	1
j. Deadlines imposed by the forest management planning process were useful in keeping this <u>most recent RSA</u> process moving forward.	5	4	3	2	1
k. Because of the RSA negotiation process we were able to develop innovative solutions to our land use problems.	5	4	3	2	1
l. The nature of the RSA process creates incentives for cooperation and collaboration (as opposed to adversarial behaviour) between me / my business and the forestry industry.	5	4	3	2	1
m. I have an increased understanding of the needs of the forest industry as a result of this <u>most recent RSA</u> process.	5	4	3	2	1
n. I feel that the forest industry has an increased understanding of the needs of my resource-based tourism business as a result of this <u>most recent RSA</u> process.	5	4	3	2	1
o. As a result of this <u>most recent RSA</u> process my local forest industry representative and I now work together on issues related to our businesses that are outside the scope of the RSA process.	5	4	3	2	1
p. My participation in this <u>most recent RSA</u> process will make a difference in the outcome of the FMP (forest management plan).	5	4	3	2	1
q. This <u>most recent RSA</u> was a worthwhile process.	5	4	3	2	1

9. The time periods specified by the forest management planning process for completing the various stages of this <u>most recent RSA</u> were:

☐ Too short
☐ Just right
☐ Too long

10. We used an independent facilitator in this <u>most recent RSA</u> process (e.g. RSA consultant, mediator, or arbitrator).

☐ Yes
☐ No
      ┗➤ (If no, please skip to question 11)

    b. If yes, the type of facilitation we employed was:

☐ An RSA consultant
☐ A mediator
☐ An arbitrator
☐ Other *(please specify)* _____

    c. I found the services provided by the independent facilitator useful.

☐ Agree
☐ Somewhat agree
☐ Neutral
☐ Somewhat disagree
☐ Disagree

11. Have there been any adverse impacts on you as a result of this <u>most recent RSA</u>? *(Please check all that apply).*

☐ Yes -- I have incurred significant financial costs to participate.
☐ Yes - Participation has taken valuable time away from other activities.
☐ No adverse impacts
☐ Not sure
☐ Other *(please specify)* _____

12. The benefits of the RSA process to me /my business outweigh the costs (in terms of time and money) to me / my business.

☐ Yes
☐ No

13. As a result of this <u>most recent RSA</u> my relationship with the forestry industry in the area has:

☐ Greatly improved
☐ Improved
☐ Remained the same
☐ Become worse
☐ Become much worse

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PART III a: About the <u>agreement</u> you signed in your <u>most recent RSA</u>.

> *If you have not yet signed an agreement in your most recent RSA please skip to question 16.*

14. We had to revise our initial <u>agreement</u> in order for our <u>most recent RSA</u> to be accepted within the Forest Management Plan.

☐ Yes
☐ No
☐ Not applicable (RSA has not yet been submitted for approval within the Forest Mgm't Plan)

15. *Please indicate the degree to which you Agree or Disagree with each statement by circling the appropriate number to the right of each question.*	Agree	Somewhat Agree	Neutral	Somewhat Disagree	Disagree
a. I feel that this <u>most recent agreement</u> will be feasible to implement.	5	4	3	2	1
b. I feel that the forest industry is committed to implementing this <u>most recent agreement</u>.	5	4	3	2	1
c. I am committed to implementing this <u>most recent agreement</u>	5	4	3	2	1
d. There is a provision to allow for mutually agreeable changes to this <u>most recent agreement</u>.	5	4	3	2	1
e. I am satisfied with this <u>most recent agreement</u>. ↳ Skip to Question 17	5	4	3	2	1

PART III b: If you have not reached an agreement in this <u>most recent RSA</u>:

16. Although I have not signed an agreement there have been benefits to participating in this <u>most recent RSA</u>.	5	4	3	2	1

PART IV: General Questions.

17. *Please answer the following questions based on **any** experience (direct or indirect) you may have had with the RSA process.*

	Agree	Somewhat Agree	Neutral	Somewhat Disagree	Disagree	Don't Know
a. Information on the procedures for developing an RSA is readily available and easy to understand.	5	4	3	2	1	0
b. Assistance with the RSA process is readily available to those who need it.	5	4	3	2	1	0
c. The RSA process is flexible enough for the negotiating parties to adapt it to solve their unique problems.	5	4	3	2	1	0
d. The forest industry has too much control over the administrative functions within the RSA process.	5	4	3	2	1	0
e. The RSA process will encourage investment in Ontario's resource-based tourism industry.	5	4	3	2	1	0
f. The outcomes of RSAs (i.e. the land use prescriptions) serve the common good of the Ontario public.	5	4	3	2	1	0
g. Other parties, besides the tourism and forestry industries, should be involved in negotiating and signing each RSA.	5	4	3	2	1	0
h. The RSA process is superior to previous methods of incorporating the needs of the resource-based tourism industry within forest management in Ontario.	5	4	3	2	1	0
i. RSAs would not be necessary if there was better provincial enforcement of the land use access restrictions that have already been put in place.	5	4	3	2	1	0
j. The forestry industry and the tourism industry have been negotiating RSAs in good faith.	5	4	3	2	1	0

18. Do you have any recommendations for improving the RSA process?

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19. If you have any additional comments you would like to express to the researchers please write them below.

✂ -

OPTIONAL:

The researchers involved in this study are interested in finding out some more detailed information on resource-based tourism operators' opinions of the RSA process. This will be done by contacting a small number of operators by phone. If you would be willing to discuss your opinions with the researchers in a phone interview please include your name and phone number below.

Name_____

Phone number_____

Best time to call _____

THANK YOU!