EVALUATING COLLABORATIVE PLANNING: A CASE STUDY OF THE NORTH COAST LAND AND RESOURCE MANAGEMENT PLAN

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ABSTRACT

The North Coast of British Columbia is a unique ecological region of 1.8 million hectares. Conflict over the management of the area among First Nations, resource companies, and environmentalists has been intense. After two and half years of collaborative planning, consensus on a resource plan for the region was reached in the Spring of 2006. The collaborative process to develop the plan used innovations to address deficiencies in previous processes such as involvement of First Nations, the use of ecosystem-based management, and the use of an independent research team to provide objective information to stakeholders. This paper reports on the evaluation of the North Coast process based on a stakeholder participant survey using 25 process and outcome criteria. The paper assesses the strengths and weaknesses of the innovative process and identifies lessons for collaborative planning.

To my elders: Grammie and Grampie Fairbairn, Mugs and Bumpa Shields, and, Gran and Grandpa McGee. You are each an inspiration to me and will always remain in my heart.

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LIST OF ACRONYMS

ADR	Alternative Dispute Resolution
B.C.	British Columbia
CIII	Conservation Investments and Incentives Initiative
CIT	Coast Information Team
CP	Collaborative Planning
CORE	Commission on Resources and Environment
CSS	Coast Sustainability Strategy
EBM	Ecosystem-based management
GMD	General Management Direction
GTT	North Coast Government Technical Team
G2G	Government-to-government discussions
ILMB	Integrated Land Management Bureau
LUCO	Land Use Coordination Office
LUP	Land Use Planning
LRMP	Land and Resource Management Plan
MAL	Ministry of Agriculture and Lands
MOF	British Columbia Ministry of Forests
MSRM	Ministry of Sustainable Resource Management
NCIMT	North Coast Implementation and Monitoring Team
NCLRMP	North Coast Land and Resource Management Plan
NRTEE	National Round Table on the Environment and Economy
REM	School of Resource and Environmental Management at Simon Fraser University
SDM	Shared Decision Making
SRM	Sustainable Resource Management Planning
SRMP	Sustainable Resource Management Plan
ToR	Terms of reference

1
INTRODUCTION

1.1 Study context

One of the significant challenges to sustainable development is the conflict among competing stakeholders over the allocation and management of scarce natural resources (Gunton and Day 2003). The dominant approach in North America to resolving these conflicts has traditionally been technocratic, where planning and decision-making authority are held almost exclusively by professional government planning agencies. Since the 1960's, the technocratic model has proven increasingly incapable of resolving growing conflict between various stakeholders over the use of the land base and its resources (Gunton and Day 2003). In recent years a new model has emerged called collaborative planning (CP).

With CP, responsibility for preparing plans is delegated directly to affected stakeholders who work together in face-to-face, interest-based negotiations to reach a consensus agreement (Duffy, Roseland, and Gunton 1996; Carr, Selin, and Schuett 1998; Susskind, Wansem, and Ciccarelli 2003; Gunton and Day 2003). Collaborative planning is increasingly being used as a planning model in watershed planning, regulatory rule-making, forest and land-use planning, and urban planning in the United States, Canada, and Australia (Frame 2002; Carr; Selin, and Schuett 1998; Margerum 1999; Leach, Pelkey, and Sabatier 2002; Wondolleck and Yaffee 2000).

As CP continues to be adopted by planning agencies, there is an increasing need for empirical research that identifies the strengths and weaknesses of CP and provides recommendations for its improvement (Innes and Booher 1999; Gunton and Day 2003; Frame, Gunton, and Day 2004). There is widespread agreement that assessing the strengths and weaknesses of CP, and identifying best practice guidelines, require comprehensive, empirical evaluation of case studies (Bingham et al., 2003; Campbell and

Floyd 1996; Innes and Booher 1999; Andrew 2001; Leach, Pelkey, and Sabatier 2002; Gunton and Day 2003; Frame, Gunton, and Day 2004). However, to date, there is still a dearth of systematic evaluations of collaborative processes (NRTEE 1994; Gunton and Day 2003; Frame, Gunton, and Day 2004). The limited number of empirical evaluations completed is largely based on relatively small sample sizes and nonrandom sample selection that precludes definitive conclusions (Gunton and Day 2003). Furthermore, no universally agreed upon method has been developed to evaluate collaborative planning (Susskind, Wansem, and Ciccarelli 2003). As a result, although some metaanalyses and case studies evaluating CP have been completed, neither planners nor the academic community have a clear idea of what to expect from approaches that rely on CP techniques (Innes and Booher, 1999).

Advocates argue that collaborative planning is more likely to result in high quality agreements that are more stable, enduring, and more easily implemented then those created under traditional processes (Owen 1998; Innes and Booher 1999; Birkhoff and Lowry 2003; Gunton and Day 2003, Moote, McClaran, and Chickering 1997; Wondolleck and Yaffee 2000). Advocates also argue that CP creates additional benefits such as improved skills, knowledge, and increased trust and cooperation among participants resulting in new ideas, new networks, and long-term partnerships (Connick and Innes 2003; Susskind, Wansem, and Ciccarelli 2003; Innes and Booher 1999; Gunton and Day 2003). Critics suggest that CP may encourage stakeholders to seek second-best solutions in order to achieve consensus (Gunton and Day 2003). Critics also argue that CP is incapable of dealing with power imbalances among stakeholders, can be inapplicable in situations that involve fundamental ideological and value differences, and may be inefficient when compared to other methods (Amy 1987; Gunton and Flynn 1992; Wondolleck and Yaffee 2000; Campbell and Floyd 1996; Susskind, Wansem, and Ciccarelli 2003).

Debate over alleged strengths and weaknesses of collaborative planning indicates the need for more evaluative research. This study helps meet the need for empirical case studies by evaluating the performance of CP in the preparation of a land-use management plan in British Columbia. This research contributes to the larger theoretical foundations of

CP and environmental conflict resolution. Its findings on the strengths and weaknesses of CP and key elements to successful conflict resolution are relevant to practitioners. The case study also has a number of innovative features designed to mitigate problems in previous CP applications. As a result, analysis of the plan will not only provide an evaluation of CP, but will also offer critical feedback on the effectiveness of new process designs in resolving previous plan challenges.

1.1.1 Case-study: North Coast Land and Resource Management Plan (NCLRMP)

CP has been used to prepare land and resource management plans (LRMPs) since 1993 in British Columbia. Indeed, B.C. is the only location in the world where CP has been systematically applied to the entire land base. Therefore, B.C. is an ideal location for evaluating CP through case-study analysis (Gunton and Day 2003). Graduate students and faculty at the School of Resource and Environmental Management (REM) have analyzed various aspects of the use of CP in land use planning including:

- theory and practice (Gunton and Day 2003),
- environmental planning (Gunton, Day, and Williams 2003),
- evaluations of early CP land-use plans in B.C. (Parker 1998; Penrose 1996; Tamblyn 1996; Wilson 1995),
- comprehensive evaluation of multiple CP land-use plans in B.C. (Frame, Gunton, and Day 2004),
- implementation (Albert, Gunton, and Day 2003; Joseph 2004; Calbick, Day, and Gunton 2003),
- tourism (Edwards-Craig, Williams, and Gunton 2003), and
- civil society (Finnigan, Gunton, and Williams 2003).

This study builds upon past research at REM by conducting a case-study analysis of one of the most advanced LRMPs to date: the North Coast Land and Resource Management Plan. The NCLRMP is advanced due to its new method for incorporating First Nations into the planning process, its high level of comprehensive scientific and socioeconomic information generation and analysis, and its use of ecosystem-based management (EBM) to guide plan development. NCLRMP table members ratified a conditional agreement in June 2004 and a final consensus agreement (with abstention by some members) in February 2005. The final recommendations were used in government-to-government discussions between provincial and First Nations governments that

resulted in changes and additions to the recommendations. The province reviewed all the recommendations and announced a land use decision in February 2006. Therefore, the timing is opportune for evaluating the success of the process.

The North Coast LRMP plan encompasses an area of 1.7-million hectares of marine, foreshore, and upland area on the mainland west coast. Approximately 17,000 people live in the North Coast LRMP plan area and roughly half of this population base is of First Nations ancestry. The economy of the region is largely dependent on resource extraction. As a result, a variety of stakeholder interest groups exist in the region including forestry, fish and wildlife, mining, First Nations, tourism and recreation, community economic development, labor, and conservation

A number of recent changes were made to the North Coast LRMP that make it a unique and advanced strategic planning process in British Columbia. The key process features are as follows:

1. First Nations participated directly in the LRMP planning table where they presented their own land use proposals, provided advice on land use and resource management from a First Nations' perspective, and provided explanations of First Nations' cultural, historical, and ecological perspectives (B.C. MSRM 2005a). However, unlike past LRMP processes, First Nation's participation was augmented by a second process where First Nations negotiated directly with the province on a government-to-government basis (B.C. MSRM 2003b).

2. An independent body of scientific experts, the Coast Information Team (CIT), were tasked with providing information to the planning table, in addition to the traditional government technical information team. The addition of the CIT was designed to mitigate the past concern of LRMP tables over the bias of the provincial government who supplied all necessary scientific and social information for past LRMPs (B.C. MSRM 2003a). The mandate of the CIT was to combine western science, traditional and local knowledge, environmental expertise and community experience to develop information

and analyses to support the development and implementation of EBM for the coastal LRMP plans (B.C. MSRM 2005a).

3. Ecosystem-based management was used to guide plan development. EBM is defined by the CIT as an adaptive approach to managing human activities that seeks to ensure the coexistence of healthy, fully functioning ecosystems and communities. The intent is to maintain those spatial and temporal characteristics of ecosystems such that component species and ecological processes can be sustained, and human well-being supported and improved (B.C. MSRM 2005a: 38).

1.2 Study overview

This study builds on a 16-year, three-phased research program conducted in the School of Resource and Environmental Management (REM) at Simon Fraser University. The first phase of the program focused on various aspects of land use planning including analytical methods used, theoretical approaches to shared decision making and dispute resolution, and institutional structures for land management (Frame 2002). This research led to a number of publications in government reports and academic journals and provided an extensive knowledge basis that assisted in the development of the CP approach used in B.C. (Gunton and Vertinsky 1990; Gunton 1991; Gunton 1992; Gunton and Duffy 1992; Gunton and Flynn 1992; M'Gonigle et al. 1992).

The second phase of the program evaluated case studies of a subset of B.C. land use plans completed up to 1996 (Frame 2002). The result of the research was numerous academic publications and government reports that assisted in improving the process in B.C. (Flynn and Gunton 1996; Duffy, Roseland, and Gunton 1996; Gunton 1997; Gunton 1998; Williams, Day, and Gunton 1998; Penrose, Day, and Roseland 1998; Williams, Penrose, and Hawkes 1998; Duffy et al. 1998).

The third phase evaluates the B.C. LRMP process, surveys best practices in international land-use policy implementation, and assesses provincial implementation and monitoring practices. The research has led to numerous academic publications (Frame, Gunton, and Day 2004; Gunton, Day, and Williams 2003a; Finnigan, Gunton, and

Williams 2003; Edwards-Craig, Williams, and Gunton 2003; Albert, Gunton, and Day 2003; Calbick, Day, and Gunton 2003; Gunton and Day 2003). This study is part of the third phase of the program. It continues the case-study approach of phase two by increasing the overall case-study database and by testing whether recent improvements and changes intended to mitigate some deficiencies in previous processes have been successful.

1.2.1 Purpose and objectives

The main purpose of this study is to evaluate the effectiveness of CP in preparing a land and resource management plan for the NCLRMP plan area. A second purpose is to test whether recent improvements and changes intended to mitigate some of the deficiencies in previous CORE and LRMP processes have been successful. Specific objectives are to:

1. Identify key issues in CP theory and practice through a literature review.
2. Establish an evaluation methodology.
3. Evaluate CP:
    a. Identify the strengths and weaknesses of CP for land use planning based on the North Coast experience.
    b. Identify factors determining success or failure of CP in the North Coast LRMP.
2. Evaluate the effectiveness of the new methods introduced to the process to mitigate previous process deficiencies. New methods include:
    a. Ecosystem-based management (EBM) to guide the development of the NCLRMP.
    b. The Coast Information Team (CIT), an independent scientific research team mandated to provide social, economic and environmental information to the table.
    c. A two-tiered planning process that included a traditional main table of all stakeholders and a second table for exclusive negotiations between First Nations governments and the provincial government over the draft LRMP plan produced at the stakeholders LRMP table.

3. Advance the theory of CP and environmental conflict resolution:
    a. Identify key findings and recommendations based on the evaluation of the North Coast LRMP process.

1.2.2 Methodology

The study design for the evaluation of the North Coast LRMP was based on a design developed over several studies by the School of Resource and Environmental Management, Simon Fraser University (Frame 2002).To achieve the objectives of the research described above, the following detailed step-by-step approach was used:

1. A literature review of collaborative planning was conducted to identify unresolved research questions in CP theory and practice and to establish an evaluation methodology.

2. A literature review of strategic land use planning history and policy in B.C. and First Nations participation in land use planning in B.C. was conducted to provide historical and political context for the NCLRMP process and its unique process features.

3. A review of the North Coast LRMP process was undertaken. The review was based on a number of sources including: the final agreement and its associated technical documents, meeting minutes, the plan terms of reference, related policy agreements, plan newsletters, and interviews with key process managers and members.

4. A comprehensive survey to be completed by the participants in the North Coast LRMP was designed to evaluate the NCLRMP process against established process and outcome criteria. The survey was based on a questionnaire previously developed by Frame (2002) through the synthesis of evaluative frameworks applied by Cormick et al. (1996); Duffy et al., (1998); Moote et al. (1997); Innes and Booher (1999); and, Wondolleck and Yaffee (2000). Additional questions were prepared and added to Frame's survey in order evaluate the three unique process features of the NCLRMP. The

questionnaire was designed to determine the degree to which the process met the evaluative criteria from the perspectives of the participants, to identify overall strengths and weaknesses of the process, to evaluate the new features of the process, and to determine what elements are key to the success of a collaborative planning process from the perspective of participants.

5. A survey of the participants was then conducted using the questionnaire
6. An evaluation of the process was conducted by analyzing the survey results.

1.3 Report outline

The report follows the steps used for the methodology and includes: a literature review of CP theory and practice and CP evaluation methodologies (chapter 2); a description of the strategic land use planning process in B.C., First Nations' participation in land use planning in B.C., and the North Coast LRMP process (chapter 3); a summary of the results of applying the evaluation methodology to the NCLRMP process (chapter 4); and, conclusions and recommendations (chapter 5).

2
COLLABORATIVE PLANNING

This chapter reviews the theory and practice of collaborative planning (CP). It provides a definition of CP and describes its roots in the evolution of planning theory. In addition, it reviews the increasing use of CP in various planning fields and institutions and discusses its strengths and weaknesses. The chapter also provides a summary of recent evaluations of CP in order to determine the present state of knowledge regarding the benefits and limitations of CP and to identify critical question areas requiring future research. Finally, the chapter reviews the literature of CP evaluation methodologies in order to establish an empirical framework for evaluating a contemporary case study in CP.

2.1 A definition of collaborative planning

In contemporary literature, CP, also called shared decision-making (SDM), is defined as, "the delegation of responsibility to prepare plans to a table made up of all relevant stakeholders who work together in face-to-face negotiations to reach a consensus agreement"(Gunton and Day 2003). CP is built on the notion that individuals and groups affected by a plan are the best candidates to be empowered to jointly work together to create the plan. Participants in CP processes collaborate by pooling their resources in order to solve a set of problems which cannot be solved individually (Wondolleck and Yaffee 2000: xiii). Collaboration is used in land and resource management to address planning policy or management issues that affect multiple interest groups in society.

Participants in collaborative processes are representatives of interests who have a stake in the outcome of the process. Such stakeholders can include representatives of government, industry, special interest groups, and major sectors of the community (Margerum 2002: 238). A neutral third party facilitator or mediator is sometimes used to

help guide the process, although it is not required (Susskind, Wansem, and Ciccarelli 2003).

CP is structured around the principles of consensus decision making and interest-based negotiation (Innes and Booher 1999: 412; Gunton and Day 2003). In their ground-breaking work on negotiation, *Getting to Yes* (1991), Fisher, Ury, and Patton establish four main principles for interest-based negotiations. First, it is important separate the people from the problem. Second, negotiations must focus on the underlying interests of each party rather then on fixed positions. Third, participants must invent options for mutual gain that meet not only their own interests, but also the interests of others at the table. Finally, participants must establish objective criteria that they can use to evaluate options generated by the table.

Collaborative planning processes generally follow three major phases: *pre-negotiation*, *negotiation* and *post-negotiation* (Gunton and Day 2003: 12-13; Margerum 2002: 238; Susskind, Wansem, and Ciccarelli 2003: 43-44). The first phase, *prenegotiation*, has four steps. First a convening team is formed to identify potential stakeholders and complete a conflict assessment to evaluate the nature of the conflict and options for its resolution. Second, stakeholder groups that will participate in the process are identified and representatives are selected for each group. Third, a draft list of ground rules, or a terms of reference (ToR), is prepared that outlines objectives, rules of procedure, roles and responsibilities, timelines, and logistics of the process. The ToR is reviewed and approved by the stakeholder table. Finally, relevant facts and information required by the table are identified.

The second phase is *negotiation*. The first step in this phase is to identify interests of each stakeholder and then to develop a broad range of potential options to meet various stakeholder interests. Brainstorming can be used to develop options and principled, interest-based negotiation is used to choose among the various options to reach a final solution. A single-text document is often used as a way of recording the status of negotiations. Finally, when agreement is reached and approved by the table, the stakeholders also ensure that the constituencies that they represent also approve and ratify the agreement.

The final phase is *postnegotiation*. During this phase, necessary approvals for the plan to proceed must be acquired. While some agreements may only require agreement of the table, others entail the ratification of the plan by the legally designated approval authority. Finally, components of the final agreement are implemented, monitored, and renegotiated where necessary in order to meet changing circumstances.

2.2 The roots of collaborative planning

To understand the impetus for the use of CP it is necessary to explore recent changes in planning theory and societal values in North America over the past 50 years.

2.2.1 Dissatisfaction with the technocratic approach

The field of urban and regional planning has undergone significant transformations in the last century. Up until the late 1950's, professional government planning agencies that operated according to the technocratic model (Gunton and Day 2003) held exclusive authority over planning processes and decision making. Technocratic planning uses centrally managed planning institutions to develop solutions to urban and regional land use problems (Susskind, Wansem, and Ciccarelli 2003). Specialized planning experts, allegedly free from any corrupting political influences that would otherwise bias their judgment, devise technocratic solutions (Gunton and Day 2003). Technocratic planners base their decisions on scientific principles and objective scientific analysis. The technocratic planning institution assumes it has the autonomy and authority to set policy and have a role in implementing its planning solutions (Susskind, Wansem, and Ciccarelli 2003).

Around the early 1960's, decisions of the technocratic model were increasingly challenged in the fields of resource management, conservation, urban development, and transportation (Gunton and Day 2003). Many technocratic plans faced legal action or were increasingly appealed through administrative procedures by dissatisfied members of the public (Moote, McClaran, and Chickering 1997). Delays and challenges severely compromised the ability of technocratic agencies to make plans and policy (Wondolleck and Yaffee 2000).

Increased public dissatisfaction with technocratic planning decisions grew from a number of interrelated factors that include: distrust in government institutions (Wondolleck and Yaffee 2000), a rise in environmental values (Owen 1998), and a desire for greater participatory methods of public involvement in planning (Lane 2003: 362). Planners responded to this growing conflict by developing new planning models that attempted to mitigate concerns with the technocratic approach (Lane 2003). The common element of the new models was recognition of the need for the integration of democratically determined goals and values into planning processes (Gunton and Day 2003; Lane 2003). Planners began to use various types of public participation methods to identify public goals and objectives such as public meetings, workshops, advisory committees, and task forces (Beierle and Cayford 2002). One dominant method emerged from the participatory paradigm that would have a strong influence on the development of CP: the advocacy model.

2.2.2 The advocacy model

Beginning in the early 1960s, the advocacy model began to appear in response to growing conflict over planning policies in areas such as urban renewal, conservation, and resource extraction (Susskind, Wansem, and Ciccarelli 2003; Gunton and Day 2003). Advocacy planners are those who "aim to redistribute resources more fairly, increase social equity, and improve quality of life for minority groups and the poor" (Susskind, Wansem, and Ciccarelli 2003: 43). Advocacy planners recognize that various interests compete in land use decisions and assert that under the technocratic approach, plans made for the common good of society often only benefit those in power. As a result, advocacy planners work on behalf of less powerful, marginalized stakeholder groups in order to empower them to pursue their interests in the planning process (Susskind, Wansem, and Ciccarelli 2003).

Advocacy planners helped move planning out of closed-door, decision-making processes dominated by a few key figures into open forums where planners, community groups, and other interests could confront more traditionally powerful interests in society (Susskind, Wansem, and Ciccarelli 2003). Advocacy planning, however, carried its own

weaknesses. Advocacy planners work with only a small fraction of their target constituency, often minority groups, resulting in plans that did not reflect the broader views of the region or neighborhood (Susskind, Wansem, and Ciccarelli 2003). As a result, critics declared that advocacy planning encouraged a continued win-lose competition among different, and often polarized, interest groups (Susskind, Wansem, and Ciccarelli 2003).

2.2.3 The mediation model

A second model with a profound influence on the development of CP was mediation. The mediation model arose in the late 1970s in response to the failure of traditional dispute resolution institutions and techniques to resolve the plethora of challenging social and environmental conflicts facing society at the time (Susskind, Wansem, and Ciccarelli 2003). Critics claimed that traditional dispute resolution methods, such as litigation, often failed to resolve fundamental issues at stake in disputes, resulted in win-lose solutions to conflicts, and created little opportunity for effective public participation in dispute resolution (Susskind, Wansem, and Ciccarelli 2003; Connick and Innes 2003).

In mediation, planners act as mediators to help various interest groups or stakeholders resolve conflicts in a mutually beneficial way by building consensus (Susskind, Wansem, and Ciccarelli 2003). The model is based on the principle of interest-based negotiation, described above, where parties focus on interests rather then positions and seek to generate solutions that maximize mutual gain among the different parties involved (Gunton and Day 2003). Since its first use in 1976, mediation has grown rapidly as a dispute resolution method and is institutionalized in environmental planning in a number of jurisdictional settings in Canada and the U.S. (Gunton and Day 2003: 7).

2.2.4 The emergence of collaborative planning

CP grew out of the mediation and advocacy models. Like advocacy, CP recognizes the importance of empowering stakeholders and, like mediation, it seeks to provide stakeholders with a forum for discussing shared interests and resolving disputes

through negotiation (Gunton and Day 2003). However, CP is distinguished from advocacy and mediation models by its proactive use of a higher level of collaboration: the delegation of direct control of the planning process to stakeholders who work together in face-to-face negotiations to reach consensus agreement (Gunton and Day 2003).

In the last few decades, CP had a successful uptake into the institutional realm of planning. CP is used as a planning model in watershed planning, regulatory rule making, forest and land-use planning, and urban planning in the United States, Canada, and Australia (Frame 2002; Carr, Selin, and Schuett 1998; Leach, Pelkey, and Sabatier 2002; Wondolleck and Yaffee 2000).

The literature provides a number of explanations for the successful growth of CP. First, traditional planning and conflict resolution methods have repeatedly failed to resolve conflicts over resource management and land use. Failure of traditional methods provides an incentive to try new innovative planning approaches that attempt to build consensus among increasingly diverse public interests (Owen 1998: Innes and Booher 1999). Second, some collaborative efforts have been used by government agencies who are financially compromised and must share their work with business, local owners, and other agencies through methods like CP in order to survive (Wondolleck and Yaffee 2000: 9). Finally, with the rise of sustainability objectives and ecosystem-based management (EBM), resource management agencies have had to incorporate new ways of gathering information and understanding in order to manage across ecological, political, and ownership boundaries (Connick and Innes 2003; Carr, Selin, and Schuett 1998). CP is understood as a potential way to gather the diverse knowledge and understanding of various sectors within public society required to effectively apply EBM (Carr et al.1998; Wondolleck and Yaffee 2000).

2.3 Alleged benefits

With the rise of collaborative planning as a mainstream planning method, debate has emerged over its strengths and weaknesses and the extent of its applicability to the planning field. Advocates of CP claim that it results in a number of important benefits for

society and for the process participants. The principal benefits include: high quality agreements; the creation of social, political, and human capital; and ecological benefits.

2.3.1 High-quality agreements

Advocates argue that collaborative planning is more likely to result in high-quality agreements when compared to traditional planning models or processes (Owen 1998; Innes and Booher 1999). A number of characteristics of collaborative agreements are cited as contributing to their high quality.

First, the opportunity for clear self-analysis, communication, and understanding of each other's interests can result in a solution that provides a better outcome to each party then if they were simply competing on their own (Owen 1998). By actually negotiating together around a table to find solutions to a problem, rather then competing against one another, the CP process allows participants to explain their concerns to each other, to explore options together for meeting their interests, and to create agreements that optimize joint gains among the parties (Birkhoff and Lowry 2003). This leads to higher levels of satisfaction for all involved (Amy 1987).

Advocates also state that CP agreements are of a higher quality because they are more stable, enduring, and more easily implemented then those created under traditional processes (Gunton and Day 2003). In a CP approach, all stakeholders who are affected by a decision are represented and integrally involved throughout the planning processes. To the extent that the final agreement addresses their needs, concerns, and values, stakeholders are motivated to ensure that the plan is implemented and supported, rather then blocked and delayed (Moote, McClaran, and Chickering 1997: 878).

Furthermore, collaborative agreements may be based on more accurate technical information and knowledge due to the natural exchange of information and joint fact-finding processes. The shared base of knowledge and technical information allows stakeholders to resolve key areas of uncertainty and conflict and to formulate innovative, credible, and longer-lasting solutions that result in high quality agreements (Susskind, Wansem, and Ciccarelli 2003: 45; Innes and Booher 1999: 413-414; Wondolleck and Yaffee 2000: 26-27; Moote, McClaran, and Chickering 1997).

2.3.2 Secondary benefits

Advocates also argue that CP creates numerous additional benefits that are as important, if not more important, then the benefit of reaching an agreement (Innes and Booher1999a). Most advocates stress that one of CP's greatest strengths is its ability to help create social capital. Social capital is defined as "the ability of individuals to draw upon rich relationship networks to facilitate coordination and cooperation" (Birkhoff and Lowry 2003: 29). Advocates suggest that the exchange of information and perspectives, and the improved communication, understanding, and focus on problem solving involved in CP helps develop norms, trust networks, and long-term relationships among participants (Connick and Innes 2003: 184; Susskind, Wansem, and Ciccarelli 2003: 45; Innes and Booher 1999; Gunton and Day 2003). The strengthened relationships and building of trust and understanding among previously polarized groups provide benefits to the community in ways that extend beyond the preparation of the specific plan (Gunton and Day 2003).

CP also creates intellectual capital among participants which includes the mutual understanding of each stakeholder's interests, shared definitions of the problem, and agreement on dates, models, projects, or other quantitative or scientific descriptions of issues (Carr, Selin, and Schuett 1998; Innes and Booher 1999: 414-415). As discussed above, shared knowledge and understanding leads to a greater ability to resolve uncertainty and conflict (Moote, McClaran, and Chickering 1997; Gunton and Day 2003). Advocates also suggest that CP leads to the creation of political capital as stakeholders begin to work together outside their original planning process to influence public action in ways they were unable to achieve when acting individually (Innes and Booher 1999: 414-415).

Proponents explain that participation in CP helps empower individuals by developing participants' skills in negotiation, communication, active listening, group process, and coalition building (Birkhoff and Lowry 2003). CP can also empower disadvantaged stakeholder groups as the process allows them to enhance their capacity to influence public decisions and provides opportunities for information sharing that are not

available via conventional decision making (Susskind et al, 2003; Moote, McClaran, and Chickering 1997).

2.3.3 Ecological benefits

Some advocates also suggest that collaborative solutions to environmental problems are more environmentally sound and ecologically sustainable (Birkhoff and Lowry 2003). Owen (1998) describes sustainability as a process and outcome based on the balancing of social, economic, and environmental principles and integrated goals. He states that these principles are often competing and therefore must be reconciled through highly participatory planning and subjected to a continuous process of dynamic measurement and adjustment. Other proponents claim that wider public participation in planning, management, and problem solving can incorporate more ways of knowing and understanding the ecological complexities, histories, and risks of a planning site, resulting in more integrated problem analysis and higher-quality solutions (Birkhoff and Lowry 2003).

2.4 Criticisms

In the literature, many advocates as well as critics also caution that collaborative planning is not a panacea for every type of planning situation (Gunton and Day 2003). Critics cite a number of weaknesses and limitations that can inhibit the effectiveness of collaborative planning and limit its applicability.

2.4.1 Lowest common denominator

Critics suggest that consensus rules may encourage stakeholders to seek second-best solutions, or the lowest common denominator, in order to achieve consensus (Gunton and Day 2003; Susskind, Wansem, and Ciccarelli 2003: 46; Brody 2003: 412-413; Margerum 1999). Difficult issues may be ignored, or subsumed in vague language, thus leading to recommendations that are neither precedent setting nor definitive enough to effectively guide implementation (Susskind, Wansem, and Ciccarelli 2003:46; Gunton and Day 2003).

2.4.2 Power imbalance

CP is also criticized as being incapable of dealing with power imbalances among stakeholders (Susskind, Wansem, and Ciccarelli 2003). CP is founded on the principle of stakeholders being motivated to negotiate with each other. In some cases, critics argue that more powerful stakeholders will avoid, or simply undermine, CP by using delaying tactics or by pursuing alternative means to achieve their objectives, if they do not like the outcome of collaboration (Gunton and Day 2003, Amy 1987: 228, 80). Critics also suggest that, even if more powerful stakeholders are motivated to negotiate, the asymmetrical distribution of resources such as time, money, information, and negotiation training can result in inequitable outcomes (Birhoff and Lowry 2003).

2.4.3 Disempowerment

Participation in collaborative processes also has an opportunity cost as it reduces civil society stakeholders' resources for participating in other activities to further their interests, such as political lobbying, legal challenges, and public education (Finnigan et al. 2003: 16; Birkhoff and Lowry 2003). Critics point out those mandating collaborative processes can disempower some participants by cutting off their use of other political options (Amy 1987).

2.4.4 Nondemocratic decisions

Critics state that government agencies may abdicate their legal obligations and authority to nonelected stakeholders who may only represent a narrow spectrum of special interests in society (Gunton and Flynn 1992). Unorganized interest groups and the general public may not have the capacity or the desire to participate in collaborative processes. As result, planning responsibility is delegated to a select group of interests who may negotiate resolutions that meet their own narrow interests to the exclusion of the general public's wide array of issues (Gunton and Day 2003).

2.4.5 Limited applicability

Critics claim that CP has not been effective in reaching mutually satisfactory agreements in some environmental planning situations that involve fundamental ideological and value differences (Amy 1987; Campbell and Floyd 1996). Susskind and Cruickshank (1987) state that conflicts based on distributional aspects, such as the allocation of funds, the setting of standards, or the location of facilities may be resolved by CP. However, conflicts based on value differences, such as disagreement over constitutional or legal rights, may not be effectively resolved by CP (Susskind and Cruickshank 1987).

Other critics argue that CP is even further limited in its applications. Gerald W. Cormick, one of the pioneers of mediation, states that two conditions are required for most parties to pursue mediation of an environmental conflict in good faith: a relative balance of power between the parties; and apparent impasse between the party's interests. According to Cormick, only about 10 percent of environmental disputes meet these criteria making the rest not suitable for consensus-based mediated solutions (Cormick 1976).

2.4.6 Logistical challenges and barriers

Another problem relates to the serious logistical challenges involved in collaborative processes (Gunton and Day 2003; Susskind, Wansem, and Ciccarelli 2003). Organizing a large group of stakeholders to come together over a successive number of meetings can consume substantial financial and administrative resources. If the negotiations involve complex legal or scientific issues, further costs may arise as parties hire scientists, economists, and other experts to assist them (Susskind, Wansem, and Ciccarelli 2003; Bingham 1986: xxvi). The challenges of organizing the process are compounded by planning agency cultures that are inimical to CP methods and reluctant to abdicate their decision-making power (Gunton and Day 2003; Carr, Selin, and Schuett 1998).

2.5 Evaluating collaborative planning

It is only recently that researchers have begun to evaluate CP empirically in an effort to understand its strengths and weaknesses, its appropriate areas of application, and the kinds of strategies and practices that help overcome the obstacles and limitations that it faces. Researchers have conducted evaluations of large groups of case studies of the closely related practice of environmental mediation that have provided some key insights on that practice (Bingham 1986; Amy 1987). Early evaluations of environmental mediation concluded that it is at least moderately more effective in terms of cost, process efficiency, and disputant satisfaction, then litigation and other traditional dispute resolution methods (Birkhoff and Lowry 2003: 35). In evaluative research, disputants have also reported that environmental mediation has been either moderately or very effective in achieving its goals (Birkhoff and Lowry 2003)

However, to date, very little empirical research has been conducted specifically on CP processes. Given the increasing use of CP and the ongoing debate over its strengths and weaknesses, lack of empirical evaluations of CP is a serious omission. Legitimate confusion and debate remain over the true value and applicability of collaborative planning processes. Innes and Booher (1999a: 413) state that:

> . . . neither planning professionals nor the academic community has a clear idea of what they should expect from consensus building. It is time to decide whether or not to encourage this model of planning and policy making. We need to understand what it can accomplish that more familiar methods do not, and under what conditions its results can be worthwhile.

Recent evaluative research on CP sheds new light on the questions of its applicability, strengths, and weaknesses. Evaluative research on CP has occurred in a number of different forms including individual case studies, metanalyses of case studies, and reviews of personal practice and research in the CP field. The most recent and salient evaluations are reviewed below.

2.5.1 Existing evaluations

Frame et al. (2004) comprehensively evaluated one of the most extensive applications of CP to date: the preparation of regional land use plans for the Province of

British Columbia. The province is the only jurisdiction in which CP has been implemented systematically to develop land and resource management plans (LRMPs) for almost its entire land base. Data were collected using a participant survey based on 25 evaluative criteria. Participants from 17 land use plans covering 54% of the provincial land base were surveyed, with a sample size total of 767 and a response rate of 35%. The low response rate may be due to the difficulty of locating stakeholders as all but two of the processes surveyed ended between 1994 and 2001 (Gunton and Day 2003). Results showed that the CP process was remarkably successful. Ninety percent of the stakeholders felt that the process had improved the knowledge, understanding, and skills of the stakeholders and 82% agreed that the process had improved relationships among participants and created new positive relationships among stakeholders. Perhaps the most impressive result was that stakeholder tables reached consensus or near consensus agreements in 14 of the 15 completed LRMPs. Frame suggests that this is a substantial achievement for the CP method given the intensity of value-based conflict among stakeholders at the beginning of the planning process which previous planning processes had failed to resolve.

Leach et al. (2002) evaluated 44 cases of stakeholder partnerships used to prepare watershed plans in California and Washington. Stakeholder partnerships were randomly selected from a large sample size, making the overall results representative of watershed partnerships in the two states. For each selected partnership, three to six key participants were interviewed (157 interviews), relevant documents were analyzed, and a survey was mailed to all participants (1185) with a response rate of 65%. Stakeholders' perceptions of the effectiveness of the stakeholder partnerships were evaluated using six criteria: effects on specific physical, biological, or social aspects of watershed-related problems; creation of human and social capital; level of agreement reached; implementation of restoration projects; monitoring projects; and, education and outreach projects. The results showed that stakeholder partnerships were generally a success across the range of evaluative criteria. For example, 39 of 44 partnerships reported an overall positive effect on watershed conditions and 100% of participants agreed that their partnership had improved their personal stores of human and social capital. The researchers drew some important conclusions from the results. First, the data illustrated that in order to achieve

successful outcomes, the process required sufficient time, frequently about four to six years, to achieve major milestones such as formal agreements and implementation of restoration, education, or monitoring projects. As a result of the need for sufficient time for a process to achieve success, the authors warned against premature evaluation of stakeholder processes. The authors also found that stakeholder partnerships were most effective at addressing serious problems, not just uncontroversial issues.

Selin, Schett, and Carr (2000) examined stakeholder perceptions of the performance of 30 collaborative initiatives from around the United States where the USDA Forest Service was identified as a partner in the initiative. Data were obtained through a mailed survey which included questions relating to outcome achievement and overall effectiveness of the process. Mail surveys were sent to 647 respondents with a response rate of 41%. Respondents generally felt that collaborative initiatives were effective in fulfilling their purpose and are achieving beneficial outcomes nationwide. Collaborative initiatives were also found to be contributing to other outcomes such as better coordination and communication, enhanced resource sharing, and improved levels of trust among resource stakeholders. The research suggested that factors such as leadership, willingness to compromise and negotiate, and a broad representation of stakeholders, were important predictors of positive achievements.

Andrew (2001) reviewed 54 waste site disputes where alternative dispute resolution methods were used. The objective of the study was to determine which characteristics of alternative dispute resolution processes (ADR) had a significant influence on the degree of success of the process. Data were collected from document analysis, emails, and interviews. In 23 cases, additional information was obtained from detailed phone interviews. It is important to note that Andrew's study looked at statistical relationships between variables among 17 characteristics using four evaluative criteria but his tests do not indicate causal relationships. The study suggested that far fewer characteristics of waste management conflicts and ADR processes were important to successful outcomes than is widely claimed in the literature. The study indicated that only one variable, the number of key issues, had a statistically significant effect on achievement of a final settlement.

Carr et al.(1998) studied the on-the ground experiences of United States Forest Service employees and their external public partners as they incorporate collaborative planning into land management. The authors' objective was to address the need for research that evaluated the strengths and weaknesses of collaborative planning, that identified barriers to its effective implementation, and that provided recommendations for increasing its effectiveness. The authors' reported on the findings of two studies that analyzed the experiences of forest service managers and their external partners in collaborative planning processes in all 155 United States national forests. Telephone surveys were used to contact the forest service managers and external partners. In all, 115 forest managers representing all 155 United States national forests were contacted with a 98% response rate; 15 external groups representing a broad range of external interests were also administered the surveys.

Based on the findings of the studies, Carr et al. (1998) argued that the United States Forest Service employees and their external partners were highly supportive of CP and expected it to continue in the future. Some key benefits identified by the participants included outcomes such as building relationships and networks, sharing information, improved communication, and gaining trust for each other. Forest Service employees also mentioned outcomes such as reducing the frequency of administrative appeals and lawsuits.

The study also identified weaknesses in the collaborative approach including external partners' concerns that the process is too drawn out and expensive. Both the Forest Service employees and their external partners also identified the Forest Service's embedded technocratic organizational culture as the principal barrier to effective CP. Carr et al.(1998) concluded their paper with useful policy recommendations designed to improve the effectiveness of the use of the CP process. First, civic literacy was as necessary as ecological literacy to implement an ecosystem-based approach to land management. Second, trusting relationships among participants and a willingness of participants to take risks were both critical to the success of a collaborative effort.

Wondolleck and Yaffee (2000) provided a qualitative study of CP processes in the United States. The study is based upon their ten years of case study research in the field

of CP and environmental conflict resolution in the U.S. Based on their experiences, the authors recognized that collaboration was not a panacea and did not fit all circumstances. The authors found that CP is often not an easier or less costly process than more traditional administrative or judicial decision-making approaches. However, their experiences also suggested that in many circumstances collaboration can enhance people's understanding, narrow the range of disagreements, build concurrence about necessary direction, and produce on-the- ground environmental improvements. As a result of their past experiences in the field, the authors saw four major uses of CP in resource and environmental management:

- *Building understanding*: by fostering exchange of information and ideas among agencies, organizations, and the public and providing a mechanism for resolving uncertainty
- *Effective decision making*: by providing a mechanism for effective decision making through processes that focus on common problems and build support for decisions
- *Coordinating across boundaries*: by generating a means of getting necessary work done by coordinating cross-boundary activities, fostering joint management activities, and mobilizing an expanded set of resources; and
- *Capacity building*: by developing the capacity of agencies, organizations, and communities to deal with the challenges of the future.

Innes and Booher (1999) produced a qualitative study based on their empirical research and practice in a wide range of consensus building cases. The authors suggested that a number of critical benefits arose from CP processes. First, the author's found that participants believed that CP helped produce high-quality agreements that are more likely to be durable, grounded in widely accepted technical information, and fair when compared to plans produced by other processes. Other benefits such as second- and third-order effects, and activities triggered by the consensus-building process, were observed by the authors. Effects such as spin-off partnerships, collaborative projects, innovations, strategies, actions, and ideas that were new to the context and which broke or changed the direction of policy were considered extremely valuable outcomes by the participants.

Finally, in every case observed by the authors, social capital was developed in the form of new or stronger personal and professional relationships and built-up trust. The result of the increase in social capital was a further increase in genuine communication and improvement in joint problem solving. The authors concluded by stating that evaluations which assess consensus building only on its ability to reach agreements would miss the much wider spectrum of equally valuable benefits that it provides.

2.5.2 Summary of findings

The major evaluative studies summarized above reveal the successful nature of most CP efforts. Some key findings relating to the benefits of CP are that:

- CP establishes high stakeholder satisfaction with both the process of CP and its outcomes (Frame et al. 2002; Selin, Schett, and Carr 2000, Carr, Selin, and Schuett 1998). Stakeholders generally agree that their interests and needs are met through the results of CP plans ;
- High-quality consensus agreements are frequently reached (Frame 2002, Innes and Booher 1999);
- Intangible benefits frequently occur in the form of improved human capital, gains in knowledge, increased understanding of the issues involved, and improved problem-solving skills (Selin, Schett, and Carr 2000; Innes and Booher 1999; Wondolleck and Yaffee 2000);
- CP processes lead to a substantial increase in social capital among participants including: the improvement of relationships and communication across groups, the creation of new relationships and networks, and an increase in trust among stakeholders (Leach, Pelkey, and Sabatier 2002; Selin et al 2000; Innes and Booher 1999). The increase in social capital is also found to improve stakeholders' abilities for joint problem solving (Innes and Booher 1999); and,

- CP is successful at addressing serious problems where value differences were significant among stakeholders (Frame et al. 2003; Leach, Pelkey, and Sabatier 2002).

In summary, the findings refute some of the major criticisms of CP. Indeed, collaborative planning is found to resolve areas of serious value conflict. Furthermore, given results that show high stakeholder satisfaction with CP in processes used to resolve complex environmental conflicts, it appears that CP also avoids the lowest-common-denominator solutions and is able to contribute to the creation of high-quality agreements.

Despite the positive results from the studies, it is also clear that CP faces a number of obstacles which challenge its ability to be effective and can limit its applicability. Frequently mentioned obstacles include:

- The lack of resources for collaborative planning processes which include time required by stakeholders to participate in the process, financial support, and personnel (Wondolleck and Yaffee 2000);
- Participants lack of understanding and ability for operating in collaborative planning approaches (Wondolleck and Yaffee 2000);
- Attitudes and perceptions (Wondolleck and Yaffee 2000): Mistrust among group members and negative group attitudes about one another;
- Organizational norms and culture: including organizational cultural barriers to the use of CP (Carr et al.1998).

However, the work of Margerum 2002, Caton Campbell 2003, Gunton and Day 2003, and Cormick et al. 1996, provide some best-practice approaches that help processes overcome many of the obstacles listed above. Below is an integration of the various recommendations derived from the studies of best practices.

An effective CP process should:

- Ensure inclusive representation
- Provide clear ground rules
- Reduce inequities among stakeholders
- Ensure process accountability
- Remain flexible and adaptive
- Provide sound process management
- Provide realistic timelines
- Provide implementation and monitoring processes
- Use multiple-objective evaluation.

2.6 Key areas for future research

Future research in CP is called for in two main areas: theory judgment and theory building (Birkhoff and Lowry 2003). In the area of theory judgment, research evaluates the validity of general claims made about CP processes such as the durability of their outcomes and the satisfaction of their participants (Birkhoff and Lowry 2003). In theory building, evaluation focuses on improving practice theory through the generation of best practices and predictive models (Birkhoff and Lowry 2003).

2.6.1 Theory judgment

It is only recently that evaluative research on collaborative processes has begun to use standard empirical methods to obtain their results. Recently used empirical methods include theoretically informed case studies, comparative cases analysis, surveys, interviews, and statistical analyses of quantitative data (O'Leary 1995: 32). As a result of the embryonic state of empirical evaluations of CP, only a limited number of empirical evaluations of CP have been undertaken and most are based on relatively small sample

sizes that preclude broad, definitive conclusions (Gunton and Day 2003). In the literature, critics continue to argue that too many claims about environmental mediation have not been addressed or have been inadequately evaluated (Birkhoff and Lowry 2003).

Given the paucity of empirical evaluations, there is a strong emphasis in the literature for continued empirical evaluation that will help establish or disprove the positive and negative claims made about collaborative processes (Birkhoff and Lowry 2003, Gunton and Day 2003). More metaanalyses based on a large set of cases and a uniform methodology are required to firmly establish the validity of general claims about CP including: the effectiveness of CP as a process, the satisfaction of CP participants, and the durability of CP outcomes (Birkhoff and Lowry 2003; Gunton and Day 2003).

Furthermore, little research has been conducted to evaluate new claims made about the long-term impacts and outcomes of CP processes on ecological functions (Birkhoff and Lowry 2003) and on individual and group conflict behavior (Innes and Booher 1999; Bingham et al. 2003). Do people who have experienced consensus-based processes form more cooperative groups? Do they participate more in future policymaking either individually or as part of a group? Do consensus-based processes result in environmentally sound solutions? Little work has been done to date to explore these crucial questions.

Finally, evaluative research is required to know when and how we should apply terms like "success" and "failure" to CP processes (Gunton and Day 2003; Bingham et al. 2003). If a CP process fails to reach agreement but significantly improves the relationships among participants and narrows the range of disagreement significantly, does that mean that it is successful overall?

2.6.2 Theory building

Substantial future evaluative research is required to help build the practice of CP by determining when, how, and in what form CP processes should be applied. Susskind et al. (2003) suggested that research is needed that evaluate how procedural adjustments can increase the efficiency and quality of CP. Such research would build on studies like Margerum (2002a) which identifies key obstacles to the achievement of successful

collaborative processes in different types of situations and actions that assist in or hinder overcoming these obstacles. Further research is required to determine the kinds of collaborative processes and strategies that result in:

- the creation of full representation of all affected interests at a planning table (Birkhoff and Lowry 2003);
- the resolution of intractable disputes based on fundamental values, beliefs, and asserted rights (Caton Campbell 2003);
- the establishment of power equity among diverse table participants (Birkhoff and Lowry 2003);
- the effective incorporation of complex technical information into table decisions (Birkhoff and Lowry 2003); and,
- mediator neutrality (Birkhoff and Lowry 2003: 38).

Researchers also state the importance of establishing a predictive model for determining when CP is appropriate or not for negotiating settlements (Campbell and Floyd 1996). To do this, more case studies are required, with identification of the factors that were present in the success or failure of each case and analysis to determine which factors contribute to or constrain collaboration (Susskind, Wansem, and Ciccarelli 2003; Campbell and Floyd 1996; Selin, Schett, and Carr 2000; Bingham 1986; Andrew 2001). Gunton and Day (2003) also call for research that identifies how to create the pre-conditions necessary for effective CP implementation.

In summary, empirical research is required that assesses strengths and weaknesses of CP, identifies solutions to overcome key CP obstacles, develops a set of best-practices for different situational contexts, and develops a predictive model for determining what contexts are appropriate for the use of CP.

2.7 An evaluation methodology

There is general consensus in the literature that in order to answer the critical research areas identified above a comprehensive empirical evaluation of case studies is

required (Gunton and Day 2003). However, numerous challenges exist for the development of empirical evaluations of CP. The following discussion outlines the major challenges that evaluations of CP face and the kinds of methodological procedures this study uses to overcome those challenges. Finally, it reviews the theoretical and empirical basis of the study's methodological framework used to evaluate the North Coast LRMP process.

2.7.1 The challenge of empirical evaluation

One research challenge is that it is difficult to compare the performance of a control group that uses a noncollaborative process to resolve a particular complex issue to another group that uses a CP process to resolve issues where all other factors are held constant. There are too many differences between planning processes to isolate the impact of CP (Frame 2002). As a result, evaluation of CP is reliant upon case-study evaluations or metaanalyses of multiple case studies. However, drawing general conclusions regarding the effectiveness of CP based on only a single case study such as the North Coast LRMP is not possible. To mitigate this weakness, the results of the analysis for this study will be added to a database of previously completed studies at REM. Future metaanalysis of the REM studies will assess the general effectiveness of CP and will aid in the development of best practices for CP by assessing the correlation between successful outcomes and process characteristics.

CP evaluation is also constrained by methodological challenges of defining success and the keys to success with reasonable statistical certainty (Coglianese, 2003; Gunton and Day, 2003). Conventional evaluation may not capture many of the unique attributes and benefits that occur in a collaborative process (Innes 1999). For example, an agreement may not be considered valuable if it only results in conflict due to an infeasible solution (Frame 2002). As well, a process may result in disagreement, but could still be considered successful if it contributed to the narrowing of issues of conflict and the improvement of relations among the stakeholder groups (Innes 1999). This study will share the above limitation, but attempts to mitigate it by using clear and concise criteria established in contemporary literature to define success.

Third, it is difficult to determine what the temporal and spatial bounds of a collaborative process are in order to evaluate it. Some outcomes are easily identifiable at the end of a process while others may occur over time through new developed relationships and spin-off effects that may be outside the processes' official time and categorical boundaries (Innes and Booher 1999). This study is confined to assessing the results of the North Coast LRMP collaborative process to date. Spin-off and long- term effects are beyond the scope of this evaluation.

A final challenge is reliance of empirical methodologies upon potentially biased participant observations to assess outcomes and process characteristics. Often process participants are not experts in collaborative processes. Furthermore, participants may not have a reference point of other traditional processes with which to compare their experiences (Frame, Gunton, and Day 2004; Gunton and Day 2003). However, evaluations of CP can include objective criteria such as the economic, quality of life, and environmental impacts and outcomes of CP, as well as stakeholder perceptions (Selin, Schett, and Carr 2000; Gunton and Day 2003; Bingham et al. 2003; Innes and Booher 1999). In order to address the reliance of the study upon participants, information in this study is collected on objective criteria such as the total cost and time to complete the process..

2.7.2 A framework for evaluation

Much advancement has been made in developing a standardized empirical methodology for evaluating CP processes, based on stakeholder surveys, that helps mitigate many of the challenges illustrated above. The evaluative framework presented below is based on the extensive research and application of a framework developed by Frame (2002). Frame's framework (in tables 2.1 and 2.2) is used to evaluate the CP process of the North Coast LRMP.

Frame's methodology was developed after a comprehensive review of frameworks and theories on the evaluation of collaborative processes that include: Cormick et al. 1996; Duffy et al. 1998; Moote, McClaran, and Chickering 1997; Innes and Booher 1999; Innes 1999; and Wondolleck and Yaffee 2000; Harter (1997),

Campbell and Floyd (1996), Susskind and McMahon (1985), Menkel-Meadow (1997), and Bingham (1986). The result of Frame's review was the development of a methodology based on an integration of the process and outcome criteria described in the literature.

2.7.2.1 Process criteria

Frame's process criteria were generated through an integration of five key existing frameworks proposed in the literature: Cormick et al. 1996; Duffy et al. 1998; Moote, McClaran, and Chickering 1997; Innes and Booher 1999; Innes 1999; and Wondolleck and Yaffee 2000. The first framework is the result of the work of the National Round Table on the Environment and the Economy (NRTEE) and Gerald Cormick, one of the founders of alternative dispute resolution processes (Cormick et al. 1996). The goal of the NRTEE report (1994) was to identify the essential elements of successful consensus building and, based upon that understanding, to create a set of principles to guide its use (Cormick et al. 1996) [1].

Duffy et al.(1998) conducted a broad literature review to produce a framework that was used to evaluate land use planning processes in B.C. in the mid 1990s. Their system included both process and community capacity outcome criteria. Based on a review of public participation and democracy literature, Moote, McClaran, and Chickering developed a set of 6 criteria to assess applications of shared decision-making processes that include: efficacy; access and representation; continuous participation throughout planning; information exchange and learning, and decision-making authority (1997). Innes and Booher (1999) developed one of the most recent evaluative methodologies based on their own and others' research and practice in consensus building; the emerging ideas of complexity science; and, the concept of communicative rationality. The result of their work was the development of process criteria and outcome criteria which included first, second, and third order effects. Finally, Wondolleck and Yaffee (2000) used their decade of research and work in the field of collaboration to

[1] The ten principles of the NRTEE report are: purpose driven; inclusive not exclusive; voluntary participation; self-design; flexibility; equal opportunity; respect for diverse interests; accountability; time limits; and, implementation (Cormick et al. 1996)

describe eight key factors that explain the success of collaborative initiatives. Frame's process criteria also reflect the results of several other key scholars and practioners in the field including Harter (1997), Campbell and Floyd (1996), Susskind and McMahon (1985), Menkel-Meadow (1997), and Bingham (1986). The list of Frame's process criteria can be found in table 1. While it may not be possible for a process to meet all of the criteria set out by Frame, failure to meet any one of them can hinder the effectiveness of a process and the quality of its outcomes (Innes and Booher 1999).

Table 2.1: Process Criteria for Evaluating the NCLRMP Process

Criteria and Descriptions
1. Purpose and Incentives: A process is driven by a shared purpose and provides incentives to participate, and to work towards consensus.
The process is driven by a purpose and goals that are practical, and shared by the group. Parties believe that a consensus process, in contrast to traditional ones, offers the best opportunity for addressing the issues. To value a consensus process above all others requires an informed understanding of consensus processes and a realistic view of available alternatives or their BATNA (best alternative to a negotiated agreement). Participants share a sense of urgency with respect to settling the dispute and this urgency provides incentive to participate and reach agreement.
2. Inclusive Representation: All parties with a significant interest in the issues and outcomes are involved throughout a process.
Representation includes: parties affected by or who have an interest in any agreement reached, those parties needed to successfully implement an agreement or who could undermine one if they are not involved in the process (particularly nonactivist, nonaligned members of the public), and appropriate government authorities. Those members representing similar interests form a caucus or coalition in order to maintain a manageable number of participants in the process. There are clear provisions to add parties to the process as appropriate.
3. Voluntary Participation: Affected or interested parties participate voluntarily and are committed to the process.
All parties are supportive of the process and committed to invest the time and resources necessary to make it work. Participants remain free to pursue other avenues if the consensus process does not address their interests; the possible departure of any key participant presses all parties to ensure that the process fairly incorporates all interests.
4. Self Design: The parties involved work together to design a process to suit the individual needs of that process and its participants.
A process is self-organizing, and allows participants to customize ground rules, objectives, tasks, working groups, and discussion topics to meet the circumstances and needs of the specific situation. All parties have an equal opportunity to participate in designing a process. An impartial person may suggest options for process design, but ultimate control over the mandate, agenda,

and issues comes from participants themselves.
5. Clear Ground Rules: As a process is initiated, a comprehensive procedural framework is established including clear terms of reference and ground rules.
Clear terms of reference and ground rules are to be established including: scope and mandate; participant roles, responsibilities, and authority, including process management roles and responsibilities; code of conduct; definition of "consensus"; a dispute settlement process; use of subgroups; clear media and public outreach policy; and a "fallback mechanism". It is important to allow for adaptation and flexibility.
6. Equal Opportunity and Resources: A process provides for equal and balanced opportunity for effective participation of all parties.
All parties are able to participate effectively in a consensus process. To promote an open, fair, and equitable process where power is balanced among participants, consideration is given to the provision of: training on consensus processes and negotiating skills, adequate and fair access to all relevant information and expertise, and resources for all participants to participate meaningfully.
7. Principled Negotiation and Respect: A process operates according to the conditions of principled negotiation including mutual respect, trust, and understanding.
Participants demonstrate acceptance of, understanding of, and respect for the legitimacy, diverse values, interests, and knowledge of the parties involved in the consensus process. Active, respectful dialogue provides the opportunity for all participants to better understand one another's diverse interests and knowledge, fosters trust and openness, and allows participants to move beyond bargaining over positions to explore their underlying interests and needs.
8. Accountability: The process and its participants are accountable to the broader public, to their constituents, and to the process itself.
Participants are accountable to the process that they have agreed to establish. Participants representing groups or organizations maintain communication with, are empowered by, and speak effectively for the interests they represent. The public is kept informed on the development and outcome of the process, and mechanisms are in place to ensure that interests of the broader public are represented in a process and its final agreement.
9. Flexible, Adaptive, Creative: Flexibility is designed into the process to allow for adaptation and creativity in problem solving.
The process is designed to be flexible. Feedback is continually incorporated into the process such that it can evolve as the parties become more familiar with the issues, the process, and each other, and to accommodate changing circumstances. The process addresses problems in new and different ways by fostering an open, flexible, comprehensive, and integrated problem-solving environment that allows for creative thinking and adaptive management.
10. High-Quality Information: A process incorporates high-quality information into decision-making.
A process provides participants with sufficient, appropriate, accurate, and timely information, along with the expertise and tools to incorporate it into decision making.

11. Time Limits: Realistic milestones and deadlines are established and managed throughout a process.
Clear and reasonable time limits for work completion and results reporting are established. It is apparent that unless parties reach an agreement, someone else will impose a decision. Milestones are established throughout a process to focus and energize the parties, marshal key resources, and mark progress towards consensus. Milestones provide participants with positive feedback that the process is working. Sufficient flexibility, however, is necessary to embrace shifts or changes in timing.
12. Implementation and Monitoring: A process and final agreement include clear commitments to implementation and monitoring.
A process fosters a sense of responsibility, ownership, and commitment to implement the outcome. A final agreement includes a commitment and plan for implementing the outcome of the process, including mechanisms to monitor implementation and deal with problems that may arise.
13. Effective Process Management: A process is coordinated and managed effectively and in a neutral manner.
While participants themselves may perform process management duties, a neutral process staff is helpful in ensuring effective process management while minimizing participant burnout. A process is managed effectively by providing: a project/process plan and managing its execution; skilled coordination and communication; information management; appropriate meeting facilities; records of meetings, decisions, and action items; and support to ensure participants are receive the resources required to participate effectively. An independent and neutral process staff can be used to conduct prenegotiation assessment to gather information, identify potential participants, and determine if a SDM process is appropriate.
14. Independent Facilitation: A process uses an independent, trained facilitator throughout the process.
A trained, independent facilitator acceptable to all parties is used throughout the process to assist the parties in reaching an agreement. The facilitator helps parties 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 facilitator demonstrates neutrality on issues and with parties, communicative competence, general knowledge, and a basic understanding of the issues. In some instances there may be overlap between this criterion and effective process management criterion depending on the specific approach taken in different processes and the roles of process managers, staff, and facilitators.

2.7.2.2 Outcome criteria

To establish outcome criteria, Frame integrated the work of Duffy et al.(1998) with Innes and Booher (1999) which were the only studies of the five frameworks to develop explicit criteria to be used in evaluating outcomes (table 2) (Frame 2002). It is not necessary for achieve consensus on every outcome criterion to realize a successful

process (Innes and Booher 1999). The desired outcomes for any given process may be different and thus the importance of each outcome criterion may vary from process-to-process (Innes and Booher 1999).

Table 2.2: Outcome Criteria for Evaluating NCLRMP Process

Outcome criteria and description
1. Perceived as Successful
Stakeholders perceive a process as successful. Participants are satisfied with the outcomes of a process and view their involvement as a positive experience.
2. Agreement
A process reaches a high-quality agreement that meets the interests of, and is acceptable to, all stakeholders. An agreement is implementable, feasible, stable, flexible, and adaptive. Where consensus agreement is not reached, the outcome of a process ends stalemate and allows parties to move forward without a formal agreement.
3. Conflict Reduced
A process and its outcomes reduce conflict over the issues it addresses.
4. Superior to Other Methods
A process is superior to other planning or decision methods in terms of costs and benefits. Costs include time and resources for process support and management, and participation for all parties. Benefits include the positive outcomes of the process.
5. Creative and Innovative
A process produces creative ideas for action. Innovative ideas are tested and learned from. Ideas that are not successfully implemented can provide opportunities for learning and growth and help change ways of thinking that led to a conflict.
6. Knowledge, Understanding, and Skills
Stakeholders gain knowledge, understanding, and skills by participating in a process. Stakeholders understand more about the issues and other stakeholders' interests and viewpoints. Stakeholders gain new or improved skills by participating in a process, such as communication, negotiation, consensus building, data analysis, or decision-making skills.
7. Relationships and Social Capital
A process creates new personal and working relationships, and social capital among participants. A process develops a network of relationships among diverse parties that allows for continued information exchange, understanding, cooperation, and trust.
8. Information
Through joint fact-finding the process produces improved data, information, and analyses (such as facts, inventories, models, forecasts, histories, or analytical tools) that stakeholders understand and accept as accurate. The information is shared by others beyond the immediate group and is useful to participants and others for purposes outside of a process.
9. Second-Order Effects

A process has second-order effects that include 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.
10. Public Interest
Outcomes are regarded as just and serve the common good or public interest and not just those of participants in the process.
11. Understanding and Support of SDM
A process results in increased understanding of SDM approaches and participants support the future use of SDM approaches. In the future, participants are more likely to make fewer unilateral decisions where collaboration could be more effective. A positive experience with SDM encourages a new generation of people with skills and interest in SDM processes.

3
A CASE STUDY OF THE NORTH COAST LRMP

This chapter has two purposes. First, it establishes the historical, political, and institutional context required to understand the case study analyzed in this report. Second, it provides an overview of the North Coast LRMP process.

3.1 Land use planning in B.C.

B.C.'s land base is approximately four-times larger then the entire area of the United Kingdom and supports a rich range of climatic zones, ecological environments, and a population of four-million people (B.C. CORE 1994b; Jackson and Curry 2004). Ninety-five percent of the land base is publicly owned and managed by the provincial government as Crown land (B.C. LUCO 2001a). The land base supports a variety of land uses that include forestry, mining, oil and gas exploitation, agriculture, tourism, conservation, and settlement (Wilson 2005). The natural resource industry and its multiplier effects accounts for almost one-third of the provincial economy, while parks and ecological reserves help support a burgeoning tourism sector that comprises approximately ten percent (Frame 2002). Because of the importance of the natural environment to the provincial economy, natural resource management and land use planning in the province are critical government activities.

3.1.1 The technocratic era and the Ministry of Forests

The Ministry of Forests (MOF) managed most provincial Crown land until the early 1990s (Jackson and Curry 2004). After the Second World War, MOF provincial land use plans focused primarily on a sustained-yield policy for timber production (Jackson and Curry 2004). Official adoption of the sustained-yield policy created an era of technocorporatist management of the provincial land base. During this era, land use plans were generated in relative isolation from other government ministries and public

input was limited to consultation at the end of the planning process (Williams, Day, and Gunton 1998).

After the 1976 Pearce Commission, attention centered for the first time on "non-resource" values of Crown lands, including both ecological and recreational values (Jackson and Curry 2004). As a result, in 1977 the provincial government expanded the mandate of MOF to include planning of forest and range resources and coordination of the production of timber with fisheries, wildlife, water, outdoor recreation, and other natural resource values with other ministries and the private sector (Jackson and Curry 2004). However, MOF was unable to reconcile its professional duties for sustained-yield timber production with its new responsibilities for integrated resource management (Jackson and Curry 2004).

3.1.2 Conflict with the technocratic approach

In the early 1980s, public discontent over MOF's control of land use planning emerged with an explosion in environmental activism, conflicts over resource use, protests, blockades, and demand for public participation in land use planning (Finnigan 2003). The discontent was rooted in concern over increasing resource scarcity, a growing recognition of the multiple values that forests can provide, and a general mistrust of centralized decision making (Finnigan 2003; Williams, Day, and Gunton 1998; Cashore et al. 2001). Furthermore, there was strong public perception that land use decisions were made with insufficient public participation and poor coordination among government ministries (B.C.CORE 1994a).

The environmental coalition that developed in B.C. challenged the provincial government to address issues of wilderness conservation, old growth preservation, and the ecological representativeness of the parks system (Cashore et al. 2001). At the same time, First Nations in B.C. also effectively challenged provincial government rights to grant harvesting leases over what First Nations regarded as traditional communal tribal resources (Jackson and Curry 2004). The result was a period of bitter conflict known as the "war in the woods" that pitted First Nations and environmental groups against the

provincial government, commercial forestry interests, and woodworking unions (Jackson and Curry 2004).

3.1.3 A new provincial land use strategy

In 1992, the provincial government formally recognized the need for a change in the way land use planning occurred. Building on the learning attained in such forums as the B.C. Round Table on the Economy and the Environment, the Dunsmuir meetings, and the Forest Resources Commission, the government introduced initiatives to integrate existing and new resource values into land use planning (Williams, Day, and Gunton 1998). The primary objective of the new initiatives was to achieve long-term economic, social, and environmental sustainability (B.C.CORE 1994a). Key initiatives introduced by the government included:

- *Protected Areas Strategy* (PAS): which set a goal of doubling the protected land base of the province from 6% to 12 % (Frame, Gunton and Day 2004);
- *Strategic Land Use Plans*: a new strategic planning system designed around local stakeholder tables to implement the PAS and defuse conflicts over land use on Crown holdings (Jackson and Curry, 2004); and,
- *The BC Treaty Commission*: established to settle the outstanding land claims of BC First Nations against the provincial government; and, to integrate any new First Nations communal holdings established by treaty settlements into the new land use and resource management system for Crown lands (McKee, 2000).

In 1992, a keystone institution called the Commission on Resources and Environment (CORE) was created to help bring all of these initiatives together (Jackson and Curry 2004). CORE had legal responsibility to "develop for public and government consideration a British Columbia-wide strategy for land use and related resource and environmental management" (B.C.CORE 1994a: 5). CORE's mandate emphasized economic, environmental, and social responsibility; public participation; and, respect for Aboriginal rights (Wilson 2005).

Following two years of extensive public consultation and research, CORE recommended a provincial land use strategy, supported by a *Sustainability Act for B.C.,* in a four-volume report (B.C.CORE 1994a,b,c,d). The report provided recommendations to improve land use planning and community participation, and to establish a dispute resolution system to review the administration of land use plans (B.C.CORE 1994d).

The provincial land use strategy outlined by CORE continues to influence strategic land use planning in B.C. today (Frame 2002). An integral part of CORE's land use strategy was to prepare land and resource use plans for each region and subregion of the province. CORE recommended that the plans accommodate the needs of all legitimate interest groups through interest-based negotiations and a shared decision-making process in which all interests were recognized as having equal status, regardless of their authority or power (Wilson 2005).

CORE applied its collaborative approach in the preparation of strategic regional land use plans for the four regions of the province experiencing the greatest environmental conflict (Frame, Gunton, and Day 2004). Concurrent with CORE's activities was the implementation of a similar collaborative process to prepare plans, known as Land and Resource Management Plans (LRMPs), for the remaining regions of the province. The LRMPs were based on the same guidelines as those governing the larger regional CORE plans (Frame 2002).

In 1996, CORE was abolished and management of the land use planning process was taken over by an interagency secretariat: the Land Use Coordination Office (LUCO). LUCO implemented the provincial government's vision for strategic land use planning and coordinated all interministry strategic land use planning initiatives (Wilson 2005). Under LUCO, the LRMP planning model became the chosen means of delivering land use planning in the province (Cashore et al. 2001). In June of 2001, LUCO became a part of the new Ministry of Sustainable Resource Management (MSRM) that was amalgamated into the Ministry of Agriculture and Lands (MAL) in 2005. Presently, land use planning in the province operates under the authority of the Integrated Land Management Bureau (ILMB) of MAL.

As of January 2005, 15 LRMPs and four CORE land-use plans, covering 73% of the provincial land base, have been completed and approved by the provincial Cabinet (B.C. MSRM 2005b).With the completion of the six LRMPs currently in preparation, new land-use plans will have been prepared for 85% of the BC land base (B.C. MSRM 2005b). The plans took an average of four years to complete and resulted in significant changes in provincial land use. Protected areas increased from 5.6% to 12.5%, special management zones increased from 0% to 16.4% and general and intensive resource extraction zones decreased from 91.6% to 67.6% (Frame, Gunton, and Day 2004).

3.1.4 Land and Resource Management Planning

LRMPs establish strategic resource management direction by mapping the plan area (approximately 15 000 to 25 000 square kilometers) into zones and by providing written direction through objectives and strategies (Frame 2002, B.C. IRPC 1993a). Future land and resource plans, and activities such as timber harvesting, recreation, and range management, are to be consistent with the direction contained in the approved LRMP (Frame 2002). The key principles that guide LRMPs are sustainable land use, integrated management, shared decision making, and public participation (B.C. IRPC 1993a)[2]. LRMP processes are based on a multistakeholder model and follow a consensus-based, decision-making strategy (B.C. IRPC 1993a). All parties with a key interest or stake in a plan are invited and encouraged to participate. At the outset of each LRMP, public, aboriginal groups and government agencies negotiate an agreement on the methods and objectives of public participation (Wilson 2005). The objective of the planning table is to reach consensus agreement on a set of decisions and recommendations, contained in an LRMP, to present to Cabinet. Final approval of a LRMP is a policy decision of Cabinet. From the provincial government's perspective, this is appropriate as it ensures political accountability and gives a LRMP legal status (B.C.CORE 1994a). Plans establish strategic resource management direction by mapping the plan area (approximately 15 000 to 25 000 square kilometers) into zones and by

[2] A detailed list of the basic principles established by the provincial government for LRMP processes as described in the 1993 policy document entitled "*Land and Resource Management Planning: A Statement of Principles and Process*" (B.C. IRPC 1993a) is provided in Appendix 1.

providing written direction through objectives and strategies (Frame 2002, B.C. IRPC 1993a). Future land and resource plans, and activities such as timber harvesting, recreation, and range management, are to be consistent with the direction contained in the approved LRMP (Frame 2002).

3.1.5 Sustainable resource management planning

Recently, MSRM developed a new land use planning program called Sustainable Resource Management Planning (SRM Planning). SRM planning is a program for planning on provincial Crown land that encompasses various other planning processes including: planning for landscape units, watersheds, local resource uses, and coastal areas. The analysis and detail of direction in SRM planning usually focuses on medium sized watersheds (on average between 50 000 to 100 000 ha) in contrast to the LRMPs which occur at 100 000 ha and above. Most management directions established in LRMPs will be implemented through smaller scale SRM Planning (B.C. MSRM 2002b).

3.2 First nations and provincial land use planning

The growth of the modern treaty process and the government's legal responsibility to meaningfully consult with and accommodate aboriginal interests in their traditional territories have had profound effects on how First Nations are involved in land use planning in the province (B.C.CORE 1994c; Wilson 2005). This section explores the legal context surrounding aboriginal rights and title to land, the development of a provincial framework for First Nations participation in land use planning, and an analysis of the results of that framework on First Nations participation in the recent CORE and LRMP planning processes.

3.2.1 The legal context of aboriginal participation in LUP

A number of jurisdictional matters exist with respect to land use in areas that are subject to the aboriginal rights and title of First Nations, including elements of consultation and accommodation (B.C. MSRM 2005a). Donovan and Griffith (2003: 1) state that:

First Nations of British Columbia have unextinguished treaty and aboriginal rights that may include aboriginal title, a right in the land itself. Crown actions such as legislation, regulation, and permitting resource use and development have the potential to infringe treaty and aboriginal rights..

Aboriginal rights are defined as "rights to engage in certain activities that are held by aboriginal people as a communal group, pursuant to the integral role these activities play in the culture of the group holding the right" (ibid.,3). Aboriginal title is a specific kind of aboriginal right which relates to the exclusive use and occupation of land. Aboriginal and treaty rights are recognized and affirmed under Section 35 (1) of the *Constitution Act, 1982* (McNeil 2004). The constitutional entrenchment of aboriginal rights and title protect them against both legislative and executive action, whether federal or provincial (McNeil 2004).

3.2.1.1 Treaty process and extinguishment of aboriginal rights and title

Aboriginal title continues to exist in areas where no treaties have been signed (EAGLE, 2005). In most parts of British Columbia, as well parts of Ontario, Nova Scotia, New Brunswick, and Quebec, Aboriginal rights and title are unextinguished by treaty (Waters 2001). For numerous decades, consecutive B.C. provincial governments denied the existence of Aboriginal title in the province (McArthur 2005). However, in 1992, following decisions on Aboriginal rights and title such as *R. v. Sparrow, [1990] 1 S.C.R. 1075 ("Sparrow"),* and other political circumstances, the provincial government established the BC Treaty Commission (BCTC) to reconcile aboriginal rights and title within the larger Canadian political framework. Within the framework of the BCTC, the province entered into a trilateral treaty negotiation process with the federal government, and First Nations governments. To date, no treaties have been signed through the BCTC process. First Nations' concerns with the slow pace of the treaty process have resulted in many Nations pressing for the recognition of their Aboriginal title claims through the courts (Waters 2001).

3.2.1.2 Infringement of aboriginal rights and title

Presently, existing Aboriginal rights (and therefore title) are protected under the *CA, 1982* and, thus, cannot be extinguished (McNeil 2004). However, the SCC recognized that Aboriginal title rights are not absolute and can be infringed as long as the infringement is justified under the *Sparrow* test. The justification process involves two steps: (1) that the Crown proves that the infringement is pursuant to a valid legislative objective; and (2) that the Crown shows that it has respected its fiduciary obligations to the Aboriginal people in question (McNeil 2004). If the Crown fails to meet either of the above requirements, the infringement will be considered invalid and the legislation will be found inapplicable to the extent that it infringes the Aboriginal right (McNeil 2004).

Valid legislative objectives for infringement include:

- those aimed at preserving s.35(1) rights by conserving and managing a natural resource (*Sparrow* 1075),
- those that prevent the exercise of s.35(1) rights that would cause harm to the general populace, or to aboriginal peoples themselves, or other objectives to be compelling and substantial (*ibid*), and
- the development of agriculture, forestry, mining and hydroelectric power, the general economic development of the interior of British Columbia, protection of the environment or endangered species, the building of infrastructure, and the settlement of foreign populations to support those aims (*Delgamuukw v. British Columbia* 1997)

If a Crown's legislative objectives include any of those above, then the Courts move on to the second step of the *Sparrow* test to determine if the infringement is also consistent with the special fiduciary relationship between the Crown and Aboriginal peoples.

3.2.1.3 Duty to consult and accommodate:

In order for the Crown to meet its special fiduciary relationship to Aboriginal peoples, case law has identified the need for both federal and provincial governments to undertake meaningful consultation with affected First Nations, conducted in good faith

[3](OOGRG 2004:75). Beyond consultation, the Crown also has a legal obligation to accommodate aboriginal rights, including title (Donovan and Griffith 2003). The origins of the duty to consult and accommodate arise from, "the Crown's common law fiduciary duty to First Nations, and as a result of the 1982 entrenchment of these common law rights in s.35 (1) of the Charter (7) (Donovan and Griffith 2003: 7)". The duty to consult and accommodate applies even in situations where Aboriginal title is an asserted right and not one proven in court *(Taku River Tlingit First Nation v. Ringstad et al.* [2002] B.C.C.A 59 ("*Taku River*"). In addition, the duty is vested entirely in the provincial and federal governments and cannot be transferred to a third party (*Haida Nation v. British Columbia (Ministry of Forests)* (2004) SCC 73)). The scope of consultation and accommodation varies with the degree of infringement that may result and therefore "it is impossible... to provide a prospective checklist of the level of consultation required" (*Taku River*: 74).

In order to address concerns over consultation with First Nations, in 2002 the provincial government developed new consultation guidelines relating to Aboriginal interests for all applicable provincial ministries, agencies, and Crown corporations (Van Hinte 2005). The *Provincial Policy for Consultation with First Nations* recognizes that, "consultations with First Nations should occur before government makes any decisions related to land-and resource-use issues" (OOGRG 2004: 76). The provincial consultation process consists of four steps (Donovan and Griffith 2003: 11):

1) Initiate consultation;
2) Consider the impact of the decision on aboriginal interests;
3) Consider whether any likely infringement of aboriginal interests could be justified in the event that those interests were proven subsequently to be existing aboriginal rights and/or title, and,
4) Attempt to address and/or reach workable accommodations of aboriginal interests, or negotiate a resolution bearing in mind the potential for setting precedents that may impact other ministries or agencies.

While the policy applies to all provincial bodies, and is based on consultation principles

[3] See Sparrow, Gladstone. It is stated in Delgamuukw that " there is always a duty of consultation" when decision are made with respect to aboriginal peoples' lands" (at para. 168). It is at para. 48 of Cheslatta Carrier Nation v. B.C. [1998] B.C.J. No. 178 (B.C.S.C) ("the Huckleberry Mine ")where William C.J. specifies that the consultations must be "meaningful" (Rankin 2004, footnote 16).

in case law, it may be changed at any time since it is not entrenched in legislation (Van Hinte 2005). The policy has experienced problems, the most significant of which is disagreement over what constitutes adequate consultation. (Donovan and Griffith 2003).

3.2.2 A provincial framework for aboriginal participation in LUP

The modern B.C. treaty process and the government's legal responsibility to accommodate aboriginal interests influenced land use planning in the early 1990's in CORE. After the 1993 ruling of the B.C. Court of Appeal in *Delgamuukw v. B.C.,* the provincial government realized that land use decisions were being made without strategic planning and aboriginal participation, and were potentially prejudicial to aboriginal rights and title (Wilson 2005). The government recognized that links had to be established between the treaty process and aboriginal participation in planning processes to guard against the prejudice of aboriginal rights and title (Wilson 2005).

A framework was prepared by CORE to guide aboriginal participation in land use planning that incorporated recommendations, goals, and criteria from the Land Use Charter and CORE's document *Finding Common Ground* (B.C.CORE 1994c). The goals of the framework were to ensure that land use decisions do not infringe on aboriginal rights or prejudice treaty negotiations, and that planning and management are conducted cooperatively with aboriginal peoples where their rights or interests may be affected (B.C.CORE 1994c). The rationale behind the framework was that (B.C. CORE 1994c: 57):

> since treaties will be paramount over land use planning designations, it is imperative to encourage aboriginal planning and management decisions where their rights or interests may be affected. By obtaining early aboriginal participation, and by identifying and addressing, where possible, their concerns and interests, land use decisions will be more stable and will lead to less conflict in the subsequent treaty process.

Policies for aboriginal participation in land use planning were prepared for LRMPs in 1993 (Table 3.1) and for CORE in 1994 (Table 3.2). The policies continue to affect aboriginal participation in LRMP planning today.

Table 3.1: CORE policies for aboriginal participation in land use planning

- The government will work cooperatively with First Nations to identify and map their traditional territories or the areas they wish to be consulted on
- Common land and resource inventories, when gathered in traditional territories, should include aboriginal peoples' knowledge and participation
- Land use planning and management processes will respect the provincial government's commitment to work with First Nations on a government-to-government basis and will be without prejudice to aboriginal rights and treaty negotiations
- Planning decisions should be made on a cooperative or shared decision-making basis with major impasses reviewed at the government-to-government level
- Management of land and resources within traditional territories should be conducted on a cooperative basis, recognizing aboriginal peoples' knowledge and practices relevant to sustainable use and conservation of biological diversity
- Approval, tenuring, and permitting decisions in traditional territories must demonstrate how aboriginal rights have been accommodated
- First Nations will be encouraged to play a direct role in the implementation and monitoring of plans, decisions and practices, and
- Training and skills development related to land use planning and management should be available to all First Nations.

Source: B.C.CORE 1994c

Table 3.2: LRMP principles for First Nations' participation

- The provincial interagency planning team encourages First Nations to participate in LRMPs to ensure that LRMP decisions are sensitive to aboriginal interests.
- The LRMP process is to be consistent with government policy on the relationship between First Nations and the provincial government. LRMPs are to be without prejudice to land claims.
- LRMPs can be used to implement specific planning requirements of joint stewardship agreements between the provincial government and aboriginal people.
- First Nations participation, and a plan resulting from the LRMP process, shall not be used to assert that there has been adequate consultation with the First Nations concerning land and resource use decisions

Source: IRPC 1993a, B.C. MSRM 2005a

3.2.3 Outcomes of provincial framework for aboriginal participation in LUP

In spite of the comprehensive framework for aboriginal participation articulated in tables 3.1 and 3.2, CORE had a variety of experiences with the participation of aboriginal peoples in land use planning. Some First Nations groups were instrumental in establishing the planning process while others refused to participate at all (B.C.CORE 1994c). The LRMP plans also had limited success in involving First Nations in LRMP processes (Wilson 2005; Frame 2002). As noted by Duffy in her 1996 study on public participation in LRMPs (Duffy, Roseland, and Gunton 1996: 18):

> perhaps the most distinct absence from the LRMP process so far rests with the indigenous population of B.C. While the LRMP process officially recognizes First Nations as a formal order of government, and has written into its policy statement that the processes shall proceed without prejudice to Aboriginal treaty negotiations, First Nations participation has been virtually non-existent thus far. While First Nations have been invited to participate in LRMPs, they have declined for a variety of reasons.

Several key barriers for First Nations participation in LRMP processes were identified in studies by Bonnel (1997) and George (1997). Key identified barriers include a lack of financial, technical, and human capacity to take on an LRMP, First Nation's opinions that LRMPs prejudice future treaty negotiations, and an incompatibility between the land use planning methodology of LRMPs and aboriginal values and beliefs. Some First Nations have articulated their reasons for not participating in an LRMP process. For example, the Heiltsuk Nation of Bella Bella stated that they participated in the Central Coast LRMP under duress in order to safeguard their territorial interests (Heiltsuk Tribal Council 1998).

It is unclear if the same factors that inhibit First Nations participation in earlier LRMPs hold true today. In the North Coast LRMP, the goal of the process is to reach consensus on recommendations, and to successfully negotiate any outstanding issues with First Nations at the government-to-government level. One objective of this research project is to shed some light on how the provincial government's policies for aboriginal participation are helping or further hindering aboriginal participation in LRMPs.

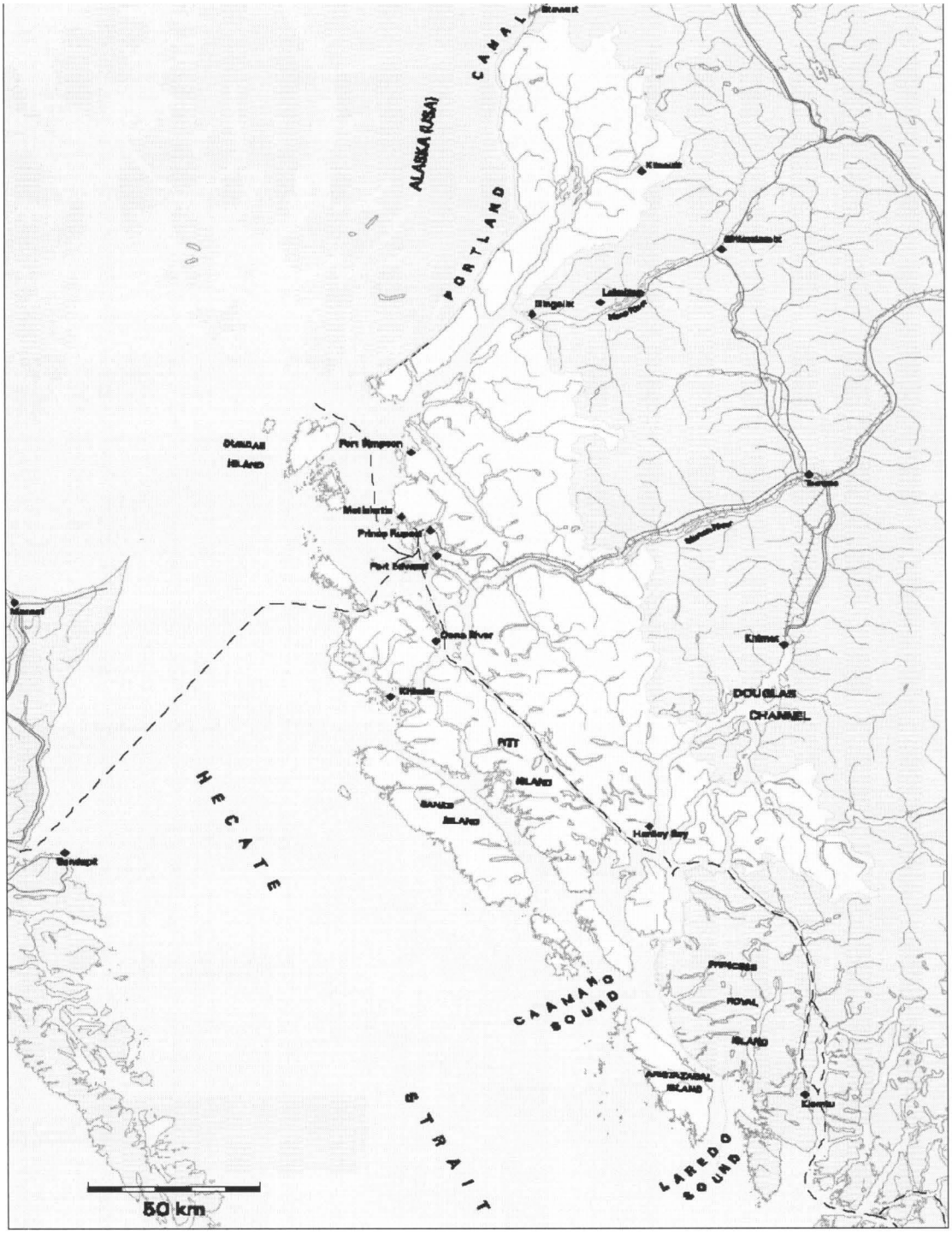
3.3 A case study: The North Coast LRMP

3.3.1 Introduction

The North Coast LRMP was initiated by the B.C. government as part of the province's strategic land use planning policy. The main purpose of the NCLRMP was to create a set of recommendations to guide land use planning in the area (B.C. MSRM 2005a). The NCLRMP recommendations were prepared in collaborative process made up of all relevant stakeholders in the region. The public planning table had its first meeting in February 2002 and reached unconditional consensus agreement on a set of final recommendations in February 2005 (with some member abstentions) (B.C. MSRM 2005a). The final recommendations were subsequently used in government-to-government discussions between the provincial government and First Nations governments which resulted in changes and additions to the recommendations. These recommendations are contained in *Land Use Planning Agreements* and *Land and Resource Protocols* signed by the province and north coast LRMP First Nations. The province reviewed all of the recommendations and announced a land use decision in February 2006 (B.C. MAL 2006).

The North Coast LRMP area is located in Northern BC just below the southern terminus of the Alaskan Pan-handle. The plan area covers approximately 1.7 million hectares and is highlighted below in Figure 1.

Figure 3.1: Map of the NCLRMP planning area



Source: B.C. MSRM 2005a

The plan area extends eastward towards the Coast Mountains and is bounded by the Pacific Ocean to the west. It is composed of mountainous terrain, coastal islands and inlets, numerous lakes, rivers, and streams. The cool and wet climate of the area supports productive and diverse vegetation (B.C. MSRM 2005a). Approximately half of the land base is nonforested alpine and low elevation muskeg (B.C. MSRM 2005a). The forested portion is coastal temperate rainforests characterized by old-growth conifer stands with complex structures that often include very large, old trees (B.C. MSRM 2005a). The area is rich in ecological and biological diversity and supports over 500 known salmon stocks, 33 species of fish, 248 bird species, 62 species of mammals, and 6 amphibian species (B.C. MSRM 2005a).

Approximately 17,000 people live in the North Coast LRMP plan area, with over 80% living in the town of Prince Rupert. The remainder of the population lives in coastal communities, most of which are only accessible by air or water. Roughly half of the population of the plan area is of First Nation ancestry and most of the communities outside of Prince Rupert are First Nations villages. Local residents maintain a close connection to the ocean and natural environment as it provides much of their sustenance, livelihood, and recreational opportunities (B.C. MSRM 2005a).

The North Coast economy is based largely on resource industries such as fishing, forestry, tourism, and the public sector (B.C. MSRM 2005a). The reliance on primary resource extraction makes the economy of the North Coast very sensitive to economic cycles and in recent years the economy was negatively affected by severe reductions in fishing, forestry, and related transportation industries (B.C. MSRM 2005a). Over the 1990s, the general population of the area has declined, although there has been some growth in recent years (B.C. MSRM 2005a).

There are three general First Nations groups involved in the NCLRMP: the Tsimshian, the Haisla, and the Nisga'a. Four Tsimshian communities are located within the plan area: Gitga'at (Hartley Bay), Lax Kw'alaams (Port Simpson), Metlakatla, and Gitxaala (Kitkatla). Two other Tsimshian communities— Kitsumkalum and Kitsalas— and the Haisla community of Kitamaat, are located outside of the plan area but are involved in the plan due to their historical relationship of land and resource use in the area

(B.C. MSRM 2005a). Nisga'a Lands as defined in the *Nisga'a Final Agreement* are outside of the NCLRMP plan area. However, the Nisga'a are participating in the LRMP as the nation has some fee simple properties within, and specific treaty rights to the Nass Area and the Nass Wildlife Area (B.C. MSRM 2005a).

The socioeconomic conditions for many First Nations communities are significantly poorer then those of non-First Nations communities in the area. Most First Nations communities have higher unemployment and greater poverty then non-First Nations communities in the plan region (B.C. MSRM 2005a). In 2001, there was 57 % unemployment in First Nations communities, compared to only 16 % unemployment in Prince Rupert and Port Edward (B.C. MSRM 2005a). Per capita earnings for Lax Kw'alaams and Metlakatla residents was well below the poverty line at $6071 compared to $17, 130 for Prince Rupert Residents (B.C. MSRM 2005a).

3.3.2 The NCLRMP process and participation

The overall purpose of the NCLRMP was to achieve three objectives (B.C. MSRM 2005a): to foster economic and environmental sustainability through an ecosystem-based management approach, to deliver a comprehensive system of area specific management direction, and to identify economic, environmental, social, and community transition requirements and strategies.

The NCLRMP was based on collaborative planning among a table of key stakeholders of the region who used interest-based negotiation and consensus decision-making processes to create recommendations for land use and planning in the area (B.C. MSRM 2005a). The stakeholders developed the LRMP recommendations package over a 29-month period from February 2002 until June 2004.

Planning negotiations were supported by an information base unparalleled in the history of land use planning in the province (B.C. MSRM 2005a). An extensive body of information came from a number of sources including the North Coast Government Technical Team (GTT), the Coast Information Team (CIT), domain experts in various fields from outside of government, and local and traditional ecological knowledge.

Information prepared for and used by the table included studies covering general background information, and ecological, social, and economic resources and values.

The plan followed five main steps and produced a number of critical products at each stage including an initial conditional consensus agreement on the final package followed by an unconditional consensus agreement after the final meetings, in February 2005. See table 6 for a description of the five process stages and their corresponding results and time-periods.

Table 3.3: North Coast LRMP planning process and products

Planning Step	Products	Timing
1. Process Initiation	• Terms of Reference/Ground Rules • Work plan	February-March 2002
2. Assess Situation	• Develop plan vision and goals • Review resource maps and background reports, including the benchmark socio-economic and environmental assessment • Identify sector interests and indicators • Policy Review	February-December 2002
3. Scenario Development and Analysis	• Scenario Development, including map products and management intent • Scenario Analysis, including socio-economic and environmental analysis of preliminary scenarios	September 2002-December 2003
4. Negotiate Agreement	Develop recommendations package: • General and area specific management direction • Implementation and transition strategies • Other recommendations, as required • Interim Public review	May 2003-March 2004
5. Ratify and Approve Plan	• Final recommendations drafted	March-2004-to-

Planning Step	Products	Timing
	• Final Socio-Economic and environmental Assessment (SEEA) completed • Minister, Deputy Minister and Executive briefed on final recommendations and SEEA • Final recommendations and SEEA go out for public review and comment • Government to government process to address unresolved First Nations interests • Recommendations from government-to-government process drafted • Final Table recommendations, recommendations from government-to-government, SEEA and public review comments go to cabinet for final approval	February 2006

Source: B.C. MSRM 2005a, Biasio 2004.

3.3.2.1 Stage 1: Getting ready to plan

The NCLRMP planning technical support team was formed following the approval of the NCLRMP process by MSRM. In March 2000, two full-time GIS personnel began to prepare 48 detailed resource maps that covered various thematic categories of the NCLRMP region including topography, biodiversity, and resource values. The first of a series of background reports, The *North Coast LRMP Current Conditions Report*, was released in March of 2001 (B.C. MSRM 2001b) to serve as a base-case study of the natural, cultural, and socioeconomic features, land uses, and management practices in the North Coast LRMP area. Six other general background information documents were prepared which included a map handbook and five studies that introduced key issues in adaptive management and ecosystem-based management[4].

Beginning in January 2001, the government planning team worked through community consultative measures to identify local citizens who would serve as

[4] See Appendix 3 for the full details of these studies.

stakeholders for the process. A stakeholder was considered to be "anyone who cares about, is affected by, or needs to implement an LRMP" (B.C. MSRM 2001a). At the end of the initial round of community consultation in March 2001, approximately 30 individuals and groups were interested in participating in the process as stakeholders. At that stage "most people [were] leaning toward a sector-based model where representatives speak for and are accountable to the sector they represent. They also favored a small planning table with 15 to 25 members" (B.C. MSRM 2001a). The preliminary sector categories under consideration at the end of the first stage included: community economic development; conservation and the environment; commercial fishing; forestry, hunting, trapping; labor; mining and exploration; recreation; and tourism. After the generation of the first list of sectors, each group decided on which sector would be most suitable for them and on whom the sector representative should be.

Following the initial consultation and provincial publication of a list of sectors, a second round of consultation occurred. During this round, a number of changes were made. First, the forestry sector was split into the small business forestry sector and major forest companies sector, fish and wildlife habitat was added as a sector, and the hunting and trapping sector was removed. In addition, the provincial government agencies were given one seat, while the four local government seats for the City of Prince Rupert, the District of Port Edward, Kitimat-Stikine Regional District, and Skeena-Queen Charlotte Regional District were reduced to one seat (Skeena-Queen Charlotte Regional District). Table 7 shows the final list of representatives and sectors for the NCLRMP process.

Table 3.4: NCLRMP sectors and representatives

Sector	Representative(s)
Community Economic Development	George Hays
Fish and Wildlife Habitat	Jan Lemon and Jim Hellman
Major Forest Companies	Gerry Fraser
Recreation	Paul Bull
Tourism	Brian Gunn
Local government	Paddy Green
Conservation and Environment	Renee Mikaloff
Labor	Darol Smith
Mining and Exploration	Hans Smit
Small Business Forestry	Mark Ignas and Des Shearing

Sector	Representative(s)
Provincial government	Fred Oliemans
Haisla (Kitamaat)	Whitney Lukuku
Kitselas	Glenn Bennett
Gitga'at (Hartley Bay)	Dan Cardinal
Nisga'a Lisims Government	Henry Moore
Kitsumkalum	Allan Bolton
Gitxaala (Kitkatla)	John Lewis
Allied Tsimshian Tribes of Lax Kw'alaams	James Bryant
Metlakatla	Barb Petzalt

Data source: B.C. MSRM 2005a

From the early stages of preplanning for the NCLRMP, consultation occurred with First Nations on a government-to-government basis to determine what role they were interested in playing in the process (B.C. MSRM 2001a). By December 2001, First Nations representation included the Haisla (one seat); Tsimshian (four seats) and Nisga'a (one seat) Nations. Before the beginning of the table process, an additional seat was added for Gitga'at (Hartley Bay) and for Metlakatla (B.C. MSRM 2005a).

3.3.2.2 Stage 2: Plan initiation

By February 2002, the NCLRMP technical team and sector representatives were ready to enter the second stage of the process. Over the course of one month, the planning table was convened, a terms-of-reference[5] was reviewed, amended and confirmed, and a work plan for the process was developed. Two cochairs were appointed to guide the NC LRMP process: Prince Rupert Mayor Don Scott and Kitkatla Chief Councillor Clifford White. The process chairs were accountable to the minister of MSRM to ensure that the process moved forward and was fair and equitable (B.C. MSRM 2002a).

3.3.2.3 Stage 3: Assess situation

From February 2002 until December 2002, the planning table met for one to three days approximately every six weeks. As well, biweekly working group meetings occurred for resource-specific discussions with technical specialists and analysts from MSRM and other government agencies. The purpose of the third stage was to prepare the table for the

[5] See Appendix 4.

scenario development stage by reviewing and analyzing background information, preparing a vision statement, identifying key issues, and confirming the goals and principles of the table (B.C. MSRM 2003a).

A substantial amount of technical information and analysis was prepared for, and reviewed by, the table in order to prepare the participants for the scenario development stage (B.C. MSRM 2003a). Information review and analysis included map reviews of mineral and energy resources, environment, forestry, and tourism; review of analysis on mineral, timber, tourism, and socio-economic issues; and, review of eco-system based management, land use planning, the use of objectives and indicators, and coarse filter biodiversity[6]. In addition, further reviews were conducted on First Nations protocols, aboriginal rights, and title; the Giga'at approach to the planning process; CIT products; Chatham Sound Coastal Marine Planning; and forest products market issues (B.C. MSRM 2003a). As well, the Allied Tsimshian tribes of Lax Kw'alaams, Gitxaala (Kitkatla), Gitga'at, Kitselas, and Kitsumkalum prepared working drafts of their own First Nations Land Use plans (B.C. MSRM 2003a).

Also during this stage, sector interest statements[7] were prepared and resource-specific goals and issues were identified for timber, tourism, recreation, visual quality, minerals, and energy resources. Working group discussions covered topics such as ecosystems, grizzly bears, local knowledge, visual quality, socioeconomic opportunities and barriers, economic development options, landscape modeling, environmental risk assessment, and objectives and indicators (B.C. MSRM 2003a).

Five field trips were taken to study values and resources on the land itself. The trips included studies of (B.C. MSRM 2003a):

- coastal forest ecosystems and management (Oona River);
- alternative forests practices, fishery values, and regulations related to resource development (Silver Creek, Prince Rupert Harbour);
- historic and present First Nations settlement and uses of the area, as well as protected area strategy values (Melville Island);

[6] A list of all the studies prepared for the NCLRMP can be found in Appendix 6

[7] Each sector's Interest statement can be viewed on the North Coast LRMP website at http://srmwww.gov.bc.ca/ske/lrmp/ncoast/sector_interest_statements.htm retrieved on 06/01/06

- wildlife values related to the lower Skeena River and associated mudflats and values in the Ecstall including metallic mineral, forests, and environment (Port Essington); and,
- grizzly bear habitat and resource use interactions, tourism opportunities, mineral values, and mining history (Kitsault/Alice Arm).

As well, table training included a session entitled *Dealing with Anger, Conflict Resolution, and Interest Based Negotiation* with the Justice Institute, and a First Nation GIS workshop (B.C. MSRM 2003a).

During this stage, public outreach and reporting was undertaken through two newsletters, three open houses, and a self-serve store front office in the Prince Rupert library. An NCLRMP website with all related NCLRMP documents, and meetings with community groups and local and regional media were also completed (B.C. MSRM 2003a).

3.3.2.4 Stage 4: Scenario development and analysis

The table participants developed land use scenarios capable of achieving the plan's goals in September 2002. Scenarios are draft statements of how lands and resources in the region will be managed in the future and are represented by zoning maps and associated statements of resource management objectives and strategies (B.C. MSRM 2001b).

The development of scenarios followed an iterative process using a single text approach (O'Donoghue 2006). Rather then attempt to create two or three large alternative scenarios that integrated numerous resource elements of the plan, the table engaged in the exploration of specific resource issues on an issue-by-issue basis. The single-text format and smaller test scenarios approach to scenario development and evaluation were undertaken in order to avoid sector polarization that can result from preparing different large scenarios (O'Donoghue 2006).

For each particular resource and land use issue, the table engaged in gaming with smaller learning scenarios—also called tests—using computer decision support tools such as SELES (Spatially Explicit Landscape Event Simulator). SELES was

used to simulate and assess a range of ecological and resource–related variables, and to track impacts over large areas and long time periods (B.C. MSRM 2002A). Table members posed management scenarios that the government technical team then simulated using SELES in order to project ecological, economic, and social impacts of each scenario. Stakeholders would then rate their sensitivity for each management scenario and eventually a range of acceptable scenarios would be generated for a particular resource issue (O'Donoghue 2006). Integrated, spatially-relevant decision support models for the North Coast district were developed for biodiversity, grizzly bears, minerals, and timber economics (B.C. MSRM 2002A)

According to the process manager, a number of contentious issues required extensive attention of the table during the scenario development and evaluation stage. Contentious issues included the amount of protected areas to be designated in the region and their economic implications, the design of ecosystem-based management for issues such as old growth habitat retention, riparian management and wildlife management, and the relation of Aboriginal rights and title to the NCLRMP process. As well, the table struggled in determining the NCRLMP implementation structure, and the relationships and responsibilities of each group within that structure (O'Donoghue 2006).

3.3.2.5 Stage 5: Negotiate agreement

By March 2004, the table pulled together various draft agreements on specific resource issues and proposals for protection into a complete recommendations package. Goals, land use zones, general management direction, objectives, and strategies were refined and confirmed. Final environmental and socioeconomic analyses of the recommendations were undertaken and an interim public review was conducted. As well, an assessment was made of the plans consistency with forest-certification requirements.

3.3.2.6 Stage 6: Ratify and approve plan

During this stage, the final recommendations were drafted and a final Socioeconomic and Environmental Assessment (SEEA) was completed that included a timber supply analysis, environmental risk assessment, and socioeconomic analysis. Both

the MAL minister and deputy minister were briefed on the final main table recommendations and SEEA, and both documents were made available for public review and comment. The NCLRMP table recommendations were subsequently used in government-to-government discussions between provincial and First Nations governments that resulted in additions and changes to the recommendations. The recommendations of the government-to-government discussions are contained in land use planning agreements (agreements) and land and resource protocols (protocols) signed by the province and First Nations with interests in the North Coast area. The province reviewed the recommendations from both the Central Coast and North Coast LRMPs together and announced a land use decision in February 2006. The final decision designated land use zones, provided a commitment to the further development and implementation of EBM based on a governance framework, and announced the signed protocols and agreements with First Nations (B.C. MAL 2006).

3.3.2.7 First Nations participation

The three most recent LRMPs—the North Coast, Central Coast, and Haida Gwaii /Queen Charlotte Islands—used a unique two-tier framework to include First Nations in the LRMP process. The structure was designed to address the unique status of First Nations in the management of land and resources in their traditional territories. The first tier is the main planning table of the LRMP where First Nations presented their own land use proposals, provided advice on land use and resource management from a First Nations' perspective, and provided explanations of First Nations' cultural, historical, and ecological perspectives (B.C. MSRM 2005a). The second tier involves separate government-to-government discussions (G2G) between each of the First Nations and the province. Government-to-government negotiations in an attempt to resolve any areas of disagreement by First Nations with the recommendations made at the main planning table. This two-tier process was used by the Haisla and Tsimshian First Nations. The Nisga'a Nation only participated in the first tier process as it had already concluded a treaty based on government-to-government negotiations (B.C. MSRM 2005a).

3.3.2.7.1 Guiding Agreements:

Haisla and Tsimshian First Nations participation in the NCLRMP was guided by three key agreements (B.C. MSRM 2005a):

- The bilateral *General Protocol Agreement on Land Use Planning and Interim Measures*[8] (See appendix C) signed by participating First Nations and the province in April 2001. Participating First Nations in the agreement with an interest in the NCLRMP include the Haisla (Kitamaat), and two Tsimshian communities: Gitga'at (Hartley Bay), and Metlakatla.
- *The Tsimshian Nation Tripartite Accord on lands and Resources*; signed by the Tsimshian communities, Canada, and British Columbia in February 2001;
- Community-specific agreements that provide funding and resources for First Nations to participate at the North Coast LRMP Planning Table, and help the simultaneous development of their own land use plans.

3.3.2.7.2 First Nations' reasons for participation

The whole of the North Coast planning area is land claimed by the Tsimshian First Nations and parts of the planning area are claimed by the Haisla Nation. Therefore, according to the Tsimshian and Haisla Nations, their claims of Aboriginal rights and title must be " accommodated through a consultation process when any resource or economic development activity affecting the land base and/or its resources that has the potential to infringe, is contemplated and/ or undertaken" (B.C. MSRM 2005a: 33). The Tsimshian and Haisla state that the current provincial consultation and accommodation policies tend to result in ad hoc, reactive decision making as special issues emerge. Therefore, the Tsimshian believe that,

> a well-crafted final North Coast LRMP document can add value to the existing legal framework by enabling a more comprehensive and collaborative approach to land and resource stewardship which acknowledges and respects First Nations governance, cultural connections, and economic and stewardship interests (B.C. MSRM 2005a: 34).

Tsimshian and Haisla Nations outline their reasons for participating in the NCLRMP process in the section entitled 'First Nations planning and participation' in the *NCLRMP Final Recommendations* (B.C. MSRM 2005a). The Tsimshian state that they are participating in the NC LRMP for two key reasons. First, to inform stakeholders and

[8] See the David Suzuki Foundation website for a copy of this agreement at: http://www.davidsuzuki.org/Forests/Canada/BC/Turning_Point.asp.

the provincial government of their interests and aspirations in regards to the lands and resource of their traditional territories. The Tsimshian state that they have responsibility to:

> ensure the cautious stewardship of all the lands and resources within their territories (e.g. biodiversity, timber, tourism, cultural heritage, etc.) for future generations. Tsimshian participation in the LRMP and the development of each First Nation's land use will reflect this responsibility and also the exercise of governance over their traditional territories" (B.C. MSRM 2005a: 34).

The Tsimshian and the Haisla are also participating in the NCLRMP to:

> begin the process of building cooperative relationships with the non-aboriginal communities, businesses and organizations that have an interest in the North Coast. The Tsimshian and the Haisla are working to build relationships and bridge some of the differences that may be hindering the full realization of economic and social opportunities for the Tsimshian people, while respecting the rights and needs of other parties (B.C.MSRM 2005: 34).

The Tsimshian and Haisla developed a set of core principles (table 3.5) which articulate their land and resource management objectives to provincial ministries and stakeholder representatives in the NCLRMP. The representatives of both nations worked to ensure that the specific land and resource objectives that flow from those principles were incorporated into the final NCLRMP either through table and government-to-government discussions.

Table 3.5: First Nation's land and resource management principles

• Land and resource decisions must be consistent with Aboriginal rights and title and First Nations governance systems, establish the equitable flow of economic benefits to First Nation communities and protect and sustain First Nations culture and heritage.
• Land and resource planning occurs in a context in which the First Nations' perspectives and the accommodation of First Nations' interests is on a government-to-government basis and recognizes constitutionally protected Aboriginal Rights.
• Land and resource planning and development should not occur without consultation and the accommodation of First Nations' interests.

- Lands and resources must be stewarded in a manner consistent with ecosystem-based management as it is being articulated through LRMP discussions, government-to-government discussions and the operational experience of cooperative ecosystem-based pilot projects (e.g. Gitga'at-Kitasoo and Kowesas Pilots).
- Land and resource planning and development should facilitate development of cooperative working relationships and economic partnerships among First Nations, governments and third parties (e.g. protocols).
- The province supports the inclusion of this table as a starting point for discussions on ensuring First Nations needs are being met.

Source: B.C. MSRM 2005a

3.3.3 Policy and processes related to the North Coast LRMP

3.3.3.1 Coast Sustainability Strategy (CSS)

The CSS was coordinated by the Ministry of Sustainable Resource Management (MSRM) in conjunction with a number of concurrent initiatives coordinated from outside of government. The CSS had a number of important components that related to, and influenced, the NCLRMP process that included (B.C. MSRM 2002c):

- Strategic land use planning processes (LRMPs) for the coast of BC that included: the North Coast, Central Coast and Haida Gwaii/Queen Charlotte Islands
- Coast Information Team (CIT)
- Conservation Investments and Incentives Initiative (CIII)
- Coast Sustainability Trust
- Discussions with First Nations on economic measures and government-to-government discussions on land use plans; and,
- Incorporation of relevant provisions of the *Nisga'a Final Agreement.*

3.3.3.2 Coast Information Team (CIT):

A special feature of the North Coast LRMP is its use of the CIT, an independent, multi-disciplinary group established in April 2001 by the B.C. government, the Coast Forest Conservation Initiative, and Rainforest Solutions Project. The CIT mandate was to combine western science, traditional and local knowledge, environmental

expertise and community experience to develop information and analyses to support the development and implementation of EBM for the coastal LRMP plans (B.C. MSRM 2005a). A management committee made up of the provincial government, First Nations, and stakeholder representatives oversaw CIT (B.C. MSRM 2005a).

3.3.3.3 The Coast Sustainability Trust

The Coast Sustainability Trust was created to address economic impacts that result from land use planning decisions in the Central Coast, North Coast, and Queen Charlotte Islands. The $35 million trust established by the province is designed to help workers, contractors, communities, and companies affected by land-use decisions (B.C. MSRM 2002c).

3.3.3.4 Conservation Investments and Incentives Initiative (CIII)

The CIII is a multistakeholder project developed by the provincial government, environmental groups, First Nations, and the philanthropic community (Coast Forest Conservation Initiative 2004). The CIII includes $120 million in direct funding to support economic development in coastal First Nations communities, and $60 million in socially responsible investment funds to underwrite new business ventures in coastal communities. The underlying premise of CIII is that conservation and economic development should go hand-in-hand (Coast Forest Conservation Initiative 2004).

3.3.4 NCLRMP Main Table results

The North Coast LRMP main table negotiations resulted in recommendations for land use designations, general management directions, community stability and economic development, EBM, and plan implementation and monitoring for the North Coast plan area. Each of the main outcomes of the NCLRMP main table is summarized below.

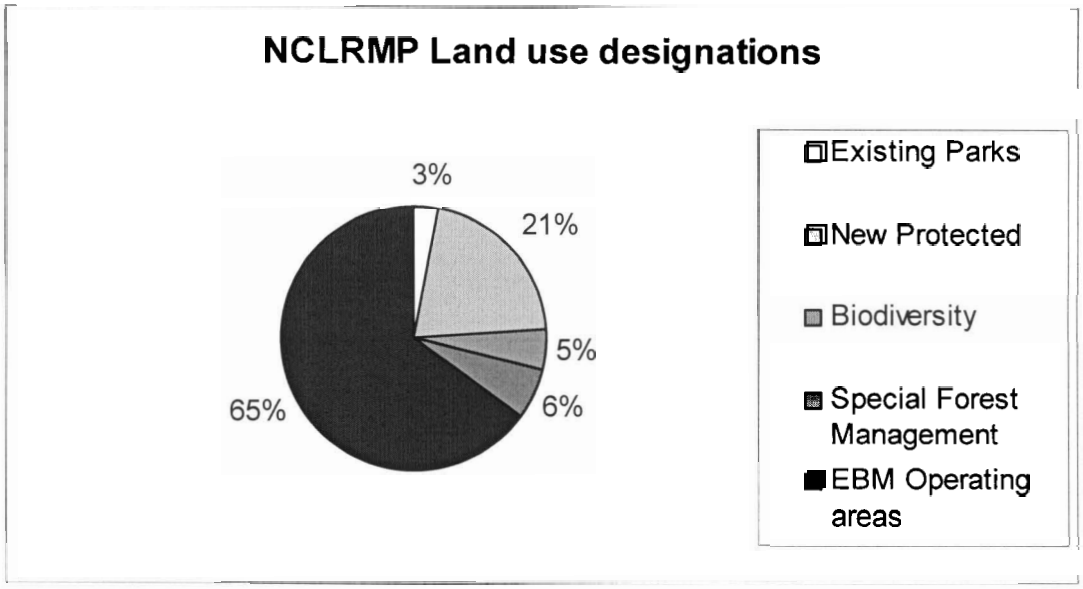
3.3.4.1 Land use designations and directions

A principle outcome of the process was the creation of four land use designations for the plan area: protection areas, biodiversity areas, special forest management areas, and EBM operating areas. Land use designations are intended to guide uses of Crown

land at the strategic level by specifying the purpose of the area and the kinds of uses permitted within it (B.C. MSRM 2005a). The overall percentages of land set aside for each land use designation are summarized in figure 3.

Before the NCLRMP, protected areas (parks) made up approximately 3% of the plan area. The level of protection in the region was changed dramatically after the NCLRMP process was completed. Presently, approximately 35% of the recommended land base (603, 000 hectares) is designated as Protected Area (24%), Bio-diversity Area (5%), or Special Forest Management Area (6%) (B.C. MSRM 2005a). Each of these involves some form of protection and conservation of habitat, biodiversity and ecosystem functions. Protected areas prohibit resource extraction, but allow for First Nations traditional and cultural uses, and limited forms of recreation and tourism. Biodiversity areas allow for some mineral development and First Nations traditional uses, but not commercial forestry, major hydroelectric developments, or tourism and recreation. Special forest management areas are the same as biodiversity [wow—spelling!] areas, except that they also allow for tourism and recreation uses. EBM operating areas make up the remaining 1.1 million hectares, or 65% of the land base (B.C. MSRM 2005a). These areas are available for the full range of economic uses if the use is consistent with the application of EBM and the general management directions of the table (B.C. MSRM 2005a).

Figure 3.2: NCLRMP Land Use Designation



Data source: B.C MSRM 2005

3.3.4.2 General Management Direction (GMD)

The NCLRMP table recommended management direction for the range of resources and values located in the plan area. Management direction arises from both the adoption of the EBM Handbook and EBM Framework described below and from GMDs. The GMD for a particular resource or value provides (B.C. MSRM 2005a):

- management intent: a broad goal statement describing the desired outcome of management
- objectives, indicators, and targets: detailed descriptions of desired outcomes of management, and,
- management considerations: additional considerations provided as advice to developers.

GMD applies to all parts of the LRMP, provided that is consistent with land use designations. The NCLRMP provided GMDs for the following resources or values (B.C. MSRM 2005a):

- Access Management
- Grizzly Bears
- Timber

- Aquatic and Riparian Ecosystems
- Black/ Kermode Bears
- Coarse Filter Biodiversity
- Cultural Heritage Resources
- Marbled Murrelets
- Mineral and Energy Resources
- Noncommercial Recreation
- Northern Goshawk
- Tourism
- Ungulates
- Visual Management

3.3.4.3 Community stability and economic development

The NCLRMP table recognized that the well-being of cultures, communities, and economies are integral components of an EBM framework. The table created an extensive list of objectives, indicators, and policy recommendations for economic and social goals (human-well being) for the plan area so that long-term monitoring can assess whether the overall goals for the plan area are being met.

A key part of the NCLRMP table's commitment to ensuring healthy communities in the plan area is the Memorandum of Agreement it signed with the Province of BC regarding implementation of a 'No net job loss, or better' principle in the plan. 'No net loss of jobs, or better' means that economic change arising from the land use plan will, in aggregate, maintain or improve the number of jobs held by residents of the North Coast plan area (B.C. MSRM 2005a). As a result of the agreement, the implementation of EBM and land use objectives is to be done in a manner that ensures there are no net negative impacts on jobs for communities (B.C. MSRM 2005a).

3.3.4.4 Ecosystem-based management

Both the ToR for the North Coast LRMP process (appendix E) and the *General Protocol Agreement on Land Use Planning and Interim Measures* (appendix C) provide that the North Coast LRMP be developed based on the principles of EBM (B.C. MSRM 2005a). The North Coast, Central Coast, and Haida Gwaii/ Queen Charlotte LRMPs are the first in the history of LRMP planning to use EBM to guide the development of their land use plans (B.C. MSRM 2005a). In developing an EBM system, the North Coast

LRMP table was supported by advice, recommendations, information, and analysis from the GTT, the CIT, and local (LEK) and traditional ecological knowledge (TEK). A number of documents and products developed by GTT and CIT, along with LEK and TEK, collectively helped to guide EBM in the plan area including: the EBM Framework, EBM Handbook, CIT Scientific Basis of EBM, Hydroriparian Planning Guide, LRMP Resource Analyses and Background Reports, and First Nations Land Use Plans[9].

The CIT Ecosystem Planning Framework adopted by the LRMP Table provides the following definition of EBM:

> An adaptive approach to managing human activities that seeks to ensure the coexistence of healthy, fully functioning ecosystems and communities. The intent is to maintain those spatial and temporal characteristics of ecosystems such that component species and ecological processes can be sustained, and human well-being supported and improved (B.C. MSRM 2005a: 38).

Key aspects of this definition are that it emphasizes both ecosystems and human communities, and that it recognizes the fundamental importance of maintaining ecological integrity in order to sustain healthy communities and economies over the long term (B.C. MSRM 2005a).

A number of practical features distinguish EBM plans, and the plan recommended for the North Coast, from current and prior approaches to land use planning including (B.C. MSRM 2005a: 39):

- **a hierarchy of scales**: there is variation in both spatial and temporal scales, plus regional contexts outside the planning area. The LRMP provides management direction at the subregional, landscape, and watershed scales to guide operations at the stand scale

- **ecologically derived boundaries:** decision making uses ecologically derived boundaries rather than administrative boundaries

- **peer-reviewed scientific data combined with TEK/LEK knowledge:** decision making is informed by a combination of both TEK/LEK and peer-reviewed scientific data. These contribute to the understanding of local cultural and socioeconomic issues and considerations. LEK and TEK were provided by locals with extensive local knowledge of the plan area who provided input through local knowledge mapping, at open houses, and during participation at the LRMP table. First Nations presented

[9] See Appendix 6 for a list of these documents

traditional ecological knowledge through their land use plans and during participation at the LRMP table

- **monitoring of implementation and plan effectiveness:** this includes establishing ecological baselines for analysis and interpretation of monitoring results, and use of reference areas operating at multiple spatial scales
- **adaptive management:** including the use of management as a continuous experiment, and the need for flexibility within the management framework
- **systems thinking:** the recognition of the complexity and dynamism of ecological and social systems, the interdependent roles between humans and nature, and the distinctions between human values and technical information
- **organizational change:** recognizing that a move to EBM likely requires change in organizational nature of agencies, and equalization, or at minimum, acknowledgement of power relationships, and,
- **cooperation between managers and interested and affected parties:** cooperation through collaborative decision making and acknowledgement of power imbalances.

The principles of EBM were influential throughout the final plan recommendations. All land use designations, directions and GMDs are consistent with the EBM approach. The plan for community stability and economic development outlines social and economic goals and effectiveness indicators intended to ensure the maintenance of long-term human well-being in the region. As well, the implementation strategy for the plan requires that the NCIMT ensure that all social, cultural, economic, and ecological values in the plan area are consistent with EBM (B.C. MSRM 2005a).

3.3.4.4.1 Making EBM operational

In applying the handbook, the LRMP Table recognized that there are circumstances where achieving a particular human well-being requirement would result in an unacceptable level of risk or impact to ecological integrity. Alternatively, the table also recognized that there may be some thresholds and management targets that cannot be achieved in the short, medium, or long term without an unacceptable level of risk or impact to human well-being. Therefore, the table agreed that where the implementation of a threshold or management target in the handbook represents an unacceptable level of risk/impact on human well being, two mechanisms will be used to address the issue: troubleshooting provision in the EBM Handbook and/or operational targets. The

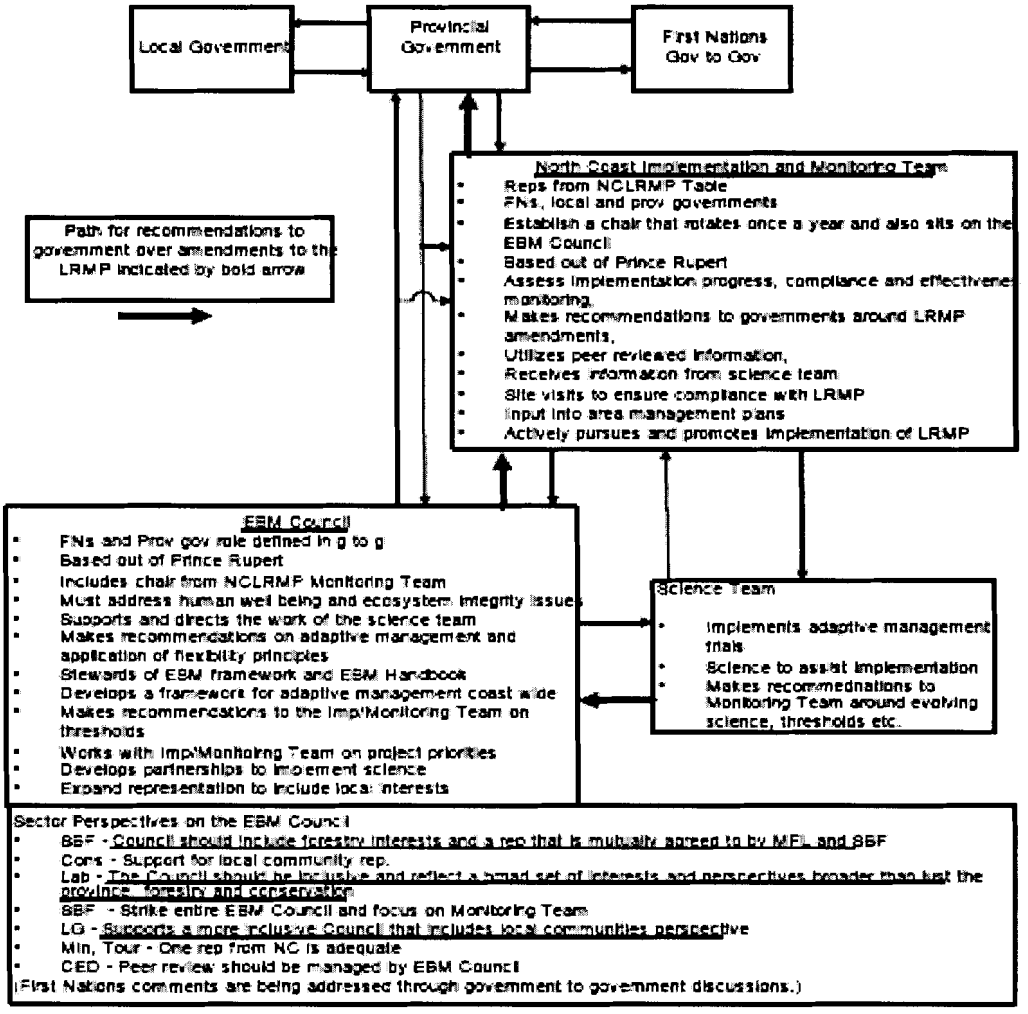
application of these mechanisms represents a social choice regarding the appropriate level of ecological risk and risk to human well being that should apply in any given circumstance (B.C. MSRM 2005a). The thresholds and management targets, projected impacts on human well being, trouble shooting provisions of the handbook, and ecological risk assessments will be used to inform a social choice decision. Operational targets that differ from thresholds or management targets in the EBM Handbook will be referred to the North Coast Implementation and Monitoring Team (NCIMT) for approval based on the foregoing criteria and will be periodically reviewed by the EBM Council and the NCIMT.

Prior to the formal establishment of the legal objectives resulting from the sign-off of the LRMP, major forest operators have agreed to a voluntary phase in of the elements of EBM over a 90 day to 6-month period. Some transitional targets include 15% minimum stand-level retention within cut blocks, maintenance of greater then 90% of the natural riparian forest next to estuaries, and reservation of 100% of Red-listed plant communities and other nonlisted naturally rare ecosystems (B.C. MSRM 2005a).

3.3.4.5 Plan implementation and monitoring

The NCLRMP Table recommendations outline a process for implementation, monitoring, and amendment of the plan (B.C. MSRM 2005a). The main table's recommended structure reveals a North Coast implementation and monitoring team, made up of representatives from the main table, that is supported by an EBM council and Science Team (fig. 4). Following government-to-government negotiations, a draft implementation governance framework (fig. 3.5) was established that significantly modifies the framework set out in the NCLRMP plan. A summary of the new draft implementation framework is provided below (s. 3.3.5.1.1).

Figure 3.3: NCLRMP Main Table recommendations for implementation structure



Source: B.C. MSRM 2005a

3.3.5 Government-to-government discussions

Following consensus agreement on the NCLRMP final recommendations in February 2005, the provincial government and First Nations governments entered into government-to-government negotiation stage of the land use planning process. The G2G discussions resulted in changes and additions to the main table recommendations. The results of the G2G discussions are contained in Land Use Planning Agreements and Land and Resource Protocols signed by the province and North Coast LRMP First Nations.

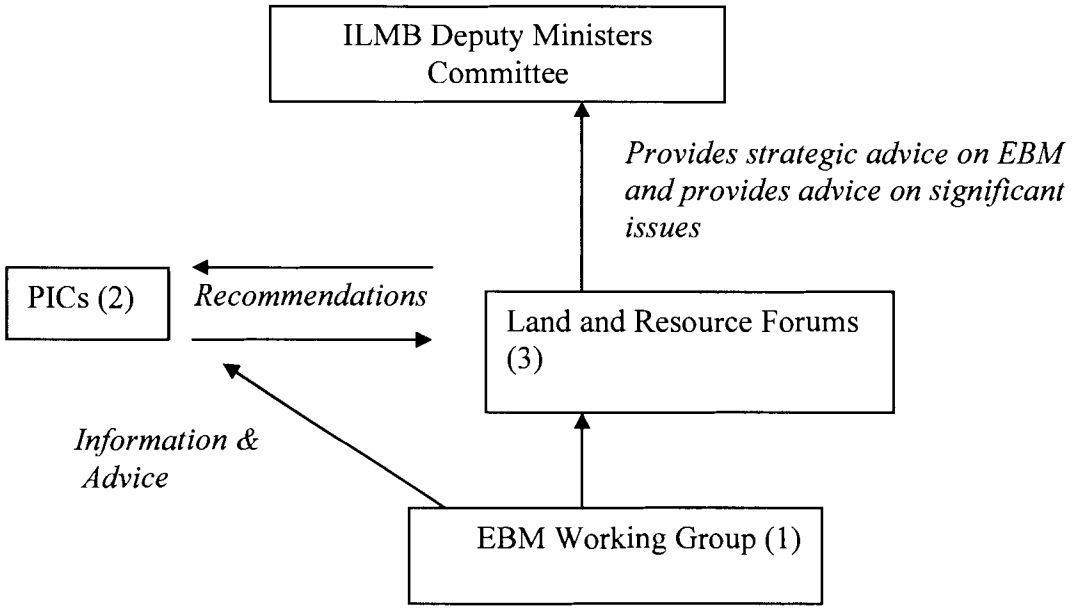
Land use planning agreements were signed by the communities of Kitselas, Kitsumkalum, Metlakatla, Gitga'at, and Kitamaat. As well, Kitkatla signed an initial

agreement while Lax Kw'alaams has no draft agreement at the present time. The province reviewed all the recommendations and agreements from both the Central Coast and North Coast G2G processes and announced a land use decision that encompassed both regions in February 2006 (MAL 2006). In March 2006, the province and Turning Point—representing the North Coast Nations of Metlakatla, Gitga'at, and Kitamaat—signed a broad policy-level protocol agreement called the *Coastal First Nations (Turning Point) Land and Resource Protocol Agreement* (MAL 2006). The agreement outlines a number of components of the relationship between the two governments in matters concerning land and resource use and planning. A key area of the agreement outlines the governance framework for implementation of the CC and NCLRMPs. First Nations of the North Coast who were not party to the Turning Point agreement formed a coalition called the Tsimshian Stewardship Committee (TSC). The ToR for a protocol agreement between the TSC and the province has been formed and the outcomes of that agreement are expected to reflect those of the Turning Point agreement

3.3.5.1 Outcomes of G2G discussions

The G2G discussions, agreements, and protocols did not result in significant changes to EBM, GMDs, and community stability and economic development agreements outlined in the main table agreement. As well, in the final land use decision announced by the province in February 2006, the percentage of protected areas remained the same, while EBM operating areas increased from 65% to 66% at the expense of 1% of land from Special Forest Management Areas. However, the governance framework for implementation of the NCLRMP has changed significantly from the recommendations of the main table (see fig.3.5).

Figure 3.4: Draft implementation governance framework for the North Coast plan area



Data source: B.C. ILMB 2006

3.3.5.1.1 Implementation governance framework

Under the new implementation governance framework, a Land and Resource Forum (LRF) will be created to provide a structure where representatives of the province and North Coast First Nations can share information and discuss land and resource management in the NCLRMP area. The forum will make recommendations to the governments of the province and the First Nations involved. It is anticipated that there will be similar forums created for the Southern Central and Northern Central Coast, and for the Haida Gwaii/Queen Charlotte Islands if the land use planning process there comes to successful completion. Membership of the forum will include three senior representatives of the First Nations and province with each party choosing its own representatives. The LRF will have three core functions that include the provision of strategic advice, discussions regarding either party's obligation related to the establishment and roles of the LRF, its working group and land use plan agreement

implementation, and the development of a work plan and budget to enable effective implementation of the NCLRMP (B.C. ILMB 2006).

The North Coast Implementation and Monitoring Team (NCIMT) will be changed into the Planning Implementation Committee (PIC) with largely the same responsibilities as the original NCIMT. PIC will monitor and report progress towards implementation of the LRMP and make recommendations on LRMP implementation strategies and revisions to the LRF. PIC membership will reflect the main LRMP planning table composition and will include: small business forestry, labor, terrestrial conservation, major forest companies, recreation, tourism, energy, and mining. Participation will also be sought from federal, provincial, local governments, and First Nations (B.C. ILMB 2006).

The recommended EBM Council and Science Team will be joined in the new governance framework to create the EBM working group (EBMWG). The EBMWG will be responsible for providing science as requested by the Land and Resource Forum and the PIM to inform the decision making process. Its purpose will be to work collaboratively as scientific (natural, social, and economic) stewards of EBM as it applies in the planning area. This will be accomplished by integrating and understanding traditional and local knowledge, best available technical expertise, and independent scientific knowledge and research. The EBMWG will report as requested and provide advice on the development and implementation of EBM to First Nations, the province, and stakeholders through the PIC and the forum (B.C. ILMB 2006). Its membership will include representation from the following areas (B.C. ILMB 2006):

3 provincial government (one to be Cochair)

3 Coastal First Nations (one to be Cochair)

1 from the North Coast communities

1 from the Central Coast communities

1 from the forest industry

1 from the conservation sector, and

Haida Gwaii/ Queen Charlotte Island representation.

3.3.5.1.2 Mechanisms for implementation

Implementation of the land use plan is likely to occur through a number of processes including more detailed plans such as SRMPs, Sustainable Forest Management Plans (SFMPs) and Forest Stewardship Plans (FSPs); approval processes such as the environmental assessment process; resource development permits, land dispositions; and incremental activities implemented as specific LRMP projects. It is expected that land use types such as conservancies, protection areas, biodiversity areas, and special forest management areas will be legally designated through legislation. The provincial government also created legislation under the *Land Act* and the *Forest and Range and Practices Act* for legally establishing objectives and targets in LRMPs. In order to provide time to resolve outstanding issues related to EBM objectives and targets, it is expected that translating LRMP recommendations into legal objectives under the *Land Act* will occur over a 6 month to 2-year period (B.C. MSRM 2005a).

3.4 Conclusion

Ninety-five percent of the provincial land base of B.C. is publicly owned and managed by the provincial government as Crown land (B.C. LUCO 2001a). In response to public discontent over provincial control of land use planning in the 1980s, the provincial government created CORE to "develop for public and government consideration a British Columbia-wide strategy for land use and related resource and environmental management" (B.C.CORE 1994a: 5). An integral part of CORE's land use strategy was to prepare land and resource use plans (LRMPs) each subregion of the province. The plans were to accommodate the needs of all legitimate interest groups through interest-based negotiations and a shared decision-making process in which all interests were recognized as having equal status, regardless of their authority or power (Wilson 2005).

A part of CORE's land use strategy included a policy framework to guide aboriginal participation in land use planning. The framework was designed to ensure that land use decisions did not infringe on aboriginal rights or prejudice treaty negotiations, and that planning and management were conducted cooperatively with aboriginal peoples where their rights or interests may be affected (B.C.CORE 1994c). However, in spite of

the comprehensive framework, a number of factors generally inhibited First Nations from participating in most LRMP processes. An objective of this research project is to shed some light on how recent changes to the provincial government's policies for aboriginal participation are helping or further hindering aboriginal participation in LRMPs.

This study evaluates CP and three unique planning methods based on a case-study analysis of the North Coast LRMP process. NCLRMP stakeholders reached consensus agreement in June 2004 on a set of recommendations after a 29-month period of intensive planning and negotiation. The table established recommendations for land use designations, general management directions, community stability and economic development, EBM, and plan implementation and monitoring for the North Coast plan area. The final recommendations were subsequently used in government-to-government discussions between the provincial government and First Nations governments.

4
RESEARCH RESULTS

4.1 Introduction

The NCLRMP process is evaluated in this chapter by analyzing participant surveys. The chapter begins with an overview of participant survey responses and a discussion of data analysis procedures. Next, results for the closed question portion of the survey (parts A, B, and C) are presented. Open-ended questions (part E) and the closed questions pertaining to the key factors of CP process success are then assessed (part D). For all applicable questions, two data sets are discussed. The first set reviews all participant survey responses as a unit (a total of 17 surveys, including First Nations respondents). The second set presents First Nations' responses (a total of 6 surveys) for criteria where First Nations' perceptions were significantly different from other table participants.

4.1.1 Participant survey

A participant survey was emailed on February 10th, 2006 to 21 out of 22 participants in the NCLRMP. One participant could not be located. By March 20th, 2006, 17 responses were received and form the basis of the analysis (77% response rate). Surveys were also sent to, and returned by, the NCLRMP's two process managers. However, their survey results were not used in the statistical analysis of the NCLRMP.

Details on the numbers of responses by each sector are summarized in table 4.1. A survey response was received from every sector present at the table except community economic development. As well, a survey was received by one of the two cochairs of the process and 6 of the 8 First Nations representatives (75% response rate). One participant who would not provide comments on the main table process was not returned until he was able to review the provincial Cabinet's final agreement plan for the NCLRMP. The high

response rate by participants and sectors makes the data strongly representative of the table as a whole.

Table 4.1: Number of survey responses by sector and total number of sector representatives

Sector	Number of responses received	Total number of representatives at the table
Provincial government	1	1
First Nations	6	8
Local government	1	1
Recreation	1	1
Tourism	1	1
Mining and exploration	1	1
Labor	1	1
Fish and wildlife habitat	1	1
Small business forestry	1	2
Major forest licensees	1	1
Conservation and environment	1	1
Community economic development	0	1
Process Cochair	1	2
Total	17	22

The survey, along with tabulated participant responses, is included in appendix 1 For parts A, B, and C of the survey, participants responded to closed questions using a four-point Likert scale of agreement or disagreement (strongly agree, somewhat agree, somewhat disagree, strongly disagree). Participants could also choose to answer a question as 'not applicable'. In part D of the survey, the closed-question Likert scale range included very important, important, somewhat important, not important, and not applicable.

To interpret the results, percentages were calculated for each category of response to a question based on the frequency of response for the particular category, divided by the total number of responses. Responses marked not applicable were excluded from the total. The responses to negatively phrased survey questions were inverted in order to

present all criteria in the positive form such as strongly disagree became strongly agree.

Each process or outcome criteria was evaluated by one or more questions in the survey. In order to determine how the NCLRMP process scored overall for each question, an average was calculated based on the percent of participants who agreed, either strongly or somewhat. To determine the total score for each criteria, results for its corresponding questions were averaged out with equal waiting for each question. A total score of 50% agreement or above (majority agreement) for a criterion was interpreted as meaning that the criterion had been met.

For the open-ended section of the survey (part E) of the survey, similar responses to each question were grouped together under thematic categories. The frequency of responses for each thematic category was calculated to aid in the presentation and interpretation of the results.

4.2 Process criteria

4.2.1 Purpose and incentives

A strong majority of respondents (87%) agreed they became involved in the NCLRMP process because they, or their organization, believed it was the best way to achieve their goals. In addition, 94% of respondents agreed they had a clear understanding that the provincial government would make its own decisions regarding land and resource use for the region if the table did not reach a consensus. Therefore, the BATNA of stakeholders was a unilateral decision by the provincial government. Such a BATNA likely increased participants' willingness to negotiate an agreement. In addition, a majority of respondents (88%) agreed that the issues they were dealing with in the process were significant problems requiring timely resolution, indicating that a sense of urgency existed among the participants to reach an agreement.

In terms of purpose and goals, 76% of respondents agreed they had clear goals in mind when they chose to become involved in the process. However, less then one-third of all respondents (29%), and 17% of First Nations representatives, agreed the group collectively identified, and agreed upon clear goals and objectives for the process. This result is surprising as one of the objectives of the second step of the process—known as

the 'assessment step— was to collectively identify and agree upon goals and a vision for the process (see chapter 3.4.2 for a detailed discussion of the 'assessment step').

Overall, the results demonstrate that the process participants had strong incentives to negotiate and reach agreement. However, more effort was required in the assessment stage to ensure that the process was driven by a purpose and goals that were real, practical, and shared by the group.

4.2.2 Inclusive representation

More then two-thirds of all respondents (71%) and First Nations (67%) agreed that all appropriate interests were represented in the process. However, only 53% of respondents agreed that all government agencies that needed to be involved were adequately represented. In the open-ended responses, some respondents suggested that a greater involvement at the table by the Ministry of Forests and senior government representatives with negotiation powers would have made the process more effective. Overall, the survey results indicate that while all parties with a significant interest in the issues and outcome of the NCLRMP process were involved, more involvement by key government representatives would have been helpful.

4.2.3 First Nations participation

Respondents were asked if they agreed with the statement that they were satisfied with the way First Nations were involved in the process. For this criterion, responses are assumed to apply principally to the way First Nations were involved at the main table and the effect of their involvement in other parts of the NCLRMP process. This includes processes such as government-to-government negotiations impact on the main table. In response to this question, more then two-thirds of respondents (69%) and 60% of First Nations agreed that they were satisfied with the way First Nations were involved in the process. Open-ended responses (section 4.4.6) suggest that both First Nations and other sectors experienced a number of significant benefits as a result of the high levels of involvement of First Nations at the main table and in the overall process.

4.2.4 Voluntary participation and commitment

Almost all respondents (94%) agreed they were fully committed to making the process work. In contrast, only 59% of respondents agreed that all other participants were committed to making the process work. Overall, 83% of First Nations agreed that all participants were committed to making the process work, in contrast to only 45% of non-First Nations. The discrepancy between First Nations' and non-First Nations' views may be partially explained by responses of non-First Nations to the open-ended questions in section 4.4.6.2. In that section, some non-First Nations sectors indicate their belief that First Nations were not fully committed to the main table process because of their ability to negotiate any outstanding concerns they had from the main table during their government-to-government negotiations with the province.

The overall results for this criterion suggest that participants were committed to making the process work but that some participants believed other participants were not equally committed to the process.

4.2.5 Self-design

The NCLRMP process established by the provincial government provided a framework that participants could customize as necessary. For example, participants developed their own terms of reference at the beginning of the process. Given participants' strong ability to influence much of the process framework, it is surprising that only 60% agreed that they were involved in the process design. In contrast, three-quarters of respondents (75%) agreed that on an ongoing basis, they were able to influence the process used in the LRMP.

Overall, the results indicate that most participants had the opportunity to work together to design the process. However, more effort was required to provide an equal opportunity to influence the initial design of the process.

4.2.6 Clear ground rules

A majority of respondents (82%) agreed that procedural ground rules were clearly defined. In addition, more then three-quarters of respondents (76%) agreed that

participant roles were clearly defined and approximately two-thirds (65%) agreed that First Nations roles were clearly defined. However, an interesting discrepancy is noted when the results are broken down by sector. Only half of First Nations respondents (50%), in contrast to three-quarters (73%) of non-First Nations, agreed that First Nations roles were clearly defined. Similarly, in section 4.4.6.2, responses indicate that a number of First Nations and other sectors felt that the role of First Nations in the plan was not clearly defined nor understood by all sectors, causing problems at the main table.

Overall, the results indicate that a comprehensive procedural framework was established for the process that included clear ground rules and participant roles. However, more work was required to define the role of First Nations at the table and to ensure that all participants understood that role.

4.2.7 Equal opportunity and resources

A majority of respondents (81%) agreed they had, or received, sufficient training to participate effectively. However, only 60% of First Nations agreed that they received sufficient training, indicating that more training support for First Nations would have been useful. Almost three-quarters (73%) of respondents agreed that they received sufficient funding to participate effectively. However, when broken down by sector, only 56% of non-First Nations, in comparison to all First Nations representatives (100%) agreed that they received sufficient funding. The lower agreement by non-First Nations sectors may be partially explained by the fact that some were volunteers. In sections 4.4.4 and 4.4.9, some respondents indicate that volunteer participants did not have the time required to attend working group meetings and did not have the necessary resources to meet regularly with their constituents. These respondents suggested that volunteer participants be provided with more funding, such as a daily stipend, to ensure that they are able to participate equally and meaningfully at the table.

A majority of respondents (88%) agreed that there were unequal levels of influence at the table and less then one-third (29%) agreed that power imbalances among participants were reduced by the process. Surprisingly, in spite of the perceptions of

inequality in resources and power, a majority of respondents (88%) still agreed that their participation made a difference in the outcomes of the NCLRMP process.

These results show that while a strong majority of participants agreed their participation made a difference in the outcomes of the process, and most agreed that they had sufficient training and funding to participate effectively, power imbalances among participants remained an issue. As well, more funding for volunteers may be necessary to ensure they are able to participate equally and meaningfully in the process.

4.2.8 Principled negotiation and respect

A majority of respondents (88%) agreed that the process encouraged open communication about participant's interests. As well, approximately two-thirds of respondents (63%) agreed that participants demonstrated a clear understanding of different stakeholders' interests around the table. However, when broken down by sector, only a small majority of non-First Nations sectors (55%) in contrast to 80% of First Nations agreed that all participants demonstrated a clear understanding of different stakeholder interests around the table.

Almost two-thirds of respondents (65%) agreed that the process generated trust among participants, and 71% agreed the process fostered teamwork. However, only half of First Nations respondents (50%) agreed that the process generated trust. In addition, more then half of respondents (53%) agreed that the process was hindered by a lack of communication and negotiation skills.

Overall the results demonstrate that the process operated according to the conditions of principled negotiation, particularly in encouraging open communication about participants' interests and in fostering teamwork. However, more work was required to enhance trust among participants, to improve communication and negotiation skills, and to ensure that participants demonstrated a clear understanding of each other's interests.

4.2.9 Accountability

A majority of respondents (60%) agreed that they were able to effectively communicate with, and gain the support of their constituency and that their sector provided them with clear direction throughout the process (71%). In addition, a majority of respondents (88%) agreed that representatives at the table were accountable to their constituencies. However, less then half of respondents (47%) agreed that the process helped to ensure they were accountable to their constituency. Thus, while scores for accountability to constituency are generally positive, the process could do more to foster communication between participants and their constituencies. In section 4.4.9, for example, some respondents suggested that enhancing the support of volunteers to communicate with their own constituencies would improve process effectiveness.

Results regarding accountability of the process to the wider public are less positive. A majority of respondents (53%) agreed that the process did not have an effective strategy for communicating with the broader public. Responses in section 4.4.9 may partially explain the poor performance of the process in doing so. Those responses suggest that the official presentation of the final NCLRMP plan by the provincial government to the public did not adequately represent the outcomes of the NCLRMP process. As well, only a slim-majority (56%) of respondents agreed that the process was effective in representing the interests of the broader public. This result is surprising as the final recommendations of the main table received consensus agreement by all sector representatives (except for one of the corepresentatives of small business forestry). These results also contrast with section 4.3.10 where three-quarters (75%) of the respondents agreed that the process served the common good or public interest.

Overall, results indicate that participants were accountable to the process and to their constituencies. A more effective strategy for communicating with the broader public would have aided the ability of the process to ensure the interests of the broader public were represented in the process. In spite of a less effective public communication strategy, respondents still agreed that the interests of the public were represented in the final agreement.

4.2.10 Flexible, adaptive, and creative

More then two-thirds of respondents agreed that the process was flexible enough to be adaptive to new information or changing circumstances. In addition, 71% agreed they were given the opportunity to periodically assess the process and make adjustments as needed. However, only 50% of First Nations respondents (in contrast to 82% of other sector respondents) agreed that the process was flexible enough to be adaptive, and that they were given the opportunity to assess the process and make adjustments.

Results indicate that the process design incorporated sufficient flexibility and opportunities for feedback to allow it to be adaptive. However, more effort was needed to ensure opportunities were available for First Nations to assess the process and make adjustments.

4.2.11 High-quality information

More then three-quarters (76%) of the respondents agreed that the process had adequate high quality information for effective decision-making. As well, a majority of respondents (59%) agreed that the process was well prepared with information needed to accommodate protected areas within the LRMP. In contrast, more than two-thirds (71%) of the respondents agreed that the CIT did not provide high-quality scientific and social information to the planning table. Interestingly, only 18% of non-First Nations agreed that they were satisfied with the information provided by the CIT in contrast to 50% of First Nations. Issues surrounding the CIT are discussed in greater detail in section 4.4.7 in the open-ended results section. Finally, a majority of respondents agreed that both the overlay of resource values on maps (88%) and the multiple accounts method (67%) were useful techniques for evaluating land use options.

The results indicate that the process incorporated high-quality information into decision making and provided participants with sufficient, appropriate, accurate, and timely information. The results clearly reveal that the table was dissatisfied by the information produced by CIT.

4.2.12 Time limits

The NCLRMP was part of a new stream-lined approach to land use planning introduced into the LRMP process. In the past, LRMPs were given an 18-24 month timeline for completion. However, no LRMP was ever completed within 24 months and the average completion time was 48 months (Frame 2002). In contrast, the NCLRMP table was given a time limit of 29 months and told that no extensions would be granted. The government indicated that if the plan was not completed by the deadline that it would make all final decisions based on the information provided by the table at the deadline.

Less then half of the respondents (48%) agreed that the 29-month time period allotted to the process was realistic. In fact, in section 4.4.4 a number of sectors indicated that they asked for more process time from the government but their requests were denied. Some respondents felt that challenging new processes features, such as EBM, required more time to resolve. In terms of the time-structure of the process, a majority of respondents (88%) agreed that the NCLRMP had a detailed project plan for the negotiation process, including clear milestones and 76% agreed that deadlines during the process were helpful.

In summary, the process had clear time limits and milestones that were helpful in expediting the process. The overall timeline for the process was considered unrealistic by a majority of participants and government demonstrated insufficient flexibility in adapting to participant timeline concerns. With less then half of respondents satisfied with the time allotment provided, a review of the process time length would be beneficial. However, as the main table was able to meet its timeline, the over all time length of the process can still be considered feasible.

4.2.13 Implementation and monitoring

A majority of respondents (59%) agreed that table participants shared a strong commitment to plan implementation. However, less then half of the respondents (47%) agreed that the table developed a clear strategy for plan implementation. Indeed, almost two-thirds (64%) of non-First Nations sectors agreed that a clear implementation strategy was developed in contrast to only 17% of First Nations. This discrepancy could be a

result of the fact that First Nations roles in the implementation of the plan were not clarified in the final recommendations of the main table, but instead awaited clarification in government-to-government negotiations

The results indicate that the process fostered a reasonable sense of responsibility, ownership and commitment to implement the outcome of the plan. However, the clarity of the strategy for implementation and the level of commitment to the main table could have been improved.

4.2.14 Effective process management

Almost two-thirds of all respondents (63%) agreed that the process had sufficient structure and 88% agreed that process staff (including facilitators) were skilled in running meetings. However, only half of First Nations (50%) respondents, in contrast to 70% of non-First Nations, agreed that the process had sufficient structure. In terms of neutrality, a smaller majority of respondents (59%) agreed the process staff acted in a neutral and unbiased manner and 71 % agreed the agency responsible for managing the LRMP process acted in a neutral and unbiased manner. However, only half of First Nations (50%) respondents agreed that the process staff and the agency responsible for managing the process acted in a neutral and unbiased manner.

Overall, the results indicate that a majority of participants feel the process was well structured, and coordinated effectively and in a neutral manner. However, First Nations' concerns with process structure and the neutrality of the process staff indicate that these areas require improvement.

4.2.15 Independent facilitation

A strong majority of respondents agreed that the independent facilitator/mediator acted in an unbiased manner (82%) and that their presence improved process effectiveness (88%). The results indicate that facilitators in the process demonstrated sufficient neutrality and were helpful in assisting the table to reach agreement.

4.2.16 Summary for process criteria

All 15 process criteria received 50% or higher agreement by participants and therefore were considered to be met by the NCLRMP process (table 4.2).

Table 4.2: Process criteria and score

	PROCESS CRITERIA	All sectors	First Nations sectors	Non First Nations sectors
1	Value differences	94%	100%	91%
2	Independent facilitation	85%	75%	91%
3	Voluntary participation and commitment	76%	82%	73%
4	Purpose and incentives	75%	73%	76%
5	Clear ground rules	75%	61%	82%
6	Flexible and adaptive	71%	50%	82%
7	Time limits	70%	72%	70%
8	Effective process management	70%	63%	75%
9	Self-design	68%	70%	67%
10	Principled negotiation and respect	66%	67%	66%
11	High-quality information	64%	62%	65%
12	Inclusive representation	62%	67%	59%
13	Accountability	61%	69%	57%
14	Equal opportunity and resources	57%	62%	53%
15	Implementation and monitoring	53%	34%	64%
	Total process agreement	**70%**	**67%**	**71%**

4.3 Outcome criteria

4.3.1 Perceived as successful

Just less then two-thirds of the respondents (63%) agreed that the NCLRMP process was a success and more then three-quarters (76%) agreed it was a positive experience. However, only half of First Nations respondents (50%) agreed that the process was a success. When respondents were asked if they are satisfied with the outcome of the process, only 50% agreed. When the results are broken down, 25% of the

respondents agreed that they are strongly dissatisfied with the outcomes, 25% are somewhat dissatisfied, 31% are somewhat satisfied and 19% are strongly satisfied.

Results for the question of satisfaction with the outcomes of the process are similar to those in section 4.2.9 where only a slim-majority (56%) of respondents agreed that the process was effective in representing the interests of the broader public and in 4.3.2 where 50% agreed that the resulting plan addressed the needs, concerns, and values, of the group they represented. These results are puzzling when compared to results which indicate that a significant majority of respondents feel the process was a success (above) and served the common good or public interest (section 4.3.10). The results are also surprising as the final recommendations of the main table received consensus agreement by all sectors representatives.

It is possible that respondents answered the question in reference to the overall outcomes of the NCLRMP process following government-to-government negotiations and cabinet changes and approval. Perhaps this was not interpreted in reference to the final outcomes of the main LRMP table.

Overall, the results indicate that the process was both a success and a positive experience for respondents. As well, the results show that a majority of respondents (albeit only half) are satisfied with the main table's final outcomes.

4.3.2 Agreement

Given the fact the NCLRMP process reached consensus agreement, it is again surprising that only half of the respondents (50%) agreed that the resulting plan addressed the needs, concerns, and values, of the group they represented. The result was the same for First Nations and non-First Nations sectors alike. When broken down, the results indicate that only 6% of the respondents strongly disagreed that the plan addressed the needs of the group they represented, while 44% somewhat disagreed. On the other hand, 19% somewhat agreed that the plan addressed their group's needs while 31% strongly agreed.

The lower score for this criterion could be an inevitable outcome of consensus negotiation, where all parties are required to compromise to reach an agreement. With

each party potentially giving up something to reach an agreement, the final plan likely will not meet all interests of all stakeholders. Rather, the objective is to develop a plan that comes closest to meeting everyone's interests (Frame 2002). A discussion of potential explanations for similar results that indicates dissatisfaction with process outcomes is presented above in section 4.3.1. Overall the results indicate that the process reached an agreement that met the interests of a majority (albeit only half) of the respondents.

4.3.3 Conflict Reduced

More then two-thirds (69%) of respondents believe that conflict over land use in the area has decreased as a result of the process. In a contentious area such as the North Coast, this is a very significant result. It is not surprising that some respondents (31%) disagreed with the statement that conflict was reduced. The North Coast LRMP still awaits implementation and some contentious issues, such as those surrounding EBM, remain to be worked out by the NCLRMP implementation committee.

4.3.4 Superior to other methods

Three-quarters of respondents (75%) agreed that the LRMP process was the best way of developing a land use plan. A majority of respondents (60%) also agreed that their groups' interests were better accommodated through the process then they would have been through other means. This shows that the BATNAs of most respondents were low. However, only 17% of First Nations in contrast to 89% of non-First Nations agreed that their group's interests were better accommodated through the LRMP process then they would have been through other means. From subsequent interviews with some First Nation's representatives it was determined that the phrase 'First Nations' interests' was interpreted by some of the respondents as relating to First Nations rights and title interests. When the question was re-asked with the clarification that First Nations interests related specifically to those within the mandate of the LRMP process, those interviewed agreed with the statement.

Overall, the results indicate that the process was superior to other planning or decision methods in terms of costs and benefits for most participants.

4.3.5 Creative and innovative

A high majority of respondents (82%) agreed that the planning process produced creative ideas for action. Interestingly, only half of the First Nations (50%) agreed that the planning process produced creative ideas for action. However, overall, it is evident that the process provided an opportunity to produce innovative ideas and approaches to land and resource management in the region.

4.3.6 Knowledge, understanding, and skills

The criteria of knowledge, understanding, and skills gained from the process received high scores from respondents. Every respondent (100%) agreed that, as a result of the process, they have a good understanding of the interests of other participants. In addition, nearly every respondent (94%) agreed that they have a better understanding of their region and that they gained new or improved skills as a result of their involvement. Finally, a large majority of respondents (80%) agreed that as a result of the process they now have a better understanding of how government works with respect to land and resource management. Interestingly, 100% of First Nations respondents agreed with the above statement, in comparison to two-thirds (67%) of other sectors. The discrepancy in results may be partially explained by the fact that in the open-ended answers, some sectors indicated uncertainty about the government-to-government negotiation process and the provincial government's approach to plan implementation. Overall, the results indicate that a high majority of stakeholders gained new and improved skills and a greater understanding of other sectors interests by participating in the process.

4.3.7 Relationships and social capital

The creation of new personal and working relationships is one of the most positively reviewed outcomes of the process. Nearly every respondent (94%) agreed that relationships among table members improved over the course of the process. As well,

almost all respondents (94%) agreed that they have better working relationships with other parties involved in land use planning as a result of the process. Finally, nearly every respondent (94%) agreed that the contacts they acquired through their participation in the LRMP process are useful to them and their sector or organization.

Overall, the results indicate that the process created strong social capital among participants and a network of relationships among diverse parties that allows for continued information exchange, understanding, cooperation, and trust.

4.3.8 Information

Nearly all participants (94%) agreed that the information they acquired through their participation in the LRMP process is useful to themselves or their sector. Furthermore, a large majority (81%) indicate that they have used information generated through the process for other purposes. As well, more then two-thirds (71%) also agreed that the process produced information that has been understood and accepted by all participants. Thus, the results reveal that the process produced broadly accepted and useful information for participants

4.3.9 Second-order effects

Almost two-thirds of respondents (63%) agreed that they have seen changes in behaviors and actions as a result of the process. As well, more then two-thirds (67%) agreed that they are aware of spin-off partnerships, collaborative activities, or new organizations that arose as a result of the process. The results indicate that the process resulted in second-order effects including changes in behavior and action, and new partnerships or collaborative activities.

4.3.10 Public interest

While a survey of those external to the process was not conducted, participants were asked whether they believe the outcomes of the process served the common good or public interest. While in some ways table respondents could be considered a biased sample for this question, respondents do represent a broad spectrum of the public.

Impressively, three-quarters (75%) of the respondents agreed that the process served the common good or public interest. This result is 20% higher then results for a similarly worded question in section 4.2.9 where only a slim-majority (56%) of respondents agreed that the process was effective in representing the interests of the broader public. The majority of First Nations respondents believed that the outcomes of the process served the common good (60%), although their average response was less positive then other sectors (82%).

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

4.3.11 Understanding and support of SDM approaches

A majority of respondents (88%) agreed that government should involve the public in land and resource use decisions. As well, more then three-quarters (76%) agreed that consensus-based processes are an effective way of making land and resource use decisions. Finally, 88% of respondents agreed that knowing what they know now, they would get involved in a process similar to the LRMP again. The results indicate that respondents feel positively about the use of consensus- based processes and the involvement of the public in land and resource use decisions, and are willing to get involved in similar processes again.

4.3.12 First Nations affects on process outcomes

A majority of respondents (82%) agreed that First Nations participation made a significant difference in the outcome of the NCLRMP process. Interestingly, two-thirds of First Nations (67%) agreed that their participation made a significant difference compared to 91% of non-First Nations. The results are consistent with those of section 4.4.6.1 where respondents indicate that the presence and participation of First Nations in the process produced a number of significant benefits. The results are also consistent with section 4.4.2 where First Nations are identified as one of the sectors that benefited most from the process.

4.3.13 Summary of outcome criteria

All 12 outcome criteria received 50% agreement or higher (majority agreement) and therefore were considered to be met by the NCLRMP process (table 4.3).

Table 4.3: Outcome criteria and score

	OUTCOME CRITERIA	All sectors	First Nations sectors	non-First Nations sectors
1	Relationships and social capital	94%	89%	97%
2	Knowledge, understanding, and skills	92%	96%	89%
3	Understanding and support of SDM approaches	84%	83%	85%
4	First Nations affect on the plan outcome	82%	67%	91%
5	Creative and innovative	82%	50%	100%
6	Information	82%	83%	81%
7	Public interest	75%	60%	82%
8	Conflict reduced	69%	60%	73%
9	Superior to other methods	68%	42%	84%
10	Second-order effects	65%	40%	76%
11	Perceived as successful	63%	61%	64%
12	Agreement	50%	50%	50%
	Total process agreement	**75%**	**65%**	**81%**

4.4 General participant feedback

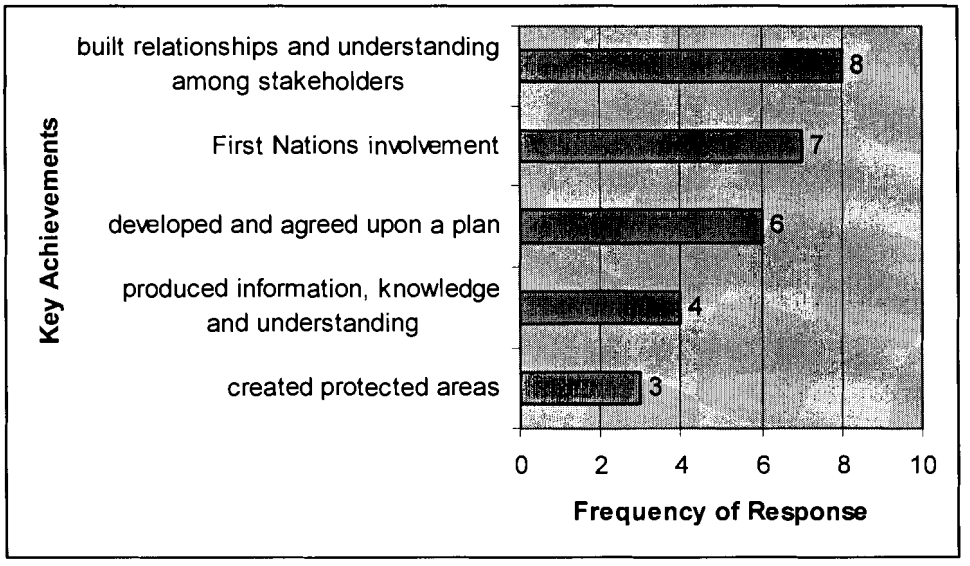
4.4.1 Achievements

Respondents indicated that the main achievements of the process are improved relationships and understanding among participants, as well as the involvement of First Nations in the process. Other frequently mentioned achievements include the table's

success in developing and agreeing on a plan through consensus; the information, knowledge, and understanding that was developed and/or shared by the table participants; and, the creation of protected areas.

For First Nations respondents, the most significant achievement of the process was the building of relationships, understanding, and awareness between sectors. In contrast, non-First Nations sectors indicated that First Nations involvement, and plan development and agreement were the most important achievements of the process. Responses with the greatest frequency across all sectors are summarized in figure 4.1 below.

Figure 4.1: Most frequently reported achievements

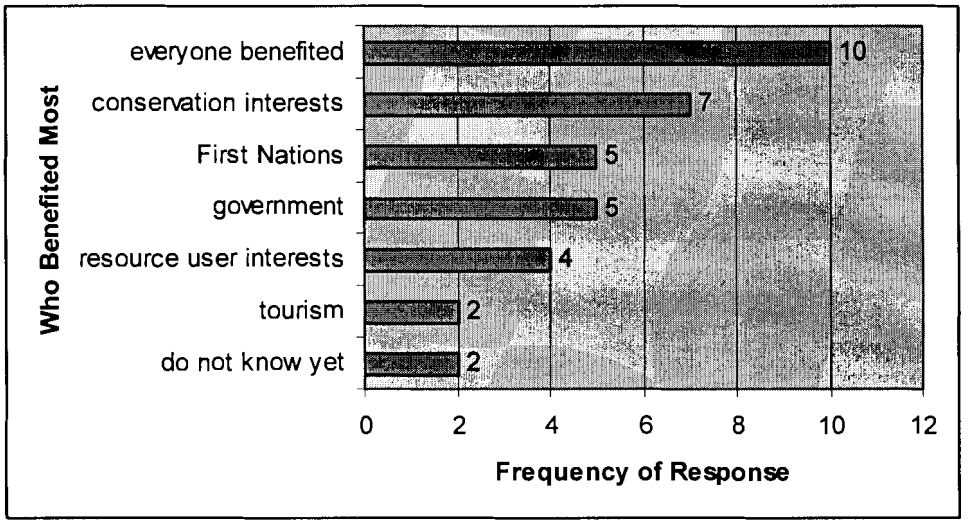


4.4.2 Who benefited?

When asked who they think benefited most from the plan, respondents' most frequent response was that members from every sector at the table benefited. Respondents also indicated that conservation interests were the principal individual beneficiary, followed closely by First Nations, the government, and resource-user interests.

First Nations responses are very evenly split over which sector benefited the most from the process, with almost equal votes being given for every group listed in figure 4.2 below. It is interesting to note that only one First Nations respondent indicated that First Nations benefited most from the process in comparison to four respondents from non-First Nations sectors.

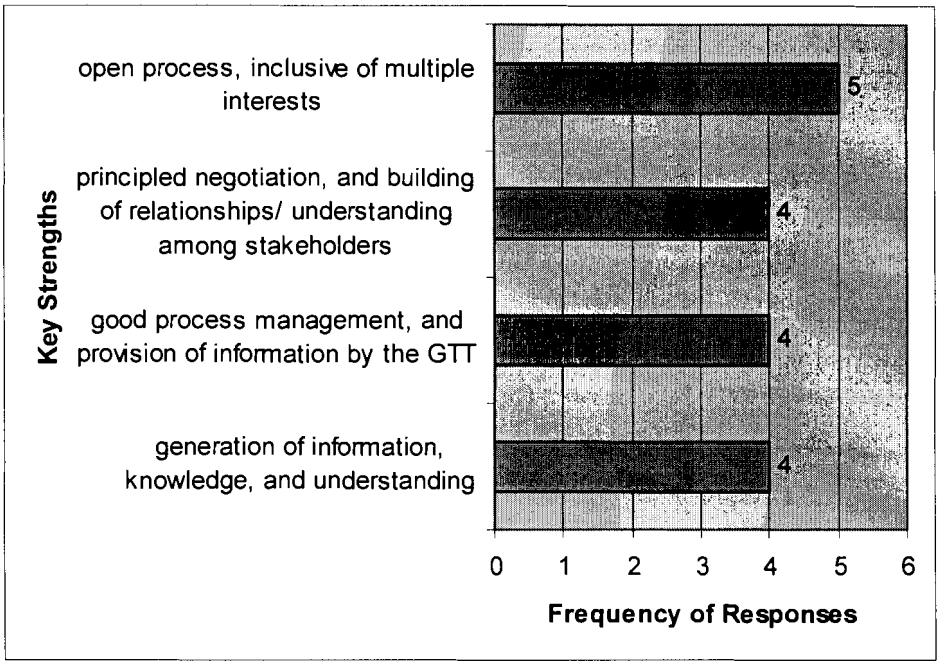
Figure 4.2: Most frequent responses for who benefited from the outcomes of the process



4.4.3 Strengths

The most frequently identified strength by respondents is the open and inclusive nature of the process. In particular, respondents identified the importance of the representation of multiple interests at the table as well as First Nations interest and buy-in to the process. Other key strengths include: principled negotiation; the building of relationships and understanding among stakeholders; good process management and information produced by the government technical team; and, the generation of useful information, knowledge, and understanding (fig. 4.3).

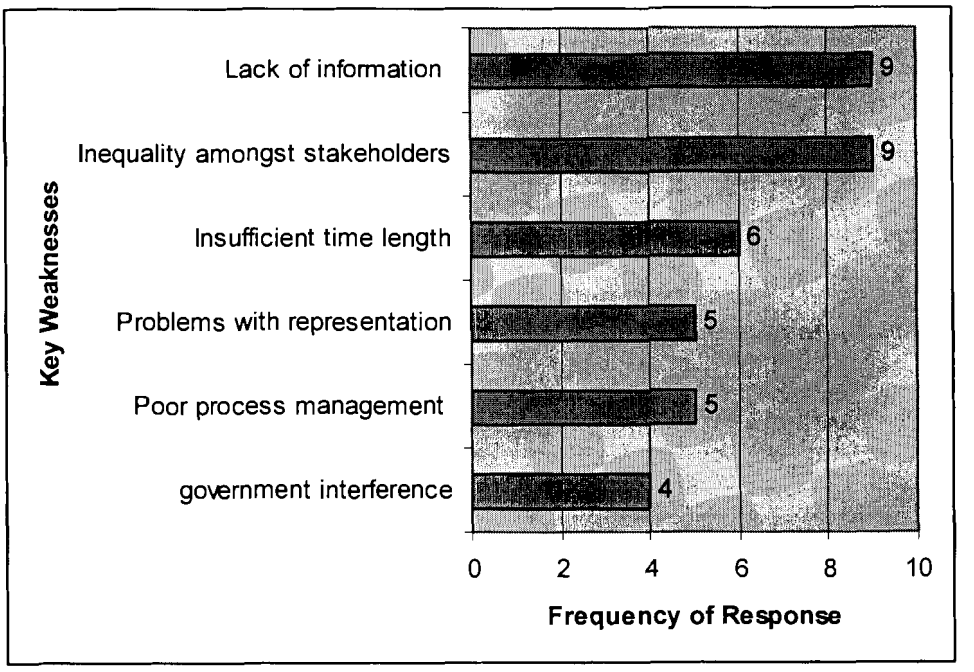
Figure 4.3: Most frequently reported strengths of the process



4.4.4 Weaknesses

A lack of information for the process was cited as a key process weaknesses (fig. 4.4). In particular, respondents felt the information provided by the CIT was of poor quality and too late to be of use. A second identified weakness was representation. Respondents indicated that some sectors had unequal power or influence over the table direction, and that lack of funding for volunteers resulted in unequal resources for participants. Other key weaknesses included a lack of sufficient time to complete the process; ineffective representation and stakeholder structure; ineffective process management including facilitation, chair, and support staff; and, government influence over the plan. Key weaknesses identified by First Nations are the lack of sufficient time to complete the process, and a lack of human resources to support the table process.

Figure 4.4: Most frequently reported weaknesses of the process



4.4.5 Ecosystem-based management

4.4.5.1 Strengths

The most frequently mentioned strength of the use of EBM to guide the planning process was that it provides sustainable land use plans that protect the ecosystem over time. Other strengths included EBM's ability to produce better land management; to consider socioeconomic factors as well as ecological integrity; to provide for buy-in by conservation groups; and, to provide a marketing tool for tourism. A number of participants mentioned that EBM will be very useful if it meets certain criteria that include: (1) adequate testing of the concept (2) a clear understanding by table members of its benefits and impacts (3) flexible application (4) the use of peer reviewed information, and (5) ongoing implementation and funding support.

4.4.5.2 Weaknesses

Both First Nations and non-First Nations sectors respondents' main concern with EBM was that it is not a proven or fully developed concept on the land. Some

respondents also suggested that few participants had a real understanding of what EBM means. Others suggested that many sectors applied different definitions of EBM at the table. Indicative of the confusion over the definition of EBM was one respondent who stated that the concept of EBM was never used at all.

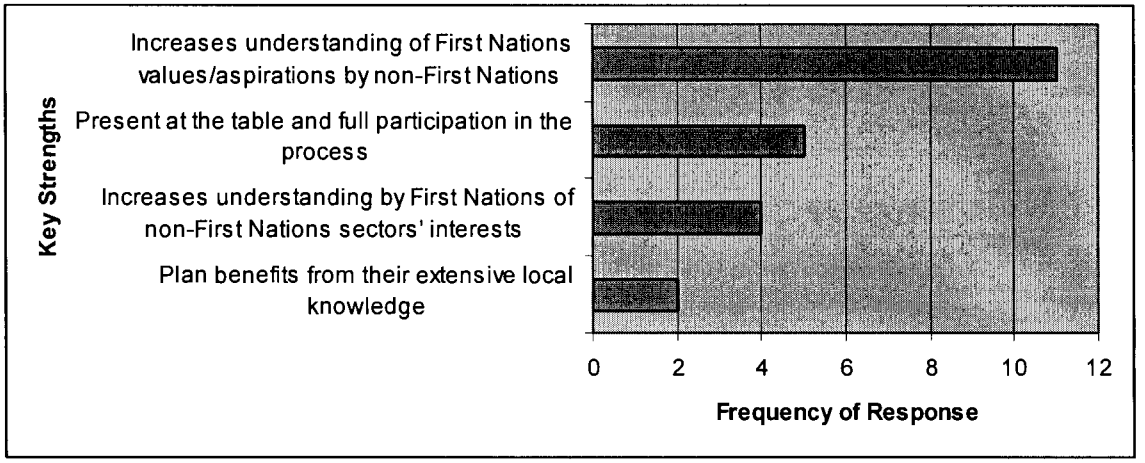
Some respondents provided recommendations to improve the use of EBM in future processes that include (1) making the EBM handbook available to participants earlier in the process (2) reducing influence from outside sources, such as the Central Coast, over EBM definitions and practices in the North Coast, and (3) increasing the length of time available for the process in order to work out on-the-ground EBM details.

4.4.6 First Nations involvement

4.4.6.1 Strengths

According to both First Nations and non-First Nations respondents, the most valuable aspect of First Nations involvement in the plan was that it increased understanding and appreciation of First Nations values and aspirations by non-First Nations participants. Respondents stated that an increased understanding of First Nations values among non-First Nations enhanced the ability of both groups to work together as First Nations develop and lay out their plans for their traditional territories. Similarly, both First Nations and non-First Nations sectors felt that First Nations participation in the process provided First Nations with a valuable understanding of non-First Nations sectors' interests in their territories and of potential economic development opportunities. Non-First Nations respondents also indicated that it was highly valuable to have First Nations present and fully participating at the table and that the plan benefited from their extensive local knowledge. Key strengths of First Nations involvement and the frequency of the responses are presented below (fig. 4.5).

Figure 4.5: Frequency of responses for key strengths in method of First Nations involvement



4.4.6.2 Weaknesses

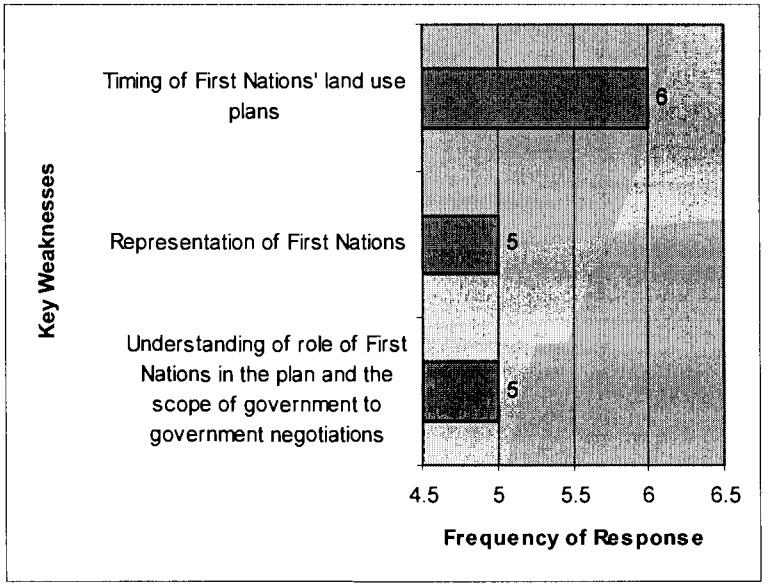
Results indicated that weaknesses of First Nations involvement in the process were largely concerned with issues of process and representation. In terms of process, a number of respondents indicated that the delayed development and presentation of First Nations land use plans caused difficulty and delays at the main table. Some respondents indicated that inadequate technical and financial support by the government prevented First Nations from developing their land use plans in a timely manner.

A number of First nations and non-First Nations sector respondents also indicated that neither the role of First Nations in the plan nor the scope of government-to-government negotiations, were clearly defined or understood by all sectors, causing problems at the main table. As well, some respondents felt that the separate process defeated much of the negotiation process at the main table. Other responses indicated that First Nations participation in the separate negotiations should have started only after the main table negotiations were complete, in order to maintain crucial First Nations participation at the main table.

Another group of concerns involve First Nations representation at the main stakeholder table. Respondents concerns include:(1) a belief that not all First Nations were represented at the table, (2) confusion over who in each nation had the right to speak for the Nation's interests, (3) frustration with the lack of unity of First Nations positions

on issues being negotiated and, (4) frustration with a perceived inflexibility by First Nations over particular issues such as the accommodation of their rights and title interests in their traditional territory.

Figure 4.6: Frequency of responses for key weaknesses of First Nations involvement

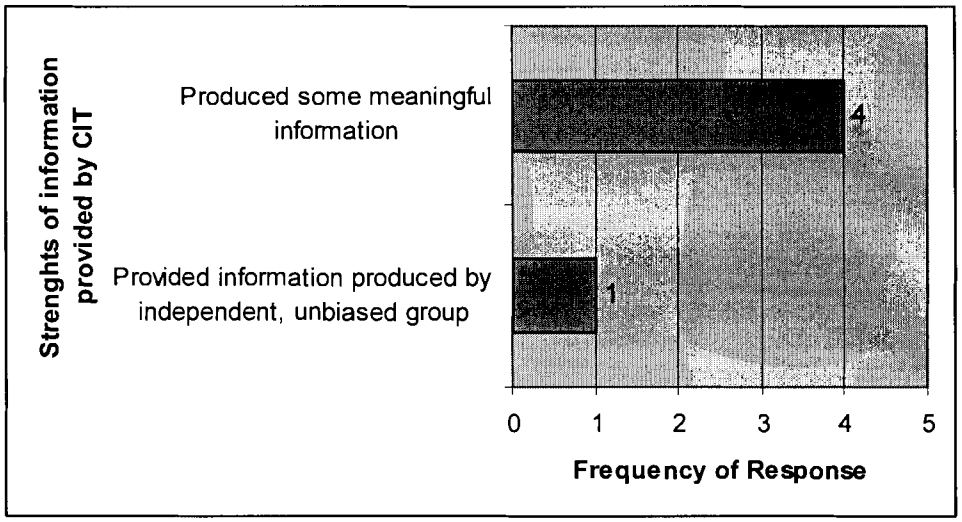


4.4.7 Coast Information Team

4.4.7.1 Strengths

There are only a total of 5 responses from all respondents that indicated strengths of the information provided by the CIT (fig. ??). Of the positive responses, two indicated that the CIT produced meaningful information. One respondent indicated that the CIT produced valuable information related to EBM principles, goals, objectives, and planning procedures, while another indicated that only the scientific information of the CIT was useful.

Figure 4.7: Frequency of responses of key strengths in CIT information

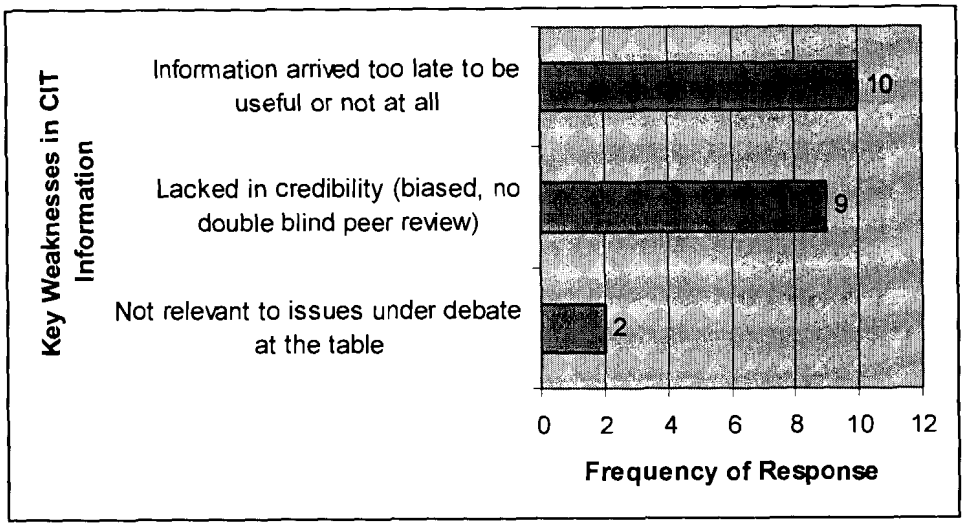


4.4.7.2 Weaknesses

Ten respondents (including three first Nations) indicated that the information produced by the CIT arrived too late to be useful to the table or, in some cases, never arrived at all. Another nine respondents indicated that the information produced by the CIT lacked credibility. For example, two respondents believed that the CIT information was biased, while two others noted that a double-blind peer review of the information produced by the CIT never occurred.

Other cited weaknesses include the perception that CIT information was generally not relevant to the issues or interests under debate at the table (2 respondents); that it was expensive (1 respondent); and, that it was too technical for the average person (1 respondent).

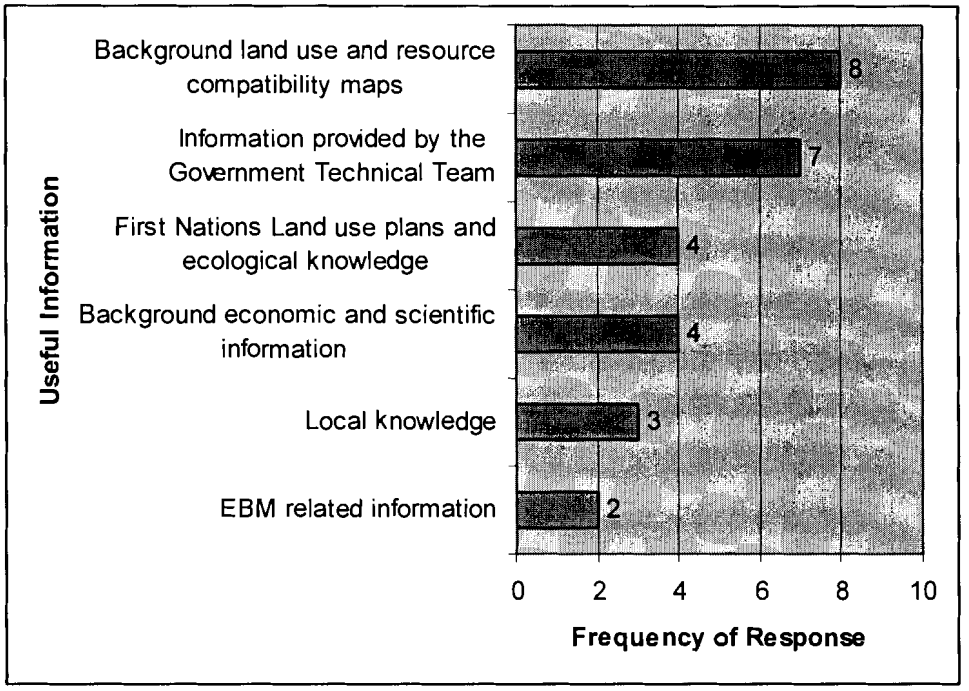
Figure 4.8: Frequency of responses of key weaknesses in CIT information



4.4.8 Useful information

Respondents found a number of different types of information useful for developing the plan. The most helpful types were background land use and resource compatibility maps (8 responses), and scientific and analytical information provided by the government technical team (7 responses). Other important forms of information include First Nations draft land use plans and ecological knowledge; background economic and science information; local knowledge; EBM-related documents; and, information produced by working groups.

Figure 4.9: Frequency of response for information most useful for developing the plan

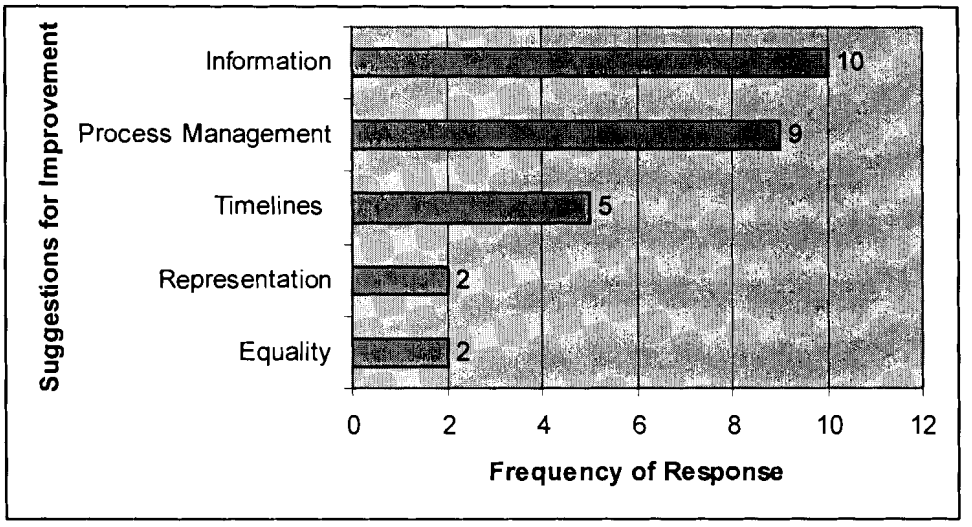


4.4.9 Suggestions for improvement

When asked how the NCLRMP process could have been made more effective, respondents' suggestions covered five main themes: information, process management, timelines, representation and equality (see fig.4.10 for frequency of responses for each theme). Under information, six respondents' provided recommendations to improve the CIT; one suggested that background and baseline information be available prior to the start of the table process; two indicated that First Nations' draft land use plans should be completed prior to the start of the table process. A wide range of suggestions were provided to improve process management that include: a removal of government-to-government negotiations (1 respondent); the inclusion of a marine use component in the plan (1 respondent); the maintenance of separation between the Central and North Coast processes (1 respondent); and, government preparation of both the TOR and the set of issues that will guide the table process (2 respondents). In addition, one respondent indicated that more human resource support was required and while another indicated that support staff should be unbiased.

Other key suggestions included the need for longer timelines in the process (4 respondents) and the need for more adequate funding to enable equal participation among participants (2 respondents). Finally, in terms of representation, two respondents suggested that a greater involvement at the table by the Ministry of Forests and senior government representatives with negotiation powers would have made the process more effective.

Figure 4.10: Most frequent suggestions for process improvement

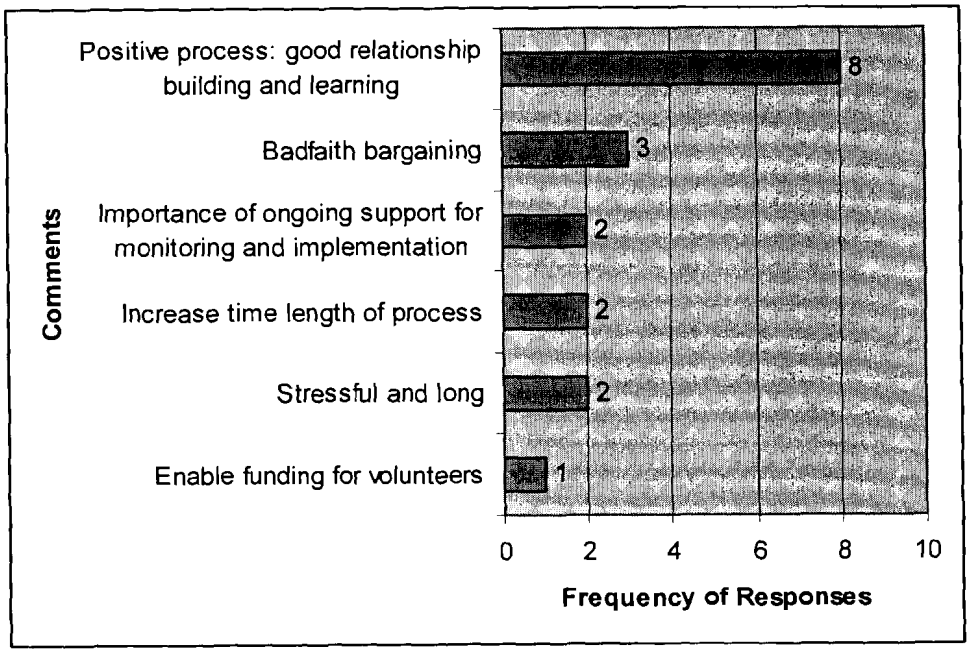


4.4.9.1 General feedback

Respondents' most frequent comments focused on the positive aspects of the process and suggest that many participants found the process to be rewarding in terms of the development of new learning and strong relationships among participants (8 respondents). Other respondents (2) reemphasized common themes such as the need for longer process timelines, 1 respondent identified more funding for volunteer participants, and 2 pointed out the importance of support for ongoing monitoring and implementation of the plan. In addition, 1 respondent indicated frustration with the government-to-government negotiation process. Concern was also expressed by one respondent over

bargaining deals that were made in advance of the process by particular sectors that were not brought to attention of the rest of the table sectors until late in the process.

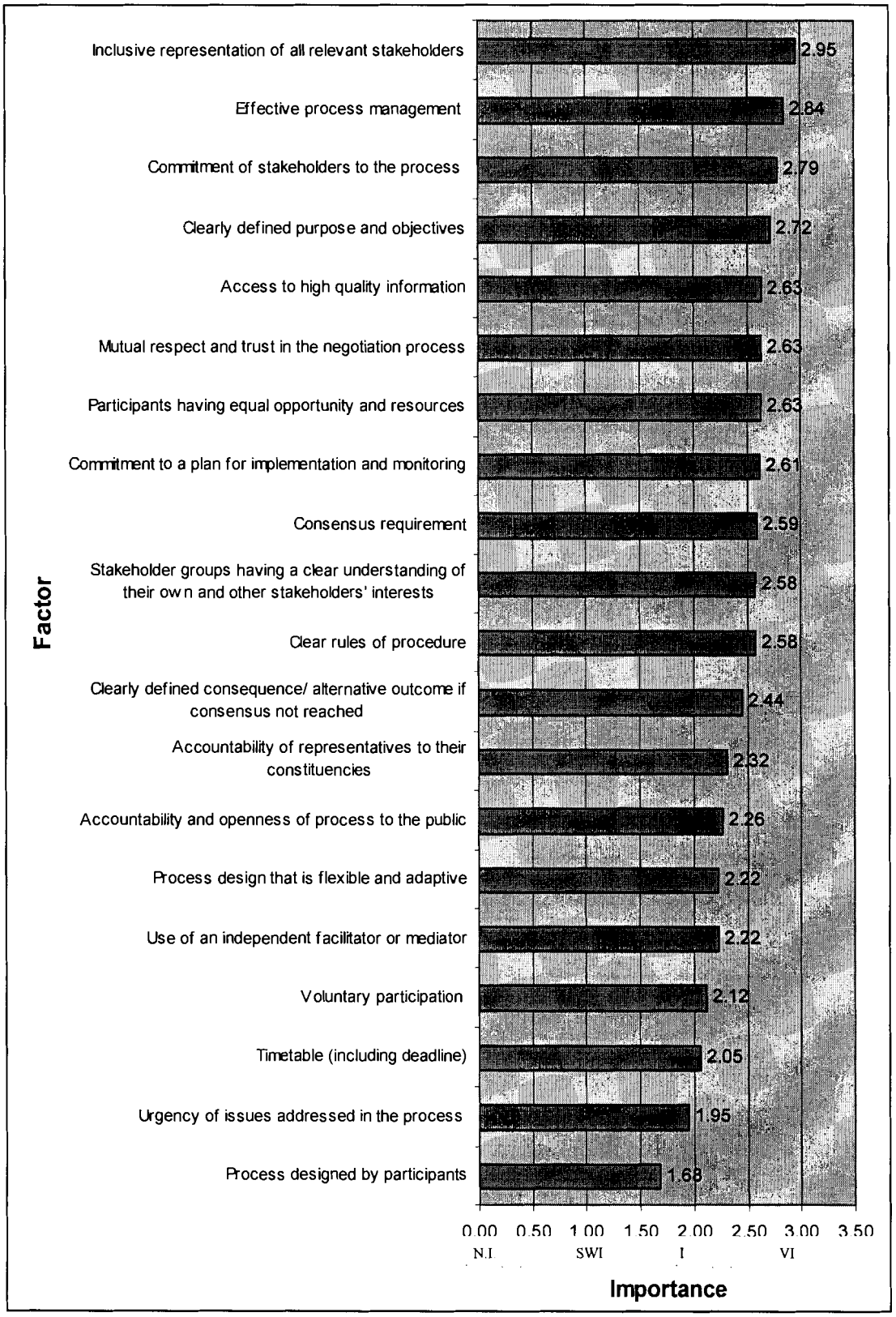
Figure 4.11: Most frequent themes of general feedback comments



4.5 Keys to successful process and outcomes

Based on their experience of having participated in a consensus-based process, participants were asked to indicate how important they thought a list of factors was in achieving a successful process and outcome. Scores are summarized in figure 4.12 .While there is some variation in importance, all 20 factors score on the range of somewhat important to very important, with 18 scoring as important to very important. First Nations results were very similar to those of other table representatives. Based on these results, all factors listed in this section should be taken into account in the design of CP processes.

Figure 4.12: Participant Perspectives on importance of key factors in achieving a successful process and outcome



5
RECOMMENDATIONS AND CONCLUSION

5.1 Introduction

This study evaluates CP based on a case-study analysis of the North Coast LRMP process. The report reviews the framework used to develop the NCLRMP, and analyses results of a survey conducted with 17 process participants. This chapter summarizes findings from the evaluation of the NCLRMP process and its three key innovations. Recommendations for future LRMP processes are provided along with conclusions regarding the case study, and CP theory and practice.

5.2 Was the process successful?

Overall, the NCLRMP process can be considered a success as it achieved each of the 12 outcome criteria. However, the process was particularly successful in its achievement of three crucial outcomes. First, the diverse table was able to reach a consensus agreement (with one abstention) for a complex land-use plan for the North Coast Region. According to participants, the table's final agreement met the broad public interest and reduced conflict in the region (table 5.1). In a diverse and contentious area such as the North Coast, these are significant accomplishments. Secondly, the process enhanced relationships and social capital amongst previously polarized groups in the region and resulted in the generation of critical knowledge, information, and understanding among participants of the region's economy, ecology, and cultures (table 5.1). Finally, participants agreed that collaborative planning is superior to other land and resource-use planning methods and is the most effective way for stakeholders interests to be accommodated (table 5.1).

Nevertheless, the NCLRMP process produced a surprising anomaly. While the final recommendations of the main table received consensus agreement, approximately half of the table representatives felt the plan did not meet their own interests (table 5.1).

This lower score may be an inevitable outcome of consensus negotiation, where all parties are required to compromise to reach an agreement. With each party potentially giving up something to reach consensus, the final plan may not meet all interests of all stakeholders. Rather, the objective is to develop a plan that comes closest to meeting everyone's interests (Frame 2002). This interpretation is supported by the higher agreement (75%) that the plan meets the public interest. Therefore, within the context of compromise, the fact the majority of participants felt the resulting plan addressed the needs of their group is positive indeed.

Table 5.1: Select outcome criteria

Criteria	Agreement (%)
Enhanced relationships and social capital	94%
Knowledge, understanding, and skills	92%
Understanding and support of CP	84%
Public interest	75%
Conflict reduced	69%
Meets stakeholder's interests	50%

5.3 Why was it successful?

The NCLRMP process was a success because it met 15 key CP process criteria. Three process achievements stand out as being particularly critical to the achievement of successful outcomes: strong purpose and incentives, effective process management and design, and high-quality information.

1. Strong purpose and incentives

Stakeholders were committed to the process because they had strong incentives to negotiate and reach agreement. The best alternative to a negotiated agreement (BATNA) for participants was a unilateral decision by the government on land use for the region. Such a BATNA likely increased participants' willingness to negotiate an agreement. Furthermore, participants agreed that the issues they were dealing with in the process were significant problems requiring timely resolution, indicating that a sense of urgency existed among the participants to reach an agreement.

2. *Effective process management and design*

The NCRLMP was managed by a strong government technical team that coordinated and designed the process in a highly efficient and effective manner. The GTT ensured the process was open and inclusive of all interests in the region and that it had clear ground rules and participants roles. In addition, effective facilitation and process management kept the table to a detailed project plan with tight timelines and key milestones.

3. *High-quality information*

In spite of stakeholder concerns about the CIT, the GTT provided high-quality information and analysis for effective decision making at the table.

The NCLRMP did not perform as strongly on some process criteria as on others. In particular, the table was not as effective in ensuring that the process provided equal opportunity and resources to all participants. However, in spite of the fact that there was inequality in power and resources at the table, 88% of the participants agreed that they were able to influence the process. The finding indicates that inequality in power and resources at a table may not be as significant a barrier to CP processes as is suggested by some critics in the literature.

Table 5.2: Select process criteria

Criteria	Agreement (%)
Purpose and incentives	75%

Effective process management	70%
High quality information	64%
Equal opportunity and resources	57%

5.4 First Nations sectors versus non-First Nations sectors responses

Overall, First Nations and non-First Nations sectors' levels of agreement with process and outcome criteria differentiated by approximately 10% (table 5.3). The two groups' responses were relatively similar for process criteria where non-First Nations sectors level of agreement was approximately 4% higher then First Nations sectors. However, for outcome criteria non-First Nations sectors had a 16% higher level of agreement then First Nations.

After follow up interviews with particular First Nations sector representatives, it was clear that some of the discrepancy was partially attributable to G2G negotiations. Two outcome criteria, *First Nations affect on the plan outcome* and *Superior to other methods*, are examples of the influence of the G2G on First Nations responses (table 5.4). For the former criteria, some First Nations responded in the negative become they felt that their largest affect on land use decisions for the North Coast occurred during the G2G negotiations process and not at the main table process. For the latter criteria, some First Nations believed that their interests were best accommodated through the G2G process rather then the main table.

Table 5.3: Total levels of agreement with criteria by sector

CRITERIA	All sectors	First Nations sectors	Non-First Nations sectors
Process	70%	71%	67%
Outcome	75%	81%	65%
Total	**73%**	**76%**	**66%**

Table 5.4: Select outcome criteria responses compared by sector

CRITERIA	All sectors	First Nations sectors	Non-First Nations sectors
First Nations affect on the plan outcome	82%	67%	91%
Superior to other methods	68%	42%	84%

5.5 Effectiveness of innovations

One objective of this research project is to evaluate the effectiveness of three innovations introduced in the NCLRMP process to mitigate previous process deficiencies. Based on the results summarized in chapter 4, conclusions are provided below regarding the effectiveness of First Nations involvement in the plan, the use of EBM to guide plan development, and the use of an independent team to provide socioeconomic and ecological information to the table. Recommendations for improvements to each of the innovations are provided in section 5.5.2.

5.5.1 First Nations Involvement (A two-tiered process):

Where land and resource planning processes involve multiple stakeholders and First Nations with rights and title in the region, the use of a two-tiered table method and G2G discussions appears to be an effective way of engaging First Nations in the process. The two-tiered process used to integrate First Nations into the NCLRMP process was successful in overcoming past process deficiencies by securing a high level of First Nations participation. Respondents agreed that they were satisfied with the way First Nations were involved in the process (69%) and that First Nations participation made a significant difference in the process outcomes (82%). In fact, First Nations were identified as one of the key beneficiaries of the plan and their involvement was rated by

the stakeholders as one of the NCLRMPs greatest achievements. Key benefits of First Nations involvement in the process include:

- increased understanding of First Nations values and aspirations by non-First Nations participants;
- increased First Nations' understanding of non-First Nations sectors' interests in their traditional territories; and,
- provision of extensive local knowledge by First Nations to the planning table.

Increased understanding and strengthened relations between First Nations and non-First nations sectors in the North Coast planning region enhances the ability of these sectors to work together in the future. The heightened level of social capital will be extremely important as First Nations continue to work with non-First Nations sectors and the government as they develop and lay out their land use plans for their traditional territories.

5.5.2 Ecosystem-Based Management

Ecosystem-based management (EBM) was used to guide plan development. EBM is defined by the CIT as an adaptive approach to managing human activities that seeks to ensure the coexistence of healthy, fully functioning ecosystems and communities. The intent is to maintain those spatial and temporal characteristics of ecosystems such that component species and ecological processes are sustained, and human well being is supported and improved (B.C. MSRM 2005a: 38).

According to the participants, EBM is a useful and valuable framework to apply in the development of an LRMP plan. If designed and implemented appropriately, stakeholders believe that EBM can create more sustainable land use plans that maintain both the ecological integrity of the region and the socioeconomic health of the communities that live there. However, the untested nature of EBM and the lack of a shared definition of EBM by table members caused concern for some participants. In particular, participants were worried that the lack of shared understanding of EBM among table members would result in its ineffective application during the implementation stage.

5.5.3 Coast Information Team

The Coast Information Team (CIT), an independent body of scientific experts, was tasked with providing information to the planning table, to supplement the work of the traditional government technical information team. The addition of the CIT was designed to mitigate the past concern of LRMP tables over the bias of the provincial government who supplied all necessary scientific and social information for past LRMPs (B.C. Ministry of Sustainable Resource Management, 2003). The CIT mandate was to develop information and analyses that support the development and implementation of EBM for the coastal LRMP plans (B.C. MSRM 2005a).The CIT was also mandated to combine western science, traditional and local knowledge, environmental expertise, and community experience to develop its information and analyses.

The study reveals that CIT was generally ineffective in meeting its mandate to provide unbiased, high-quality scientific and social information to the planning table. Information produced by CIT often arrived too late, was irrelevant to the issues under debate at the table, and lacked credibility. No feedback was provided on the effectiveness of CIT to combine western science, traditional and local knowledge, environmental expertise, and community experience to develop information for the table.

5.6 Recommendations

5.6.1 Recommendations for design of Future LRMP processes

To be effective, a collaborative planning process should meet the key criteria identified in figure 4.12. While the NCLRMP process performed strongly across most key criteria, there were some areas where improvement is required. This section provides suggestions for six key areas requiring attention in future process design and management.

1. *Establish collective goals and objectives for the process*

Few participants agreed that the stakeholders collectively identified and agreed upon clear goals and objectives for the process (29%). It is likely that more time and

capacity training is required during the assessment stage of the process to enable the group to collectively identify and agree upon goals and a vision for the process.

2. *Ensure adequate government representation*

Only 53% of respondents agreed that all government agencies that needed to be involved were adequately represented in the process. Based on respondent suggestions, it is recommended that all government agencies that need to be involved in the process are present at the table and represented by senior government representatives with negotiation powers.

3. *Ensure equal levels of influence and resources for volunteers*

Unequal levels of influence and resources existed at the table. While power imbalance may be inevitable, improvements could be made to mitigate inequities. In particular, provision of greater funding resources for volunteer participants (those who are not paid by a company or constituency to attend meetings) would help ensure their ability to participate equally and effectively at the main table. In addition, increased technical support and funding assistance for volunteers can help improve their ability to be more accountable to their constituencies.

4. *Enhance principled communication and negotiation skills*

More then half of the respondents (53%) agreed that the process was hindered by a lack of communication and negotiation skills. It is critical that negotiation skills be developed in advance of a CP process. Respondents indicated that the training they received in dispute resolution and conflict management from the Justice Institute was highly valuable. Therefore, it is recommended that training in dispute resolution be made mandatory for all participants in future processes.

5. *Foster broad support for implementation*

The process fostered mediocre commitment by participants to implement the plan and less then half of the participants agreed that the table developed a clear strategy for implementation (47%). The low results for implementation criteria could be a result of the fact that First Nations roles in plan implementation were not clarified in the final recommendations of the main table, but instead awaited clarification in government-to-government negotiations. However, the low level of commitment to and clarity

surrounding the NCLRMP implementation plan could lead to significant challenges in the implementation stage. The development of a strong commitment by participants to implementation, and a clear strategy for implementation, are critical to the long-term success of the plan. A second stage of agreement to implementation could follow government-to-government negotiations in order to ensure broad commitment by all stakeholders to plan implementation.

6. *Review process time length*

While the process was completed on schedule, less then half of the participants (48%) felt the 29-month timeline for the process was realistic. A review of time limits should be undertaken to ensure sufficient time for the development of shared process goals and objectives; the opportunity for stakeholders to participate in the initial process design; and, sufficient time for participants to address new process features, such as EBM.

5.6.2 Recommendations for Innovations

5.6.2.1 Method of First Nations Involvement

The results from the open- and close-answer questions, and interviews with respondents, indicate potential opportunities for improvement of the method of First Nations involvement in the NCLRMP Process:

- *Development of First Nations' land use plans*

The delayed development and presentation of First Nations land use plans caused difficulty and delays at the main table. Therefore, First Nations land use plans should be developed in advance of the main table meetings in order to increase the effectiveness and efficiency of the process. Enhanced provincial funding and technical support should be provided where required to ensure equitable capacity among First Nations to develop their own land use plans in an efficient and effective manner.

- *Timing of government-to-government negotiations*

First Nations participation in separate G2G negotiations should occur only after the main table negotiations are complete, in order to maintain their crucial participation in negotiations at the main table.

- *Clear definition of First Nations' role*

In future two-tiered table processes, it is critical that the role of First Nations and the rationale and scope of G2G negotiations are clearly defined and understood by all participants.

5.6.2.2 EBM

To ensure that EBM is effectively applied in CP processes it is recommended that its application be based upon:

- *A clear definition of EBM*

Committee members should agree upon a shared definition of EBM, and clearly understand its potential benefits, and impacts.

- *Peer-reviewed information*

The use of credible, peer-reviewed, or double blind peer-reviewed information should be required.

- *Adequate testing*

Pilot projects should be undertaken to determine the effectiveness of newly developed applications of EBM.

- *Flexibility*

The process design should be flexible to the incorporation of new information and be based upon adaptive management principles.

- *Commitment to implementation*

Ongoing funding and institutional support for monitoring and implementation of EBM should be provided.

5.6.2.3 CIT

The use of an independent, external information team was largely ineffective and requires a number of key process design and management improvements in order to ensure that it meets its intended mandate in future processes. Continued concern by some respondents of bias in the work of the government technical team indicates that the use of an arms-length information team is still important to stakeholders. Therefore, two improvements are recommended below for the use of an arms-length information team.

- The use of a double-blind peer review process to ensure credibility of the information provided.
- Management of the information team and design of the information delivery process to ensure that information is relevant and useful to the table and provided on time. Greater integration of the team management with the table process management would ensure greater relevancy of its information and effective coordination between the two teams. As well, a higher level of administrative integration would allow for research that is independent and arms-length from government.

5.6.3 Recommendations for Future Research

It would be valuable to undertake a comparative evaluation of the two-tiered method of First Nations involvement in recent LRMP processes such as the Central Coast, North Coast and Haida Gwaii LRMPs. A comparative analysis of the results of these evaluations would provide insight into the challenges of cross-cultural collaboration in CP processes and offer important recommendations for future two-tiered process design.

5.7 Project limitations

It is challenging, if not impossible, to subject the same complex land and resource use issues to both a traditional and CP process. As a result, this study was not able to use a control group from a traditional planning method to compare survey results with the NCLRMP. This study is also unable to draw general conclusions regarding the effectiveness of CP based on only the single NCLRMP case study. However, to mitigate this weakness, the results of this analysis will be added to a database of previously completed studies at REM. Future meta-analysis of the REM studies will assess the general effectiveness of CP and will aid in the development of best practices for CP by assessing the correlation between successful outcomes and process characteristics.

In addition, this study was also reliant upon potentially biased participant observations to assess outcomes and process characteristics. In order to address this concern, a thorough review was undertaken of all main table and working group minutes, and telephone interviews were conducted with a number of the process administrative staff, government-to-government negotiators, and main table participants.

5.8 Conclusions

This study evaluated CP based on a case-study analysis of the North Coast LRMP process. The use of a CP process in the North Coast LRMP resulted in a successful outcome as stakeholders jointly developed and agreed upon a complex land use plan for the North Coast region. The challenging process resulted in a plan that meets the public interest, benefits most if not all sector interests at the table, and reduces conflict in the region. In addition to agreement over a plan, the process produced a number of other significant outcomes such as the generation of important useful ecological and socioeconomic knowledge for the region, the enhancement of skills and understanding among participants, the effective inclusion of First Nations in the process, and enhanced relationships and social capital among a diverse group of stakeholders. These additional benefits enhance the capacity of local stakeholders to continue to work together to meet future land and resource use challenges and opportunities in the region. However, some results of the plan were not as strong as expected. Only half of the stakeholders were

satisfied with ability to meet their own groups' needs and values. In spite of these lower levels of satisfaction, participants still believe that CP is an effective way of making land and resource use decisions and that the LRMP process is the best way of developing a land use plan for the region.

General conclusions regarding the overall effectiveness of CP based on only a single case study of the North Coast LRMP are not possible. However, tentative key findings can be drawn from the study results that confirm the findings of previous studies and lend support to advocates of CP. The experience of the NCLRMP reveals that CP processes can result in high-quality agreements even when significant power imbalances and value differences exist among stakeholder members. As well, CP can provide a number of critical benefits that increase the capacity of local stakeholders to effectively resolve future land and resource use challenges and opportunities in the region.

CP is increasingly being used throughout the world in various aspects of environmental conflict resolution and resource planning. The experience of the NCLRMP process suggests that, while not a panacea, CP is a promising planning method that can be effective in resolving conflicts among diverse interests and in developing efficient and innovative plans for public resource management.

APPENDICES

Appendix A:
LRMP Participant Survey Results

Answers to closed questions- number of responses

Legend:
SA=Strongly Agree
SWA=Somewhat Agree
SD=Strongly Disagree
SWD=Somewhat Disagree
N/A=Not Applicable or No Answer

A 1: Survey Part A number of responses

PART A: YOUR PARTICIPATION IN THE PROCESS *To what extent do you agree or disagree with each of the following statements about the LRMP process you participated in?*	SA	SWA	SWD	SD	NA
1. I became involved in the process because I/my organization felt it was the best way to achieve our goals/ with respect to land use planning.	8	5	1	1	2
2. I had clear goals in mind when I first became involved in the LRMP process.	7	6	3	1	0
3. I was fully committed to making the process work.	13	2	1	0	1
4. I was involved in the design of the LRMP process (i.e. ground rules, roles, procedures).	3	6	1	5	2
5. On an ongoing basis, I was able to influence the process used in the LRMP.	5	7	3	1	1
6. I had or received sufficient training to participate effectively.	6	7	2	1	1
7. I had or received sufficient funding to participate effectively.	7	4	1	3	2
8. My participation made a difference in the outcomes of the LRMP process.	9	6	1	1	0
9. Due to constraints of the process, I was unable to effectively communicate with and gain support from my constituency.	1	5	4	5	2
10. The process helped to ensure I was accountable to the constituency I was representing.	2	4	6	2	3
11. The organization/sector/group I represented provided me with clear direction throughout the process.	6	6	3	2	0

A 2: Survey Part B number of responses

PART B: THE PROCESS IN GENERAL					
To what extent do you agree or disagree with each of the following statements about the LRMP process you participated in?	SA	SWA	SWD	SD	NA
1. All appropriate interests or values were represented in the process.	4	8	3	2	0
2. There were significant differences in values among participants.	14	2	1	0	0
3. All government agencies that needed to be involved were adequately represented.	5	4	2	6	0
4. All participants were committed to making the process work.	4	6	1	6	0
5. The process participants collectively identified and agreed upon clear goals and objectives.	1	4	11	1	0
6. Participant roles were clearly defined.	5	8	4	0	0
7. First Nations roles were clearly defined.	4	7	3	3	0
8. I am satisfied with the way First Nations were involved in the process.	6	5	3	2	0
9. The procedural ground rules were clearly defined.	10	4	3	0	0
10. Stakeholders had a clear understanding that if no consensus was reached, the provincial government would make the decisions.	12	4	0	1	0
11. All interests/perspectives had equal influence at the LRMP table.	2		7	8	0
12. The process reduced power imbalances among participants.	1	4	7	5	0
13. The process encouraged open communication about participants' interests.	7	7	2	0	0
14. All participants demonstrated a clear understanding of the different stakeholder interests around the table.	5	5	5	1	0
15. The process was hindered by a lack of communication and negotiation skills.	2	6	4	3	0
16. The process generated trust among participants.		11	5	1	0
17. The process fostered teamwork.	1	11	5	0	0
18. Generally, the representatives at the table were accountable to their constituencies.	4	11	2	0	0
19. The process had an effective strategy for communicating with the broader public.	2	6	6	3	0
20. The process was effective in representing the interests of the broader public.	2	7	5	2	1
21. The process was flexible enough to be adaptive to new information or changing circumstances.	4	8	4	1	0
22. Participants were given the opportunity to periodically assess the process and make adjustments as needed.	3	9	1	4	0
23. The process had a detailed project plan (for the negotiation process) including clear milestones.	9	5	2	0	1

PART B: THE PROCESS IN GENERAL					
To what extent do you agree or disagree with each of the following statements about the LRMP process you participated in?	SA	SWA	SWD	SD	NA
24. Deadlines during the process were helpful in moving the process along.	6	7	2	2	0
25. The time allotted to the process was realistic.	3	5	3	6	0
26. The issues we were dealing with in the LRMP process were significant problems requiring timely resolution.	12	3	1	1	0
27. The process was hindered by lack of structure.	1	5	4	6	1
28. Process staff acted in a neutral and unbiased manner.	6	4	4	3	0
29. The agency responsible for managing the LRMP process acted in a neutral and unbiased manner.	9	3	4	1	0
30. Process staff (including facilitator(s) if used) were skilled in running meetings.	7	8	2	0	0
31. The presence of an independent facilitator/mediator improved process effectiveness.	11	4	2	0	0
32. The independent facilitator/mediator acted in an unbiased manner.	10	4	2	1	0
33. The CIT provided high quality scientific and social information to the planning table.	2	3	4	8	0
34. The process lacked adequate high quality information for effective decision-making.	1	3	8	5	0
35. The setting of the provincial guide of 12% Protected Areas was helpful to reaching consensus.	0	2	3	11	1
36. The process was well prepared with the information needed to accommodate protected areas within the LRMP.	2	8	4	3	0
37. The overlay of resource values on maps was a useful technique for evaluating land use options.	8	7	2	0	0
38. The multiple accounts method was a useful way of evaluating land use options.	5	5	5	0	2
39. The table developed a clear strategy for plan implementation.	2	6	3	6	0
40. At the end of the process, the table participants shared a strong commitment to plan implementation.	6	4	5	2	0

A 3: Survey Part C responses

PART C: THE OUTCOMES OF THE PROCESS					
To what extent do you agree or disagree with each of the following statements about the outcomes of the LRMP process you participated in?	SA	SWA	SWD	SD	NA
1. The LRMP process I participated in was a success.	3	7	4	2	1
2. The LRMP process was a positive experience.	5	8	3	1	0
3. I am satisfied with the outcome of the process.	3	5	4	4	1
4. The resulting plan addressed the needs, concerns, and values, of the group I represented.	5	3	7	1	1
5. First Nations participation made a significant difference in the outcome of the LRMP process.	9	5	2	1	0
6. As a result of the LRMP process, conflict over land use in the area has decreased.	4	7	4	1	1
7. The LRMP process was the best way of developing a land use plan.	7	5	3	1	1
8. I/my organizations' interests have been accommodated better through the LRMP process than they would have been through other means.	6	3	5	1	2
9. The planning process produced creative ideas for action.	7	7	3	0	0
10. As a result of the process, I have a good understanding of the interests of other participants.	11	6	0	0	0
11. As a result of the process, I now have a better understanding of how government works with respect to land and resource management.	5	7	3	0	2
12. As a result of the process, I have a better understanding of my region.	10	6	1	0	0
13. I gained new or improved skills as a result of my involvement in the process.	8	8	0	1	0
14. The relationships among table members improved over the course of the process.	10	6	1	0	0
15. I have better working relationships with other parties involved in land use planning as a result of the LRMP process.	9	6	1	0	1
16. Contacts I acquired through my participation in the LRMP process are useful to me and/or my sector/organization.	10	5	1	0	1
17. The LRMP process produced information that has been understood and accepted by all participants.	4	8	3	2	0
18. Information acquired through my participation in the LRMP process is useful to me and/or my sector/organization.	8	7	0	1	1
19. I have used information generated through the LRMP process for purposes outside of the process.	4	9	1	2	1

PART C: THE OUTCOMES OF THE PROCESS					
To what extent do you agree or disagree with each of the following statements about the outcomes of the LRMP process you participated in?	SA	SWA	SWD	SD	NA
20. I have seen changes in behaviors and actions as a result of the process.	5	5	5	1	1
21. I am aware of spin-off partnerships or collaborative activities or new organizations that arose as a result of the process.	4	6	3	2	2
22. I believe the outcome of the LRMP process served the common good or public interest.	8	4	2	2	1
23. I believe that consensus based processes are an effective way of making land and resource use decisions.	10	3	2	2	0
24. The government should involve the public in land and resource use decisions.	12	3	0	2	0
25. Knowing what I know now I would get involved in a process similar to the LRMP again.	9	5	0	2	0

A 4: Survey Part D responses

PART D: COLLABORATIVE PROCESSES IN GENERAL					
Based on your experience of having participated in a consensus-based, shared decision-making process, how important is each of the following factors in achieving a successful process and outcome?	VI	I	SI	NI	Don't Know N/A
Inclusive representation of all relevant stakeholder/interest groups	18	1	0	0	0
Voluntary participation (all participants are free to leave at any time or pursue other avenues if agreement not reached)	8	5	2	2	1
Commitment of stakeholders to the process because it was the best way of meeting objectives	15	4	0	0	0
Clearly defined purpose and objectives	13	5	0	0	0
Consensus requirement	13	2	1	1	1
Clearly defined consequence or alternative outcome if consensus not reached (e.g. knowing the provincial government would make the decisions if no consensus reached)	11	5	1	1	0
Urgency of issues addressed in the process providing incentive to reach agreement	5	10	2	2	0
Process designed by participants	2	11	4	2	0
Clear rules of procedure	12	6	1	0	0
Participants having equal opportunity and resources (skills, resources, money, support)	14	3	2	0	0
Mutual respect and trust in the negotiation process	14	3	2	0	0

PART D: COLLABORATIVE PROCESSES IN GENERAL					
Based on your experience of having participated in a consensus-based, shared decision-making process, how important is each of the following factors in achieving a successful process and outcome?	VI	I	SI	NI	Don't Know N/A
Effective process management (including process coordinator/staff)	16	3	0	0	0
Timetable (including deadline for reaching agreement)	5	10	4	0	0
Use of an independent facilitator or mediator	8	7	2	1	0
Stakeholder groups having a clear understanding of their own and other stakeholders' interests	13	4	2	0	0
Accountability of representatives to their constituencies	11	5	1	2	0
Accountability and openness of process to the public	10	5	3	1	0
Access to high quality information	12	7	0	0	0
Process design that is flexible and adaptive	7	8	3	0	0
Commitment to a plan for implementation and monitoring	13	3	2	0	0

Answers to closed questions-percentages sorted by criteria

Legend:

Total % A Number of participants that Strongly agree and Somewhat agree with the question divided by the total number of all responses for the question (excluding N/A responses)

Total % DA Number of participants that strongly disagree and somewhat disagree with the question divided by the total number of all responses for the question (excluding N/A responses)

FN % A Number of First Nations sector participants that Strongly agree and Somewhat agree with the question divided by the total number of all First Nations responses for the question (excluding N/A responses)

FN % DA Number of First Nations sector participants that strongly disagree and somewhat disagree with the question divided by the total number of all First Nations responses for the question (excluding N/A responses)

Other % A Number of non-First Nations sector participants that Strongly agree and Somewhat agree with the question divided by the total number of all non-First Nations sector responses for the question (excluding N/A responses)

Other % DA Number of non-First Nations sector participants that strongly disagree and somewhat disagree with the question divided by the total number of all non-First Nations sector responses for the question (excluding N/A responses)

A 5: Process Criteria responses presented as percentages

PROCESS CRITERIA: RESPONSES PRESENTED AS PERCENTAGES	Total % A	Total %DA	FN % A	FN %DA	Other % A	Other % DA
Purpose and incentives						
A.1. I became involved in the process because I/my organization felt it was the best way to achieve our goals/ with respect to land use planning.	87%	13%	83%	17%	89%	11%
A.2. I had clear goals in mind when I first became involved in the LRMP process.	76%	24%	83%	17%	73%	27%
B.5. The process participants collectively identified and agreed upon clear goals and objectives.	29%	71%	17%	83%	36%	24%
B.26. The issues we were dealing with in the LRMP process were significant problems requiring timely resolution.	88%	12%	100%	0%	82%	18%
B.10. Stakeholders had a clear understanding that if no consensus was reached, the provincial government would make the decisions.	94%	6%	83%	17%	100%	0%
Inclusive representation						
B.1. All appropriate interests or values were represented in the process.	71%	29%	67%	33%	73%	27%
B.3. All government agencies that needed to be involved were adequately represented.	53%	47%	67%	33%	45%	55%
First Nations participation						
B.8. I am satisfied with the way First Nations were involved in the process.	69%	31%	60%	40%	73%	27%
Voluntary participation and commitment						
A.3. I was fully committed to making the process work.	94%	6%	80%	20%	100%	0%
B.4. All participants were committed to making the process work.	59%	41%	83%	17%	45%	55%
Self-design						
A.4. I was involved in the design of the LRMP process (i.e. ground rules, roles, procedures).	60%	40%	60%	40%	60%	40%
A.5. On an ongoing basis, I was able to influence the process used in the LRMP.	75%	25%	80%	20%	73%	27%
Clear ground rules						
B.6. Participant roles were clearly defined.	76%	24%	67%	33%	82%	18%
B.7. First Nations roles were clearly defined.	65%	35%	50%	50%	73%	27%
B.9. The procedural ground rules were clearly defined.	82%	18%	67%	33%	91%	9%
Equal opportunity and resources						
A.6. I had or received sufficient training to participate effectively.	81%	19%	60%	40%	91%	9%

PROCESS CRITERIA: RESPONSES PRESENTED AS PERCENTAGES	Total % A	Total %DA	FN % A	FN %DA	Other % A	Other % DA
A.7. I had or received sufficient funding to participate effectively.	73%	27%	100%	0%	56%	44%
B.11. All interests/perspectives had equal influence at the LRMP table.	12%	88%	17%	83%	9%	91%
B.12. The process reduced power imbalances among participants.	29%	71%	33%	67%	27%	73%
A.8. My participation made a difference in the outcomes of the LRMP process.	88%	12%	100%	0%	82%	18%
Principled negotiation and respect						
B.13. The process encouraged open communication about participants' interests.	88%	13%	80%	20%	91%	9%
B.14. All participants demonstrated a clear understanding of the different stakeholder interests around the table.	63%	38%	80%	20%	55%	45%
B.16. The process generated trust among participants.	65%	35%	50%	50%	73%	27%
B.17. The process fostered teamwork.	71%	29%	67%	33%	73%	27%
B.15. Participants demonstrated sufficient communication and negotiation skills.	47%	53%	60%	40%	40%	60%
Accountability						
A.9. I was able to effectively communicate with and gain support from my constituency.	60%	40%	67%	33%	56%	44%
A.10. The process helped to ensure I was accountable to the constituency I was representing.	43%	57%	60%	40%	33%	67%
A.11. The organization/sector/group I represented provided me with clear direction throughout the process.	71%	29%	67%	33%	73%	27%
B.18. Generally, the representatives at the table were accountable to their constituencies.	88%	12%	100%	0%	82%	18%
B.19. The process had an effective strategy for communicating with the broader public.	47%	53%	67%	33%	36%	64%
B.20. The process was effective in representing the interests of the broader public.	56%	44%	50%	50%	60%	40%
Flexible and adaptive						
B.21. The process was flexible enough to be adaptive to new information or changing circumstances.	71%	29%	50%	50%	82%	18%
B.22. Participants were given the opportunity to periodically assess the process and make adjustments as needed.	71%	29%	50%	50%	82%	18%

PROCESS CRITERIA: RESPONSES PRESENTED AS PERCENTAGES	Total % A	Total %DA	FN % A	FN %DA	Other % A	Other % DA
High-quality information						
B.33. The CIT provided high quality scientific and social information to the planning table.	29%	71%	50%	50%	18%	82%
B.34. The process had adequate high quality information for effective decision-making.	76%	24%	67%	33%	82%	18%
B.36. The process was well prepared with the information needed to accommodate protected areas within the LRMP.	59%	41%	50%	50%	64%	36%
B.37. The overlay of resource values on maps was a useful technique for evaluating land use options.	88%	12%	83%	17%	91%	9%
B.38. The multiple accounts method was a useful way of evaluating land use options.	67%	33%	60%	40%	70%	30%
Time limits						
B.25. The time allotted to the process was realistic.	47%	53%	33%	67%	55%	45%
B.23. The process had a detailed project plan (for the negotiation process) including clear milestones.	88%	13%	100%	0%	82%	18%
B.24. Deadlines during the process were helpful in moving the process along.	76%	24%	83%	17%	73%	27%
Implementation and monitoring						
B.40. At the end of the process, the table participants shared a strong commitment to plan implementation.	59%	41%	50%	50%	64%	36%
B.39. The table developed a clear strategy for plan implementation.	47%	53%	17%	83%	64%	36%
Effective process management						
B.27. The process had sufficient structure	63%	38%	50%	50%	70%	30%
B.28. Process staff acted in a neutral and unbiased manner.	59%	41%	50%	50%	64%	36%
B.29. The agency responsible for managing the LRMP process acted in a neutral and unbiased manner.	71%	29%	50%	50%	82%	18%
B.30. Process staff (including facilitator(s) if used) were skilled in running meetings.	88%	12%	100%	0%	82%	18%
Independent facilitation						
B.31. The presence of an independent facilitator/mediator improved process effectiveness.	88%	12%	67%	33%	100%	0%
B.32. The independent facilitator/mediator acted in an unbiased manner.	82%	18%	83%	17%	82%	18%

PROCESS CRITERIA: RESPONSES PRESENTED AS PERCENTAGES	Total % A	Total %DA	FN % A	FN %DA	Other % A	Other % DA
Value differences						
B.2. There were significant differences in values among participants.	94%	6%	100%	0%	91%	9%
12% guide for protected areas						
B.35. The setting of the provincial guide of 12% Protected Areas was helpful to reaching consensus.	13%	88%	17%	83%	10%	90%

A 6: Outcome criteria with results as percentages

OUTCOME CRITERIA: RESPONSES AS PERCENTAGES	Total % A	Total %DA	FN % A	FN %DA	Other % A	Other % DA
Perceived as successful						
C.1. The LRMP process I participated in was a success.	63%	38%	50%	50%	70%	30%
C.2. The LRMP process was a positive experience.	76%	24%	83%	17%	73%	27%
C.3. I am satisfied with the outcome of the process.	50%	50%	50%	50%	50%	50%
Agreement						
C.4. The resulting plan addressed the needs, concerns, and values, of the group I represented.	50%	50%	50%	50%	50%	50%
Conflict reduced						
C.6. As a result of the LRMP process, conflict over land use in the area has decreased.	69%	31%	60%	40%	73%	27%
Superior to other methods						
C.7. The LRMP process was the best way of developing a land use plan.	75%	25%	67%	33%	80%	20%
C.8 I/my organizations' interests have been accommodated better through the LRMP process than they would have been through other means.	60%	40%	17%	83%	89%	11%
First Nations affect on the plan outcome						
C.5. First Nations participation made a significant difference in the outcome of the LRMP process.	82%	18%	67%	33%	91%	9%
Creative and innovative						
C.9. The planning process produced creative ideas for action.	82%	18%	50%	50%	100%	0%

OUTCOME CRITERIA: RESPONSES AS PERCENTAGES	Total % A	Total %DA	FN % A	FN %DA	Other % A	Other % DA
Knowledge, understanding, and skills						
C.10. As a result of the process, I have a good understanding of the interests of other participants.	100%	0%	100%	0%	100%	0%
C.11. As a result of the process, I now have a better understanding of how government works with respect to land and resource management.	80%	20%	100%	0%	67%	33%
C.12. As a result of the process, I have a better understanding of my region.	94%	6%	83%	17%	100%	0%
C.13. I gained new or improved skills as a result of my involvement in the process.	94%	6%	100%	0%	91%	9%
Relationships and social capital						
C.14. The relationships among table members improved over the course of the process.	94%	6%	100%	0%	91%	9%
C.15. I have better working relationships with other parties involved in land use planning as a result of the LRMP process.	94%	6%	83%	17%	100%	0%
C.16. Contacts I acquired through my participation in the LRMP process are useful to me and/or my sector/organization.	94%	6%	83%	17%	100%	0%
Information						
C.17. The LRMP process produced information that has been understood and accepted by all participants.	71%	29%	83%	17%	64%	36%
C.18. Information acquired through my participation in the LRMP process is useful to me and/or my sector/organization.	94%	6%	83%	17%	100%	0%
C.19. I have used information generated through the LRMP process for purposes outside of the process.	81%	19%	83%	17%	80%	20%
Second-order effects						
C.20. I have seen changes in behaviors and actions as a result of the process.	63%	38%	40%	60%	73%	27%
C.21. I am aware of spin-off partnerships or collaborative activities or new organizations that arose as a result of the process.	67%	33%	40%	60%	80%	20%
Public interest						
C.22. I believe the outcome of the LRMP process served the common good or public interest.	75%	25%	60%	40%	82%	18%

OUTCOME CRITERIA: RESPONSES AS PERCENTAGES	Total % A	Total %DA	FN % A	FN %DA	Other % A	Other % DA
Understanding and support of SDM approaches						
C.23. I believe that consensus based processes are an effective way of making land and resource use decisions.	76%	24%	67%	33%	82%	18%
C.24. The government should involve the public in land and resource use decisions.	88%	12%	83%	17%	91%	9%
C.25. Knowing what I know now I would get involved in a process similar to the LRMP again.	88%	13%	100%	0%	82%	18%

A 7: Degree of importance of factors contributing to successful process and outcome

Legend

Symbol	Definition	Weight for Score
VI	Very Important	3
I	Important	2
SI	Somewhat Important	1
NI	Not Important	0

Part D: *Based on your experience of having participated in a consensus-based, shared decision-making process, how important is each of the following factors in achieving a successful process and outcome?*	**VI**	**I**	**SI**	**NI**	**score (0-3)**
Inclusive representation of all relevant stakeholder/interest groups	94%	6%	0%	0%	2.95
Voluntary participation (all participants are free to leave at any time or pursue other avenues if agreement not reached)	47%	27%	13%	13%	2.12
Commitment of stakeholders to the process because it was the best way of meeting objectives	88%	12%	0%	0%	2.79
Clearly defined purpose and objectives	81%	19%	0%	0%	2.72
Consensus requirement	73%	13%	7%	7%	2.59
Clearly defined consequence or alternative outcome if consensus not reached (e.g. knowing the provincial government would make the decisions if no consensus reached)	59%	29%	6%	6%	2.44

Part D: *Based on your experience of having participated in a consensus-based, shared decision-making process, how important is each of the following factors in achieving a successful process and outcome?*	VI	I	SI	NI	score (0-3)
Urgency of issues addressed in the process providing incentive to reach agreement	24%	59%	6%	12%	1.95
Process designed by participants	12%	59%	24%	6%	1.68
Clear rules of procedure	71%	29%	0%	0%	2.58
Participants having equal opportunity and resources (skills, resources, money, support)	82%	18%	0%	0%	2.63
Mutual respect and trust in the negotiation process	82%	12%	6%	0%	2.63
Effective process management (including process coordinator/staff)	88%	12%	0%	0%	2.84
Timetable (including deadline for reaching agreement)	29%	53%	18%	0%	2.05
Use of an independent facilitator or mediator	50%	44%	6%	0%	2.22
Stakeholder groups having a clear understanding of their own and other stakeholders' interests	76%	24%	0%	0%	2.58
Accountability of representatives to their constituencies	65%	29%	0%	6%	2.32
Accountability and openness of process to the public	59%	29%	12%	0%	2.26
Access to high quality information	71%	29%	0%	0%	2.63
Process design that is flexible and adaptive	44%	44%	13%	0%	2.22
Commitment to a plan for implementation and monitoring	81%	13%	6%	0%	2.61

Answers to open questions

A 8: Most significant achievements of the planning process

Part E.1. *What were the most significant achievements of the planning process?*	Frequency of responses		
Theme: Participant Response	**All sectors**	**First Nations sectors**	**All other sectors**
Developed and Agreed on a Plan	**6**	**0**	**6**
Came to consensus	5	0	5
Consensus gave government clear mandate to deal with FN plans in G2G	1	0	1
Building Relationships and Understanding	**8**	**7**	**1**
Diverse views/people came together in one place to network and plan	2	1	1
Understanding and awareness developed between sectors	3	3	0
People had the will to work cooperatively	1	1	0

Part E.1. *What were the most significant achievements of the planning process?*	Frequency of responses		
Theme: Participant Response	**All sectors**	**First Nations sectors**	**All other sectors**
Conflict was reduced	1	1	0
Enviros and Forest Industry tried to work together and had meaningful discussions	1	1	0
Protected Areas	**3**	**0**	**3**
Created protected areas	3	0	3
Multiple interests included	**7**	**1**	**6**
First Nations were involved	4	0	4
First Nations shared their land use plans with the table	2	0	2
Accommodating mining interests with biodiversity zones	1	1	0
Information/Knowledge/Understanding	**4**	**0**	**4**
Better information and information sharing	1	0	1
Unprecedented MOU of no-net job loss	1	0	1
Trouble Shooting provisions within adaptive management process	1	0	1
Commitment to fund implementation/ monitoring	1	0	1
Other	**2**	**0**	**2**
Resolution to EBM in the NC	1	0	1
Better defined viewscapes for marine oriented industry	1	0	1
None/Negative	**2**	**2**	**0**
Exposed the shortcomings of the process	1	1	0
If G2G had been completed with each FN there would have been achievements	1	1	0

A 9: Who benefited from the process?

Part E.2. *Who benefited most from the outcomes of the process?*	Frequency of responses		
Theme: Participant Response	**All sectors**	**First Nations sectors**	**All other sectors**
Public	**10**	**2**	**8**
Everyone benefited	6	2	4
Everyone who was at the table benefited/participants	1	0	1
People from outside the area benefited	1	0	1
Everyone benefited from certainty on the land	1	0	1
Everyone benefited from learning how to work with First Nations	1	0	1
Government	**5**	**2**	**3**
Government benefited	5	2	3
Conservation Interests	**7**	**2**	**5**
Environmental groups benefited	6	1	5

Part E.2. *Who benefited most from the outcomes of the process?*	Frequency of responses		
Theme: Participant Response	**All sectors**	**First Nations sectors**	**All other sectors**
Environment able to better preserve species	1	1	0
Tourism	**2**	**2**	**0**
Tourism benefited	1	1	0
Tourism can market pristine wilderness experiences	1	1	0
Resource User Interests	**4**	**2**	**2**
Forestry benefited	2	1	1
Forestry can market their products as environmentally friendly	1	1	0
Major Forestry Licensees	1	0	1
First Nations	**5**	**1**	**4**
First Nations benefited	5	1	4
Do not know/No one	**2**	**1**	**1**
Do not know yet	1	0	1
No one benefited, because process incomplete	1	1	0

A 10: Process strengths

Part E.3.A. *What were the strengths of the process?*	Frequency of responses		
Theme: Participant Response	**All sectors**	**First Nations sectors**	**All other sectors**
Process Management	**4**	**1**	**3**
Good facilitation/mediation	1	1	0
Field trips	1	1	0
GTT was good, prompt and credible analyses	3	3	3
Inclusive and Open Process- Multiple interests included	**5**	**3**	**2**
Included diverse views and interests	1	1	0
An opportunity to make a plan that addresses the needs of different interests	1	1	0
Open process, everyone can express concerns	1	1	0
First Nation participation/buy-in	2	0	2
Principled Negotiation, Relationships and Understanding	**4**	**2**	**2**
Constructive communication	1	1	0
Building understanding/awareness of others	2	1	1
Consensus	1	0	1
Information, Knowledge, Understanding	**4**	**3**	**1**
Good information	1	0	1

Part E.3.A. *What were the strengths of the process?*	Frequency of responses		
Theme: Participant Response	**All sectors**	**First Nations sectors**	**All other sectors**
Developed understanding of the region	1	1	0
negotiation and conflict resolution training (and should be made mandatory for all reps)	2	2	0
Representation	**1**	**0**	**1**
Strong sector based representation, all sectors represented	1	0	1
Clear rules and objectives	**1**	**0**	**1**
Clear objectives	1	0	1
Other	**1**	**0**	**1**
Working Groups	1	0	1

A 11: Process weaknesses

Part E.3.B. *What were the key weaknesses of the process?*	Frequency of responses		
Theme: Participant Response	**All sectors**	**First Nations sectors**	**All other sectors**
Inequality	**9**	**3**	**6**
Some sectors had unequal power and influence	1	1	
Unequal resources for participants	1	0	1
Lack of funding for volunteer participants (not being paid by own org).	3	0	3
Process was biased	1	0	1
Process favored conservation	1	0	1
Use of old lobbying practices outside of process	1	1	0
People with better vocal skills (more articulate) may be able to push their interests more effectively	1	1	0
Representation	**5**	**0**	**5**
Lack of representatives from certain groups/some not at the table	2	0	2
Only one government representative for multiple government sectors	1	0	1
Not splitting tourism into two seats (one for backcountry and one for front country)	1	0	1
not a local plan, sectors outside of local area had representation of their interests and their values dominated the plan	1	0	1
Government Commitment and Interference	**4**	**0**	**4**
Government interference/wielding of power	2	0	2

Part E.3.B. *What were the key weaknesses of the process?*	**Frequency of responses**		
Theme: Participant Response	**All sectors**	**First Nations sectors**	**All other sectors**
Government insistence that no areas with mineral tenures can be zoned for Pas	1	0	1
No clear direction for budgeting or implementation of the plan	1	0	1
Policy Environment	**1**	**0**	**1**
(FO)Too many outside influences (e.g. overshadowing by CC LRMP)	1	0	1
Time/Length	**6**	**3**	**3**
Requires more time	4	2	2
Required more time as table was still waiting for reports to be done	1	1	0
Required more time in order to workout finer details of EBM	1	0	1
Process Management	**5**	**2**	**3**
Facilitator was not skilled or independent	1	0	1
Needed more human resources support	1	1	0
Ineffective chair	1	0	1
Cut back on technical support staff, adversely affected table's ability to negotiate agreement (with forestry and enviro issues)	1	1	0
Process team ineffective	1	0	1
Goals and Objectives	**2**	**0**	**2**
Marine component should have been included, this was a coastal plan	2	0	2
Information	**9**	**1**	**8**
Lack of information	3	1	2
CIT expensive, late, voodoo science, poor management	3	0	3
information produced by GTT done behind the scene and not open to being modified or changed when brought to the table	1	0	1
lack of socio-economic input into plan	1	0	1
non-peer reviewed information	1	0	1
Skills and Capacity	**1**	**1**	**0**
Lack of technical expertise among participants	1	1	0

A 12: Strength and weaknesses of EBM

Part E.4: *Comment on the strengths and weaknesses of using ecosystem-based management to guide plan development*	**Frequency of responses**		
Theme: Participant Response	**All sectors**	**First Nations sectors**	**All other sectors**
Strengths	**14**	**2**	**12**
Should provide sustainable land use plans that protect the ecosystem over time	5	1	4
gives uniform method to start from in land use planning	1	0	1
Can be very useful if table participants understand what it means	1	1	0
Will produce better management	1	0	1
Sustainable plans provides marketing tool for tourism	2	0	2
buy in by enviros	1	0	1
considers socioeconomic factors as well as ecological integrity bringing balance to process, (i.e. it was environment and jobs instead of environment or jobs	1	0	1
Can be useful if has been adequately tested and benefits/impacts are clearly understood	1	0	1
will be strong if implemented, monitored and funded properly	1	0	1
Weaknesses	**14**	**5**	**10**
few people had real understanding of what EBM means	2	1	1
not fully developed or proven concept on land	6	2	4
will suffer from implementation	1	0	1
beneficial economic activity may be delayed because the outcome has not been determined to be either detrimental or not to the environment	1	0	1
EBM handbook should have been ready sooner	1	1	0
Many sectors defined EBM differently	1	0	1
(FO)too heavily influenced by outside influences) such as CC	1	0	1
Details not worked out due to short time duration of process, leaving much to be worked out by another body (implementation and monitoring committee)	1	0	1
the concept of EBM was not used	1	1	0
Suggestions for best practices/ recommendations with EBM	**4**	**1**	**3**
EBM must have flexibility	1	0	1
EBM must use peer reviewed info	1	0	1
strength of EBM depends on ongoing implementation	2	1	1

A 13: Strengths and weaknesses of First Nations involvement

Part E.5: *Comment on the strengths and weaknesses of FN involvement in the plan?*	**Frequency of responses**		
Theme: Participant Response	**All sectors**	**First Nations sectors**	**All other sectors**
Strengths	**24**	**5**	**19**
They were there	3	0	3
plan benefits from their extensive local knowledge	2	0	2
full participation	2	0	2
provides appreciation of values of FN that many non FN did not previously have	5	1	4
increased understanding and appreciation of FN values allows for greater working together of FN and non FN as FN develop and lay out their plans	4	0	4
useful for FN to have an idea of what other sectors interests on FN's territories	3	1	2
Provision for G2G	1	1	0
FN able to present their own land use plans and articulate their aspirations	2	2	0
That FN able to understand econ potential of the area	1	0	1
That first nations were able to see the value of having a plan for their area	1	0	1
Weaknesses	**24**	**5**	**19**
Time wasted listening to issues table was not mandated to solve	1	0	1
Lack of clarity over who in each nation has right to speak for that nations interests	1	0	1
Each nation at different capacity stage	1	0	1
Role of first nations at table never fully defined or understood by participants	2	1	1
Non-First Nations at table did not realize potential scope of post-LRMP G2G	2	1	1
Their land use plans were generally behind the process of the table, or running parallel to it, causing difficulty at times, such as delays	3	1	2
Planning process was often a huge undertaking for them, as much of their culture had not been documented previously (it is an oral history)	1	0	1
First Nations plans brought to the table were only draft, b/c they required negotiation with province	1	0	1
Having another process for FN where they could not get all that they wanted, defeated the main table process to a great extent	1	0	1
Inflexibility of some FN on certain issues (their land use plans, accommodation clauses for every chapter of the plan)	1	1	
Not all First Nations were at the table	1	0	1

Part E.5: *Comment on the strengths and weaknesses of FN involvement in the plan?*	Frequency of responses		
Theme: Participant Response	**All sectors**	**First Nations sectors**	**All other sectors**
They didn't have a common stance on issued being negotiated/ discussed	2	0	2
Their lack of understanding as to what was going on	1	0	1
Their lawyer at the table was a significant problem	1	0	1
Government did not provide adequate financial/technical support to FN so that they could complete their LUPs in timely manner	1	0	1
Some frustration of participants at main table that they can not have any influence on any outcomes at G2G	1	0	1
Overwhelming for other table members	1	0	1
Not staying involved and having to move to G2G	1	0	1
First Nations eco-knowledge was supposed to be used but it was not	1	1	0

A 14: Strengths and weaknesses of the Coast Information Team

Part E.6: *Comment on the strengths and weaknesses of the information provided by the Coast Information Team to the planning table*	Frequency of responses		
Theme: Participant Response	**All sectors**	**First Nations sectors**	**All other sectors**
Strengths	**11**	**2**	**9**
Produced good information products related to EBM	1	1	0
Provided meaningful information	2	1	1
provide information produced by independent, unbiased group	1	0	1
well supported financially to produce information	1	0	1
provided substantial scientific information in timely manner	1	0	1
Provided information produced by independent, unbiased group	1	0	1
Produced some meaningful information	4	0	4
Weaknesses	**21**	**4**	**17**
Not relevant to issues under debate at the table	2	1	1
Lacked in credibility (biased, no double blind peer review)	9	0	9
Information arrived too late to be useful or not at all	10	3	7

A 15: Useful information for the process

Part E.7: *What information was most useful for developing the plan?*	Frequency of responses		
Participant Response	**All sectors**	**First Nations sectors**	**All other sectors**
EBM related information	2	2	0
Local knowledge	3	1	2
Background economic and scientific information	4	0	4
First Nations Land use plans and ecological knowledge	4	1	3
Information provided by the Government Technical Team	7	1	6
Background land use and resource compatibility maps	8	2	6

A 16: Suggestions for process improvement

Part E.8: *The process could have been more effective by making the following changes:*	Frequency of responses		
Theme: Participant Response	**All sectors**	**First Nations sectors**	**All other sectors**
Representation	**2**	**0**	**0**
MoF should have been more involved	1	0	1
More senior government representation at table with power to negotiate	1	0	1
Equality	**2**	**0**	**2**
Adequate funding to enable participation	2	0	0
Facilitation	**1**	**0**	**1**
Facilitation should be more aggressive	1	0	1
Timelines	**5**	**1**	**4**
Less time spent on parts of processes; streamline and limit	1	0	1
More time	4	1	3
Process Management	**8**	**2**	**5**
Support staff should be independent	1	0	1
More human resources support	1	1	0
No G2G	1	0	1
Keeping the NC and CC processes completely separate	1	0	1
Process should have included marine use component	1	0	1
Government prepares ToR rather then table making TOR	1	0	1
government prepare a template of issues for table to work on	1	0	1
Training in conflict resolution and negotiation should be mandatory for all reps	1	1	0

Part E.8: *The process could have been more effective by making the following changes:*	**Frequency of responses**		
Theme: Participant Response	**All sectors**	**First Nations sectors**	**All other sectors**
Information	**4**	**3**	**1**
First Nations plans should have been done in advance of the LRMP	2	1	1
Have all background/baseline info completed prior to start of Tale meetings	1	1	0
Make maps with less multiple value information laid on them, too complicated	1	1	0
CIT	**6**	**0**	**6**
Have CIT info and handbook completed for start of process	1	0	1
Peer review of CIT information	1	0	1
Ensure that CIT is better prepared to provide information to the process	3	0	3
Excluding NC from the CIT analysis area	1	0	1
Other	**3**	**2**	**1**
Implementing First Nations Ecological Knowledge	1	1	0
Elections should not influence planning	1	1	0
Remove the politics of the ENGO/ Major forestry debate	1	0	1
Commitment of Government to implementation	**1**	**0**	**1**
Government commitment to implementation team	1	0	1
Process Design	**7**	**1**	**6**
No G2G	1	0	1
Keeping the NC and CC processes completely separate	1	0	1
Process should have included marine use component	1	0	1
Government prepares ToR rather then table making TOR	1	0	1
government prepare a template of issues for table to work on	1	0	1
3 phase plan, stakeholder reps create draft, put it out for review and comments to constituencies, then final negotiations with goal of delivering consensus decision to governments	1	1	0

A 17: Additional comments

Part E.9: *Do you have any other comments about the LRMP process you participated in?*	Frequency of responses		
Participant Response	**All sectors**	**First Nations sectors**	**All other sectors**
Enable funding for volunteers	1	0	1
Stressful and long	2	0	2
Increase time length of process	2	1	1
Importance of ongoing support for monitoring and implementation	2	0	2
Bad-faith bargaining	3	0	3
Positive process: good relationship building and learning	8	3	5

Appendix B:
General Principles of the Land and Resource planning process

- LRMP is guided by provincial policies and approved regional plans. The LRMP process is used to implement these plan and policies at the subregional level.
- Land and Resource Management Plans provide direction for more detailed resource planning by government agencies and the private sector, and provide a context for local government planning.
- All resource values are considered in the LRMP process to ensure that land use and resource management decisions are based on a comprehensive assessment of resource values.
- Public participation is required in each LRMP. The public, aboriginal groups, and government agencies negotiate an agreement on the objectives and methods of public participation at the outset of each LRMP project.
- Aboriginal people are encouraged to actively and directly participate in LRMPs to ensure that decisions are sensitive to their interests. The LRMP process is consistent with the recognition of aboriginal title and the inherent right of aboriginal people to self-government. LRMP process occurs without prejudice to treaty negotiations.
- LRMP is based on resource sustainability and integrated resource management. Land use and resource management recommendations must be within the environmental capacity of the land to sustain use.
- The objective is consensus on decisions and recommendations in LRMPs. A definition of consensus is one of the first decisions required in an LRMP process.
- LRMP projects are prepared within the constraints of available information, funding, and participants time.
- The goal of the LRMP process is to present to Cabinet ministers, designated by the Cabinet Committee on Sustainable Development, a recommended consensus agreement including a description of any scenarios considered. If consensus agreement is not possible, decision makers must be presented with options for land and resource management.
- Land and Resource Management Plans will be prepared for all Crown lands. The target is to complete the first pass of LRMPs for British Columbia by 2002.
- Land and Resource Management Plans will be reviewed and revised regularly when major issues arise.

Source: B.C. IRPC 1993a

Appendix C:
General Protocol Agreement on Land Use Planning and Interim Measures

GENERAL PROTOCOL AGREEMENT ON LAND USE PLANNING AND INTERIM MEASURES
Between
Gitga'at First Nation
Haida Nation
Haisla Nation
Heiltsuk Nation
Kitasoo/Xaixais First Nation
Metlakatla First Nation
Old Massett Village Council
Skidegate Band Council
(The First Nation(s))
And
THE GOVERNMENT OF THE PROVINCE OF BRITISH COLUMBIA
(The Province)
(The Parties)

1.0 PREAMBLE

WHEREAS the Parties are committed to work together in the spirit of mutual recognition, respect and reconciliation on a government-to-government basis to resolve land-use conflicts and to implement interim measures initiatives;

WHEREAS the Parties agree upon the importance of establishing and maintaining processes that are open and inclusive;

WHEREAS the Parties acknowledge that the First Nations will negotiate a parallel agreement with Canada on Interim Measures, including aquatic and fisheries resources; and

WHEREAS this " General Protocol Agreement" may provide the framework to support specific Protocol Agreements between the Province and First Nations.

2.0 UNDERSTANDINGS OF INTERIM MEASURES

(a) Interim Measures should be seen as an implementation vehicle to provide First Nations with cultural and economic benefits arising from land use decisions.

(b) Interim Measures will be implemented within the framework of existing legislation, and in specific circumstances, the Province may want to initiate legislative amendments that support implementation of interim measures.

(c) This Protocol recognizes two categories of interim measures:

i) In conjunction with the geographic specific land use planning process, British Columbia and the First Nation(s) may enter into an agreement regarding interim measures arrangement that will be pursued parallel to the start-up of the land use planning process. The agreement would define opportunities for capacity building and training, economic development, business planning and provide linkages to front-end decisions made in the land use planning process concerning land and resources.

ii) Following completion of the land use planning process, government and First Nations may consider interim measures that flow from the recommendations of the land use plan

and land use decisions of government. These interim measures may be stand-alone agreements or may be linked to negotiations of treaties.
(d) The Parties acknowledge that the understandings in this Protocol of interim measures apply only to this agreement and the implementation of this Protocol.

3.0 LAND USE PLANNING

(a) Government-to-Government Process
i) Where the Province intends to undertake a land use planning process in a designated geographic area, the Province will work with First Nations to define principles, anticipated scope and outcomes of the land use planning process.
ii) Land use planning recommendations will be developed in an inclusive planning forum in which First Nation(s), British Columbia, communities, stakeholders are all participants. The inclusive planning forum will operate on the principle of shared decision making with the objectives that all participants will commit to seek a consensus on land use recommendations.
iii) The First Nation(s) in the development of their land use plans will be guided by the Ecosystem Based Management Framework1 and will also use and support the Information Body2.
iv) British Columbia will also be guided by the Ecosystem Based Management Framework and will use and support the Information Body for future land use plans covered
by this agreement.
v) Where a First Nation(s) cannot agree to a recommendation(s) from the inclusive planning forum, a government-to-government process will be established to attempt to resolve the outstanding matter(s) directly with the Province of British Columbia.
vi) Land use planning does not change the jurisdiction and authorities of the Parties.
(b) Land Use Plans for the Central Coast, Kalum, Haida Gwaii and North Coast
i) First Nations that have linkages to the Central Coast and Kalum LRMP processes can meet with the Province to review land use recommendations (i.e. Kitasoo Land Use Plan).
ii) In the development of the Land Use Plans for Haida Gwaii, in addition to the process identified in 3.0
(a), the Haida and the Province will identify issues of concerns that require immediate resolution. As part of a specific agreement the Haida Nation may bring forward potential deferrals that would help maintain options while land use planning is underway.
iii) In the development of the Land Use Plan for the North Coast, the Tsimshian First Nations whose traditional territory is on the North Coast and who are signatories to this Agreement will be guided by the understandings in this Protocol Agreement and the Tsimshian Nation Tripartite Accord on Land and Resources. The Parties involved in the Land Use Plan for the North Coast will identify issues of concerns that require immediate resolution. As part of a specific agreement First Nation(s) may bring forward potential deferrals that would help maintain options while land use planning is underway.
1 Ecosystem Based Management Framework is as defined in Appendix I.
2 Information Body is as defined in Appendix II.

4.0 INTERIM MEASURES

(a) Forestry Interim Measures

i) The Province agrees to identify opportunities and assist to develop measures to facilitate First Nation involvement in forestry economic development initiatives including: joint ventures with existing forest licensees and contractors; forest tenures, which may include Community Forest Pilot Agreements; the development of a forest management workforce, including silviculture crews; involvement in contracting for forest management services; and other forest related opportunities.

ii) The Province agrees to enter into discussions with the representatives of First Nation(s) who are signatories, to identify timber availability, forest business opportunities, and negotiate a forest resourcing plan to support the development of strong business plans and capacity building for First Nation. Canada and the Licence Holders will be asked to participate in these discussions.

iii) The Parties recognize and acknowledge that opportunities that currently exist and are in place will be part of the considerations under 4 (a).

(b) Tourism Interim Measures: First Nations and the Province will work together to develop a comprehensive tourism strategy for the Coast. Canada and the tourism industry will be asked to participate in these discussions.

5.0 LINKAGE – Specific Agreements

British Columbia may enter into Agreements with specific First Nations, consistent with this General Protocol Agreement. The major features of these Agreements will be as follows:

(a) Land Use Planning: The Agreement concerning land use planning may contain the following: i) the scope and intent of the land use plan and the principles upon which land use planning would be based; ii) resources to enable the First Nation to undertake land use planning and to prepare for engagement in the inclusive land use planning process; iii) mechanisms and processes for the First Nation participation in the inclusive provincial land use planning process; iv) definition of the government to government forum to discuss outstanding issues not resolved in the inclusive process; and v) definition on how interim measures will proceed both during and following the completion of the land use plan and provides linkages to inclusive strategies that support economic diversification and mitigation.

(b) Interim Measures Agreements: Forestry Interim Measures may be negotiated to support the following: i) identify opportunities to facilitate First Nation's involvement in forestry economic development initiatives (see 4 (a) i)); and ii) development of a detailed business plan from the First Nations. Tourism Interim Measures may be negotiated to support the development of business plans to advance tourism developments.

6.0 NOTWITHSTANDING

This Protocol document is a statement of political intent by the Parties and is not legally binding and is not intended to define, create, recognize, deny or amend any of the rights of the Parties, including Aboriginal or treaty rights within the meaning of section 25 and 35 of the Constitution Act 1982. This Protocol does not create any financial obligations on the part of the Parties. The Parties agree that other First Nations that have traditional territories in the central and north coast may at a later date be appended as a signatory to this Protocol.

First Nations Representatives Government of British Columbia

Council of the Haida Nation Date Minister of Environment Date

Gitga'at First Nation Date Minister of Forests Date

Haisla Nation Date Minister of Aboriginal Affairs
Date

Heiltsuk Nation Date Minister of Small Business Date
Tourism and Culture

Kitasoo/Xaixais First Nation Date

Metlakatla First Nation Date

Old Massett Village Council Date

Skidegate Band Council Date

Appendix D: Definition, Principles and Goals of Ecosystem Based Management

Ecosystem based management is a strategic approach to managing human activities that seeks to ensure the coexistence of healthy, fully functioning ecosystems and human communities. The intent is to maintain those spatial and temporal characteristics and processes of whole ecosystems such that component species and human social, economic and cultural activities can be sustained.

Overarching Principles:

- Healthy, fully functioning ecosystems provide the basis for sustaining communities, economies, cultures and the quality of human life therefore ecological sustainability3 is fundamental to land and marine management.
- Empowered and healthy communities play a leadership role in sustaining healthy ecosystems, cultures and economies.
- Focus planning on the needs of the ecosystems and the values that you want to maintain.
- Planning should be done over ecologically and economically relevant time frames and involve regional, landscape and site scale planning.
- Incorporate the best of existing knowledge (e.g. traditional, local and western science) into planning and decision-making.
- Knowledge of natural processes and human interactions is incomplete and inherently limited, and decisions made in the present can pose unknown risks and unacceptable consequences for the future. Apply a precautionary approach, monitor ecological consequences, practice adaptive management in decision-making, and adopt a learning approach to planning.
- Maintain natural, social and economic capital in the region and preserve the full range of options for future generations.
- Respect individuals, communities of interest (including businesses) and cultures.

sustainability, for the purpose of this discussion is defined as " A state or process that can be maintained indefinitely." The principles of sustainability integrate three closely interlined elements— the environment, the economy and the social system— into a system that can be maintained in a healthy state indefinitely

Recognition of the History of First Nations in the Region and their Rights as Articulated by the Constitution of Canada:

- Respect and acknowledge aboriginal rights and title as defined by the Constitution and case law.
- First Nations of the Central Coast should be engaged with the governments of BC and Canada in a process to reconcile outstanding land issues involving aboriginal rights and title including securing interim measures agreements.
- Support the efforts of First Nations to establish government-to-government to government tables with the objective of developing interim measures agreements.
- Aboriginal settlements must be based upon mutual trust, respect and understanding. They must be fair and equitable and recognize the interests and aspirations of individual

First Nations including providing tools and resources to enable social and economic prosperity for First Nation people as well as other people of BC.

Ecological Principles:

- Sustain the biological richness and the biological services provided by natural terrestrial and marine processes at all scales through time (e.g. water quality, soils and vegetative productivity, species richness, predator/prey interactions, etc.).
- Conserve hydro riparian areas and maintain hydro riparian functions.
- Ensure an appropriate level of ecological representation and habitat connectivity.
- Protect and conserve focal species, as well as rare, threatened and endangered species and their habitats as a priority4.
- Conserve native species and their habitats within the range of natural variability.
- Protect sensitive soils and unstable terrain.
- Sustain the structure, function and composition of natural ecosystems including the land-sea interface.
- Incorporate ecological restoration of degraded landscapes, stands and sites into forest management.
- Avoid the introduction of alien species Identify focal, rare, threatened and endangered species based on credible scientific opinion.
- Sustain adequate levels of spawning biomass and population age structure of all aquatic species (e.g. Rock fish, lingcod, salmon).
- Recognize that the dynamics and resiliency of ecosystems vary.
- Establish a credible terrestrial and marine protection area system that contributes to sustaining the biological richness and the biological services provided by natural terrestrial and marine processes.
- Use zoning as a management and planning tool, including potential identification of areas for enhanced forestry.
- Sustain human communities within the limits of ecosystem processes
- Ensure that the consumptive use of natural resources is maintained within limits that can be sustained.
- Employ resource use techniques that emphasize low environmental impact and ensure that activities do not degrade ecosystems or conflict with meeting conservation goals.
- Ensure that the harvesting of natural resources and rates of harvest are an output of planning and do not compromise the long-term ecological integrity of landscapes and watersheds.
- Ensure sustainable harvest of old growth (250 years +) and second growth timber.
- Ensure that the development of non-renewable resources is undertaken in a manner that is consistent with the ecosystem framework.
- Redefine tenure arrangements to make them more ecologically relevant.

Socio-economic Principles:

- Promote the well being of the communities in the Central Coast for this and future generations.
- Recognise the interests of work communities on the Central Coast whose residents live outside the Central Coast.
- Maintain the historical, current and future unique qualities of life on the Central Coast as a basis for diversified economic activity.

- A diversity of economic opportunities is key to healthy communities and sustainable economies. Diversification should include both the local development of different economic activities as well as local involvement in different levels of existing activities.
- Provide greater local employment and economic benefits to communities through increased local access to local resources.
- Build community economic capacity including employment and business opportunities beginning with communities in the Plan Area. Ensure access to leadership, decision-making, business planning and management skills training.
- Redefine tenure arrangements to make them more equitable.
- Encourage diverse and innovative options that increase the employment, economic development, revenue, cultural and environmental amenities and other benefits derived from resources.
- Recognize the financial investment and economic contribution of the full range of existing economic enterprises and their employees and shareholders.
- Seek new ways of deploying existing investments within the context of these principles and goals.
- Increase the economic viability and sustainability of existing investments within the context of these principles and goals.
- Incorporate potential economic contributions of local, regional and global interests.
- Seek out and encourage new and innovative investment opportunities in the region in support of these goals and attract capital investments in those opportunities.
- Explore innovative ownership structures (including private ownership), rights allocations and opportunities to share assets or business functions.
- Ensure the full range of impacts and opportunities are considered in decision-making. Develop full-cost accounting tools and models to assess opportunities and impacts of resource management alternatives.
- Do more with less: prioritize business and economic strategies based on quality, adding value and decreasing material throughput thereby improving economic and ecological outcomes.
- When land use decisions are made in the public's best interests the costs of such decisions should not be visited on individual parties. Thus, direct loss of economic livelihood or employment resulting from a breach of contract resulting from the CCLCRMP land use planning decision must be subject to mitigation first and fair and timely compensation as a last resort.

Principles of Information and Adaptive Management:

Practice Adaptive Management

- Identify benchmarks against which future management performance can be measured.
- Establish explicit objectives for managing risk.
- Incorporate science, local and traditional knowledge, and available data into management decisions.
- Identify research and inventory priorities that will increase the effectiveness of ecosystem-based planning and management in the future.
- Monitor performance and outcomes for the purpose of adapting and

improving planning and management. Adopt a coordinated approach to information management.

Principles for Managing Ecosystem-based Planning Processes:

Follow up processes shall be:

- neutrally administered;
- transparent;
- ensure full public access to relevant information necessary to make informed decisions;
- consider all community and other interests affected;
- look to find common ground;
- respectful of the diverse values, traditions and aspirations of local communities;
- fair;
- efficient and effective (efficient use of time and resources);
- measurable and enforceable (decisions must be properly monitored and enforced);
- adaptive and flexible (capable of modifying decisions in response to technological innovations, field experience, shifts in social preferences and new information);
- comprehensive and integrated (cross sector and addressing the full range of economic, social and environmental concerns and values);
- accountable (decision makers must be accountable to all participants in the process as well as to the broader public). Recognizing regional, provincial, national and international interests establish collaborative, land use planning and decision-making processes that empower, and build capacity, within local communities.5 Resolve conflicts with generosity, compassion and clear understanding. Engage independent expertise in a manner that reveals the consensus of opinion and the differences of opinion on issues of concern.

APPENDIX II: Information Body

This is a multi-disciplinary Team dedicated to the provision of relevant ecological, socio-economic, technical, traditional and local information that will assist the Central Coast Completion Table in developing practical recommendations to resolve land use and natural resource management issues. This information is intended to complement the technical resources normally provided by Governments to these planning tables. The Team will adopt a " participatory approach" to information development by engaging with affected interests through the Team Steering Committee as well as other mechanism's (such as workshops). The Team is brought together with resources from Provincial Government, First Nations, Non-Government Organizations and the Private Sector. The Team includes representatives from First Nations, local communities and expertise in all of the relevant fields organized into several working groups. The Team provides information to the land use planning tables formed on the central and north coast. The team also provides technical and data support to the development Central and implementation of Pilot Projects which are testing and demonstrating Ecosystem Based Management and Planning at the landscape and stand level.

Appendix E: NCLRMP Plan Terms of Reference

TERMS, DEFINITIONS AND ACRONYMS

Term Definition / Explanation Acronym

Coast Information Team: An independent information body designed to provide assistance and recommendations to planning tables on ecosystem based management, resource analysis, community transition and diversification, and other topics as requested by the table membership.

CIT: Community: Includes both the local inhabitants within the plan area and communities of interests.

Government Sector Representative: This individual will represent government's strategic interests in sustainable economic development and in scientifically based conservation recommendations. He/ she will represent all government agencies as a table member and integrate guidance from the IAMC into table negotiations.

Government Technical Team (GTT): Provincial government technical team, established to provide mapping, analysis and report/plan writing support, as well as government policy and program information to the Table. Chaired by Process Manager.

Interagency Management Committee (IAMC): A committee of regional managers and directors who will provide advice on North Coast issues to the Government Sector Representative.

Land & Resource Management Plan (LRMP): A sub-regional, consensus seeking planning process involving affected stakeholders, First Nations and governments.

Ministry of Sustainable Resource Management: The provincial ministry formed in June of 2001, is responsible for strategic land use planning by the provincial government.

North Coast LRMP Plan area reference for the North Coast LRMP: The area within the plan boundary and above the high water mark

Process Chair(s): The individual(s) appointed to the process by the Minister of SRM to chair and facilitate Table meetings, and facilitate the engagement of processes that resolve critical issues between parties to complete the process. May retain facilitators and special advisors to assist in resolution of Table issues. Reports to and is accountable to the Minister for successful achievement of process milestones. Accountable to the Table members for maintenance of collaborative approach among participants.

Process Manager: The individual accountable to the Regional Director of MSRM for the smooth operation and completion of the planning process in accordance with its Terms of Reference. Responsible for logistical and financial support for the process. Chairs the Government Technical Team. Serves as alternate chair of the Table, and chairs and provides for facilitation (which may include independent facilitation) for working group and small group negotiation sessions between Table meetings.

Process Participant: Individual or organization formally recognized as participating in the North Coast LRMP process as a member of a sector represented at the Table.

Process Team: A team comprised of the Process Chair, Process Manager, facilitators (as required), and Technical Coordinator. Meets as required to review process issues and strategies, develop work plans to meet milestones. Does not include Government Sector Representative.

Table Member/Sector Representative: The individual formally recognized by others within a sector as their representative at the Table, and being able to make commitments for the sector at Table meetings. Each Table member will have a designated alternate for the purpose of representation at the Table.

Terrestrial Component of the plan area: Is that area that is above the high tide line. Interior fresh water bodies will be planned as a component of the terrestrial.

Technical Coordinator: The individual who coordinates the gathering of inventories, the development of analysis methodology, spatial modelling, the development of background reports, information provision, meeting logistics, coordination of analysis team functions and research projects as required. Serves as alternate chair of the GTT.

1. INTRODUCTION

These Terms of Reference will guide the North Coast Land and Resource Management Plan (LRMP) process. They establish a Planning Table (the Table), outline how the process will proceed and describe the scope of the plan. The Ministry of Sustainable Resource Management is responsible for strategic land use planning for the provincial government.

2. PURPOSE AND OUTCOMES OF THE LRMP

The North Coast LRMP process will provide an opportunity to interested groups, individuals, federal, First Nations, local and provincial governments, to prepare recommendations on land and resource use and to submit these recommendations to the provincial government for consideration and approval. The purpose of the plan is to:

- Foster economic and environmental sustainability through an Ecosystem Based Management (EBM) approach, which includes the establishment of protection areas and mechanisms to ensure the maintenance of ecological integrity and healthy human communities in the plan area;
- Deliver a comprehensive system of area specific management direction that clearly describes the location of each area and its resource values, general management direction for each area, management objectives and strategies applicable to specific areas, and any implementation requirements such as policy or legislative change; and
- Identify economic, environmental, social and community transition requirements and strategies.

3. PLAN AREA

The North Coast LRMP will provide strategic land and resource management direction for activities on Crown land within the planning area, shown in Appendix 1. The LRMP area covers 1.7 million hectares. The North Coast LRMP will make recommendations for terrestrial areas. In addition, the process may consider protection of foreshore and near shore areas under provincial jurisdiction, where adjacent terrestrial values are being considered for protection.

4. LINKAGE TO THE COAST INFORMATION TEAM (CIT)

The Coast Information Team (CIT), an independent, multi disciplinary information body, has been established to provide advice and recommendations to coastal planning processes including the Central Coast, North Coast and Queen Charlotte Island LRMP Tables on an Ecosystem Based Management (EBM) framework, resource strategies, zoning and other matters. A mandated set of products developed by the CIT are intended to support the North Coast LRMP decision-making process. As well, the Table may request additional information from the CIT through the Process Manager and Chair.

Subsequent items may be confirmed through a service agreement between the Process Manager and the CIT Management Committee. The CIT Terms of Reference are provided to the Table. The CIT Management Committee will provide regular updates to the LRMP Table on progress, information assembly, resource analysis, products, and other items. The Table may elect to delegate this responsibility of liaison to the Government Technical Team (GTT) for effectiveness. Products from the CIT, including results from the associated EBM pilot projects, will be provided to the Table for their consideration in the development of EBM planning products. The LRMP Table is not bound to accept any CIT recommendations but is encouraged to review and integrate CIT analysis in a final set of land use recommendations.

5. RELATIONSHIP TO ABORIGINAL ISSUES

The First Nations relationship to the North Coast LRMP is shaped in part by the development of the General Protocol Agreement on Land Use Planning and Interim Measures and the Tsimshian Accord. These agreements detail commitments and provide parameters related to interim measures and sustainable environmental, economic and social development. A number of issues have been discussed with First Nations in relation to development of their own Land Use Plans for the North Coast area. These issues are being addressed through Transfer Agreements between the province and First Nations and will contribute essential information to the LRMP process. The North Coast LRMP process and all products produced by the North Coast LRMP are without prejudice to First Nations and the provincial and federal government on land and resource management issues at the treaty table and First Nation constitutionally defined rights and title. Similarly, involvement by a First Nation in the North Coast LRMP process does not abrogate the province's responsibility to prevent the infringement of aboriginal rights through the process of consultation with a First Nation on specific development proposals, nor shall it be considered a substitute for such consultation.

5.1 Nisga'a Final Agreement

On April 13, 2000, following the advice and consent of the Senate and House of Commons of Canada, Royal Assent was provided to the Nisga'a Final Agreement Act 2000. Federal legislation followed ratification by the Nisga'a Nation in November 1998 and the passing of provincial legislation in 1999 enabling the agreement. The Nisga'a Final Agreement is a treaty and a land claims agreement within the meaning of sections 25 and 35 of the Constitution Act, 1982.

The Nisga'a treaty has provided the Nisga'a Nation with many powers, authorities, privileges and responsibilities. A portion of the plan area is now Nisga'a Land as identified in the treaty and is outside of the LRMP planning process. The Nisga'a have other interests as identified in the treaty within the LRMP plan area.

6. RELATIONSHIP TO OTHER PLANNING PROCESSES

The North Coast LRMP will take into consideration the information and products produced by existing planning processes underway or completed (e.g. park master plans, urban plans, First Nations resource plans, etc.) for portions of the plan area. Once the LRMP is approved, it will provide direction to future local plans such as landscape unit plans, and could lead to modifications of existing local plans.

7. TIME FRAME FOR COMPLETION

The target to complete a recommended LRMP is 22 months following the first Table meeting on February 1st and 2nd, 2002.

8. PLANNING TABLE

8.1 General

- The Table will follow a sectoral model of representation;
- The Table will develop recommendations for a comprehensive North Coast LRMP;
- The Table will strive for consensus on substantive issues, including the final LRMP recommendations. Consensus is defined as having no substantial disagreement with the decision. Table members may have concerns about specific aspects of the agreement, but can accept that the proposal goes forward and will support the overall plan;
- The Table will have members from the public, federal, First Nations, local and provincial governments, representing a cross-section of interests in the plan area. Alternates to Table members will provide support to those members on an ongoing basis;
- The Table will establish ground rules to ensure it functions smoothly and everyone who participates in the process does so in a fair and equitable manner;
- The Table will rely largely on smaller working groups to accomplish substantive discussions and negotiations between meetings. Recommendations and/or negotiated products developed by these groups are subject to review and acceptance by the Table; and
- The Process Manager has the discretion to invite additional experts to participate in working groups - for example when specific technical knowledge is required from someone who is not involved in an existing sector;

8.2 Table Member Responsibilities

- Responsibilities of Table members include the following:
- Representing the interests of their sector in consensus negotiations;
- Being accountable to members of their sector;
- Identifying members of their sector to participate in working groups;
- Sharing information between members of their sector and the Table through consultation and communication mechanisms established by the sector;
- Staying current with information and the progress of Table discussions (applies to alternate as well);
- Designating an alternate for when they cannot attend meetings; and
- Abiding by the Table ground rules.

8.3 Table Structure

The North Coast LRMP Table will have the following structure including representation from the public, federal, First Nations, local and provincial governments. These Table members will, as a group, fulfil the responsibilities noted above and will be organized as detailed below – according to their specific interests and with additional responsibilities as noted.

- ..Community Economic Development
- ..Conservation and Environment
- ..Fish and Wildlife Habitat
- ..Labour
- ..Major Forest Companies
- ..Mining and Exploration
- ..Recreation
- ..Small Business Forestry
- ..Tourism
- ..Federal agency (DFO)
- ..Gitga'at
- Haisla
- ..Kitkatla
- ..Lax KwAlaams
- ..Local government (2 seats)
- ..Metlakatla
- ..Nisga'a
- ..Provincial Government

8.3.1 Public Sector Representatives

Each sector will be composed of the organizations and individuals with similar interests, as defined by the sector titles. Each sector will have one seat at the planning table to be filled by the formal representative to the process or his or her alternate. Table members and alternates will be selected by the sectors they represent. Each sector agrees to having established and being accountable to a sector advisory committee representing a spectrum of interests in the sector, both local and regional. For efficiency, each sector will seek to minimize the number of persons identified to participate in working groups. By participating in the LRMP process each sector and its representatives agree to engage in the process and be bound by these Terms of Reference. Each sector further agrees to provide the Process Manager with a list of declared membership in their sectoral advisory committee, so that the spokespersons for those member organizations may be identified for participation in the working group negotiations. The Process Manager will be responsible for maintaining and updating the Table Membership list. There may be interests not formally part of the sector who sectors will identify and consult with, as needed. Sector representatives will be responsible for notifying the Process Manager of any changes to Table, or sector advisory committee membership.

8.3.2 Local, Provincial and Federal Government Representatives

Federal, provincial, and regional/municipal government representatives have the same full responsibilities as other table members as described above. Government representatives will:

- ..Participate in a collaborative process of consensus building in a manner respectful of other interests.
- ..Provide the Table with information and advice on legislation, policy, programs, current initiatives; and
- ..As future monitors and implementers of the plan, ensure that planning recommendations can realistically be implemented in a way that meets the objectives and strategies outlined in the final LRMP plan.
- ..The provincial government will participate in the LRMP process in three different capacities:
- ..A Government Sector Representative participates as a table member engaging in discussion and negotiation at the Table and working group tables on substantive issues;
- ..The Process Team provides logistical and procedural support for the process. Responsible for process design and smooth operation of process. Develops work plans and draft products for table discussion, co-ordinates analysis, facilitates, and mediates where necessary. Provides minutes, agenda etc.
- ..The Government Technical Team provides mapping, analysis and report writing. Develops draft products for table review and provides technical advice to the Table upon request.

8.3.3 First Nations Representatives

First Nations may participate at both a technical and government level as follows:
a) Participation at the Table and its working groups;
b) Formal government liaison with the Process Manager and Process Chairs;
c) Technical liaison with the GTT;
d) Participation in the Coast Information Team;
e) Participation on a FN/MSRM executive advisory board;
* MSRM and interested Tsimshian are forming a *Tsimshian/MSRM Stewardship Committee* : Kitkatla, Metlakatla, Lax KwAlaams, Kitselas and Kitsumkalum. The Stewardship Committee will address interests of mutual interest, including economic measures, technical and financial support to planning, and participation in various land use planning initiatives. Kitselas and Kitsumkalum First Nations have traditional use sites within the North Coast Plan area and will represent their interests to the North Coast LRMP Table through the Stewardship Committee.

f) Review of the final plan as provided for in the Terms of Reference. First Nation involvement will occur in accordance with Transfer Agreements developed between individual First Nation governments and the province.

9. PROCESS TEAM

The Process Team is composed of the Process Chairs, Process Manager, Technical Coordinator and process facilitator(s). The primary role of the Process Team is to design and coordinate the LRMP process in a way that is open, fair to all interests, efficient and effective. This includes:

- ..Design and delivery of meeting agendas;
- ..Development and monitoring of the process work plan;
- ..Organization and facilitation of Table meetings, working group meetings between table meetings;
- ..Review and delivery of draft planning products; and
- ..Applying best practices for collaborative decision-making.

In addition, individual members of the Process Team will be responsible for consultation with stakeholders and participants between Table meetings. The Process Team does not participate in the Table's consensus decisions and does not carry the mandate of any specific agency.

10. BROAD PUBLIC PARTICIPATION

The general public (i.e. that is the broader public not participating in the process) will be kept informed throughout the LRMP process through media reports, newsletters, sectoral outreach, web pages and open houses. When the Table develops a recommended LRMP, an opportunity for public review and comment must be provided before the recommendations are finalized. Table meetings will be open to the public with time allotted at the end of each meeting for comments from any members of the public who wish to speak as detailed in the Ground Rules.

11. PROVINCIAL LEGISLATION AND POLICY

The provincial government has the legal obligation to manage and conserve natural resources on provincial Crown land. Numerous policies and statutes are relevant to land use planning. Even though policies are not legally binding, they provide high level guidance that provincial decision-makers must consider. In the interest of facilitating solutions, the process will have the opportunity to make recommendations for policy and legislative changes as related to resource management that are deemed necessary to achieve the management direction of the LRMP and the interests of all parties supporting the LRMP recommendations. In these cases, the Table must consider the local and provincial implications of adjusting the policy or statute and provide a written rationale of why the current policy should be varied for the area.

12. REVIEW AND APPROVAL OF CONSENSUS DOCUMENT

The Table will submit its final package of consensus recommendations to the provincial government through the Ministry of Sustainable Resource Management. The Minister of Sustainable Resource Management has final approval responsibility for the North Coast

LRMP. Cabinet will make final decisions regarding protected areas. If unable to reach agreement on all aspects of land use recommendations, the Table will submit to the provincial government for resolution, a document that describes areas of agreement and unresolved issues. An accompanying document will include a description of attempts to resolve those issues and the parties unable to reach agreement. All First Nations within the plan area, whether they have participated in the NCLRMP process or not, will be invited to review, comment upon and/or endorse any final LRMP recommendations. Any approval or endorsement by a First Nation in respect of the plan will not prejudice that First Nation's position on land and resource management issues at the treaty table or affect in any way its rights and title.

All local governments within or adjacent to the Plan Area, whether or not they have participated in the North Coast LRMP process shall be invited to review, comment upon and/or endorse any consensus North Coast LRMP recommendations as per the Union of B.C. Municipalities Protocol Agreement.

13. IMPLEMENTATION

Once approved by the provincial Cabinet, the North Coast LRMP shall be implemented and monitored by appropriate provincial government agencies coordinated by MSRM. A monitoring committee that includes public participants may be established by MSRM to monitor plan implementation.

Approved By:

_____ Date:_____

Honorable Stan Hagen
Minister of Sustainable Resource Management

Appendix F: List of studies conducted for the NCLRMP

Note: The documents listed below can be accessed at the NCLRMP website at http://srmwww.gov.bc.ca/ske/lrmp/ncoast/resource_information_analysis.htm

Table F 1: Studies conducted for the NCLRMP

General Background information	*North Coast Current Conditions Report* (Tamblyn and Horn 2001): reported on background information on the natural, cultural, and socio-economic features, land uses and resources management in the North Coast LRMP area. Map Handbook (2002) An Introduction to Adaptive Management - October 2000 Implementing Adaptive Management Through the North Coast LRMP - September 2000 Criteria and Indicators - March 2001 An Ecosystem-Based Management Planning Framework for the North Coast LRMP (R. Holt) - March 2001 Assessing Social and Economic Considerations in Ecosystem Based Management - September 2002
Ecological resources and values	Base Case - Environmental Risk Assessment Reports Synopsis - September 16, 2002 (Individual ERA reports for Coarse Filter Biodiversity, Grizzly Bears, Marbled Murrelets and Mountain Goats appear under the appropriate heading below) Aquatic, Riparian and Fish Hydroriparian Ecosystems of the North Coast - June 2001 Aquatic and Riparian Habitat and Values in the North Coast - October 2003 Freshwater and Anadromous Fish and Fish Habitat in the North Coast - October 2003 Appendix I: DFO Salmon Escapement Database Appendix II: Freshwater Fish Database The Ranking of North Coast Coho Streams for Rearing Productivity and Biodiversity: Supplemental Fisheries Report for the North Coast Land Resource Management Plan - October 2003 Eulachon in the North Coast - October 2001 Testing the Hydroriparian Planning Guide - September 2003 Report Maps
Biodiversity and ecosystems	Forest Successional Dynamics, Forest Disturbance, and Forest Succession Modelling for the North Coast Forest District – April 2002 Natural Disturbance Dynamics on the North Coast - March 2003 Terrestrial Ecosystem Mapping of CDC-listed Ecosystems in the North Coast LRMP Area - July 2002 Base Case - Coarse Filter Biodiversity ERA Summary - March 2003 Base Case - Coarse Filter Biodiversity ERA Report - March 2003 Black bear and grizzly bear Base Case - Grizzly ERA Reports (pending)

	Information Circular – Black Bears in the North Coast - November 2003 Marbled murrelet A Radar Based Inventory of Marbled Murrelets - November 2002 Base Case - Marbled Murrelets ERA Report - July 2003 Northern goshawk Northern Goshawk Habitat in NCFD - Foraging Areas and Nesting Habitat Suitability Models (T. Mahon) - March 2003 Protected Areas Protected Areas: Supporting Information - October 2003 Traditional Ecological Knowledge Methodological Review and Approaches for Local/Traditional Knowledge Research - September 2002 Ungulates Goat Winter Range Mapping Report - March 2002 Moose Winter Range Mapping Report (B. Pollard) - December 2001 Figure 1 Figure 2 Base Case - Mountain Goat ERA Report - March 2003
Social and economic resources and values	General Socio-Economic Information Base Case Socio-Economic Analysis- September 2002 SEA Appendix A: Barriers and Opportunities Assessment Economic Building Blocks The Place of the Informal Economy in the North Coast LRMP Process - March 2003 Economic Development Action Plan - October 2003 Minerals and energy Mineral Resources of the North Coast Region - September 2003 Mineral and Energy Resource Analysis Report - April 2002 Non-commercial recreation Review of Public Use in the North Coast LRMP Area – January 2002 Recreation Analysis Report - March 2003 Timber An Overview of Water Based Log Handling on the North Coast of British Columbia - December 2001 Description of Data Input and Assumptions for timber Supply Analysis - May 2002 Benchmark Scenario Timber Supply Analysis Report (FSSIM) - October 2002 Benchmark Scenario Landscape Model (SELES) - October 2002 Analysis of Woodflow in the Coast Region - August 2003 Coast Forest Region Fibre Flows (charts) Woodshed Analysis Report - Final Draft - October 2003 Woodshed Analysis Maps Current Value Index Net value

	Review of Woodshed Analysis Input Data and Results (Lynx) - August 2003
	Tourism Forest and Fisheries Tourism Opportunities Study for the North Coast Forest District - March 2000 Tourism Analysis Report - July 2003 Multi Day Nature Based Tourism Study - July 2003 Potential Spatial and Management Implications of Cruise Ship Passenger Activity on the Development of the North Coast LRMP Executive Summary - February 2003 Full report - February 2003 Value of Nature Based Tourism to the NC LRMP – February 2004
	Visual management Visual Quality Analysis Report - May 2003 North Coast Visual Quality Modelling, Assessments and Planning Support - September 2002 Estimated Cost Impacts to the Forest Industry of Implementing New Visual Management Direction - February 2004 Examples of Visual Management Classes (Western Forest Products) – November 2003
Additional resource analysis	LRMP Experiments and Scenario Analysis Static (GIS) Experiments - October 2003 Appendices North Coast Landscape Model (Morgan, et al) - October 2002 North Coast Landscape Model, Temporal Experiments (Morgan, et al) - May 2003 Environmental Risk Assessment: Implementing Variable Retention on the North Coast LRMP Area - November 2003 North Coast Landscape Model, Scenario Exploration (Morgan, et al) - March 2004 NCLRMP - Impact Assessment Recreation Opportunities Spectrum Classes - December 2003
	Analysis of Interim Table Recommendations to March 31, 2004 A final analysis was conducted of the draft LRMP as it existed at the end of Meeting #20 on March 29, 2004. This analysis was presented at Meeting #21 to ratify the plan on June 11-12, 2004. Timber Supply Analysis - April 2004 Environmental Risk Assessment - May 2004 Socio-Economic Analysis - May 2004
Coast Information Team	EBM Framework: reflecting the definition, principles and goals of EBM EBM Handbook: that provides implementation tools and procedural steps to guide the implementation of EBM across multiple scales Ecosystem Spatial Analysis Hydro-riparian Planning Guide.

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