SHARED DECISION MAKING AND SUSTAINABILITY:

AN EVALUATION OF LAND AND RESOURCE

MANAGEMENT PLANNING IN BRITISH COLUMBIA

By

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ABSTRACT

A major challenge in achieving sustainability is resolving conflicts between competing stakeholders over the use of natural resources. Recent literature on land use planning proposes the use of innovative shared decision-making (SDM) or collaborative planning models to resolve planning disputes. British Columbia (B.C.) is the only jurisdiction that has applied SDM approaches in a systematic way for land and resource use planning on Crown land. This program provides a unique opportunity to evaluate these new approaches.

The purpose of this research is to assess the effectiveness of the SDM approach used to develop the B.C. Land and Resource Management Plans (LRMPs). Based on a literature review of dispute resolution, collaborative planning, and shared decision making, a comprehensive evaluation methodology for assessing SDM processes is developed including 14 "process criteria" and 11 "outcome criteria". The evaluation is based on a review of LRMP documents and a survey of participants in 17 completed LRMPs.

The LRMP process was successful in meeting both the process and outcome criteria. The research identifies key strengths, weaknesses, and ways of improving the LRMP process to better meet multiple resource use objectives in a manner that reflects the interests of all relevant stakeholders.

Almost all processes achieved consensus and significant changes in land use designations resulted, including a doubling of protected areas in the province. Participants feel the process was successful. Participants are very positive about the efficacy of involving the public in land and resource decisions, and the use of consensus-based processes. The process produced other benefits including improved relationships, increased understanding, and networks among diverse stakeholders. Significant learning took place, and information and knowledge shared. Participants also developed skills and an understanding of collaborative tools for future decision making.

This study reveals that there is no single factor that determines the success of a shared decision-making process. A checklist for successful SDM process design and management identifies a number of factors that are critical to creating successful processes and outcomes.

ACKNOWLEDGEMENTS

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ADR	Alternative Dispute Resolution
BATNA	Best alternative to a negotiated agreement
B.C.	British Columbia
CORE	Commission on Resources and Environment
IRPC	Integrated Resource Planning Committee
LRMP	Land and Resource Management Plan
LUCO	Land Use Coordination Office
MSRM	Ministry of Sustainable Resource Management
NRTEE	National Round Table on the Environment and Economy
SDM	Shared decision making

Chapter 1: INTRODUCTION

1.1 STUDY CONTEXT

A major challenge in sustainable development is resolving conflicts between competing stakeholders over the use of natural resources. Innovative approaches to dispute resolution and collaborative planning have been developed over the last 25 years by many researchers including Fisher, Ury, and Patton (1991), McMullin and Nielsen (1991), Selin and Chavez (1995), Susskind and Cruikshank (1987), Susskind and Field (1996), and Susskind, McKearnan, and Thomas-Larmer (1999). These innovative approaches, which will be referred to as shared decision-making (SDM) are founded on the principles of interest-based negotiation and consensus building, which attempt to collaboratively seek an outcome that accommodates, rather than compromises, the interests of all concerned. SDM holds promise as a tool for managing conflict and for promoting better decisions in land use planning (Duffy, Roseland, and Gunton 1996). Applications of SDM to land use planning have been developed by Moote, McClaran, and Chickering (1997), Carr, Selin, and Schuett (1998), and Wondolleck (1988).

Advocates argue that the agreements reached through consensus processes can be more durable and easier to implement because they take more interests into account. Due to the support gained from participating stakeholders, the agreement will likely be based on widely accepted information and will be the result of more innovative ideas due to dynamic group discussion (Innes and Booher 1999a). In addition, consensus building processes can also produce intangible outcomes including increased trust and cooperation among participants resulting in new partnerships, new practices, and new ideas (Innes and Booher 1999a).

The 1980s and early 1990s saw a general movement in Canada toward round table approaches to sustainable development and land use planning (McAllister 1998). Parson (2000) notes the significant trend in environmental governance in Canada towards the increased use of processes to engage citizens directly in decision making. The theory of shared decision making in Canada has been advanced by Cormick et al. (1996), the British Columbia Commission on Resources and the Environment (1992), and the British Columbia Roundtable on the Environment and

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Economy (1994), among others. The use of consensus-based shared decision making in land use planning in British Columbia has been a major contribution to the development of these approaches in Canada and is gaining worldwide attention as an effective approach to planning and conflict resolution (Owen 1998).

Given the interest in, and increasing use of alternative dispute resolution mechanisms and collaborative approaches to decision making, it is important to evaluate them to identify strengths, weaknesses, and opportunities for improvement. It is also important to identify under which circumstances shared decision-making approaches are most appropriate and beneficial. The need for additional research evaluating the use of shared decision-making processes in land and resource use planning has been widely acknowledged (NRTEE 1994; Parson 2000; Innes and Booher 1999a). The participants in previous SDM case studies have also stressed the importance of conducting such evaluations (Roseland 1997).

British Columbia (B.C.) is the only jurisdictions in which collaborative approaches have been implemented in a comprehensive and systematic way to develop land and resource management plans. Therefore, the B.C. experience provides a unique resource to evaluate the process of collaborative planning and an excellent opportunity to test the effectiveness of shared decision-making approaches. This research contributes the theoretical foundations of the relatively new field of SDM and alternative dispute resolution. The findings are also relevant to practitioners working to resolve resource conflicts by assessing the strengths and weaknesses of SDM, and by identifying the key elements to successful conflict resolution.

Background: Land Use Planning in British Columbia

Approximately 94% of British Columbia's land is publicly owned and the provincial government makes the decisions regarding its use (B.C. LUCO 2001b). Disputes over land use in the 1980s fuelled debate about the future of land and resource management in the province. Extensive land use conflicts, which have traditionally taken place on a watershed by watershed basis in British Columbia (B.C.), have necessitated a fundamental shift in the way the provincial government makes land use decisions. Recognizing that the traditional approach was not working, the

province sought an innovative, inclusive, and comprehensive land use strategy to achieve long term sustainability.

The 1980s was a decade of spreading and increasingly intense land use conflicts in B.C.. Various groups protested forestry practices such as clear-cutting and the impact of logging on values such as biodiversity, fish and wildlife habitat, water quality, scenic landscapes, and the sustainability of timber supplies. This period of bitter conflict, which became known as the "war in the woods", was characterized by mass protests and blockades as battles were fought on a watershed-by-watershed basis.

Prior to 1992, strategic land use planning occurred somewhat haphazardly across B.C., mainly in localized areas where land and resource use conflicts had arisen (Gunton 1991). The Ministry of Forests managed crown land planning in the province. Plans were developed in relative isolation from other ministries and public input was limited to consultation near the end of the planning process. Public discontent over this system grew through the 1980s because of the lack of meaningful public participation, concerns over increasing resource scarcity, and a general mistrust of centralized decision making. The late 1980s also saw a growing recognition of the interdependence of economic, environmental, and social needs, as reflected in the 1987 World Commission on Environment and Development's report promoting sustainable development (WCED 1987).

In 1992 the B.C. government responded to public concerns and the growing number of land use conflicts by establishing, through legislation, the Commission on Resources and the Environment (CORE) with a mandate to develop a sustainable land use strategy for the province, and to develop and implement a regional planning process.

The provincial land use strategy developed by CORE was released in 1994. It outlined a vision for land use and resource management in the province that continues to influence strategic land use planning. The strategy marked a turning point in land use planning that provided stakeholders with the opportunity to participate directly in the planning process. A key element of CORE's strategy was to engage the public in planning through consensus-based shared decision-making (SDM) processes, bringing together government and diverse interests to

negotiate consensus agreements on land and resource management. This process encourages involvement of all levels of government, First Nations, stakeholders, and the general public to ensure a balance among environmental, economic, and social objectives, and to create land use certainty.

To date, 17 Land and Resource Management Plans have been completed or are near completion. Almost all of these plans have been approved by a consensus from all the participating stakeholders. These are the basis of this study.

The transition in land use decision-making in British Columbia to an approach that has attempted to resolve major resource conflicts by engaging stakeholders in consensus-based planning to seek solutions that balance competing interests is analyzed in several recent studies, including Duffy, Roseland, and Gunton (1996), McAllister (1998), Gunton (1998) and Owen (1998) to name a few. In 1996 and 1998, two special issues of *Environments* were published which focused on a number of case studies from British Columbia, Canada, and Washington State. These special issues examined land and natural resource planning and management, and the role of shared decision-making.

Several evaluations have been conducted addressing public participation in land use planning at various scales in British Columbia including Wilson (1995), Penrose, Day, and Roseland (1998), Tamblyn and Day (1998), Jackson (1997), Roseland (1997), Parker (1998), and Halseth and Booth (1999). The Buckley, Robson Valley and Kamloops LRMP processes were examined as case studies and were evaluated against SDM criteria. These studies built upon evaluations of CORE regional planning processes against similar SDM criteria. The remaining studies focused on other aspects of public participation in land use planning including the development of community capacity.

1.2 STUDY OVERVIEW

This study builds on a research program conducted in the School of Resource and Environmental Management (REM) at Simon Fraser University. The first phase of research examined various aspects of land use planning including analytical methods used, theoretical approaches to shared

decision-making and dispute resolution, and institutional structures for land management. This research led to numerous publications in both academic journals and government reports and provided a knowledge base that assisted in the development of the collaborative planning approach used in British Columbia (Gunton and Vertinsky 1990; Gunton 1991; Gunton 1992; Gunton and Duffy 1992; Gunton and Flynn 1992; M'Gonigle et al. 1992).

The second phase of the research program consisted of a preliminary evaluation of a subset of the earlier land use plans completed up to 1996. The preliminary evaluation led to numerous academic publications and government reports that assisted in improving the process in British Columbia (Flynn and Gunton 1996; Duffy, Roseland, and Gunton 1996; Gunton 1997; Gunton 1998; Williams, Day, and Gunton 1998; Penrose, Day, and Roseland 1998; Williams, Penrose, and Hawkes 1998; Duffy et al. 1998).

This study is a part of the third phase of the research project. With many of the land use plans completed or nearing completion, it is now possible to conduct a comprehensive evaluation of the process, and to assess the overall strengths and weaknesses of SDM. This study is a part of the third phase of the research project.

Purpose and Objectives

The purpose of this study is to evaluate consensus based shared decision making as an approach to land use planning and management, and to provide guidance to current and future land use planning initiatives. The last decade of experience in B.C. provides an excellent opportunity to examine the merits of new, collaborative approaches to decision making. The objective of this study is to provide a comprehensive evaluation of this new land use planning process.

Specific objectives include:
1. Develop a methodology to evaluate consensus based shared decision making processes
2. Document the LRMP planning process in British Columbia
3. Analyze and evaluate the effectiveness of SDM in British Columbia.
4. Identify strengths and weaknesses of SDM and make recommendations for improvement.

5. Identify generic findings based on the analysis of land use planning in British Columbia relevant to advancing the theory on resource planning and conflict resolution.

Methodology

The study design for the evaluation of land use planning processes was developed based on the research by Innes and Booher (1999a), Cormick et al. (1996), Campbell and Floyd (1996), Harter (1997), Menkel-Meadow (1997), Susskind and McMahon (1985). A similar study design has been successfully used to evaluate the land use planning processes as part of previous research undertaken by the School of Resource and Environmental Management, Simon Fraser University.

Research for this study was conducted in several steps and is illustrated in figure 1.1.
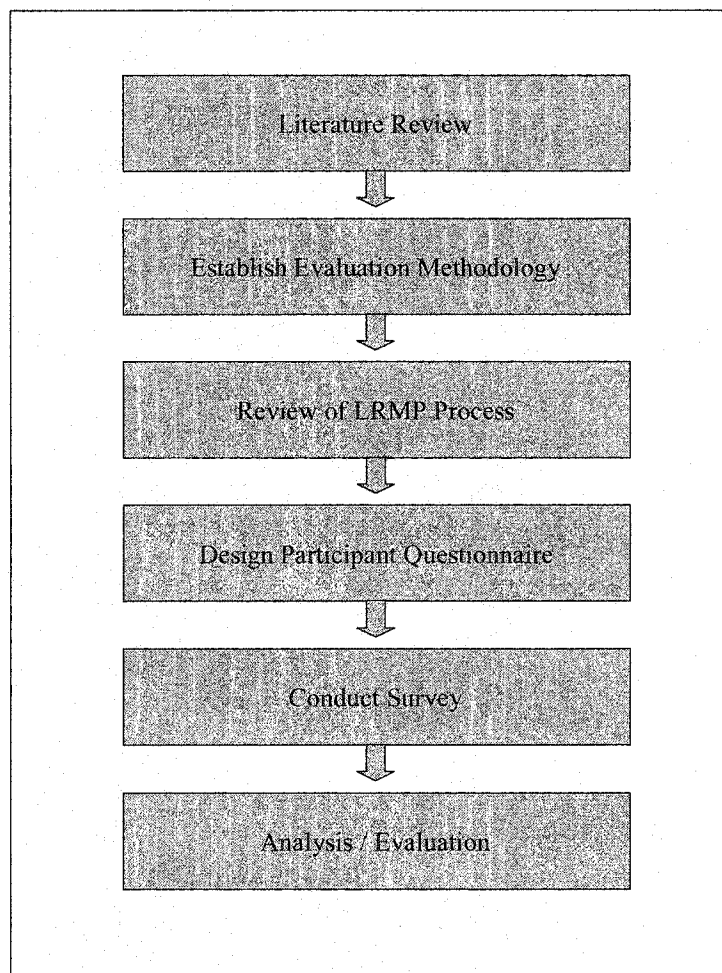
Figure 1.1 Study Methodology

1. A literature review was conducted to evaluate the theory of dispute resolution, collaborative planning, and consensus-based shared decision making.

2. The next step was to establish an evaluation methodology to assess the performance of the LRMP shared decision-making process. The methodology is based on the evaluative frameworks developed in the literature and include both process and outcome criteria.

3. A review of the LRMP planning processes was conducted to document its procedural, institutional, and legal structure. In addition, summaries were made of each of the LRMP processes based on available planning documents, and website materials.

4. A questionnaire was then designed for the participants of the 17 LRMP processes to fill the remaining data requirements for a comprehensive analysis of the LRMP process against the established process and outcome criteria. The questionnaire was designed to determine the degree to which the process met the evaluative criteria from the perspectives of participants, to identify overall strengths and weaknesses of the process, and to determine what elements are key to the success of a consensus based shared decision making process from the perspective of participants.

5. A survey of the LRMP participants was then conducted using the questionnaire.

6. The evaluation of the process was conducted by assessing the degree to which the process met the evaluative criteria.

LRMP Processes included in this study are listed below and are shown in figure 1.2.

1. Bulkley
2. Cassiar Iskut-Stikine
3. Central Coast
4. Dawson Creek
5. Fort Nelson
6. Fort St. James
7. Fort St. John
8. Kalum South
9. Kamloops
10. Kispiox
11. Lakes
12. Lillooet
13. Mackenzie
14. Okanagan-Shuswap
15. Prince George
16. Robson Valley
17. Vanderhoof

Report Outline

The report follows the steps in the methodology. Chapter 2 provides a review of the literature on dispute resolution and SDM. An evaluation methodology is then outlined based on the literature review. Chapter 3 provides a description of the land use planning process in B.C. Chapter 4

summarizes the results of applying the evaluation methodology to the B.C. LRMP process and chapter 5 provides conclusions and recommendations.
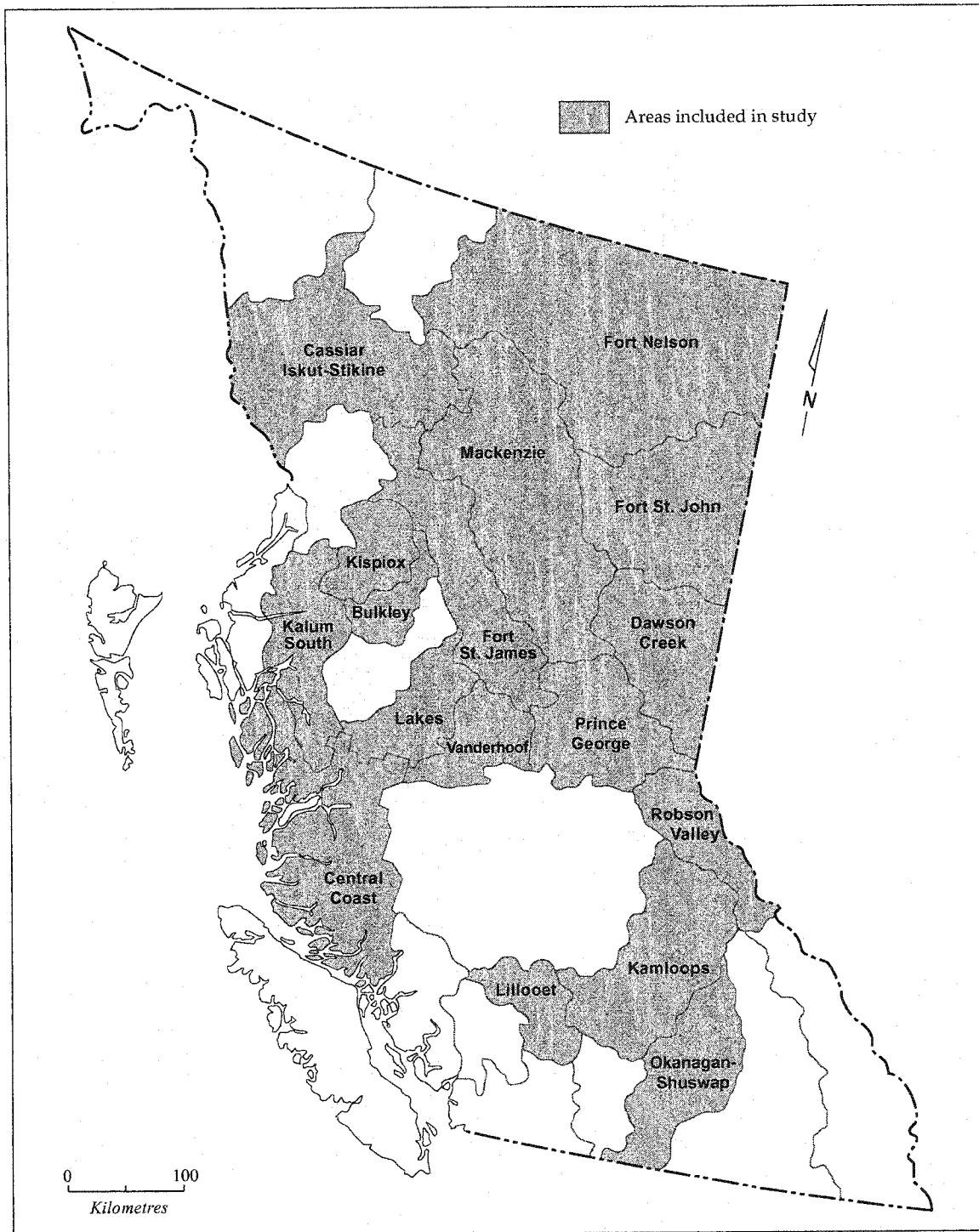
Figure 1.2 Map of Study Land and Resource Management Planning Areas

Chapter 2: SHARED DECISION MAKING

2.1 A NEED FOR CHANGE

Methods to resolve natural resource disputes, and to involve the public in environmental planning and decision making, are evolving as agencies struggle to reach management objectives within an increasingly complex social and political environment (Selin and Chavez 1995; Duffy, Roseland, and Gunton 1996; Wondolleck and Yaffee 2000). Ongoing complaints regarding the lack of effective instruments for developing and implementing good environmental policy, and the inability of existing processes to address public and private interests, together with the urgency associated with moving towards sustainability among ongoing land and resource disputes and the growing demand for increased participation in decision making have created a willingness to examine new approaches (Weidner 1998; Duffy, Roseland, and Gunton 1996; Susskind and Cruikshank 1987). There is a growing interest in alternative, more collaborative approaches to natural resource decision-making (Selin and Chavez 1995; Duffy, Roseland, and Gunton 1996; Wondolleck and Yaffee 2000). Consensus based shared decision making, while relatively new, is becoming an increasingly popular way of resolving conflicts and developing strategy in complex and controversial situations (Innes 1999; Weidner 1998).

Discontent Over Traditional Processes

Traditional planning and decision-making processes such as public hearings, consultations, and comment periods are criticized because they: reinforce stereotypes while promoting confrontation and win-lose solutions, limit public involvement by excluding the general public in favor of polarized interest groups, do not provide an adequate forum for representing and responding to public interests and individual needs, and restrict information exchange (Susskind and Cruikshank 1987; Selin and Chavez 1995; Wondolleck 1988; Moote, McClaran, and Chickering 1997). Additional criticisms are that traditional decision-making processes are inaccessible to the public and poorly understood. (Duffy, Roseland, and Gunton 1996). The lack of public support for these traditional administrative decisions has resulted in appeals and

lawsuits that delay, and at times halt, their implementation (Bingham 1986; Selin and Chavez 1995; Moote, McClaran, and Chickering 1997; Wondolleck 1988).

Demands for Increased Participation

Debate has emerged as to how decisions regarding land and resource management should be reached. Alienated publics and critics have increasingly pointed to participatory democracy concepts for public participation in land and resource planning (Selin and Chavez 1995; Moote, McClaran, and Chickering 1997). Discussions of modern democratic theory and the rationale supporting public participation in resource management decisions are extensive in the literature (Duffy, Roseland, and Gunton 1996). The central premise of participatory democracy as described by Moote and McClaran (1997:474) " . . . is that active participation by all citizens is required to foster the collective governance required for democracy.".

In theory, participatory approaches should provide more acceptable decisions. This occurs through representation of all interests, involvement of affected interests throughout planning and decision making stages, improved access to decision-makers, information sharing, learning, and joint ownership of decisions that reflect the interests of all affected groups and individuals (Moote and McClaran 1997). Owen (1998:17) suggests "Representative government can be supplemented effectively with greater public participation by drawing on the best of both direct democracy and sectoral-interest negotiation.". The key, according to Owen (1998), is that such participation be open, balanced, and advisory, so as to leave decision-making with accountable, elected officials.

The Sustainability Challenge

Sustainability has emerged as a primary objective and practical policy goal for natural resource management (Wondolleck and Yaffee 2000; Cormick et al. 1996). Achieving sustainability will not be primarily a scientific or technical challenge, nor will it only be about how we can best manage resources; rather, it will be about addressing 'people' issues including diverse cultures, interests, needs, priorities, and visions (Cormick et al. 1996).

Owen (1998) describes sustainability as a process of balancing social, economic, and environmental principles and integrated goals and suggests they must be reconciled through a highly participatory and dynamic planning process. Strategies for achieving sustainability need active involvement from a broad range of sectors and groups (Cormick et al. 1996). It is argued that consensus building processes are likely to produce sustainable solutions because social, environmental, and economic interests must be satisfied, because the process thoroughly explores options, and because the capacity of participants will be increased resulting in a system that can adapt more creatively to change (Innes and Booher 1999a; Innes and Booher 1999b).

An Alternative: Collaborative Solutions

Collaboration can play a significant role in addressing the changes and challenges described above. It draws on a broad range of perspectives, interests, experiences, and knowledge. Collaboration provides a decision-making framework that involves groups in a way that builds support and ownership, helps agencies and interests understand each other, and stay in touch with changing values and knowledge (Wondolleck and Yaffee 2000; Owen 1998). It also provides opportunities for interdisciplinary learning and problem solving and reduces alienation by closing the distance between the decision makers and those affected by them (Wondolleck and Yaffee 2000; Owen 1998). Collaborative resource management recognizes the need to ground decisions in sound science while addressing and understanding the importance of 'people' issues in building a collective commitment to wise solutions (Wondolleck and Yaffee 2000; Cormick et al. 1996). As Owen observes:

> Public participation through multisector, public interest negotiation in an essential component in management for sustainability. Such negotiation not only enables government to obtain comprehensive and balanced information needed for the development and integration of economic, social, and environmental policy, but also encourages the stability of integrated policy that is perceived to be rooted in, and to reflect, the broad public interest. By encouraging conflicting interests to understand and reconcile their differences, the process also builds good will and resilience within communities. This is in stark contrast to consultative models that can exaggerate the differences among conflicting interests as participants adopt extreme positions in the hope that a compromise decision will be in their favor. (Owen 1998:25).

While resource management agencies are not handing over full control of resource management decisions to citizens, there is an increasing trend in the use of consensus based shared decision making processes involving the affected parties (Selin and Chavez 1995).

2.2 WHAT IS SHARED DECISION MAKING?

In their influential book *Getting to Yes*, first published in 1981, Fisher, Ury, and Patton (1991) promote a problem solving approach to negotiation in place of more confrontational approaches. They outlined four basic principles of what they coined 'principled negotiation': 1) separate the people from the problem, 2) focus on interests, not positions, 3) invent options for mutual gain, 4) insist on using objective criteria (Fisher, Ury, and Patton 1991). By using these principles, the authors argue that participants can focus on fair, durable, and creative solutions that meet the legitimate interests of all parties. The focus is on creating 'win-win' solutions, or those that help parties to do better than their BATNAs (best alternative to a negotiated agreement). Much of the subsequent work on alternative dispute resolution (ADR) is based on this publication.

Alternative dispute resolution or ADR is a broad term applied to a variety of approaches that are intended to settle environmental conflicts. These approaches have been given many different names including: alternative conflict resolution, environmental dispute resolution, alternative dispute settlement, joint problem solving, consensus building, and assisted negotiation, among others. It is important to note that 'alternative' is not intended to infer the replacement of traditional procedures for conflict resolution or decision making such as courts, or public administration. Rather it is intended to emphasize that using these approaches complements established procedures (Susskind and Cruikshank 1987; Crowfoot and Wondolleck 1990). These alternative approaches can be used before, after, or in parallel with other instruments (Weidner 1998).

All of these approaches involve sustained face-to-face dialogue between stakeholders representing differing interests to resolve issues, develop mutually acceptable solutions and a shared vision of the future (Cormick et al. 1996; Gray 1985; Innes and Booher 1999a). What distinguishes these alternative approaches from more conventional participatory methods is the level of collaboration and involvement of those not traditionally involved in decision making in

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face-to-face dialogue, mutual learning and voluntary participation (Carr, Selin, and Schuett 1998; Crowfoot and Wondolleck 1990; Duffy, Roseland, and Gunton 1996).

As Selin and Chavez (1995) explain: "Collaboration implies a joint decision-making approach to problem resolution where power is shared, and stakeholders take collective responsibility for their actions and subsequent outcomes from those actions.". Usually they use a facilitator, seek consensus, assure that all participants are heard and respected, and ensures that discussions are based on interests, not predetermined positions (Fisher, Ury, and Patton 1991; Innes and Booher 1999a).

In SDM, decision makers participate in the process rather than making decisions independent of the process, and all participants work together in designing a process to help them reach agreement on actions that resolve issues (Cormick et al. 1996). Equal access to information, opportunity for input, and authority are emphasized (Duffy, Roseland, and Gunton 1996). Decisions are made by consensus, which means that each participant has an effective veto which 'levels the playing field' and provides each stakeholder with equal authority (Duffy, Roseland, and Gunton 1996). As a result, all participants are committed to the decision (Cormick et al. 1996).

One key characteristic of shared decision-making processes is their flexibility to be adapted to suit many situations and circumstances. They can complement existing processes and be applied within existing mandates and authorities; can be used to develop policies, programs, and projects and in their implementation; and can be used when conflicts have erupted, are emerging or are anticipated (Cormick et al. 1996).

2.3 WHAT CAN SHARED DECISION MAKING ACHIEVE?

There are significant benefits of SDM that are unique and distinctly advantageous as compared to traditional decision making approaches. However, even advocates caution that it is not a panacea, nor is it appropriate in all circumstances; there are real limitations and barriers to contend with. Critics also argue that SDM is overrated and have significant flaws. These benefits, critiques, limitations, and barriers are all discussed below and are important to keep in

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mind when deciding whether or not SDM is appropriate and how to design and manage the process to be effective.

Benefits

Advocates argue that consensus based shared decision making offers a number of distinct advantages over conventional approaches including high quality creative solutions that have the support to be implemented, improved communication and relationships among parties, and mutual learning. The results of a consensus-based shared decision-making process will not only include an agreement that enjoys consensus support but may achieve creative and innovative solutions that would not have been created within the constraints of conventional approaches (Cormick et al. 1996). Participants bring to the table expertise and a deep understanding of both the technical and nontechnical elements of the problem, which often means they are better position to conduct a broad analysis of solutions and consequences and produce high quality resolution (Bacow and Wheeler 1984; Wondolleck and Yaffee 2000). Improved legitimacy of the decision and the responsible decision making authority results as participation is increased, information barriers are removed, and the consensus orientation is increased (Weidner 1998). Improved credibility of, ownership of, and commitment to the resulting agreement lessen the possibility of difficulties in implementation (Duffy, Roseland, and Gunton 1996; Gray 1985; Selin and Chavez 1995; Wondolleck and Yaffee 2000). SDM also strengthens the relationship between parties and encourages improved communication and information flow, which can form the basis for an important social and political learning process as participants create shared intellectual, social, and political capital (Duffy, Roseland, and Gunton 1996; Gray 1985; Selin and Chavez 1995; Wondolleck and Yaffee 2000; Innes 1999). A consensus outcome would be "politically irresistible to government even without any formal devolution of decision-making authority" (Owen 1998:19).

Even when full agreement cannot be reached, the process can still better inform the decision-making process by defining problems, narrowing the scope of issues, providing better information, and identifying and analyzing possible solutions (Owen 1998; Cormick et al. 1996).

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High-Quality Agreements

The primary benefit of a SDM process is that both formal and informal agreements can be reached among parties who would otherwise not talk to one another. Such agreements can be of higher quality than agreements based on traditional methods because they can produce creative mutual gain solutions in which all parties reach at least some of their objectives (Fisher, Ury, and Patton 1991; Harter 1997; Susskind and Cruikshank 1987; Innes and Booher 1999a; Gunton and Flynn 1992; Bacow and Wheeler 1984). The quality of agreements produced is high because they incorporate a broad array of unique experience and knowledge and will likely be grounded in widely accepted technical information, and because discussion is dynamic, it is more likely to produce innovative ideas (Innes and Booher 1999a; Susskind and Cruikshank 1987). It is also possible that real interests and substantive issues will be addressed and that the results will accurately reflect the interests and preferences of the stakeholders (Bacow and Wheeler 1984). Given that the process includes all stakeholders, including those with little power in traditional forums, it is more likely to produce a just outcome that benefits the community at large, and may also not only be fair, but be regarded as fair (Innes 1996; Innes and Booher 1999a).

Feasible Agreements

Agreements produced from SDM processes are more likely to be more durable and easier to implement for a number of reasons. Having taken more interests into account, and by resolving conflicts during the planning process, they are less likely to produce unhappy stakeholders who might sabotage implementation through appeals (Innes and Booher 1999a; Moote, McClaran, and Chickering 1997; Susskind and Cruikshank 1987). Participants in SDM will be more sensitive to implementation concerns in the planning phase because they will have to live with, and have a greater investment in, the agreement (Bacow and Wheeler 1984). In addition, participants will be more committed to the results simply because they are more comfortable with a process they took part in designing and managing. Even those who may not have achieved all of their objectives are more likely to support the agreement because they were given an opportunity to express, and incorporate, their concerns and interests (Innes and Booher 1999a).

Beyond Agreements

While agreements are often viewed as the primary objective, other benefits achieved through the SDM approach may be more important and beneficial in the long run. A SDM process can

change the participants and their actions, create new relationships, practices, and ideas. SDM may also promote stability through increased understanding and respect and an ability to adapt to changing circumstances (Innes 1998; Innes and Booher 1999a; Carr, Selin, and Schuett 1998; Owen 1998).

Beyond formal or informal agreements, participants in a SDM process can also develop shared intellectual capital. This includes agreed on data or analysis, definitions of a problem or objective, and mutual understanding of each other's interests (Innes 1998; Innes and Booher 1999a). Participants can also build social capital in new or stronger personal and professional relationships, trust, genuine communication, and joint problem solving resulting in them being more likely to share information and knowledge and more likely to negotiate other issues in the present or in the future (Innes 1998; Innes and Booher 1999a; Carr, Selin, and Schuett 1998; Owen 1998). Spin off partnerships, networks, and collaborative projects may result which help to coordinate action (Innes 1999; Innes and Booher 1999a).

Innovations, such as strategies, actions, and ideas, which break a stalemate or change policy direction, are other key benefits of a SDM process (Innes and Booher 1999a). The result is shared political capital as groups work together to influence public policy and decision making beyond the SDM process in way they could not individually (Innes 1999).

Learning and change can be the most far-reaching effects of consensus building; the potential to initiate social learning is a particularly important point (Weidner 1998; Innes 1999). The most important contribution of consensus building in the long run will be in helping communities and organizations increase capacity, performance and creativity because its leadership has learned to work together, make more informed choices, and develop shared strategies for action (Innes and Booher 1999a; Wondolleck and Yaffee 2000). As Innes concludes:

> Consensus building is well suited as a response to these conditions of change, complexity, and uncertainty because it creates a self-organizing learning system. This learning system helps to build capacity in terms of knowledge, relationships, and strategy among these agents, and this capacity in turn helps to support the development of more productive patterns of action in communities and organizations. Consensus building is a way of creating a complex, adaptive human system to respond to the environment we face. The collective intelligence of a consensus building effort can . . . offer more intelligence and effective joint action than the cleverest policy maker or analyst. (Innes 1999:646).

Limitations and Barriers

Not all disputes are appropriate for SDM, even advocates caution that SDM is not a panacea, nor a cure-all for all situations (Gunton and Flynn 1992; Carr, Selin, and Schuett 1998; Cormick et al. 1996; Gray 1985). There are situations where SDM is simply inappropriate and other approaches should be used. There are also barriers to collaboration, both institutional and situational, which should be recognized and addressed; in some cases they may be too difficult to overcome and alternative approaches may provide a better option.

The SDM approach is not appropriate when the conflict is rooted in basic ideological or value differences where collaboration would require compromising those values (Gray 1985; Wondolleck and Yaffee 2000; Cormick et al. 1996; Amy 1987). In other circumstances, legal precedents are needed (Gray 1985; Amy 1987).

A number of obstacles to effective SDM are commonly encountered. Those most commonly noted include the following (Selin and Chavez 1995; Moote and McClaran 1997; Gray 1985; Carr, Selin, and Schuett 1998):
- institutional culture resistant to change
- lack of flexibility in agency procedures
- legitimate convener can not be found
- lack of trust in other stakeholders or government
- significant power imbalances among stakeholders
- negotiation skill imbalances among participants
- affected interests choose not to participate
- extensive time and financial resources required, restricting access
- participant burnout
- transfer of personnel reducing continuity

Many of these obstacles are a result of a lack of understanding of SDM. The concepts of interest-based negotiation can be very difficult to grasp and trust needs to be built to increase confidence in the effectiveness of these tools. Incentives to participate, including changing levels of power, can also be increased by taking other actions outside of the SDM process. However,

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where groups can do better by pursuing their interests in other venues, they should do so (Wondolleck and Yaffee 2000). Attempts can be made to remove or reduce many of the other obstacles and efforts can often be successful if the process is designed and managed appropriately.

It is important for SDM to be successful that power be equitable. Critics contend that the asymmetrical distribution of power in society has not been sufficiently eliminated to allow participants to negotiate with the same skill and success as highly trained representatives of business and government (Weidner 1998; Amy 1987). Even if a group has enough power to motivate the participation of others at the table, there may still be significant imbalances in resources (Amy 1987). There are, however, process design elements, including participant funding, training, and independent facilitation, that can help to address some of these concerns. In addition, a SDM approach can help overcome power imbalances by opening up the lobby process to all stakeholders and to public review (Gunton and Flynn 1992). Finally, the benefits of SDM, in terms of learning, developing capacity, and social and political capital, could help level the playing field and balancing power between stakeholder groups in society in the long run.

Critics also highlight legitimate concerns regarding accountability, and the connection of SDM to law, and decision-making authorities invested in public agencies (Weidner 1998; Wondolleck and Yaffee 2000). They argue that agencies cannot abdicate their legal obligations and authorities to a non-elected SDM group, and that parties or the general public who are not involved in the process do not have the opportunity to review a decision even when it relates to public resources. Both result in putting at risk the public good and weakening democratically legitimate public institutions (Wondolleck and Yaffee 2000; Weidner 1998). Bacow and Wheeler (1984) also caution there is danger in encouraging people to negotiate resolutions as they may strike agreements that are in their personal interests but bad for society.

In response to these criticisms, proponents of SDM processes stress the importance of broad representation and ensuring public review of the agreement when dealing with public matters (Wondolleck 1988; Gunton and Flynn 1992). In addition, all SDM processes must be accountable to the same standards applicable to any public decision-making process, which could include administrative, judicial, or legislative processes (Susskind and Cruikshank 1987; Innes

1999). As Wondolleck and Yaffee (2000:231) attest, "Any public decision-making process must be able to demonstrate that it is legitimate, fair and wise. By doing so, it becomes credible and accountable to the broader public interest.".

It is important to keep all of these critiques, limitations of SDM, and barriers to collaboration in mind when deciding whether to use SDM. These critiques are also relevant in designing, managing, or participating in a SDM process. It is important to remember that choices between SDM and traditional approaches are not always mutually exclusive (Weidner 1998). Cormick et al. (1996) stress that SDM should not be seen as a "wholly separate approach" but rather often complementary to, and even dependent on, more traditional confrontational approaches.

2.4 EVALUATING SHARED DECISION-MAKING PROCESSES

Evaluations of SDM to assess strengths and weaknesses relative to other approaches and to determine when and how they can best be used are important (Innes 1999; Moote, McClaran, and Chickering 1997). Mediators, facilitators, and professional managers who design and manage decision-making processes may find evaluations helpful. Evaluations can help to determine what strategies and methods will be most effective, for which conditions (Innes 1999). Potential participants, including agencies, interest groups, organizations, and individuals need information about how and when SDM is effective to be able to make informed decisions regarding involvement (Innes 1999). Those who have participated in a particular process, as well as interested but nonparticipating groups, may like to know how successful a process was and its outcomes (Innes 1999). Finally, those who focus on public policy development need to understand how SDM compares to the alternatives and develop best practices (Innes 1999).

Evaluating SDM is challenging from a number of perspectives. First, it challenges conventional thinking about success and failure as well as conventional ideas about decision-making (Innes 1999). Evaluation then may not capture many of the unique attributes and benefits of a consensus-based, shared decision-making approach (Innes 1999). For example, whether or not a process produced an agreement is commonly used as a criterion for evaluation. An agreement may not be valuable if conflict soon reappears because of an infeasible solution; and, a process

without an agreement could be considered successful if there has been significant learning about an issue, stakeholders' interests, and potential solutions.

Second, it is difficult to bound a process in time and space within its complex social political environment. When and where it begins and ends, which interactions resulted from, and which outcomes are attributable to the process are also important considerations. Some outcomes will be easily identifiable at the end of a process, others will show up while a process is underway but outside the boundaries of a process, and still others may not be seen for some time after the completion of a process (Innes and Booher 1999a).

Third, process and outcomes are difficult to separate because the process is important in and of itself, and because process and outcomes will likely be tied together (Innes and Booher 1999a). If a process meets the process criteria, it is also likely to meet the outcome criteria. For example, an inclusive well-informed process is more likely to produce an acceptable and implementable solution (Innes and Booher 1999a). Process itself is important because many of the benefits of SDM such as trust, shared knowledge, and improved relationships, depend on a collaborative process. Normally these are based on the rules of principled negotiation and mutual respect. No matter how good an agreement is reached by objective standards, if it resulted from a process that was not perceived to be fair, open, inclusive, and accountable, it is unlikely to enjoy support (Innes and Booher 1999a).

Perhaps the most challenging aspect of conducting objective evaluations of the use of SDM is developing a suitable measure for comparison: a control group (Harter 1997; Menkel-Meadow 1997). It is difficult to subject the same complex issue to both a traditional and a SDM process to compare the outcomes. And due to the flexibility in design of SDM processes, it is difficult to lump cases together for evaluation in ways that fully reflect process similarities or differences (Menkel-Meadow 1997).

Existing Evaluations

Campbell and Floyd (1996) and Innes (1999) describe a range of evaluations of various ADR processes conducted to date. These include studies of the use of ADR in the U.S. legal system

such as the evaluation by U.S. Environmental Protection Agency of negotiated rulemaking compared with those developed by the traditional notice-and-comment process (Harter 1997). Others relate to compilations by practitioners of their years of experience practicing collaborative planning or consensus building in the field (Wondolleck and Yaffee 2000). Research on collaboration that uses a process approach, such as SDM, has almost exclusively consisted of case studies. As a result, a body of case study literature has developed that documents and analyses successes and failures of collaborative planning, dispute resolution, and consensus building efforts (Campbell and Floyd 1996; Innes 1999). In their recent publication, *The Consensus Building Handbook,* editors, Susskind, McKearnan, and Thomas-Larmer (1999), provide readers with a broad selection of case studies along with commentary by leading experts from a variety of disciplinary perspectives.

Published evaluations use a range of methodologies including surveys or in-depth interviews to assess participants' perspectives and levels of satisfaction with a process (Innes 1999). Others compare a selection of cases using surveys, interviews, and records to evaluate techniques and outcomes, to improve a process, or to contribute to theory (Innes and Booher 1999a). Recently published case study evaluations of SDM for land use planning are summarized below.

In 1996 a special issue of *Environments* was published which addressed the role of SDM in public land and natural resource planning. Six case studies were presented. Kofinas and Griggs (1996) describe and evaluate the efforts of the B.C. Round Table on the Environment and Economy. Benidickson (1996) reviewed the experiences in Temagami, Ontario focusing on the formation and experience with the Wendaban Stewardship Authority. Pinkerton (1996) explored the Skeena Watershed Committee's experience with co-management agreements in northern B.C.. Wilson, Roseland, and Day presented a review of the use of SDM in B.C. CORE's first regional land use planning process for Vancouver Island. The Gwaii Haanas co-management agreement developed for the B.C. Queen Charlotte Islands was evaluated by Hawkes (1996). And finally, Flynn and Gunton (1996) reviewed the use of ADR in the Timber/Fish/Wildlife Agreement in Washington State. The results of these case studies, as described by Duffy, Roseland, and Gunton (1996) indicated that early success in each case could be attributed to participation of a broad range of stakeholders in decision making. The long term success of these processes was hindered by inexperience or lack of attention to details such as process flexibility,

the provision of sufficient resources, and realistic deadlines. It was also noted that participants and managers must possess appropriate skills.

The study by Wilson, Roseland, and Day (1996) is of particular relevance to this research. The SDM approach to public land planning, developed by CORE and first used for Vancouver Island, was evaluated using 17 process design criteria. These criteria were grouped under three themes: incentives to participate, participant involvement, and process mechanics. Interview results, personal observations at table meetings, and process documentation were used as the basis for evaluation. The study found that while the process failed to reach consensus, the resulting government decisions were better informed, more balanced, and stable as a result of the process (Wilson, Roseland, and Day 1996). Several obstacles were identified including: the absence of critical government policy guidance and provincial leadership to ensure that sustainability principles would be met, the unwillingness of participants to work collaboratively, the large regional scale that complicated the process, and finally the operational difficulties that arose because it was the first large provincial land use planning initiative (Wilson, Roseland, and Day 1996). Recommendations to improve similar processes were presented including: encouraging good communication between representatives and their constituencies, encouraging the participation of First Nations, encouraging efficient time management, ensuring timelines are compatible with the scope of the project, ensuring that even if consensus is not reached that the table generate products that will be useful in final land use decisions, and finally preventing sectors from generating options separate from the negotiation table (Wilson, Roseland, and Day 1996). The authors concluded by emphasizing the importance of government leadership in establishing clear goals and policies, minimizing power imbalances among sectors, and fostering an atmosphere of trust and respect (Wilson, Roseland, and Day 1996).

In 1998, another special issue of *Environments* focused on planning processes emerging in B.C. that included case studies of three land use planning and three watershed stewardship planning processes. Of particular note was the case study of the Cariboo-Chilcotin CORE process by Penrose, Day, and Roseland (1998). This SDM process for land use planning was evaluated against ten process criteria organized into three categories: support for process, representation and resources, and negotiation design. Information for analysis was collected through telephone interviews of process participants, and by attending planning table meetings. The table failed to

reach consensus on land use zoning but did generate a number of ideas about related policies and issues. The study indicated that weakness of the process resulted from ineffective process management and a lack of commitment from some participants and the provincial government (Penrose, Day, and Roseland 1998). Particular deficiencies in this SDM process included preprocess preparation, policies, resources, terms of reference, and communications (Penrose, Day, and Roseland 1998). The evaluation also highlighted a number of successes of the process: it included many interests in decision making, it provided a forum for dialogue and relationship building between stakeholders, it forced government agencies to communicate and cooperate, it acted as a catalyst for the collection of information for land use planning, and it strove to incorporate social, economic and environmental issues in decision making (Penrose, Day, and Roseland 1998).

Tamblyn and Day (1998) conducted a case study of the Kamloops Land and Resource Management Planning process in B.C., which was the first subregional SDM process conducted in the province. Personal observations at table meeting, process documentation, and participant interviews were the basis for the evaluation against 22 process criteria grouped into four themes: incentive to participate, participant involvement, process management, and process mechanics. This was the first SDM land use process in the province to have a consensus recommendation package approved by cabinet (Tamblyn and Day 1998). Several interrelated elements were identified as having contributed to the success of the process including: stakeholders with a history of working together and a commitment to reach agreement; trust and respect among participants; committed, innovative and skilled coordinators; and flexibility to experiment with process procedures (Tamblyn and Day 1998). Three key obstacles were identified as obstacles to the planning process: a lack of preparation on the part of the province including an incomplete policy framework and a lack of clarity of purpose, desired outcomes, and participant roles; a lack of funding for participants; and a lack of experience with interest-based negotiation (Tamblyn and Day 1998).

Duffy and others (1998) conducted a survey of several LRMPs and three case studies: two evaluating process and one evaluating community capacity outcomes. This research was conducted in three phases. First, a literature review was conducted to develop an evaluative framework consisting of ten process criteria grouped into four themes: support for process,

representation, resources, and process design. A community capacity outcomes evaluative framework was also developed focusing on information, resources and skills, structures, and attitudes. LRMP process documentation was also reviewed in the first phase. In the second phase a telephone survey was conducted with a random sample of LRMP participants from around the province. Finally, in the third phase, the results from the survey and the evaluative frameworks were used to design two case study interview questionnaires for process participants. The three case studies were then conducted, two evaluating process design and the third evaluating community capacity outcomes. The research concluded that SDM processes have an important role to play in land use planning but should not be viewed as a replacement for conventional tools such as lobbying, legislative debate, or litigation (Duffy et al. 1998). A number of recommendations were made to address deficiencies in the areas of: policy and process direction, staff and budget resource allocations, training, information management, and communication with constituents and the broader public (Duffy et al. 1998). Results emphasized the importance of balancing power among participants, and the significant amount of time and level of commitment required of all participants for a SDM process to be effective (Duffy et al. 1998). The study indicated there were moderate gains in some areas of community capacity, but that significant gains were rare (Duffy et al. 1998). It suggested that improved community capacity outcomes such as education, awareness, and skills development would result from more effective process design and management (Duffy et al. 1998).

A case study of a coordinated resource management initiative by the Bureau of Land Management in the U.S. examining was conducted by Moote, McClaran, and Chickering (1997). It examined the application of participatory democracy concepts to public participation in public land planning. The study was conducted using document analysis, observation of process meetings, questionnaires, and interviews of key participants to evaluate the process against participatory democracy concepts of efficacy, access and representation, continuous participation throughout planning, information exchange and learning, and decision-making authority (Moote, McClaran, and Chickering 1997). The study concluded that social deliberation in itself will not ensure successful collaboration, and the results indicated that establishing clear ground rules for decision making and operation is critical (Moote, McClaran, and Chickering 1997).

Carr, Selin, and Schuett (1998) reported the findings of two case studies of collaborative planning for national forest management in the U.S. Forest Service. These studies focused on the experiences and perceptions of employees and external partners. Telephone surveys were conducted with Forest Service employees and external partners involved with collaborative planning activities. Questions addressed the respondent's experience with collaborative planning activities; benefits, barriers, and level of support for collaborative planning; suggested improvements; and the future role of collaborative processes (Carr, Selin, and Schuett 1998). The study highlights both differences and similarities between the groups in how they evaluate the planning experience. Benefits reported by both groups included trust and relationships built (Carr, Selin, and Schuett 1998). Barriers to effective collaboration included primarily issues about the Forest Service's organizational culture, drawn out timelines, and inadequate power shared with the external partners in the process in terms of both process design and outcomes (Carr, Selin, and Schuett 1998). The study presents two basic findings for more effective collaborative planning: civic literacy is as necessary as ecological literacy, and both government employees and external participants must demonstrate risk taking and trust (Carr, Selin, and Schuett 1998).

In 2000, Wondolleck and Yaffe published a book entitled *Making Collaboration Work*, which is summary of ten years of case study research in the field of collaborative planning and environmental conflict resolution in the U.S.. The lessons were presented as stories that communicate eight key themes the authors view as critical to ensuring successful collaborative efforts. The factors for successful collaboration include: build on common ground; create new opportunities for interaction; focus on the problem in new ways; foster a sense of responsibility, ownership and commitment; recognize that partnerships are made of people not institutions; move forward through proactive and entrepreneurial behavior; and finally mobilize support and resources (Wondolleck and Yaffee 2000).

These case studies support the use of SDM as an effective tool for land and resource decision making. These studies identify a number of positive factors that are critical to achieving a successful process and factors that deserve further attention to improve that process or future similar processes. These factors and the general recommendations from these studies were considered and incorporated in the evaluative framework developed below.

Criteria for Evaluation

While existing evaluations of shared decision-making processes are limited in number and in scope, a significant amount of research exists on which to build frameworks for evaluation. Frameworks for the evaluation of shared decision-making processes, or theories that can be tested, are published by Innes and Booher (1999a), Cormick et al. (1996), Moote, McClaran, and Chickering (1997), Campbell and Floyd (1996), Harter (1997), Menkel-Meadow (1997), Susskind and McMahon (1985), and Gray (1985). In addition, several evaluative frameworks have been developed in technical reports, or theses, which have not been published in the literature (Innes 1999). One such report is of particular relevance to this study; Duffy et al. (1998) developed an evaluative framework built on several years of research evaluating the SDM process used in land use planning in B.C.

The evaluative framework presented below has been developed following a review of the literature and is proposed for the evaluation of SDM processes. The framework consists of both process and outcome criteria. The process criteria can also be used a guide in designing a SDM process. This proposed framework will be used to evaluate the LRMP SDM process in B.C.

Process Criteria

The process criteria presented below are based primarily on an integration of five key existing frameworks proposed in the literature. The first framework is based on the work of Gerald Cormick and the Canadian round tables on the environment and the economy. They launched an intensive effort to understand the nature of negotiation-based processes and their application to issues arising in the pursuit of a sustainable society. Their goal was to identify the essential elements of successful consensus building and, based upon that understanding, establish a set of principles to guide its use (Cormick et al. 1996). Based on a broad literature review, Duffy and others produced and evaluative framework including process and community capacity outcome criteria that was used in a similar study evaluating land use planning in B.C. in the early and mid-1990s (Duffy et al. 1998). Moote, McClaran, and Chickering have also produced a framework for evaluation based on a review of the public participation and participatory democracy literature (Moote, McClaran, and Chickering 1997). Innes and Booher developed one

of the most recent evaluative frameworks, including process and outcome criteria, based on extensive research and practice in consensus building, the emerging ideas of complexity science, and the concept of communicative rationality (Innes and Booher 1999a; Innes 1999). Finally, Wondolleck and Yaffee, describe key factors that explain the success of collaborative initiatives in their recent book based on a decade of research and practice in the field (Wondolleck and Yaffee 2000). While based primarily on the five frameworks described above, the criteria also reflect the results of the case studies described above and the work of several other key scholars and practitioners in the field including Harter (1997), Campbell and Floyd (1996), Susskind and McMahon (1985), Menkel-Meadow (1997), and Bingham (1986).

Table 2.1 Design and Evaluation Criteria for Shared Decision Making Processes

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

Process Criteria and Descriptions

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

Clear terms of reference and ground rules are to be established including: scope and mandate; participant roles, responsibilities, and authority, including process management roles and responsibilities; code of conduct; definition of "consensus"; dispute settlement process; use of subgroups; clear media and public outreach policy; and a "fallback mechanism". It is important to allow for adaptation and flexibility.

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

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

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

Participants demonstrate acceptance of, understanding of, and respect for, the legitimacy, diverse values, interests, and knowledge of the parties involved in the consensus process. Active respectful dialogue provides the opportunity for all participants to better understand one another's diverse interests and knowledge, fosters trust and openness, and allows participants to move beyond bargaining over positions to explore their underlying interests and needs.

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

Participants are accountable to the process that they have agreed to establish. Participants representing groups or organizations maintain communication with, are empowered by, and effectively speak for the interests they represent. The public is kept informed on the development and outcome of the process, and mechanisms are in place to ensure the interests of the broader public are represented in the process and final agreement.

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

The process is designed with flexibility and feedback is continually incorporated into the process such that it can evolve as the parties become more familiar with the issues, the process, and each other, or to accommodate changing circumstances. The process addresses problems in new and different ways by fostering a more open, flexible, comprehensive, and integrated problem-solving environment allowing for creative thinking and adaptive management.

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

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

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

Clear and reasonable time limits for working toward a conclusion and reporting on results are established and it is made clear that unless parties reach an agreement, someone else will impose a decision. Milestones are established throughout to focus and energize the parties, marshal key resources, and mark progress toward consensus, which gives participants positive feedback that the process is working. Sufficient flexibility, however, is necessary to embrace shifts or changes in timing.

Process Criteria and Descriptions
12. Implementation and Monitoring: The process and final agreement include clear commitments to implementation and monitoring.
The process fosters a sense of responsibility, ownership, and commitment to implement the outcome. The final agreement includes a commitment and plan for implementing the outcome of the process, including mechanisms to monitor implementation and deal with problems that may arise.
13. Effective Process Management: The process is coordinated and managed effectively and in a neutral manner.
While participants themselves may perform process management duties, a neutral process staff is helpful in ensuring effective process management while minimizing participant burnout. The process is managed effectively by providing: a project/process plan and managing its execution; skilled coordination and communication; information management; appropriate meeting facilities; records of meetings, decisions, and action items; and support to ensure participants are getting the resources required to participate effectively. An independent and neutral process staff can be used to conduct prenegotiation assessment to gather information, identify potential participants, and determine if a SDM process is appropriate.
14. Independent Facilitation: The process uses an independent trained facilitator throughout the process.
A trained, independent facilitator acceptable to all parties is used throughout the process to assist the parties in reaching an agreement. The facilitator helps parties feel comfortable and respected, understand and communicate underlying interests, and balance power by ensuring equal opportunity for participants to voice their needs and concerns. The facilitator demonstrates neutrality on issues and parties, communicative competence, general knowledge, and basic understanding of issues. (Note: there may be overlap between this and the effective process management criterion depending on the specific approach taken in different processes and the roles of process managers/staff/facilitators.)

Outcome Criteria

The outcome criteria described below are designed to measure the achievement of the key desired outcomes of a SDM process. As described previously, some outcomes will be easily identifiable at the end of the process, others will evolve external to the process, and still others may not appear for some time after the completion of the process. Of the five frameworks in the literature used to define the process criteria, several discuss desired or possible outcomes of SDM process but only two develop explicit criteria to be used in evaluating these outcomes (Duffy et al. 1998; Innes and Booher 1999a). These two frameworks, together with the purported benefits of SDM described previously, are integrated below.

Table 2.2 Outcome Criteria for Evaluating SDM Processes

Criteria and Description
1. Perceived as Successful
Stakeholders perceive the process as successful. Participants are satisfied with the outcomes of the process and view their involvement as a positive experience.
2. Agreement
The process reached a high-quality agreement that meets the interests of, and is acceptable to, all stakeholders. The agreement is feasible, implementable, stable, flexible, and adaptive. Where a consensus agreement is not reached, the outcome of the process ended stalemate, allowing parties to move forward without a formal agreement.
3. Conflict Reduced
The process and its outcomes reduced conflict in the area regarding the issues addressed.
4. Superior to Other Methods
The process was superior to other planning or decision methods in terms of costs and benefits. Costs include time and resources for process support and management, and participation for all parties. Benefits include the positive outcomes of the process.
5. Creative and Innovative
The process produced creative ideas for action. Innovative ideas will be tested and learned from; even those that are not successfully implemented can provide opportunities for learning and growth and change ways of thinking that led to a conflict.
6. Knowledge, Understanding, and Skills
Stakeholders gained knowledge, understanding, and skills by participating in the process. Stakeholders understand more about the issues and other stakeholders' interests and viewpoints. Stakeholders gained new or improved skills by participating in the process, such as communication, negotiation, consensus building, data analysis, or decision-making skills, which are important to community development.
7. Relationships and Social Capital
The process created new personal and working relationships, and social capital among participants. The process developed a network of relationships among diverse parties that allows for continued information exchange, understanding, cooperation, and trust.
8. Information
The process produced improved data, information, and analyses through joint fact-finding that stakeholders understand and accept as accurate such as facts, inventories, models, forecasts, histories, or analytical tools. This information was shared by others beyond the immediate group and is useful to participants and others for purposes outside of the process.
9. Second-Order Effects
The process had second-order effects including changes in behaviors and actions, spin-off partnerships, umbrella groups, collaborative activities, new practices, or new institutions. Participants work together on issues or projects outside of the process.
10. Public Interest
The outcomes are regarded as just and serve the common good or public interest, not just those of participants in the process.
11. Understanding and Support of SDM
The process resulted in increased understanding of, and participants support the future use of SDM approaches. In future participants are more likely to make fewer unilateral decisions where collaboration could be more effective. A positive experience with SDM may encourage a new generation of people with skills and interest in SDM processes.

While it is unlikely that every outcome criterion will be met in any given process, it may still be considered successful. If a process produces many of the desired outcomes, it will be considered more successful than one that meets few or none. However, the desired outcomes for any given process will be different, and thus the importance of the different outcomes or criteria will vary (Innes and Booher 1999a).

Chapter 3: STRATEGIC LAND USE PLANNING IN BRITISH COLUMBIA: THE LAND AND RESOURCE MANAGEMENT PLANNING PROCESS

3.1 INTRODUCTION

Approximately 94% of British Columbia land is publicly owned and the government makes the decisions regarding its use (B.C. LUCO 2001a). Disputes over land use in the 1980s fueled debate about the future of land and resource management in this province (B.C. CORE 1995a). Extensive land use conflicts, which have traditionally taken place on a watershed by watershed basis in British Columbia, necessitated a fundamental shift in the way the provincial government makes land use decisions. Recognizing that the traditional approach was not working, the Province sought an innovative, inclusive, and comprehensive land use strategy to achieve long term sustainability (B.C. CORE 1995a). The strategic land use planning process adopted by British Columbia uses a consensus-based shared decision-making approach to negotiating agreements for recommendation to government. This process encourages involvement of all levels of government, First Nations, stakeholders, and the general public to ensure a balance among environmental, economic, and social objectives and to create land use certainty (B.C. IRPC 1993a).

This chapter describes the Land and Resource Management Planning (LRMP) process currently used in British Columbia. The first part of the chapter describes the evolution of strategic land use planning in B.C.. Next, the chapter provides a description of the policy framework established by the provincial government for LRMPs, including principles and process guidance. It then describes how the processes evolved over the past decade and the current status of land use planning.

Background and Context

The 1980s was a decade of increasingly intense land use conflicts in British Columbia. Various groups protested forestry practices such as clear-cutting and the impact of logging across the province in areas such as the Slocan Valley, the Queen Charlotte Islands, and western Vancouver Island (Williams, Day, and Gunton 1998; B.C. CORE 1995a). This period of bitter conflict, which became known as the "war in the woods", was characterized by mass protests and blockades as battles over land use options were fought on a watershed-by-watershed basis (B.C. CORE 1995a).

Prior to 1992, strategic land use planning occurred on an ad-hoc basis across British Columbia, in localized areas where land and resource use conflicts had arisen (Haddock 2001). The Ministry of Forests managed Crown land planning in the province (Williams, Day, and Gunton 1998; Cashore et al. 2001). Plans were developed in relative isolation from other ministries and public input was limited to consultation near the end of the planning process (Williams, Day, and Gunton 1998). Public discontent over this system grew through the 1980s because of the lack of meaningful public participation, concerns over increasing resource scarcity, and a general mistrust of centralized decision making (Williams, Day, and Gunton 1998; Cashore et al. 2001).

The late 1980s also saw an increase in environmental values among Canadians (Cashore et al. 2001). In addition, there was a growing recognition of the interdependence of economic, environmental, and social needs, as reflected in the 1987 World Commission on Environment and Development's report (Bruntland report) promoting sustainability (WCED 1987). The Canadian government, in response to the Bruntland report, established a task force that recommended the creation of federal and provincial sustainability strategies (B.C. CORE 1994a). From 1985 to 1991 an effective environmental coalition emerged in British Columbia that challenged the provincial government to address the issues of wilderness conservation, old growth preservation, and the ecological representativeness of the parks system (Cashore et al. 2001).

By the late 1980s and early 1990s, conflicts in British Columbia were becoming increasingly destructive and costly, and those engaged in land use disputes were collectively searching for ways to achieve more comprehensive and lasting solutions (Brown 1996; B.C. CORE 1994a).

Coinciding with the 1991 election of the New Democratic Party in B.C., a number of initiatives were underway that led the province to develop a provincial strategy for land use and related resource and environmental issues. (Brown 1996; Cashore et al. 2001). At this time, the government also made a commitment to double the size of the system of parks and protected areas to 12% of the province (Cashore et al. 2001).

In 1992 the new British Columbia government established, through legislation, the Commission on Resources and the Environment (CORE) (B.C. CORE 1994a). Its mandate was to develop a sustainable land use strategy for the province, and to develop and implement a regional planning process with increased public participation and aboriginal involvement, improved government coordination, and dispute resolution processes (B.C. CORE 1995a).

The provincial land use strategy developed by CORE was released in 1994. It outlined a vision for land use and resource management in British Columbia that continues to influence strategic land use planning. The strategy consisted of five main components:

1. Provincial direction on principles, land use goals, and policies on sustainability
2. Participatory planning processes that provide meaningful opportunities for public involvement
3. Coordination among levels of government and provincial government ministries, agencies, and initiatives
4. Independent oversight
5. Effective dispute resolution (B.C CORE 1994a).

The strategy marked a turning point in land use planning; stakeholders were provided with the opportunity to participate directly in the planning process. A key element of CORE's strategy was to engage the public in planning through shared decision-making (SDM) processes, bringing together governments and diverse interests to negotiate consensus agreements on land and resource management (B.C. CORE 1994a). CORE defined SDM as follows:

> Shared decision making means that on a certain set of issues, for a defined period of time, those with the authority to make a decision and those who will be affected by the decision are empowered to jointly seek an outcome that accommodates rather than compromises the interests of all concerned. (B.C. CORE 1992:25)

CORE led broad regional land use planning processes for the regions considered to be 'hotspots' of the time: the Vancouver Island, Cariboo-Chilcotin, and Kootenay Regions. CORE staff brought together broad stakeholder groups in each region to reach consensus on regional land use plans (Cashore et al. 2001). While the intent was to reach consensus, accomplishments varied and none were able to reach consensus (Cashore et al. 2001). The commissioner, Steven Owen and the CORE staff were then required to build on what had been accomplished at the tables to develop and recommend land use plans to Cabinet (Cashore et al. 2001). The plans resulted in massive protests on the lawns of the provincial legislature, and the government worked to learn from these early experiences to improve the planning framework (Cashore et al. 2001). While the commission worked at the regional level, subregional planning was being conducted in areas that were not undergoing regional land use planning under a similar framework, but on a smaller geographic scale (Haddock 2001). These subregional plans became known as Land and Resource Management Plans (LRMPs). Through the Kamloops LRMP experience where consensus was reached for the first time, it seemed the subregional LRMP planning model proved promising and became the chosen means of delivering land use planning in the province (Cashore et al. 2001).

Over the 1990s and into the 2000s, the institutional framework that manages and supports strategic land use planning evolved in new directions. While CORE concluded its work in the four original regions, LRMPs began in many parts of the province (Haddock 2001). In January of 1994, the government established the Land Use Coordination Office (LUCO) as a central agency to implement the province's vision for strategic land use planning and to oversee, coordinate, and evaluate all interministry strategic land-use planning initiatives (B.C. LUCO 2001b). In 1996, the provincial government disbanded CORE, and devolved strategic planning to LRMP tables around the province (Haddock 2001). LUCO and regional inter-agency management committees, made up of senior representatives from provincial ministries with land and resource use related mandates, coordinated the work of the LRMP tables (Haddock 2001). In June of 2001, following a provincial election and change of government to the Liberals, the new provincial government created the Ministry of Sustainable Resource Management (MSRM) with a mandate to "... to provide corporate leadership to the development of sustainable policies, plans and supporting information systems for land use planning and policy." (B.C. Office of the Premier 2001). LUCO became a part of this new ministry.

3.2 STRATEGIC LAND USE PLANNING IN BRITISH COLUMBIA

The B.C. Commission on Resources and Environment defined strategic land use planning as:

> ... a participatory style of planning for relatively extensive geographic areas (e.g. regions or subregions) that focuses on defining land and resource allocation and management goals/objectives and corresponding strategies for achieving those goals/objectives. Strategic land use planning is distinguished from operational forms of planning that identify the details of how specific activities will be undertaken. (Brown 1996:168).

In British Columbia, strategic land use planning has been primarily conducted on the regional and subregional levels in recent years. As a result of regional planning, Regional Land Use Plans have been developed in four areas across the province as described earlier. Subregional planning generally results in the development of a Land and Resource Management Plan. Strategic planning may also occur on a smaller scale at the local level, through planning exercises known as Local Resource Use Plans (B.C. LUCO 1997). The levels of strategic land use planning in B.C. are illustrated in Table 1 below.

Table 3.1 Levels of Strategic Land Use Planning in British Columbia
(B.C. LUCO 1997)

Provincial Level	Province-wide strategies, policies, and laws, such as: • Protected Areas Strategy • Provincial Land Use Strategy • First Nations treaty negotiations • Wildlife strategies such as the Grizzly Bear Conservation Strategy • Laws and regulations governing land and resource use, such as the *Forest Act, Forest Practices Code Act, Mineral Tenure Act, Park Act, Wildlife Act*
Regional Level	Regional land use strategies, zoning, and resource allocation decisions such as: • Regional land use plans for Vancouver Island, Cariboo-Chilcotin, West Kootenay-Boundary, and East Kootenay
Subregional Level	Subregional land use strategies, zoning, and resource allocation decisions such as: • Land and Resource Management Plans
Local Level	Local land use strategies, detailed management guidelines, and land use designs such as: • Landscape Unit Plans • Local Resource Use Plans

3.3 LAND AND RESOURCE MANAGEMENT PLANNING FRAMEWORK: PRINCIPLES AND PROCESS

Most strategic land use planning in British Columbia is now done under the subregional Land and Resource Management Planning (LRMP) Process, which is based on the principles and shared decision-making processes developed by CORE. Land and Resource Management Planning is "an integrated, sub-regional, consensus building process . . . [which] establishes direction for land use and specifies broad resource management objectives and strategies" (B.C. IRPC 1993a:3) for Crown land for up to ten years.

A LRMP is a broad plan, developed over a period of years by a representative group of stakeholders, for the future use of land and resources for a relatively large geographic area. By considering multiple land and resource values at the same time, LRMPs are a form of integrated planning that tries to find a balance among environmental, economic, and social objectives (Haddock 2001). This level of planning allows participants to identify resource interactions and ecological and socioeconomic relationships that span multiple watersheds, while still allowing participants to retain a sense of place and community (Haddock 2001). LRMPs establish strategic resource management direction by mapping the plan area into zones, and by providing written direction through objectives and strategies. Future land and resource plans and activities—including timber harvesting, recreation, and range management—are to be consistent with the direction contained in an approved LRMP. The objectives of an LRMP and the planning process are to promote sustainable communities and resource use, prevent and reduce land use conflicts, provide certainty and stability, and guide future land and resource decisions (Haddock 2001).

Following on the work of CORE, and the early experiences of subregional LRMP planning, the provincial government released a series of guidance documents establishing a consistent framework for LRMP planning processes in the province. In 1993, five such documents were released including the primary policy document guiding LRMPs entitled *"Land and Resource Management Planning: A Statement of Principles and Process"* (B.C. IRPC 1993a). The four other documents included guidelines for public participation, resource analysis, social, and economic impact assessment and resource units (B.C. IRPC 1993b,c,d,e). A model LRMP report

was released in 1995 to provide guidance and consistency in the LRMP plans (B.C. IRPC 1995). In 1994 and 1995, CORE released its five-volume report on a provincial land use strategy that included volumes on planning, public participation, and dispute resolution (B.C. CORE 1994a,b; B.C. CORE 1995b,c). In addition, in 1994, a selection of training materials were developed for LRMP process managers and participants on the LRMP process and principles and can be found on LUCO's website at: http://www.luco.gov.bc.ca/lrmp/lrmptrn.htm. CORE also supported the development of a strategic land use planning source book that describes in detail the planning process and suggested tools and techniques for strategic land use planning using a SDM approach (Brown 1996).

General Principles

The LRMP process was designed around a few key principles. These include meaningful and open public participation with consideration of all resource stakeholder interests; participation of federal, provincial, and local resource management agencies; decision making by consensus; and decision making based on resource sustainability (B.C. IRPC 1993a). A detailed list of the basic principles established by the provincial government for LRMP processes are described in the 1993 policy document entitled "*Land and Resource Management Planning: A Statement of Principles and Process*" (B.C. IRPC 1993a), and are presented in Table 3.2 below.

Table 3.2 General Principles of the Land and Resource Management Planning Process (B.C. IRPC 1993a:3)

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

Planning Area

A LRMP is to provide management direction for all Crown land, including Provincial Forests and Crown aquatic land, within each planning area (B.C. IRPC 1993a). The boundaries for the planning area generally relate to the administrative areas of those agencies responsible for implementing a plan, geographic features, and, social and economic considerations (B.C. IRPC 1993a). The boundaries for each planning process are determined by the interagency management committee for the region, or may be specified in a regional plan; plan areas tend to range from 15 000 to 25 000 square kilometers, and are usually presented at a scale of 1:100 000 to 1:250 000 (B.C. IRPC 1993a). These specifications are flexible, however, and may be adjusted

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by the participatory process to suit the characteristics and needs of each process (B.C. IRPC 1993a).

Information

LRMP processes rely heavily on available information and information deficiencies are seldom a reason for postponing a LRMP process (B.C. IRPC 1993a). Government agencies are responsible for providing appropriate inventories and identifying critical information deficiencies, and for ensuring that a resource analysis of its mandated areas is completed (B.C. IRPC 1993a). The interagency planning team is to co-ordinate all analyses to ensure efficiency and quality control, and to manage gaps (B.C. IRPC 1993a).

The LRMP policy document also discusses the management presentation and analysis of information in the process. It instructs that information is to be mapped or formatted in a standard manner that allows a clear understanding of the subject and readily permits comparison and analysis (B.C. IRPC 1993a). It also emphasizes the importance of local knowledge to complement formal inventories and encourages participants to take steps to identify and use this information (B.C. IRPC 1993a). Information issues, analytical techniques and related matters are to be reviewed by all participants and agreement is to be reached on information management within the constraints of available funding and staffing (B.C. IRPC 1993a). The interagency planning team is responsible for ensuring socioeconomic analyses is completed and suggests a multiple accounts analysis technique which is described in more detail in the guidelines document entitled *Social and Economic Impact Assessment for LRMP* (B.C. IRPC 1993a; B.C. IRPC 1993b).

Participation

Public participation is a requirement of LRMPs and is encouraged at all stages in the process (B.C. IRPC 1993a). All parties with a key interest in a plan are to be encouraged to participate, including: all levels of government and all members of the public with an interest in land use and resource management; and the public directly affected by the outcome (B.C. IRPC 1993a). The participating groups are to appoint a person, or persons, to represent them in negotiations and

representatives are to reflect the full range of land use and resource interests for the planning area (B.C. IRPC 1993a). In addition, periodic communication with the general public is also required (B.C. IRPC 1993a).

Public participation objectives, methods, and intensity may vary within and between LRMP processes (B.C. IRPC 1993a). Recognizing that each LRMP process may have unique public participation needs, LUCO developed a guidance document on public participation as a flexible, working guide for designing and managing LRMP processes (B.C. IRPC 1993d). It presents choices on how to structure a process and how to apply public participation techniques while emphasizing the importance of flexibility and creativity as each process requires its own adaptations and innovations (B.C. IRPC 1993d). It also outlines two key principles of process management critical to the success of an LRMP process: credibility and impartiality. To satisfy basic public expectations, it provides a number of criteria to be followed in designing and managing LRMP processes (B.C. IRPC 1993d). The public participation principles and criteria described in the *Public Participation Guidelines* are presented in Table 3.3 below.

Representatives from all levels of government are to be invited and encouraged to participate in the LRMP process. The provincial government has four distinct roles in the process: as a participant directly affected by planning decisions, as a provider of technical support and process administration, as a decision maker at the ministerial level, and, as the party responsible for implementation of the approved plan (B.C. IRPC 1993a). Local governments and the federal government may also play a major role in LRMPs as these levels of government are affected by planning decisions, provide technical support, and may implement aspects of the approved plan (B.C. IRPC 1993a).

Table 3.3 Public Participation Principles and Criteria

(B.C. IRPC 1993d)

Principle 1. The process must be credible to ensure participant support and confidence.

Mandate: the lines of accountability are clearly outlined; the planning process is authorized by senior levels of government.

Representation: group representatives are authorized by, and are accountable to, their constituencies; the full spectrum of interests has the opportunity to be represented (in person or by proxy); all participants are treated equally; representation of all interests is fair and balanced.

Communication: is open and sincere; government is in frequent dialogue with other participants-both government colleagues and nongovernment participants; prompt and thorough response is given to public concerns and comments.

Access to process: financial barriers to participation are addressed and resolved within the resources allocated to a process; the public has the opportunity to participate in the earliest stages of a process (e.g. drafting terms of reference); there are opportunities for participation throughout a process.

Verification of opportunity: public perspectives are reflected in consensus management direction or options; public input influences products.

Coordinated government approach: all agencies support planning processes; mandates are clearly outlined to all participants; all agencies act in a coordinated manner.

Commitment: there is a clear understanding of what a consensus agreement means; government and public are committed to consensus building and to implementing a consensus agreement.

Understandable: all information is clear and comprehensive; there are agreed procedures for information gathering and analysis.

Principle 2. Negotiation, dispute resolution, and general management of the process must be carried out in a competent and impartial manner.

Neutral process management: a chairperson of the joint steering committee is chosen by all participants; impartial facilitation is used at appropriate stages; clear and fair procedures are agreed at the outset of a process.

Documentation: timely and full access to information; detailed documentation of the steps taken to involve the public; and, an account of how public participation has affected plan products.

Consideration of all values: all values are recognized and respected; participants recognize potential value conflicts.

Communication: background information and scientific data are equally available to all participants.

According to the policy document for LRMPs, First Nations are to be encouraged to participate in LRMP processes. The processes are intended to be consistent with government policy on the relationship between First Nations and the provincial government, and are without prejudice to land claims (B.C. IRPC 1993a). Aboriginal participation may consist of membership on interagency planning teams, the formation of liaison or advisory bodies, involvement in general public participation events, or the collection and analysis of information on aboriginal use or

value of natural resources (B.C. IRPC 1993a). In some recent LRMPs, First Nations have been recognized as another government at the planning table rather than an interest group or sector.

Representation

Several approaches can and have been used when establishing the structure, organization, and representation format of the planning table for LRMP processes. Representatives on a planning table are to reflect the full range of land use and resource interests for an area (B.C. IRPC 1993a). A limited number of individuals, who speak on behalf of a group, perspective, or value that they represent, make up this group (Brown 1996). When it is necessary to limit the number of participants in an LRMP, the following three models, or combination thereof have been used most frequently: the existing organizations model, the sectoral coalitions model, and the perspectives or values model (Brown 1996).

The existing organizations model is a commonly used model where membership is drawn from a cross-section of existing clubs, councils, local round tables, associations, chambers of commerce, community groups, lobby groups, business interests, and government bodies (Brown 1996). The spokesperson reflects the values and interests of the existing organization at the planning table.

The sectoral coalitions model promotes the development of coalitions between groups and individuals who share a common set of interests, attitudes, and priorities. This approach provides the opportunity for broad, inclusive participation within each sectoral constituency, while maintaining a workable number of negotiators at the table (Brown 1996). The spokesperson for each sector is accountable to the constituency of the coalition.

In the perspectives, or values model, spokespersons reflect a particular 'value' or 'perspective'. The community creates a list of appropriate values or perspectives to be represented at the table, and representatives are chosen based on personal experience or knowledge (Brown 1996). This approach does not provide as much opportunity for involvement of multiple groups because spokespersons are representing a point of view rather than a group or sector (Brown 1996).

Typical participants in an LRMP process include representatives from the following groups or interests:

- Provincial government
- Local government
- Federal government
- First Nations
- Environment
- Recreation
- Tourism
- Labour
- Forestry
- Mining

- Energy
- Agriculture
- Aquaculture
- Guiding
- Trapping
- Fishery
- Transport
- Economic development
- Youth
- Local planning

The 17 LRMPs included in this study had a total of 894 participants. Thus, the average number of participants at each LRMP table was 53. Table sizes ranged from less than 20 to very open and fluid table structures with more than 80 participants.

Consensus and Dispute Resolution

Consensus-based decision making is used in LRMPs to develop agreement on future land and resource uses, and to address existing conflicts (B.C. IRPC 1993a). Early in a LRMP process, the participants negotiate a definition and process for consensus building and dispute resolution mechanisms should consensus be unattainable; this agreement is documented in the terms of reference (B.C. IRPC 1993a). The planning groups can use a variety of techniques in the planning process to help build consensus including facilitation, mediation, negotiation, consultation, and fact-finding (B.C. IRPC 1993a). Participants may also agree to disagree, or defer a particular issue; these areas of non-consensus are to be noted in the final plan or set of recommendations (B.C. IRPC 1993a).

Steps in Land and Resource Management Planning Process

Each LRMP process is intended to be completed within 18-24 months of its initiation. The general process steps and common planning products produced during each step are presented in table 3.4 below.

Table 3.4 Land and Resource Management Planning Process

(B.C. IPRC 1993a; B.C. LUCO 1997)

Process Steps	Planning Products
Preliminary Organization • Set regional priorities • Identify preliminary issues, conditions, and responsible agencies • Assess status of resources and identify agency commitments • Contact public stakeholders- identify public issues and levels of concern • Consult with local governments and engage • Determine administrative and planning boundaries • Prepare required assessment reports • Appoint and train interagency planning team	Agreement to do plan Assessment report Planning area and mandate etc List of intended planning products
Process Design and Initiation • Identify public education and engagement methods • Select public participation approach and provide training • Confirm issues and planning area • Identify technical planning procedures and information requirements • Identify logistic and professional support requirements • Define budget and schedule • Confirm principles, process and expected products	Terms of reference Detailed work plans, budgets, staffing needs
Information Assembly and Analysis • Compile present land use information • Describe issues and links to other processes • Assemble resource inventories • Prepare base maps • Conduct resource analyses • Prepare statements of interest and map public interests • Establish values of importance to the public	Base map Resource inventory reports Present uses Public interests
Plan Development • Define resource unit boundaries • Develop land and resource objectives in each planning unit • Establish the criteria and indicators for measuring achievement of objectives • Invite public scrutiny of assumptions and analysis methods • Assess the technical compatibility and balance of public interests addressed by each alternative • Analyze alternatives to assess environmental, economic and social implications • Invite public scrutiny of alternatives and implications • Select best alternatives based on objectives and impacts • Prepare implementation strategy • Prepare draft plan -strive for consensus on management direction, or agree on a range of options	Land use zones Resource objectives Management strategies Measurable indicators Draft plan alternatives for testing Analytical reports Recommended plan
Plan Approval • Review plan with broader public • Submit consensus report, or option report, for approval	Approved plan and implementation procedures Communications plan

Process Steps	Planning Products
Plan Implementation, Monitoring, and Review • Monitor and enforce the approved plan • Review operational effectiveness against plan objectives and indicators • Amend the plan with new information and monitoring results	Legal designations and negotiated agreements with tenure holders Monitoring reports Research reports

The initial stages of the planning process focus on consultation to design the process, identify issues, develop the process terms of reference, and assemble information. An inter-agency planning team, made up of staff from provincial agencies, and possibly federal, local, and First Nations representatives, is established to coordinate the process; funding and technical support for the process is determined (B.C. IRPC 1993a). Consultations are conducted by the planning team, and representatives from all key stakeholder groups are selected to participate in negotiations at the planning table (B.C. IRPC 1993a; B.C. LUCO 1997). It is also recommended that an acceptable process facilitator be selected at this stage (B.C. IRPC 1993a). Training on the LRMP process is then to be provided to all participants on the planning table (B.C. IRPC 1993a). The key result from these early stages is an agreement to proceed with a LRMP and a terms of reference agreement that sets out the details of the process including roles, responsibilities, and timing (Haddock 2001). Following the initial agreement to proceed with the process, the interagency planning team gathers and maps information, including public knowledge on resource characteristics and documenting public values and interests (B.C. IRPC 1993a). The planning team then conducts analyses using methods that have been agreed to by the participants (B.C. IRPC 1993a).

The next phase involves additional information analysis, the development of plan scenarios, and building agreement on a final plan. A base case report, which describes what the future environmental and socioeconomic conditions of a region would be in the absence of a LRMP, is developed to provide a comparison to various plan scenarios that are generated (Haddock 2001). Participants then divide the planning area into resource units based on local environmental, economic, and social characteristics (B.C. IRPC 1993a). The objective of determining resource units is for participants to reach consensus on the delineation of areas where resource uses are compatible, are in conflict, or where particular planning issues exist (B.C. IRPC 1993a).

The next step is for participants to develop scenarios, which are summaries of alternative land and resource management objectives and strategies for each resource unit, and for the overall planning area (B.C. IRPC 1993a). These are to be based on environmental, economic, and social considerations together with sustainability principles, and are to be expressed in practical terms and consistent with legislation and policy (B.C. IRPC 1993a). Scenarios normally focus on the alternative use and management of areas that have land and resource use conflicts or opportunities (B.C. IRPC 1993a).

Next, the participants evaluate the scenarios and attempt to negotiate a final plan for approval by Cabinet. The alternative scenarios are to be evaluated, which may include public input, to determine the environmental, economic, or social impacts of each (B.C. IRPC 1993a). Participants are then in a position to attempt to negotiate a final land use plan. If a consensus is reached, the plan is forwarded for approval (B.C. IRPC 1993a). The consensus plan, along with scenarios considered, is then reviewed by government agencies for approval by senior staff at the regional and provincial levels prior to approval-in-principle by Cabinet (B.C. IRPC 1993a). If changes to a LRMP are required by Cabinet, these are incorporated for final review and endorsement by the table (Haddock 2001). If a consensus is not reached by a table, an options report is forwarded to ministers for a decision (B.C. IRPC 1993a).

Once Cabinet approves a land use plan, it becomes government policy and is to guide statutory decision makers on resource management issues. Resource managers of agencies with the legislative mandate for programs guided by a LRMP are responsible for implementation and compliance with the plan. Strategic land use objectives in a plan may also become legally enforceable if enabled through legislation. LRMP implementation may include legal designation of portions of the plan under the *Forest Practices Code,* as well as designation of other areas such as protected areas or parks, or forest reserve lands. More detailed land and resource plans at the local and operational levels are to be consistent with an approved plan, which provides a description of the degree of flexibility more detailed plans have in implementing LRMP direction (B.C. IRPC 1993a). Resource production levels, including allowable annual cut (AAC), are also to be guided by a LRMP (B.C. IRPC 1993a). A plan could stipulate that specific conditions must be met to allow certain land uses; this may be addressed by incorporating terms and conditions into licenses or permits, letters of direction from senior officials, agency policy manuals, and

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memoranda of understanding between agencies (Haddock 2001). In addition, some land use activities may be matters outside of provincial jurisdiction and, as such, require the agreement of the federal, regional, or local governments (Haddock 2001). With the participation of local governments in the LRMP process, the resulting plan can assist with planning for the use and development of private land, and can provide a context within which they can respond to resource management issues when they develop or amend regional growth strategies, official community plans, and bylaws (B.C. LUCO 1997). The federal government can also pass site-specific rules under federal legislation (Haddock 2001).

The provincial policy document also outlines requirements for monitoring the implementation of a plan and specifies procedures for review and amendment (B.C. IRPC 1993a). Implementation efforts are to be monitored by all resource agencies in cooperation with the public; a monitoring committee may be set-up for this purpose (Haddock 2001; B.C. IRPC 1993a). The provincial government recently released a working draft of a *Provincial Monitoring Framework for Strategic Land Use Plans* to provide a consistent approach (B.C. 2000). An annual monitoring report on plan implementation is to be prepared by those agencies that participated in the LRMP process, and is to be made available to the public (B.C. IRPC 1993a). The report is to include a review of programs, initiatives, and plans prepared, or revised to be in conformance with the LRMP (B.C. IRPC 1993a). The monitoring report is also to describe areas of nonconformance and action taken, public comments, and other related issues (B.C. IRPC 1993a). A plan is to describe the process for plan review and amendment; generally a major plan review is to begin after eight years (B.C. IRPC 1993a). Any amendments to a plan are to be coordinated by agencies as determined by the interagency management committee. Public participation is required to undertake this task and Cabinet ministers must approve all amendments (B.C. IRPC 1993a).

Planning Products and Intended Outcomes

Land and Resource Management Plan

The final product of the planning process will be an approved LRMP. Each plan varies due to the uniqueness of each plan area and planning team. However, generally a plan will include the following elements as described in Brown (1996). First an introduction should be provided

which includes a description of the purpose of the planning process (process objectives, rationale, context), and the process design (roles, structures, approach, methods, timing) (Brown 1996). Next, a description of the planning area is presented including biophysical, socioeconomic, existing land use allocation and management strategy, and significant issues (Brown 1996).

The general and specific land and resource allocation and management direction are provided next. Objectives and strategies may be expressed at several levels, from the plan-wide level to the resource management zone level to the resource management subzone level (Haddock 2001). This may include: general goals and strategies, a description of the land use designation system (categories, criteria, intent), the proposed land allocation, and geographically specific objectives and strategies (Brown 1996). The land use zones or categories identified in strategic land use plans are uniquely developed for each plan area in order to meet the specific needs of the various interest groups who were part of the planning process. In most cases, the zones fall into three broad categories: protected areas, integrated resource management zones, and agriculture/settlement zones. Protected areas can be established for a number of reasons including their natural (biophysical), cultural heritage, or recreational values (Haddock 2001). Integrated resource management zones (RMZs) range from those focusing on enhancing resource extraction values, to those focusing on protecting special environmental values while enabling resource use (Haddock 2001). Settlement zones include areas reflecting existing community boundaries and anticipated growth areas (Haddock 2001). Agriculture zones include lands in the agricultural land reserve and other lands that are suitable for food production activities, including foreshore and marine areas (Haddock 2001).

Then, an evaluation of plan effects and a social and economic transition strategy is presented. An analysis of the expected socioeconomic and environmental effects of a land use plan, compared to the existing land and resource allocation and management strategy, is conducted and documented (Brown 1996). The transition strategy identifies, through objectives and strategies, the ways that potential economic and social impacts of land use change in the plan area will be addressed (Haddock 2001).

Finally a plan should present the methods for plan implementation, monitoring, review, and amendment. This may include the route of plan approval, strategies and responsibilities in implementation, procedures for plan interpretation, review, and amendment and dispute resolution measures (Brown 1996).

Other desired outcomes

Beyond the development of a plan, the LRMP process is intended to produce a number of tangible results and long-term benefits for communities involved in the process. The planning process is intended to result in better communication and understanding among local residents and government agencies, expanded knowledge among local residents and agencies about their area's land and resource, and long-term participation in resource management (B.C. IRPC 1993a). Public participation in the planning process is intended to give everyone the opportunity to influence land use decisions affecting their communities, and is intended to result in plans being uniquely designed for each area (B.C. LUCO 2001a). The objectives are to strengthen public input, and increase communication and cooperation among various parties in the hope of enhancing knowledge, understanding, and agreement about the social, economic, and environmental implications of planning decisions (B.C. IRPC 1993a; B.C. LUCO 2001a). It is hoped that as a shared vision of land use is developed, the coordination and delivery of services between governments, Crown corporations, and the private sector will be improved (B.C. LUCO 2001a). Ultimately the process is intended to help find balanced solutions that provide land use certainty. The goal is to promote investment opportunities and economic growth, foster the stability of communities, and protect the environment and cultural diversity (B.C. LUCO 2001a).

3.4 STATUS: STRATEGIC PLANNING IN BRITISH COLUMBIA

Strategic land use planning is underway or complete for more than 85% of British Columbia. To date, the provincial Cabinet has approved 15 plans. The status of land use planning processes in the province as of January 2002 is illustrated in figure 3.1 below (B.C. LUCO 2002a).
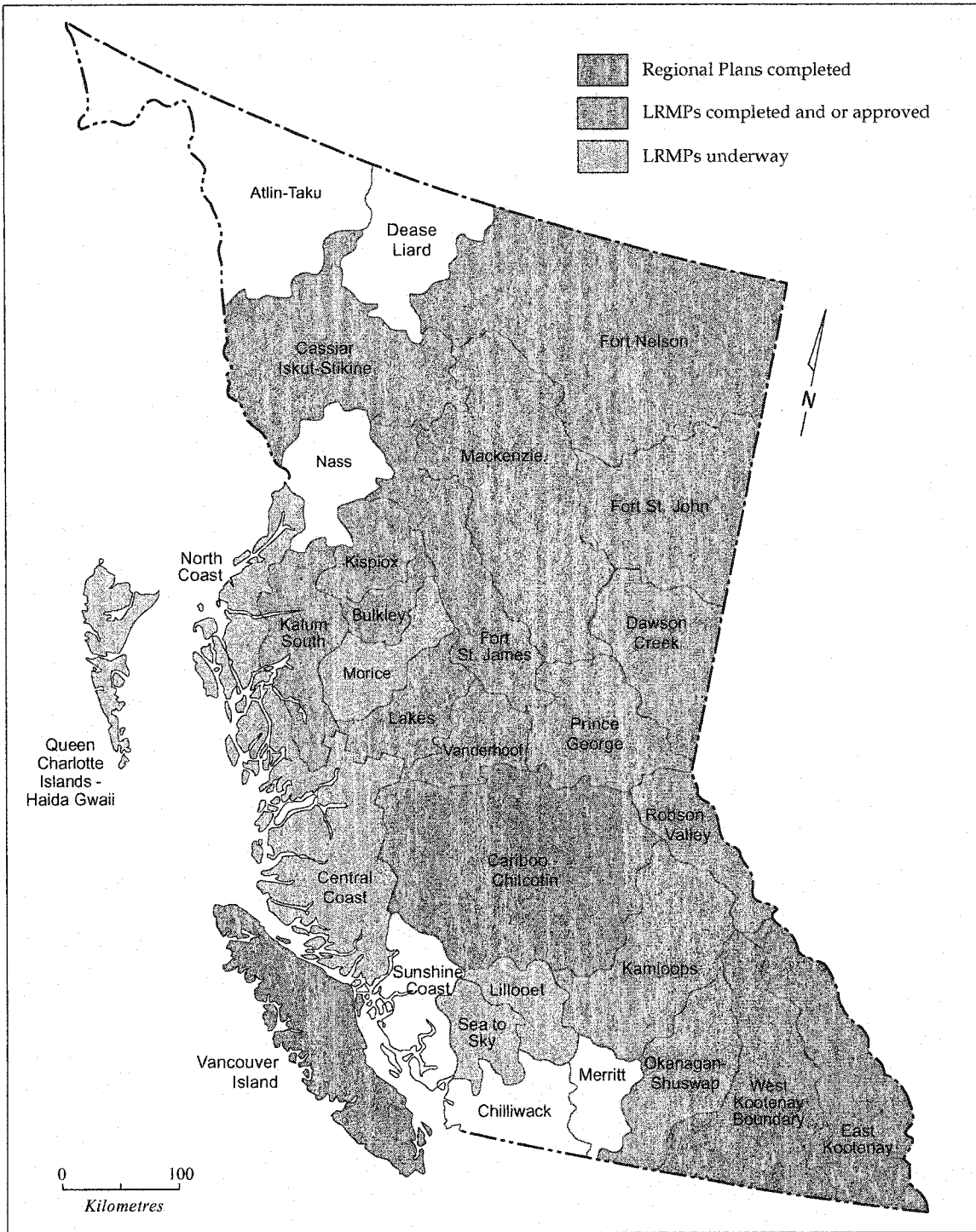
Figure 3.1 Status of Strategic Land Use Planning in British Columbia (B.C. LUCO 2002a)

Regional Plans completed
LRMPs completed and or approved
LRMPs underway

Atlin-Taku
Dease Liard
Cassiar Iskut-Stikine
Fort Nelson
Nass
Mackenzie
Fort St. John
North Coast
Kispiox
Bulkley
Katum South
Fort St. James
Dawson Creek
Morice
Lakes
Prince George
Vanderhoof
Queen Charlotte Islands - Haida Gwaii
Robson Valley
Central Coast
Cariboo Chilcotin
Sunshine Coast
Lillooet
Kamloops
Sea to Sky
Vancouver Island
Merritt
Okanagan Shuswap
West Kootenay Boundary
East Kootenay
Chilliwack

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0   100
Kilometres

Evolution and Achievements of the LRMP Planning Process

The LRMP process has evolved significantly over the last decade. Indeed, there is no single LRMP process. The involvement of public in these processes, and the management paradigms under which these processes operate, are changing significantly as a track record is built for the LRMP process. Planning methods used and technical frameworks for LRMPs are evolving, as are the social values LRMPs are designed to reflect. While the process itself has evolved, so have the institutions designed to implement land use planning in the province.

Success can be noted in some of the more measurable results achieved over the last decade in B.C. including doubling protected areas from approximately 6% to over 12% of the province, and the significant changes in land use patterns and designations across the province (B.C. LUCO 2001a). In addition, consensus agreements have been developed at a significant majority of the planning tables. Some more general successes of the process can be noted as well such as the inclusion of a wide range of interests in decision making, the dialogue generated between interests, the increased communication among agencies and departments, and the centralized collection and sharing of information. Perhaps the most significant achievement is the inclusion of social, economic, and environmental issues into the decision-making process. A summary of the LRMP planning processes completed to date and the level of agreement is presented in table 3.5 below.

Considerable time, resources, and effort have gone into preparing LRMPs by members of the public, stakeholder groups, and various levels of government. Significant challenges remain including balancing the growing complexity of land use decisions with the limited resources available to fund these processes. The most notable challenge facing land use planning in the province is the implementation, monitoring, and review of completed land use plans.

Table 3.5 Summary of LRMP Process Timelines and Level of Agreement

(B.C. LUCO 2002b)

Plan Area	Date Initiated	Date Completed	Date Approved (In principle) Final approval	Level of Agreement
Bulkley	January 1992	June 1996	(June 1997) April 1998	Consensus
Cassiar-Iskut-Stikine	February 1997	May 2000	October 2000	Consensus
Dawson Creek	June 1992	June 1998	March 1999	Consensus
Fort Nelson	February 1993	June 1996	October 1997	Consensus
Fort St. James	October 1992	Spring 1998	March 1999	Consensus
Forst St. John	January 1993	June 1996	October 1997	Consensus
Kalum South	1991	February 2001	April 2001	Consensus
Kamloops	October 1989	February 1995	June 1995	Consensus
Kispiox	September 1989	May 1994	(May 1995) April 1996	Consensus
Lakes District	April 1994	November 1997	(August 1999) May 2000	Consensus
MacKenzie	August 1996	July 2000	November 2000	Consensus minus one
Okanagan-Shuswap	July 1995	September 2000	January 2001	Consensus
Prince George	December 1992	June 1998	January 1999	Consensus
Robson Valley	March 1993	May 1997	April 1999	Partial Consensus
Vanderhoof	October 1993	May 1996	January 1997	Consensus
Central Coast	July 1996	phase 1 April 2001	phase 2 in progress	ongoing
Lilooet	June 1996	options presented March 2001	in progress	ongoing

Chapter 4: RESEARCH RESULTS

4.1 INTRODUCTION

The LRMP process is evaluated in this chapter using the evaluation methodology developed in chapter 2. This chapter summarizes the results of the participant survey. First, the survey results from closed questions relating specifically to both the process and outcome criteria are reported and reviewed. The criteria are included in a box at the beginning of each section to serve as a reminder of the key factors for each criterion. . Second, the results from open-ended general questions relating to issues such as overall process strengths, weaknesses, and opportunities for improvement are presented and discussed. Finally, the results identifying the keys to a successful process are presented.

Participant Survey

A participant survey was mailed or emailed to 767 of 894 possible participants from the 17 targeted LRMPs. The remaining participants could not be located. The survey was declined by 23 recipients due to a lack of involvement in the LRMP process. As of 18 March 2002, 197 responses had been received and form the basis of this analysis. The confidence interval for the results of this study is +/- 6.4%, 95% of the time. Of those who responded, 69% were involved for 75% or more of the process, and 50% for 90% or more of the process. Details on the number of responses by sector, and by LRMP, are summarized in tables 4.1 and 4.2.

Table 4.1 Number of Survey Responses by LRMP Process

LRMP	Number of Responses
Bulkley	9
Cassiar-Iskut-Stikine	12
Central Coast	9
Dawson Creek	8
Fort Nelson	10
Fort St James	11
Fort St John	2
Kalum	12
Kamloops	7
Kispiox	6
Lakes	11
Lillooet	11
Mackenzie	17
Okanagan-Shuswap	12
Prince George	19
Robson Valley	20
Vanderhoof	15
Multiple (advisor)	3
Unknown	3

Table 4.2 Number of Survey Responses by Sector or Interest Group

Sector / Interest	Number of Responses
Provincial government	36
Federal government	2
Local government	14
Government (unknown)	2
Forestry	38
Tourism/Recreation	37
Hunting/Trapping/Guiding	30
Conservation	22
Mining	17
Agriculture	12
Fishing	10
Labour	6
First Nations	4
Energy	2
Other	36

Note: The total number of responses is greater than 197 because participants often self identified as having represented more than one sector or interest group.

The participant survey results are presented in detail in appendix 1. Participants responded to closed questions using a four point scale of agreement or disagreement (strongly agree,

somewhat agree, somewhat disagree, strongly disagree), or not applicable. For ease of
interpretation, percentages were then calculated based on the frequency of a particular response,
divided by the total number of responses. Responses marked not applicable were excluded from
the total. A score for each question was then calculated by applying a weight to the four-point
scale responses. The score, which ranges from +2 to –2, indicates the degree to which the process
met the criterion (positive) or did not meet the criterion (negative). Where a question was
phrased negatively, scores were inverted to ensure comparability of the result with positively
worded questions. The responses are summarized in appendix 1, first by number of responses,
and second by the percentage of responses in each category, and the overall weighted score by
question. A coding system was developed to summarize participant responses to open questions,
and to calculate the frequency with which a particular response was made. Once coding was
complete, the responses were then grouped into themes to aid presentation and interpretation of
the results.

4.2 PROCESS CRITERIA

Purpose & Incentives

The process is driven by a purpose and goals that are real, practical, and shared by the group. Parties
believe that a consensus process offers the best opportunity for addressing the issues, as opposed to
traditional ones; this requires an informed understanding of consensus processes and a realistic view of
available alternatives, or their BATNA (best alternative to a negotiated agreement). Participants share a
sense of urgency with respect to settling the dispute providing incentive to participate and reach
agreement.

The survey responses demonstrate that participants had strong incentives to participate and to
reach a negotiated agreement. A total of 88% of participants indicate they became involved in
the process because they, or their organization, believed it was the best way to achieve their
goals. This demonstrates that participants had low BATNAs (best alternative to a negotiated
agreement). In addition, 87% of participants feel the issues addressed in the process were
significant problems requiring timely resolution, providing a sense of urgency to their resolution.
A significant majority of participants (86%) also report that stakeholders had a clear
understanding that if consensus was not reached, the provincial government would make
decisions on land and resource use itself. Therefore, the BATNAs of stakeholders were based on

a unilateral decision by the provincial government. The fact that stakeholders knew that if they did not reach an agreement the provincial government would make a unilateral decision increased their willingness to negotiate. In addition, the growing blockades, legal injunctions, and international boycott campaigns led by environmental organizations had a significant impact on the BATNA of the forest sector providing incentive to negotiate. Overall, scores reflecting incentives are high ranging from 1.22 to 1.30.

The participants had clear goals in mind when they chose to become involved in the process (81%). A majority of participants (66%) also believe the group collectively identified, and agreed upon, clear goals and objectives for the process. The scores for purpose and goals are both positive (0.97 and 0.36) indicating the criterion is met. However, the score for collectively identified goals is significantly lower.

The survey demonstrates (fig. 4.1) that process participants had strong incentives to negotiate and reach agreement. It also shows that the process participants had clear goals in mind and collectively identified goals and objectives for the process. However, the results are weaker for this part of the criterion indicating addition effort would have been valuable in establishing clearer shared goals and objectives for the process.
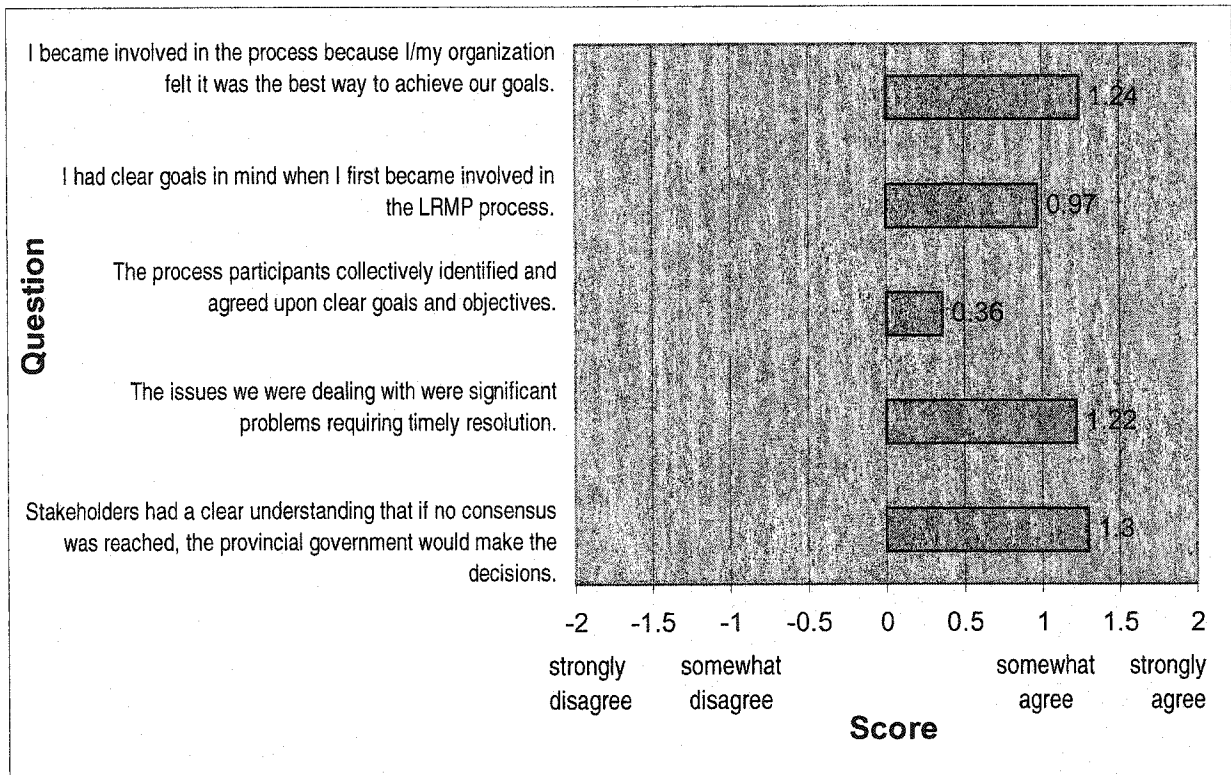
Figure 4.1 Summary of survey results for criterion: Purpose and Incentives

Inclusive Representation

All parties with a significant interest in the issues and outcome are involved throughout the process. Includes those parties affected by, or who have an interest in, any agreement reached, parties needed to successfully implement it, or who could undermine an agreement if not involved in the process, particularly nonactivist, nonaligned members of the public, and including appropriate government authorities. Those representing similar interests form a caucus or coalition in order to restrict the process to a manageable number of participants. There are clear provisions to add parties to the process as appropriate.

Most participants (64%) believe that all appropriate interests or values were represented in their process. However, 37% only somewhat agree resulting in a moderately positive score of 0.43. This result indicates that while the process was successful in this respect, there were problems ensuring that all appropriate interests were represented. Results from the open-ended questions demonstrate there are concerns that some groups were not represented at all, while others had too much representation at the table. In terms of government representation, 69% of participants feel that all government agencies that needed to be involved were adequately represented. The score for government representation is relatively high (0.71). The survey indicates that some

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improvement could be made in stakeholder representation by including additional interests that were not represented, and reducing the role of other interests that were over-represented (fig. 4.2).
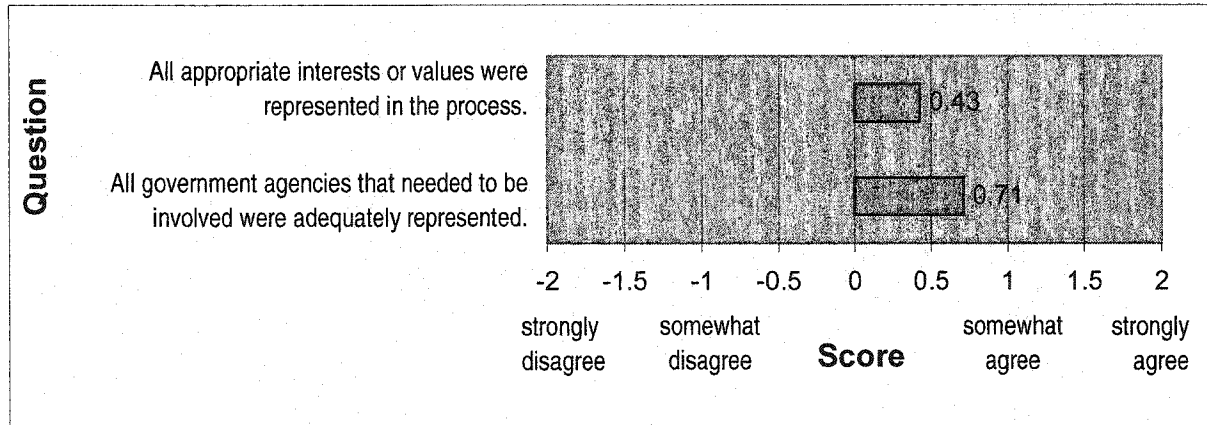
Figure 4.2 Summary of survey results for criterion: Inclusive Representation

Voluntary Participation and Commitment

The parties who are affected, or interested, participate voluntarily and are committed to the process. All parties are supportive of the process and committed to invest the time and resources necessary to make it work. Participants remain free to pursue other avenues if the consensus process does not address their interests; the possible departure of any key participant presses all parties to ensure that the process fairly incorporates all interests.

Participation in the LRMP processes was voluntary, and the fact that participants also perceived it as such was demonstrated by those groups who chose to not participate in individual processes, or withdrew from the processes entirely. For example, First Nations did not participate in most processes and the B.C. and the Yukon Mining Association as an organization formally withdrew from all LRMP processes. In terms of commitment to the process, significant commitment was demonstrated by the years of time and significant resources that were dedicated by organizations and individuals around the province. The survey reveals some interesting results in terms of participant perspectives on levels of commitment. While almost all participants (96%) state that they were fully committed to making the process work, only about half (49%) feel all participants were committed to making the process work. Scores for these questions are 0.43 and –0.13 respectively (fig. 4.3). This criterion is met in terms of the design of the process being open with voluntary participation, and participants demonstrated and indicate they had high

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levels of commitment to making the process work. It is noteworthy that just more than half of participants believe that at least some other participants were not equally committed.
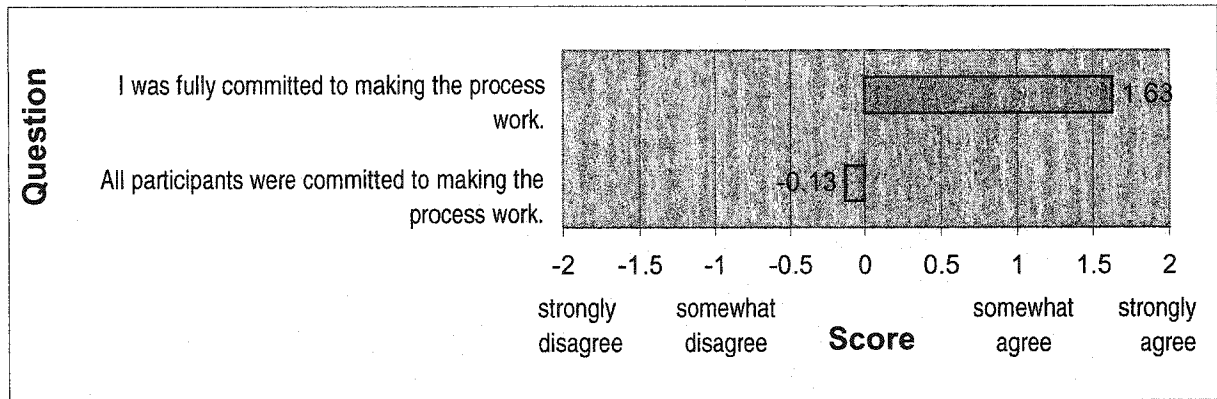
Figure 4.3 Summary of survey results for criterion: Commitment

Self Design

The parties involved work together to design the process to suit the individual needs of that process and its participants. The process is self-organizing, allowing participants to customize ground rules, objectives, tasks, working groups, and discussion topics to meet the circumstances and needs of the specific situation. All parties have an equal opportunity to participate in designing the process. An impartial person may suggest options for designing the process, but ultimate control over the mandate, agenda, and issues comes from the participants themselves.

The LRMP process established by the provincial government provided a framework that participants could work with and customize as necessary. Participants developed their own terms of reference at the beginning of each process. LRMP participants state that they were both involved in the design of the process (77%) and that they were able to influence the process used on an ongoing basis (61%). While both scores are positive (fig. 4.4), the result for the ability to influence initial process design (0.83) is much higher than for participants' ability to influence the process design on an ongoing basis (0.24).
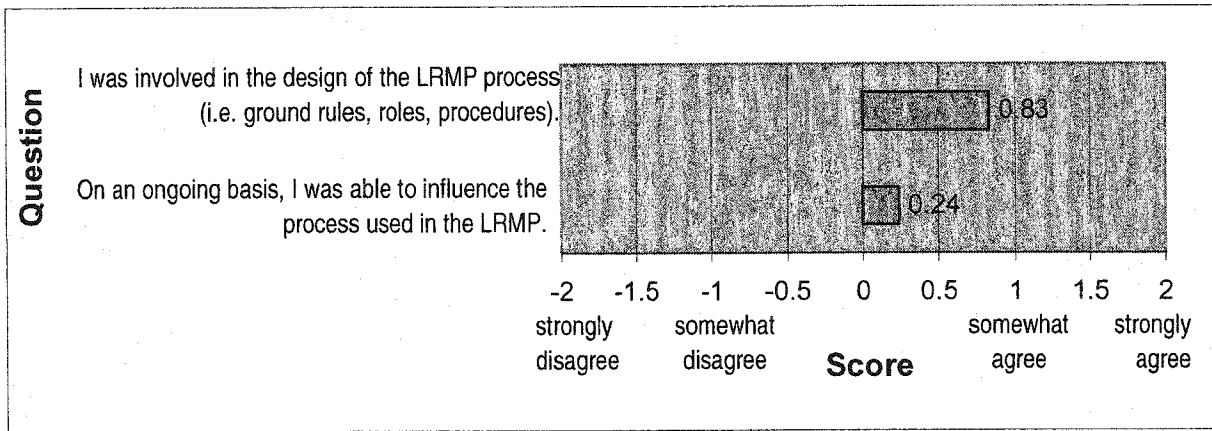
Figure 4.4 Summary of survey results for criterion: Self Design

Clear Ground Rules

As the process is initiated, a comprehensive procedural framework is established including clear terms of reference and ground rules including: scope and mandate; participant roles, responsibilities, and authority, including process management roles and responsibilities; code of conduct; definition of "consensus"; dispute settlement process; use of subgroups; clear media and public outreach policy; and a "fallback mechanism". It is important to allow for adaptation and flexibility.

A strong majority of participants (78%) feel the procedural ground rules were clearly defined, and 64% of participants believe participant roles were clearly defined. Both scores are positive (fig. 4.5), indicating the criterion is met. However, the fact that 37% of respondents stated that participant roles were not clearly defined and understood suggests that there is room for improvement.
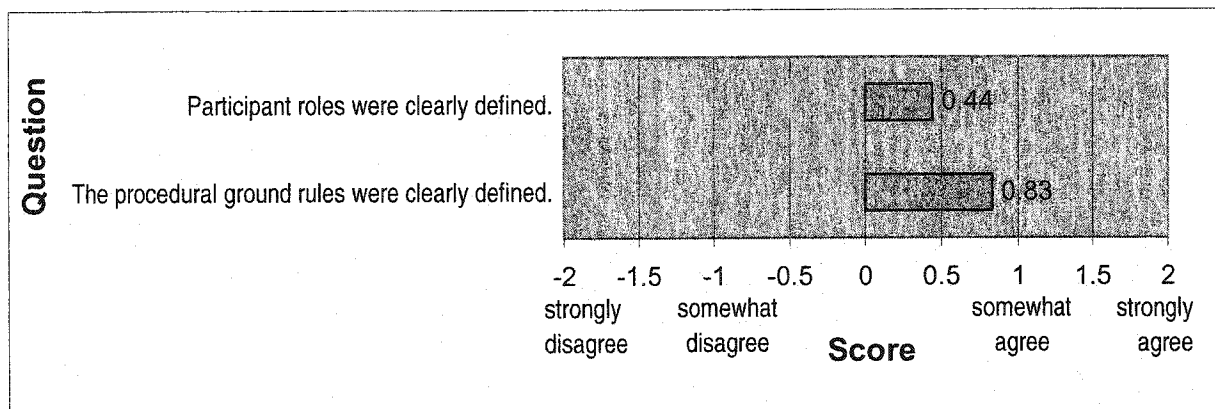
Figure 4.5 Summary of survey results for criterion: Clear Ground Rules

Equal Opportunity and Resources

The process provides for equal and balanced opportunity for effective participation of all parties. All parties are able to participate effectively in the consensus process. To promote an open, fair, and equitable process where power is balanced among participants, consideration is to given to providing: training on consensus processes and negotiating skills; adequate and fair access to all relevant information and expertise; resources for all participants to participate meaningfully.

Most participants (65%) feel they received sufficient training to participate effectively and slightly more than half (54%) feel they received sufficient funding to participate effectively. Most (68%), however, indicate there were unequal levels of influence at the table, and slightly less than half (48%) believe that power imbalances among participants were reduced by the process. Given the perceptions of inequality in resources and power, 80% of participants believe their participation made a difference in the outcomes of the LRMP process. Excluding the question regarding making a difference on the outcome, which scored 0.84, the scores for other questions in this criterion were low ranging from 0.48 for training to –0.66 for equal influence. These results (fig. 4.6) show that while a strong majority of participants feel their participation made a difference in the outcomes of the process, and most thought they had sufficient training to participate effectively, funding and power imbalances among participants remained an issue.
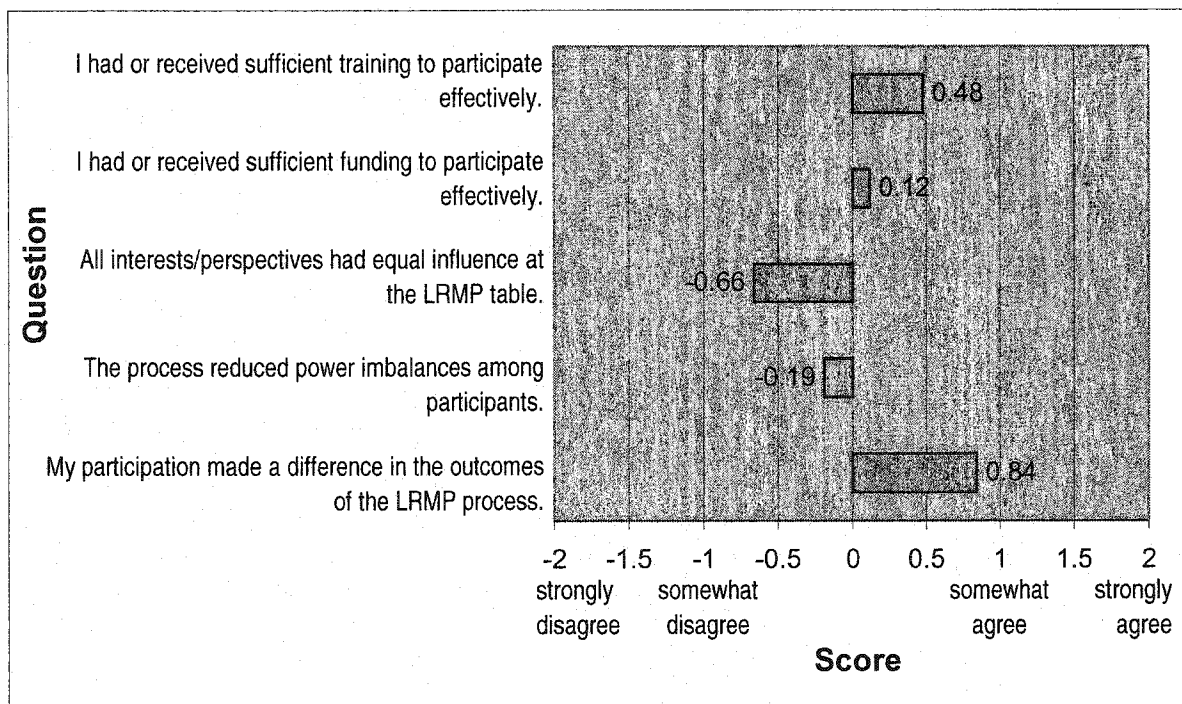
Figure 4.6 Summary of survey results for criterion: Equal Opportunity and Resources

Principled Negotiation and Respect

The process operates according to the conditions of principled negotiation including mutual respect, trust, and understanding. Participants demonstrate acceptance of, understanding of, and respect for, the legitimacy, diverse values, interests, and knowledge of the parties involved in the consensus process. Active respectful dialogue provides the opportunity for all participants to better understand one another's diverse interests and knowledge, fosters trust and openness, and allows participants to move beyond bargaining over positions to explore their underlying interests and needs.

A strong majority (83%) of participants indicate the process encouraged open communication about participants' interests; 60% state that participants demonstrated a clear understanding of the different stakeholders' interests around the table. While most (58%) believe the process generated trust among participants, and even more (71%) feel the process fostered teamwork, almost half (47%) indicated the process was hindered by a lack of communication and negotiation skills. Scores are all positive and generally moderate to low except for encouraging open communication (fig. 4.7). The process was very successful in encouraging open communication about participants' interests, and reasonably successful in fostering teamwork. Although still successful, the process performed less well in terms of generating trust, communication and negotiation skills, and participants demonstrating clear understanding of others' interests.
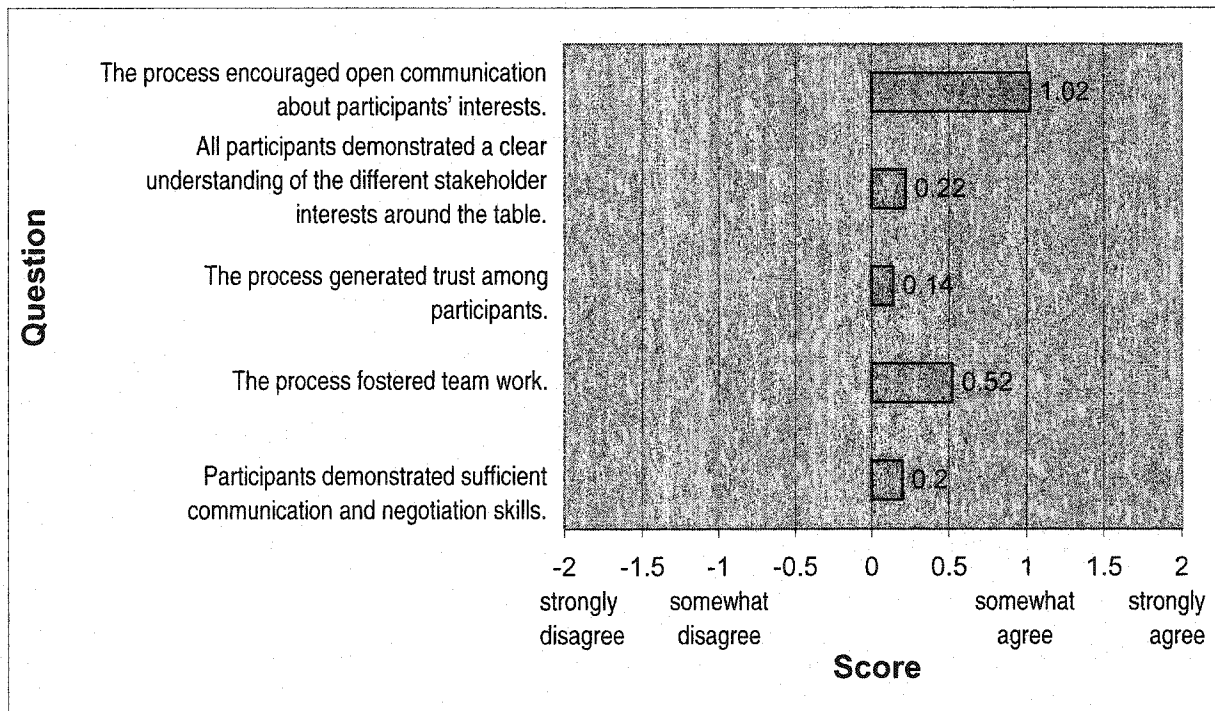
Figure 4.7 Summary of survey results for criterion: Principled Negotiation and Respect

Accountability

Participants are accountable to the process that they agreed to establish. Participants representing groups or organizations maintain communication with, are empowered by, and effectively speak for the interests they represent. The public is kept informed on the development and outcome of the process, and mechanisms are in place to ensure the interests of the broader public are represented in the process and final agreement.

The majority of participants (74%) feel they were able to effectively communicate with, and gain support from their constituency, and 70% indicate the group they represented provided them with clear direction throughout the process. A strong majority of participants (75%) also believe the representatives at the table were accountable to their constituencies. When asked whether they think the process helped to ensure they were accountable to their constituency, 60% agreed. Scores for accountability to constituencies are all positive and range from 0.24 to 0.71.

Results regarding accountability of the process to the wider public are less positive. Slim majorities indicate the process had an effective strategy for communicating with the wider public (57%), and that the process was effective in representing the interests of the wider public (54%). The scores of 0.17 and 0.05 for accountability to the broader public, while still positive, are lower than the scores for accountability to constituencies (fig. 4.8).
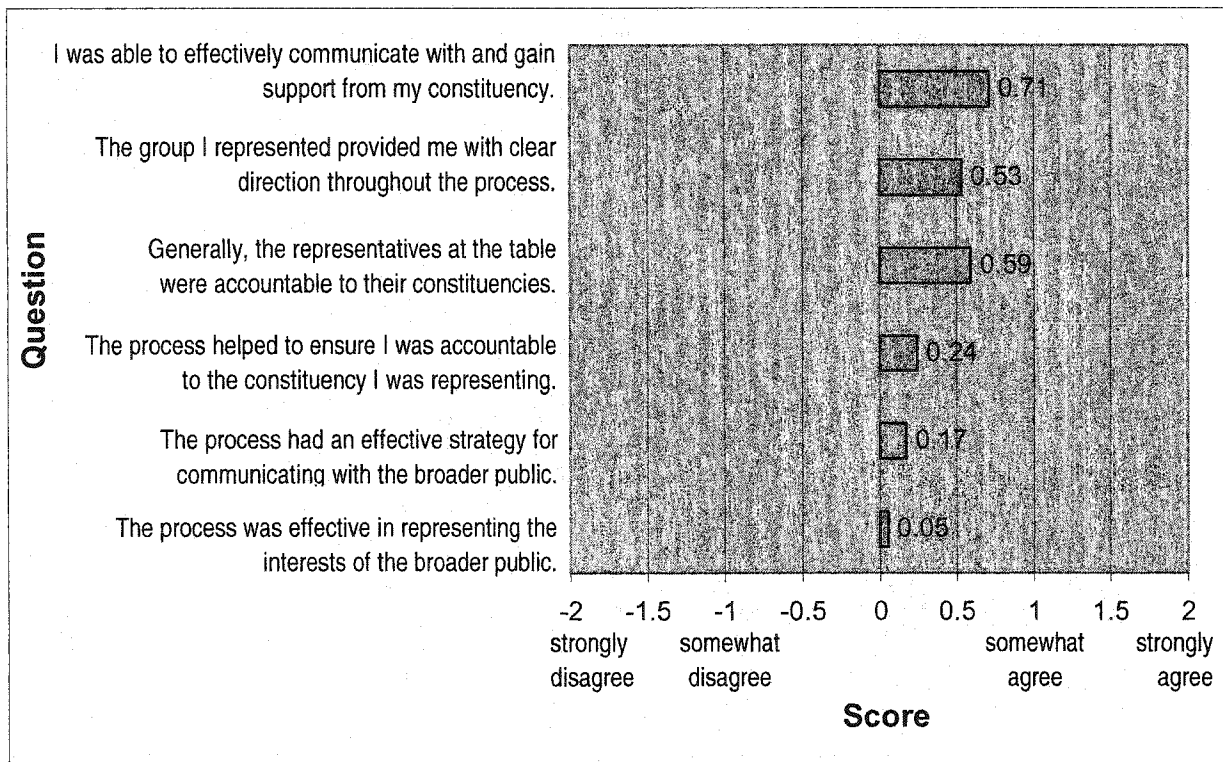
Figure 4.8 Summary of survey results for criterion: Accountability

Flexible, Adaptive, Creative

Flexibility is designed into the process to allow for adaptation and creativity in problem solving. The process is designed with flexibility and feedback is continually incorporated into the process such that it can evolve as the parties become more familiar with the issues, the process, and each other, or to accommodate changing circumstances. The process addresses problems in new and different ways by fostering a more open, flexible, comprehensive, and integrated problem-solving environment allowing for creative thinking and adaptive management.

When asked whether the process was flexible enough to be adaptive to new information or changing circumstances, 74% of participants agreed. In addition, 72% of participants indicate that they were given the opportunity to periodically assess the process and make adjustments as needed. While the percentage in agreement is high, the scores are only moderately positive 0.65 and 0.59 because in both cases 49% of participants only somewhat agree (fig. 4.9). The results thus indicate there is room for further improvement in terms of flexibility and adaptability of the process. As will be discussed in the outcomes criteria section, most participants (73%) feel the planning process produced creative ideas for action, with a score of 0.63.
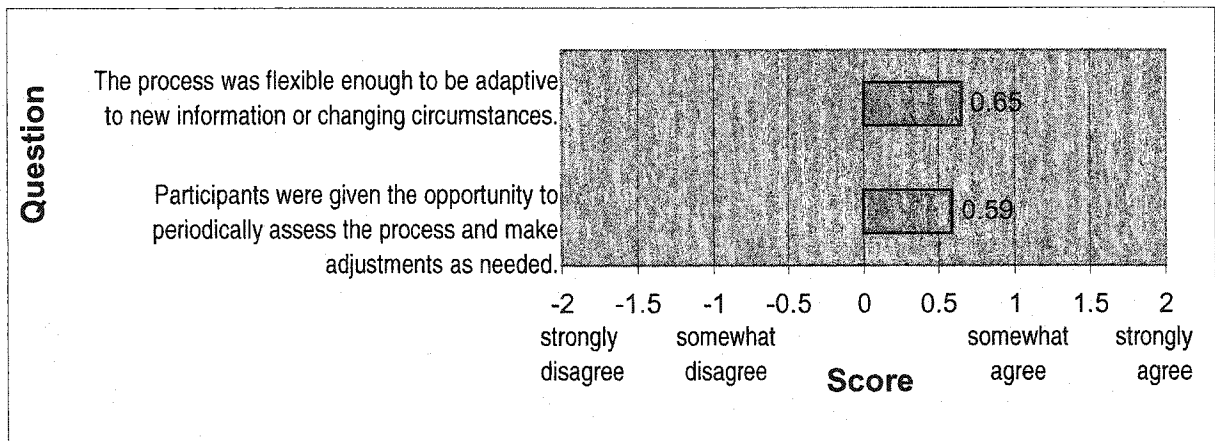
Figure 4.9 Summary of survey results for criterion: Flexible and Adaptive

High-Quality Information

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

Almost half of participants (46%) feel the process lacked adequate high-quality information for effective decision making. Given that protected areas creation was a focus of the process, participants were asked whether they felt the process was well prepared with the information needed to accommodate protected areas within the LRMP. Again, participants are divided with, 53% thinking it was and, 47% thinking it was not, resulting in a score very close to zero (0.02). Given that participants are divided as to whether they believe they had enough high-quality information for decision making, the quality of information is an area that could be improved upon.

The different techniques used to incorporate information into decision making were helpful. Participants are extremely positive about the overlay of resource values on maps as being a useful technique for evaluating land use options. Mapping receives a score of 1.27 with 93% agreeing it was useful. The multiple accounts method is also positively reviewed. However, its score (0.18) is significantly lower than for overlay mapping (fig. 4.10). More than half (62%) who used multiple accounts feel it was useful. It is important to note that 40 respondents (20%) of all respondents answered "not applicable", indicating that this method was used less frequently than overlay mapping.

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

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

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

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

0.2

0.02

1.27

0.18

-2   -1.5   -1   -0.5   0   0.5   1   1.5   2
strongly   somewhat   somewhat   strongly
disagree   disagree   agree   agree
                                            Score

Figure 4.10 Summary of survey results for criterion: High-Quality Information

Time Limits

Clear, realistic, and reasonable time limits for working toward a conclusion and reporting on results are established and it is made clear that unless parties reach an agreement, someone else will impose a decision. Milestones are established throughout to focus and energize the parties, marshal key resources, and mark progress toward consensus, which gives participants positive feedback that the process is working. Sufficient flexibility, however, is necessary to embrace shifts or changes in timing.

The provincial government set a guideline of 18-24 months from initiation for the completion of LRMP processes, and participants generally set a timeline for completion in the terms of reference. Participants are divided when asked if they thought the time allotted to the process was realistic. Almost half 49% believe it was not, giving a negative score, although only slightly so at –0.08. While, more than half (60%) of participants feel the process had a detailed project plan including clear milestones, the resulting score is relatively low (0.29). A majority of participants (65%) indicate that deadlines during the process were helpful in moving the process along.; however, only 23% strongly agree (score 0.35). These results show (fig. 4.11) that while a majority of participants believe deadlines were helpful in expediting the process, a significant minority feels that clear milestones were not established throughout the process. Flexibility in deadlines was demonstrated by the number of LRMP processes that were allowed to continue

long past the original 24-month deadline. The average completion time was in fact 48 months, and no LRMP was completed within the 24-month deadline.
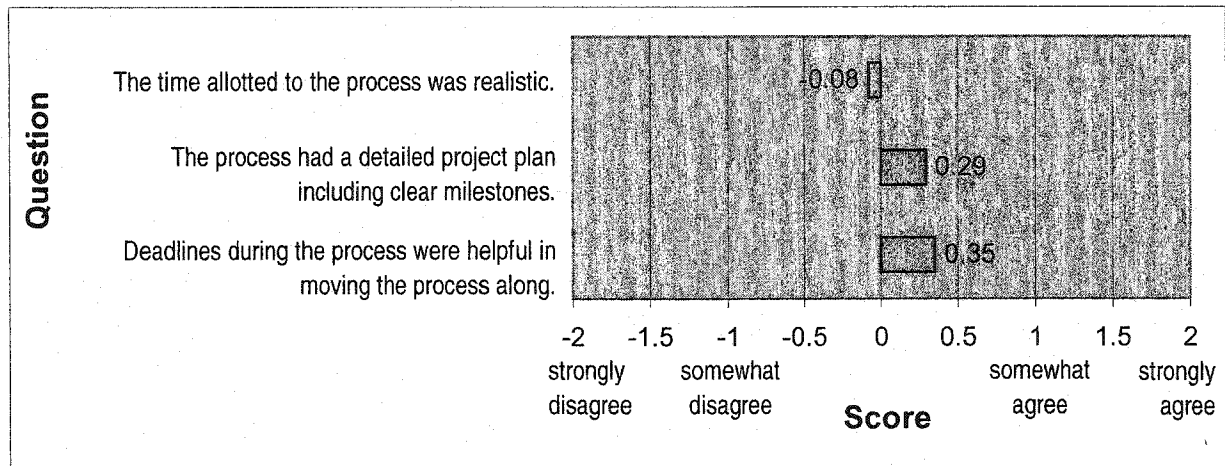
Figure 4.11 Summary of survey results for criterion: Time Limits

Implementation and Monitoring

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

A majority of participants (64%) agree when asked if at the end of the process the table participants shared a strong commitment to plan implementation. Less than half of those strongly agree resulting in a score of 0.38. Just over half of the participants (56%) feel the table developed a clear strategy for plan implementation, resulting in a positive but low score of 0.17. The survey results (fig. 4.12) show that in terms of a commitment to implementation and monitoring the process receives positive, but low, scores. This indicates that while an effort was made, and commitment existed, the strategy for implementation and level of commitment could have been improved.
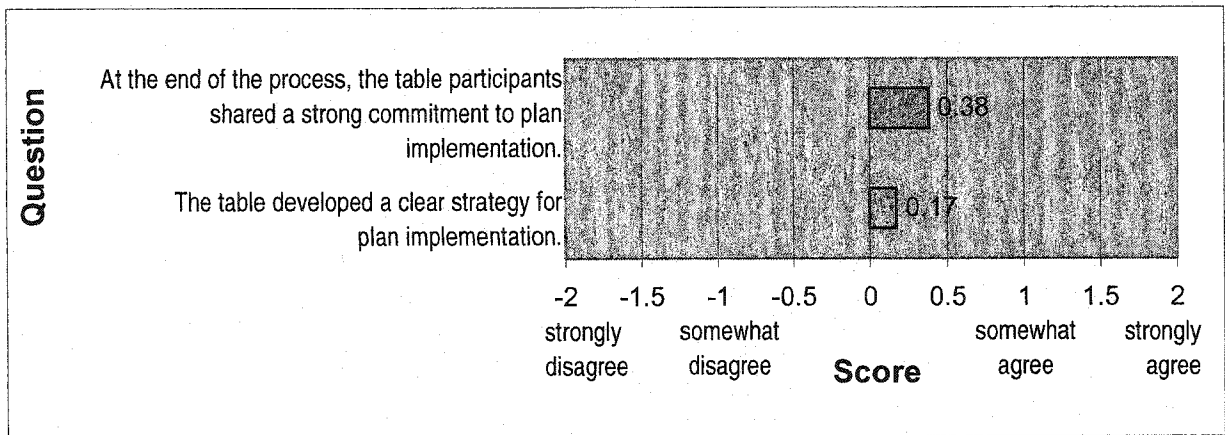
Figure 4.12 Summary of survey results for criterion: Implementation and Monitoring

Effective Process Management

The process is coordinated and managed effectively and in a neutral manner. While participants themselves may perform process management duties, a neutral process staff is helpful in ensuring effective process management while minimizing participant burnout. The process is managed effectively by providing: a project/process plan and managing its execution; skilled coordination and communication; information management; appropriate meeting facilities; records of meetings, decisions, and action items; and support to ensure participants are getting the resources required to participate effectively.

Only one third (33%) of participants believe the process was hindered by a lack of structure. A large majority (86%) state that process staff were skilled in running the planning table meetings. In terms of neutrality of the lead agency and process staff a passing grade is received from participants; however, scores are relatively low with 0.38 for process staff and 0.35 for the lead agency. Almost two thirds of participants indicate that process staff acted in a neutral and unbiased manner (62%), and that the agency responsible for managing the LRMP process acted in a neutral and unbiased manner (64%). The results indicate (fig. 4.13) that participants are pleased with the management of the process. However, the neutrality of the support staff and lead agency received lower scores.
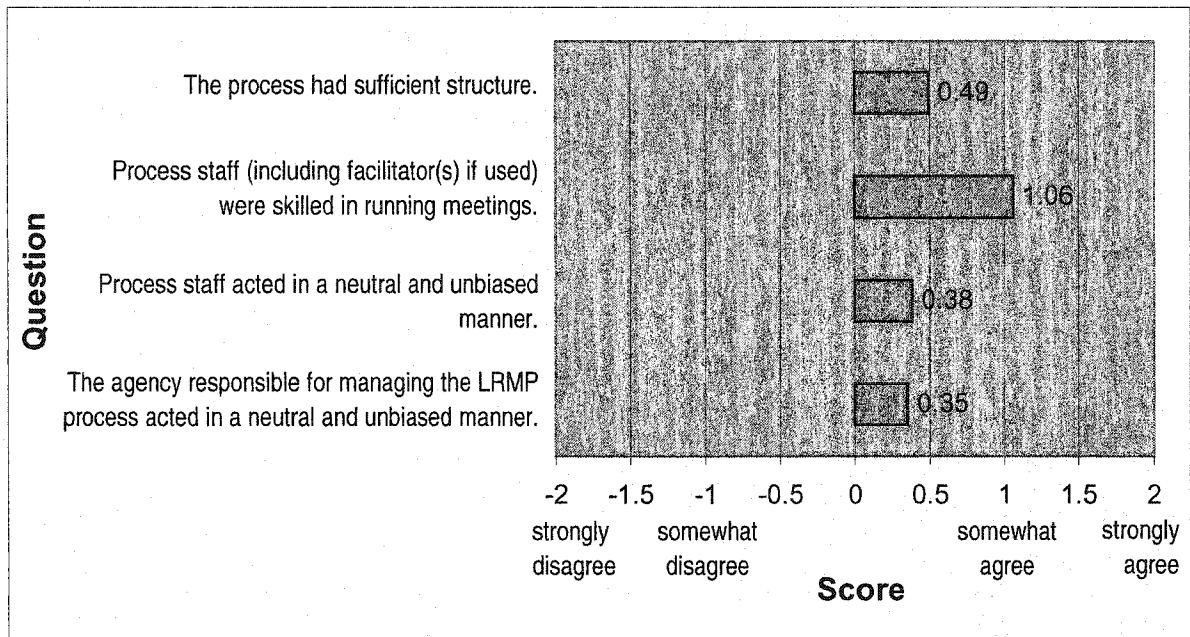
Figure 4.13 Summary of survey results for criterion: Effective Process Management

Independent Facilitation

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

A strong majority of participants (77%) believe the presence of an independent facilitator improved process effectiveness, and 75% feel the independent facilitator acted in an unbiased manner. Scores for these questions are moderately high at 0.92 and 0.79 respectively. As reported above, 86% of participants state that the process staff (including facilitator if used) was skilled in running meetings. It is important to note the over 30 participants or approximately 15% of participants answered "not applicable" indicating independent facilitation was not used in all processes. The survey results (fig. 4.14) indicate that independent facilitation in the process was helpful when used and that facilitators were generally skilled and unbiased. Independent facilitation was not, however, used in all processes and only used intermittently in others.
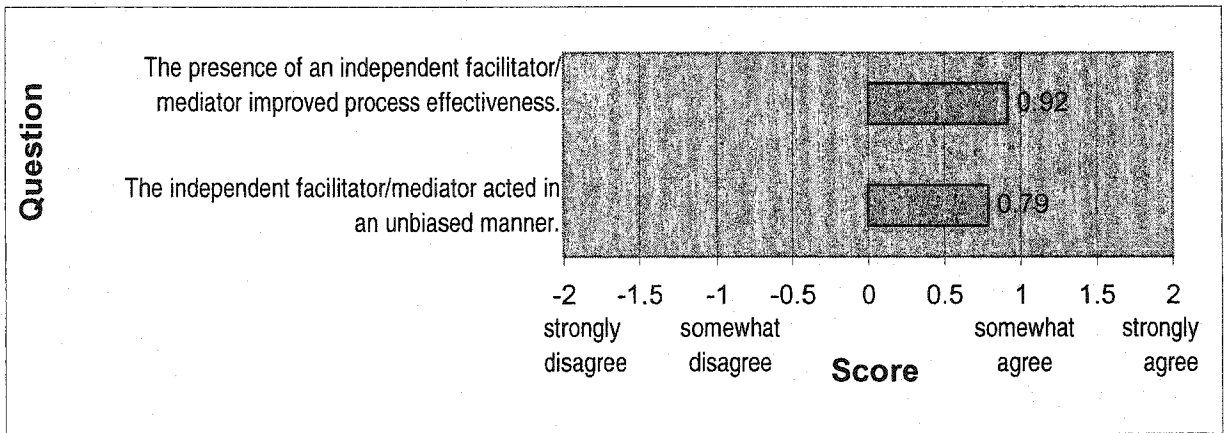
Figure 4.14 Summary of survey results for criterion: Independent Facilitation

4.3 OUTCOME CRITERIA

Perceived as Successful

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

The process is perceived as successful by stakeholders, with approximately two thirds believing that it was both successful and a positive experience; 69% of participants state that the LRMP process was a positive experience, and 63% feel the LRMP process they participated in was a success. Scores (fig. 4.15) are positive and moderate for both (0.38 and 0.59). The process scores lower when participants are asked if they are satisfied with the outcome of the process at 0.16, with only 56% satisfied.
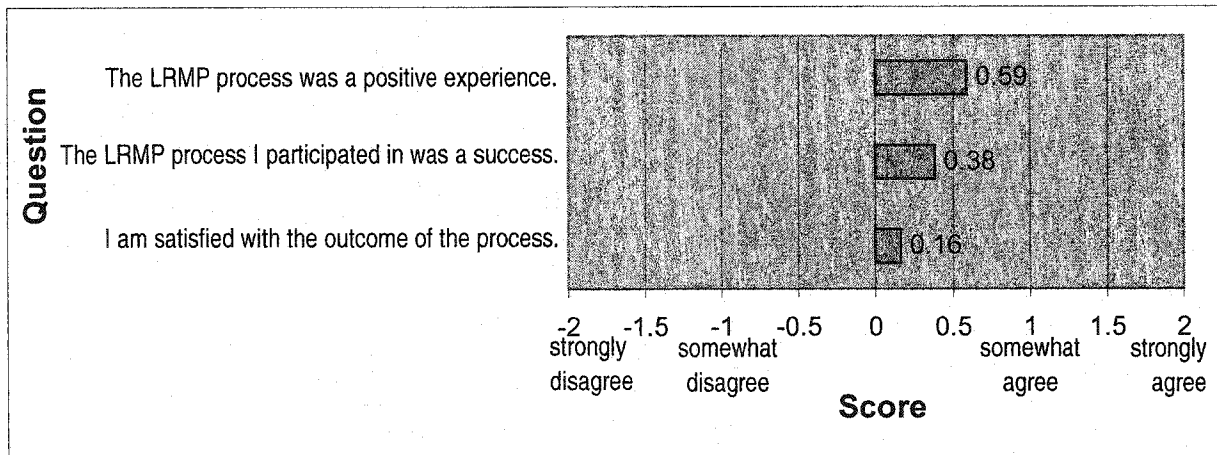
Figure 4.15 Summary of survey results for criterion: Perceived as Successful

Agreement

The process reached a high-quality agreement that meets the interests of, and is acceptable to, all stakeholders. The agreement is feasible, stable, flexible, and adaptive. Where a consensus agreement is not reached, the outcome of the process ended stalemate, allowing parties to move forward without a formal agreement.

Given that consensus agreements were reached in 13 of the 15 completed processes, and near consensus in the remaining two, the responses from participants, while positive, are in some ways surprisingly low. Just under two thirds of participants (62%) believe the resulting plan

addressed the needs, concerns, and values of the group they represented, with only 18% strongly agreeing, resulting in a score of 0.20 (fig. 4.16). This could perhaps be an inevitable outcome of consensus negotiation, where all parties are required to compromise to reach an agreement. Given that everyone has to give up something to reach agreement, the final plan likely will not meet all interests of all stakeholders. Rather, the objective was to develop a plan that came closest to meeting everyone's interests. Within this context, 62% of participants feeling that the resulting plan addressed the needs, concerns, and values of their group is very positive. Participants' concerns regarding implementation of the plan are discussed in section 4.4.
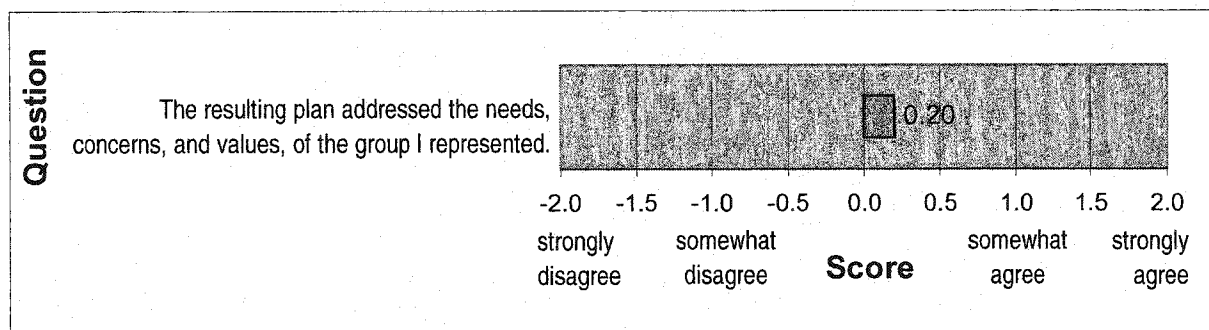
Figure 4.16 Summary of survey results for criterion: Agreement

Conflict Reduced

The process and its outcomes reduced conflict in the area regarding the issues addressed.

Participants are divided when asked whether conflict over land use in the area has decreased as a result of the LRMP process. Just over half (55%) believe it has. However, because more participants strongly disagree than strongly agree, the score is very slightly negative (fig. 4.17). Having a significant proportion of participants state that conflict has not been reduced could, at least in part, be a reflection of lack of plan implementation, or that many difficult issues were left to be addressed under operational planning on a smaller scale.
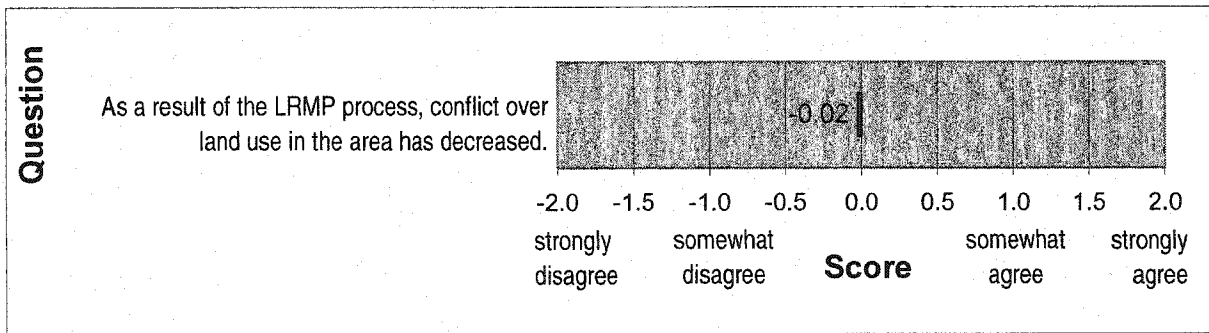
Figure 4.17 Summary of survey results for criterion: Conflict Reduced

Superior to Other Methods

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

More than two thirds (70%) of participants agree when asked if the LRMP process was the best way of developing a land use plan, resulting in a positive score of 0.62. A slight majority of participants (57%) believe that their groups', interests were better accommodated through the LRMP process than they would have been through other means (fig. 4.18). This shows again that the BATNAs of participants were low.   While data were not gathered on the actual costs of the process to the government or to stakeholders, survey results indicate participants feel the process was the best way of developing a plan, and believe their interests were better accommodated than they would have been under alternative planning models.
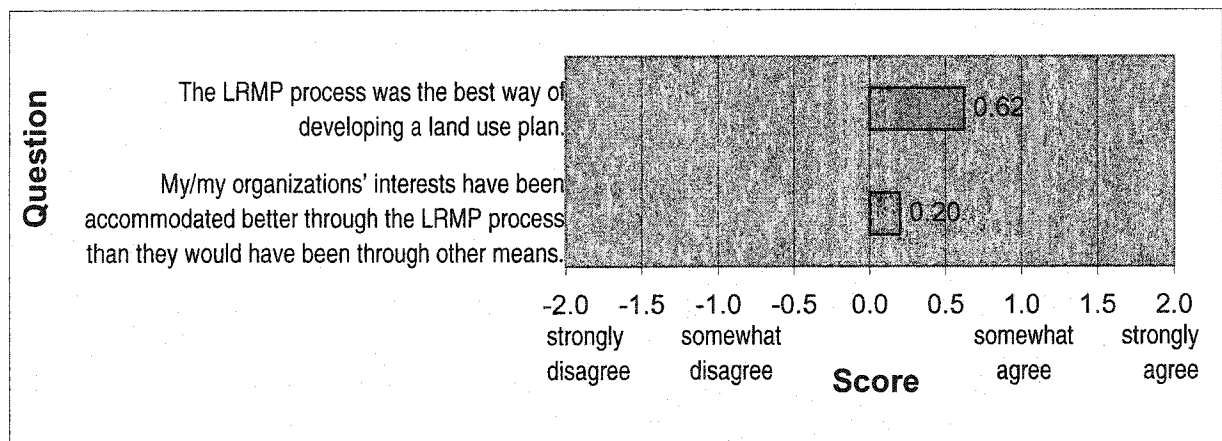
Figure 4.18 Summary of survey results for criterion: Superior to Other Methods

Creative and Innovative

The process produced creative ideas for action. Innovative ideas will be tested and learned from; even those that are not successfully implemented can provide opportunities for learning and growth and change ways of thinking that led to the conflict.

A majority of participants (73%) feel the LRMP planning process produced creative ideas for action resulting in a moderately positive score of 0.63 (fig. 4.19). The LRMP processes evidently provided an opportunity to test, and to learn from new ideas and approaches to decision-making and land and resource management.
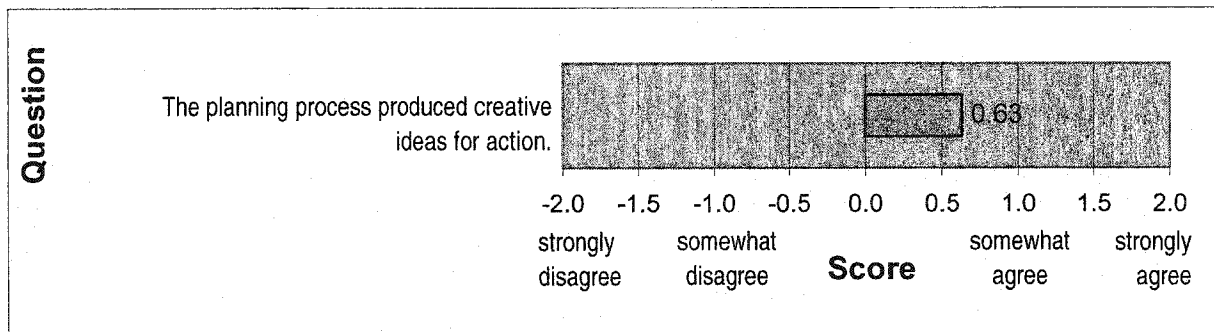
Figure 4.19 Summary of survey results for criterion: Creative and Innovative

Knowledge, Understanding, and Skills

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

Some of the most positively reviewed outcomes of the LRMP process by participants were the knowledge, understanding, and skills gained as a result of participation (fig. 4.20). Nearly all participants (96%) state that as a result of the process they have a good understanding of the interests of other participants, which gives this factor a high score of 1.45. In addition, 91% of participants indicate they have a better understanding of their region as a result of the process, resulting in a score of 1.31. A vast majority of participants (82%) also report that hey have a better understanding of how government works with respect to land and resource management,

resulting in another score just above one (1.02). Finally, 88% of all participants feel they gained new or improved skills as a result of their involvement in the LRMP process, giving the fourth score of four for this criterion above one.
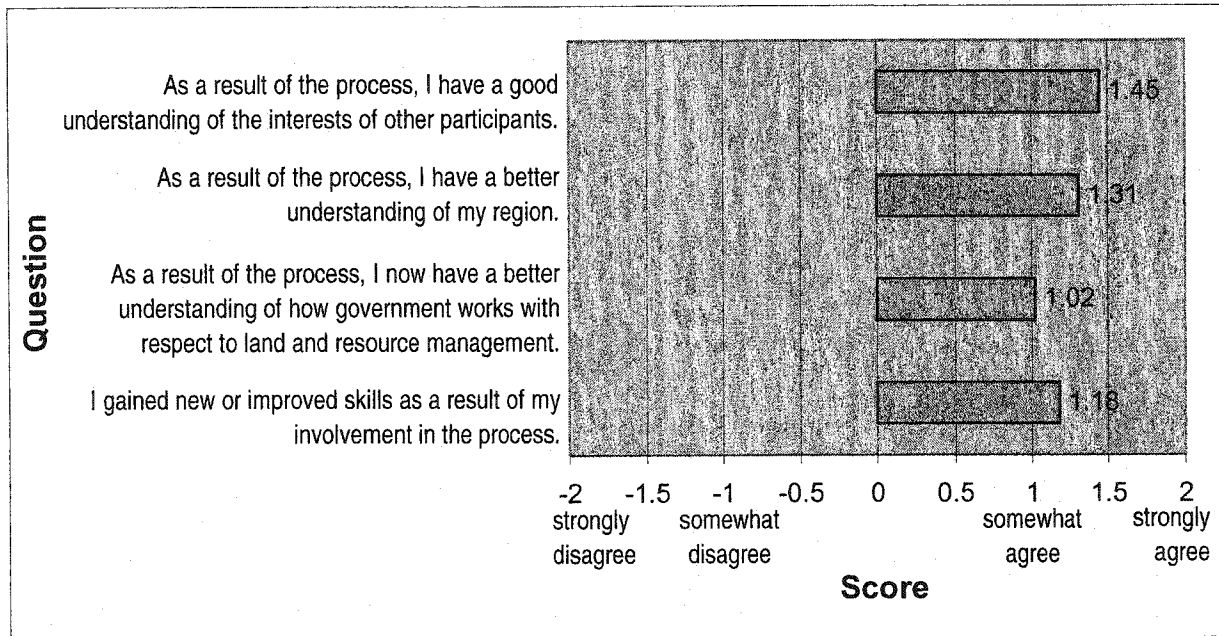
Figure 4.20 Summary of survey results for criterion: Knowledge, Understanding, and Skills

Relationships and Social Capital

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

The creation of new personal and working relationships is another outcome that the process was very successful in producing. A strong majority (78%) of participants believe that relationships among table members improved over the course of the process. Even more participants (85%) state that they have better working relationships with other parities involved in the land use planning as a result of the LRMP process. In addition, 86% report that contacts they acquired through their participation in the process are useful to them, their organization, or sector. Scores for this criterion (fig. 4.21) are all high and positive, ranging from 0.86 to 1.01.
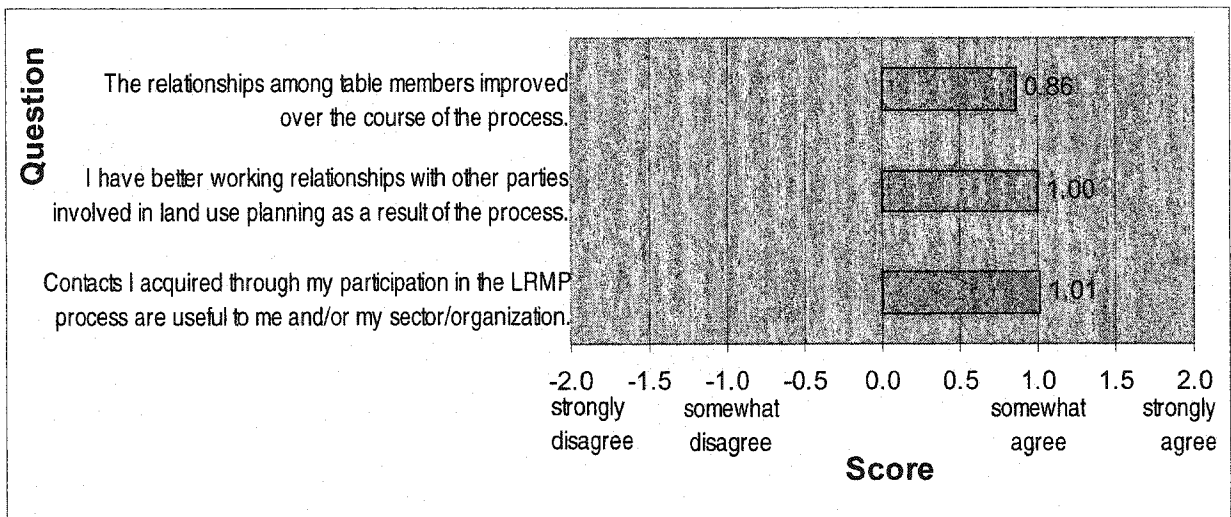
Figure 4.21 Summary of survey results for criterion: Relationships and Social Capital

Information

The process produced improved data, information, and analyses through joint fact-finding that stakeholders understand and accept as accurate such as facts, inventories, models, forecasts, histories, or analytical tools. This information was shared by others beyond the immediate group and is useful to participants and others for purposes outside of the process.

When asked about the usefulness of information generated through the LRMP process, 88% indicate the information is useful to them, their sector, or organization. In addition, 85% report having used information generated through the process for other purposes. Thus, in terms of information generated being useful to participants, the process scores highly for both questions (fig. 4.22). On the other hand, while still a majority (58%), fewer participants believe the process produced information that was understood and accepted by all participants, resulting in a score of 0.16.

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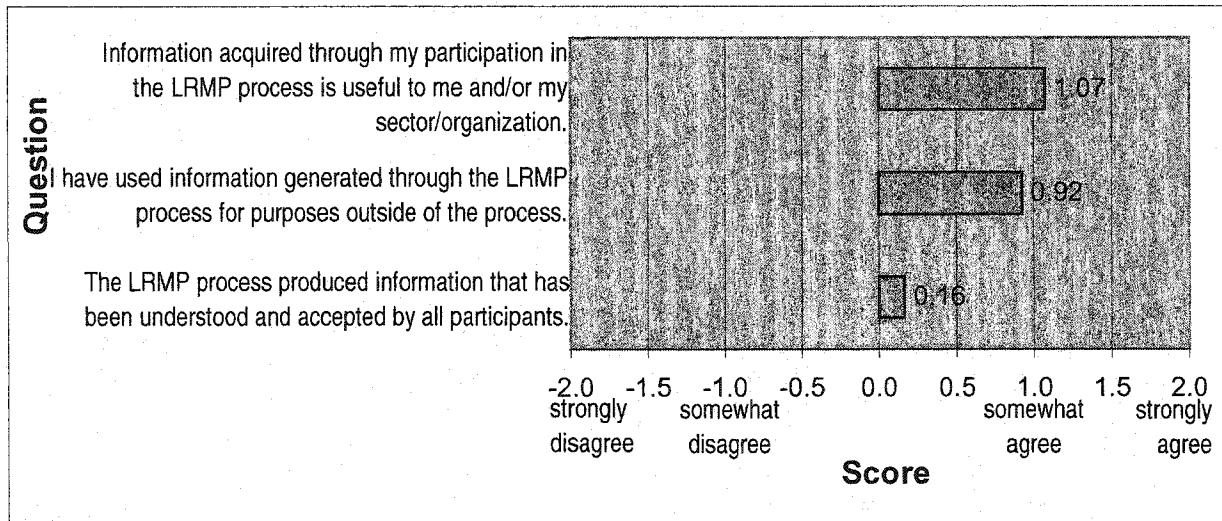
Figure 4.22 Summary of survey results for criterion: Information

Second-Order Effects

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

The LRMP processes resulted in second order effects including changes in behaviors and actions, and new partnerships or collaborative activities. A significant majority of participants (70%) report having seen changes in behaviors and actions as a result of the LRMP process. In addition, 62% indicate they are aware of spin-off partnerships, collaborative activities, or new organizations that arose as a result of the process. Scores for this criterion (fig. 4.23) are moderately positive at 0.56 and 0.31. Thus, there is potential for continued gains from the LRMP processes as stakeholders look for, and create, new opportunities for collaboration, and new creative solutions.
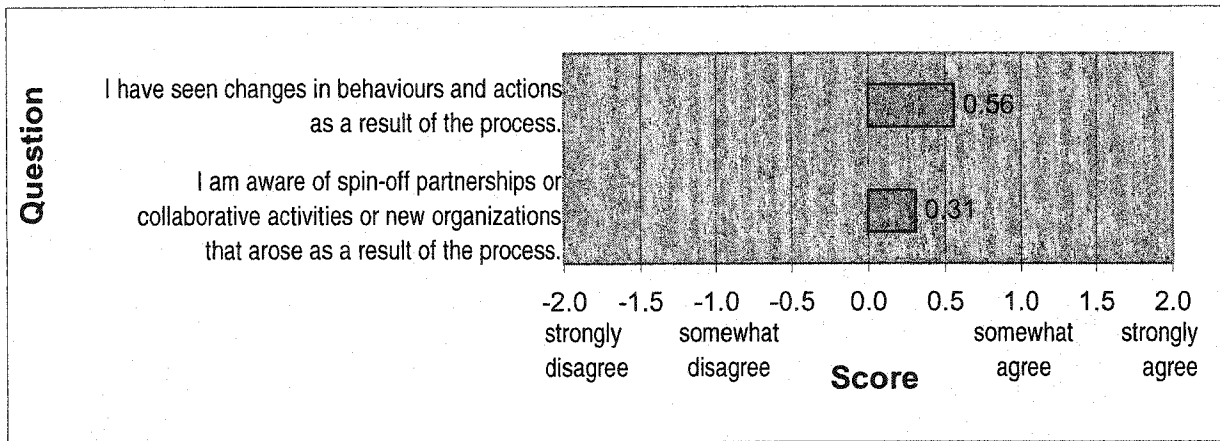
Figure 4.23 Summary of survey results for criterion: Second-Order Effects

Public Interest

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

While a survey of those external to the process was not conducted, participants were asked whether they believe the outcomes of the LRMP process served the common good or public interest. Over two thirds (69%) of participants believe they have, resulting in a positive score of 0.54 (fig. 4.24). While in some ways this could be considered to be a biased sample for this question, given the broad spectrum of participants in the process, a strong positive response may still be considered a positive indicator.
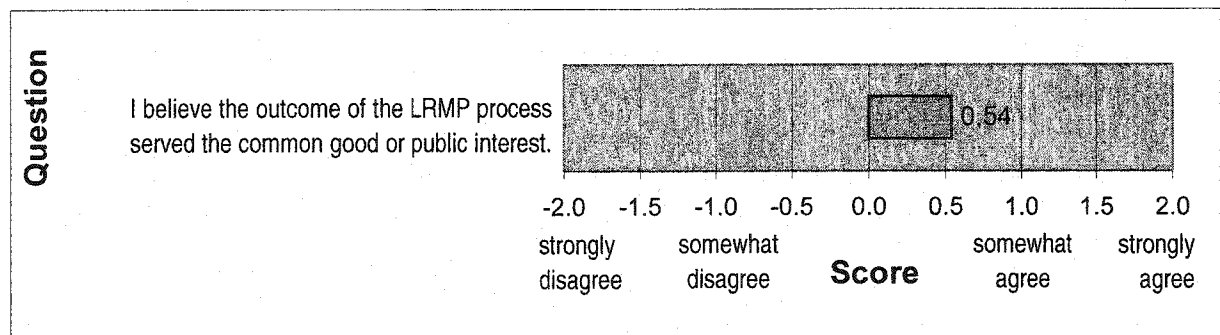
Figure 4.24 Summary of survey results for criterion: Public Interest

Understanding and Support of SDM Approaches

> The process resulted in increased understanding of, and participants support the future use of, SDM approaches. In future, participants are more likely to make fewer unilateral decisions where collaboration could be more effective. A positive experience with SDM may encourage a new generation of people with skills and interest in SDM processes.

Participants are very positive about the involvement of the public in land and resource decisions, the use of consensus-based processes, and indicate a willingness to get involved in similar processes again. Almost all (94%) participants believe the government should involve the public in land and resource use decisions; the score for this question is very high at 1.53 (fig. 4.25). Over two thirds (71%) feel that consensus-based processes are an effective way of making land and resource use decisions, and 73% indicate that knowing what they know now, they would get involved in a process similar to the LRMP again.
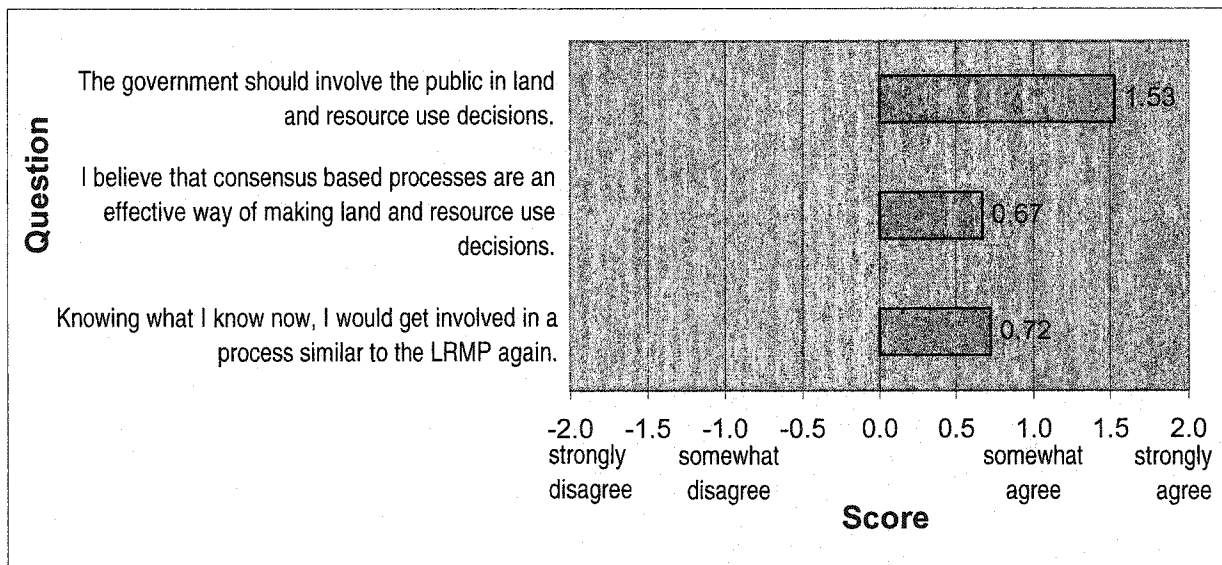
Figure 4.25 Summary of survey results for criterion: Understanding and Support of SDM approaches

4.4 GENERAL PARTICIPANT FEEDBACK

The following descriptions summarize the significant issues and trends that were apparent from participant responses to open questions in the participant survey. Responses are presented in more detail and grouped by themes in appendix 1.

Achievements

Participants report a number of significant achievements of the planning process they participated in. Participants' responses focus around the following key themes: having reached full or partial consensus or having developed and agreed on a plan, the development of relationships and understanding between stakeholders, the creation of protected areas, the inclusion of multiple interests, and increased information and knowledge. A small number of participants are less positive expressing uncertainty, or that they do not feel any significant achievements have been made to date. Responses with the greatest frequency are summarized in figure 4.26 below.
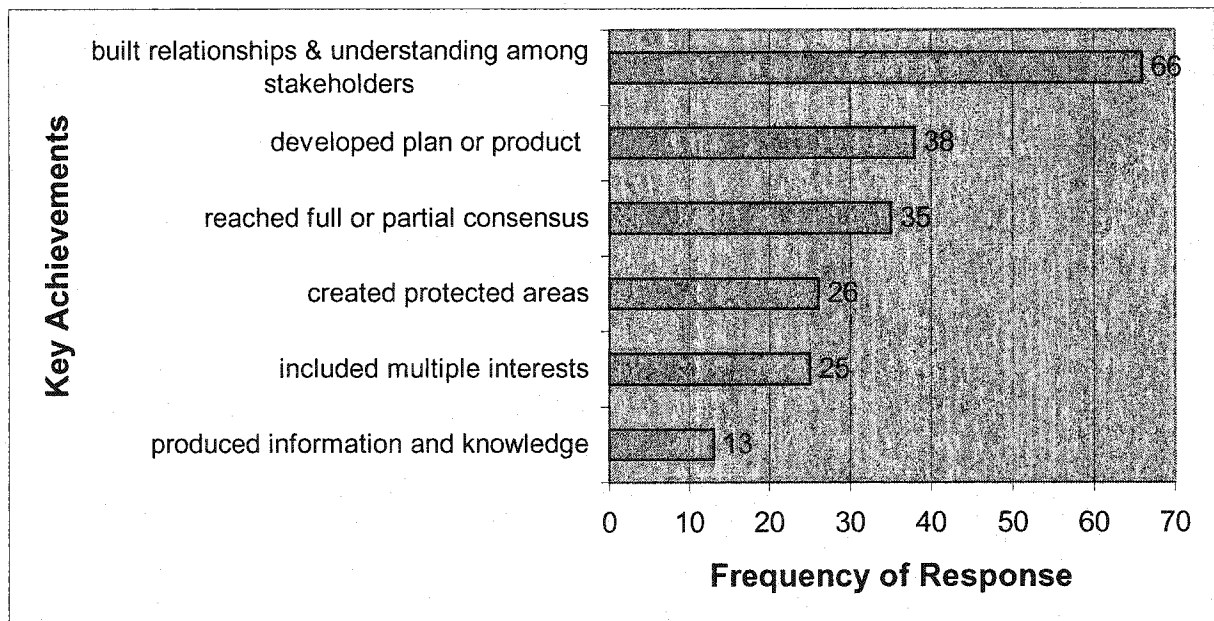
Figure 4.26 Most Frequently Reported Achievements

Who Benefited

When asked who they think benefited most from the outcomes of the process, participants provide a broad spectrum of responses. The most frequent are summarized in figure 4.27. The results show that respondents are almost equally divided in their view of who benefited between the public, conservation interests and resource user interests. The most common resource user beneficiary identified was the forest sector. The relative balance in identification of beneficiaries suggests that the process outcomes were a good compromise between competing interests. A handful of respondents feel that either no one has benefited or that it is too early to know.
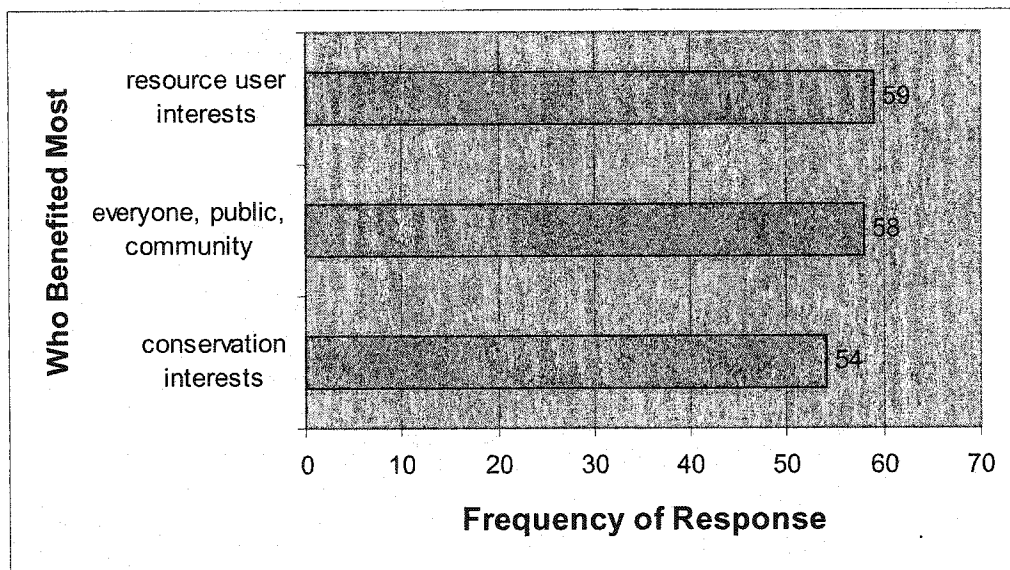
Figure 4.27 Most Frequent Responses for Who Benefited Most from the Outcomes of the Process

Strengths

Key strengths of the process reported by participants are: the inclusion of multiple interests in an open and inclusive process; principled negotiation, and the building of relationships and understanding among stakeholders; process management including facilitation, chair, and strong support staff; commitment of participants; and finally good information and increased knowledge and understanding (fig. 4.28).
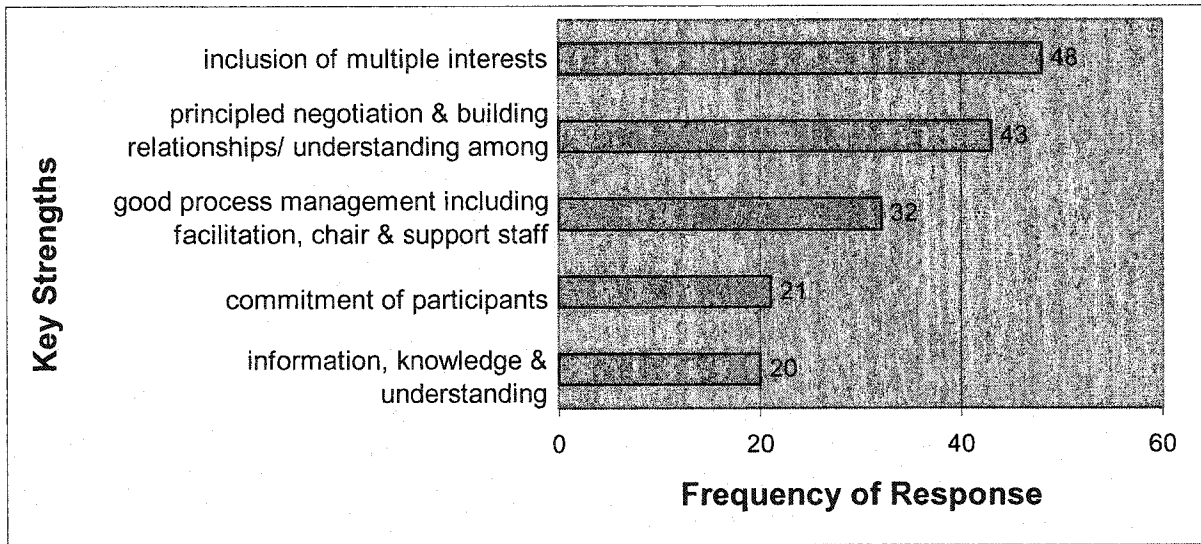
Figure 4.28 Most Frequently Reported Strengths of the Process

Weaknesses

When participants are asked about the key weaknesses of the process they participated in, responses reflect a handful of common themes. Responses with the greatest frequency are summarized in figure 4.29. Weaknesses identified include: ineffective representation or stakeholder structure; inequality among stakeholders; insufficient government commitment; insufficiently inclusive representation; length of the process and poor timelines. Other weaknesses include changes and insufficient linkages within the policy environment; ineffective process management or leadership including facilitation, chair, and support staff; lack of clear goals and objectives; lack of high-quality information; and lack of stakeholder commitment.
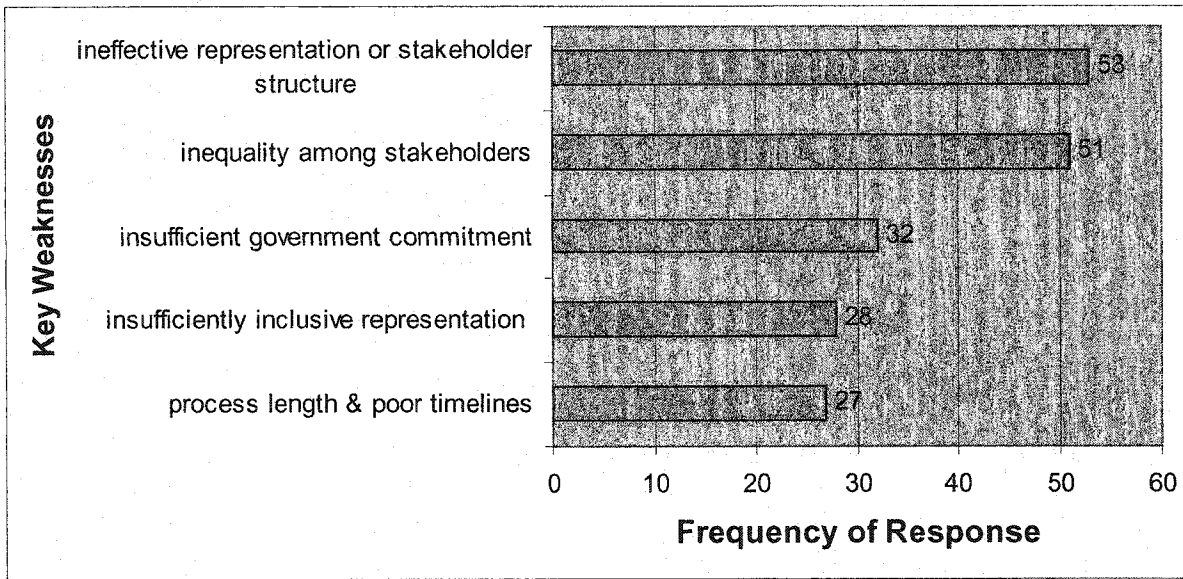
Figure 4.29 Most Frequently Reported Weaknesses of the Process

Suggestions for Improvement

When asked how the process they participated in could have been made more effective, participants provide a number of suggestions. Many focus on improving representation inclusiveness and effectiveness, increasing government commitment, and ensuring equality between stakeholders. Many other key themes participants touch on relate to ideas for improving the efficiency of the process including: improved facilitation, streamlining the process and timelines, establishing clear goals and objectives, increasing the use of independent process staff or external experts, and considering alternatives to full consensus. Other areas participants suggest need improvement include improving information, ensuring principled negotiation and respect, and increasing process flexibility. Responses with the greatest frequency are summarized in figure 4.30.
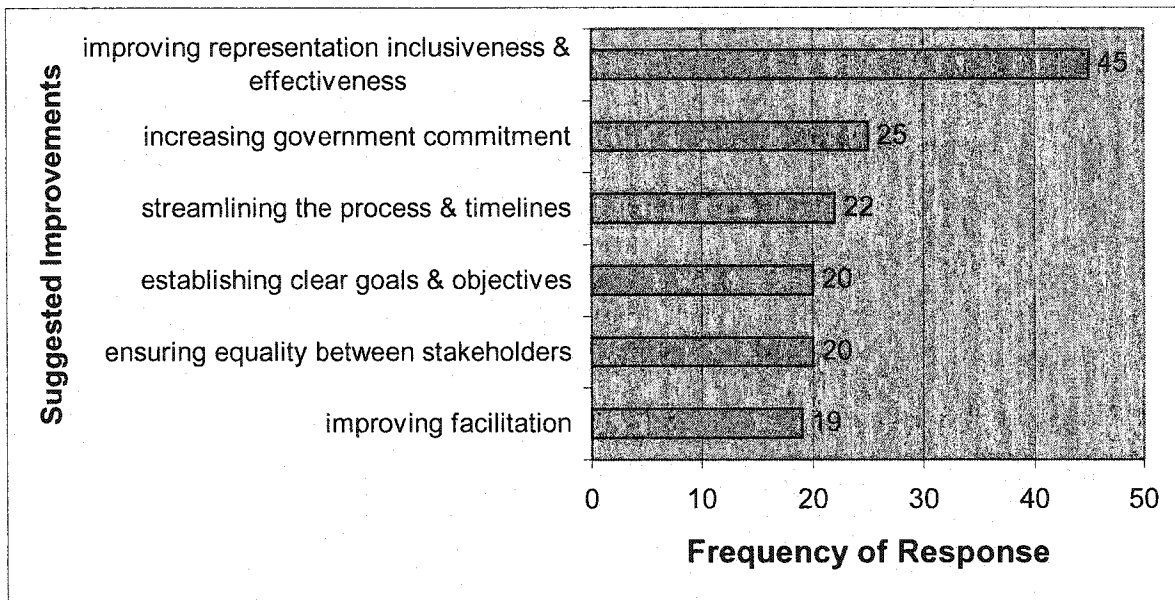
Figure 4.30 Most Frequent Suggestions for Process Improvement

Concerns About Implementation

Participants describe what they perceive as current or potential barriers to the implementation of the LRMP plans. By far, the most common concern relates to a lack of government commitment, which includes a lack of staff and funds to support implementation, and concern over new policies and new agendas of government, along with other factors. Two other key areas of concern relate to a lack of commitment to the plan by those involved in the planning process, and interference by those who were not involved in the process. Other barriers or concerns relate to problems with the planning process or products themselves, and to changing conditions. Participant responses are presented in more detail in appendix 1.

Advice from Participants

When asked to provide advice to someone who was thinking of participating in a future LRMP process, participants provide guidance in a few key areas. The most common advice is to be cognizant of the amount of time, commitment, and patience required. Participants also provide advice in terms of the need to be open and flexible, to listen, and to respect others. A number of pointers are given by participants regarding preparation required to be an effective representative in the process. Some suggestions include standing up for one's rights, learning about the process

and the area, ensuring sufficient funding, being open to learning, and having a strong and supportive constituency. Finally, advice is given about ensuring the process is designed and managed properly, particularly with respect to appropriate representation. A number of participants provide positive feedback and encourage involvement, while a number of others discourage involvement saying it was not worth the effort. Participant responses are presented in more detail in appendix 1.

4.5 KEYS TO SUCCESSFUL PROCESS AND OUTCOMES

Based on their experience of having participated in a consensus-based shared decision-making process, participants were asked to indicate how important they thought a list of factors was in achieving a successful process and outcome. The detailed results are presented in appendix 1 and scores are summarized in figure 4.31.
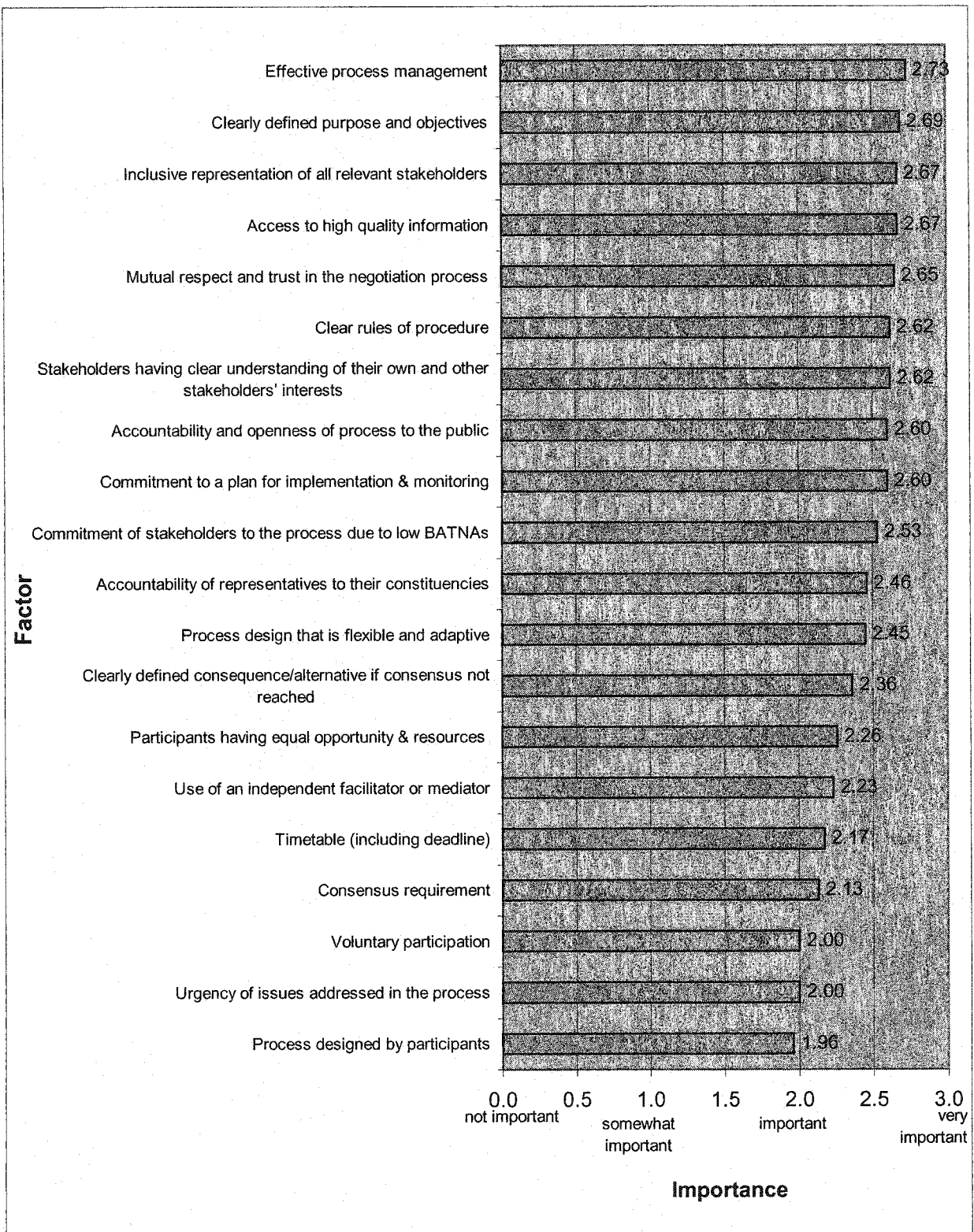
Figure 4.31 Participant perspectives on importance of key factors in achieving a successful process and outcomes.

While there is some variation in importance, all factors are scored as important to very important. Therefore, the design of these processes, managers must pay careful attention to all of these factors.

Factors participants consider most important include: effective process management, clearly defined purpose and objectives, inclusive representation, access to high quality information, and mutual respect and trust in the negotiation process. Other factors which score highly include: clear rules of procedure, having a clear understanding of their own and others' interests, accountability and openness of the process to the public, commitment to a plan for implementation and monitoring, and stakeholders being committed to the process because of low BATNAs. It is interesting to note that while participants consider the following factors important, they are considered least important: that the process be designed by participants, that the issues are urgent, and that participation in the process remain voluntary.

When asked for additional input on factors necessary for a successful process and outcome, participants focus on a few key themes. These include: stakeholder representation and accountability, government commitment and accountability, equal opportunity and resources, principled negotiation and mutual respect, and effective process management including strong support staff and facilitation. Participant responses are detailed in appendix 1.

Chapter 5: CONCLUSIONS AND RECOMMENDATIONS

This research report evaluates the shared decision-making process used for land and resource use planning for crown lands in British Columbia. Ninety four percent of the province is crown land and the Land and Resource Management Planning process described and evaluated in this report has been the primary means of strategic planning for crown lands in the province. This report provides a review of the framework developed for these processes by the provincial government, and analyses the results of a survey conducted with the participants from 17 LRMP processes. This chapter presents summarized highlights of the evaluation, findings, and recommendations.

5.1 PROCESS EVALUATION

The B.C. LRMP process is a successful example of shared decision making. All the key process evaluative criteria are met. However, while all process criteria are satisfied, there is significant variation in the ratings. This suggests that there are areas where the process could be improved.

The process participants had strong incentives to negotiate and to reach an agreement. Participants were highly motivated by low BATNAs (best alternative to a negotiated agreement), which increased their willingness to negotiate. Low BATNAs existed because stakeholders knew that if they did not reach an agreement the provincial government would make a unilateral decision on land and resource use.

The process was voluntary, leaving stakeholders to decide whether it was in their best interest to participate. The vast majority of stakeholders chose to participate, and demonstrated high levels of commitment to making the process work; this is considered a key strength of the process. While participants feel that they personally were fully committed to the process, just more than half of participants do not perceive that the other participants were equally committed. Some participants note this lack of commitment as a weakness of the process. Of particular interest, is the frequency of concern expressed by participants about the lack of government commitment to the LRMPs.

The process encouraged inclusive stakeholder representation. Participants identify the inclusion of multiple interests in an open and inclusive process as a key strength of the process. However, there are some concerns in this area. A number of participants are apprehensive over too many representatives for some sectors or interests and not enough representation for others. Participants also express concern that some representatives were not sufficiently connected to a clear constituency. These apprehensions suggest that some improvement could be made in stakeholder representation, inclusiveness, and effectiveness by including additional interests that were not represented, and by reducing the role of other interests that were over-represented.

Participants feel that they and the other representatives were accountable to their constituencies, and that the groups that they represented provided them with clear direction. While participants were accountable, almost half indicate that the process design itself did not ensure accountability. In terms of accountability to the broader public, a slim majority believes the process was accountable but scores, while positive, are low. This indicates the process could have done more to ensure participants were accountable to their constituencies and to the broader public.

Equality between stakeholders is a major concern. While a strong majority of participants believe their participation made a difference in the outcomes of the process, and most feel that they had sufficient training to participate effectively, funding and power imbalances among participants remain an issue. The process was not successful in mitigating inequalities in power and resources between stakeholders.

Principled negotiation, communication, and the building of relationships and understanding among stakeholders, are all strengths of the LRMP processes. The process was very successful in encouraging open communication about participants' interests, and reasonably successful in fostering teamwork. Although still successful, the process performed less well in terms of generating trust, understanding, and communication and negotiation skills. It is important that future processes ensure principled negotiation and respect among participants, and provide training to increase participants' skill levels in these areas.

Process participants had clear goals in mind when they became involved in the LRMP processes. The development of collective goals through the process was also relatively successful.

However, one-third of participants feel collective goals were not well established, and identify the lack of clear goals and objectives as a weakness. This indicates additional effort would have been warranted in establishing clearer shared goals and objectives for the process.

Participants are pleased with the design and management of the processes in terms of structure and a skilled support staff including process chairs. Independent facilitation in the processes was helpful when used, and facilitators were generally skilled and unbiased. In fact, process management including facilitation, chair, and strong support staff are identified as key strengths of the processes. However, independent facilitation was not used in all LRMPs and used intermittently in others. Some participants identify ineffective process management or leadership, including facilitation, chair, and support staff, as weaknesses of their individual tables. Also, while still positive, lower scores result when participants report on the neutrality of the support staff and lead agency. These results emphasize the importance of skilled, independent, and unbiased management of such processes.

The LRMP process established by the provincial government provided a flexible framework that participants customized as necessary. Participants were encouraged to develop their own terms of reference at the beginning of each process. A strong majority of participants feel they had sufficient opportunity to design the process. Participants also indicate that both the procedural ground rules, and participant roles were clearly defined. However, results indicate that roles were not as clear as rules, and additional effort to ensure clarity of participant roles would have been beneficial.

Participants are divided when asked whether the time allotted to the process was realistic. While a majority of participants feel that deadlines were helpful in moving their process along, a significant minority indicates that clear milestones were not established. The length of the processes and poor timelines are commonly identified as a weakness of the LRMPs. Participants make several suggestions relating to streamlining the processes to improve efficiency. Some of these suggestions include establishing clearer objectives as described previously, improving facilitation, and increasing the use of independent process staff or external experts to do more preparatory work such as preparing information packages or drafts for participants to review.

Upfront design of the process seems more important than complete self -design by participants, particularly in light of efficiency. However, it is important to find the right balance between efficiency and effectiveness in accomplishing all of the process goals. For example, participants express frustration over the amount of time spent on process design and developing terms of reference. However, this time is an important phase of the process where participants develop their skills of principled negotiation, demonstrate respect, and begin to build trust and relationships among stakeholders prior to tackling the more difficult issues at hand. Participants also express concern that the government exerted too much control over the process. Thus, process managers should do as much as possible to provide participants with information, guidance, and tools to improve efficiency. However, they should do so without removing participant control over the process design, nor the opportunity to 'warm up' before tacking the difficult issues.

Participants are almost equally divided as to whether they had enough high-quality information for decision making. However, good information, together with developing increased knowledge and understanding are identified as key strengths of the processes. In terms of tools for incorporating information into decision-making, participants generally used one or both of mapping resource values, and multiple accounts analysis. Participants are very positive about the use of overlay maps and while positive about the use of multiple accounts analysis, much less so. Results indicate that increased efforts to improve the quality of information and the effectiveness of its presentation to participants would have been valuable.

The LRMP processes provide a new way of addressing problems, and participants report that creative solutions were produced. Participants also feel the process was flexible and able to adapt to new circumstances. Results show, however, that increased flexibility and adaptability of the process is desired, particularly in terms of resource use zones or designations.

The level of commitment to implementation and monitoring receives positive, but low, scores. While some commitment existed, the strategies for implementation, and level of commitment could be improved. Some of the perceived barriers to effective implementation of the plans produced are discussed further below.

5.2 OUTCOMES EVALUATION

The overall B.C. LRMP process was a remarkable success in the sense that full consensus was achieved 13 of the 15 completed LRMPs, and near consensus achieved in the remaining two. In addition to developing consensus land use plans, the processes produced a number of tangible and intangible beneficial outcomes.

Approximately two thirds of the stakeholders feel that the process was a successful and positive experience. Participants are very positive about the involvement of the public in land and resource decisions, the use of consensus-based processes, and indicate a willingness to get involved in similar processes again.

The key achievements are having reached full or partial consensus and having developed and agreed on a plan. Agreement on and creation of protected areas is also seen as a key achievement. Participants are less positive when asked if they are satisfied with the outcome of the process and whether it addressed their interests. Given that complete or nearly complete consensus agreements were reached in all of the completed processes, the response, while positive, is lower than expected. This lower score may be a reflection progress of implementation, or uncertainty over changing government policy and priorities. Alternatively, this could perhaps be an inevitable outcome of consensus negotiation, where all parties are required to compromise to reach an agreement. Given that everyone has to give up something to reach agreement, the final plan likely will not meet all interests of all stakeholders. The objective was to develop plans that came closest to meeting everyone's interests, with an optimal outcome of making everyone as satisfied as possible. No one group would meet all its objectives. Within this context then, the fact that the majority of participants felt that the resulting plan addressed the needs of their group is very positive.

Participants believe the process was the best way of developing a plan, and feel their interests were better accommodated than they would have been through other planning methods. Participants indicate that everyone, or the community, or general public benefited most from the outcomes of these processes. A large proportion of participants also identify various conservation interests as the primary beneficiaries while an equal proportion identify resource user or industry interests as the primary beneficiaries. Again, this is perhaps an inevitable part of the negotiating

process where the issues are complex and all participants are forced to compromise. The balance between conservation and resource user interests, and the inclusion of all other interest groups, indicates that the process was successful in achieving a reasonable compromise that balanced the interests of most if not all stakeholders.

The LRMP processes provide an opportunity to test, and to learn from new ideas and approaches to decision-making and land and resource management. A strong majority of participants feel the LRMP planning process produced creative ideas for action. In addition, while a survey of those external to the process has not been conducted, a majority of participants also believe the outcomes of the LRMP process served the common good or public interest.

Surprisingly, the processes were not as strong at reducing conflicts as one might expect. Participants are divided when asked whether conflict over land use in the area has decreased as a result of the LRMP process. Having a significant proportion of participants feeling that conflict has not been reduced could at least, in part, be a reflection of lack of plan implementation, or that many difficult issues were left to be addressed under operational planning on a smaller scale.

Participants identify what they perceived as key barriers to effective implementation of the plans. These include a lack of government commitment, a lack of full agreement or commitment of participants, and interference by those not involved in process. This indicates that while the outcomes of a consensus-based process are expected to be easier to implement, commitment to the agreement is required by all parties to ensure smooth implementation.

The processes were a major success in many of the secondary objectives of learning and relationship building. In fact, some of the most positively reviewed outcomes of the LRMP process by participants were the knowledge, understanding, and skills gained as a result of participation. A large majority of participants find information acquired through the process to be useful for purposes outside of the LRMP. Increased access to good information, and developing increased knowledge and understanding are key achievements of the process.

The creation of new personal and working relationships and contacts is another outcome that the process produced successfully. The use of principled negotiation is viewed by participants as

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very important to the building of relationships and understanding among stakeholders. The LRMP processes resulted in second order effects including changes in behaviors and actions, and new partnerships or collaborative activities. Thus, there is potential for continued gains from the LRMP processes as stakeholders look for and create new opportunities for collaboration and new creative solutions.

5.3 RECOMMENDATIONS

This study reveals that there is no single factor which determines the success of a shared decision making process. It identifies a number of factors that are all critical elements in a complex system required to create a successful process and successful outcomes. To do so requires careful planning and management by an independent, unbiased, and respected party to ensure that all of these conditions are met. The checklist below (table 5.1) highlights the key factors that must be attended to ensure a successful SDM process and outcomes.

Table 5.1 Checklist for Successful Shared Decision Making

- ✓ Incentives to participate and reach agreement
- ✓ Inclusive representation of all relevant interests
- ✓ Effective representation of all relevant interests
- ✓ Voluntary participation
- ✓ Commitment of all participants to the process
- ✓ Commitment to implementation & monitoring of the agreement
- ✓ Clearly defined consequence or alternative outcome if consensus not reached
- ✓ Urgent and significant issues
- ✓ Principled negotiation including mutual respect and trust
- ✓ Consensus requirement
- ✓ Participants have a clear understanding of their own and others' interests
- ✓ Accountability of representatives to their constituencies
- ✓ Accountability and openness of process to the public
- ✓ High quality information and analytical tools for decision making
- ✓ Process ultimately designed by participants but with use of a clear framework
- ✓ Clearly defined purpose and objectives
- ✓ Clear rules of procedure
- ✓ Participants having equal opportunity & resources
- ✓ Effective process management (including chair/coordinator/support staff)
- ✓ Use of an independent facilitator
- ✓ Clear Timetable (including deadline for reaching agreement)
- ✓ Process design that is flexible and adaptive

These recommendations describe key items that need to be addressed to ensure the effectiveness of current or future LRMP processes.

1. It is critical to ensure stakeholders have sufficient incentives to negotiate and reach agreement. Having a clear alternative or default decision-making process in place helps to create clear BATNAs to motivate stakeholders to participate and to commit fully to the SDM process. At the same time, government commitment to the process is also critical to its success. In the LRMP processes, low BATNAs, which provided stakeholders with strong incentives, and high levels of commitment to the process, were both crucial to its success.

2. A process must be well designed with an effective structure from the beginning. Careful and comprehensive design is critical to ensure all key elements of successful process design described in this report are achieved. Having a good structure at the beginning of the process, with clear, goals, objectives, roles, and ground rules is critical. At the same

time, flexibility and participant control over the process must be maintained to enable adaptability and creativity. To some extent the LRMP processes could have benefited from clearer structure at the beginning of the process and less discussion of structure options.

3. A process must be managed effectively and provided with sufficient support to ensure all key elements of successful process described in this report are achieved. An independent and skilled support staff, including facilitators, is vital. It is also critical that this staff be neutral and ensures that all participants are given the support required to participate effectively.

4. A process must be managed with clear timelines and deadlines, and streamlined as much as possible to maximize process efficiency to minimize participant burnout. However, timelines must also be realistic. A significant amount of time is required in these processes to build the foundations for negotiating an effective and balanced agreement. Significant improvement is required in this aspect of LRMPs as none of the processes were completed within the specified timelines. The lessons learned from past tables should be applied through more effective time management, setting realistic deadlines, and through better communication of those timelines in current and future processes.

5. Ensuring representation inclusiveness and effectiveness is crucial to the success of any SDM process. The appropriate mix of stakeholders is key to ensuring all interests are represented in a balanced fashion. A good stakeholder structure and management are also required to ensure accountability to clear constituencies and to the public. The amount of attention given to any discrepancies in the areas of representation and accountability in the review of the LRMP processes demonstrates how fundamental they are to the success of these processes.

6. It is also critical to address the issue of equality between stakeholders. There are several initiatives that can be useful, including providing funding, training, support, and other required resources to help all representatives participate effectively. Training in principled negotiation and tools for decision making are particularly important. Strong

process facilitation can also help to ensure principled negotiation and equality at the shared decision making table. This is clearly a significant issue in the LRMP processes, and while efforts were made, additional attention is clearly required.

7. Accountability of the process to the broader public must be ensured. Broader consultation and public outreach must be incorporated into current and future processes to address deficiencies in this area. This will ensure that the broader public understands how decisions are being made, and that the interests of the broader public are included in decision making and final plan recommendations.

8. The process agreement must include a commitment to implementation and monitoring. This commitment, together with a clear strategy and clear accountabilities must be established during the process, and must be included in the final plan or agreement. This is critical to ensuring the feasibility and success of plan implementation by addressing difficulties in plan interpretation and using a monitoring plan to ensure parties adhere to their areas of accountability.

9. Finally, it is important that records be maintained of planning processes such that those external to the process can understand exactly who was involved and how the process proceeded. This is important in gaining support for the resulting plans, and provides the opportunity for improvement by learning from the experiences of each process. In compiling data for this report, it became clear additional effort is vital to ensure an accurate and comprehensive record of these processes be maintained.

Further analysis of the data gathered in this study, and additional complementary research would be valuable. Frequently, the same issues or elements of the LRMP processes were identified as key strengths by some and key weaknesses by others. It would be informative to do further analysis of the study data, sorted by LRMP and by sector/interest group, to identify trends and relationships. This would help to determine if these are differences in perceptions, or if the issues were addressed better in some LRMP processes than others.

Further analysis of the survey data collected and a more in-depth evaluation of how each process operated is also warranted. Specifically, it would be useful to determine how each LRMP process adapted the general framework, tools, and techniques, and to compare this to participant responses. This would provide the opportunity for more in depth analysis of what worked and what did not, to improve future processes and outcomes. Conducting a similar survey of LRMP process coordinators and facilitators would also be an important addition to this research to gain additional insights from the process management perspective.

5.4 CONCLUSION

Overall, the experiment with shared decision-making processes in B.C. in the Land and Resource Management Planning processes is successful. It allowed stakeholders to move from intense conflict to respectful negotiation and the development of consensus land and resource use plans. British Columbia is in the relatively unique situation of having 94% of the province held publicly and is the only jurisdiction where a shared decision making process has been successfully applied on a systematic basis to negotiate land and resource use plans on Crown lands. The success of these processes is a remarkable achievement, which shows that this is a feasible and desirable way to do planning. Not only were plans developed, but numerous other benefits were achieved. Improved relationships, increased understanding, and networks among diverse stakeholders were developed. Significant learning took place, and information and knowledge were shared. Participants also developed skills and an understanding of collaborative tools for future decision making.

This research, which is the most comprehensive empirical review of a systematically implemented SDM process for land and resource use planning, confirms the findings of previous case studies. It lends additional support to those advocates who say SDM processes can be powerful tools for resolving conflict and for developing shared visions on the management of public resources. In particular, it provides additional evidence of many of the unique benefits of SDM processes beyond agreements. It is these additional benefits that may be critical tools in the longer-term pursuit of sustainability. These processes can integrate social, economic, and environmental principles and goals. They also can increase the capacity of participants, and result in a system that can adapt more creatively to change. This capacity is increased through the

development of shared intellectual and social capital, new innovations, creative solutions, and dynamic learning and change. Thus, SDM processes can help to promote stability through increased understanding and respect, and an ability to adapt to changing circumstances. The experience in B.C. demonstrates that, while not a panacea, nor easy, SDM processes are a feasible and valuable tool for the resolution of conflicts and for sustainable public land and resource use planning.

Appendix 1: LRMP PARTICIPANT SURVEY RESULTS

A.1 ANSWERS TO CLOSED QUESTIONS - NUMBER OF RESPONSES

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

Table A.1 Survey Part A Responses

PART A: YOUR PARTICIPATION IN THE PROCESS

To what extent do you agree or disagree with each of the following statements about the LRMP Process you participated in?	SA	SWA	SWD	SD	N/A
1. I became involved in the process because I/my organization felt it was the best way to achieve our goals/ with respect to land use planning.	99	71	17	6	4
2. I had clear goals in mind when I first became involved in the LRMP process.	75	82	30	7	3
3. I was fully committed to making the process work.	136	49	5	2	5
4. I was involved in the design of the LRMP *process* (i.e. ground rules, roles, procedures).	70	55	17	21	34
5. On an ongoing basis, I was able to influence the *process* used in the LRMP.	30	83	47	26	11
6. I had or received sufficient training to participate effectively.	51	68	43	20	15
7. I had or received sufficient funding to participate effectively.	48	44	37	41	27
8. My participation made a difference in the outcomes of the LRMP process.	65	89	19	19	5
9. Due to constraints of the process, I was unable to effectively communicate with and gain support from my constituency.	16	27	67	54	33
10. The process helped to ensure I was accountable to the constituency I was representing.	29	69	42	23	34
11. The organization/sector/group I represented provided me with clear direction throughout the process.	41	80	33	19	24

Table A.2 Survey Part B Responses: Process

PART B: THE PROCESS IN GENERAL

To what extent do you agree or disagree with each of the following statements about the LRMP Process you participated in?	SA	SWA	SWD	SD	N/A
1. All appropriate interests or values were represented in the process.	52	73	46	24	2
2. All government agencies that needed to be involved were adequately represented.	84	52	41	20	0
3. All participants were committed to making the process work.	32	63	47	53	2
4. The process participants collectively identified and agreed upon clear goals and objectives.	38	90	35	31	3
5. Participant roles were clearly defined.	48	74	54	16	5
6. The procedural ground rules were clearly defined.	63	90	32	11	1
7. Stakeholders had a clear understanding that if no consensus was reached, the provincial government would make the decisions.	119	50	20	7	1
8. All interests/perspectives had equal influence at the LRMP table.	27	35	49	85	1
9. The process reduced power imbalances among participants.	23	70	47	53	4
10. The process encouraged open communication about participants' interests	80	84	22	11	0
11. All participants demonstrated a clear understanding of the different stakeholder interests around the table.	34	83	50	29	1
12. The process was hindered by a lack of communication and negotiation skills.	23	69	51	51	3
13. The process generated trust among participants.	28	86	50	32	1
14. The process fostered team work.	33	106	42	14	2
15. Generally, the representatives at the table were accountable to their constituencies.	32	108	35	13	9
16. The process had an effective strategy for communicating with the broader public.	35	74	53	29	6
17. The process was effective in representing the interests of the broader public.	31	75	53	37	1
18. The process was flexible enough to be adaptive to new information or changing circumstances.	49	95	33	17	3
19. Participants were given the opportunity to periodically assess the process and make adjustments as needed.	45	94	36	17	5
20. The process had a detailed project plan (for the negotiation process) including clear milestones.	40	74	56	21	6
21. Deadlines during the process were helpful in moving the process along.	44	80	30	36	7
22. The time allotted to the process was realistic.	33	61	51	46	6
23. The issues we were dealing with in the LRMP process were significant problems requiring timely resolution	104	66	18	8	1
24. The process was hindered by lack of structure.	17	45	79	46	10
25. Process staff acted in a neutral and unbiased manner.	54	69	36	34	4
26. The agency responsible for managing the LRMP process acted in a neutral and unbiased manner.	53	67	41	32	4

To what extent do you agree or disagree with each of the following statements about the LRMP Process you participated in?	SA	SWA	SWD	SD	N/A
27. Process staff (including facilitator(s) if used) were skilled in running meetings.	80	84	21	9	3
28. The presence of an independent facilitator/mediator improved process effectiveness.	75	50	23	14	35
29. The independent facilitator/mediator acted in an unbiased manner.	67	56	21	20	33
30. The process lacked adequate high quality information for effective decision-making.	27	61	57	48	4
31. The setting of the provincial guide of 12% Protected Areas was helpful to reaching consensus.	24	56	37	74	6
32. The process was well prepared with the information needed to accommodate protected areas within the LRMP.	35	66	50	41	5
33. The overlay of resource values on maps was a useful technique for evaluating land use options.	85	94	10	4	4
34. The multiple accounts method was a useful way of evaluating land use options.	14	83	38	22	40
35. The table developed a clear strategy for plan implementation.	34	71	57	25	10
36. At the end of the process, the table participants shared a strong commitment to plan implementation.	54	65	32	35	11

Table A.3 Survey Part C Responses: Outcomes

Part C: THE OUTCOMES OF THE PROCESS

To what extent do you agree or disagree with each of the following statements about the outcomes of the LRMP Process you participated in?	SA	SWA	SWD	SD	N/A
1. The LRMP process I participated in was a success.	58	62	35	35	7
2. The LRMP process was a positive experience.	68	66	36	25	2
3. I am satisfied with the outcome of the process.	46	62	45	39	5
4. The resulting plan addressed the needs, concerns, and values, of the group I represented.	34	83	30	42	8
5. As a result of the LRMP process, conflict over land use in the area has decreased.	25	75	37	46	14
6. The LRMP process was the best way of developing a land use plan.	64	69	33	23	7
7. My/my organizations' interests have been accommodated better through the LRMP process than they would have been through other means.	44	60	47	32	14
8. The planning process produced creative ideas for action.	45	95	39	13	3
9. As a result of the process, I have a good understanding of the interests of other participants.	101	84	6	1	5
10. As a result of the process, I now have a better understanding of how government works with respect to land and resource management.	76	78	26	7	10

To what extent do you agree or disagree with each of the following statements about the <u>outcomes</u> of the LRMP Process you participated in?	SA	SWA	SWD	SD	N/A
11. As a result of the process, I have a better understanding of my region.	97	79	13	4	4
12. I gained new or improved skills as a result of my involvement in the process.	83	85	17	5	7
13. The relationships among table members improved over the course of the process.	73	77	27	15	5
14. I have better working relationships with other parties involved in land use planning as a result of the LRMP process.	67	95	17	11	7
15. Contacts I acquired through my participation in the LRMP process are useful to me and/or my sector/organization	62	100	18	8	9
16. The LRMP process produced information that has been understood and accepted by all participants.	28	85	52	29	3
17. Information acquired through my participation in the LRMP process is useful to me and/or my sector/organization	67	102	19	5	4
18. I have used information generated through the LRMP process for purposes outside of the process.	53	104	14	13	13
19. I have seen changes in behaviours and actions as a result of the process.	40	91	44	11	11
20. I am aware of spin-off partnerships or collaborative activities or new organizations that arose as a result of the process.	35	70	40	24	28
21. I believe the outcome of the LRMP process served the common good or public interest.	61	71	30	30	5
22. I believe that consensus based processes are an effective way of making land and resource use decisions.	72	63	30	25	7
23. The government should involve the public in land and resource use decisions.	131	52	9	3	2
24. Knowing what I know now I would get involved in a process similar to the LRMP again.	80	61	20	31	5

Table A.4 Survey Part D Responses: Keys to Success

Part D: COLLABORATIVE PROCESSES IN GENERAL

VI= Very Important
I= Important
SI= Somewhat Important
NI=NOT IMPORTANT

Based on your experience of having participated in a consensus based shared decision-making process, how important is each of the following factors in achieving a successful process and outcome?	VI	I	SI	NI	don't know N/A
Inclusive representation of all relevant stakeholder/interest groups	148	32	12	3	2
Voluntary participation (all participants are free to leave at any time or pursue other avenues if agreement not reached)	65	66	37	14	15
Commitment of stakeholders to the process because it was the best way of meeting objectives	124	53	12	5	3
Clearly defined purpose and objectives	142	44	8	0	3
Consensus requirement	83	61	33	13	7
Clearly defined consequence or alternative outcome if consensus not reached (e.g. knowing the provincial government would make the decisions if no consensus reached)	106	53	19	10	9
Urgency of issues addressed in the process providing incentive to reach agreement	57	87	37	10	6
Process designed by participants	73	59	44	18	3
Clear rules of procedure	129	59	8	0	1
Participants having equal opportunity and resources (skills, resources, money, support)	100	56	29	10	2
Mutual respect and trust in the negotiation process	144	40	8	4	1
Effective process management (including process coordinator/staff)	151	40	5	1	0
Timetable (including deadline for reaching agreement)	81	72	31	9	4
Use of an independent facilitator or mediator	97	53	24	15	8
Stakeholder groups having a clear understanding of their own and other stakeholders' interests	131	58	5	2	1
Accountability of representatives to their constituencies	110	58	16	4	9
Accountability and openness of process to the public	125	65	5	1	1
Access to high quality information	140	49	8	0	0
Process design that is flexible and adaptive	107	71	13	3	3
Commitment to a plan for implementation and monitoring	130	54	9	2	2

A.2 ANSWERS TO CLOSED QUESTIONS - PERCENTAGES AND SCORES SORTED BY CRITERIA

legend: **weight for score**

SA= % Strongly Agree   +2
SWA=% Somewhat Agree   +1
SWD=% Somewhat Disagree   -1
SD=% Strongly Disagree   -2

Note: scores for negatively phrased questions have been adjusted to reflect the degree the criterion is met.

Table A. 5 Process Criteria: Score and Results Presented as Percentages

	SA	SWA	SWD	SD	Score
Purpose and Incentives					
I became involved in the process because I/my organization felt it was the best way to achieve our goals/ with respect to land use planning.	51.3	36.8	8.8	3.1	1.24
The issues we were dealing with in the LRMP process were significant problems requiring timely resolution	53.1	33.7	9.2	4.1	1.22
Stakeholders had a clear understanding that if no consensus was reached, the provincial government would make the decisions.	60.7	25.5	10.2	3.6	1.30
I had clear goals in mind when I first became involved in the LRMP process.	38.7	42.3	15.5	3.6	0.97
The process participants collectively identified and agreed upon clear goals and objectives.	19.6	46.4	18.0	16.0	0.36
Inclusive Representation					
All appropriate interests or values were represented in the process.	26.7	37.4	23.6	12.3	0.43
All government agencies that needed to be involved were adequately represented.	42.6	26.4	20.8	10.2	0.71
Voluntary Participation and Commitment					
I was fully committed to making the process work.	70.8	25.5	2.6	1.0	1.63
All participants were committed to making the process work.	16.4	32.3	24.1	27.2	-0.13
Self Design					
I was involved in the design of the LRMP *process* (i.e. ground rules, roles, procedures).	42.9	33.7	10.4	12.9	0.83
On an ongoing basis, I was able to influence the *process* used in the LRMP.	16.1	44.6	25.3	14.0	0.24
Clear Ground Rules					
Participant roles were clearly defined.	25.0	38.5	28.1	8.3	0.44
The procedural ground rules were clearly defined.	32.1	45.9	16.3	5.6	0.83

	SA	SWA	SWD	SD	Score
Equal Opportunity and Resources					
I had or received sufficient training to participate effectively.	28.0	37.4	23.6	11.0	0.48
I had or received sufficient funding to participate effectively.	28.2	25.9	21.8	24.1	0.12
All interests/perspectives had equal influence at the LRMP table.	13.8	17.9	25.0	43.4	-0.66
The process reduced power imbalances among participants.	11.9	36.3	24.4	27.5	-0.19
My participation made a difference in the outcomes of the LRMP process.	33.9	46.4	9.9	9.9	0.84
Principled Negotiation and Respect					
The process encouraged open communication about participants' interests	40.6	42.6	11.2	5.6	1.02
All participants demonstrated a clear understanding of the different stakeholder interests around the table.	17.3	42.3	25.5	14.8	0.22
The process generated trust among participants.	14.3	43.9	25.5	16.3	0.14
The process fostered team work.	16.9	54.4	21.5	7.2	0.52
The process was hindered by a lack of communication and negotiation skills.	11.9	35.6	26.3	26.3	0.20
Accountability					
Due to constraints of the process, I was unable to effectively communicate with and gain support from my constituency.	9.8	16.5	40.9	32.9	0.71
The organization/sector/group I represented provided me with clear direction throughout the process.	23.7	46.2	19.1	11.0	0.53
Generally, the representatives at the table were accountable to their constituencies.	17.0	57.4	18.6	6.9	0.59
The process helped to ensure I was accountable to the constituency I was representing.	17.8	42.3	25.8	14.1	0.24
The process had an effective strategy for communicating with the broader public.	18.3	38.7	27.7	15.2	0.17
The process was effective in representing the interests of the broader public.	15.8	38.3	27.0	18.9	0.05
Flexible, Adaptive, Creative					
The process was flexible enough to be adaptive to new information or changing circumstances.	25.3	49.0	17.0	8.8	0.65
Participants were given the opportunity to periodically assess the process and make adjustments as needed.	23.4	49.0	18.8	8.9	0.59
High Quality Information					
The process lacked adequate high quality information for effective decision-making.	14.0	31.6	29.5	24.9	0.20
The process was well prepared with the information needed to accommodate protected areas within the LRMP.	18.2	34.4	26.0	21.4	0.02
The overlay of resource values on maps was a useful technique for evaluating land use options.	44.0	48.7	5.2	2.1	1.27
The multiple accounts method was a useful way of evaluating land use options.	8.9	52.9	24.2	14.0	0.18

	SA	SWA	SWD	SD	Score
Time Limits					
The time allotted to the process was realistic.	17.3	31.9	26.7	24.1	-0.08
The process had a detailed project plan (for the negotiation process) including clear milestones.	20.9	38.7	29.3	11.0	0.29
Deadlines during the process were helpful in moving the process along.	23.2	42.1	15.8	18.9	0.35
Commitment to a Plan for Implementation and Monitoring					
At the end of the process, the table participants shared a strong commitment to plan implementation.	29.0	34.9	17.2	18.8	0.38
The table developed a clear strategy for plan implementation.	18.2	38.0	30.5	13.4	0.17
Effective Process Management					
The process was hindered by lack of structure.	9.1	24.1	42.2	24.6	0.49
Process staff (including facilitator(s) if used) were skilled in running meetings.	41.2	43.3	10.8	4.6	1.06
Process staff acted in a neutral and unbiased manner.	28.0	35.8	18.7	17.6	0.38
The agency responsible for managing the LRMP process acted in a neutral and unbiased manner.	27.5	34.7	21.2	16.6	0.35
Independent Facilitation					
The presence of an independent facilitator/mediator improved process effectiveness.	46.3	30.9	14.2	8.6	0.92
The independent facilitator/mediator acted in an unbiased manner.	40.9	34.1	12.8	12.2	0.79

Table A. 6 Outcome Criteria: Score and Results Presented as Percentages

	SA	SWA	SWD	SD	Score
Perceived as Successful					
The LRMP process was a positive experience.	34.9	33.8	18.5	12.8	0.59
The LRMP process I participated in was a success.	30.5	32.6	18.4	18.4	0.38
I am satisfied with the outcome of the process.	24.0	32.3	23.4	20.3	0.16
Agreement					
The resulting plan addressed the needs, concerns, and values, of the group I represented.	18.0	43.9	15.9	22.2	0.20
Conflict Reduced					
As a result of the LRMP process, conflict over land use in the area has decreased.	13.7	41.0	20.2	25.1	-0.02
Superior to Other Methods					
The LRMP process was the best way of developing a land use plan.	33.9	36.5	17.5	12.2	0.62
My/my organizations' interests have been accommodated better through the LRMP process than they would have been through other means.	24.0	32.8	25.7	17.5	0.20
Creative and Innovative					
The planning process produced creative ideas for action.	23.4	49.5	20.3	6.8	0.63
Knowledge, Understanding and Skills					
As a result of the process, I have a good understanding of the interests of other participants.	52.6	43.8	3.1	0.5	1.45
As a result of the process, I have a better understanding of my region.	50.3	40.9	6.7	2.1	1.31
As a result of the process, I now have a better understanding of how government works with respect to land and resource management.	40.6	41.7	13.9	3.7	1.02
I gained new or improved skills as a result of my involvement in the process.	43.7	44.7	8.9	2.6	1.18
Relationships and Social Capital					
The relationships among table members improved over the course of the process.	38.0	40.1	14.1	7.8	0.86
I have better working relationships with other parties involved in land use planning as a result of the LRMP process.	35.3	50.0	8.9	5.8	1.00
Contacts I acquired through my participation in the LRMP process are useful to me and/or my sector/organization	33.0	53.2	9.6	4.3	1.01
Information					
Information acquired through my participation in the LRMP process is useful to me and/or my sector/organization	34.7	52.8	9.8	2.6	1.07
I have used information generated through the LRMP process for purposes outside of the process.	28.8	56.5	7.6	7.1	0.92
The LRMP process produced information that has been understood and accepted by all participants.	14.4	43.8	26.8	14.9	0.16

	SA	SWA	SWD	SD	Score
Second-Order Effects					
I have seen changes in behaviours and actions as a result of the process.	21.5	48.9	23.7	5.9	0.56
I am aware of spin-off partnerships or collaborative activities or new organizations that arose as a result of the process.	20.7	41.4	23.7	14.2	0.31
Public Interest					
I believe the outcome of the LRMP process served the common good or public interest.	31.8	37.0	15.6	15.6	0.54
Understanding and Support of SDM Approaches					
The government should involve the public in land and resource use decisions.	67.2	26.7	4.6	1.5	1.53
I believe that consensus based processes are an effective way of making land and resource use decisions.	37.9	33.2	15.8	13.2	0.67
Knowing what I know now I would get involved in a process similar to the LRMP again.	41.7	31.8	10.4	16.1	0.72

Table A.7 Degree of Importance of Factors Contributing to Successful Process and Outcome

legend: weight for score

VI= % Very Important   3
I= % Important   2
SI= % Somewhat Important   1
NI= % Not Important   0

Based on your experience of having participated in a consensus based shared decision-making process, how important is each of the following factors in achieving a successful process and outcome?	VI	I	SI	NI	score (0-3)
Inclusive representation of all relevant stakeholder/interest groups	75.9	16.4	6.2	1.5	2.67
Voluntary participation (all participants are free to leave at any time or pursue other avenues if agreement not reached)	35.7	36.3	20.3	7.7	2.00
Commitment of stakeholders to the process because it was the best way of meeting objectives	63.9	27.3	6.2	2.6	2.53
Clearly defined purpose and objectives	73.2	22.7	4.1	0.0	2.69
Consensus requirement	43.7	32.1	17.4	6.8	2.13
Clearly defined consequence or alternative outcome if consensus not reached (e.g. knowing the provincial government would make the decisions if no consensus reached)	56.4	28.2	10.1	5.3	2.36
Urgency of issues addressed in the process providing incentive to reach agreement	29.8	45.5	19.4	5.2	2.00
Process designed by participants	37.6	30.4	22.7	9.3	1.96
Clear rules of procedure	65.8	30.1	4.1	0.0	2.62
Participants having equal opportunity and resources (skills, resources, money, support)	51.3	28.7	14.9	5.1	2.26
Mutual respect and trust in the negotiation process	73.5	20.4	4.1	2.0	2.65
Effective process management (including process coordinator/staff)	76.6	20.3	2.5	0.5	2.73
Timetable (including deadline for reaching agreement)	42.0	37.3	16.1	4.7	2.17
Use of an independent facilitator or mediator	51.3	28.0	12.7	7.9	2.23
Stakeholder groups having a clear understanding of their own and other stakeholders' interests	66.8	29.6	2.6	1.0	2.62
Accountability of representatives to their constituencies	58.5	30.9	8.5	2.1	2.46
Accountability and openness of process to the public	63.8	33.2	2.6	0.5	2.60
Access to high quality information	71.1	24.9	4.1	0.0	2.67
Process design that is flexible and adaptive	55.2	36.6	6.7	1.5	2.45
Commitment to a plan for implementation and monitoring	66.7	27.7	4.6	1.0	2.60

A.3 ANSWERS TO OPEN QUESTIONS

Table A.9 Additional Comments about Key Factors for Success

Theme: Participant Response	Frequency
Stakeholder Representation and Accountability	
Ensure everyone has a constituency and is accountable to it	5
Appropriate number of reps per sector	5
Make sure all sectors are represented	3
Generalists rather than narrow/sectors	3
Ensure sectors contain diverse representation	2
First Nations recognized as legal government	2
First nations participation	1
Representatives from outside area should be allowed	1
Government Commitment and Accountability	
Government accountability and commitment	7
More government participation/responsibility in planning	2
No government interference	2
Ability of government agencies to work together	1
Equal Opportunity and Resources	
No factions disrupting process with power struggles	5
Holding meetings at a time when people can attend	4
Funding for all participants	3
Information shared with everyone	1
Equal treatment and power of participants	1
Principled Negotiation and Mutual Respect	
Having backup/alternative process, not just consensus	3
Honesty and integrity of participants	2
Conflict resolution techniques in place	2
Patience of participants	1
Tolerance and respect	1
Understanding of other participants	1
Trust	1
Effective communication	1
Training of participants	1
Effective Process Management including Support Staff and Facilitation	
Independent support staff	3
Independent facilitator	2
Strong, effective chair	1
Skilled and knowledgeable facilitator	1
Human resources support	1
Field trips	1
Hold social events to bring people together	1
Avoid information overload, effective and brief communication	1
Public Engagement	
Communication with public	2
Public involvement	1
Educating the public in resource management	1

Theme: Participant Response	Frequency
Other	
LRMP process respects/accommodates other planning processes	2
Limit time spent, have deadlines	2
Strong monitoring and follow up	2
Clear goals and objectives and vision	2
No imposed goals/outcomes	1
Realize decisions need to be made in absence of info	1
Others external to process should make part of the plan	1
Economic values should be given more importance	1
Ensure everyone is committed to the process	1
Not having the status quo as default in case of failure	1
Not changing policies and goal posts	1

Table A.9 Most Significant Achievements of the Planning Process

What were the most significant achievements of the planning process?

Theme: Participant Response	Frequency
Developed and Agreed on a Plan	
Came to consensus	30
Plan completed, we got a product	21
Identified values, visions and directions to guide land use planning	14
Partial consensus, came to some sort of agreement	5
The process finished and we survived	5
Completed the requirements for government endorsement	3
Decisions used as foundation for other processes	2
People are committed to the result	2
Building Relationships and Understanding	
Understanding and awareness developed between sectors	18
Diverse views/people came together in one place to network and plan	10
Process provided an opportunity to communicate	9
Relationships developed between sectors/stakeholders	8
People had the will to work cooperatively	7
Respect for other participants	6
Trust between people on the table	4
Conflict was reduced	3
Government worked together	1
Protected Areas	
Created protected areas	26
Multiple interests included	
Plan integrated wildlife values	8
Interests unified in plan	4
Public involvement and input	3
Plan integrated forestry uses	3
First Nations were involved	3
Agricultural interests recognized	1
Tourism industry recognized	1
Recreation got access	1
Balanced power between interests	1

Theme: Participant Response	Frequency
Information/Knowledge/Understanding	
Better information and information sharing	7
Understanding of how government works	2
Developed an understanding of the region	2
Development of local understanding about planning	2
Other	
Process reduced uncertainty/increased stability	5
Defined, comprehensive process used	2
Was a transparent government process	1
The food was good!	1
Training	1
Think that the plan will be implemented	1
None/Negative	
Participant expressed uncertainty about plan or process	4
The plan did not achieve anything	3
There are no achievements/results yet	2
Exposed the shortcomings of the process	1

Table A.10 Who Benefited Most from the Outcomes of the Process

Who benefited most from the outcomes of the process?

Theme: Participant Response	Frequency
Publics	
Everyone benefited	26
Public benefited	19
Local community benefited	13
Local business/economy benefited	2
The local community did not benefit	1
Everyone who was at the table benefited/participants	5
People from outside the area benefited	3
Future public benefited	2
Crown landowners benefited	2
Private landowners benefited	1
Government	
Government benefited	17
Government Parks benefited (also included below)	2
Government Forest Ministry benefited (also included below)	8
Government Assets and Land people benefited	1
Support staff benefited because they were paid	5
Conservation Interests	
Environmental groups benefited	31
Parks and protected areas benefited	12
Environment (in general) benefited	5
Recreation benefited	4
Government Parks benefited	2
Tourism	
Tourism benefited	3
Guide-outfitters benefited	1

Theme: Participant Response	Frequency
Resource User Interests	
Forestry benefited	19
Industry benefited	14
Government Forest Ministry benefited	8
Industry did not benefit	6
Mining benefited	3
Forestry did not benefit	3
Agriculture and ranching benefited	4
Hunting and Trapping benefited	2
Hunting and trapping did not benefit	1
Powerful/non powerful	
Special interests benefited	4
The powerful benefited	3
Small groups that would not otherwise have had a voice benefited	2
First Nations	
First Nations benefited	4
First Nations did not benefit	1
Mountain pine beetle benefited	2
Water users benefited	1
People not involved in land management	1
Do not know/No one	
Do not know yet	5
No one benefited	4

Table A.11 Key Strengths of the Process

What were the key strengths of the process?

Theme: Participant Response	Frequency
Process Management	
Good facilitation/mediation	15
Good human resources support team	10
Good chair	7
Meetings- frequency, schedule, length good	3
Funding support	2
Training	1
Process was organized	1
Food was good	1
Field trips	1
Inclusive and Open Process- Multiple interests included	
Included diverse views and interests	21
Public involvement, local people can influence management	12
An opportunity to make a plan that addresses the needs of different interests	7
Open process, everyone can express concerns	5
First Nation participation/buy-in	3

Theme: Participant Response	Frequency
Principled Negotiation, Relationships and Understanding	
Constructive communication	11
Respect for other groups	9
Building understanding/awareness of others	4
Relationships built between sectors and stakeholders	3
Consensus	6
Trust	3
People skills of those involved	3
The negotiation process	2
Opportunity to reach consensus	1
Issue based negotiation	1
Commitment	
Willingness and commitment to work towards a common goal	17
Participants determined to solve problems	2
Members participated completely/fully	2
Process participants had expertise, were experienced	3
Not a lot of turnover of people	1
Information, Knowledge, Understanding	
Good information	7
Good maps	4
Developed understanding of the region	3
Understanding of government and how it works	2
Good exchange of information	2
New information was compiled	2
Representation	
Balanced the power of interests	5
Not sector based, just community members with their perspectives	5
Strong sector based representation, all sectors represented	5
Definition of representation	1
The size of the group was appropriate	1
Timelines	
The amount of time spent was appropriate	3
Pressure to make a decision moved process along	2
Deadline/timeline helped move things along	2
Clear rules and objectives	
Clear rules	2
Clear objectives	2
Other	
Flexible process	1
Land use values identified	1
A manageable plan/product	1
Helped people plan for the future	1
Understanding of potential impacts of decisions	1
Existing relationships between representatives	1
Conflict reduced	1
Protected areas	1
Foundation for basis of future decisions/process for future decisions	1
Will have an impact on the community	1
No or very few strengths	3

Table A.12 Key Weaknesses of the Process

What were the key weaknesses of the process?

Theme: Participant Response	Frequency
Inequality	
Some sectors had unequal power and influence	21
Factions disrupting process with power struggles	13
Lack of funding for participants	9
Potential representatives did not have enough time to participate	6
Unequal resources for participants	2
Representation	
Lack of representatives from certain groups/some not at the table	21
Too many representatives for the interest/importance of the sector	17
Plan did not effectively represent all interests	9
Group was too large	8
Too many representatives from outside plan area	7
Lack of true local public involvement	7
People coming to promote their self interest	6
Members did not participate continuously	5
Participants had to return to their constituency, this slowed process	1
Sector based	1
Government Commitment	
Government interference/wielding of power	22
Government does not understand enough to implement properly	5
Government should have taken more responsibility/been more involved	4
Lack of government resources	1
Policy Environment	
Policy environment was changing and caused problems	12
Lack of linkages to other processes (eg First Nations treaties)	7
Time/Length	
Took too long	19
Requires more time	5
Too much time spent negotiating parts of the process	4
Lack of clear timelines/deadlines	4
Process Management	
Facilitator was not skilled or independent	11
Turnover of chair/staff	3
Needed more human resources support	2
Ineffective chair	2
Meetings were in inconvenient places	1
Lack of leadership	1
Did not stay with the agenda	1
Timing of the meetings was poor	1
Goals and Objectives	
Few or unclear objectives	10
Goals imposed	5
Lack of common vision	1

Theme: Participant Response	Frequency
Information	
Lack of information	9
Participants lacked knowledge	7
Information overload	4
Commitment	
Lack of commitment to developing an inclusive plan	11
Other	
Lack of trust	3
Expensive process, not worth it	3
People skills lacking	2
The area was in too large	2
Weak monitoring and implementation	2
Consensus requirement did not help	1
Lack of holistic management of ecological areas	1
None	
No or few weaknesses	1

Table A.13 Suggestions for Improvement

Our planning process could have been more effective by making the following changes:

Theme: Participant Response	Frequency
Representation	
Sector representatives that represent the sector with a reasonable number	13
Ensuring all interests are at the table	8
More public involvement	7
Smaller, more focused groups should inform the larger group	5
Continuous member participation from beginning	4
Participants with more experience in planning/knowledge of area	4
Smaller table	2
Ensure a group representative has a constituency and is accountable	1
Reduce people just working for self interest	1
Government Commitment	
Restrict government attendance and interference	12
More government participation/responsibility for planning	9
Avoid changing policies	2
Government participation/should be more diverse	1
Accountability of government	1
Equality	
Ensure that everyone has equal power	7
Adequate funding to enable participation	3
Training	3
Training in consensus	2
Fewer factions disrupting process with power struggles	2
Should be equal funding and support and opportunity to participate	1
Reduce power of groups from outside the area	1
More government support for participants	1

Theme: Participant Response	Frequency
Facilitation	
Independent facilitator	13
Dedicated facilitator, there for whole time	2
More knowledgeable/well trained facilitator	2
Facilitator	1
Facilitation should be more aggressive	1
Timelines	
Less time and structured process, deadlines	13
Less time spent on parts of processes; streamline and limit	9
More time	3
Clear Goals	
Clear goals and objectives	10
Clear, targeted, open process	7
No pre-determined outcome	2
Should try to develop a vision	1
Process Staff	
Make use of external experts/consultants to develop products	6
Support staff should be independent	3
More human resources support	2
Dedicated chair, there for the whole time	2
Information	
Better information	11
Realize that decisions must be made in the absence of information	2
Decisions based on information	1
Different decision-making information/tools	1
Alternative to consensus	
Different decision process, not necessarily consensus	8
Principled negotiation	
Effective communication	3
Trust	2
Respect of the value of each sector and its importance to economy	2
Role play to learn about others' viewpoints	1
Desire to understand diverse views	1
Conflict resolution techniques in place	1
Flexibility	
Flexibility, not strict guidelines	5
Should be able to make more types of planning recommendations	1
Flexibility designating protected areas -- not necessarily parks	1
Other	
Commitment by participants	2
Field trips	1
Generalists, broad based participants, not sectors	1
Pleasant meeting facilities	1
Separate strategic from operational planning	1
Province-wide participation	1
LRMP table should interpret LRMP implementation	1
No change needed	
No change would help/needed	5

Table A.13 Barriers to Implementation

What barriers do you perceive might block implementation of the LRMP?

Theme: Participant Response	**Frequency**
Government Commitment	
Lack of staff and funds to support implementation	48
New policies and agenda of government	40
Government must be accountable to decisions made in LRMP	21
Government will favor one side	13
LRMP should have more power, legislation not a guideline	9
Government interfered in initial process	4
Slow approval of plan	3
Lack of funds or will to monitor	2
Jurisdictional issues	1
Lack of full agreement or commitment on part of participants	
Some groups involved have a problem with aspects of the LRMP and will block	32
There was no consensus	7
Land users can not handle their side of the bargain	3
Representation	
First Nations were not at table/disagreed and will block	21
Local public does not see benefits	6
There will be interference from groups external to the area	4
Lack of representation in plan	3
Problems with planning process/products	
The LRMP is too expensive or complex to implement properly	6
The plan/implementation/recommendations are weak or unclear	5
People need to be continuously involved	4
Lack of people skills	3
Chair was not independent	1
Process was too bureaucratic	1
The LRMP process lacked clear objectives	1
Changing conditions	
Conditions (particularly pine beetle) have changed since LRMP made	9
The economic downturn	7
Information	
Lack of data about the environment	5
No problems	
Implementation is going well	3

Table A.14 Advice to Participants

What advice would you give to someone who was thinking of participating in a future LRMP process?

Theme: Participant Response	Frequency
Time and Commitment	
Be prepared to spend a lot of time	47
Be committed to the process and the area	16
Be patient	15
Be prepared to work hard	5
Attend consistently	6
Weigh whether the cost in time and effort is worth the potential outcome	2
Be Open, Listen, Respect	
Be willing to listen and understand other peoples' views	17
Be prepared to be flexible, compromise and negotiate	12
Be prepared to be frustrated and angry	9
Respect others' views	7
Be positive and keep your eyes open for opportunities	6
Be prepared to develop relationships	2
Have interests rather than positions	2
Do not trust others	3
Trust others	1
Prepare to be effective	
Stand up for your rights	10
Learn about the process and the area	10
Make sure you have enough funding	9
Be prepared to learn more	7
Have a strong constituency and support from them	7
Define your objectives	5
Communicate your views well	3
Be prepared to speak in public	2
Learn the rules	2
Get support people	1
Have training	1
Process Design and Management	
Make sure the numbers are appropriate for the sector	9
Make sure that the process is good and work to make it better	7
Make sure all sectors are represented	3
Make sure that the community is represented, not external organizations	2
Make sure you have access to information for the process	3
Make sure there are deadlines	2
Keep it small and simple	2
Make sure there is an honest and independent chair	1
Make sure you have consensus	1
The process should be open	1
Make sure facilitator is independent	1
Make sure that resource people are independent	1
Government interference has damaged the process	1

Theme: Participant Response	Frequency
Positive/Encourage Involvement	
Try it, it is worth it	14
An opportunity to make decisions and participate	6
Important because it develops visions and values for land use	1
Have good food!	1
Negative/Discourage Involvement	
Do not bother participating, it is not worth it	15
This will not give you a voice/will not lead to change	4
Expect powerful lobbies to manipulate the process	4
Other	
Pick and choose the meetings you go to	3
Be prepared to be bored	2
Do not participate as an independent	2
Consider the impact on the community	2
Resist imposed goals/policies	2
Find ways to make decisions other than consensus	2
Ensure government accountable to outcome	1

Table A.15 Additional Comments

Would you like to make any additional comments?

Participant Response	Frequency
Monitoring, follow up important	10
There was unequal power between interests	10
Factions disrupted the process	9
Government must be accountable to the plan	8
The process took too long	7
Plan needs to integrate all needs and values	6
Participants did not have equal support ($, staff, information)	6
Independent facilitator is important	5
Generalists, not sector based	5
Process members need to have knowledge of process and area	5
The process was very good	5
Goals were imposed	5
Process and members must be properly funded	5
Government needed to take more responsibility for the process	4
Process was not worth the time and money	4
Process needs to be improved, clear	4
Good facilitation is key	3
Government interference is a concern	3
Relationship building is important	3
Learning needs to be continuous	3
Consistent attendance important	3
People need to be committed to the process	3
Trust needed	3
Support staff must be independent	3
Everyone at the table (participants) benefited	3
The chair must be independent	3

Participant Response	Frequency
Too much time spent negotiating parts of process	3
Group was too large	3
Process needed an alternative/back up for consensus	3
Need to have all sectors at the table	2
The process was frustrating	2
The trappers did not benefit	2
Changing policies disrupted process	2
Process was an opportunity for public involvement	2
A good chair is important	2
Groups from outside the area had too much influence	2
Process needs clear objectives	2
Process needed clear and common vision	2
Need human resources support	2
Sectors must have appropriate amount of representation	2
Deadlines and timelines important	1
Well-being assessment crucial	1
Knowledgeable facilitator is important	1
Keep forest land public	1
Others external to the table should work on parts of the plan	1
Need for conflict resolution	1
Developed a plan	1
Table members need to have a constituency and be accountable to it	1
Process equalized power	1
Needed better maps	1
Process did not address sustainability	1
There was a lack of trust	1
Process did not reduce uncertainty	1
The local community benefited	1
The local community did not benefit	1
Special interest groups benefited	1
This process will not give you a voice/you will not be heard	1
There was a lack of commitment to the process	1
There was not enough compromise	1
Status quo should not be default in case of failure	1
Will have an impact on the community	1
Needed to address wildlife management	1
Government benefited	1
People need to listen and understand others' views	1
Decisions used/used as foundation for other processes	1
Process needs to be linked to other processes (eg First Nations treaties)	1
Mountain pine beetle benefited	1
People skills necessary for effective process	1
Process needs to develop values to guide land use	1
Needed more information	1
The environment did not benefit	1
There was not enough public involvement	1

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