

**TOURISM STAKEHOLDER PERSPECTIVES ON LAND
USE PLAN IMPLEMENTATION**

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ABSTRACT

This paper examines the degree to which shared decision-making (SDM) processes used in the development and implementation of land use plans benefited the backcountry tourism industry in the Cariboo-Chilcotin region of British Columbia. Based on the perspectives provided by key informants from the region, the research suggests that the employment of SDM methods provided several overriding opportunities for the tourism industry. These included creating easier and more effective venues for resolving problems and improving stakeholder relationships; effectively involving tourism stakeholders in land use planning; and building awareness of the importance of tourism amongst other land uses in the region. However, the respondents also felt that the SDM processes had been relatively unsuccessful in creating an institutional environment that supported the implementation of the land use plans created. Several recommendations are made to improve the application of SDM processes particularly in the implementation phases of land use planning.

*I dedicate this work to my family and friends.
Their patience, love, support, and obvious pleasure
in watching me reach new goals,
gave me the energy to burn the lamp
into the wee hours of many nights.*

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- Finally, I would also like to recognize the significant contribution of individuals that worked on BC's initial land use plans. The experiences of these early land use-planning processes taught us much about SDM techniques. As a result of stakeholders' collective efforts, planners learned how to improve SDM techniques for the benefit of all land use planning initiatives. Your contribution was valuable to future land use planning initiatives.

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LIST OF ABBREVIATIONS

BC	British Columbia
CCLUP	Cariboo Chilcotin Land Use Plan
CORE	Commission on Resources and Environment
COTA	Council of Tourism Association of BC
CP	Collaborative Planning
CR	Commercial Recreation
CRCG	Chilko Resort & Community Group
ERDZ	Enhanced Resource Development Zone
GDP	Gross Domestic Product
IRM	Integrated Resource Management
IRMZ	Integrated Resource Management (Development) Zone
LRMP	Land Resource Management Plans
LUCO	Land Use Coordinating Office
LUP	Land Use Plan
LWBC	Land and Water British Columbia
MAL	Ministry of Agriculture and Lands
MELP	Ministry of Environment and Land Protection
MOF	Ministry of Forests
MSRM	Ministry of Sustainable Resource Management
MTSA	Ministry of Tourism, Sports and Arts
MWLAP	Ministry of Water, Land and Air Protection
PA	Protected Area
RDZ	Resource Development Zone
REM	Resource and Environmental Management
RMZ	Resource Management Zone
SDM	Shared decision-making
SMZ	Special Management Zone
SPSS	Statistical Package for the Social Sciences
SRDZ	Special Resource Development Zone
SRMP	Sustainable Resource Management Plan
SRP	Sub Regional Plan
TBC	Tourism British Columbia
VQO	Visual Quality Objectives
WTA	Wilderness Tourism Association

CHAPTER 1: INTRODUCTION

BC's branding of "Super, Natural BC®" highlights the importance of a high quality natural landscape to the province's tourism industry. The long-term success of this industry is dependent on access to the high-quality natural landscape offered by provincial Crown lands. However, besides tourism, BC's crown lands also provide the foundation for a number of other components of the province's economy. These include forestry, mining, power generation, fisheries, and agriculture. In response to escalating conflict between interest groups in the 1980s over land use, the BC provincial government established a Commission on Resources and Environment (CORE) in 1992. CORE used a shared decision-making (SDM) process to resolve land and resource use conflicts in the most contentious regions in the province.

1.1 Research Rationale

The role of SDM as an approach to land use planning and management has continued to be evaluated throughout the province (Tamblyn 1996; Duffy, Roseland, and Gunton 1996; Roseland and Duffy 1997; Penrose, Day, and Roseland 1998). A critical part of that assessment involves examining how SDM processes have impacted the implementation of land use plans (LUP) (Albert 2002; Day, Gunton, and Frame 2003; Joseph 2004).

Past SDM research related to tourism in BC found that tourism representatives felt that LUPs did not adequately protect the industry's land use needs (Williams, Penrose, and Hawkes 1998). In addition, another study showed that tourism stakeholders were as satisfied as other LUP participants with the outcomes of SDM processes (Edwards-Craig 2003). The key informants in those studies indicated that to achieve a 'win-win' solution to land use conflicts, the process demands that participants be prepared to shift from positional based arguments to those that are interest based. Such a process precludes that no one participant will walk away from the table completely satisfied.

This report's investigation expands on those past studies by examining how SDM effected the implementation of LUPs. It does this from the perspective of back-country tourism operators living with the legacies of SDM processes in their regions. Earlier research focused on participants that were directly involved in land use planning processes while this research considered the opinions of a range of tourism operators. Tourism is currently one of the largest and fastest growing sectors of BC's provincial economy and the province's third largest earner of export income (Ministry of Small Business and Economic Development 2004). In order for the province to nurture tourism's growth, it is important to address tourism's land use interests from planning and implementation viewpoints.

Like other natural resource-based sectors of this province's economy, "BC's other forest industry," has a legitimate interest in forestland management (COTA 2002, 1). However, addressing tourism's land use interests has not

traditionally been incorporated into BC's land use planning processes.

Historically, the industry had "limited government representation, shared funding, and almost non-existent legislative power to develop and implement tourism-focused policies" (Reed & Gill 1997; Williams Day and Gunton 1998; as cited Edwards-Craig 2003, 30). While BC's completed LUPs have addressed tourism and other stakeholder's land use interests, how well the tourism industry's interests are protected only becomes evident as such plans are implemented.

1.2 Purpose of Study and Research

The purpose of this research is to identify if tourism's participation in land use planning and LUP implementation benefited the tourism sector. The overriding research question guiding this study is: How well has the implementation of a LUP, that used the SDM approach, met the specific land planning needs of tourism stakeholders? Three specific subsets of this question are:

1. To what extent did backcountry tourism operators benefit from the SDM approach used in land use planning?
2. To what extent did the implementation of a LUP that used the SDM approach, support backcountry tourism?
3. Were the criteria necessary for successful land use plan implementation present?

This research will contribute to a growing body of knowledge on SDM and its role in implementation. It will also provide a better understanding of tourism's unique needs with regards to SDM and LUP implementation.

1.3 Research Method

The research methodology used to evaluate if tourism's participation in land use planning and LUP implementation benefited the tourism industry consists of six steps. The first step was to review the literature to gain knowledge of issues related to SDM in LUP and how SDM related to the backcountry tourism industry. Specific themes reviewed included collaboration, implementation, and tourism's land use interests. Secondly, a set of evaluation criteria was developed based on the literature review of research done on implementation: Mazmanian and Sabatier (1989), Albert (2002), Edwards-Craig (2003), Calbick (2003), Albert, Gunton, and Day (2003), and Joseph (2004). The framework consisted of thirteen criteria that impact the success of achieving implementation objectives.

The third step was to scope the project geographically and to identify the most suitable research participants. The Anahim Round Table (ART) and Chilcotin Sustainable Resource Management Plan (SRMP) areas that lie within the Cariboo Chilcotin Land Use Plan (CCLUP) region were chosen because of the number of years that have passed since the LUP was approved and because this region contains a high concentration of back-country tourism operators. Backcountry tourism operators were chosen over other sectors of the tourism industry because they are more directly impacted by decisions made as a result of land use planning and implementation.

The fourth step was to design a questionnaire to use for the case study. Questions were generated from earlier research on implementation and

backcountry tourism operators (Albert 2002; Edwards-Craig 2003) and from the literature review. The questionnaire was used as the foundation for structured interviews with selected backcountry tourism operators. Analysing the results was the fifth step in the research. A consensus framework was used to determine the levels of consensus and support amongst respondents for statements in the questionnaire. The results provided the information needed to assess the extent that SDM benefited the tourism industry. The final step involved developing management recommendations emanating from the findings.

1.4 Report Organization

This report is divided into six chapters. After the introduction, Chapter 2 reviews issues related to SDM in LUP and how they relate to backcountry tourism. Chapter 3 describes the methods used to collect and analyse related data. Chapter 4 presents the results of the analysis by addressing the first three research questions. The overall perspectives of respondents are presented, followed by a comparison of respondents' views from the two SRMP regions. Chapter 5 discusses the results and suggests recommendations to improve effectiveness of SDM processes in land use planning in BC. The last chapter presents major conclusions and provides recommendations for further research.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

This literature prepares the foundation for the primary research that follows. It is divided into three sections. The review begins with a discussion of strategic land use planning in BC and describes the role of collaborative planning (CP). The focus is on the implementation of regional LUPs. The second section outlines alternative methods of land-use planning for backcountry tourism in British Columbia and describes how such strategic planning occurs in the province. The third section of the literature review provides an overview of the case study region.

2.2 Land Use Planning in British Columbia

Globalization, declining access to natural resources, and shifting consumer preferences gave rise to changes in Canada's resource-based economy (Hayter and Barnes 1997). This is particularly the case in BC where newer industries, such as tourism, have gained in importance to the provincial economy (Gunton 1998). The provincial government has responded to these changes in the economy with policies that support and encourage new and more sustainable forms of growth.

2.2.1 Top-down Policy Process

Until the early 1990s, land use policy in BC was primarily driven by the forest sector. Over eighty three percent of the provincial land base was designated as provincial forest and managed by the BC Ministry of Forests (MOF) to meet the needs of forest harvesting interests (Drushka 1992; Day, Gunton, and Frame 2003). When one considers that ninety-five percent of BC's ninety-five million hectares was publicly owned at that time, a sense of the tremendous responsibility and authority bestowed MOF becomes evident (Williams, Day and Gunton 1998). Forest harvesting policies for BC's "green gold," (Hayter et al. 1997, 1) were made by a traditional, expert-based approach in which professional foresters made forest policy. Forest stewardship was characterized by benign paternalism – "the Minister of Forests knows best" (Travers 1993, 171).

This expert-based approach to decision-making primarily supported timber-oriented objectives to meet the needs of the forest sector (Gunton 1997, Hoberg 2001). For example, pressure to expand parks and protected areas in the province was resisted because such expansion would restrict the forest and mining sectors. For the same reason, attempts to negotiate land and resource treaties with First Nations were infrequent (Gunton 1997). The BC government was interested in maximizing outside investment that would "generate employment and capital" for the province and did not provide much protection for other values or interests (Hayter and Barnes 1997, 3). The use of a top-down decision-making policy process to meet the needs of the forest sector was

initially widely accepted. The focus on supporting a small number of single interest tenure holders meant that conflicts were limited. If there were any disruptions, they were “contained by powerful commercial interests in alliance with the provincial government” (Hayter et al., 2).

While a rational, expert driven process may be the most technically advantageous approach to planning, it precludes an inclusive collaborative process, which can give rise to more creative and intuitive strategies (Gunn and Var 2000). The expert-driven model works properly if the problem is well defined; there are unlimited time and resources, as well as a single interest that holds decision-making power (McCool et al.). However, this model is “usually invalid in the real world” (McCool et al., 111) as numerous factors intervene to reduce the utility of this approach.

2.2.2 Change in LUP in BC

Due to increasing levels of logging, escalating conflicts emerged between environmentalists and forestry workers during the 1980s. The province became “the flashpoint for some of the most dramatic environmental controversies in Canada (Hoberg 2001, 348) as British Columbians entered into an “unprecedented public debate on forest policy” (Drushka 1993, vii). The most intense conflicts centred around the use of public forest lands (Owen 1997; Williams, Penrose and Hawkes 1998a). Protests centred on issues and values related to clear-cuts and their negative “impact on biodiversity, fish and wildlife habitat, water quality, scenic landscapes, and the sustainability of timber

supplies” (Owen 1998, 16). The intensity and frequency of these conflicts created an impetus for significant changes in the approach to land use planning in BC.

In 1992, the government created a comprehensive land use planning process to resolve the escalating number of land use conflicts. CORE led the development of the process (CORE 1994). CORE’s role was to: “develop for public and government consideration a British Columbia wide strategy for land use” that would “set a world-leading standard for integrating the principles of sustainability into land use planning and management” (5) and “lay out the general vision or direction that guides the whole system” through “clear articulation of principles, goals, and policies” (23) which would lead to a series of actions (CORE 1994). The government initially approved the development of strategic land use plans in regions of the province with the most contentious conflicts: Vancouver Island, Cariboo-Chilcotin, West Kootenay-Boundary and East Kootenay Regions. In 1996, administrative changes transferred CORE’s LUP responsibilities to a Land Resource Management Process (LRMP) from the Land Use Coordination Office (LUCO) to the Ministry of Sustainable Resource Management (MSRM). Both administrations used an Integrated Resource Management (IRM) process to systematically develop LUPs. Due to a government change in 2005, these responsibilities now lie with the Integrated Land Management Agency (ILMA) of the BC Ministry of Agriculture and Lands (MAL) (BC Government). Currently, strategic LUP and land resource

management plans (LRMP) have been completed for three-quarters of the province.

2.2.2.1 Integrated Resource Management in BC

IRM was adopted in BC to manage the use of public resource lands in a manner that incorporated multiple views and values. Ideally, IRM integrated all levels of management “across ecological, political, generational, and ownership boundaries” (Moote, M. 1994; in Wondolleck et al. 2000, 15). BC’s Commission on Resources and Environment (CORE) (1994) defined IRM as “a process to identify, assess and compare all resource values as a basis for making decisions on resource use management” (50). CORE introduced a continuum of LUP levels (Table 2-1) that ranged from the “general to the specific – from global to local” (CORE 1996, 4).

Table 2-1 Provincial Land Use Planning Framework

<p>Regional Level</p> <ul style="list-style-type: none">○ Regional Land Use Plans
<p>Sub-Regional Level</p> <ul style="list-style-type: none">○ Land and Resource Management Plans○ Commercial Recreation Plans
<p>Local Level Plans</p> <ul style="list-style-type: none">○ Landscape Level Unit Plans○ Forest Development Plans○ Commercial Recreation Plans <p>(Source: Wilderness Tourism Association 2001)</p>

Once a LUP or LRMP is legally endorsed as a Higher Level Plan, Sub Regional Plans (SRP) are completed. SRP provide refinement and spatial direction for activities in SRMP areas*. SRMPs contain a mix of local level sub-unit resource development zones, identified as Enhanced (ERDZ), Integrated (IRMZ), or Special (SRDZ) (MSRM 1996). Each sub unit has different operational objectives and strategies to achieve specific targets. Table 2-2 describes targets for each zone.

Table 2-2 Summary of General Zonal Targets

Land Use Zone	Target
General	<ul style="list-style-type: none"> ▪ Forestry, mineral exploration and mine development will proceed ▪ Cattle grazing, tourism, recreation, agro-forestry, fishing, hunting and trapping will proceed (BC MSRM 1995)
Special (SRDZ)	<ul style="list-style-type: none"> ▪ Resource development activities will be carried out in a manner that respects sensitive natural values (BC MSRM 1995, Appendix A) ▪ The forest industry will have access to 70% of timber from the productive forest land base averaged over the zone <ul style="list-style-type: none"> ○ Conventional Harvest 28%, Modified Harvest 49%, No Harvest 23% (BC MSRM 1995, 11)
Integrated (IRMZ)	<ul style="list-style-type: none"> ▪ Some specific sites within this zone will be appropriate for enhanced resource use (BC MSRM 1995, Appendix A) ▪ Forestry, mineral exploration, mining development, cattle grazing, tourism, recreation, agro-forestry, fishing, hunting and trapping are appropriate activities <ul style="list-style-type: none"> ○ Conventional Harvest 54%, Modified Harvest 35%, No Harvest 11% (BC MSRM 1995, 11)
Enhanced (ERDZ)	<ul style="list-style-type: none"> ▪ Forestry, mineral exploration, mining development, cattle grazing, tourism, recreation, agro-forestry, fishing, hunting and trapping are appropriate activities(BC MSRM 1995, Appendix A) ▪ The initial focus of enhancement activities will be aimed at creating new jobs by increasing the productivity of forests, increasing management and productivity of grazing lands for the ranching industry, and developing recreation and tourism opportunities. <ul style="list-style-type: none"> ○ Conventional Harvest 69%, Modified Harvest 22%, No Harvest 9% (BC MSRM 1995, 11)

* Regions roughly equivalent to BC's Forestry Districts

A critical part of these LUP processes involved the zoning and allocation of land for tourism and related uses. This was typically determined by using a resource analysis process (Wilderness Tourism Association 2001). The role that each zone was supposed to play in meeting tourism objectives is explained in Tale 2-6.

2.3 Collaboration Process

To manage the complexities of an IRM process and find resolution to stakeholder land use conflicts, the province shifted existing land use planning strategy from an expert driven, top-down process to one that engaged a broader range of stakeholders. BC was unique in applying a collaborative planning (CP) process across the province “on a systematic basis to negotiate land and resource use plans on Crown lands” (Frame 2002, 99; personal communication, Gunton, October 2003). The CP process termed ‘shared decision-making’ by the province (CORE 1996) was defined by CORE:

On a certain set of issues for a defined period of time, those with authority to make a decision and those who will be affected by that decision are empowered jointly to seek an outcome that accommodates rather than compromises the interests of all concerned (1996, 12).

The following discussion on collaboration suggests how collaborative processes may impact the implementation of LUPs. It serves as part of the framework for this study’s research design.

2.3.1 Benefits and Disadvantages of SDM

SDM is designed to help all stakeholders understand and attempt to accommodate each other's interests. Including a variety of stakeholders, representing an array of interests, experience, and knowledge, within a SDM process is believed to generate greater benefits than other, less inclusive decision-making processes. The SDM benefits identified by a number of researchers are listed in Table 2-3.

The disadvantages of SDM are related to its requirement that stakeholders negotiate with each other to reach consensus (Gunton and Day 2003). If participating stakeholders do not represent broad public interests, or are unable to reach a consensus, SDM may produce an ineffectual plan or no plan at all (Murphy 1985; Van der Stoep 2000). Those plans that do not reach full consensus may still benefit from SDM as the process may generate information that can assist decision-makers to create plans that incorporate the view of a wide range of interests and focus on local problems.

Table 2-3 Benefits of SDM

Benefit	Source
Resolve conflicts amongst competing interests	Susskind & Cruikshank 1987; Fisher, Ury & Patton 1991; Innes & Booher 1999; Wondolleck & Yaffee 2000; Gunton & Day 2003
Develop a plan that is in the public's interest	Innes & Booher 1999; Gunton & Day 2003; Gunton, Day & Williams 2003
Achieve a plan that is of high quality	Susskind & Cruikshank 1987; Innes et al. 1999; Burby 2003; Albert, Gunton & Day 2003; Gunton & Day 2003; Gunton, Day & Williams 2003
Affect the level of success in implementing the plan	Susskind & Cruikshank 1987; Forsyth 1996, Berry & Ladkin 1997 as cited Welford et al. 1999; Innes & Booher 1999; Wondolleck & Yaffee 2000; Burby 2003; Gunton & Day 2003
Provide a wide range of social benefits	Owen 1998; Innes & Booher 1999; Wondolleck & Yaffee

aside from the agreement such as improved skills, knowledge and stakeholder relations	2000; Frame 2002; Gunton & Day 2003; Gunton, Day & Williams 2003; Frame, Gunton & Day 2004
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2.3.2 Stakeholder Collaboration

A goal in this research is to evaluate how collaboration between the tourism industry and other land use stakeholders helped to create and implement a LUP in a specific case study region where SDM planning processes were employed. Tourism researchers, Jamal and Getz (1995), define collaboration as a “process of joint decision making among autonomous, key stakeholders” (188). Collaboration provides an opportunity for stakeholders to “resolve planning problems and/or to manage issues related to the domain.” While stakeholders maintain their autonomy, the “turbulent” business environment requires a “collective and collaborative response” to cope (Jamal et al, 188).

Characteristics of effective collaboration processes are:

- Stakeholders are independent;
- Solutions emerge by dealing constructively with differences;
- Joint ownership of decisions is involved; and
- Stakeholders assume collective responsibility for the ongoing direction of the domain (Gray 1989)

Getz and Jamal provide a collaboration process for community-based tourism planning, based on Gray’s work. They suggest that in effective implementation, stakeholders have a “high degree of ongoing interdependence” and “redistribution of power” (190). As discussed earlier and re-emphasised by Reed (1997), the power relations that exist between stakeholders “may alter the

outcome of collaborative efforts or even preclude collaborative action” (567). Hall (2003) argues that “the study of politics and power arrangements is vital in the analysis of the political dimensions of tourism at the community level because power governs” (101) stakeholder’s ability to influence the policy direction.

2.3.3 Benefits of Relationships

Researchers posit that local tourism stakeholder relationships are vital to sustainability of tourism operations and the industry. Gill and Williams (forthcoming) argue that “good stakeholder relationships [are required] in order to achieve competitive advantage” (3), particularly given the tourism industry’s “dependency on place” (22). Gill et al. point out, “stakeholder involvement is integrally linked to the principles of sustainability” and the “triple bottom line” (5). Developing alliances at the local level is important for sustainable tourism (Jamal and Getz 1995; Hart 1995; Welford, Ytterhus, and Eligh 1999) as local collaborative approaches build relationships that can provide access to intangible resources such “as reputation, corporate culture, and long-term relationships with suppliers and customers” (Gill et al., 4). They can also provide or prevent access to tangible resources. Svendsen, Boutilier, Abbott, and Wheeler (2002) note that stakeholders can “act as gatekeepers to resources” (in Gill et al., 5). A ‘gatekeeper’s’ ability to control access to resources is a function of their possession of elements that tip the balance of power. The next section discusses the critical elements that determine powerful stakeholders ability to ‘tip’ a decision in their favour.

2.3.3.1 Critical Elements That Influence Stakeholder Relationships

Freeman's (1984) work on stakeholders provides an appropriate framework to discuss how stakeholder relationships affect the ability of tourism to achieve its development objectives. He categorizes stakeholders by the level of power and the stakes (real or perceived) they hold. Contemporary researchers (Mitchell, Agle, and Wood 1997; Jonker and Foster 2002) added the elements of criticality and rationality. An explanation of each of the three elements is below:

- *Power* explains why an organization bows to the pressure of a stakeholder. According to Pfeffer and Salancik's (1978) resource dependency theory, power "requires one of the parties to be dependent on obtaining resources of some kind from the other" (as cited Jonker and Foster, 191). Jonker et al. believe this theory is limited by its failure to "account for political pressure" (191) as it only considers economic and/or legal power. Power can be coercive (based on force), utilitarian (based on assets), and/or normative (based on symbol).
- *Criticality* or "urgency," as referred to by Mitchell et al. (866), recognizes the dynamic (rather than static) element of stakeholder relationships. Jonker and Foster (2002) adapt Mitchell et al.'s "urgency" to recognize the "criticality" of an issue as it reaches a "significant, momentous serious" (192) level where organizations are motivated to become involved.
- *Rationality* is defined as "a generalized perception or assumption that the actions of an entity are desirable, proper, or appropriate within some socially constructed system of norms, values, beliefs, and definitions" (Suchman

1995; as cited Mitchell et. al 1997, 866). Together, legitimacy and power establish an organization with “authority” (966). These issues are “critical considerations” in interorganizational collaboration, [as]they influence every stage of the collaboration process” (Gamal and Jetz 1995, 190).

2.3.4 Collaborative Planning in Environmental Management

SDM is a process that encourages and supports public participation by bringing together relevant stakeholders to engage in interest-based negotiations and to reach consensus on a plan of action (Williams, Penrose and Hawkes 1998a). SDM has become the “preferred planning model in forest and land use planning, watershed planning, regulatory rule-making and urban planning in the United States, Canada, and Australia” (Gunton and Day 2003, 6) and has emerged “as the dominant planning model in environmental management” (Gunton, Day, Williams 2003, 1). The SDM process can influence implementation of LUPs through the following:

- Building understanding by fostering exchange of information and ideas;
- Providing a mechanism for effective decision-making through processes that focus on common problems and build support for decisions;
- 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
- Developing the capacity of agencies, organizations, and communities to deal with the challenges of the future (Wondolleck et al., 18-19).

2.4 Implementation

A primary challenge of planning is to ensure that the plan is implemented effectively and efficiently. The level of success of LUP implementation is in part dependant on the collaborative planning process used to develop the plan. A good process results in plans that are “durable and implementable” (Innes and Booher 1999, 414). Implementation will “stand or fall” (415) on the perceptions of process fairness, openness, inclusiveness, and accountability.

2.4.1 Implementation Criteria

It is important that plan stakeholders continue to work together through the implementation phase. Effective plan implementation is a fusion of “top-down” and “bottom up” models of policy implementation (Hill and Hupe 2002). Effective implementation requires stakeholder advocates who are committed to the process and willing to participate in ongoing discussions (Frame 2002). It requires continuing relationships between government agencies and personnel, private sector land use stakeholders, NGOs, special interest groups, and the public at large. Governments must provide proactive leadership to sustain such involvement through the implementation period from all competing stakeholders (Wondolleck et al. 2000). Leadership can break institutional and structural barriers that frustrate ongoing relationships during implementation.

Mazmanian and Sabatier’s (1989) implementation and public policy research provides a framework to examine how well a policy is carried out in a variety of contexts. While not applicable in all policy and planning contexts

(Edwards-Craig 2003), their extensive list of factors that impact the success of achieving implementation objectives is valuable (Appendix A). Since Mazmanian and Sabatier's analysis of policy implementation, other researchers have also identified other important variables that may aid implementation. The sum of their perspectives is shown in Table 2-4.

The research of Albert (2002), Edwards-Craig (2003), Calbick (2003), Albert, Gunton, and Day (2003) and Joseph (2004) focused specifically on implementation of LUPs that used a SDM process. A complete description of each researcher's perspective is summarized in Appendix B. The set of criteria is not listed in any particular order, as each is important (Edwards-Craig 2003, Joseph 2004). These criteria provide important themes for building a comprehensive implementation assessment framework.

Table 2-4 Suggested Factors Important to Effective Plan Implementation

Implementation Criteria	Mazmanian et al. 1989	Albert 2002	Edwards-Craig 2003	Calbick 2003	Albert, et al. 2003	Joseph 2004
<i>Government support</i>						
• Strong provincial government support	√	√			√	√
• Strong local government agencies support		√			√	√
• Regulatory Framework						
○ Legislated mandate				√		√
○ Administrative rules (regulations and permits)				√		
○ Development of guidelines				√		
○ Enforcement penalties				√		
• Non conflicting government policies					√	√
<i>Clear objectives</i>						
• Clear and consistent objectives	√	√	√	√	√	
• Statements of intent to clarify objectives		√			√	√

Implementation Criteria	Mazmanian et al. 1989	Albert 2002	Edwards-Craig 2003	Calbick 2003	Albert, et al. 2003	Joseph 2004
<i>Effective process management</i>						
• Ongoing SDM process during implementation			√			
• Good collaborative management process					√	√
• Implementing officials skilled in working collaboratively with stakeholders	√				√	√
• Inclusive stakeholder representation						√
• Clear rules of procedure						√
• Accountable and open process						√
• Implementation decisions reached in a collaborative fashion				√		√
• Implementers have authority and jurisdiction to be flexible						√
• Effective mitigation strategies			√			√
• Implementation monitoring committee with public reporting requirements					√	
<i>Stakeholder commitment</i>						
• Strong stakeholder support		√			√	√
• Participation of stakeholders in implementation and monitoring					√	√
• Commitment to a plan for implementation and monitoring			√			
• Commitment of stakeholder to the process			√			√
<i>Integration of plans</i>						
• Land use plan objectives integrated within individual agency work plans	√				√	
• Integration of land use planning with other levels of planning		√		√		
<i>Good communication</i>						
• High level of cooperation and information sharing between implementing agencies					√	
• Ability of stakeholders to keep their constituencies informed and convey the constituency's preferences to the table		√				
• Public reporting requirements		√				
<i>Mutual trust & respect</i>						
• Trust between table members						
• Equalized power differences		√	√		√	
<i>Sufficient information</i>						

Implementation Criteria	Mazmanian et al. 1989	Albert 2002	Edwards-Craig 2003	Calbick 2003	Albert, et al. 2003	Joseph 2004
<ul style="list-style-type: none"> Sufficient information available to make appropriate decisions for land use plan implementation 			√		√	√
<i>Adequate resources</i>						
<ul style="list-style-type: none"> Adequate financial and staff resource commitments for plan implementation 			√	√	√	√
<i>Appropriate indicators</i>						
<ul style="list-style-type: none"> Monitoring framework with appropriate indicators to track change in each objective 					√	√
<i>Public support</i>						
<ul style="list-style-type: none"> Strong public support 	√				√	

2.4.2 Barriers to Effective Participation in Implementation

Three barriers to effective participation in implementation are identified in the literature. These barriers include:

1. High costs (financial, time) and lack of resources available to private sector tourism operators who wish to participate in a SDM process (Bramwell and Sharman 2000; in Timothy and Tosun 2003).
2. Existing power structure between stakeholders may be unequal. When power is spread evenly amongst stakeholders, "true collaborative and community-based planning can best be achieved" (Gray 1989, Parker 1999; in Timothy et al., 197). Hill et al. (2002) identified that the distribution of stakeholder power is one of the most important implementation considerations.
3. Lack of tourism expertise and training in public sector processes.

Three barriers to effective implementation include:

1. Peripherality plays a role as isolated regions often do not receive the same attention of centralized organizations in the form of managerial support and financial assistance.

2. Degree of consensus achieved when the plan was created often indicates the presence of unresolved issues that can flare as the plan is implemented (Bramwell and Sharman 2000; in Timothy and Tosun 2003).
3. Multiple goals adopted by regional planning tables and the large number of implementing agencies can confound the implementation of land use plans (Calbick 2003).

As this research focuses on SDM in LUP from a tourism perspective, the next section provides an overview of tourism, its land use interests and the industry's role in LUP.

2.5 Tourism

The tourism industry is essentially a service industry characterized by intangible products. Other land use stakeholder industries, such as forestry and mining, produce tangible products, which can be stored for sale at a time when the market price is right. Tourism's intangible products are experiential and as such cannot be held for future use; the experiential product is consumed at the same time it is produced. The product of tourism's main land use competitor, forestry, still retains some value even after being hit by man-made or natural disasters (i.e. fire or beetle epidemics). The value of the tourism industry's experiential product is reduced if the quality of the environment declines. In particular, the value of backcountry tourism products relies on intact, remote natural landscapes. As a result of its inherent intangible product characteristics, the tourism industry, and in particular, backcountry tourism is faced with a high level of uncertainty and lacks the same degree of resiliency of other land use stakeholder industries.

Forestry, mining, and tourism are all highly capital-intensive industries. The difference between these industries is the ability to change operational locations. Tourism is a place-based or spatially fixed industry, whose fortunes are tied to the local environment. In contrast, forest licensees typically move significant portions of their capital assets (i.e. fellers, skidders, logging trucks) to new locations as they complete harvesting in a location and/or to take advantage of emerging opportunities in other regions (i.e. increased harvesting in another area of the province due to pine beetle infestation). As a result of these two major differences, product intangibility and spatially fixed capital costs, the backcountry tourism industry is more vulnerable to changes in the environment in which it operates than are other industrial land use stakeholders. A discussion of the constraints that face backcountry tourism development follows in Section 2.5.3.2.

Tourism is currently “among the most valuable and fastest growing sector of BC’s economy” and is BC’s third largest earner of export income¹ (Ministry of Small Business and Economic Development 2004, n.p.). In order for the province to retain and nurture the industry’s growing economic contribution to GDP, a proactive inclusion of tourism interests in land use planning processes is important.

¹ Details about tourism’s role in the provincial economy will be discussed further in Section 2.5.3.1.

2.5.1 Tourism's Land Use Interests

BC's natural resources are the foundation for the province's attractiveness to visitors. The natural environment, referred to as "ambient attractions" by Getz, includes climate, scenery, culture, hospitality, and wildlife (1991 in Gartner 1996, 353). Lands held in the public domain are a source of water, flora and fauna attractions, which "provide opportunities for the private sector" (Gartner, 389) to develop dominant attractions.

Table 2-5 provides a summary of tourism's land use interests, which have been identified by a literature review of tourism researchers and agencies in BC. Additionally, in a study of backcountry tourism, respondents identified "lack of long term guarantee of tenuring to the land base" and "competition for natural resources among multiple industries" as the most serious constraints to the industry (TBC 2005, 31). Clearly, backcountry tourism operators need tenure in a high quality wilderness that is both scenic and ecologically intact so that it can be repeatedly 'rented' to visitors.

Table 2-5 Suggested Tourism Industry Land Use Concerns

Land Use Issues	TBC 2005	COTA 2002	GOBC 2004	WTA 2003	WCTA 2001	CRCA 2001	Gunton 1997	Williams, Penrose, and Hawkes 1998a	Edwards-Craig 2003	Meadfield et. al. 2002	Murphy 1985
<i>Visual Quality</i>	√	√		√	√	√	√	√	√	√	√
<i>Wilderness Quality</i>	√	√	√	√	√	√		√	√	√	√
<i>Ecological integrity</i>			√	√	√	√	√	√	√		
<i>Emphasis on timber</i>		√	√	√		√		√	√		√

<i>harvest</i>											
<i>Timber extraction practices</i>		√	√	√	√	√			√		√
<i>Decision-making process</i>		√	√	√				√			
<i>Communication</i>			√	√							

Wilderness quality is impacted by three phenomenon: rate of timber harvest, extractive practices (resource roads, clearcuts), and communication between the tourism and forest sectors. The province's current timber harvest emphasis is a result of government's focus on immediate economic benefits of a high annual allowable cut (AAC) (WTA 2003). The WTA argues that this focus has "negatively impacted the quality of [the] tourism product and the ability of operators to do business" while "management for a tourism forest resource base has been almost non-existent" (2003, 16). Secondly, a forest licensee's extractive practices impact the tourism industry's visual and wilderness quality, and ecological integrity interests. Extractive practices include the type of logging method used, where and how roads are built, and reforestation practices. Finally, the historical lack of a communication between the forestry and tourism industries frustrates tourism's ability to achieve "appropriate recognition of [their] land and resource needs" (WTA 2003, 11). Improvements in these three areas may help to address tourism's land use interests.

2.5.1.1.1 Visual Quality

The province's tourism brand is 'Super, Natural BC®.' COTA believes that "all tourism products rely on surrounding viewscales to support BC's global reputation as providing a super, natural tourism experience" (1999, n.p.).

Evidence of the importance of visual quality is found in the prominence of “wild forest vistas” that figure in advertisements of the lucrative Inside Passage cruise industry² (WTA 2003, 9). The WTA and COTA want visual quality to be considered from land (i.e. road), water (i.e. cruise ship) and air (i.e. float plane) perspectives. They believe that current visual quality objectives (VQO) do not achieve this (WCTA 2001, 12.2). “There is a high potential for conflict as a result of visual evidence of resource extraction or other substantive human alteration of the landscape and the tourism access corridors” (WCTA 2001). Currently, responsibility for VQO is placed with MOF, but COTA believes this is unsuitable given the importance of visual quality to the industry. COTA argues that MOF “is particularly unsuited to resolving conflicts between fibre flow and tourism values” and responsibility for VQO should be placed with the Tourism and Recreation Branch of the Ministry of Sustainable Resource Management in keeping with that Ministry’s overall responsibility for landscape planning in the province (COTA 2002, n.p.).

2.5.1.1.2 Wilderness Quality and Ecological Integrity

Other major tourism land use planning and management issues relate to wilderness quality and ecological integrity. As explained earlier, extraction practices can have a negative impact on both of these. The presence of protected areas and parks addresses this to some degree. They provide a large protected habitat patch, a visual backdrop, and as natural tourism attractions for some backcountry tourism operations. However, as the tourism industry largely

² Cruise industry “worth \$500 million to BC economy” (WTA 2003, 9)

operates outside of these zones, protected areas do not “absolve planners of their responsibility to retain the wilderness quality of scenic resources (CCRA 2001, 30).

Lands outside of parks fall under control of MOF. The tourism industry expects MOF to “address tourism’s sensitivity to environmental quality (i.e. fish habitat, stream sedimentation, and biophysical carrying capacity of fragile alpine ecosystems)” in these areas (WCTA 2001). Forest development plans are seldom bounded by natural ecological margins and “overall impacts of timber management to watershed functioning and landscape ecology within the watershed area are not considered” (Silva Ecosystem Consultants 2001; as cited CRCA 2001, 31). The Silva Ecosystem Consultants report to the CRCA concludes:

Timber extraction, as currently practiced in the Chilko River watershed, is not compatible with protection of ecosystem functioning at multiple spatial scales, and, therefore, not ecologically sustainable, particularly in the long term. In conjunction with this assertion, local communities and tourism operators find that current timber extraction plans and operations are also incompatible with their needs for a high quality environment to maintain their lifestyles and businesses (Chilko Resorts 2001, 32).

2.5.1.2 Meeting Tourism’s Land Use Interests

BC’s backcountry tourism is at a “critical crossroads” (Meadfield et al., 7-1). The industry is poised to take advantage of the ‘Super, Natural BC’ attractions. The intense head-to-head competition for international market share suggests that BC will surely lose out unless the province becomes “much more dedicated to safeguarding our resource base” (Meadfield et al., 7-1). Protecting

the resource base may be difficult as the sector's resource needs are "contrary to the requirements of the forest sector" in many cases (Gunton 1997, 69). A shift in the focus on forest sector requirements is necessary if backcountry tourism is to be the "keystone" in BC's tourism industry (WTA 2003, 2). A tourism development dependence hierarchy illustrates the importance of ensuring access to both natural and cultural resources (Gunn and Var 2002). Governments must recognize that success depends on tourism's ability to access and utilize the land, water and air resources of the province" (COTA 1999, n.p.). According to COTA, three critical areas need to be addressed for the tourism industry to be sustainable: crown land access and long-term tenure that encourages investment in the development of tourist facilities; maintenance of resource quality in tourist areas; and recognition of the interests and values of the tourism industry.

Tourism organizations have attempted to address these critical areas. The WTA, recognizing the extent of the asymmetry in land values between backcountry tourism stakeholders and forest industry interests, detailed and categorized BC's crown lands in terms of its high, medium and low capability for these respective sectors. Their findings suggest "the level of overlap between the tourism and forest sectors is much less than might be expected" (WTA 2000, 2). Their maps have proven useful in bringing government's attention to areas that require "specific commercial recreation planning in high tourism use areas of the province" (COTA 2002, 7).

It is evident that government must support suitable forest management to maintain the 'health' of the wilderness "principal' that backcountry tourism relies on. However, the WTA argue that BC forests have been traditionally administered "with virtually no consideration for tourism" (WTA 2003, 16) and that government must "invest in and preserve the 'useful life' of product assets" (2003, 9). To raise the level of government consideration, both the WTA and COTA continue to be proactive in responding to proposed legislative changes that impact the tourism industry. COTA encourages tourism operators to exercise their "right to be informed and to participate as required in planning, monitoring and enforcement" (2001, 7).

2.5.1.3 The Role of SDM in Meeting Tourism's Land Use Interests

An opportunity was first created for tourism stakeholders to participate in decision-making when BC entered into its strategic LUP processes in the 1990's. Prior to this, the industry's land resource needs "had not been systematically incorporated into most land use planning initiatives" (Edwards-Craig, Williams, Gunton 2003, 35). Opportunities for backcountry tourism were limited as a result of uncertain political, economic and natural environments (COTA 1993; as cited Williams, Penrose and Hawkes 1998a; Williams, Day and Gunton 1998). Tourism businesses were "either jeopardized or pre-empted by other non-compatible land uses associated with forestry or mining activities" (Williams, Penrose and Hawkes 1998a, 3). As a result of the province's decision to utilize SDM technique, tourism stakeholders became involved in LUP processes that required broad representation of land users. When CORE invited tourism

operators to the table, the tourism sector was legally given a voice in public land use policy for the first time (CORE 1990, 1994).

The SDM approach was considered positive for tourism as it recognized backcountry tourism for its non-extractive resource values (Williams, Penrose, and Hawkes 1998a). Research reveals that the tourism sector was as satisfied as other LUP participants with the SDM process, despite the constraints (lack of expertise, time, financial resources) that faced participants faced, relative to other major land use stakeholders (Edwards-Craig et al. 2003³; Finnigan, Gunton and Williams 2003). However tourism operators are uncertain about the future implementation of LUP outcomes in the face of government staff cutbacks and the lack of policy instruments that secure tourism's land use interests (Edwards-Craig et al. 2003).

In theory, as LUPs are implemented, backcountry tourism's land use interests should be protected through land use zoning. Special Resource Development Zones (SRDZ) and Protected Areas (PA) are two zones that should protect backcountry tourism values better than General, Integrated, or Enhanced RDZs. SRDZs are local level, sub-unit RDZs where values of environment and tourism/recreation were to be considered before those of the extractive industries (BC LUCO 2000, O'Loughlin 2005). Tourism targets for Cariboo Chilcotin Land Use Plan (CCLUP) zones are shown in Table 2-6.

³ This research focused on the province's LRMP processes rather than the LUP process which was undertaken in the Cariboo Chilcotin

Table 2-6 Tourism Targets for CCLUP Resource Development Zones

Targets	ERDZ	IRMZ	SRDZ
To maintain the visual quality in the viewshed surrounding existing tourism operations	√	√	√
To promote tourism development in this polygon, and focus tourism use and development on the backcountry areas identified in the Recreation Targets		√	√
[To give] direction on road access restriction in certain backcountry areas			√
[To give] direction on development of trail networks linking tourism developments to backcountry areas			√

(BC MSRM 1996, Section 1)

The SRDZ tourism targets are unspecific in nature. For example, the statement “To maintain the visual quality in the viewshed surrounding existing tourism operations” does not define what “quality” is nor how it can be “maintain[ed].” The vague wording suggests that tourism operators should participate in ongoing decisions during implementations of LUPs in order to clarify and meet their original intent.

Participation in land use decision-making should help “tourism resource planning and management have a higher profile and more influence in provincial resource management policy development and decision-making” (Meadfield et al., 4-17). While the more isolated, smaller backcountry operations do not normally possess the linkages or power required to fully meet provincial interests, they can work at the ground level with individual forest licensees to achieve zone objectives in local plan areas.

2.5.2 A Tourism Perspective on Planning

Several of the more prominent factors especially relevant to this study’s focus are presented in the following sectors.

2.5.2.1 Tourism Planning Issues

At least five constraints limit tourism development. First, it is difficult to define the “structural foundation” of the industry (Gartner 1996). As tourists and tourism operators consume a variety services, the result is an “an all-embracing and pervasive domain of service and industrial activities” (Wahab 2000, 103) giving rise to the multi-sectoral nature of the tourism industry. Secondly, an unclear view of tourism’s role in community economic development means that it may be ignored (Wahab, 104). In many cases, tourism development may be a response to address losses in other industrial sectors rather than a “well planned economic initiative” (Gartner 1996, 266). Thirdly, lack of a long-term vision compounds tourism planning problems. This lack is evident in the *ad hoc* nature of tourism development in some regions, and occurs as a result of “a market-led view” that primarily responds to consumer demands (Smith 2000; in Dallen and Tosun 2003, 181). Compounding the lack of vision is the short duration of the political cycle relative to tourism’s long term needs (Van der Stoep 2000). Fourthly, the lack of tourism stakeholders’ participation in planning may limit successful tourism development. Reasons for the lack of tourism stakeholders participation may be due to their inability to commit a substantial amount of time; lack of familiarity “with collaborative planning processes and expectations⁴,” and non-continuous stakeholder representation due to the turnover of tourism business owners and organizational staff (Van der Stoep, 315). Lastly, tourism planning is “characterized by uncertainty, where goals of development and

⁴ Arriving at the table with “preconceived judgments of other stakeholders and singular goals they want to see fulfilled” (Van der Stoep 2000, 317).

protection are frequently contested, and multiple interests compete not only for scarce resources but also for the political power influencing their disposition” (McCool et al., 111).

2.5.2.2 Resolution Of Tourism Planning Issues

Traditionally, tourism planning has “been guided by almost universal attention to the rational-comprehensive model, which focuses principally on identifying goals, searching for alternatives, evaluating them, and choosing the technically most preferred alternative” (McCool and Patterson 2000). A change in tourism development planning “involves a fundamental shift in attitudes about ‘specialist’ and ‘professional’ roles as they relate to citizens; a shift from competitive priorities to collaborative win-win proprieties; and a willingness for stakeholders to look for common ground and areas of negotiation leading to win-win outcomes” (Van der Stoep, 321). The resolution of complex tourism development issues will benefit from a broad tourism stakeholder presence. The use of SDM may benefit the tourism industry by giving it an opportunity to work with other land use stakeholders and meet some measure of tourism’s land use interests in BC.

2.5.2.3 Role of Tourism and Government Stakeholders in Planning

2.5.2.3.1 Tourism

Broad stakeholder representation in tourism development incorporates the creative qualities of tourism operators, making the process more “art than science” (Gunn et al., 123). The challenge lies in attracting a range of tourism

stakeholders to participate in a SDM process. This participation sometimes only occurs in reaction to a perceived or real threat to a tourism operator's business (Van der Stoep 2000). To counter these challenges, linkages within the tourism industry are vital if the industry is to protect the presence and availability of natural resource assets upon which its success depends (Murphy 1985; Van der Stoep 2000; Gunn et al. 2002).

Regional tourism planning that is oriented toward resolving how natural resource assets can be protected for tourism's interests will encourage tourism development (Innskeep, Gunn, Hall; in Timothy and Tosun 2003). The conservation of "natural tourism resources, is the *raison d'etre*" for tourism operators to work together (Murphy, 41). While protecting the natural attractions may bring private sector tourism operators to the planning table, the United Nations (1973) notes that the "future of tourism cannot be entirely left to the sole desires and interests of a private sector which is only governed by profit making dictates" (in Wahab, 104). A balance that meets the interests of both the public and private sector is best.

BC's SDM process used in land use planning engages multiple views and address different resource values on public resource lands. It was an ideal opportunity for the tourism sector to express and defend its land use interests. The SDM process can be an especially useful tool to confront the challenging nature of tourism planning because it can take advantage of both the rational and intuitive expertise of tourism stakeholders. When tourism stakeholders

participate in the implementation of LUP, their expertise is potentially valuable in protecting the industry's interests.

2.5.2.3.2 Government

There is some argument about the role of the public sector in tourism planning. Gunn et al. (2002) asserts that tourism development is best accomplished with the least amount of government intervention, except in those situations where it is required to protect a region from the negative impacts of over saturation. Van der Stoep (2000) believes government should take a more proactive approach and develop public policy tools that "apply primarily to principles of community control, collaboration and process facilitation" (317), which encourage certain kinds of tourism-related activity. Government involvement may also address issues associated with the multidimensional nature of the tourism industry, which gives "rise to multiple variables acting jointly and/or separately" (Wheatcraft 1989, in Wahab, 104). "Collaboration and coordination among government bodies is essential to improve public rapport, to implement regional planning and management strategies" (Gartner and Lime 2000, 9). Collaborative planning can be especially useful where governments proactively develop a range of tourism policies, that concurrently support sustainable tourism growth and help government achieve its political, economic, social and environmental goals.

With this review of the important role that land use planning may play in the success of the tourism industry, attention now turns to the specific type of

tourism examined in the context of SDM in land use planning - backcountry tourism.

2.5.3 BC's Backcountry Tourism Sector

Increases in BC's visitor numbers have been fuelled by changes in recreation demand since the end of World War II. The drivers of these changes include increased leisure, travel networks, and affluence (Gartner et al., 133). At the same time, over the past seventeen years the provincial government has invested in marketing that sells the province's BC's "Super, Natural" image (Williams and Pharand 2004). Changing recreation preferences and targeted marketing promotion have stimulated an unprecedented growth of backcountry tourism. Fully 20% of leisure, overnight visitors stated their primary purpose to travel in BC was to experience outdoor/wilderness activities (TBC 2002). Appendix C provides a list of BC's backcountry tourism activities.

The Wilderness Tourism Association (WTA) uses a financial analogy to explain the importance of wilderness to backcountry tourism. The WTA likens wilderness to the initial capital investment. The tourism industry thrives on interest generated from that wilderness "principal" (WTA 2003). In BC, availability of wilderness provides an opportunity to make substantial economic gains for operators, communities, regions and the province.

2.5.3.1 Economic Value of Backcountry Tourism

Clearly, the future of backcountry tourism holds promise for the provincial economy, as it is the fastest growing subsector of the tourism industry in BC

(MSBED 2004; Meadfield et al., 2002). The provincial annual backcountry tourism growth rate is 11% (BC Statistics: Tourism BC; as cited WTA 2003, 7). The most recent report that examined economic impacts of backcountry tourism reported, “just under 966,000 tourists spent a total of \$908.9 million dollars while at nature-based tourism businesses in British Columbia⁵.” This generated a “direct GDP of almost \$429.5 million”(TBC 2004, 9). A “large proportion of this impact is export-based” (8) due to the high numbers of non-domestic visitors in this sector. Added to this economic impact is the re-investment of nature-based tourism businesses in capital acquisitions, which generated an additional “\$6.6 million in direct provincial GDP” in 2001(9). As such it is important to address backcountry tourism’s land use interests if this benefit is to be sustained.

2.5.3.2 Backcountry Tourism Constraints

Despite evidence of the economic contributions to the provincial economy by the backcountry tourism sector, government’s support of the tourism and forest industries is imbalanced according to the WTA (2003). The “resource-based and resource-dependant” nature of backcountry tourism (WTA 2003, 7) requires government support for it to flourish. This is particularly true given the high level of international competition. The WTA believes wilderness tourism in competing destinations receives the following government resources:

- “Resources, legislation, policies, and financial support that secure tourism’s access to high quality land and waterscapes;”

⁵ This figure does not include any pre or post spending outside of the nature based tourism business. If the additional spending by these tourists were also calculated, the value of the industry is even more apparent.

- Recognition and protection of natural landscape and resources; and
- 'Top of mind' focus (2003, 7).

Both COTA and the WTA believe that the province's tourism industry has not historically received this level of support from government. As a result of the traditional dominant role of MOF in crown land planning, the tourism industry had "limited government representation, shared funding, and almost non-existent legislative power to develop and implement tourism-focused policies" (Williams Day and Gunton 1998; Reed & Gill 1997: as cited Edwards-Craig 2003, 30). Until recently, there has not been one Provincial ministry working on behalf of tourism⁶. Instead, the industry's land use concerns are spread over a number of Ministries including Sustainable Resource Management and Planning, Small Business and Economic Development, and Water, Land and Air Protection. In addition, BC Crown Corporations involved in tourism include Tourism BC and Land and Water BC Inc. It is not surprising then that given the number of different agencies involved in various aspects of the tourism industry, over 50% of backcountry tourism operators surveyed identified a cumbersome regulatory framework as a major restraint to growth (TBC 2004). The same percentage also singled out uncertain land tenure as another restraint. This latter factor makes businesses and banks tentative about further investment in backcountry tourism products (Meadfield et al. 2002).

⁶ TBC is a crown corporation of the BC Government. It is primarily a marketing body

Attention now turns to an inspection of the case study region where the CCLUP has been developed to guide land use decisions that impact the numerous backcountry tourism operators in the area.

2.6 Case Study Areas: Chilcotin and ART SRMP

2.6.1 History of CCLUP process

The Cariboo-Chilcotin Land Use Plan (CCLUP) was one of the first regional land-use plans developed in the province. The CCLUP planning process ran through August 1992 to March 1994 (Penrose, Day and Roseland 1998). The plan was approved and released by government in February 1995.

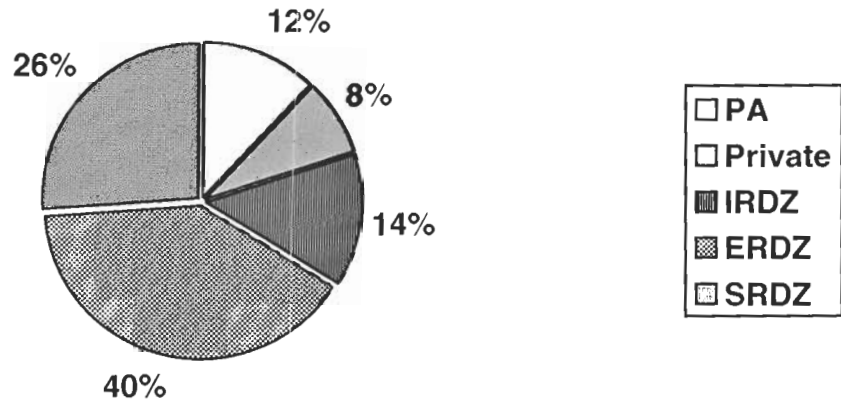
The regional planning process in the Cariboo Chilcotin was not smooth. The tumultuous planning process in the CCLUP region was the result of the provincial government's decision to set aside 12% of the region as protected areas (PA). The Chilcotin region had few parks at the time and residents felt threatened by the proposal to remove lands from the public forested land base. This concern was the result of their dependence on a livelihood based on utilizing the natural resources for forestry and ranching (MWLAP 2002). A separate group to the CCLUP table, the Chilko Lake Study Team, was charged with defining the park boundary for the region around Chilko Lake. The region had been recognized as having potential park status some ten years prior to the CORE LUP process (personal communication, Steen, July 2004). Under this status, mining exploration continued within the region, but mineral or lumber extraction was disallowed.

The designation and proposed boundaries of the PA lead to acrimonious and bitter debate at the CCLUP Table due to a conflict over proposed park boundaries (personal communication, Steen, July 1995). In an attempt to resolve the dispute, the table reformed into “two parallel negotiating groups,” referred to as the “browns” and the “greens” (Penrose et al. 1998). The conservationist and industrial coalitions met away from the planning table to each design their own respective LUPs, with the intent that these plans would be merged. The “greens” wanted the park boundaries reduced as much of the proposed area contained glaciers, which offered limited protection of ecological values. The “browns” resisted enlarging the park boundary, as this meant that the amount of land that would be removed elsewhere in the CCLUP boundaries would be minimized while meeting the required 12% PA requirement (personal comment, Steen, May 2004). Three months before the CCLUP Table was to have a draft plan ready for presentation to the BC government, the team presented the Chilko Lake PA proposal to the Ministers of Environment, Lands and Parks and Energy, Mines and Petroleum Resources for approval (Chilko Lake 1993).

Ultimately, the Cariboo Chilcotin land use planning process failed to generate consensus within the allotted time. As a result, CORE staff summarized submissions from stakeholders and delivered a proposed plan to Cabinet in July 1994 amidst “extensive media campaigns and politically lobbying efforts by all sectors” (Penrose et al. 1998, 31). The proposed boundaries for the Chilko Lake PA were used in the final CCLUP and became known as Ts’yl-os

Park. As shown in Figure 2-1, 80% of the Commercial Resource Land Base was designated as Resource Development Zones (RDZ). Of this percentage, 14% is Integrated RDZ (IRDZ), 40% is Enhanced RDZ (ERDZ), and 26% is Special RDZ (SRDZ) (BC MSRM 1995). The tourism targets for these zones are shown in Table 2-6.

Figure 2-1 Designation of CCLUP Land Base



The plan was very general in nature, so an implementation process was set up to refine the plan and deliver it 'on the ground.' The implementation of the CCLUP in both regions was to be guided by the application of the *Forest Practices Code of British Columbia Act* and the *British Columbia Forest and Range Practices Act*. Organizations of local land use stakeholder groups provided input into LUP implementation in their regions. The CCLUP identified that integrated management strategies to implement land use plans would best be accomplished at the sub-regional or local plan area (CORE 1994). This

resulted in differences in implementation schedules amongst the SRMP areas in the CCLUP.

2.6.2 Impact of CCLUP on the Tourism Industry

Tourism interests in the CCLUP were to:

- Increase security of access to important tourism resources including enhanced tenure provisions
- Represent tourism interests at all levels of planning and policy development
- Maintain tourism values and opportunities in important tourism areas
- Ensure visual quality is maintained along travel corridors and in the vicinity of accommodations and recreation/tourism use areas (CORE 1995, 78).

The two tourism targets for the region were outlined in the *CCLUP 90-Day*

Implementation Process includes:

1. "Maintenance of visual quality surrounding existing tourism facilities and key tourist use areas and
2. Maintenance of tourism industry development opportunities in association with backcountry areas" (BC MSRM 1995, 3).

Tourism representatives recognized that the tourism industry's dependence on regional recreation resources resulted in "considerable overlap" with recreation targets (BC MSRM 1995, 12). The less than successful SDM process left the Cariboo-Chilcotin tourism representatives frustrated about the outcome of the final CCLUP (Williams, Penrose and Hawkes 1998a) in five matters. First, representatives felt that the LUP plan did not adequately protect tourism's land use needs, particularly access corridors, riparian areas,

viewscales and wilderness areas. Of further concern was the lack of supportive government tourism policies to help the industry. They wanted a “comprehensive set of land use planning policies for tourism” (Williams et al. 1998b, 61) that would help guide the LUP planning process. Thirdly, the lack of information from the forest industry on their plan to “sustain forest and tourism values over the long-term” was another source of frustration for tourism representatives. Fourthly, they believed the vague language of the CCLUP would contribute to ongoing uncertainty for the tourism industry. Some of them felt that the language was deliberately vague in order that timber companies would be able to interpret the agreement in a manner that met their needs. Finally, tourism representatives emphatically believed that the shared decision-making process used in the land use planning process needed to continue. In order for this to continue, they believed that tourism stakeholders should be supplied with “targeted resources in order to ensure their effective participation” in future planning initiatives (Williams et al. 1998b, 62).

2.6.3 Current LUP Processes

As noted earlier, the ART SRP, unlike the Chilcotin, has achieved official implementation status. However, another smaller scale implementation plan, *Tatla Tsi Deldel Agreement* was approved in April of 2005 in the Chilcotin SRMP region. Members of the Tatla Lake community spearheaded the formation of the Tatla Resource Association in response to the ongoing struggle to meet diverse land use objectives. Frustrated by the slow pace of implementation in their region, they started their own subregional planning process. Many of these

community members had been involved in land use planning sessions since 1994 and brought a lot of valuable experience with them (O'Loughlin 2005). The Tatla Resource Association worked with individuals from Tsi Del Del Enterprises Limited*, WCTA, WTA, and Riverside Forest Products to develop the West Chilcotin Demonstration Project. Their purpose was to create an implementation plan that addressed the "requirements of the different land use sectors on a site-specific basis" (O'Loughlin 2005, 6). The resulting *Tatla Tsi Deldel Agreement* is the first of its kind in the province (personal comment, Rykes 2004, Careless 2005). The project showcases the extent to which collaboration between the forest and tourism industries, First Nations, and local communities can benefit all (personal comment, Rykes, Neads 2004). The West Chilcotin Demonstration Project offers the Chilcotin tourism industry the benefit of "safeguarding world-class backcountry wilderness tourism resources and ensuring product marketing integrity of 'Supernatural Chilcotin products'" (O'Loughlin, 12). The project may also serve as a results-based model for other parts of BC.

2.6.4 Comparison of ART and Chilcotin SRMP

Both the Chilcotin and the Anahim Round Table Sub regional plans are within the CCLUP area but there are differences between the two sub regional plan areas. The West Chilcotin Regional Resource Association (WCCRA) formed in response to increasing land use conflicts as a result of new industrial logging taking place within the region. Industrial scale logging had not taken place in earlier years due to the region's remote location from mills and resulting

* A Chilcotin forestry company co-owned by the Alexis Creek Indian Band and Riverside

high extraction costs (personal comment, Neads, June 2005). Members were concerned because they believed MOF and the forest licensees were disregarding earlier uses of the forest and "treating the bush as though it were empty" (personal comment, Neads, June 2005). To resolve increasing levels of conflict, the WCCRA started an independent land use planning process for their region in 1989. When the NDP government announced that a Commission on Resource and Environment (CORE) would be formed in 1992, members of the association met with Stephen Owen to ask government to support their land use plan, which the group had achieved consensus on. Support was forthcoming and the WCCRA was renamed the Anahim Round Table (ART). The ART refined and expanded their original agreement, using the new CORE mandate. Dave Neads*, the Chair of WCCRA, joined the CCLUP table to make sure the ART's new consensus agreement was incorporated into the 1994 CCLUP. The ART public consensus document played a huge part in the finalization of the ART sub regional Plan (personal comment, Frittenburg, Aug 2005). The Interagency Management Committee (IAMC) and the regional resource board officially endorsed the public/government consensus ART SRP implementation plan in 2000.

In contrast, industrial logging was well established in the Chilcotin SRMP. There was local response to local land conflicts and land use agreements consistent with the Legal Higher level plan were more difficult to resolve. The Chilcotin plan had to incorporate the interests of all land use stakeholders, public

* Dave was one of the original negotiators of the CCLUP, representing conservation during the negotiations, and was a founding member of the Cariboo Chilcotin Regional Resource Committee

and First Nations, from a significantly larger geographic area, with a more complicated complement of recommendations coming forward than within the ART plan area (personal comment, Frittenburg, Aug 2005). Finally, although a draft implementation plan for the Chilcotin exists, it has not yet been officially endorsed by the IAMC.

Beverly Frittenburg, Planning Team Chair for both sub regional processes, offered her reasons for some of these differences. The ART had public and government momentum at the right time. There was a good public understanding of the planning process and recognition of the need to balance resource use was well understood. A balanced, agreeable consistent solution was found. As well, significant manpower was available for land use planning at the time the ART process was underway. Due to government cutbacks, staff resources were severely thinned which slowed the completion process somewhat in other SRMP areas.

2.7 Summary

This review provides the foundation for the research project that follows. It identified how policies for natural resource extraction laid the foundation for BC's staple economy; why forestry held the balance of power; how decisions were made; and how the current land tenure system developed. It also revealed how competition between land use stakeholders forced government to change their approach to LUP, and how this benefited the tourism industry. Finally, the SDM factors that impact the success of LUP implementation were identified

The literature also makes clear the paramount importance of protecting the natural resource base for backcountry tourism. The complex nature of securing and accessing those resources suggests that SDM is an ideal method for bringing key stakeholders together to address these concerns. However, it is not clear from the literature review that the SDM processes used in land use planning have been entirely positive for tourism.

The literature review raises one overall question: How well has the implementation of a LUP, that used the SDM approach, met the specific land planning needs of tourism stakeholders? There are four specific subsets of research questions related to the broader query. They are:

- 1) To what extent have backcountry tourism operators benefited from the SDM approach in land use planning?
 - a) Did it resolve conflicts amongst competing interests?
 - b) Did the SDM process generate joint management activities?
 - c) Has the SDM process affected the level of success in implementing the plan?

- 2) Can the extent of the outcomes of the SDM process be identified after a number of years of implementation? To what extent did the implementation of a LUP that used the SDM approach, support backcountry tourism?
 - a) Are tourism operator's satisfied with the outcome?
 - b) Have tourism's land use interests been met as a result of the SDM process used in land use planning.

- c) Did the LUP process improve business opportunities for the tourism industry?
 - d) Has tourism business certainty increased as a result of
 - i) other resource industries accommodating tourism's land use interests?
 - ii) designated land use zones helped the tourism industry protect their land use interests?
- 3) Were the criteria necessary for successful LUP implementation present (Table 2-4)?
- 4) What are the management implications for improving the SDM process?

This research uses a case study format to answer these questions. Putting the details together to examine these outcomes is the next step in this research process.

CHAPTER 3: METHODS

3.1 Research Rationale

The role of SDM in land use planning has been, and continues to be, evaluated throughout the province (Duffy, Roseland, and Gunton 1996; Tamblyn 1996; Roseland and Duffy 1997; Penrose, Day, and Roseland 1998). The Department of Resource and Environmental Management (REM) at Simon Fraser University (SFU) has carried out an ongoing evaluation of SDM in LUP preparation. As plans mature, REM researchers have appraised how the SDM process impacted the implementation of LUPs (Albert 2002; Day, Gunton and Frame 2003; Joseph 2004). Research on tourism's role in the SDM process (Williams, Penrose and Hawkes 1998) was followed by an assessment of SDM in land use planning from the perspective of tourism operators (Edwards-Craig's 2003). To date, there has not been a specific study analyzing the extent to which SDM in LUP implementation has supported tourism development. This is the first study in BC to assess LUP implementation from the perspective of a broad range of backcountry tourism operators. Earlier research on LUP implementation investigated the views of those backcountry tourism operators who had participated in the LUP and LRMP process.

3.2 Research Purpose and Objectives

The purpose of this research is to identify if tourism's participation in land use planning and implementation of a LUP benefited the tourism industry. The research has four objectives:

1. Assess the magnitude that backcountry tourism operators benefited from the SDM approach used in land use planning.
2. Determine the extent that implementation of a LUP that used the SDM approach, supported backcountry tourism.
3. Determine if the criteria for land use plan implementation were present.
4. Identify the management implications for improving the SDM process.

3.3 Research Methods

The following section describes the methods used for this research. Appendix D outlines the various phases of the research.

3.3.1 Literature Review

A literature review was conducted to gain knowledge of issues related to SDM in LUP and how those relate to the tourism industry. The subjects covered in the literature review include:

- Collaboration – what SDM is; how it works; the elements that influence its use; and the application in environmental management
- Implementation – criteria for and barriers to effective implementation
- Tourism's role in land use planning; its land use interests; BC's backcountry tourism sector.

The overall research objectives drove the literature review, which in turn gave rise to the specific research questions associated with this investigation.

3.3.2 Evaluation Criteria

Through several targeted statements and open-ended questions, the questionnaire probed tourism respondent's views concerning: benefit of SDM in LUP implementation; outcomes of SDM in LUP implementation; and presence of implementation criteria.

To address tourism operators' perceptions of the extent to which backcountry tourism operators benefited from the SDM approach in land use planning, their responses to four statements were examined. These related to the extent to which: 1) other resource industries in the region had changed their operative and management practices to incorporate tourism's interests; 2) there was greater respect and trust between the tourism and other industry sectors as a result of land use planning process; 3) tourism was able to make decisions with other non-tourism industry groups to implement the land use plan; and 4) problems were resolved more effectively as a result of the land use planning process. To further identify if the SDM process had affected the level of success in implementation, a comparison was made between responses from the two case study regions.

The second area probed identified respondents' perceptions concerning the outcome of land use planning. To achieve this, several responses to statements were examined to answer two questions: were tourism's land use

interests met as a result of land use planning, and did the process improve tourism business opportunities in their region?

The last area probed identified tourism operator's perceptions of the extent to which implementation criteria were present. Again, several responses to statements were examined and these were compared to an implementation framework generated from the literature review.

3.3.3 Research Scope

The scope of the primary research was bounded geographically and by the selection of research participants.

3.3.3.1 Geographic

Geographically, the scope was limited to those lands that fall within the boundaries of the Chilcotin and the ART SRMP areas of the CCLUP. SRMPs within the CCLUP were a suitable case study because the CCLUP was one of four regions in the province where the CORE program was initially focused (Williams, Day and Gunton 1998). Almost a decade has passed since the government prepared and approved the final CCLUP in 1995. This was considered an appropriate time span over which to evaluate the impacts of implementation on the tourism industry.

3.3.3.2 Research Participants

The research focused on backcountry tourism operators who relied on access to wilderness areas for their business operations. While many of these operators may have had establishments on secondary or tertiary roads (i.e.

accommodation and food and beverage services), they all relied on access to the wilderness for their essential tourism product.

In order to select the most suitable backcountry tourism operators, a list of tourism leaseholders was generated from data collected from Land and Water B.C. (LWBC). This list included tourism operators who had held, were applying for, or were currently in possession of, crown land leases for the purpose of tourism. A “snowball” sampling research technique was used as well to generate the names of other backcountry tourism operators in the region. It also served to triangulate the selection of appropriate respondents.

3.3.4 Questionnaire and Interviews

In order to generate comprehensive responses from backcountry tourism operators, the researcher conducted personal interviews with tourism stakeholders. Whenever possible, face-to-face interviews with respondents occurred. Personal interviews have an advantage over mail-back survey-based questionnaires because they offer opportunities for deeper probing by the interviewer and spontaneous responses by the interviewees. A questionnaire addressing key aspects of the research question guided the interviews.

Questions were based on Albert’s (2002) research on implementation criterion and Edwards-Craig’s (2003) research on backcountry tourism operators. Other questions were generated from the literature review. The questionnaire consisted of a combination of formats designed to elicit closed and open-ended responses. The closed questions employed a Likert scale to determine the level

of agreement with several statements. The scale used in the analysis included five categories (Disagree, Somewhat Disagree, Somewhat Agree, Agree, Don't Know). Responses marked 'Don't Know' were excluded from the total. This approach allowed for continuity and easy comparison of respondent answers. The open-ended questions provided an opportunity for each interviewee to provide spontaneous feedback and elaborate on key points. This design created opportunities for probing questioning while still maintaining the flow of the interview. The questionnaire was pretested by a REM faculty member and a key stakeholder in the implementation process of the CCLUP. After suitable modifications were made, permission was sought, and granted, from the Simon Fraser University Office of Research Ethics before the research was conducted.

3.3.5 Contacting Respondents

Potential interviewees were contacted by telephone and asked to participate in the research. If they agree to be interviewed, a time and meeting place was arranged. To give candidates a chance to preview the questions, most respondents received a cover letter and a copy of the interview questions prior to the interview (Appendix E and F). They also received confirmation of the meeting time and location sent by email or fax.

3.3.6 Confidentiality

Participants were informed of the confidentiality provisions in the initial telephone interview, in the cover letter, and again before the interview took place (Appendix G). The interviewees were asked to sign a consent form. If they

agreed, the interview proceeded. For those interviews that took place over the phone, the same procedure was followed, except the interviewee was asked for their verbal consent. Participants' names were not entered into the database, nor were they reported in any documentation, unless express approval was requested of the interviewee and received by the interviewer. When the study was completed, all tapes and documents related to single participants were destroyed.

3.3.7 Research Analysis

The researcher recorded the interview on a cassette tape. The interviews took approximately one hour each. The interviews were transcribed after the interview was completed. The interviews were systematically organized into themes based on the questionnaire.

The quantitative data was analysed using the Statistical Package for Social Sciences (SPSS) research program. This program was used because of the ease it provides over other programs such as Excel in sorting and comparing groups of data. Given the low 'n' value, the statistical analysis was limited. A modified consensus framework was used to determine the level of consensus amongst respondents (de Loë, 1995). It described consensus as being the extent to which respondents were able agree on support for specific statements. The qualitative data were reviewed to identify any themes that emerged from the discussions and those generally related to the research questions.

3.3.8 Results

3.3.8.1 Response Levels

Twenty-five respondents were contacted for interviews. Of these, 20 provided the information needed to inform this study's findings. Of the 20 interviews used in the research, 16 were face-to-face, and the other 4 took place over the telephone.

3.3.8.2 Respondent Profiles

The backcountry operations of 8 respondents were located within the ART SRMP, 10 within the Chilcotin SRMP, and 2 that operated in both regions. Six respondents participated to some degree in the initial land use planning tables: 3 were involved in land use planning and all 6 were involved in varying levels of the implementation process. Their involvement was at the local or regional levels. One individual shifted from the ART to the CCLUP planning table during the planning phase. An equal number of ART and Chilcotin SRMP participants had been involved in some aspect of the planning and/or implementation phases. Tourism services provided by respondents included accommodation, food and beverage, guiding (fishing, hunting), spa, and retail. Five operators provided air support for tourism activities. Other modes of tourism transport included foot, horse, boating/rafting, skiing, and mountain biking. All operators provided services in the backcountry regions of the ART and the Chilcotin. All respondents formerly or currently held, or had applied for, a crown land lease and/or licence.

3.4 Study Assumptions

This study's findings are based on three underlying assumptions. First, respondents who were owners/managers of an operation that relies fully, or in part, on wilderness, were suitable candidates for this research. Secondly, it assumes that respondents selected for this research had a vested interest in, and as a result, were reliable sources of information with respect to land use issues and decision-making processes that involved the management of forested and range lands on crown land. Finally, though the CCLUP was approved in 1995 and implementation is officially underway in only one of two SRMP case regions, the different SRMP implementation schedules provided a good opportunity to assess the outcome of the SDM process.

3.5 Study Limitations

Results in this analysis are limited to the Chilcotin and ART SRMPs. In addition, because the CCLUP did not reach consensus through a SDM process, the conclusions of this research may not be comparable to those from other regions. Similarly, the research results may not be comparable to those emanating from LRMPs evolving from more formal SDM processes.

Despite these limitations, the study provides useful insights into the strengths and weaknesses of SDM processes and how such approaches can be managed to meet the needs of the tourism sector. In addition, the study is useful in providing management suggestions for securing a sustainable tourism industry in BC.

CHAPTER 4: FINDINGS

4.1 Introduction

The overarching research question was to identify how well implementation of a LUP met the specific land planning needs of tourism stakeholders. This chapter begins with the findings associated with the three research questions. Section 4.2 describes respondent's views regarding the benefit of SDM. Section 4.3 describes tourism operator's perceptions of the outcomes of SDM and land use planning in their regions. Section 4.4 provides tourism operators' perspectives on whether or not criteria for successful plan implementation were set in place by the SDM process.

The consensus framework shown in Table 4-1 is used to determine the level of support for various issues examined in the survey questionnaire. Directionally similar responses (i.e. agree and somewhat agree) are combined to determine the support type in the "Two-Related Category."

Table 4-1 Respondent Consensus Framework

		Consensus Level	Support Type
One Category (Somewhat Agree or Agree)	>70%	High	Very Strong Support (VSS)
	61-70%	Medium	Strong Support (SS)
	51-60%	Low	Medium Support (MS)
	≤50%	None	No Support (NS)
Two Related	>80%	High	Very Strong Support (VSS)

Categories (Somewhat Agree + Agree)	71-80%	Medium	Strong Support (SS)
	61-70%	Low	Medium Support (MS)
	51-60%	Weak	Weak Support (WS)
	≤50%	None	No Support (NS)

(Adapted from de Loë 1995)

Each section includes an overview of the responses from the case study area, followed by comparison of the Chilcotin and ART SRMP responses where appropriate. These comparisons should be viewed with caution, given the low response rate (n) for some of the questions.

4.2 Benefit of SDM to Tourism Operators

This section presents the extent to which backcountry tourism operators perceived the benefit that was derived from the SDM approach in land use planning. Table 4-2 provides a summary of respondent's opinions.

The discussion begins with those areas of overall agreement and ends with those areas where respondents have concerns about the LUP process and implementation of the CCLUP.

1. Eighty one percent of respondents somewhat or fully agreed their tourism business benefited as a result of improved associations with other local land users as a result of the land use planning process (Table 4-2). There was a higher level of agreement from Chilcotin tourism operators than those from the ART (Appendix H, Table 1). One tourism operator said that the LUP process "opened up dialogue and laid the groundwork and seeds for a more harmonious relationship." Another indicated "people don't feel so threatened by each other now," because the LUP was an educational process where "we learned a lot

about each other's interests." However, some tourism operators reported they have to fight to achieve their land use interests, with "forestry still getting the biggest share." The development of the *Tatla-Tsi Deldel Agreement* (Section 2.6.3) shows how tourism and forestry can work together. One respondent says the agreement is an extension of the ART land use planning process, but is more site specific.

2. Seventy-five percent of respondents somewhat or fully agreed that other resource industries in the region had changed their operative and management practices to incorporate tourism's land use interests as a result of the LUP (Table 4-2). ART respondents supported this to a greater degree than Chilcotin interviewees (Appendix H, Table 2). Tourism operator comments focused on the forest industry.

Table 4-2 Overall Summary of Perceived Benefits of SDM to Tourism Operators

Perceived Benefit of SDM in LUP to Tourism Operators*	n	D (%)	SD (%)	SA (%)	A (%)	Consensus	Support
1. As a result of the land use planning process, my (respondent) tourism business has benefited from associations with other local land users	16	18.8	25.0	56.3	25.0	H	VSS
2. As a result of the LUP planning process, other resource industries in the region are changing their operative and management practices to incorporate tourism's interests	16	18.8	6.3	50.0	25.0	M	SS
3. Tourism and other sectors mutually respect and trust each other as a result of the land use planning process.	15	20.0	20.0	40.0	20.0	W	WS
4. As a result of the land use planning process, tourism industry people make decisions with other non-tourism industry groups to implement the land use plan.	17	41.2	5.8	11.8	41.2	W	WS
5. As a result of the land use planning process, joint activities have occurred between tourism operators and:							
a. NGO	9	33.3	0.0	11.1	55.6	L	MS
b. Other tourism operators	10	40.0	0.0	40.0	20.0	W	WS
c. Provincial government	8	50.0	12.5	0.0	37.5	N	NS
d. Local government	9	77.8	11.1	0.0	11.1	N	NS
e. Other industry sectors	8	37.5	25.0	12.5	25.0	N	NS
f. First Nations	12	75.0	0.0	8.3	16.7	N	NS

* The tables are referenced by Disagree (D), Somewhat Disagree (SD), Somewhat Agree (SA), and Agree (A). 'n' indicates the number of responses

Perceived Benefit of SDM in LUP to Tourism Operators'	n	D (%)	SD (%)	SA (%)	A (%)	Consensus	Support
6. As a result of the land use planning process, the tourism industry has considerable influence in land use decisions	18	72.2	5.6	16.6	5.6	N	NS
7. As a result of the land use planning process, government policies (such as economic, forestry or mining policies) support the tourism industry's land use goals.	17	72.7	0.0	18.2	9.1	N	NS
8. As a result of the land use planning process, problems between land use stakeholders concerning the use of the area's lands are resolved more effectively.	15	40.0	20.0	26.7	13.3	N	NS
9. As a result of the land use planning process, there is a high level of cooperation between public and private sector organizations in implementing the plan	13	23.0	30.8	7.7	38.5	N	NS

Their remarks revealed that tourism operators believed that changes in other resource operators' revealed operative practices have been slow in coming, but tourism operators believe other industries are making an effort as a result of directions passed on from the CCLUP. Two tourism operators indicated that they believed problems lay more in their relationship with MOF, rather than with small forest licensees. They believed licensees were more apt to accommodate tourism interests as a result of the LUP because they "take our concerns to heart." Respondents believed their ability to influence forest licensees was due to personal relationships developed with owners and operators who lived and worked in the same communities, rather than as a result of the LUP. Further

comments from other respondents indicated that a few of these relationships were developed as a result of local planning groups and being able to sit down directly with other stakeholders – both arguably direct benefits of the land use planning process. Two respondents said it was easier to work with MOF now as staff consider how to make a cut block look natural.” However, they pointed out that MOF’s decision to create clearcuts with a natural look ignored viewscape scarring related to forestry access roads. Another noted the negative impact on ecological integrity as a result of the ground being “chewed up with machines.”

3. Sixty percent of respondents agreed that tourism and other sectors mutually respected and trusted each other as a result of the LUP (Table 4-2). ART as opposed to Chilcotin respondents were more apt to support this position (Appendix H, Table 3).

4. Fifty-three percent of respondents somewhat or fully agreed that the tourism industry people made decisions with other non-tourism industry groups to implement the LUP, as a result of the land use planning process (Table 4-2).

5. There was limited agreement regarding the breadth of other land use stakeholders that tourism operators’ benefited from associations with. The extent to which this view was held varied with the stakeholder group under consideration.

NGOs - Sixty-seven percent of respondents somewhat or fully agreed that tourism operators had undertaken joint activities with NGOs as a result of the land use planning process (Table 4-2).

Other tourism operators - Sixty percent of respondents somewhat or fully agreed that joint activities had occurred with other tourism operators as a result of the land use planning process (Table 4-2). The Chilcotin respondents expressed a higher level of agreement than those from the ART (Appendix H, Table 5b).

Provincial Government – Only 37% of respondents agreed that joint activities had occurred between tourism operators and the provincial government as a result of the land use planning process (Table 4-2). The level of agreement was higher amongst Chilcotin as compared to ART respondents (Appendix H, Table 5c). The perception of six regional tourism operators was that government was sympathetic towards timber sector interests because forest licensees helped government meet their immediate, short-term economic goals.

Local Government – Only 11% of respondents agreed that joint activities had occurred between tourism operators and local government as a result of the land use planning process (Table 4-2). Tourism operators explained they were speaking about their regional districts rather than community or city government. In observing the lack of local government support, two operators said it was because regional government’s “responsibilities lie in zoning, not resolving land use issues.”

Other industry sectors- Only 37% of respondents somewhat or fully agreed that joint activities had occurred between tourism operators and other industry sectors as a result of the land use planning process (Table 4-2). The

ART respondents had a higher level of agreement with this point than those from the Chilcotin (Appendix H, Table 5e)

First Nations - Twenty-five percent of respondents somewhat or fully agreed that joint activities had occurred between tourism operators and First Nations as a result of the land use planning process (Table 4-2). Many of the tourism operators expressed a desire to work with local First Nations. At the time of the research, these operators felt that tourism activities were not within the interest level of local band members, and/or that joint activities were not yet within the Band's operational scope or current human resource capacity at this point.

6. Twenty-two percent of respondents somewhat or fully agreed that the tourism industry had considerable influence in land use decisions as a result of the land use planning process (Table 4-2). One tourism operator said that as a result of the LUP planning process, "people don't feel so threatened by each other now" and they were more likely to meet and sit down to talk about issues together. Three tourism operators felt they were able to influence forest licensees more than MOF because licensee staff worked with tourism in local planning groups, shared the same community, and spent time on the land together. Still, four operators expressed frustration that they had to fight to achieve their interests, as they could not rely on the LUP to protect their tourism interests. They "fight over where and when harvesting occurs and to retain viewsapes" according to one. Four operators voiced concerns that MOF still had the final decision-making power and can do what it wanted. One operator said that the beetle

epidemic was being used as an excuse to get the wood out “without consultation of other user groups.” Another tourism operator questioned MOF’s decisions in his tourism operation area; “given that timber volumes are so tiny, timber values so low, and tourism values so high –why don’t they just leave it alone?” He said that even in SRDZs reserved first for tourism’s interests, “the forest industry seems to have total control.” One respondent postulated that MOF and licensees might be cautious to work with tourism operators because there hadn’t been a lot of opportunity to test the relationship. One such test area is found in the Tatla area of the Chilcotin SRMP (Section 2.6.3). One respondent said that he hoped the *Tatla Tsi Deldel Agreement* would be a “state of the art” project that demonstrates how different land users might work cooperatively on the ground.

7. Twenty-seven percent of respondents somewhat or fully agreed that provincial government policies supported the tourism industry’s land use goals as a result of the land use planning process (Table 4-2). The level of agreement was lower from Chilcotin respondents than those from the ART (Appendix H, Table 7). One tourism operator believed that the provincial government only supported implementation of the LUP “when it suits them.” Nine believed the reason for the perceived lack of government support for the tourism industry’s land use interests stemmed from government’s focus on cash flow revenue generation through log extraction. Another believed that the provincial government lacks vision to include and manage for tourism so that it can continue to be a strong part of the provincial economy. One respondent

believed the reason for this has been the lack of government's working knowledge of the tourism industry. These factors exacerbated and contributed to the provincial government's "sympathetic attitude toward the timber sector's interests," which they believed allowed MOF to maintain its status quo.

Examples of particular policies that created difficulties for tourism operators were:

- MOF has final authority over visual quality objectives (VQOs). In the tourism operators opinion, this allows MOF to design VQOs such that they meet the cutting needs of forestry" rather than tourism. Two operators expressed their belief that the regional forest manager's first responsibility was to meet government's revenue expectations from stumpage fees and as a result "doesn't care about viewscapes."
- The *Forest and Range Practices Act of BC (FRPA)* "gives too much carte blanche to forest licensees. Lack of enforcement makes land use plans and regulations meaningless." Tourism is not mentioned in *FRPA*.
- WLAP was mandated to increase the number of commercial recreation licensees has given rise to an "incredible incompatibility between mix of CR licenses" (i.e. mountain biker and trail rider or heli-ski and snowmobile).
- Government's decision to reduce staff levels at BC Parks meant there was not enough staff to map the newly created Ts'yl-os Park in sufficient detail. Because sensitive management zones had not been identified, park use permits

could not be made available to tourism operators wishing to develop commercial opportunities (i.e. trail rides) in the park.

8. Forty percent of respondents somewhat or fully agreed that problems between land use stakeholders concerning the use of the area's lands were resolved more effectively as a result of the land use planning process (Table 4-2). The Chilcotin as opposed to ART respondents expressed a lower level of agreement to ART respondents (Appendix H, Table 8). Two operators suggested that a reason for regional differences might lie in the fact that logging activities are relatively new in the ART region. As a result, ART tourism operators perceived that forest licensees had less clout than in other areas such as the Chilcotin and were more willing to work with other land users in the region. When conflicts occurred, respondents in both regions mentioned that they tried to work out land use conflicts at the personal level first. If that was unsuccessful, they approached the regional MOF office with their case. They involved provincial organizations such as the WTA and COTA as a final resort. One tourism operator stated that he believed that when tourism takes their concerns to MOF, they only "listen to the concerns and then do exactly what they were going to." Five respondents believed their improved ability to bring their concerns forward and discuss them was related to the LUP planning process and because tourism was now viewed as a legitimate industry.

9. Forty-six percent of respondents somewhat or fully agreed that there was a high level of cooperation between public and private sector organizations as a result of the land use planning process (Table 4-2). There was medium support

for this statement from the ART respondents and no support from the Chilcotin respondents (Appendix H, Table 9).

4.3 Outcome of SDM in Land Use Planning

This section presents respondent's perspectives concerning the extent to which SDM approaches, used in the LUP processes actually supported the achievement of backcountry tourism objectives in the region. Table 4-3 provides a summary of respondent's opinions. The varying degree of consensus and support are indicated. A detailed discussion of research findings follows.

1. All respondents somewhat or fully agreed that land use planning is an important factor in determining the success of the tourism industry (Table 4-3).
2. Seventy-two percent of respondents somewhat or fully agreed that the LUP had made it easier for tourism as a result of achieving protection of ecological integrity (Table 4-3). A lower proportion of Chilcotin respondents agreed than ART respondents agreed with this (Appendix I, Table 2). Many of the tourism operators indicated that they felt personally responsible for protecting ecological values rather than being directed by the LUP or stronger environmental laws.

Table 4-3 Respondent's Perspectives on Outcome of Land Use Planning Process

Planning Outcomes	n	D (%)	SD (%)	SA (%)	A (%)	Consensus	Support
1. Land use planning is important factor in determining the success of the tourism industry	16	0.0	0.0	31.0	69.0	H	VSS

Planning Outcomes	n	D (%)	SD (%)	SA (%)	A (%)	Consensus	Support
2. The LUP has made it easier for tourism by achieving the objective: protection of ecological integrity	14	21.0	7.0	29.0	43.0	M	SS
3. As a result of the land use planning process, other resource industries are changing their operative and management practices to incorporate tourism's interests	16	18.8	6.3	50.0	25.0	M	SS
4. Overall, implementation of the LUP has been successful in terms of serving the public's best interests	12	16.7	16.7	16.7	50.0	L	MS
5. The LUP has made it easier for tourism by achieving maintenance of visual quality	17	23.5	11.8	23.5	41.2	L	MS
6. The LUP process has improved tourism business opportunities as a result of viewscape protection	11	27.3	9.1	18.2	45.5	L	MS
7. Overall, implementation of the LUP has been successful in terms of addressing the land resource needs of tourism.	12	16.7	25.0	16.7	41.7	W	WS
8. As a result of the land use planning process, the tourism industry is meeting its land resource needs	14	71.4	7.1	14.3	7.1	N	NS
9. Overall, implementation of the LUP has been successful in meeting my (the respondent's) tourism businesses needs.	10	40.0	30.0	20.0	10.0	N	NS
10. The LUP has made it easier for tourism by achieving the objective: a secure land base for tourism development in Protected Areas	13	53.8	15.4	23.1	7.7	N	NS
11. The LUP has made it easier for tourism by achieving the objective: a secure land base for tourism development in SRDZ	13	46.2	15.4	23.1	15.4	N	NS
12. Overall, I (respondent) am satisfied with the LUP process in my region.	15	26.7	26.7	20.0	26.7	N	NS
13. The LUP has made it easier for tourism by achieving the objective: sense of wilderness in the backcountry.	17	47.0	6.0	12.0	35.0	N	NS

3. Seventy-five percent of respondents somewhat or fully agreed that other resource industries in the region had changed their operative and management practices to incorporate tourism's land use interests as a result of the land use planning process (Table 4-3). The ART respondents were noticeably more in agreement than the Chilcotin respondents (Appendix I, Table 4).
4. Sixty-seven percent of respondents somewhat or fully agreed that implementation of the LUP had been successful in terms of meeting the public's best interests (Table 4-3). There was strong support for this statement from ART respondents, while there was no support from the Chilcotin respondents (Appendix I, Table 3). Specific comments from respondents regarding this topic are included in the following section.
5. Sixty-five percent of respondents somewhat or fully agreed that the LUP had made it easier for tourism by achieving the maintenance of visual quality objective (Table 4-3). A higher proportion of ART respondents were more in agreement than Chilcotin respondents (Appendix I, Table 5).
6. Sixty-four percent of respondents somewhat or fully agreed that the land use planning process had improved tourism business opportunities as a result of viewscape protection (Table 4-3). A lower percentage of Chilcotin than ART respondents agreed with this (Appendix I, Table 6).
7. Fifty-eight percent of respondents somewhat or fully agreed that implementation of the LUP had been successful in terms of addressing the tourism industry's land resource needs (Table 4-3).

8. Twenty-one percent of respondents somewhat or fully agreed that the tourism industry had met its land resource needs as a result of the land use planning process (Table 4-3). A higher proportion of respondents were more in agreement than those from the Chilcotin (Appendix I, Table 8). Five respondents expressed their belief that tourism's land use interests were better protected by First Nations land claims than the LUP.

9. Thirty percent of respondents somewhat or fully agreed that that LUP implementation had been successful in meeting the needs of tourism operators' businesses (Table 4-3). A lower percentage of ART respondents than Chilcotin respondents felt this way (Appendix I, Table 9). Most operators felt that there were other, more immediate issues, rather than land use planning, that impacted the success of their individual operations.

10. Thirty percent of respondents somewhat or fully agreed that implementation had been successful in addressing the industry's land resource needs (Table 4-3).

11. Thirty-eight percent of respondents somewhat or fully agreed that the LUP had made it easier for tourism as a result of achieving a secure tourism land base due to PAs and SRDZs (Table 4-3). A lower percentage of ART respondents than Chilcotin respondents were in agreement (40%) regarding PAs (Appendix I, Table 11a), but the response was similar from both groups regarding SRDZs (Appendix I, Table 11b).

One tourism operator made it "clear the LUP" protected their tourism business' operational area" as a result of the designation of SRDZ. Two

operators noted that the intent of park creation was to protect wildlife habitat and ecological integrity rather than to secure it for tourism industry use. This was confirmed by another operator who noted it was difficult to get a park use permit and that the parks served primarily “as a scenic backdrop that we can’t use.”

However, most operators repeatedly expressed concern that the SRDZ were not being managed according to their original intent to protect environment and tourism/recreation values before those of the extractive industries. One lamented that even in the SRDZ, “nowhere is tourism king.” Three operators pointed out that MOF allowed clear-cut logging to take place in visually important areas to tourism within an SRDZ. Another three operators told of MOF’s reaction to two separate fires in the area since the CCLUP was approved. Despite agreeing that the SRDZ were to remain in wilderness condition during the LUP discussions, MOF pushed roads through the region to put out forest fires. Tourism operators believe these roads, although deactivated since the fire, have made it easier for motorized vehicles to access the area.

“The single most important issue to tourism is a secure land base,” said one tourism operator. Another respondent explained that the lack of a secure land base for tourism is reflected in unwillingness of financial institutions to loan money to tourism operators for capital expansion. The respondent pointed out that even with a lease, “there is not enough certainty to develop something on crown land – we don’t know if it is going to be logged or if there will be a road and a clear-cut on the other side.” Furthermore, there is no guarantee the lease will

be renewed and “nobody [banks or individuals] wants to take money out of his or her pocket and invest it substantially.”

12. Forty-seven percent of respondents somewhat or fully agreed they were satisfied with the land use planning process in their region (Table 4-3). There was a higher level of agreement from ART respondents than Chilcotin respondents (Appendix I, Table 12).

13. Forty-seven percent of respondents somewhat or fully agreed that the LUP had made it easier for tourism by maintaining a sense of wilderness in the backcountry (Table 4-3). A higher proportion of ART respondents were more in agreement than those from the Chilcotin (Appendix I, Table 13). Two operators pointed out that although they believed true wilderness wasn't there anymore, to tourists from an urban setting, it is all wilderness. Comments from over half the respondents indicated their deep concern over their perception that they have not achieved this wilderness objective.

They said that the LUP should have saved the sense of wilderness in the backcountry but that it hadn't worked out way. One of them indicated the importance of wilderness to the success of backcountry tourism; “if we lose the quality of the wilderness, we don't have anything else to attract people here.” Another operator mentioned that wilderness was protected in PAs, and would also be protected in the SRDZs “if they were working they way they were supposed to.” Forestry interests are “constantly pushing at our back door,” even in areas where tourism interests were supposed to be met first. One respondent spends several thousand dollars every year to sell a wilderness experience, but

said “it isn’t there anymore – “many of the lakes we used to fly out to, have a road to them now.” “Our head-butts with MOF went from visual and ecological factors to access issues” reported another respondent.

Guests would put up with clear-cuts as long as there wasn’t a highway nearby – they want the lake to be exclusive. That value added product has been greatly diminished because of logging – they [MOF] build these huge roads to take out the timber. MOF keeps the roads open to reforest and they stay open forever (Personal comment, Research respondent, 2004)

4.4 Implementation Criteria

This section of the findings presents the extent to which backcountry tourism operators perceived how well the SDM process created conditions suited to implementing LUPs. The list of implementation criteria was generated through the literature review and summarized earlier in Table 2-4. A detailed summary of respondent’s opinions from the two SRMP regions is provided in Appendix J. The general findings for how tourism operators perceived the presence of each criterion are shown in Table 4-4.

1. Government Support: Fifty-seven percent of the respondents somewhat or fully agreed that the LUP had given rise to policies that balance land users (Table 4-4). The ART as opposed to Chilcotin respondents expressed a higher level of agreement with this viewpoint (Appendix J, Table 1a).

Twenty-four percent of respondents somewhat or fully agreed that provincial government policies (i.e. economic, forestry or mining) supported tourism’s land use goals as a result of the land use planning process (Table 4-4).

A greater number of ART respondents agreed compared to those from the Chilcotin (Appendix J, Table 1b).

One quarter of respondents somewhat or fully agreed that provincial and local governments had strongly supported implementation of the LUP (Table 4-4). There was a higher level of agreement amongst ART as compared to Chilcotin respondents on this point (Appendix J, Table 1c).

Table 4-4 Overall Perceived Presence of Implementation Criteria

Implementation Criteria*	n	D (%)	SD (%)	SA (%)	A (%)	Consensus	Support
1) Government Support							
a. <i>The LUP has given rise to policies that balance land users needs</i>	14	35.7	7.1	42.9	14.3	W	WS
b. <i>As a result of the land use planning process, government policies support tourism's land use goals</i>	17	76.5	0.0	11.8	11.8	N	NS
c. <i>Implementation of the LUP is receiving strong support from the provincial government</i>	11	72.7	0.0	18.2	9.1	N	NS
d. <i>Implementation of the LUP is receiving strong support from local government</i>	8	50.0	25.0	12.5	12.5	N	NS
2) Clear Objectives							
<i>The recommendations from the crown land use planning process in this region are clear enough to guide implementation.</i>	12	33.3	16.7	33.3	16.7	N	NS
3) Effective process management							
<i>The following ingredient is available to successfully implement the CCLUP: skilled government staff working with tourism people.</i>	15	46.7	13.3	20.0	20.0	N	NS
4) Stakeholder Commitment to implementation							
a. <i>Tourism representative(s) have made an ongoing commitment to make sure the LUP objectives are met</i>	15	22.2	NA	NA	78.5	H	VSS
b. <i>Implementation of the LUP is receiving strong support from other non-tourism stakeholders</i>	16	37.5	6.3	25	31.3	W	WS
5) Cooperation and communication							

Implementation Criteria*	n	D (%)	SD (%)	SA (%)	A (%)	Consensus	Support
a. <i>As a result of land use planning process, joint activities occur between tourism operators and:</i>							
• <i>Provincial government</i>	8	50.0	12.5	0.0	37.5	N	NS
• <i>Local government</i>	9	77.8	11.1	0.0	11.1	N	NS
• <i>NGO</i>	9	33.3	0.0	11.1	55.6	L	MS
• <i>Other industry sectors</i>	8	37.5	25.0	12.5	25.0	N	NS
• <i>First Nations</i>	12	75.0	0.0	8.3	16.7	N	NS
• <i>Other tourism operators</i>	10	40.0	0.0	40.0	20.0	W	WS
b. <i>The land use planning process has improved tourism business opportunities as a result of partnerships with other land users</i>	8	62.5	0.0	25.0	12.5	N	NS
c. <i>Tourism operators know about LUP implementation status</i>	15	46.7	20.0	26.7	6.7	N	NS
6) Mutual trust and respect							
a. <i>Tourism and other sectors mutually respect and trust each other as a result of the LUP process</i>	15	20.0	20.0	40.0	20.0	W	WS
b. <i>Power imbalance between tourism and other land users have equalized as a result of the overall collaborative LUP planning process</i>	17	47.1	11.8	23.5	17.6	N	NS
7) Sufficient information							
<i>There is enough information available as a result of the LUP to implement tourism objectives</i>	13	53.8	0.0	0.0	46.2	N	NS
8) Adequate resources to successfully implement the CCLUP							
a. <i>There are enough financial resources to successfully implement the CCLUP</i>	15	46.7	6.7	26.7	20.0	N	NS
b. <i>There are enough human resources to successfully implement the CCLUP</i>	15	46.7	6.7	20.0	26.7	N	NS
9) Appropriate indicators							
<i>As a result of the land use planning process, good indicators were developed that help the tourism industry know whether it is achieving its land use objectives</i>	11	54.5	9.1	9.1	27.3		NS
10) Public support							
<i>Implementation of the LUP is receiving strong support from the public.</i>	14	57.1	14.3	21.4	7.1	N	NS

2. Clear objectives: Fifty percent of respondents somewhat or fully agreed that the recommendations from the land use planning process were clear enough to guide implementation (Table 4-4). The ART as compared to Chilcotin respondents expressed a higher level of agreement (Appendix J, Table 2). Tourism operators in the ART described the CCLUP as a “living document that changes and grows over time.” Another noted the LUP was deliberately “75% directive and 25% foggy,” to give it flexibility. Another ART operator noted this flexibility is required to allow an appropriate response to unforeseen circumstances such as fire and the pine beetle epidemic. Three respondents expressed concerns that the plan had too much room for interpretation. Another noted the problem didn’t lie in the lack of clear objectives, but rather that the LUP “lacks teeth.” Three respondents believed the intent of the LUP had been compromised because it had not stood behind the definition of an SRDZ. They were under the impression that this zone was supposed to be an area where wilderness tourism values had priority over other industry values.

3. Effective Process Management: Forty percent of respondents somewhat or fully agreed that government staff, skilled in working with tourism operators, were available (Table 4-4). The respondents from the ART as opposed to Chilcotin region were more convinced that these support staff were available (Appendix J, Table 3). Two tourism operators explained that their negative perception of the effectiveness of process management was a reflection of low staff numbers at government offices. Two others pointed out that the centralization of government MSRM staff to major provincial centres had

increased bureaucratic requirements and distanced government workers from rural issues. Three other respondents believed government workers did not have time to understand the issues that tourism operators were facing on at the landscape level because they were responsible for vast geographic regions. As a result, many of the tourism operators expressed frustration at not being able to speak directly with government staff about their land use concerns. One operator pointed out that government staff were also frustrated because they could not correct the faults of the system in which they worked.

4. Stakeholder Commitment: Seventy-eight percent of respondents agreed that tourism representatives had made an ongoing commitment to make sure the LUP's objectives were met (Table 4-4). Many named Dave Neads and Petrus Rykes as two individuals who provided ongoing commitment and leadership to tourism operators. The level of agreement on the tourism commitment was higher for ART than Chilcotin respondents (Appendix J, Table 4). This may be related to the fact that both of the above named representatives reside within the ART SRMP.

Fifty-six percent of respondents somewhat or fully agreed that implementation of the LUP received strong support from other non-tourism stakeholders (Table 4-4). Two individuals believed that the forest companies supported implementation of the LUP as long as it is not too much of an impediment to business.

5. Cooperation and Communication: Thirty-seven percent of respondents agreed that, as a result of the land use planning process, joint activities had

occurred between tourism operators and provincial or local government, other industry sectors, or First Nations (Table 4-4). One respondent indicated that communication between tourism operators was much friendlier as a result of the land use planning process and that competition was less “cutthroat.” Two respondents said that forestry seemed to be more interested in working with tourism now. They believed this was because the LUP required MOF to consider tourism’s land use interests to a greater extent. However, one operator suggested that cooperation was easier to obtain in matters related to previously logged areas, rather than in wilderness areas. Two respondents mentioned that forest licensees were pushing “on the back door” of tourism operator’s commercial licence areas. One indicated that forest licensees were testing the limits of the LUP. Another reported that his company held forestry interests at bay through his personal influence and by appealing to the sensitivities of local forest employees who had an appreciation for wilderness values.

Sixty-seven and sixty percent of respondents respectively agreed that, as a result of the land use planning process, joint activities had occurred with NGOs and other tourism operators (Table 4-4). The Chilcotin as compared to ART respondents were more in agreement with this perspective (Appendix J, Table 5a, Table 5b).

Thirty-seven percent of respondents somewhat or fully agreed that the land use planning process had improved tourism business opportunities as a result of partnerships with other land users (Table 4-4).

Thirty-three percent of respondents somewhat or fully agreed that tourism operators knew about the status of LUP implementation (Table 4-4). Reasons given for the lack of tourism operator's lack of knowledge included operator's apathy, confusion, and lingering negativity surrounding the CCLUP process. One tourism operator clearly stated the planning process left some tourism operators feeling sick and discouraged. Another believed it is only those operators who wanted to build something or believed they could be protected from some action by the LUP who paid attention to the CCLUP. One respondent reported that land use planning overall had "laid the groundwork and the seeds for more harmonious relationships."

6. Mutual Trust and Respect: Sixty percent of respondents somewhat or fully agreed that tourism and other sectors mutually respect and trust each other more as a result of the land use planning process (Table 4-4). A much greater proportion of ART as compared to Chilcotin respondents expressed agreement with this statement (Appendix J, Table 6a). One respondent indicated that the educational nature of the land use planning process contributed to the increased level of respect between land users as they learned a lot about each other through the ART and CCLUP planning process. Another operator added, "we still get screwed, but in a nicer way now."

Respect from other land users towards tourism was also evident in the perceived level of power distributed between land use stakeholders. Forty-one percent of respondents somewhat or fully agreed that power imbalances between tourism and other land users had equalized as a result of the overall

collaborative planning process (Table 4-4). A smaller percentage of the Chilcotin as opposed to ART respondents agreed with this viewpoint (Appendix J, Table 6b). One ART respondent explained:

Here logging was a newcomer – in other areas that wasn't true. Here we had true wilderness – but the logging companies had to come and ask if they could operate – we had a benefit that other areas didn't have. The logging companies had to prove to us that they were a benefit – we held their feet to the fire right from the beginning – logging disturbed all the other uses [of the forest]. At first we were emotional about it but when we realized it was going to happen anyway – we shifted our attention to find out how we could make it work for us (Personal comment, Research respondent, 2004).

Another tourism operator believed the land use planning process “helped but didn't equalize” power differences. One tourism operator rated the tourism/forestry power balance as 20% to 80% respectively. The respondents suggested a variety of reasons for the imbalance. A few mentioned that it was because tourism doesn't have the same assets (financial, time, human resources) as forest licensees to lobby government. Others said that MOF was unwilling to relinquish power. In addition, three respondents urged that a Ministry of Tourism be formed to improve overall tourism management in the province. They felt that a Ministry of Tourism would give the industry “muscle” in addressing its land use needs according to one. As one operator put it, we need to be “more proactive and less reactive – there is no other option if we are to succeed.”

7. Sufficient Information: Forty-six percent of respondents agreed there was enough information available, as a result of the land use planning process, to

implement tourism objectives (Table 4-4). There was a higher level of agreement from ART than Chilcotin respondents (Appendix J, Table 7). Three respondents suggested that more information was required in order to identify the carrying capacity of tourism and recreational activities on the land. Another two respondents suggested that some Ministries (i.e. Parks) need updated and current information to improve tourism opportunities and protect overlapping land use interests.

8. Adequate Financial and Human Resources: Forty seven percent of respondents somewhat or fully agreed that there were sufficient financial and human resources available to successfully implement the CCLUP (Table 4-4). One tourism operator believed the reason for the low level of financial and human resource support was government's "acute (financial) anorexia." Another alleged that inadequate resources were due to government's willingness to only finance "things that give an immediate return." Three respondents believed that inadequate staff levels have led to a lack of monitoring and enforcement in the field.

9. Appropriate Indicators: Thirty-six percent of respondents somewhat or fully agreed that as a result of the land use planning process, good indicators had been developed to help the tourism industry know if its land use objectives were achieved (Table 4-4). One respondent noted that an inventory of tourism operations was done in the region for the first time as a result of the LUP planning process. Some operators gave suggestions for new indicators. These included:

- Number and activity level of tourism businesses;
- Land use changes (i.e. hectares clear-cuts, hectares virgin lands, km roads); and
- Number of hours tourism operators spend working to protect their land use interests.

10. Public Support of LUP Implementation: Twenty-eight percent of respondents somewhat or fully agreed that implementation of the LUP had received strong support from the public (Table 4-4). A greater percentage of Chilcotin than ART respondents felt this way (Appendix J, Table 10). Respondents believed the reason for low public support was due to the “low profile” of the implementation of the CCLUP. According to one tourism operator, this was because LUP implementation happens slowly, SRMP by SRMP and does not generate much press.

4.5 Summary of Findings

The overarching research goal of this chapter was to identify if tourism’s participation in land use planning and implementation of LUPs benefited the industry. Three sets of findings address this agenda.

4.5.1 Summary: Benefit of SDM to Tourism Operators

Section 4-2 identified the perceived extent to which backcountry tourism operators benefited from the SDM approach in land use planning.

- Question: Did the SDM approach used in land use planning resolve land use conflicts amongst competing interests? *Answer:* This question can be answered by examining all respondents’ perceptions in particular areas. First, respondents

strongly agreed that other resource industries in the region had changed their operative and management practices to incorporate tourism's interests. They also agreed there was greater respect and trust between the tourism and other industry sectors as a result of land use planning process. As well, just over one-half of the respondents agreed that tourism makes decisions with other non-tourism industry groups to implement the land use plan. At the same time, respondents did not agree that problems were resolved more effectively as a result of the land use planning process. These findings suggest that there has been an improvement in conflict resolution, but that backcountry tourism operators still have concerns regarding land use conflict resolution.

- Question: Did the SDM process generate joint management activities?

Answer: Respondents generally agreed that the land use planning process had generated joint management practices between tourism operators and NGOs and other tourism operators. They did not agree that joint activities had occurred between tourism operators and government, other industry sectors, or First Nations.

- Question: Has the SDM process affected the level of success in

implementing the plan? *Answer:* It appears that the SDM process affected the level of success in implementing the plan. A comparison between the two SRMP regions provides some indication as to this level of success. Tourism operators in the ART SRMP were generally more positive than Chilcotin respondents about the outcomes of the LUP process. Given the differences in planning histories and implementation stages between the two regions, these results may support

the theory that the quality of the SDM process is important in affecting the success of LUP implementation.

- Question: Can the extent of the outcomes of the SDM process be identified after a number of years of implementation? *Answer:* It is difficult to separate the variables that could impact implementation of a LUP, as variables are interdependent and work in combination to create an overall context for change.

4.5.2 Summary: Outcome of Land Use Planning

Section 4-3 findings suggest tourism operators believed that the land use planning process had generated some positive outcomes. However, they were not satisfied with the land use planning process in their region or that the process had been successful in meeting the tourism industry's land resource needs.

- Question: Has the tourism industry's land use interests been met as a result of the SDM process used in land use planning. *Answer:* Fifty-seven percent of tourism operators agreed that implementation of the LUP had been successful in terms of addressing the land resource needs of tourism. There was strong to medium support from respondents that tourism's land use interests of ecological integrity and visual quality were being met. At the same time, only 21% agreed that the tourism industry was meeting its land resource needs as a result of the land use planning process. The reason for this apparent juxtaposition may lie in the findings that respondents did not agree that the objective of maintaining the sense of wilderness had been achieved nor that that PAs and SRDZs had helped the tourism industry achieve a more secure tourism land base. The overall

responses and additional comments from respondents give evidence that the sense of wilderness is a greater concern than visual or ecological integrity to backcountry tourism operators.

- Question: Did the land use planning process improve business opportunities for the tourism industry? *Answer:* Respondents strongly supported statements that the land use planning process had made it easier for the tourism industry as a result of protecting ecological integrity. There was a lesser degree of support that maintenance of visual quality had made it easier or improved tourism business opportunities. They did not agree that the LUP had made it easier for tourism by maintaining a sense of wilderness in the backcountry. They also did not agree that the LUP had made it easier for tourism by achieving a secure land base for tourism development as a result of Protected Areas or Special Resource Development Zones. Respondents from the Chilcotin were less in agreement than their contemporaries in the ART.

4.5.3 Summary: Implementation Criteria

Section 4.4 identified tourism operators' perceptions of the extent to which implementation criteria were present. Respondents perceived that only 3 of 10 implementation criteria probed were judged to be partially or fully present. The criterion was judged to be present if respondents strongly supported statements; partially present if respondents had a weak to a moderate level of support; and absent if respondents had no support for statements in each of the related sections. It was evident that respondents from the ART as opposed to Chilcotin were more apt to be in agreement with the statements probed.

CHAPTER 5: MANAGING FOR EFFECTIVE SDM PROCESSES

This chapter suggests ten recommendations for improving the effectiveness of SDM processes in land use planning in BC. The research revealed that tourism operators had concerns with current implementation processes and their outcomes. Both the aggregate responses and regional comparisons offer insights in how to improve the use of the SDM process in land use planning in BC.

The LUP planning and implementation processes in the two regions were quite different. The ART planning process was focused on a smaller geographic area, was longer running, and achieved a consensus outcome. The original ART plan was modified for inclusion in the final CCLUP. In contrast, the CCLUP had a substantially larger geographic focus, was of shorter duration, and did not achieve consensus from plan stakeholders. As one subregion within the CCLUP boundaries, the Chilcotin SRMP, unlike the ART SRMP, did not have its own planning process.

These differences in process make it difficult to define the trigger point, or points, along which the SDM process failed to generate an outcome that satisfied tourism operators. Innes and Booher' (1999) remark that "durable and implementable" plans are the result of preceding collaborative planning processes and are a reminder of the importance of the planning phase (414).

The responses concerning the implementation criteria guide the discussion on how to improve the effectiveness of SDM processes. The management recommendations follow.

5.1 Implementation Criteria

5.1.1 Government Commitment

Subsequent to the research period, the government formed a BC Ministry of Tourism, Sports and Arts (TSA). This demonstrates government's commitment to the tourism industry. The TSA can help the tourism industry meet the goal of doubling revenues by 2010 by fostering the development of policies that address the land use needs of the tourism industry.

Recommendation: Provide a regulatory framework (legislation, policies and guidelines) to support tourism's secure access to high quality land and water resources. For example, the *Forest and Range Practices Act of BC (FRPA)* could be amended to include and address issues critical so that tourism's land use interests are also recognized and considered along with forestry's.

5.1.2 Clear Objectives

Tourism operators strongly opposed suggestions that LUP plan objectives were clear enough to guide implementation. They believed there was a problem in how those objectives, coupled with shifting environmental and economic forces were interpreted. Respondents gave two examples of this. First, tourism operators perceived that implementation of the LUP had not adequately adhered to the original intent of the LUP. For example, tourism values were supposed to

be protected in SRDZ before those of other extractive industries, but some respondents believed that tourism interests were threatened by other industrial activities in these regions. The second example came from respondents who suggested there was a conflict of interest as a result of MOF's role as manager of timbered land and their responsibility for VQOs. Respondents believed that MOF's strategy was to set VQO's in a manner that allowed the Ministry to extract the greatest timber value from areas.

Recommendation: Include statements of intent in a LUP to clarify objectives.

Objectives should be clear and consistent for each zone.

- Identify areas in landscape level plans that have high tourism potential and which should be maintained in pristine wilderness condition. Those areas that are not identified as important to tourism, can sustain higher harvesting levels. By keeping high value tourism zones intact, and planning for higher harvesting levels in other areas, the interests of both the tourism and forest sector may be better met.
- Set VQOs at landscape level planning tables. Identify VQOs by location, size and shape for both the cutting and road access areas, as well as from the perspective it is/will be considered (i.e. road, trail, air or water). This should assist the agency that sets VQOs as well forest licensees to determine the physical parameters of a logging area and the type of logging that would be most suitable there (i.e. cutblock, size and number of tree islands, thinning).

5.1.3 Inclusive Stakeholder Involvement

This research suggests that tourism operators did not perceive that provincial government supported ongoing SDM processes through implementation of the LUP. One operator advised, “We need a little bit of a push to work together.”

1. *Recommendation:* Provide proactive leadership to sustain stakeholder involvement in planning and implementation processes. For example, it should support the continued presence of representatives during the LUP phases of plan evolution at the regional, subregional, and/or local planning levels as necessary. This would enhance communication and the exchange of ideas, as well as increase opportunities for strengthening the level of mutual trust and respect between land use stakeholders. This ongoing stakeholder involvement in SDM process benefits government and all land use stakeholders. An example can be found in the development of the *Tatla Tsi Deldel Agreement*. As a result of the experience gained at upper level land use planning tables, coordinators of this project undertook the development of a lower level land use plan.

5.1.4 Effective Process Management

Tourism operators disagreed with suggestions that government staff had effectively managed the implementation process. The reasons given for their views included lack of staff skilled in working with tourism issues and a limited number of employees. This situation hampered the tourism industry’s ability to make their interests and issues known to key decision makers. It also

contributed to government staff's inability to fully grasp and understand local issues and management needs.

2. *Recommendation:* Ensure that public sector employees involved in LUP implementation have a solid understanding of the tourism industry's land use needs as well as the SDM processes.

5.1.5 Stakeholder Commitment

Tourism operators perceived that there had been ongoing commitment from the tourism sector during the plan implementation phases. However, direct involvement in implementation activity was limited to a single operator. At least two additional operators were interested in participating but had limited resources available to contribute.

Recommendation: Tourism operators should increase their level of engagement in land use planning. Tourism operators not already involved in implementation should commit to regular proactive communications with other tourism operators and land use stakeholders in order to fully understand the land use issues in their region and to contribute to equitable resolution of those issues. They should support regional and provincial tourism organizations that can address their land use interests (i.e. WTA, COTA). This is particularly important as the industry needs to have representative organizations that can engage in dialogue with other land use stakeholders (i.e. forest and mining industries) and government. This will contribute to creating the power base needed to help the tourism industry fight more effectively for land resources.

5.1.6 Cooperation and Communication

Respondents suggested that tourism operators, other land users, and the public knew little about the status of LUP implementation.

Recommendation: Develop a communication strategy to regularly inform and gather feedback from stakeholders with respect to LUP implementation. This should serve to improve cooperation between implementing agencies, inform tourism stakeholders, and generate public support for implementation.

5.1.7 Mutual Trust and Respect

The SDM process was perceived to have contributed to an increased level of respect between land use stakeholders, most particularly in the ART SRMP region. Chilcotin tourism operators did not have the same perception and believed there was a need for more SDM activities in their region.

One of the ongoing problems that all operators perceived with the SDM process was the unequal balance of power between stakeholders. Tourism operators perceived that their industry had little power to effectively fight for land resources.

Recommendation: Provide training prior to SDM process re interests and positions, to neutralize the power base of participants.

5.1.8 Sufficient Information

The respondents perceived there was insufficient information to make appropriate LUP implementation decisions.

Recommendation: Provide sufficient economic, ecological, and social information so table members and government ministerial staff can make informed decisions regarding appropriate land uses. This will benefit tourism and other land use stakeholders.

5.1.9 Adequate Financial and Staff Resources

Respondents felt there was a lack of adequate resources to implement a LUP. Many tourism operators also believed that inadequate resources had been committed to plan implementation.

Recommendation: Provide adequate resources and staff to effectively and efficiently manage the implementation process. Provide the means to have enough skilled government staff involved with implementation. Provide financial support to enable tourism representative to participate in ongoing SDM processes during LUP implementation.

5.1.10 Appropriate Indicators

Tourism operators felt the LUP lacked appropriate indicators to track tangible and intangible changes in LUP objectives.

Recommendation: Establish appropriate indicators for use in a monitoring program to track progress towards achieving LUP objectives. Provide opportunity for regular input by stakeholder representatives. Tourism indicators may include the number and activity level of tourism businesses, land use changes over time, as well as the number of hours tourism operators spend working on protecting their land use interests.

5.1.11 Public Support

Respondents felt that the public did not support implementation activities because they were unaware of the status of the current plans that had been created.

5.2 Comparison with Other Research

The recommendations of this study are consistent with many of those from Albert (2002), Edwards-Craig (2003), Calbick (2003), Albert, Gunton and Day (2003), and Joseph (2004). The focus of this research is most closely aligned with the backcountry tourism research of Edwards-Craig (2003). However, all of these researchers investigated various aspects of the role that SDM plays in LUP in BC. Table 5-1 compares the outcomes of other researchers work with this research.

The research findings confirm the findings of Williams, Penrose, and Hawkes (1998). CCLUP tourism respondents still feel that the LUP plan has not adequately protected tourism's land use needs with regards to access and wilderness areas. Concerns were again expressed about the vague language of the CCLUP as posing a problem. Finally, tourism respondents were once again emphatic in their belief that the SDM process used in land use planning needs to continue. Furthermore, they believe that tourism stakeholders should be supplied with resources "in order to ensure their effective participation" (Williams et al 1998b, 62)

Table 5-1 Recommended Management Strategies Comparison

Recommended Management Strategies	Albert 2002	Edwards-Craig 2003	Calbick 2003	Albert, et al. 2003	Joseph 2004	Johnsen 2005
<i>Government support</i>						
• Strong provincial government support	√			√	√	√
• Proactive leadership through SDM process						√
• Strong local government agencies support	√			√	√	
• Regulatory Framework						
○ Legislated mandate			√		√	√
○ Administrative rules (regulations and permits)			√			√
○ Development of guidelines			√			
○ Enforcement penalties			√			
• Non conflicting government policies				√	√	√
<i>Clear objectives</i>						
• Clear and consistent objectives	√	√	√	√		√
• Statements of intent to clarify objectives	√			√	√	√
<i>Inclusive stakeholder involvement</i>						
• Stakeholders involved on a monitoring committee	√			√		
• Inclusive stakeholder representation					√	√
<i>Effective process management</i>						
• Ongoing SDM process during implementation		√				√
• Good collaborative management process				√	√	
• Implementing officials skilled in working collaboratively with stakeholders				√	√	√
• Inclusive stakeholder representation					√	
• Clear rules of procedure					√	
• Accountable and open process					√	
• Implementation decisions reached in a collaborative fashion			√		√	√
• Implementers have authority and jurisdiction to be flexible					√	
• Effective mitigation strategies			√			
• Ensure implementation staff understand tourism						√

Recommended Management Strategies	Albert 2002	Edwards-Craig 2003	Calbick 2003	Albert, et al. 2003	Joseph 2004	Johnsen 2005
<i>Stakeholder commitment</i>						
• Strong stakeholder support	√			√	√	√
• Participation of stakeholders in implementation and monitoring				√	√	√
• Commitment to a plan for implementation and monitoring		√				
• Commitment of stakeholder to the process		√			√	√
<i>Integration of plans</i>						
• Land use plan objectives integrated within individual agency work plans				√		
• Integration of land use planning with other levels of planning	√		√			
<i>Good communication</i>						
• High level of cooperation and information sharing between implementing agencies				√		√
• Ability of stakeholders to keep their constituencies informed and convey the constituency's preferences to the table	√					
• Public reporting requirements	√					√
• Inform and gather feedback from stakeholders						√
<i>Mutual trust & respect</i>						
• Trust between table members						√
• Equalized power differences	√	√		√		√
<i>Sufficient information</i>						
• Sufficient information available to make appropriate decisions for land use plan implementation		√		√	√	√
<i>Adequate resources</i>						
• Adequate financial and staff resource commitments for plan implementation		√	√	√	√	√
<i>Appropriate indicators</i>						
• Monitoring framework with appropriate indicators to track change in each objective				√	√	√
<i>Public support</i>						
• Strong public support				√		√

CHAPTER 6: CONCLUSIONS

This chapter presents the major conclusions for the study, identifies weaknesses of the study, and provides recommendations for further research. The overall purpose of this research was to identify if tourism's participation in land use planning and implementation of a LUP benefited the tourism industry. To achieve these objectives, a literature review, case study, and analysis were undertaken.

6.1 Summary of Conclusions

Four objectives, related to the application of SDM in land use planning, were addressed in this study. The first was to report the extent to which SDM approaches used in the development of a land use plan, supported tourism's land use objectives. The second was to identify whether outcomes of the SDM process were related to implementation. The third was to determine if the criteria for implementation were fulfilled. The last was to suggest management strategies for improving the SDM process for land use planning stakeholders.

All of the respondents indicated that land use planning was important to the success of the tourism industry. The research revealed that use of SDM processes had benefited the tourism industry during LUP implementation. These benefits included creating an easier and more effective venue for resolving problems and improving stakeholder relationships. They indicated that the process was instrumental in effectively involving tourism in land use planning and

that this inclusion lent credibility and enhanced the importance of tourism to other land use stakeholders. The findings suggest that backcountry tourism operators were pleased that the land use planning process had substantially addressed the tourism industry's land use interests. They believed that other resource sectors attempted to accommodate tourism's land use interests as a result of the LUP process. Respondents recognized that the size and shape of cutblocks were changed in order to address tourism's visual quality interests and that this was a direct result of the land use planning process. The respondents also believed that because of the land use planning process, it was easier to gain access to other industrial land use stakeholders to discuss their land use concerns. However, they did not believe SDM had successfully addressed wilderness integrity issues. They also believed that the development of Special Resource Development Zones were a positive result of SDM, but they had failed to live up to their original intent as the LUP was implemented.

Only 1 of 10 implementation criteria suggested as prerequisites for plan implementation was perceived to have been incorporated into the land use plans developed with the study area. Tourism operators strongly believed their sector has made an ongoing commitment to LUP implementation. The tourism representative, named by many respondents, was based in the ART region, and worked on the ART and CCLUP land use plan.

The research concluded with ten recommendations to improve the application of SDM in land use planning and implementation and to support the ability of the backcountry tourism sector to meet its land resource needs. These

recommendations harmonize with those of other researchers investigating the role of SDM in LUP in BC. While many of the recommendations are directed at the provincial government, the tourism industry, including operators and NGOs have a role to play in ensuring the industry meets its land resource needs. Only ongoing, vigilant involvement at all levels of decision-making will give the industry some measure of security regarding land use issues.

An example of the major benefit of the SDM process can be found in the recently agreed upon *Tatla Tsi Deldel Agreement*. The experience of participants at the CCLUP planning table gave some of those involved in reaching this agreement, the SDM skills necessary to reach an agreement amongst competing interests. As well, the SDM process taught them that by working together they could accommodate each other's interests and each achieve some benefit. This is truly remarkable, given the failed consensus status of the CCLUP. It shows that even if an SDM process doesn't reach consensus, a wide range of social benefits are achieved outside of an agreement. The willingness of stakeholders to engage in a SDM process at the local level is evidence of the benefits of ongoing SDM processes.

6.2 Management Recommendations for BC Ministry of Tourism

Although not central to this research, some related management recommendations are proposed for the newly created BC Ministry of Tourism, Sports and Arts (TSA). The Ministry can play a valuable role in implementing many of the recommendations included in this report. In particular, it could:

- Create specific tourism legislation (similar to legislation that guides and protects other industries);
- Work towards the inclusion of tourism interests in relevant provincial policies (i.e. FRPA);
- Communicate the importance of the tourism industry to policy-makers and the public;
- Educate policy-makers and the public about the unique characteristics of the tourism industry;
- Strengthen government support for ongoing SDM processes in land use planning;
- Support continuous local tourism representation in ongoing SDM processes;
- Recruit tourism specialists, skilled in SDM processes and knowledgeable about tourism interests, to support the implementation of ongoing SDM processes; and
- Foster greater understanding of tourism's land use needs amongst other ministry's whose decisions impact the industry's ability to remain viable.

6.3 Weaknesses of the Study

This project's case study focused on the responses of backcountry tourism operators in two regions of the CCLUP. The CCLUP planning process served as a valuable learning tool for future land use planning processes, but the process was fraught with poor process management and sectoral divisions. The CCLUP never achieved consensus. Given this, the study would have benefited from research in regions where the final LUP was reached through consensus.

Additionally, the study would have also benefited from research in regions where LUPs were officially implemented. Although implementation is an ongoing process, the slow pace of implementation in the Chilcotin has left many tourism

operators discouraged, angry and disappointed. These attitudes are quite likely reflected in their responses.

It is possible that the differences in perspectives expressed by ART and Chilcotin respondents are simply the result of different planning processes, and not implementation activities. It is difficult to separate the impacts of both phases.

The variation in interview styles (face-to-face and telephone) could be seen as a weakness in this research. For example, face-to-face interviews may generate a more open response from respondents than would a telephone interview. However, the interviewer felt that both types of interviews were equal in quality and content. Other variations included the timing of the interview – the telephone interviews may have been shorter or longer than face-to-face interviews. Some face-to-face interviews were cut short due to the respondent's need to take care of their guests.

6.4 Recommendations for Further Study

Though the research addressed the original question, it also generated suggestions for new queries. The first question that arises relates to the results of this research. Would the results of this study be matched elsewhere? Specifically, would the results be duplicated in a region where the LUP reached consensus?

As this research looked at tourism groups, it would be useful to know to what extent the tourism perspectives echoed the viewpoint of other stakeholder

groups. Initial research suggests the views of all stakeholder groups are very similar. A more in depth analysis of non-tourism stakeholders opinions concerning the process and the outcomes of land use planning would be useful.

Another area of research involves the management of Special Resource Management Zones. Many of the respondents commented on the failure of these zones to ensure environmental and tourism/recreation values were considered before those of the extractive industries. As a result, a study investigating tourism operator's perspectives on the value of SRDZs would be beneficial. Are SRDZs, in other areas of the province, being managed in a manner that places a priority on protecting the interests of the tourism industry?

Research into institutional change would also be valuable. A number of tourism operators expressed frustration with the traditional short-term mind-set of the provincial government plus the reluctance of MOF to address tourism's land use concerns. What are the policy and operational factors that act as barriers in meeting the tourism industry's land use needs? What are the management strategies for addressing those barriers?

Finally, this research investigated the role that SDM played in LUP from the tourism operators' perspective. During the interviews, tourism operators offered additional comments which were startling in their content. There is a much larger story than the role of SDM in LUP that is unfolding in the province's backcountry. The multitude of issues that challenge the operational environment of backcountry tourism operators is worthy of further investigation. Many operators are beleaguered and frustrated by these challenges. One operator

said he only has time to “fight the big fires – the little ones just have to take care of themselves.” These “little fires” erode the quality of the tourism environment and potentially limit the success of the industry. What are these issues? More importantly, what role do tourism operators, NGOs and government have to play in addressing them?

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APPENDICES

A. Variables that Affect Implementation

Mazmanian and Sabatier

- Tractability of the problem(s) being addressed
- Technical difficulties
- Diversity of target group behaviour
- Target group as a percentage of the population
- Extent of behavioural change required
- Ability of the statute to structure implementation
- Clear and consistent objectives
- Incorporation of adequate causal theory
- Initial allocation of financial resources
- Hierarchical integration within and among implementing institutions
- Decision rules of implementing agencies
- Recruitment of implementing agencies
- Formal access by outsiders
- Nonstatutory variables affecting implementation
- Socioeconomic conditions and technology
- Public support
- Attitudes and resources of constituency groups
- Support from sovereigns
- Commitment and leadership skill of implementing officials

(Mazmanian and Sabatier 1989)

B. Research on Implementation Factors

Albert (2002) identified a number of factors necessary for successful land use plan implementation. These are:

- Clear, consistent objectives
- Monitoring framework with appropriate indicators to track change
- Stakeholders involved on a monitoring committee
- Regular public reporting requirements
- Support of implementing officials, provincial and local government agencies, stakeholders, and the provincial government
- Trust between table members
- Credibility of spokespersons
- Ability of stakeholders to keep their constituencies informed and convey the constituency's preferences to the table
- Removal of egos from the decision-making process
- Statements of intent to clarify objectives
- Integration of land use planning with other levels of planning

Edward-Craig's (2003) isolated the responses of backcountry tourism and outdoor recreation stakeholders involved with the planning and implementation stages of selected LUPs. The research utilized Frame's (2002) and Albert's (2002) data that identified a broad range of LUP stakeholders' perspective associated with the development and implementation of LRMPs using SDM methods. Recommendations to strengthen the SDM process in LUP implementation include:

- Ensure that representatives of backcountry tourism are financially supported
- Ensure equity among table representatives
- Provide training to all table members for their involvement
- Encourage continued participation by tourism sector in future land use planning processes
- Ensure the updated and continued provision of social, economic and environmental data
- Objectives should be clear and understood by all representatives
- SDM process mechanism should continue to be applied throughout the implementation and monitoring process
- Table representation should be continuous

Calbick's (2003) research regarding implementing land use, examined implementation of five land use plans in B.C. and the U.S.A. The following factors were identified as the most critical elements of successful implementation:

- Legislated mandate
- Administrative rules (regulations and permits)
- Development of guidelines
- Cooperative/collaborative planning process
- Adequate funding
- Enforcement penalties
- Multijurisdictional cooperation

Albert, Gunton and Day (2003) The following is a list of criteria which Albert et al. identified as very important and/or very important for successful land use plan implementation

- Clear and consistent objectives
- Strong commitment of implementing officials
- Monitoring framework with appropriate indicators to track change in each objective
- Strong provincial government support
- Sufficient information available to make appropriate decisions for land use plan implementation
- High level of cooperation and information sharing between implementing agencies
- Strong stakeholder support
- Good collaborative planning process
- Implementing officials skilled in working collaboratively with stakeholders
- Clear delineation of agency responsibilities
- Land use plan objectives well integrated within individual agency work plans
- Strong local government agencies support
- Implementation monitoring committee with public reporting requirements
- Adequate natural science data available to make implementation decisions
- Adequate financial and staff resource commitments for plan implementation
- Participation of stakeholders in monitoring
- Power differences between stakeholders equalized through the process
- Participation of implementing officials in plan preparation
- Clear understanding of causal relationship between implementation strategies and desired outcomes
- Non conflicting government policies
- Socioeconomic data available
- Strong public support

Joseph, C. (2004) The following is a list of factors necessary for designing effective plan implementation systems. "Sound land-use plan implementation requires that attention be paid to all eighteen factors" (Joseph, 90)

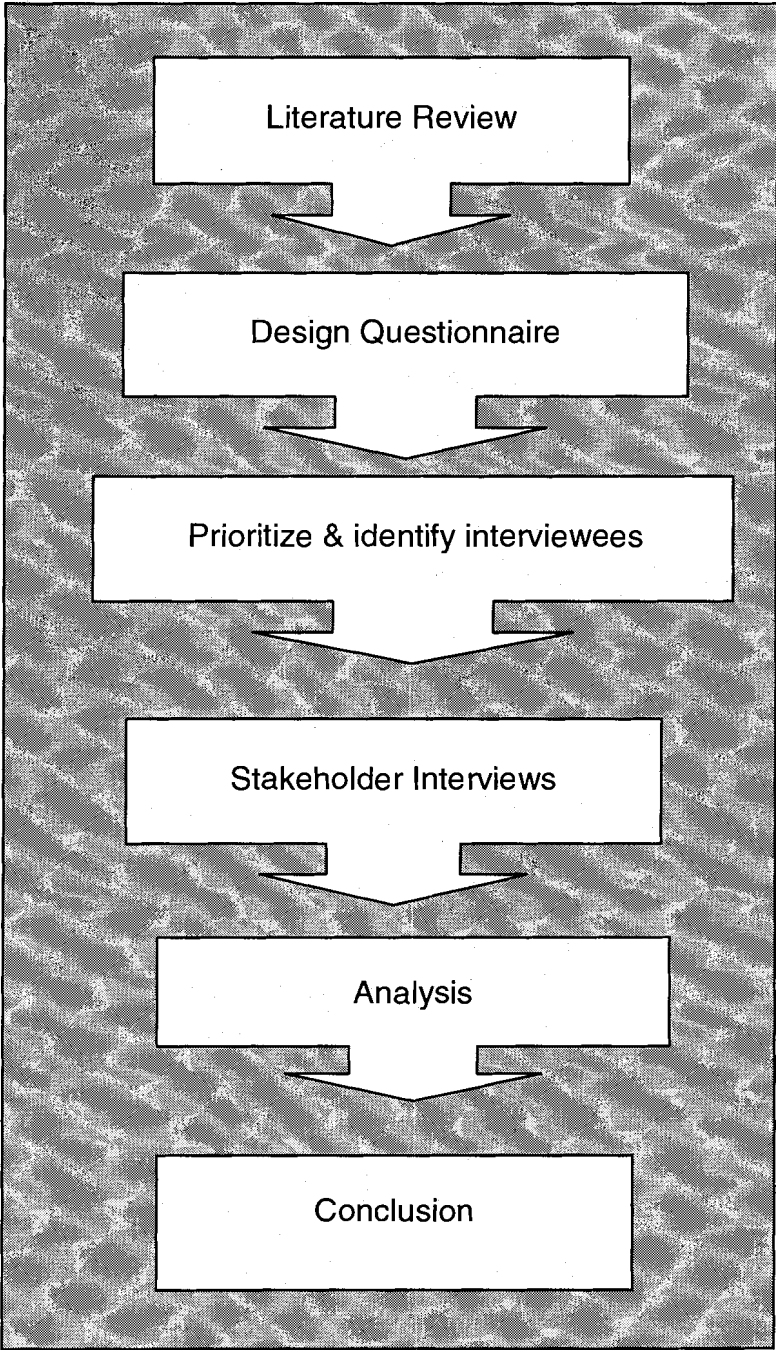
1. Clarify plan details to facilitate comprehension
2. Ensure that plans are built from a sound collaborative planning process
3. Provide implementers with the authority and jurisdiction to make decisions necessary to achieve success
4. Tackle problems that are well understood
5. Clearly delineate stakeholder roles and responsibilities
6. Foster the support of all stakeholders
7. Ensure that implementation is led by individuals with strong collaborative and managerial skills
8. Exist within a policy environment that is supportive of implementation and plan objectives
9. Use an implementation plan that strategically structures implementation actions
10. Provide a regulatory system that enhances the legitimacy and strength of implementation actions and mechanisms
11. Supply implementers with ample financial, staff, and information resources
12. Equip implementers with the flexibility to accommodate new or changing conditions
13. Utilize a monitoring process that is effective, accountable, transparent, and facilitates timely information flow
14. Exist within external conditions that are conducive to implementation success
15. Are grounded in legislation to provide a mandate for success
16. Involve stakeholders comprehensively throughout an implementation process
17. Utilize effective mitigation strategies
18. Integrate stakeholders in a constructive network such that implementation decisions are reached in a collaborative fashion

C. BC Backcountry Tourism Activities

- Bird watching
- Freshwater fishing
- Riding all terrain vehicles (ATVs)
- Back country or tour skiing
- Guest ranch
- River tours
- Canoeing
- Hang-gliding or para-sailing
- Rock/ice climbing, mountaineering
- Cat skiing or cat snowboarding
- Heli-skiing/snowboarding
- Saltwater fishing
- Caving or spelunking
- Hiking or backpacking
- Scuba diving or snorkelling
- Cross country or skate skiing
- Horseback riding or trail riding
- Sea kayaking
- Cultural or historic tourism (nature-based)
- Hunting
- Snowmobiling
- Cycling or mountain biking
- Llama trekking
- Surfing
- Day sailing/windsurfing
- Multi-day yacht cruising
- Whale watching
- Dog sledding
- Power cruising
- White water kayaking
- Education (nature / outdoor)
- Rafting
- Wildlife/nature observation including photography

(TBC 2005, 4)

D. Research Methods



E. Letter of Introduction

SIMON FRASER UNIVERSITY

School of Resource and
Environmental Management

Faculty of Applied Sciences



Burnaby, British Columbia
Canada V5A 1S6
Telephone: (604) 291-4659
Fax: (604) 291-4968

Dear <Insert name>:

This letter requests your participation in a survey concerning strategic land use plans (LUP) in the Cariboo-Chilcotin region. It is part of an on-going province wide research program examining the effectiveness of various approaches to collaborative land use planning. A team of researchers at Simon Fraser University's School of Resource and Environmental Management (REM) is conducting the research. As a long time resident of the Cariboo and now a member of the research team, I am seeking your opinions concerning the implementation of the Cariboo-Chilcotin Land Use Plan (CCLUP).

Completed in 1995, the CCLUP was one of the first LUPs in British Columbia developed using collaborative planning techniques. The plan identified a range of land use zones and management guidelines that would guide future development activities in the region. One group of activities was related to tourism. Several years have passed since the CCLUP's inception, and we would now like to assess the degree to which implementation of the plan has helped the development of tourism in the region.

As an informed member of this region, your voluntary participation in this survey is important to our research team. While your specific views will be kept strictly confidential, they will be combined with those of many other residents from this region, to provide a fuller understanding of what factors have either helped or hindered the implementation of the CCLUP's objectives. Our aim is to provide future collaborative land use planning processes with a better sense of what planning and implementation methods work best and how to avoid less productive approaches.

As a long time resident of this region who is committed to building a healthy and sustainable future for the area, I would greatly appreciate your participation in this component of the study. Please take a moment to review the attached questionnaire. If you have any questions with respect to the questionnaire or the overall research project, please do not hesitate to contact me at 250-573-1860 or by email at slj@sfu.ca. Alternatively, contact the project's director (Dr. Peter Williams) at 604-922-1954 or by email at peter_williams@sfu.ca

Thank you for your time,

Sydney Johnsen
School of Resource and Environmental Management,
Simon Fraser University

RESEARCH DETAILS

Research Project Title

Collaborative Planning's Implementation Impacts: Cariboo Chilcotin Tourism Perspectives

Researcher

Sydney Johnsen, BTM
Masters Candidate, Resource and Environmental Management Program
Simon Fraser University, 8888 University Drive,
Burnaby, BC V5A 1S6

Phone: 250-573-1860

Fax: 250-573-1860

Email: slj@sfu.ca

Informed Consent

The University and those conducting this research study subscribe to the ethical conduct of research and to the protection at all times of the interests, comfort, and safety of participants. This research is being conducted under permission of the Simon Fraser Research Ethics Board. Should you wish to obtain information about your rights as a participant in research, or about the responsibilities of researchers, or if you have any questions, concerns or complaints about the manner in which you were treated in this study, please contact the Director, Office of Research Ethics by email at hweinber@sfu.ca or phone 604 268 6593. Your participation in the study is voluntary and you are free to withdraw at any time.

Confidentiality

Unless your consent is explicitly requested and granted, no specific names or identifiers will be used in the final report that would allow readers to attribute a reference to a particular person.

Feedback to Respondents

Respondents will receive a first draft of the report in September 2004. You are invited to submit comments on the draft. Upon request, a final copy of the report will be forwarded to participants in June 2005.

Questionnaire Return

I would greatly appreciate it if the questionnaire is completed during an interview. I am prepared to answer any questions you may have before going over the questionnaire with you.

If you have any questions or concerns about participating in this research project, please call Sydney at 250 573 1860 or send an email to slj@sfu.ca

F. Questionnaire

SIMON FRASER UNIVERSITY

School of Resource and
Environmental Management

Faculty of Applied Sciences



Burnaby, British Columbia
Canada V5A 1S6
Telephone: (604) 291-4659
Fax: (604) 291-4968

Disagree	Somewhat Disagree	Somewhat Agree	Agree	Don't Know
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Implementation Criteria

- | | | | | | |
|--|--------------------------|-------------------------------------|--------------------------|--------------------------|--------------------------|
| 1) The recommendations from the crown land use planning process in this region are clear enough to guide implementation. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| a) Can you provide an example? | | | | | |
| 2) The following ingredients are available to successfully implement the CCLUP: | | | | | |
| a) Financial resources | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) Human resources | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| c) Skilled government staff working with tourism people | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| d) How has this impacted your tourism operation? | | | | | |
| 3) Implementation of the LUP is receiving strong support from: | | | | | |
| a) The public | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) Other non-tourism stakeholders | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| c) The provincial government | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| d) Local government | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 4) As a result of the LUP planning process, government policies (such as economic, forestry or mining policies) support the tourism industry's land use goals. | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| a) How have government policies impacted your tourism business? | | | | | |
| 5) As a result of the LUP planning process, there is a high level of cooperation between public and private sector organizations in implementing the plan | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 6) Power imbalances between tourism and other land users (i.e. forestry) have equalized as a result of the overall collaborative LUP planning process. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Disagree	Somewhat Disagree	Somewhat Agree	Agree	Don't Know
----------	-------------------	----------------	-------	------------

- 7) There is enough information available as a result of the LUP to implement tourism objectives.
- a) What additional information (i.e. social, economic, and/or environmental) do you think tourism needs to make LUP decisions? Why?
- 8) As a result of the LUP planning process, good indicators were developed that help the tourism industry know whether it is achieving its land use objectives.
- a) What indicators exist?
- b) What indicators are needed?
- 9) As a result of the LUP process, tourism industry people make decisions with other non-tourism industry groups to implement the land use plan.
- 10) If tourism is involved in implementation, have any representatives made an ongoing commitment to make sure the plan's objectives are met? Yes/No Comments?
- a) Has this level of commitment impacted implementation of the land use plan? Yes/No If yes, how?
- 11) Tourism operators know about the status of the land use plan implementation.
- a) Do you have any comments about #10?

Outcome Criteria

- 12) As a result of the LUP planning process, problems between land use stakeholders concerning the use of the area's lands are resolved more effectively.
- a) How are they resolved?
- 13) As a result of the LUP planning process, the tourism industry is meeting its land resource needs.
- 14) As a result of the LUP planning process, the tourism industry has considerable influence in land use decisions.
- 15) As a result of the LUP planning process, other resource industries in the region are changing their operative and management practices to incorporate tourism's interests.
- 16) As a result of the LUP planning process, my tourism business has benefited from associations with other local land users.
- a) Please explain.

Disagree	Somewhat Disagree	Somewhat Agree	Agree	Don't Know
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- 17) The LUP has made it easier for tourism by achieving the following objectives:
- a) Maintenance of visual quality
 - b) A secure land base for tourism development in
 - i) Protected Areas (PA)
 - ii) Special Resource Development Zones (SRDZ)
 - c) Access to land for tourism opportunities (i.e. license/lease)
 - d) Sense of wilderness in the backcountry
 - e) Protection of ecological integrity
- 18) Tourism and other sectors mutually respect and trust each other as a result of the LUP process.
- 19) As a result of the LUP planning process, joint activities between tourism operators and _____ have occurred.
- a) the provincial government
 - b) local government (i.e. Municipal, Regional)
 - c) nongovernmental organizations (i.e. environmental)
 - d) other industry sectors (i.e. mining/forestry)
 - e) First Nations
 - f) other tourism operators
 - g) other (specify)
 - h) Can you provide any examples?
- 20) The LUP process has given rise to policies that balance tourism's land use needs with those of other users.
- 21) There is a positive impact on regional tourism when the tourism industry works with the extractive industries.
- 22) The LUP process has improved tourism business opportunities as a result of:
- a) Increased land available for tourism lease purposes
 - b) Partnerships between other land users
 - c) Protection of viewsapes
 - d) Market awareness
 - e) Stronger environmental regulations for other land users
 - f) Other? (Specify)
- 23) Land use planning is an important factor in determining the success of...
- a) .. the tourism industry.
 - b) .. my tourism business.
- 24) Overall, I am satisfied with the LUP process in my region

Disagree	Somewhat Disagree	Somewhat Agree	Agree	Don't Know
----------	-------------------	----------------	-------	------------

25) What are the most important land use planning factors that affect the future success
a) .. of your tourism business?

b) ... of the tourism sector?

26) Please identify the major strengths of the LUP process in your region.

27) Please identify the major weaknesses of the LUP process in your region.

28) What changes would you like to see in LUP to benefit the tourism sector?

29) Overall, implementation of the LUP has been successful in terms of ...

- a) ..serving the public's best interests
- b) ..addressing the land resource needs of tourism
- c) ..meeting my tourism business needs

30) Do you have any additional comments on any of the above points?

Respondent background information

31) Do you currently hold a crown land lease/license? Yes/No
a) If yes, what type? b) Since what year?

32) Have you applied for a crown land lease/license(s) (other than the one above)?
a) Yes/No If yes, were you successful in this application? Yes/No
b) Do you have any comments on this?

33) Considering the list below, what tourism services do you offer?

Accommodation	Food & Beverage	Guest Ranch
Pack Horse	Cattle Drive	Wildlife Viewing
Fishing	Boating	Mountain biking
X-country Skiing	Backcountry Skiing	Education
Hunting	Trapping	Guiding
Air/Heli Support Activities	Spa	Hiking

Other:

34) Which season(s) do you operate your tourism business?

Winter	Spring	Summer	Fall
--------	--------	--------	------

35) Did you participate in the original CCLUP planning table? No/Yes
a) Did you participate in other LUP Tables? Yes/No

36) Are you currently involved with the CCLUP implementation process? No/Yes

- a) If yes, how many months? ____ Why?
- 37) Can you suggest other tourism operators who should be asked to participate in this research? Yes/No If yes, please provide name(s) and contact info below.
- 38) May we contact you for a follow-up interview if necessary? Yes/No If yes, please provide contact information below:
- 39) Would you like to receive a final copy of this report? Yes/No If yes, please provide your contact information below.

Name _____

Address _____

Phone number _____ Email Address _____

G. Informed Consent

School of Resource and
Environmental Management

Faculty of Applied Sciences



Burnaby, British Columbia
Canada V5A 1S6
Telephone: (604) 291-4659
Fax: (604) 291-4968

Informed Consent

I (please print name) _____ hereby accept the invitation to participate in tourism and land planning research. The research is being conducted under permission of the Simon Fraser Research Ethics Board. I understand that my participation in the study is voluntary and I am free to withdraw at any time. I also understand that the interview is confidential. Unless my consent is explicitly requested and granted, no specific names or identifiers will be used in the final report that would allow readers to attribute a reference to a particular person. The interview will consist of a series of questions regarding my thoughts on the impact that the land use planning process has had on the tourism industry and on my tourism business. The researcher, Sydney Johnsen, will be responsible for maintaining the confidentiality and integrity of the data collected from the interview. When the report is finalized, the original research material will be destroyed.

Date _____ Signature _____

H. Benefit of SDM: Regional Comparison

Table 1 Improved stakeholder relations

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	9	33.3	0.0	0.0	66.7	M	SS
Chilcotin SRMP	5	0.0	0.0	60.0	40.0	H	VSS

Table 2 Accommodation of tourism's land use interests

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	9	11.1	11.1	44.4	33.3	M	SS
Chilcotin SRMP	6	33.3	0.0	50.0	16.7	L	MS

Table 3 Mutual trust and respect between stakeholders

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	9	11.1	0.0	55.6	33.3	H	VSS
Chilcotin SRMP	4	50.0	25.0	25.0	0.0	N	NS

Table 4 Tourism involved in implementation decisions

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	9	33.3	11.1	22.2	33.3	W	WS
Chilcotin SRMP	7	57.1	0.0	0.0	42.9	N	NS

Table 5a Joint activities between tourism operators and NGO

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	4	50.0	0.0	0.0	50.0	N	NS
Chilcotin SRMP	4	25.0	25.0	0.0	50.0	N	NS

Table 5b Joint activities between tourism operators and other tourism operators

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	5	60.0	0.0	20.0	20.0	N	NS
Chilcotin SRMP	3	0.0	0.0	66.7	33.3	H	VSS

Table 5c Joint activities between tourism operators and provincial government

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	4	75.0	0.0	0.0	25.0	N	NS
Chilcotin SRMP	3	33.3	0.0	33.3	33.3	W	WS

Table 5d Joint activities between tourism operators and local government

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	5	100.0	0.0	0.0	0.0	N	NS
Chilcotin SRMP	6	100.0	0.0	0.0	0.0	N	NS

Table 5e Joint activities between tourism operators and other industry sectors

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	6	66.7	0.0	0.0	33.3	N	NS
Chilcotin SRMP	3	33.3	33.3	33.3	0.0	N	NS

Table 5f Joint activities between tourism operators and First Nations

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	7	85.7	0.0	0.0	14.3	N	NS
Chilcotin SRMP	4	75.0	0.0	25.0	0.0	N	NS

Table 6 Tourism able to influence land use decisions

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	9	77.8	0.0	11.1	11.1	N	NS
Chilcotin SRMP	7	71.4	0.0	28.6	0.0	N	NS

Table 7 Supportive government policies

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	8	62.5	0.0	12.5	25.0	N	NS
Chilcotin SRMP	7	85.7	0.0	14.3	0.0	N	NS

Table 8 Problems resolved more effectively

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	8	25.0	12.5	37.5	25.0	L	MS
Chilcotin SRMP	7	57.1	28.6	14.3	0.0	N	NS

Table 9 Improved cooperation between public and private sectors

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	6	16.7	16.7	16.7	50.0	L	MS
Chilcotin SRMP	5	40.0	20.0	0.0	40.0	N	NS

I. Outcome of SDM: Regional Comparison

Table 1 Land use planning is important factor in determining tourism industry's success

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	7	0.0	0.0	28.6	71.4	H	VSS
Chilcotin SRMP	7	0.0	0.0	42.9	57.1	H	VSS

Table 2 Ecological integrity protected as a result of LUP

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	6	37.5	12.5	12.5	37.5	N	NS
Chilcotin SRMP	7	71.4	14.3	0.0	14.3	N	NS

Table 3 Accommodation of tourism's land use interests

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	9	11.1	11.1	44.4	33.3	M	SS
Chilcotin SRMP	6	33.3	50.0	0.0	16.7	N	NS

Table 4 Implementation of LUP in public's best interest

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	8	20.0	20.0	0.0	60.0	W	WS
Chilcotin SRMP	6	50.0	17.0	0.0	33.0	N	NS

Table 5 Visual quality maintained as a result of LUP

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	9	22.2	22.2	11.1	44.4	W	WS
Chilcotin SRMP	6	33.3	50.0	0.0	16.7	N	NS

Table 6 Improved tourism opportunities as a result of viewscape protection

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	9	22.2	22.2	11.1	44.4	W	WS
Chilcotin SRMP	6	33.3	50.0	0.0	16.7	N	NS

Table 7 LUP successful in addressing tourism industry's land use needs

Respondent Group	n	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	5	20.0	20.0	20.0	40.0	W	WS
Chilcotin SRMP	5	20.0	20.0	20.0	40.0	W	WS

Table 8 Tourism industry has met land resource needs met as a result of LUP process

Respondent Group	n	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	6	33.3	16.7	33.3	16.7	N	NS
Chilcotin SRMP	7	100.0	0.0	0.0	0.0	N	NS

Table 9 Implementation successful in meeting tourism operators land use needs

Respondent Group	n	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	4	50.0	25.0	0.0	25.0	N	NS
Chilcotin SRMP	4	25.0	25.0	50.0	0.0	N	NS

Table 10 LUP implementation successful in addressing tourism industry's land resource needs

Respondent Group	n	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	5	20.0	20.0	20.0	40.0	W	WS
Chilcotin SRMP	5	20.0	20.0	20.0	40.0	W	WS

Table 11a Tourism achieves a secure land base through PAs as a result of LUP

Respondent Group	n	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	6	83.3	.00	0.0	16.7	N	NS
Chilcotin SRMP	5	40.0	20.0	4.00	0.0	N	NS

Table 11b Tourism achieves a secure land base through SRDZs as a result of LUP

Respondent Group	n	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	7	57.0	0.0	2.09	14.0	N	NS
Chilcotin SRMP	5	40.0	20.0	20.0	20.0	N	NS

Table 12 Tourism operators satisfied with outcome of LUP process

Respondent Group	n	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	8	12.5	37.5	25.0	25.0	N	NS
Chilcotin SRMP	6	50.0	17.0	0.0	33.0	N	NS

Table 13 Wilderness quality maintained

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	8	37.5	12.5	12.5	37.5	N	NS
Chilcotin SRMP	7	71.4	0.0	14.3	14.3	N	NS

J. Implementation Criteria: Regional Comparison

Table 1a LUP has given rise to policies that balance land users needs

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	7	14.3	14.3	57.1	14.3	M	MS
Chilcotin SRMP	5	80.0	0.0	0.0	20.0	N	NS

Table 1b Government policies support tourism's land use goals

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	8	62.5	0.0	12.5	25.0	N	NS
Chilcotin SRMP	7	85.7	0.0	14.3	0.0	N	NS

Table 1c Provincial government supports LUP implementation

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	4	80.0	0.0	20.0	0.0	N	NS
Chilcotin SRMP	5	60.0	0.0	20.0	20.0	N	NS

Table 2 Clear recommendations guide implementation

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	5	20.0	0.0	40.0	40.0	M	SS
Chilcotin SRMP	5	40.0	20.0	40.0	0.0	N	NS

Table 3 Skilled government staff working with tourism operators

Respondent Group	<i>n</i>	D (%)	SD (%)	SA (%)	A (%)	Consensus	Support
ART SRMP	6	33.0	0.0	50.0	17.0	L	MS
Chilcotin SRMP	7	42.9	28.6	28.6	0.0	N	NS

Table 4 Tourism representative(s) have made an ongoing commitment

Respondent Group	<i>n</i>	No (%)	Yes (%)	Consensus	Support
ART SRMP	9	0.0	100.0	H	VSS
Chilcotin SRMP	4	50.0	50.0	N	NS

Table 5a Business opportunities improved as a result of joint activities with NGOs

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	4	50.0	0.0	0.0	50.0	N	NS
Chilcotin SRMP	4	25.0	0.0	25.0	50.0	M	SS

Table 5b Business opportunities improved as a result of joint activities with other tourism operators

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	5	60.0	0.0	20.0	20.0	N	NS
Chilcotin SRMP	3	0.0	0.0	66.7	33.3	H	VSS

Table 6a Tourism and other sectors mutually respect and trust each other as a result of LUP process

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	9	11.1	0.0	56.6	33.3	H	VSS
Chilcotin SRMP	4	50.0	25.0	25.0	0.0	N	NS

Table 6b Equalized power balances

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	8	25.0	25.0	25.0	25.0	N	NS
Chilcotin SRMP	7	71.4	0.0	14.3	14.3	N	NS

Table 7 Sufficient information to implement tourism objectives

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	7	42.9	0.0	0.0	57.1	L	MS
Chilcotin SRMP	5	60.0	0.0	0.0	40.0	N	NS

Table 9 Appropriate indicators to track changes in LUP objectives

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	5	60.0	20.0	0.0	20.0	N	NS
Chilcotin SRMP	5	40.0	20.0	0.0	40.0	N	NS

Table 10 Public support of LUP implementation

Respondent Group	<i>n</i>	D(%)	SD(%)	SA(%)	A(%)	Consensus	Support
ART SRMP	7	42.9	28.6	14.3	14.3	N	NS
Chilcotin SRMP	5	60.0	0.0	40.0	0.0	N	NS