

**BRITISH COLUMBIA LAND USE PLANNING:
BACKCOUNTRY TOURISM PERSPECTIVES**

by

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Abstract

Land use planning in British Columbia (BC) has historically occurred through unilateral planning programs with minimal involvement from non-traditional resource stakeholders. This has had the effect of positioning these stakeholders, including the backcountry tourism and outdoor recreation sectors, at a disadvantage in such planning processes. Literature suggests that these sectors have subsequently been unable to secure their interests in BC's natural resources.

In response to frequent stakeholder conflicts concerning inequities in such land use planning approaches, the BC government developed a program based on the principles of shared decision-making (SDM). SDM planning models were used to develop BC's Land and Resource Management Plans (LRMP). The LRMP approach to land planning was systematically applied throughout BC in the 1990s in order to create more inclusive and representative land use planning processes.

This research assesses the effectiveness of the SDM approach in meeting the unique land use and plan implementation needs of backcountry tourism and outdoor recreation stakeholders. This assessment is based on responses derived from two existing survey databases. The first database provided the survey responses of tourism participants in LRMPs province wide. The second database provided the perspectives of tourism participants in the Kamloops LRMP implementation and monitoring process.

The study reveals that SDM process mechanisms have been important in facilitating the inclusion of tourism stakeholders in BC's LRMPs and plan implementation. Tourism respondents indicated that SDM process mechanisms overcame many of the hurdles encountered in traditional land use planning processes. The findings also suggest that the LRMP process was the best way of accommodating their needs and facilitating plan implementation. The study reaffirms and highlights some traditional concerns from the perspective of tourism stakeholders. These include a continued disparity between the planning resources available for the extractive resource industries and non-extractive sectors such as tourism, and a lack of dedicated institutional support for the implementation of tourism related directives.

Dedication

This work has been inspired by the endless energy of my son, Samuel and the constant and loving support of my husband, Stewart. Without the depth of their commitment to me, I would have lacked the motivation and desire to begin or complete my academic pursuits. Thank you both.

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List of Acronyms

ADR	Alternate Dispute Resolution
BC	British Columbia
BCAL	BC Assets and Lands Corporation
CORE	Commission on Resources and Environment
COTA	Council of Tourism Association of BC
FPA	Forest Practices Act
FPC	Forest Practices Code
KLRMP	Kamloops Land and Resource Management Plan
IMC	Inter-agency Management Committee
IRPC	Integrated Resource Planning Committee
ITP	Inter-agency Planning Team
LRMP	Land and Resource Management Plan
LUCO	Land Use Coordination Office
MOF	Ministry of Forests
MOFA	Ministry of Forests Act
MCSE	Ministry of Competition, Science and Enterprise
MSRM	Ministry of Sustainable Resource Management
MTSB	Ministry of Tourism and Small Business
PAZ	Protected Area Zone
SDM	Shared decision-making
SLUP	Strategic Land Use Plan
SMZ	Special Management Zone
TBC	Tourism BC
TSA	Timber Supply Area

Chapter 1: Introduction

1.1 Research Purpose and Objectives

The purpose of this study is to evaluate the role of shared decision making (SDM) in the development and implementation of land and resource management plans (LRMPs) in British Columbia (BC). This evaluation is reported from the perspective of backcountry tourism and outdoor recreation stakeholders. The objectives of this study are to describe from their perspectives, 1) the extent to which SDM approaches met the specific land planning needs of backcountry tourism and outdoor recreation stakeholders, 2) the extent to which these SDM approaches facilitated the implementation of the LRMP directives developed, and 3) methods for improving the efficiency and effectiveness of SDM processes for both plan development and implementation purposes.

1.2 Study Context and Significance

Prior to the 1990s, land use planning in BC was undertaken by planners and government technical teams who worked with representatives from extractive resource industries such as forestry to develop land use plans. As a consequence, land use policies were oriented to furthering the economic progress of those industries (Hoberg, 2001). Even though policies derived through these traditional processes have been implemented in 94% of BC's designated crown land, they were created in relative isolation from the province's general publics and diverse land use stakeholders (Gunton, 1991). Consequently, the land use needs of these other natural resource stakeholders were not well served (Gunton, 1991; Hoberg, 2001).

Over the last decade, emerging land use issues and perceived inequities in past regional planning processes were increasingly contended in public forums (Hoberg, 2001). In response to the ensuing conflicts that defined the provincial landscape throughout the 1980s (Gunton, 1991), the BC government developed a land use program based on the

principles of shared decision-making (SDM) (Kofinas & Briggs, 1996). SDM or collaborative planning models were developed in order to create more inclusive and representative land use planning processes that incorporated the land use needs of all stakeholders affected by the plans (Kofinas & Briggs, 1996).

SDM approaches were developed and systematically applied throughout the province in the 1990s. This unique model for land use planning began with the concurrent development of the Commission on Resources and Environment (CORE) and the Land and Resource Management Plan (LRMP) process. The planning programs that evolved were designed to integrate land and resource use needs of all BC stakeholders. In the case of some industries, this revised approach to land use planning acted as a catalyst for the recognition of the value of non-extractive forest resources. A notable example of an industry that benefited significantly from the recognition of these non-extractive resource values was backcountry tourism and outdoor recreation (Williams, et al., 1998b)

The tourism industry is currently in transition from its traditional position as a solely service-based economic venture to a more encompassing stance as a natural resource based industry (Gunton, 1998; Williams, et al., 1998a). The shift in the perception of the tourism industry comes at a point in the socio-economic history of BC that is reflective of a diminishing dependence on the extraction of natural resources for economic development use (Gunton, 1998). Rapid development of the province's nature based tourism as a resource based industry highlights the region's shift away from being a solely resource extraction based economy to one that incorporates the value and need for conservation and sustainable use of natural resources (Gunton, 1991; 1998). The province's evolving LRMPs have helped to signal and support this shift through the inclusion of tourism and outdoor recreation values in many of their management directives.

As of March 2003, twenty-one land use plans have been developed or are in the process of being developed (BC LUCO,2003). Fourteen of the twenty-one have received

approval from the provincial government and are in the process of implementing and monitoring the plans effects (BC LUCO, 2003). Once approved, the land use plans become higher-level initiatives incorporated into the overall strategic plan for the province (BC LUCO, 2000). The recently formed Ministry of Sustainable Resource Management (MSRM) oversees the implementation of the plan. However, each LRMP planning table generally establishes an implementation and monitoring committee to advise the Ministry throughout the implementation process (MRSRM, 2002b).

As a relatively uncharted process, the actual implementation of LRMP planning policies developed via SDM approaches has been studied only to a limited extent. The scarcity of analyses evaluating the implementation of such plans from the perspectives of tourism and outdoor recreation is even greater. This gap in research can be attributed to a fundamental issue that has traditionally faced the tourism and outdoor recreation sectors in land use issues throughout Canada:

In a Canadian context, most strategic land use planning initiatives have failed to formally incorporate tourism issues into the process. Indeed in most provinces of Canada, no government agencies are responsible for ensuring full participation by tourism stakeholders in such land use planning activities. (Williams et al., 1998a: 863)

The lack of representation of backcountry tourism and outdoor recreation interests in land planning in general has resulted in few opportunities to review such specific processes.

BC's LRMP process was developed as a response to the notable absences of key resource stakeholders in such exercises. As a novel approach to land planning, and unique in its systematic application, several SDM methods have been extensively studied and evaluated in BC (see Frame, 2002; Penrose, et al. 1998; Wilson, 1995; Williams et al, 1998a&b). However, the implementation and monitoring process of LRMPs has received minimal attention (see Albert, 2002).

There is a need to evaluate the role of SDM in the development of land use plans that are more amenable to implementation. Literature suggests that there are specific obstacles and challenges to the successful implementation of policy developed through traditional planning methods, particularly from the perspectives of the backcountry tourism and outdoor recreation sectors (Williams et al, 1998a). It is hypothesized that the SDM approach used in the development of LRMPs in BC will act to mitigate many of these challenges and in the case of the backcountry tourism and outdoor recreation industries, actually facilitate their specific needs in land use management in BC.

The purpose of this paper is to evaluate the role of SDM in the development and implementation of LRMPs in BC, and provide guidelines and recommendations for making future land use planning processes that use SDM approaches more relevant to the needs of backcountry tourism and outdoor recreation stakeholders. It is anticipated that this evaluation and the related guidelines will help to facilitate more effective and efficient land use planning and implementation methods.

1.3 Study Method

This study utilizes data collected by Frame (2002), during a province wide survey of targeted LRMP participants and a case study survey by Albert (2002), of the Kamloops LRMP (KLRMP) implementation and monitoring committee. Their surveys were conducted as part of a larger research project evaluating the LRMP process in BC, conducted by the School of Resource and Environmental Management at Simon Fraser University. As part of the implementation evaluation component in this broader initiative, this study analyzes these databases to identify key backcountry tourism and outdoor recreation perspectives associated with the development and implementation of LRMPs using SDM methods.

This study uses the data from the two surveys in two phases of analysis:

Phase 1: Frame's (2002) database is segmented in order to isolate the responses of the backcountry tourism and outdoor recreation stakeholders. Once identified, the backcountry tourism and outdoor recreation responses are tested for significant variation against the combined responses of all other stakeholder representatives (excluding backcountry tourism and outdoor recreation responses). Significant variations in responses are used to identify key planning issues particular to the backcountry tourism and outdoor recreation stakeholders.

Phase 2: The second phase of research uses the data from Albert's (2002) survey of participants in the Kamloops LRMP implementation process. The responses from backcountry tourism and outdoor recreation informants are isolated and assessed according to Mazmanian and Sabatier's (1989), framework for evaluating policy implementation.

The results of the two-phase analysis provide a basis for assessing the utility of SDM in LRMP planning and implementation processes from the perspectives of the backcountry tourism and outdoor recreation stakeholders.

1.4 Scope and Research Questions

This study focuses specifically on the role of SDM in facilitating the development and implementation of LRMPs from the perspective of the backcountry tourism and outdoor recreation stakeholders. The backcountry tourism and outdoor recreation stakeholders are associated with those tourism operations utilizing natural resources and land in BC's mid and backcountry. Mid country tourism operations are defined as those providing tourist interactions with nature in a controlled environment with some attended facilities; backcountry tourism operations are defined as those using the wilderness with no obvious divisions between humans and environment and no attended facilities (MRSMS, 2002d).

The research questions underlying the analyses in this study are:

- **Research Question 1:** How well did SDM approaches used in BC LRMPs meet the specific land planning needs of backcountry tourism and outdoor recreation stakeholders?
- **Research Question 2:** From the perspectives of backcountry tourism and outdoor recreation stakeholders, to what extent did these SDM processes facilitate the implementation of the LRMP directives?

The report emphasizes the perceived role of SDM as a pre-emptive tool in mitigating LRMP land planning and implementation challenges.

1.5 Report Organization

Chapter 2 provides a review of four general areas of literature that are relevant to this study: shared decision making as an alternative to dispute resolution, policy implementation theory, land planning in British Columbia (BC), and backcountry tourism and outdoor recreation in land planning in BC. Chapter 3 discusses the methods initially utilized to collect the data in Frame's (2002) and Albert's (2002) surveys, and the method of analysis employed for study. Chapter 4 presents the results of the analyses of both the LRMP and KLRMP databases. Chapter 5 discusses those results and provides management recommendations for the backcountry tourism and outdoor recreation sectors. Chapter 6 presents the conclusions of the study and suggests recommendations for areas further study.

Chapter 2: Implementation of Public Land use Policy

Public land use planning is described as the process of assessing resources and allocating or providing access to those assets in accordance with the desires or best interests of the general public (Leung, 1989). According to Leung (1989:5), the "essential justification for land use planning is, therefore, the public interest."

Until the 1990s, land use planning in Canada had been the traditional domain of elected and appointed civil servants who were the developers and implementers of land use policies in a hierarchical government structure (Gunton, 1991; 1998). These agency representatives were advised by technical teams of natural and social scientists and often representatives from resource dependent interests that made visible or high profile contributions to the economy (e.g. the forest industry) (Cashore, et al. 2001). Public consultation may or may not have been part of the planning process depending on the extent or type of the changes proposed by the plan. However, there was normally a public review of plan options in the later stages of the eventual plan's development (Hoberg, 2001). Public land use policies developed in this way traditionally reflected the interests of a few industries that were economically dependent on natural resources (Gunton, 1997; 1998).

In British Columbia, natural resource planning followed much the same process and was dominated by the forest industry with little input from other stakeholders (Gunton, 1991; 1997; 1998). This process and the policies it produced came under increasing criticism from the general public, non-extractive land and natural resource stakeholders such as the backcountry tourism and outdoor recreation sectors, and Native groups. This criticism peaked in late 1980s and early 1990s with land use plans being disputed and contested throughout BC. These escalating high profile environmental disputes were set on a stage of increasing public environmental values, growing international recognition of environmental issues, and an expanding government need for strategic planning within natural resource management (Flynn & Gunton, 1996; Hoberg, 2001).

2.1 Conflict Management

A common theme among BC's environmental disputes was that they involved conflict, discontent, and fractured relations among those who were involved in and ultimately affected by land use decisions (Gunton & Flynn, 1992). Indeed, land planning in BC has been particularly complex and has typically involved many stakeholders including the general public that has expressed a diverse set of values and interests. Brown (1996) identifies and summarizes these complexities:

- The issues are typically complex and broad in scope
- The desired vision or end-state is often poorly defined
- There are many, often contradictory, viewpoints to take into account
- The effects of land use decisions are far reaching and long-lasting
- The "stakes" (*sic*) are usually high
- Good information is typically lacking

(Brown, 1996:1)

Additionally, they are often stalled by public protests and legal suits characterized by turbulent and disruptive proceedings and media frenzy (Gunton & Flynn, 1992).

Ultimately, traditional land planning in BC has proven to be costly and has resulted in dissatisfaction for stakeholders and the general public. This has created a climate of insecurity around land use allocations and has dissuaded investment and stymied economic growth (Gunton, 1991). Most often these processes have produced winners and losers. This has resulted in land use decisions that continue to be contended by stakeholders (including the public) during the implementation phase (Flynn & Gunton, 1998; Gunton, 1997).

There is a plethora of literature on various cases of land use disputes. Most often they document the process of conflict and report the same conclusion: stalled resolution to land allocation and use in areas of major public or stakeholder contention (Bacow & Wheeler, 1984; Bingham, 1986; Selin and Chavez, 1995; Moote et al., 1997; Wondollock & Yaffee, 2000). The legacy of these many documented accounts of failure

and discontent surrounding environmental and land use issues is an evolving body of research seeking successful alternatives to traditional unilateral planning approaches (Bacow & Wheeler, 1984; Susskind & Cruikshank, 1987; Bigham, 1986). This study contributes to this literature by providing an overview of land planning issues in BC that relate to the backcountry tourism and outdoor recreation industries. It also provides a set of recommendations for those persons implementation of land plans that incorporate these industries needs.

2.2 Alternative Dispute Resolution

The discontent over traditional authoritative or unilateral methods of environmental and land use planning dispute resolution has resulted in several alternative approaches. These include interest-based negotiation, consensus building and alternative dispute settlement. Collectively they can be called *alternative dispute resolution* (ADR) approaches (Gunton & Flynn, 1992). The common thread in these approaches is a dependence on the collaboration of all affected stakeholders in the resolution. Underpinning this is the need to recognize that all stakeholders in a land-planning dispute have interconnected dependencies on the province's natural resources. Consequently the stakeholders must work toward a resolution that is acceptable to all groups (Darling, 1991; NRTEE, 1993).

In their review of several case study examples of environmental disputes that employed ADR, Duffy, Roseland and Gunton (1996:9), conclude that there are three broad goals of such processes. The attainment of these goals can provide indicators of the effectiveness of ADR processes in reaching satisfactory and stable agreements in land use disputes. The first of these goals is *fairness*. The evaluation of how well this goal has been attained is evident in the participant's perception of how equitable the process is at including and representing their needs. The second goal is *efficiency*. This is measured in terms of the effectiveness of the process in producing a timely and cost efficient resolution to a land use issue and the perception by the participants that the process was conducted effectively with the expeditious provision of the necessary information and

data (Duffy et al., 1996). The final broad goal is *stability*. The achievement of this goal is evaluated by the ability of the agreement to endure the critique of all stakeholders. This is met by the participants complete understanding of how the agreement was reached, the implications of the agreement, and the reason for the agreement (Duffy,et al.,1996; Wondolleck & Yaffee, 2000; Susskind & Cruikshank, 1987; Bingham, 1986).

As previously discussed, public land use planning is inherently complex and thus very difficult to resolve. The complexities associated with public land use planning conflicts make it a challenging candidate for meeting the criteria for successful disputes resolution through ADR approaches. Hart (1984, cited in Gunton & Flynn,1992:14-15) identifies the following pre-conditions for disputes that will be most successfully resolved through ADR approaches:

- A limited number of interests and individuals to represent them;
- Well defined issues ready for decision;
- Issues that can be resolved without compromising fundamental tenets or values of participants;
- Existence of a deadline for action so that unless parties reach an agreement, someone else will impose a decision;
- Sufficient number and diversity of issues so that parties can prioritize them according to relative importance to allow room for compromise;
- Sufficient countervailing power such that no party is in a position to dictate results;
- Participants view that it is in their interest to use the process as opposed to traditional ones; and
- Government agency representatives present throughout negotiations who are willing and able to implement the agreement.

Wondolleck (1988) suggests that success should not necessarily be based on the attainment of all of these goals and would more accurately be assessed on the ability of the ADR approach to provide a dispute resolution structure that is constructive rather than destructive it should build sustaining and respectful working relationships (Moote & McClaran, 1997; Wondolleck, 1988).

Innes and Booher (1999) postulate that agreements reached through consensus based ADR approaches are more successful at providing the affected parties with a formal or

informal agreement that they can all live with. This includes an understanding of the challenges of navigating a complex set of stakeholder interests. Ultimately, ADR can facilitate a deeper understanding and respect for participants and foster strong working relationships that might help future negotiations or facilitate the implementation of plans based on understanding rather than perception (Innes and Booher, 1999; Moote & McClaran, 1997; Wondolleck, 1988).

2.3 Shared decision making

Shared decision making (SDM) is described as approach that “emphasizes the importance of equal access to information and equal opportunity for input and scrutiny of issues and concerns by all participants, thereby creating a constructive environment for problem solving.” (Duffy et al., 1996:5)

SDM literature identifies several defining features of this alternative approach to dispute resolution. These features provide the process mechanisms that underpin the structure of environmental dispute resolution, including land planning, towards a more inclusive, representative and respectful resolution of disputes (Wondolleck, 1988). The process mechanisms are summarized in table 2.1.

Although not a panacea, SDM has proven to be a more effective and efficient alternative to traditional means of resolution in environment related disputes (Gunton & Flynn, 1992). However, several authors caution (Bacow & Wheeler, 1984; Cormick, 1989; Gunton & Flynn, 1992) that it is not always the right choice for resolving disputes. These authors suggest that in some cases disputes must have exhausted traditional means of resolution before alternatives are sought. Only then will the stakeholders be receptive to other means of resolution (Bacow & Wheeler, 1984). It has also been suggested that such alternatives are not necessarily less expensive or time consuming than traditional processes or subsequent litigation (Gunton & Flynn, 1992).

Table 2.1: SDM Process Mechanisms

<ul style="list-style-type: none">• Participation: This is dependent on the voluntary participation of all publics, agencies and stakeholders that are affected by the land use plan. The chance of reaching a feasible and widely accepted resolution to a land use decision increases with the inclusion of as many affected interests as possible.• Consensus building strategies: Employing the consensus strategies of ADR, SDM strives towards consensus by the affected parties in land use decisions through the accommodation and respect of all interests in the decision making process.• Collaboration: This component underpins the principle of SDM accommodating face to face dialogue and negotiation of the interests of all affected parties in the land use decision.• Focus on interests: the SDM process for land use planning requires that the participants recognize and focus on stated interests not positions. A position is the participants perceived ideal outcome or solution to a situation. Interests are the desires, needs, concerns, fears or hopes that underpin the participant's position. By focusing on interests rather than positions the group of stakeholders can better respect each other and often find commonalities which facilitate more helpful and sustaining resolutions to disputes.• Negotiation and Mediation Strategies: This ADR strategy is incorporated into the SDM approach to conflict through the acknowledgement of diverse interests and the employment of mediation and negotiation to make the dispute less confrontational and more productive.
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Sources: Cormick et al., 1996; Susskind and Cruikshank 1987; Darling, 1991; NRTEE, 1993; Frame, 2002; Duffy, Roseland and Gunton, 1996; Gunton & Flynn, 1992.

However, relative to traditional approaches to land use disputes that often have yielded disappointing results, SDM can be distinguished as offering several key advantages as an approach to resolving multi stakeholder public planning and policy issues. These advantages include the development of plans that are more reflective of public interests', are creative and of high quality, and increase the social capital of planning participants (For a complete summary of these benefits see Frame, 2002).

The most important of these advantages and the central theme of this paper is the role of SDM in the provision of land use agreements that are more amenable to implementation (NRTEE, 1993; Wondolleck & Yaffee, 2000; Bacow and Wheeler, 1984).

2.4 SDM as a Tool in Successful Implementation

One of the greatest strengths of the application of ADR models of dispute resolution is its propensity for delivering agreements that are more likely to be implemented (Wondolleck & Yaffee, 2000; Susskind & Cruikshank, 1987; NRTEE, 1993). Bacow and Wheeler (1984:19) state that "because the negotiators usually will have to live with their settlement (for better or worst) they may also be more sensitive to implementation concern...[The] relationships between negotiators tend to be better and because they have greater investment in a settlement than in a court-imposed order, the prospects for successful implementation should also be enhanced." This is corroborated by Wondolleck (1988) who postulates that the mechanism for consensus based SDM processes, (i.e., face to face negotiation and focus on interests not positions), builds the necessary components such as trust, respect and ownership, for feasible and more easily implemented agreements.

What are the characteristics of SDM as an approach to developing a land use planning processes that facilitate the overcoming of key obstacles to successful implementation? The large body of literature on traditional policy implementation first identifies the obstacles to implementation and secondly identifies how SDM may provide the mechanisms to overcome these traditional obstacles. These insights provide a framework for the evaluation of issues involved in implementing land use plans derived through collaborative processes.

2.5 Implementation

To understand the role that SDM plays in the implementation of land use plans it is first necessary to determine the criteria for successful implementation. The following section provides a literature review of the relevant research on policy implementation and provides the theoretical basis for the evaluation framework used in this report.

The literature on policy implementation can be divided into two parts: research on the models of policy development and studies concurring the evaluation of policy

implementation. The next section of this report presents three models of policy development that represent ways researchers have conceptualized the policy development processes and the influence these processes have on implementation. The subsequent section addresses the evaluation of policy implementation. It documents the way that the policy implementation process has been evaluated using various evaluative frameworks.

2.6 Models of Policy Development

2.61 *Top-down policy process*

Theorists of the top-down (sometimes called forward mapping) model to policy development, lead by Pressman and Wildavsky (1973), followed by Van Meter and Van Horn (1975), Rein and Rabinovitz (1978), and later Mazmanian and Sabatier (1989) have examined implementation of policy delivered through hierarchical processes. Their approach has been to focus on how the policy maker might affect the implementation process (Hill, 1997). They describe this type of policy development process as a black box approach, "self contained", removed from the public perspective, and controlled in the political arena (Elmore, 1982).

Their studies emphasize the role of the agency's legal structure in the implementation of policy. They suggest that the behaviour of the bureaucrats responsible for administering the policy can be understood in this context (Mazmanian and Sabatier, 1989). Pressman and Wildavsky (1973) use the example of the US Economic Development Administration's (EDA) program for employing the "hard-core" unemployed in Oakland, California, to illuminate the issues related to this type of top-down initiated policy. From their study of the implementation of the EDA's program they proposed several key elements in the structure of policy development that need to be addressed to reduce the hurdles to implementation. These indicate that:

- Implementation should not be considered as a process independent of the policy development process;
- Policy processes should include an means to structure implementation process;

- Agencies responsible for implementation should receive as much planning, training and funding as those responsible for the development of the policy;
- The target population for the outputs and outcomes should be carefully considered in the development of the policy to ensure maximum impact;
- Need for representative continuity of the key actors in the policy process to spill over to the implementation process;
- There is a need to minimise the number of agency clearance points to policy implementation;
- Clarity and simplicity in the policy are important to its successful implementation.

(Source: adapted from Pressman and Wildavsky 1973:143-149.)

Subsequent work based on the top-down model of policy development has built on Pressman and Wildavsky's work, generally increasing its sophistication and deepening the analysis (Hill, 1997). Van Meter and Van Horn (1975), for example, expand the scope of policy implementation research through a more thorough review of the influences of intra and inter-agency linkages alluded to by Pressman and Wildavsky (1973). They offer further insight by illuminating the possible influences of the human and psychological variables in policy implementation. Van Meter and Van Horn suggest that there are a total of six variables that influence the link between policy and implementation (1975). These are organized in clusters under three headings:

- Structure of Policy
 1. Standards and objectives underpinning policy that are subject to interpretation during implementation
 2. Resources (financial and human) that are assigned to implement the policy
- Agency Linkages
 3. Variability in the inter-organizational communication and enforcement activities of separate agencies involved in the implementation of a policy
 4. Characteristics of the implementing agencies and its staff
 5. Economic, social, and political conditions influencing but external to the implementation process
 6. The personal and political disposition of the implementers towards the policy
- Performance of the policy to achieve desired outputs.

(Source: Nakamura & Smallwood, 1980.)

The greatest contribution of Van Meter and Van Horn's (1975), is their acknowledgement and recognition of the influence of the 'human element' in the implementation of top-down policy (Hill, 1997). McLaughlin (1975), who focused on the human dimension to policy implementation by specifically examining the implementer's role in the process,

complemented Van Meter and Van Horn's (1975) work. She identified three potential types of interaction between the policy making process and the implementers of the policy:

- **Mutual Adaptation:** this describes the ability of the policy, agencies and implementing officials to be flexible in the implementation phase allowing for modification and change of policy and personnel.
- **Co-optation:** this describes the process of adaptation in the design of the policy to accommodate changes or resistance in the receptivity of program implementation. Under this criterion it often results that the policy reverts back to a form similar to that it was designed to replace while receiving the funding for the new policy.
- **Non-implementation:** This is the result of a policy that broke down in the implementation phase through lack of commitment or total rejection by the implementers.

(Source: adapted from Nakamura & Smallwood, 1980.)

This work highlights the multiple outcomes that can result from the influence of actors in the implementation of policy. However, it is the later work by Hogwood and Gunn (1984) and Mazmanian and Sabatier (1989) who bring the dimensions of agency structure and actor influence together. They consider the impact of political and external socio-economic climates on the implementation process within the top-down model.

Hogwood and Gunn (1984) provide ten preconditions for successful policy implementation that prescribes controls for agency structure, implementer's involvement, and external influences. Their work is underpinned by the assumption that those at the top of the top-down model should desire to minimise what Pressman and Wildavsky call "implementation deficit" (1973:135) to maximise the potential for successful policy implementation. That is, minimising the linkages between agencies responsible for policy implementation and ensuring the co-operation between those agencies is maximised thus reducing the deficit that is incurred at veto points during the implementation process (Hill, 1997).

Hogwood and Gunn's research is mirrored and expanded upon by Mazmanian and Sabatier (1989). Their work has focused on the role of the legal imperative of the statute in shaping the behaviour of the implementing bureaucrats and the subsequent impact this

can have on the success of the implementation process. Mazmanian and Sabatier propose that policy design should be kept in the hands of those elected officials at the top of the policy making process and not left to implementing bureaucrats (1989). This, they suggest, has the effect of securing the control of the implementation process in the hands of those that are ultimately accountable for the outputs and subsequent outcomes of the policy, and reducing veto points (Mazmanian and Sabatier, 1989).

The following list summarises the main issues identified by top-down theorists for addressing the implementation of policy:

- Identify a clear relationship between problem and policy ensuring it is unambiguous.
- Minimise the links in the implementation structure to reduce veto points.
- Prevent outside interference.
- Control the role of implementing actors.

(Source: adapted from Hill 1997:131.)

2.6.2 Bottom-up model policy process

Bottom-up models, or what is sometimes called backward mapping, aim to understand the development of policy by analyzing the relationship between "street-level" bureaucrats who are responsible for the operational procedures of policy implementation, and the population that the policy targets (Elmore, 1982).

The logic of backward mapping is, in all-important respects, the opposite of forward mapping [or top-down model]. It begins not at the top of the implementation process but at the last possible stage, the point at which administrative actions intersect private choices. It begins, not with a statement of intent, but with a statement of the specific behavior at the lowest level of the implementation process that generates the need for a policy. Only after that behavior is described does the analysis presume to state an objective; the objective is first stated as a set of organizational operations and then as a set of effects or outcomes, that will result from these operations. (Elmore cited in Williams, 1982:21)

Backward mapping or bottom-up theory is focused not on the formal devices of command and control in a centralized agency process, such as the legal imperatives in Mazmanian and Sabatier focus, but rather on the informal devices of delegation and

discretion that disperses authority (Williams, 1982). The premise of this focus is to consider the influences of the discretionary choices of the policy implementers who are debating between conflicting policy options and how this affects the success in achieving a policy output (Hill, 1997; Elmore, 1982).

This approach to policy analysis moves away from the focus on agency structure and legal statute as factors influencing implementation to a "conceptualisation that reflects better the empirical evidence of the complexity and dynamics of the interactions between individuals and groups seeking to put policy into effect" (Barrett & Fudge, 1981:19). The justification for this shift in focus is reinforced by Hjern and Hull, (1982). They argue that this approach to policy analysis removes the constraints that have overshadowed previous researchers by viewing the action of implementation actors outside of predetermined assumptions about the way agency structures shape implementation (Hill, 1997).

This allows for an evaluation of the elements that the top-down theorists have argued should be controlled: that of actors, participants, and agency communications (Hill, 1997). The evaluation of this type of policy implementation is not based in how well the policy implementers effect the policy laid out by the makers, but rather the influences on the implementers as they try to execute policy implementation (Elmore, 1982). These influences can be affected by restrictions imposed from funding, resource and training limitations or the influence of private behaviour (otherwise known as discretionary actions) (Elmore, 1982).

2.6.3 *The Communications Model*

Proposed by Goggin, Bowman, Lester and O'Toole, Jr. (1990), the communications model deals with the reality that more often than not, public policy is designed and implemented outside of the everyday control of elected officials. In light of this they developed a model of the policy implementation process that fuses the themes raised in

both the top-down and bottom-up perspectives. They call this model the *Communications Model of Intergovernmental Policy Implementation* (Goggin, et al., 1990:5). The strength of this model is that it conceptualises the implementation process at the state level as shaped by constraints imposed from the top-down (federal level influences), and bottom-up (street-level bureaucrat influences), and state level structural influences. Goggin, et al., (1990) state that they have "adapted a 'middle-range' communications theory to help link the pieces of the model...[integrating] a good portion of the extant implementation literature and a wide range of empirical findings" (33). Underpinning the model is the assumption that state level implementers form the nexus of the implementation process and thus the variability in policy implementation success (that has not previously been achieved in researched) is a function of the context of the policy process.

Intergovernmental policy implementation is an exceedingly complex process that takes place in a complex environment. An implementation subsystem full of messages, messengers, channels, and targets operates within a broader communications system. More specifically, our conceptualization of implementation recognizes the joint nature of decisions and actions of interdependent institutions at the subnational level of government. It also incorporates consideration of the bargaining that takes place among the three levels of government. Given the assumptions underpinning our communications model. Communications theory offers a means of synthesizing the top-down and bottom-up approaches that dominate (and divide) the implementation literature. (33)

Table 2.2 summarizes the three models of policy development and the characteristics of various influences on those models.

This section has reviewed the literature on three conceptualizations of policy structure and the influences these have on the implementation of policy. The next section reviews the research literature associated with the evaluation of the policy implementation process. Although similar in its evolution to the development of literature concerning the conceptualization of policy formation models, it focuses on various methods of evaluating of policy implementation processes.

Table 2.2: Summary of major influences in three models of policy development

	TOP DOWN MODEL	BOTTOM UP MODEL	COMMUNICATIONS MODEL
Policy Makers Role	Most influential in process	Influenced by implementers	Imposes inducements and constraints in the process. First of three levels of influence
Influence of Agency Structure on Process	Defines legal imperative. Attempt to minimize points of clearance through coordination.	Places constraints on implementers. Imposes competition for financial and human resources.	Acknowledges the interdependence of agencies. Recognizes the bargaining power in inter agency relations. Second level of influence in process.
Policy Development as Related to Implementation	Considered a continuum	Policy initiated by implementers as response to target populations need	Integrated process subject to complex multileveled influence.
Implementers Role	First to consider as influence on policy process.	Define the policy as reflective of the needs of target population. Imposes discretionary influences on policy.	Affects the variability of the success of policy. Third level influence in the policy implementation process.

Sources: Barrett & Fudge, 1981, Goggin, et al., 1990, Elmore, 1982, Mazmanian and Sabatier, 1989, Hogwood and Gunn, 1984, Van Meter and Van Horn's 1975, and Pressman and Wildavsky, 1973.

2.7 Evaluating Policy Implementation

Implementation of public policy by public agencies is inherently complex and difficult to evaluate. This is due in part to the many levels of agencies and multiple layers of administration within those agencies that have to be considered in policy development and implementation (Barrett & Fudge, 1981).

As an area that has come under serious public scrutiny over the last two decades, the development and implementation of land use plans in BC has presented its own unique set of complexities for the policy analyst. This area of policy implementation research exemplifies the multidimensional issues that face the implementation of public land management overlaid by the complexities of evaluating public policy implementation (Mann, 1982).

Although plan development takes place within a political context, the plans are subsequently administered and implemented by bureaucrats. The administration of the

policy implementation phase has been traditionally considered as a separate condition to the policy development stage and has received different evaluation treatment. The following sections present the theories on the evolution of evaluative research associated with implementation processes.

2.8 Policy Implementation Theories

Implementation has traditionally been understood as removed from the process of policy development. Classical policy theorists treated implementation as a "bounded, separate, and sequential" part of policy development, paying little attention to the influences of process (both legal and institutional) on the success or failure of policy implementation (Nakamura and Smallwood, 1980:10; Hill, 1997).

The understanding of policy implementation by these researchers is based on the perception of a traditional state controlled policy development process (Hill, 1997). In their approach, politically motivated decision-makers consider the suitability of policy options and make decision based on how they perceive the problem and best-fit solution (Nakamura and Smallwood, 1980). They provide goals and objectives for the policy outputs and hand down directives to lower level bureaucratic personnel who are perceived as automatons - neutral and non-influencing in the implementation of the policy. The output of the policy is expected to be consistent with the political objectives and goals set out by the policy makers and little attention is given to the processing of the policy into action (Nakamura and Smallwood, 1980).

Policy implementation researchers in this context have evaluated policy development as a black box or self-contained process, impermeable to structural or actor influences. In reality, policy implementation processes do not take place within a controlled black box environment, removed from the constraints of agency structure, funding, and personal discretion. In response, more recent policy analysts initiated new research that described

the policy process as being subject to the influence of agency structure and various actors within the process (Nakamura & Smallwood, 1980; Goggin, et al., 1990; Hill, 1997).

2.8.1 First Generation Research

Pressman and Wildavsky were the leaders in recognizing the complexities of policy implementation and the dynamic nature of the process from law to action became their focus. They were successful in researching and describing the role of higher-level agencies and how the structure and organization of those agencies and the policies they produced shaped the implementation process and the actors involved (Goggin, et al., 1990; Hill, 1997). Their contribution is summarized by Goggin, et al.(1990:13-14). First generation researchers:

- managed to shift the focus from how a bill becomes a law to how a law becomes a program
- demonstrated the complex and dynamic nature of the implementation process
- emphasized the importance of a policy subsystem and the difficulties that a subsystem creates for coordination and control
- identified a number of factors that seemed to account for programmatic results that had fallen short of expectation
- diagnosed several treatable pathologies that periodically plague implementing actors.

Pressman and Wildavsky's (1973) work has been criticized for its narrow approach to policy implementation basing most of the analysis on one case study, over one jurisdiction and time period (Goggin, et al., 1990; Nakamura & Smallwood, 1980; Barrett & Fudge, 1981). However, it offers important and enduring themes in issues related to the evaluation of policy implementation. Most important in the context of this study, it broadens the understanding of multi-level agency influences and acknowledges the role of the process in policy development. This is particularly relevant in BC where a unique approach to land use planning has been developed in recognition of the influence of policy development on the implementability of the resultant plan.

2.8.2 Second Generation Research

Pressman's and Wildavsky's work became the foundation for a second generation of researchers lead by Mazmanian and Sabatier, 1979; Nakamura and Smallwood, 1980, and Van Meter and Van Horn, 1975. These researchers focused on "the development of analytical frameworks to guide research on the complex phenomenon of policy implementation." (Goggins, et al., 1990). Their frameworks include an evaluation of the influences of implementers and intra and inter-agency structures in the implementation process. They were distinguished by their more prescriptive and less descriptive approaches to policy implementation. In particular they offered evaluation criteria for successful implementation rather than simply reporting the process.

Like the first generation of policy researchers, this second generation has been criticized for their focus on snapshots of case studies, but again their contribution cannot be ignored. Most notably they are responsible for expanding the field of analysis to include the evaluation of three broad themes: the nature of the *policy* form and content, the complexities of *organizations* and their financial and human resources, and *people* as influencing actors in the implementation process (Hill, 1997; Elmore, 1982). The following list summarizes the contributions of second-generation researchers:

- Recognition that implementation *does* vary over time, across policies, and from one jurisdiction to the next
- Identification of the likely candidates for explaining those variations
- Confrontation of many difficult problems accompanying the process of systematic empirical research in this field.

Goggin (1990:14)

This study will use the framework for policy implementation analysis developed by the second-generation researchers, Mazmanian and Sabatier (1989), as the basis for evaluation of the Land and Resource Management Planning (LRMP) implementation process in British Columbia (BC).

2.9 Policy Evaluation Criteria

BC's LRMP program employs SDM as a process mechanism designed to create an inclusive and representative planning process. This process is discussed in detail in chapter 3.

The central goals of this report is to evaluate the role of SDM in LRMPs from the perspective of the backcountry tourism and outdoor recreation sector participants and to evaluate the effectiveness of the implementation process from this same perspective. To achieve these goals, it is first necessary to identify a set of evaluation criteria from the relevant literature. The following section describes the development of these criteria.

2.9.1 Framework for Evaluating Policy Implementation

Mazmanian and Sabatier (1989) have identified a framework for analyzing and evaluating implementation of policy. The criteria identify a set of factors influencing the success of implementation that form the basis for the implementation evaluation framework in this report.

The following sections the components identified by Mazmanian and Sabatier (1989). They form the criteria for this evaluation of LRMP plan implementation. They are divided into three broad categories: the tractability of the policy issue, the opportunity for the statute to structure implementation, and external variables affecting implementation.

1. Tractability of the policy issues

Issues in public land use planning are inherently complex. The complexity arises from the diversity of stakeholders' interests in land use and natural resource allocation. This issue is particularly poignant in a province that is resource dependent such as BC. Valley by valley conflict over land use and allocation in BC illuminates the contentious nature of land planning in this province and indicates the potential complexities. These

complexities are multidimensional ranging from diversity in stakeholder interests to inefficacy resulting from agency structure. Each dimensions presents a different hurdle to successful policy implementation. Table 2.3 summarizes these dimensions.

Table 2.3: Tractability of the policy issue

Tractability of the policy issues
<ul style="list-style-type: none"> • extent of technical difficulties - the availability and extent of technical resources required to implementing the policy. Policies that are less dependent on inexpensive and relatively accessible technologies are more likely to be successfully implemented. • diversity in the target populations behaviour - the extent of diversity in the prescribed behaviour the more difficult it is to modify and regulate and the greater the need for clearer operational regulations and flexibility afforded to ground level implementers. • target group as percentage of total population - the smaller the target group the higher chance it will receive political support and meet with less resistance from the population at large. • extent of the behavioural change required by target group - the greater the behavioural modification required of the target group the greater the chance of resistance to policy implementation.

Source: Mazmanian and Sabatier, 1989

2. Opportunity for a statue to structure implementation

Mazmanian and Sabatier (1989) posit structuring the implementation process during plan development can better facilitate that implementation. This includes the identification of agency responsibility, selective exclusion or inclusion of actors or groups in the process, and the provision of resources and professional capital made available. The opportunities for the structuring of implementation are subject to several variables outlined in table 2.4.

3. External variables affecting implementation

In addition to constraints imposed by the institutional structure involved in the implementation process, external conditions such as the current political climate and socio-economic status of the general population affect levels of implementation success. Mazmanian and Sabatier (1989) classify this set of conditions as the non-statutory variables affecting implementation. They are summarized in table 2.5.

Table 2.4: Structuring implementation

Opportunity for a statute to structure implementation
<ul style="list-style-type: none"> • precise and clear hierarchy of policy objectives - reduces the ambiguity for understanding of policy objectives by the implementers. • evidence and validity of the causal relationship - provides a clear and valid causal relationship between governmental objectives and the prescribed behaviour. • extent of financial resources designated through policy - becomes an indicator of the broader political support for the program and facilitates the ease of implementation. • structure and hierarchy within and among the implementing agencies - minimises veto points by providing clear delineation of responsibilities for integrated hierarchy of implementing agencies • stipulation of decision rules - for the implementing agencies are laid out in the legislation. • commitment of officials to policy objectives - by the implementing officials increases the potential for realization. • extent of participation from outside actors - through liberalised rules of standing and provisions for independent evaluation studies increases the attainment of policy objectives.

Source: Mazmanian and Sabatier, 1989

Table 2.5: External influences affecting implementation

External variables affecting implementation
<ul style="list-style-type: none"> • socio-economic conditions and technology - political support for the policy is subject to local variations in the perceived relative importance of the causal behaviour and linkages. Technological development or support needed for the policy is dependent on this support.
<ul style="list-style-type: none"> • support from general public - public support for the policy is subject to cyclical variations that may affect the perceived relative importance and in turn the allocation of funding support positively or negatively, and the support from the implementing officials.
<ul style="list-style-type: none"> • variance in attitudes and resources of constituency groups - support for a policy by constituency groups tends to decline over time and those that oppose are more likely to actively intervene over time. Conversely, those that propose a policy tend to redirect their attentions to other more pressing issues. Thus policies in the implementation stage are less likely to receive the attention and resources of supporters and more likely to receive attention and resources from opponents.
<ul style="list-style-type: none"> • leadership and commitment of implementing officials - the ability to commit and lead by the agency officials is integral to the success of the implementation process. The ideal situation to facilitate this aspect of the implementation process is the formation of an agency to handle the implementation of the policy.
<ul style="list-style-type: none"> • support from sovereigns - sovereigns control much of the financial and legal components of policy implementation. Their support through directing human and financial capital is an important component of the process.

Source: Mazmanian and Sabatier, 1989

2.10 Implementation through Collaborative Planning

Mazmanian and Sabatier's (1989) framework for analysing policy implementation is based on statues developed through a top down approach to policy formation. Although many of their criteria do apply to consensus based collaborative approaches for policy development, they do require some modification to fully encompass the implementation issues associated with this alternative approach.

Under the SDM or collaborative planning approach to policy development, much of the criteria identified by Mazmanian and Sabatier (1989) may be pre-empted by the policy making process. For example, the criteria for constituent group support would no longer be necessarily applicable because the constituents would be fully involved in the development process. They would also have to agree by consensus on the policy components for working out contentious issues through the process. Thus, their support would be less likely to diminish overtime because they would have felt ownership and commitment to the policy. Additionally, the application of SDM within the LRMP process builds a structure for implementation and monitoring into the actual policy. Indeed there are many elements of the consensus based SDM approach to land planning that would probably increase the probability of successful implementation (Wondolleck & Yaffee, 2000).

The following section adds several criteria to Mazmanian and Sabatier's (1989) framework to make it more inclusive of the issues associated with land policy arrived through consensus based collaborative planning such as the LRMPs. These criteria are based on or adapted from the theoretical literature reviewed in this chapter. They are summarized in table 2.6.

2.11 Implementation Evaluation Criteria Specific to Tourism Sector

The criteria considered so far are applicable generally to the implementation of public policy developed through top down and collaborative consensus based approaches. The

literature also identifies a specific set of policy and planning implementation criteria that applies to the tourism sector either uniquely or more strongly than other sectors. The details of these criteria are described in the table 2.7.

Table 2.6: SDM in LRMP implementation

Evaluation Criteria for Implementation of LRMP
<ul style="list-style-type: none"> • extent of target groups involvement in policy development - the greater involvement the target group has experienced during the development of the policy the less the resistance to implementation (adapted from Mazmanian and Sabatier, 1989).
<ul style="list-style-type: none"> • flexibility in agency structure - the greater the flexibility in agency structure to accommodate issues during implementation the less chance that the process will be stalled and incur costly delays (adapted from Mazmanian and Sabatier, 1989).
<ul style="list-style-type: none"> • agency involvement - need for all levels of agencies to be involved in a coordinated way throughout the implementation phase (adapted from Mazmanian and Sabatier, 1989).
<ul style="list-style-type: none"> • structure of agencies - higher levels of integration among agencies facilitates the success of implementation. The efficacy of the agency structure and the ability to coordinate and communicate affects the implementation process (Albert, 2002).
<ul style="list-style-type: none"> • attainment of collaborative process goals is key to the success of implementation (Innes & Booher, 1999).
<ul style="list-style-type: none"> • transparency in terms of statute - the need for a common understanding of what they agreed to during the planning process and the implications of those agreements (Albert, 2002).
<ul style="list-style-type: none"> • commitment to implementation and monitoring - importance of commitment to the implementation and monitoring process is key to meeting the objectives of the plan (Frame, 2002).
<ul style="list-style-type: none"> • clear strategy for plan implementation - plan implementation is facilitated by building a clear strategy for implementation into the LRMP (Frame, 2002).
<ul style="list-style-type: none"> • reaching consensus - the likelihood of implementation increases with consensus agreements (Innes & Booher, 1999).
<ul style="list-style-type: none"> • perceived capacity of land users to uphold policy - implementation realization increases with the perception of stakeholders of the capacity for others upholding the policy decision

Source: Frame, 2002

Table 2.7: LRMP implementation from the perspective of the tourism/recreation sectors

Implementation Evaluation Criteria Specific to Tourism Sector
<ul style="list-style-type: none"> • clear tourism objectives and language - tourism objectives need to be clearly defined to avoid misinterpretation and uncertainty during the implementation stage (Williams et al., 1998b). Uncertainty over the language of LRMPs leaves the tourism industry's objectives vulnerable and open to ambiguous interpretation during the implementation phase (Williams et al., 1998b).
<ul style="list-style-type: none"> • equity in resources - to balance the weight of power during implementation there needs to be an equal distribution of the financial and human resource support. This support has historically been lacking for the tourism industry causing power struggles during policy development and implementation (Williams et al., 1998a; Syer, 1995).
<ul style="list-style-type: none"> • distribution of legislative power - compared to the extractive industries, the ministries responsible for tourism's interests have little legislative power. It is important that this legislative authority be evenly distributed for the needs of the tourism industry to be met through the implementation process (Reed & Gill, 1997; Williams et al., 1998a).
<ul style="list-style-type: none"> • data support - to be an effective and equal negotiator during implementation, the tourism sector requires the support of technical data and maps. Particularly important is data on the economic contribution of tourism (Reed & Gill, 1997; Williams et al., 1998a).
<ul style="list-style-type: none"> • dedicated government policy tools - government policy vehicles dedicated to supporting tourism's interests in natural resource allocation are important to realizing the industries goals in the implementation phase

Source: Reed & Gill, 1997; Williams et al., 1998a

The identification of the criteria specific to the implementation of land use plans from the perspective of the backcountry tourism and outdoor recreation sector have been gathered from a body of literature on the pitfalls of traditional land use planning process experienced by this sector. They are described in the following section.

2.12 Inequities in Land Use Planning in BC

2.12.1 Background and Context

Traditionally, government power and authority have favoured the forestry industry and land use policy decisions for 83% of public land have been processed through it ministerial representative the Ministry of Forests (MOF) (Gunton, 1998). The ministry

responsible for tourism on the other hand, has traditionally had little influence in land use planning. This was in part because of having neither legislative authority nor the resources to participate in land use decisions (Reed & Gill, 1997; Gunton, 1998; Williams, et. al. 1998a,b). Throughout the various changes in governments over the last 15 years, the ministry responsible for tourism has been represented in a larger agency such as the Ministry of Tourism and Small Business (MTSB) or been subsumed into other agencies such as within the current Ministry of Competition, Science and Enterprise (MCSE). This has resulted in over a decade of limited government representation, shared funding and almost non-existent legislative power to develop and implement tourism-focused policies (Williams, et al., 1998a; Reed & Gill, 1997).

To maintain BC's competitive advantage in world tourism markets it is imperative that the natural resources base be protected (BC, 1993). In light of the oblique ministry representation of tourism, this has become an increasingly challenging issue. Tourism initiatives developed through the LRMPs or otherwise are passed through several policy vehicles and legislative processes including:

- The Forest Practices Code
- Working Forest Policy
- The Protected Areas Strategy
- The Forest Practices Board
- The Commercial Recreation Policy
- The Land Act

Imbedded in these policies and statues are the provincial guidelines for tourism operations in the province. However, the ministry responsible for tourism has no statutory power to manage tourism resources or any regulatory power for the protection of those resources (BC, 1993; LUCO, 2000). The Forest Practices Code (FPC) (1992) does provide some legally enforceable guidelines for the recognition and incorporation of tourism and recreation values in land planning. These are summarized below. The FPC:

- Authorizes the district forest manager to establish and enforce "special resource management zones" for protection or recreational use;

- Operationalize higher level plans such as LRMP;
- Requires the consideration and possible protection of resource values other than the extractive industries.

(Source: MOF, 1996)

The inequities in government representation in land use planning in BC have been manifest in insecurities over land use access and stymied opportunities for economic development by the backcountry tourism and outdoor recreation industry (Williams, et al., 1998a; Reed & Gill, 1997). These inequities, particularly those in the conventional planning process, in part stem from the way the tourism industry has traditionally been conceptualised (Penrose, 1996).

2.13 Changing Perceptions of the Tourism Industry

The tourism industry has traditionally been viewed as a service based industry that has had little need for involvement in land allocation or indeed, natural resource use (Williams, et. al., 1998b). In the last decade, this perception has undergone a fundamental shift that can be understood by an analysis of two interconnected influences. The first influence is reflective of a change in the general public's demand for a new type of tourism product that incorporates nature-based experiences. The second results from the tourism industry's response to this demand that has required a shift towards an increasing dependency on natural resources (Williams, et. al., 1998b).

2.13.1 Response to Changes in the Social Construction of the Environment

The tourism sector is not unlike any other industry in its efforts to anticipate consumer demand and reinvent its product by way of a response. Perhaps the most striking example of this in the last 15 years has been the development of eco-tourism products designed to meet the increasing demand for nature based tourism experiences (Scheyvens, 1999). The development of nature based tourism products can be at least partially attributed to a major shift in human ethics towards nature and a wide spread increased public awareness of environmental issues (Middleton, 1998; Hoberg, 2001). In

addition, the last several decades have spawned a health conscious and increasing active society that plans physical activity into its relaxation endeavours. The result is travelers who want both an active and environmentally interactive experience for their tourism dollar (Middleton, 1998).

Changes in the public's demand for tourism products that incorporate outdoor recreation and wilderness experiences have increased dramatically (Middleton, 1998; Scheyvens, 1999). The tourism industry responded to this by developing nature-based tourism products such as backcountry tourism experiences, environmental education programs, and wilderness adventures (BC, 2001a; Middleton, 1998; BC, 1993). These types of tourism products rely heavily on natural resources and access to more remote areas of high environmental quality.

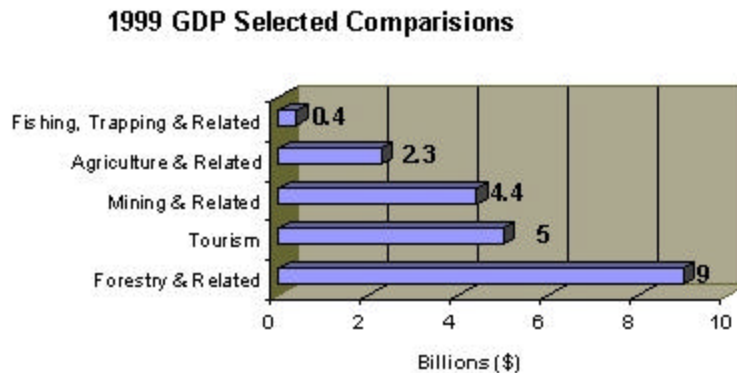
Although tourism can still be considered a service-based industry, its services have now expanded to include the facilitation of the tourist's interaction with nature. This has increased the need for the tourism industry to be considered a service *and* natural resources dependent industry (Williams, et al., 1998a). The cumulative affect of these two influences marks an evolutionary milestone in the perception of tourism as a solely service based industry to one that is natural resource dependent.

2.14 Tourism in BC

The province of BC has an abundance of natural resources that can offer a diverse number of tourism opportunities to satisfy the increasing public demand for outdoor recreational experiences and wilderness encounters. These natural endowments are attracting visitors from all over the world to experience the rich and bountiful resource that exist here (BC, 2001a; Williams, et al., 1998a;b). The province is marketed internationally as a nature based tourism destination and is developing a successful and profitable industry around this competitive positioning (Tourism BC, 2002; BC, 1993; BC, 2001a). This success is reflected in figure 2.1 that ranks the economic contribution

(measured in Gross Domestic Product (GDP)) of all tourism compared to other selected resource based industries in the province.

Figure 2.1: Comparison of selected resource dependent GDPs in BC



1999 Current Dollars. Note 1: Other key sectors of the economy not included here include finance, insurance and real estate, retail and wholesale trade, and various public and private services. Note 2: GDP values are based on the factor-cost method.
Source: BC Stats, 1999

In 1999, the tourism GDP was \$5 billion (BC Tourism, 2002). Compared to other resource-based industries, tourism's GDP was greater than that of mining, agriculture, and fishing, and just over half that of forestry's \$9 billion.

It is clear from these figures that BC's staple sector is undergoing a transitional phase. Whereas once the forestry's contribution to the GDP was as an untouched leader, it is apparent that the growth in tourism is challenging its position as a major economic contributor in the province (Gunton, 1998). The tourism sector represents approximately five percent of the provincial GDP and the component dependent on natural resources (e.g. nature-based tourism) has grown in relative importance. Currently the nature based tourism sector accounts for approximately 9% of the overall tourism industries contribution in BC (MRSB, 2001; BC, 2001a). However, the World Resources Institution estimates that nature based travel is going to increase by 10% to 30% annually

(MRSM, 2001). In Canada, "adventure tourism constitutes a major growth sector of the tourism industry - outpacing every other sector of the economy" in terms of its continuing growth (MCSE, 2002:1).

The sustainability of the nature based tourism product on the province's natural resources is highlighted in the following statement from the MRSM's 2001 *Socio-Economic Impact Assessment of the Provincial Government's Strategic Land Use Plans on Key Sectors in BC*.

About 60% of all recreation use on Crown land is estimated to occur in provincial forests outside of designated parks, while about 40% of use occurs in national, provincial and regional parks. Wilderness recreation use (a recreational trip to a roadless, undeveloped natural area that can be reached only by trails, waterways or air) by both residents and non-residents of B.C., was estimated to be about 10% of total outdoor recreation use in the province (based on visitor-days spent). (Source MRSM, 2001:83)

The economic contribution related to nature based tourism activity in the provincial park system is estimated at \$521 million, or approximately 0.5% of the provincial GDP (MRSM, 2001:83). This contribution is distributed throughout BC communities and provides wide spread regional economic benefits and employment (MRSM, 2001).

In addition, "while most tourism businesses are not directly related to crown land policies, most of them are at least somewhat reliant on preserving the image of "Super, Natural B.C.". Moreover, BC Tourism reports that approximately half of all travelers to B.C. (residents and non-residents) believed that visiting a place that takes good care of the environment was "very important" to their trip decision." (MRSM, 2001:84)

These figures are testament to the growing importance of nature-based tourism and highlight the need for this sector to be an integral part of land use planning in the province. Backcountry tourism and outdoor recreation is, however, "the resource use that tends to be shoved aside as we go through the decision-making process of determining

the relative values of the various potential uses for our resource areas" (Shiner, in Gangstad, 1988:6)

Shiner's comment illuminates a fundamental issue that has hindered the backcountry tourism and outdoor recreation sectors' efforts to be counted as a major economic contributor, that of the difficulty in assigning a dollar value from the industry's use of natural resources. Unlike the extractive industries that produce a quantifiable amount of revenue as a result of sales from extracted natural resources, some forms of tourism produce less tangible value as a result of their primary dependence on the conservation of natural resources (Wagner, 1997; Tyrell and Johnston, 2001). As a result, there has been some effort to place existence values on the use of natural resources in backcountry tourism and outdoor recreation (Wagner, 1997; Gunton, 1992). This is measured by what people are prepared to pay for the knowledge that resources such as wilderness areas will be protected regardless of whether they will ever be used for recreation (Tyrell and Johnston, 2001; Hutcheson, et al., 1990; Gunton, 1992). However, such values are less easily understood than those associated with the sale of products and are harder to apply in economic assessment studies such as cost benefit analyses (Hutcheson, et al., 1990). Thus, the value of natural resources as they relate to tourism's economic contribution tends to be weighted less favorably than those of other staple dependent industries.

2.15 Land use and Backcountry Tourism and Outdoor Recreation

The tourism industry's specific needs in the allocation of BC's natural resources can be separated into two sub headings: land use needs and land planning needs. These should not be treated as mutually exclusive categories. This is an important and necessary distinction to make as each category has a different set of requirements.

2.15.1 Tourism and Outdoor Recreations Land Use Needs

This category of needs relates to the way backcountry tourism and outdoor recreation pursuits use natural resources in their various operations and how those operations

determine the type of terrain, natural resource elements, and even climate that is required. Unlike extractive industries such as forestry and mining, this type of backcountry tourism is generally non-consumptive of natural resources on a large scale (Gangstad, 1988). In this regard the objective of the tourism industries are directed more towards conservation of resources for economic gain. This objective is juxtaposed with conventional objectives of the more extractive industries. It highlights one source of contention that has defined the traditional relationship between the extractive and tourism industries (Gunton, 1998). It also sends a clear message of the need for cooperation between these two major stakeholders in the allocation of the natural resources of BC.

The quality and quantity of the resources available to tourism are paramount to its success as an important contributor to the economic health of BC (Williams et. al., 1998a). This is particularly important in light of the affect that the extractive industries could have on the resources that tourism depends on so heavily. For example, a significant component in nature-based tourism involves the use of expansive viewsapes and vistas from which the tourist can experience the essence of an areas natural beauty. A scenic viewscape that includes a large track of clear-cut forest would detract from the opportunity for demonstrating BC's natural beauty and potentially detract from the tourist's experience (Gunton, 1998; Williams et. al., 1998a).

In BC, tourism and outdoor recreation industries land use needs can be sub divided to reflect three broad categories of use: front country, mid country and back country activity (MRSM, 2002d). Each category has a different intensity of natural resource use. Table 2.8 shows these categories, summarises their characteristics and identifies their level of natural resource use.

Although, this table highlights three-sub categories of tourism, this report will focus on mid country and backcountry tourism specifically. These sectors are most heavily impacted by land use planning policies simply because of their greater operational dependence on natural resources.

Table 2.9: Backcountry tourism and outdoor recreations land use needs

ELEMENT	DEPENDENCY CHARACTERISTICS	INDICATOR
Visual Quality	The visual impacts of resource developments can have a detrimental impact on tourism e.g. clear-cuts, mining operations.	Viewscapes absent of extractive industries operations.
Fish & Wildlife Populations	The tourism industry depends on the conservation of wildlife resources to attract visitor and maintain visitor experiences. Access to these resources is essential to maintain tourism interest and viability in the area.	Awareness, enhancement and expansion of wildlife and fish resources. Protection of wildlife breeding grounds, migration routes and spawning beds.
Environmental Carrying Capacity	Tourism and recreation experiences require high quality natural settings that can be susceptible to the cumulative impacts from both extractive and non-extractive users of the land base.	Mitigating action to minimize cumulative affects of users. Establish measures of environmental carry capacity for tourism areas.
Special Values	Areas of unique natural or cultural features are great attractions for tourism.	Preservation of these features from industrial development.
Noise	Noise level and type can have a detrimental affect on tourism.	Minimize these impacts through noise bylaws.

Source: Williams, et al., 1998a

The land use needs and land planning needs of the backcountry tourism and outdoor recreation sectors are different components of the same overall issue that face tourism operators who are dependent on the natural resources of BC. *Land use* needs address the physical requirements and highlight some of the challenges that face this industry in a province that owes its development to the extraction of natural resources rather than the conservation of those resources for recreational uses (Gunton, 1998). *Land planning* needs, on the other hand, address the institutional hurdles imbedded in the structure of government agencies that act to hinder the security and economic development of backcountry tourism and outdoor recreation in BC (Williams, et al., 1998a). The following section examines these hurdles and suggests what constraints they impose on the industry's sustainable development.

2.15.2 Backcountry Tourism and outdoor Recreation's Land Use Planning Needs

The backcountry tourism and outdoor recreation sectors' land use planning needs are currently being addressed via the province's LRMP process. Initial results of this

relatively young approach to land use planning shows promise particularly in bridging the gap between industries that have traditionally been juxtaposed in their positions on land use. These industries are the extractive industries and backcountry tourism (Gunton, 1998).

The following section describes the emergence of LRMPs in BC and describes how the processes associated with such plans have acted to mitigate some of the land use planning challenges traditionally experienced by the backcountry tourism and outdoor recreation industry.

2.16 Tourism in Crown land planning in British Columbia

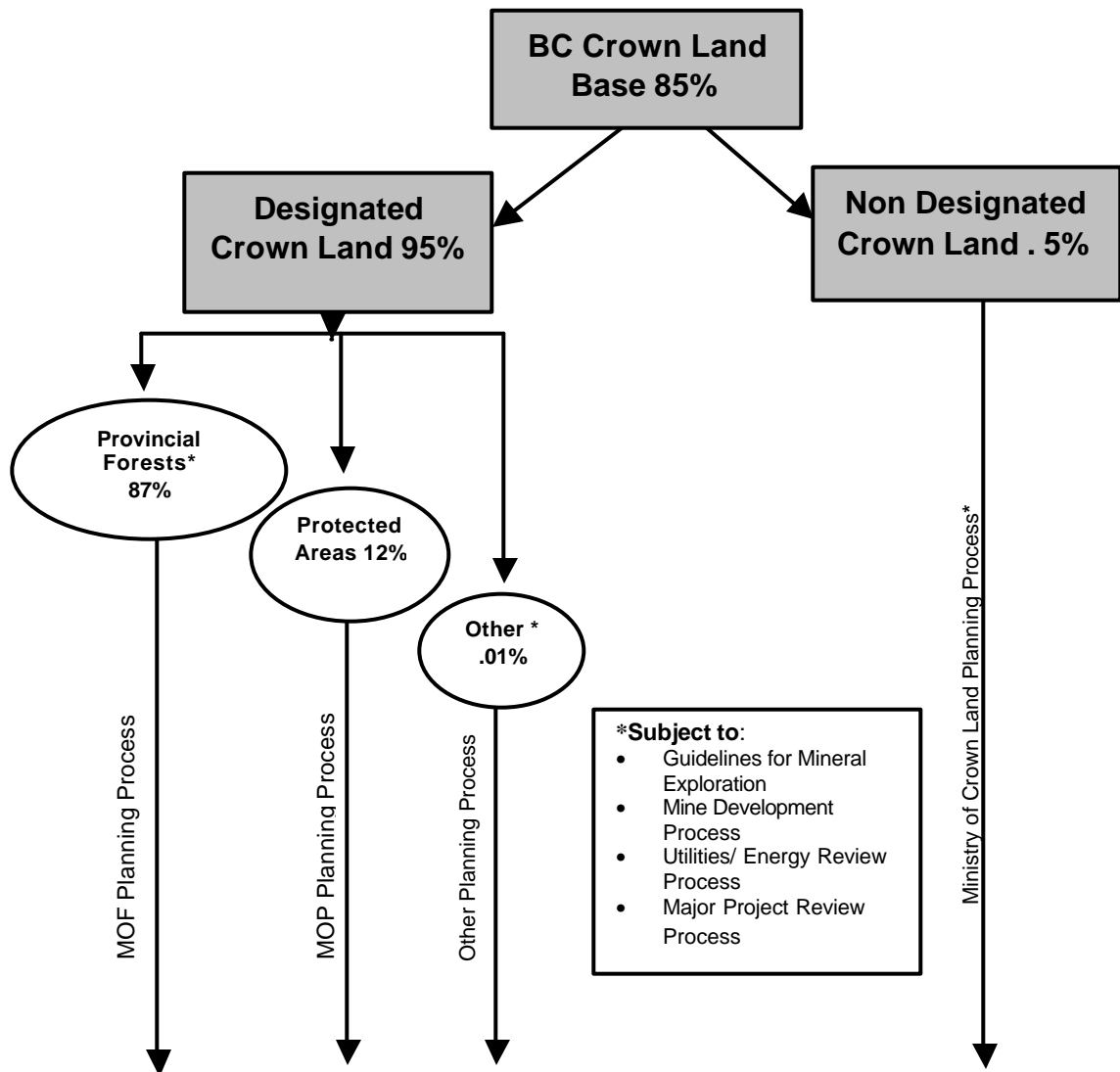
The administrative and legislative authority for the planning and allocation of land and land uses of the publicly held land in BC has traditionally been the domain of the Ministry of Forest (MOF). It operates under the management guidelines and legislative jurisdiction of the Ministry of Forest Act (MOFA) (1992). The MOF has provided the governance for what has in the past been the province's largest economic sector - the forest industry. Figure 2.2 summarizes the crown planning process and identifies the dominant role of the MOF in the process.

Although the MOF was legally mandated by the MOFA to incorporate non-timber values as well as timber values into its planning process, such planning has traditionally taken place in relative isolation with little other stakeholder or public involvement (Gunton, 1991; Williams et al., 1998a). The traditional MOF planning process met with increasing criticism, particularly from the tourism industry in the 1990s. As stated by Williams et al. (1998a:6), "efficacy of BC's land use planning is hindered by the lack of commitment to an institutional design that promotes multi-stakeholder involvement in land planning".

An overarching issue in the discontent over land planning in BC was the need for a strategic land management plan that was framed within the paradigm of sustainability. In 1987, the World Commission on Economic Development brought the concept and importance of sustainability to the public's attention. This spawned a global recognition

of the integral nature of economy, society and environment, and began the international movement towards sustainable development. The tourism industry has not been immune from the move toward sustainability. The Hague Declaration on Tourism acknowledged the need for the tourism industry to develop within the paradigm of sustainability and proposed guidelines for that development (BC, 1993).

Figure 2.2: Crown planning process



Source: Adapted from Gunton, 1991:279; MRSM, 2002c

Provincially, several organizations and initiatives attempted to reconcile the land use conflicts in the context of sustainable development. Dunsmuir I and II, the BC Round Table on the Environment and the Economy, and the Forest Resources Commission began the process of reviewing the land planning processes in the province and assessing them in terms of their sustainability (Owen, 1998; Brown, 1996). All came to the same conclusion: BC needed a land use strategy set within the paradigm of sustainability that was more inclusive and accountable to the needs of all stakeholders in the natural resources of the province (Brown, 1996).

At the same time and under the same initiatives, the needs of the backcountry tourism and outdoor recreation sectors were beginning to be realized (COTA (1996), cited in Williams, et al., 1998b). The Tourism Ministry shifted its focus from its primary role of promoting BC to one that emphasized tourism's resource needs. Although it had no legislative mandate, the tourism ministry established an Inventory and Resource Planning Branch and developed a Tourism Resource Inventory (BC, 1993). This marked a fundamental shift in the consideration of tourism's needs in land use planning.

In 1992, the provincial government had developed a land use planning strategy by means of response to the conflicts that dotted beautiful BC. The Commission on Resources and Environment (CORE) was mandated to develop a provincial strategy "by working with government and the public to define broad principles and goals for social, economic and environmental sustainability to guide all planning." (Brown, 1996:viii). The backcountry tourism and outdoor recreation sectors were part of this process responsible for developing land-planning strategies that incorporated their unique set of needs (CORE, 1992)

This became part of a four volume series named the *Provincial Sustainability Strategy* (CORE, 1995). It provided a framework of guiding principles for land use planning in the province. Imbedded within the strategy were recommendations from the tourism ministry on its needs in the land use planning process. These needs focused around the

need for tourism industry representation in land use planning process and recognition of tourism and recreation values in planning. Underpinning the strategy were five key principles:

- **Provincial Direction** - this provides the legal and policy components in which the principles, goals and strategies to guide land planning are imbedded. All are framed within the Sustainability Act.
- **Coordination** - this facilitates the need for all levels of government to be included and accountable to policies related to land use plan development during their formation and implementation.
- **Public Participation** - this principle recognizes the need for public participation and facilitates the process of reaching agreement in the land planning process.
- **Dispute Resolution System** - this acknowledges the need for an accessible dispute resolution mechanism for monitoring. It promotes the use of preemptive measures such as negotiated approaches to dispute resolution and public and stakeholder involvement in the strategy.
- **Independent Oversight** - this principle promotes flexibility in the strategy by engaging an independent monitoring initiative to evaluate its effectiveness at accommodating changes over time. These results in annual progress reports on the status of land use plans towards sustainability and monitoring frameworks for the implementation of plans.

(CORE, 1995, cited in Brown, 1996)

The establishment of the CORE principles marked a milestone in the history of BC's land planning processes and formed the basis of a comprehensive set of regional priorities. (Interestingly, the MOFA called for the MOF to establish just such a set of priorities, however these were never realized.) For the first time, the tourism industry was acknowledged as a resource stakeholder through its representation in land use planning (Williams, 1998).

CORE was also responsible for the application of these planning strategies during the development of land use plans for three highly contended regions of the province: Vancouver Island, East and West Kootenay and Cariboo-Chilcotin. These plans were developed through consensus based collaborative planning approach to land planning that CORE (1992) defines as:

On a certain set of issues, for a defined period of time, those with authority to make a decision and those who will be affected by the decision are empowered

to jointly seek an outcome that accommodates rather than compromises the interests of all concerned. (CORE. 1992)

Through the application of the guiding principles set out by CORE and the use of a consensus based collaborative approach to land planning, the province developed a process that was framed within the paradigm of sustainability. This process was to be developed in a manner consistent with guiding principles for a multi stakeholder land use planning processes. In 1994 the Land Use Coordination Office (LUCO) was established to coordinate the efforts of the various agencies involved in the CORE land planning process and to implement the province's vision for strategic land-use planning based in the principles laid out above. Ultimately, CORE was disbanded and the responsibilities for land-use planning transferred to LUCO (Brown, 1996).

The legacy of the CORE approach to land-use planning was continued through the concurrently developed Land and Resource Management Plan (LRMP) process. The CORE and LRMP process were to be similar with the notable addition in the LRMP of direct agency participation in the process (Williams, et al., 1998b). These processes have proved successful at resolving many land use conflicts in some of the most highly contended regions of the province. They have also been useful in addressing some of the fundamental challenges in land use planning from the perspectives of the backcountry tourism and outdoor recreation sectors (MRSMS, 2002b). The key question for the tourism industry is how effective has the process been in meeting the land planning needs of the industry and realizing the tourism objectives in the implementation of the land plans.

The next section documents the involvement of the tourism industry in LRMP planning processes. It also describes the LRMP's role in mitigating land planning issues traditionally experienced by the backcountry tourism and outdoor recreation sectors.

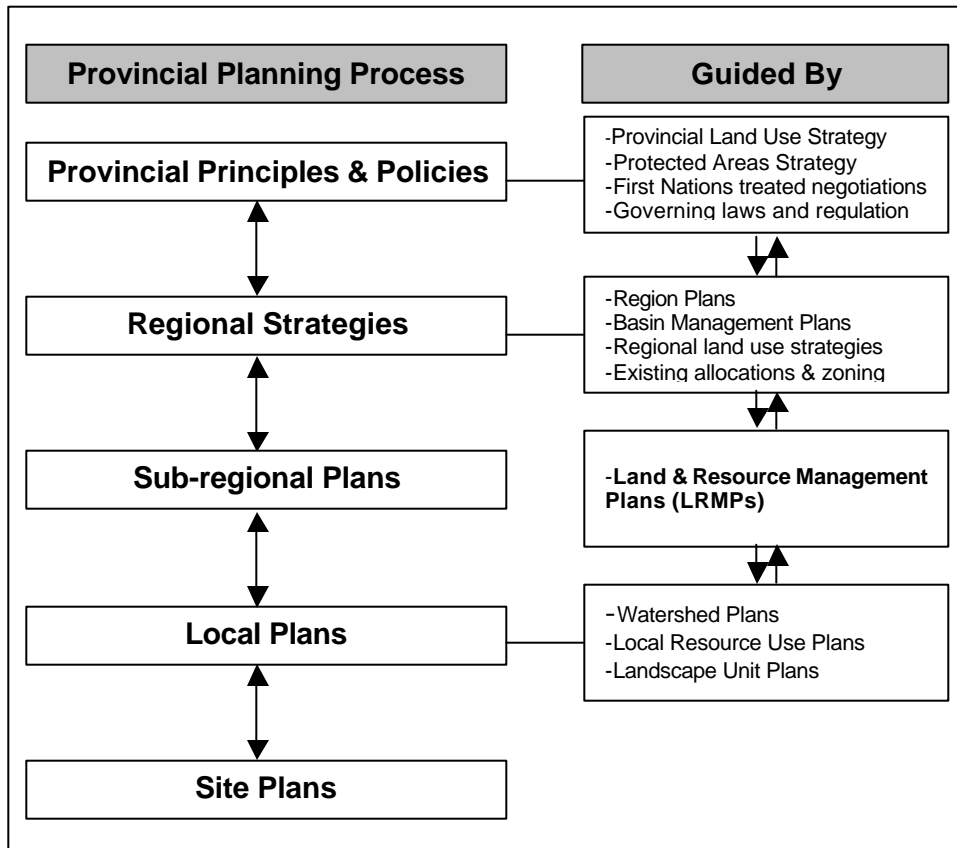
2.17 Tourism in LRMP Planning

The LRMP process is guided by the regional priorities defined in the *Provincial Sustainability Strategy* (CORE, 1995). The LRMP is used to refine these broad land use strategies and make them more applicable to the relevant social, economic, and environmental priorities of the region including the tourism industry. Essentially, LRMPs are guided by the principles of provincial land use objectives to provide a management framework that guides lower level plans which are reflective of regional needs. The result is a land use management plan that integrates the principles of sustainability, the provincial land use objectives, and the needs of regional communities towards more inclusive and representative land use planning and management (Brown, 1996). The role of the LRMP in the provincial land use-planning framework is described in Figure 2.3.

From the perspective of the backcountry tourism and outdoor recreation sectors, the LRMP process is a vehicle for the inclusion of this sectors resource values in land planning in BC. This is a leap forward compared to traditional land planning processes that have focused land planning to be favourable to the extractive industries. (Gunton, 1998; Williams, 1998a; BC, 1993).

The goals of the LRMP are ambitious as they aim to be as inclusive and representative of regional needs as possible. The process is grounded in the principles of alternative dispute resolution guided by a set of procedural guidelines (MRSM, 2002a) (see Appendix 1 for list of general principles from MRSM). These principles help inform the participants of the procedural objectives of the process.

Figure 2.3: LRMP in the provincial land use framework



Source: Adapted from MRSM, 2002a

2.17.1 Participants

Each LRMP area establishes the number of sectors and sector representatives based on regional needs for representation. The sector representatives become part of the planning table team and act in the interest of the group s/he has been appointed to represent. This representative is responsible for informing the planning table of the sector interests and needs and is subsequently responsible for informing the sector of table proceedings (Brown, 1996). The following table identifies the major groups of representatives that form the planning table: public, aboriginal groups, and government agencies.

Table 2.10 Participants in the LRMP process

General Public/ Stakeholders	All parties with a key interest or stake in the plan must be invited and encouraged to participate in the process as sectoral representatives at the planning table, or consulted through community liaison initiatives
Aboriginal	Aboriginal participation may consist of membership on interagency planning teams, the formation of liaison of advisory bodies, involvement in general public participation events, or the collection and analysis of information on aboriginal use or value of natural resources.
Government	Participate as: a party affected by the planning decision; a provider of technical support and process administration; a decision maker at the ministerial level; and the implementer of the plan.

Source: Adapted from MRSM, 2002a

The backcountry tourism and outdoor recreation sectors are represented in this process by the participation of representatives from the regional tourism interests. Each representative becomes part of the planning table representing the interests of their designated sector (Brown, 1996).

2.17.2 Government

In addition to the essential involvement of various publics, the input of all affected government agencies is paramount to the success of the LRMP process. Involvement of affected government interests makes the process more integrated and accountable. Currently, the tourism industry does not have a dedicated legislative representative and the tourism ministry has been subsumed under the umbrella agency – Ministry of Competition, Science and Enterprise. This is a challenge for the industry as it continues to experience inequities in devoted government representation and resources at the planning table (MCSE, 2001a).

The following table identifies the government roles and responsibilities in the planning process.

Table 2.11: Government roles and responsibilities

- **Interagency management committees**, at the regional level, determine the LRMP boundaries, project priorities and funding. Boundaries and priorities may be guided by regional plans. These committees appoint an interagency planning team, approve the terms of reference for the plan, review and make recommendations on all planning products, and play a role in dispute resolution. The role of the interagency management committees in LRMP is in addition to their original function of coordinating the Protected Areas Strategy.
- **Middle Management** (i.e., Manager of Land Administration, B.C. Lands or District Manager, B.C. Ministry of Forests) has a vital role in making LRMP work. They may be involved in dispute resolution and in the review and comment on planning products. These managers ensure that the day-to-day support is provided for each project. This includes staff availability, information and funding.
- **Interagency planning teams** composed potentially of locally based provincial and federal resource managers, local government staff and aboriginal representatives, initiate each LRMP and provide technical support throughout the process. Agencies without a regional presence may, when necessary, appoint appropriate headquarters staff to participate. If agencies cannot provide staff for each project, they may pursue a more consultative role. A team may be mandated to prepare more than one LRMP project concurrently. The team may establish working groups for each LRMP project. Different publics may be more or less interested in participation. If the public chooses a less intensive participation process, the interagency planning team assumes a lead role in developing all facets of the plan.
- The **Integrated Resource Planning Committee (IRPC)**, representing resource agencies, develops LRMP policy and procedures and co-ordinates interagency program implementation at the provincial level. The committee provides advice and support to all organization described in this section.
- **Assistant Deputy Ministers (ADMs)** of IRPC review LRMP planning products, including the consensus report or options report and the final plan transmitted by regional interagency management committees. The report and ADMs provide provincial approval of all schedules and priorities for LRMP projects as developed by interagency management committees. They also resolve disputes that cannot be resolved by these regional committees.
- The **Minister of Energy, Mines and Petroleum Resources**, the **Minister of Environment, Lands and Parks** and the **Minister of Forests** approve LRMPs on behalf of participating ministries. Other ministries may be asked to approve plans if their ministries' mandates are significantly affected by the decision. The three key ministers may also refer plans with major land use issues to the Cabinet Committee on Sustainable Development for review.

Source: (MRS, 2002a:8)

2.17.3 LRMP Planning Products

The LRMP planning process consists of several process steps that result in a collection of planning products. Ultimately, these steps and products result in a set of recommendations for regional land management. Once ratified, these recommendations

are presented to the government for approval and implementation. Table 2.12 summarizes the LRMP process and products.

Table 2.12: LRMP process steps and products

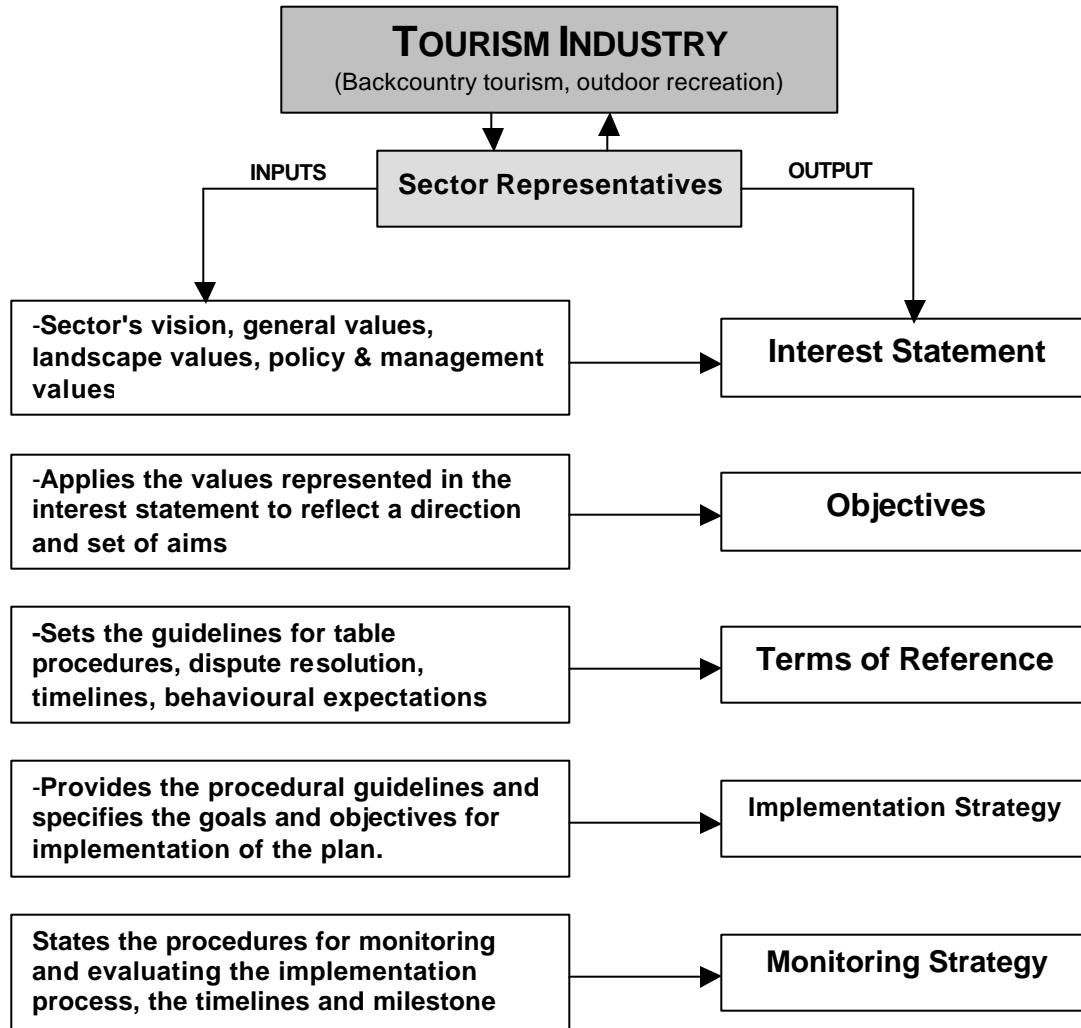
Process Steps	Planning Products
<i>Preliminary Organization:</i> - set regional priorities - identify agency commitments - appoint and train interagency planning team - contact public stakeholders - identify preliminary issues and planning area	Agreement and commitment to LRMP
<i>Initiating the plan:</i> - select approach to representation and table structure - provide training to representative - confirm the planning issues - define operating procedures, budget and schedule	Terms of reference document
<i>Assembling the information:</i> - document issues and problems - collect and analyze environmental, social and economic information	Resource information reports
<i>Developing the plan:</i> - assess options and implications - develop and establish resource objectives, strategies and land use zones - identify management scenarios	Scenario options Land use zones
<i>Building agreement:</i> - work on consensus towards final management direction or agree on range of options for management	Ratified consensus or options report
<i>Seeking plan approval:</i> - submit consensus or option report for cabinet approval - prepare final plans based on approval	Final plan
<i>Implementation:</i> - establish implementation team - work towards implementing the plan	Implementation progress reports
<i>Monitoring and Review</i> - establish monitoring committee - evaluate plan implementation - revise plan as necessary	Monitoring report and revised plan

Source: Adapted from MRSM 2002a&b, Brown, 1996

The development of the LRMP process has helped to overcome some of the fundamental issues that face the backcountry tourism and outdoor recreation industry in land planning in BC. In particular, the planning process is now more inclusive than ever and provides a vehicle through which the needs of the industry can be heard, understood, and accommodated. This is accomplished by the fulfillment of several steps in the process that all sector representatives at the planning table take part in. Figure 2.4 outlines the

backcountry tourism and outdoor recreation sector's role in these steps and the products that result.

Figure 2.4: Tourism in the LRMP planning process



The objectives of the backcountry tourism and outdoor recreation sectors permeate throughout the planning process and underpin the planning products. The objectives are established through the development of the sector's interest statement early on in the process (Brown, 1996). The establishment of the sector's interest statement is key for the

sector to focus its interest in the land planning process. It is a reference point for the industry's objectives in the plan and outlines the values that the sector desires to uphold throughout the planning process.

2.17.4 Land Use Zones

A component of the LRMP process and a major influencing factor from the perspective of the backcountry tourism and outdoor recreation is the allocation of land to one of several land use zones. These zones are uniquely developed for each plan area and reflect the specific needs of the various stakeholder groups representative of the planning region. The zones generally follow three broad categories that denote the type of land and natural resource use allocated to that area: protected areas, integrated resource management zones, and agriculture/settlement zones (MRSM, 2002b).

The establishment of these zones allows for the backcountry tourism and outdoor recreation industries to imprint their specific needs within the plan and its products. The two zones in which the land values of the backcountry tourism and outdoor recreation sectors are most heavily weighted are the protected areas zone and the integrated resource management zone.

Protected Area Zone

The planning table has recommended lands allocated to this zone as areas that are in need of protection because of their uniqueness, biological diversity, or as areas containing endangered species. These areas are important to the tourism industries as they help to ensure that BC's natural wonders and cultural phenomenon are protected against commercial development. This contributes to the long-term growth and stability of the industry and contributes to its international competitive advantage. Parks and protected areas represent more than 12% of the provincial landmass. This was an achievement that was reached in part because of the backcountry tourism and outdoor recreation sector's involvement in the LRMP process (MRSM, 2002b; MSCE, 2001a).

Integrated Resource Management Zones

There are generally three categories of integrated resource management zones (RMZs) within LRMPs: enhanced, general, and special management (MRSM, 2002b). *Enhanced zones* represent the 16% of the province that is primarily designated to improving forestry values and productivity. *General zones* currently represent 23% of the provincial landmass that is managed for multiple uses requiring operational tenures, permits and leases for a wide range of resource activities including backcountry tourism and outdoor recreation. *Special management zones* emphasis conservation while accommodating various resource uses. The goal of this zone is to integrate various conservation values including those associated with tourism and backcountry recreation. Any resource extraction in special management zones must be consistent with the special conservation goals for this zone laid out in part by the backcountry tourism and outdoor recreation sectors through the planning process. Currently, 14% of the province is allocated to this zone (MRSM, 2002b). The establishment of this zone within the LRMP process marks a profound step forward for the backcountry tourism and outdoor recreation sectors providing a designated land allocation increasing the security to land access for the operators (MRSM, 2002b).

2.17.5 Backcountry Tourism and Outdoor Recreation in LRMPs to date

The LRMP process has been systematically applied in most areas of BC and is in various stages of completion for more than 80% of the province. In each one of these regions, LRMPs tourism values including those of the backcountry tourism and outdoor recreation sectors have been represented to varying degrees at the planning table. The impact of the tourism industry's involvement in the LRMP process is in part manifest through the development of land use zones that include tourism and recreation values (LUCO, 2000). As discussed earlier the land use zones most inclusive of backcountry tourism and outdoor recreation values are *Special Management Zones (SMZ)* and *Protected Area Zones (PAZ)*.

The following table shows of the percentage change in PAZ and SMZ by LRMP. These zones are generally consistent with the tourism values laid out by the tourism and outdoor recreation representatives at the respective LRMP planning tables.

Table 2.13: Percentage change in protected area zones and SMZs

LRMP	% BEFORE LRMP		% AFTER LRMP	
	Protected Areas	Special Management Zones	Protected Areas	Special Management Zones
Kamloops	N/A	N/A	N/A	N/A
OK/Shuswap	2.9	N/A	7.9	N/A
Dawson Creek	6.8	12.9	6.8	14.3
Ft. St. John	N/A	N/A	4	13
Mackenzie	3.44	N/A	13.9	39
Ft. Nelson	11	27	11	28
Robson Valley	N/A	N/A	5.4	24
Prince George	0.7	N/A	8	N/A
Vanderhoof	N/A	N/A	6.8	4
Lakes	29.2	28.8	33	24
Bulkley	N/A	N/A	5	21
Kispiox	2.02	16.9	8.68	17.5
Kalum	3	N/A	22	24
Cassiar/Stikine	17.4	26.3	N/A	N/A
Ft. St. James	6	4	5.9	19.6

N/A denotes Not Available

Note 1: A % may be N/A because the information is unknown, not applicable or calculated in an inconsistent way.

Note 2: Table only includes government approved plans as of June 2002.

Source: LUCO, 2000.

The LRMP process has been more effective than other processes in providing a planning process that recognizes and includes the interests and value's of the backcountry tourism and outdoor recreation sectors. The key question now is how effective is the LRMP process in implementing the plans from the perspective of the backcountry tourism and outdoor recreation sectors?

2.18 From Planning to Action: Implementation

The completion of the plan is not the end of the LRMP process. Once developed the plan is realized and enforced through the implementation and monitoring phases. The procedural guidelines for both of these phases are developed by the planning table through the same decision making process as the other steps in the process (Brown, 1996). Both of these steps are key to the overall success of the process. They should reflect the plans' ability to remain current and be flexible to accommodate new policies or research findings (MRSM, 2002a). The interest's and value's of the backcountry tourism and outdoor recreation sectors are represented in the implementation and monitoring stages through the continued involvement of sector representatives at the planning table as part of an advisory committee (MRSM, 2002a).

An interagency management committee (IMC) is usually established to coordinate management of the implementation and monitoring phase and ensure that it remains constant with the requirements of provincial policies (Brown, 1996). This committee continues to be advised by the LRMP table. However, final decisions on issues that arise during implementation lay with the newly formed Ministry of Sustainable Resource Management that now oversee all land planning implementation processes (MRSM, 2002a). Table 2.14 summarizes the roles and responsibilities for the review and amendment procedures as they pertain to the implementation and monitoring process.

Table 2.14: Implementation roles and responsibilities

Implementation
<ul style="list-style-type: none"> Resource managers of agencies with the legislative mandate for programs guided by the Land and Resource Management Plan are responsible for implementing and for ensuring compliance with the plan.
<ul style="list-style-type: none"> More detailed land and resource plans at the local and operational levels are consistent with the approved Land and Resource Management Plan. The Land and Resource Management Plan provides a description of the degree of flexibility more detailed plans have in implementing LRMP direction.
<ul style="list-style-type: none"> Resource production levels, including Allowable Annual Cut (AAC), are guided by approved Land and Resource Management Plan objectives and strategies. The Ministry of Forests timber supply reviews, and possible AAC revisions, will follow established schedules. However, when an LRMP is approved and the timber supply analysis supporting the chosen option indicates a potential major AAC adjustment, the timber supply review schedule may be revised to deal with this new information.
<ul style="list-style-type: none"> Land and Resource Management Plans provide strategic direction on land use and resource management for Tree Farm Licenses. When Tree Farm License management plans are amended, they are consistent with the relevant Land and Resource Management Plan.
Monitoring, Review and Amendment
<ul style="list-style-type: none"> All resource agencies, with the co-operation of the public, are responsible for monitoring resource management and development activities to assess compliance with Land and Resource Management Plans.
<ul style="list-style-type: none"> Refinements to the Land and Resource Management Plan may be incorporated from more detailed planning processes, such as Local Resource Plans. Amendments may also be based on direction from regional plans or from approved Protected Area Strategy products.
<ul style="list-style-type: none"> Agencies that participated in the LRMP project prepare an annual monitoring report for the regional interagency management committee on plan implementation. This report includes a review of programs that have been revised to conform to plan direction, and a summary of initiatives and plans prepared in conformance with the Land and Resource Management Plan. It also includes instances of non-conformance and action taken, public comments, and other related issues. The annual report is available to the public.
<ul style="list-style-type: none"> The Land and Resource Management Plans undergo a major review beginning in the eighth year after approval and are completed on the tenth anniversary. The conduct of this review generally conforms to the process for the initial plan as described in this document.
<ul style="list-style-type: none"> The monitoring report or other assessments may require amendment of the Land and Resource Management Plan. Unscheduled amendments may be conducted if directed by the interagency management committee. Amendments are coordinated by agencies as determined by the interagency management committee. Broad public participation is required. Designated Cabinet ministers are the approval authority for all amendments.

Source: MRSM, 2002a: 13-14

The tourism industry currently has no devoted ministry representative. The industry's legislative mandate is set out in the *Tourism Act* (1996) however this has little affect on the implementation and operationalization of the LRMPs. LRMPs are implemented through the Forest Practices Code. It dictates the operational guidelines that provide the reference point for the implementation of any policy that impacts tourism. The tourism industry is represented at in the IMC by representatives from the umbrella agency Ministry of Competition, Enterprise and Science under which tourism now falls.

The IMC are guided by the *Provincial Monitoring Framework for Strategic Land Use Plans* (MRSM, 2002e, 1999). This document provides an *implementation monitoring system* that "describes a process for defining SLUP [including LRMPs] and tracking progress on project implementation." (MRSM, 2002e:1). The framework also provides an *effectiveness monitoring system* to determine how effectively the goals and objectives of the land plan have been met through implementation. The guide is directed at the IMC and individual agencies that are involved in the implementation phase of the LRMP process.

2.18.1 Implementation and Effectiveness Monitoring Systems

The two systems are aimed at the implementation and monitoring of land use strategies that have been developed as a result of the planning process. Strategies can be explained as the 'on the ground' guidelines for meeting the goals and objectives identified in the planning process. Strategies can be implemented as either *base* or *incremental* activities (MRSM, 2002e). Base activities do not require implementation and monitoring under this system as they are implemented under existing legislative programs that have established monitoring systems in place (MRSM, 2002e). For example, the implementation and monitoring of PAZs are processes as base activities. Therefore the objectives laid out by the planning tables for the PAZs are protected through the implementation vehicles such as the Parks Act and subsequently monitored by established mechanisms such as the Forest Practices Board (MRSM, 2002e).

Incremental activities on the other hand are strategies implemented fully under the system according to sector objectives (MRSM, 2002e). For example, the backcountry tourism and outdoor recreation sectors lay out the strategies for the implementation of SMZ based on the set of objectives established throughout the planning process. Although each LRMP has different specifics for its backcountry tourism and outdoor recreation sectors there are general trends common to most. The general backcountry tourism and outdoor recreation management objectives by LRMP are identified in the following table:

Table 2.15: Incidence of tourism/recreation general management objectives by LRMP

Management Objective:	LRMP														
	Kamloops	OK/Shuswap	Dawson Creek	Ft. St. John	Mackenzie	Ft. Nelson	Robson Valley	Prince George	Vanderhoof	Lakes	Bulkley	Kispiox	Kalum	Cassier/Stikine	Ft. St. James
Visual Quality: Maintain viewscales in recreation and tourism areas to a standard that does not detract from the recreational enjoyment of users.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Access: Provide easily accessible tourism and recreation opportunities. Maintain a level of access that meets the objectives of each Recreation and Tourism RMZ.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Diversity of Wilderness Experience: Maintain or enhance opportunities for a diverse range of tourism and/ or recreational values and uses across biophysical settings.	Y	Y	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y	Y
Tourism Experience Quality: Maintain the natural character of the area, and provide opportunities for recreation / tourism in a backcountry / wilderness setting	Y	Y		Y	Y	Y	Y				Y	Y			Y
Wildlife and Fish: Protect forestland resources to maintain habitat of animal species and aesthetic quality of environment			Y	Y		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Hunting: Maintain the opportunity for sustainable harvest of fish and wildlife resources by maintaining sufficient habitat of appropriate capability to sustain populations.			Y			Y			Y		Y	Y	Y	Y	Y
Biodiversity: Maintain or enhance ecological integrity in areas subject to impacts from recreational use.					Y	Y			Y		Y	Y		Y	Y
Land Security: Provide a secure land base to support environmentally and culturally sensitive tourism/ recreation development														Y	

Source: BC LUCO, 2000; BC LUCO, 2003

The objectives presented in this table underpin and provide the guiding principles for the development of the strategies. These are used to guide the implementation and monitoring of SMZ and general management zones from the perspective of the backcountry tourism and outdoor recreation sectors (BC LUCO, 2000; Brown, 1996).

There are six steps under the implementation monitoring system:

- Developing a database of LRMP strategies: includes all the strategies in the LRMP and sort into base or incremental activities. This database may also include linked information regarding lead agency, support agency, participants, and other procedural elements.
- Preparing project work plans: these are groups of related strategies for which work plans can be made towards a predetermined outcome.
- Implementing projects: this step is undertaken by the lead agency assigned to the work project. This agency will provide an annual report of completed projects and project status.
- Assessing progress: the implementation of project is assessed on work completed compared to previous year, cumulative progress, achievement of outcomes and identification of issues.
- Preparing progress reports: this report summarizes the results of the implementation assessment.
- Providing recommendations: this is based on the assessment progress.

(Source: Adapted from MRSM, 2002e)

The monitoring system provides a framework for the procedural components of the implementation process. The effectiveness monitoring provides the framework to determine if the goals and objectives of the LRMP have been met through the implementation strategies. This system includes five steps:

- **Identification of desired outcomes:** outcomes provide a measure of whether or not the goals and objectives of the strategies have been met. This step identifies those outcomes.
- **Select indicators:** these are the relative measures against which the effectiveness of the outcome is gauged. They can include environmental, social or economic indicators.
- **Conduct effectiveness assessment:** this step analyses the trends for each indicator to monitor changes and effects. If the indicator has not been met according to the assessment a causal factor should be determined.
- **Monitoring report:** provides the results of the assessment.

- **Recommendations:** identifies issues and improvements for the process.

(Source: Adapted from MRSM, 2002e)

The monitoring systems described here are intended to provide a comprehensive and effective procedure for the implementation of strategies not covered under existing legislative programs. They do not provide the implementation framework for resource management zones as these are processed through the land use plan approval process.

In 1998 the government established a *SMZ Working Group* to develop ways to facilitate the implementation of SMZ with a special focus on tourism activities (BC LUCO, 2000).

They identified three ways SMZ objectives could be delivered during implementation:

- Prepare more detailed resource management plans in key SMZ areas, by developing Forest Practices Code landscape unit plans, and other local, integrated resource plans such as access management plans, total chance plan at the watershed level, and forest development plans at the more operational level;
- Establish higher level plans under the Forest Practices Code, to provide a legally enforceable basis for implementing SMZ objectives; and,
- Monitor strategic land use plan implementation, including SMZ objectives.

(Source:BC LUCO, 2000:2)

A key issue identified by the SMZ working group is the need for tourism objectives developed through the LRMP to become part of the Forest Practices Code. This would "ensure that particular forest management practices, as agreed to through strategic planning processes, will be carried out" through legal mechanisms (BC LUCO, 2000:4). Currently, higher-level plans based on the LRMPs are in the process of, or have been established in six areas (BC LUCO, 2000). The significance of this step from the backcountry tourism and outdoor recreation perspective is that it creates a legal obligation for forest operational plans to be consistent with the objectives set out by the sector (BC LUCO, 2000). Therefore, any forest operations are legally mandated to operate within the tourism industry's guidelines.

2.19 Summary

Although it should not be viewed as the only criteria for evaluating success, a major component in the LRMP process is the provision of a land use plan that is more amenable to implementation. As we have seen early in this chapter, conventional approaches to land use planning have produced policies that meet with great resistance at the implementation stage. A major objective of the LRMP process is that it would act to mitigate many of the obstacles that hindered the traditional planning processes. Table 2.16 summarizes the key issues that have acted as obstacles to implementation of land use policies derived through traditional approaches compared to SDM approaches such as the LRMP.

This table identifies the potential hurdles to implementation of policy developed through traditional compared to SDM approaches such as those applied in the LRMP process. Because of the lack of ministry representation and inequity in planning processes the tourism industry has traditionally experienced many of these hurdles in an exaggerated way. However, the LRMP process has overcome some of the hurdles that the tourism industry has faced over the last two decades (Penrose, 1996).

A major issue still outstanding is that of government representation and legislative power to implement and enforce the tourism specific objectives and strategies imbedded within the plan. For example, the agency representation for the tourism industry has often been disguised or amalgamated into an umbrella agency resulting in shared resources and representation and a general lack of recognition and authority (Penrose, 1996). In addition, outside of the Tourism Act, the industry has few policy implementation instruments through which its objectives and development needs can be legally mandated.

Table 2.16: Key issues in implementation

Issues	Traditional Approach	Affect	SDM/LRMP	Affect
<i>Participation and representation</i>	Mandatory involvement of selected participants. Non-inclusive or representative of affected stakeholders. Closed process.	Isolates and dissuades partnerships. Fosters tension and mistrust over planning process and outcomes potentially stalling implementation.	Voluntary involvement of participants. Inclusive and representative open process.	Facilitates long-term partnerships between conflicting interests. Develops accountability to planning process and outcome leading to ownership and commitment to implementation.
<i>Planning Process</i>	Rigid in its process design. Same process design for all issues. Inflexible	Lack of accommodation of unique needs for different situations and stakeholders. Dissatisfied stakeholders in process who may resist implementation of plan.	Flexible in design. Allows for the participants to developed their own system and procedures according to the situation and needs towards resolution of land issues.	Implementation procedures can be built into the process design and agreed upon by all. Implementation can be realized in consideration of participant's needs.
<i>Style of process interaction</i>	Indirect contact between parties usually facilitated through lawyers or hired advocates. Focus on positions.	Removal from the process and outputs. Lack of accountability for outcomes. Winning position takes all.	Direct face-to-face contact between interest representatives. Focuses on interests.	Acknowledgment and acceptances of differences. Provides human element that is less easily ignored during negotiation phase.
<i>Feasibility of outcomes</i>	Outcomes are governed by the imposed requirement of particular outputs. Often there are winners and losers in the resultant plan.	Outputs are often perceived as producing adverse outcomes on the affected stakeholders of the land plan resolution. This perception may discourage support for the plan causing conflict during the implementation.	The participants in the plan determine outputs and the consideration of outcomes are included as part of the process design.	Conflicts and potential issues in the outcomes of the plan are worked out during the planning process. The results of these negotiations are a consensus decision on the best possible outcome of the plan. Produces win-win plans.
<i>Reaching Closure</i>	Imposed settlement or decision on land planning issues as determined by vote, technical team, judge or both. Usually time restricted.	Decision is not necessarily made in best interests of the stakeholders in receipt of the plan. This fosters ill feeling and mistrust in the process as discontent over the land plan decision.	Participants determine closure by consensus when all issues have been satisfactorily resolved.	Objection to implementation is minimized as participants feel comfortable that their needs have been met at least in part if not completely.

Sources: Susskind & Cruikshank, 1987; Innes & Booher, 1999; Frame, 2002; Albert, 2002; Gunton & Flynn, 1996

Chapter 4 will focus on the application of the SDM approach in LRMPs processes and evaluate the role that it has played in meeting the land planning needs of the backcountry tourism and outdoor recreation industry. It will also evaluate the role this approach has had in the implementation process of the Kamloops LRMP from the perspective of the backcountry tourism and outdoor recreation sectors.

Chapter 3: Methods

3.1 Research Questions and Case Study Selection

The objectives of this study are to describe from the perspectives of the backcountry tourism and outdoor recreation stakeholders, 1) the extent to which SDM approaches met the specific land planning needs of backcountry tourism and outdoor recreation stakeholders, 2) the extent to which these SDM approaches facilitated the implementation of the LRMP directives developed, and 3) methods for improving the efficiency and effectiveness of SDM processes for both plan development and implementation purposes. The following two research questions will meet these objectives:

- **Research Question 1:** How well did SDM approaches used in BC LRMPs meet the specific land planning needs of backcountry tourism and outdoor recreation stakeholders?
- **Research Question 2:** From the perspectives of backcountry tourism and outdoor recreation stakeholders, to what extent did these SDM processes facilitate the implementation of the LRMP directives?

Based on these research questions, the findings presented in this report are derived from analyses of two related surveys and their databases. The first survey database examined was associated with Frame's *Shared Decision Making and Sustainability: An Evaluation of Land and Resource Management in British Columbia* (2002) research. The second database was associated with Albert's *Criteria of Successful Implementation of Land and Resource Management Plans in British Columbia* (2002) survey.

3.1.1 LRMP Participant Survey

Frame's (2002) database was selected for analysis in this study because it focuses on participant reaction to the use of SDM in LRMPs in BC. Her survey respondents included numerous respondents from the backcountry tourism and outdoor recreation sectors.

Frame's survey was mailed or e-mailed to a total of 871 participants in 17 LRMPs throughout BC in February 2002. As of April 2002 the perspectives of 260 respondents were collected, and 39 of those were representatives of the backcountry tourism and outdoor recreation sectors.

Frame's (2002) survey is divided into five sections.

- **Section A:** *Your Participation in the Process* asks 11 closed questions regarding the representative's participation in the LRMP process.
- **Section B:** *The Process in General* asks 36 closed questions about the LRMP process in general.
- **Section C:** *The Outcomes of the Process* asks 24 closed questions on the outcomes of the LRMP process.
- **Section D:** *Collaborative Processes in General* asks 20 closed questions regarding the consensus-based decision making as a tool in land use planning.
- **Section E:** *Additional Questions* are 9 open-ended questions including an opportunity for additional comments by the participants.

(See Appendix 2 for Frames complete survey)

For the purposes of this study, Frame's (2002) survey results were segmented to isolate the responses from those participants that identified themselves as representatives of *Tourism/Recreation* interests. Their responses to the survey questions were described using nonparametric statistics. The total population (N) was 260; the tourism/recreation sample (n) was 39. Standard t tests (at the .05 level significance) were run on the sample data to identify significant differences between the tourism/recreation group and an aggregate of all other groups (excluding tourism/recreation) with respect to the effectiveness of SDM process mechanisms in the LRMPs. The statistical results are presented in table format showing the mean responses of the tourism/recreation group as compared to the 'other' group of respondents. The written analysis interprets the mean responses based on the following levels of agreement:

Mean response of:

- <1.80 to 2.30 = strongly disagree
- 2.31 to 2.79 = ambivalent
- 2.80 to 3.50 = agree
- >3.50 = strongly agree

The results from this analysis helps to identify sector specific recommendations for backcountry tourism and outdoor recreation groups involved in future SDM land planning processes. These recommendations are presented in Chapter 5.

3.1.2 KLRMP Implementation Participant Survey

Albert's 2002 survey was selected for analysis because of its ability to illuminate possible tourism/recreation sector specific issues and constraints associated with the implementation of land use plans developed using SDM mechanisms within LRMP processes.

Albert surveyed the participants of the Kamloops LRMP (KLRMP) Monitoring Table. Of the 49 members on the monitoring table who asked to participate in her study, 23 completed the questionnaire. Of these 23 respondents, 4 identified themselves as representatives of tourism/recreation.

The survey was completed by mail or email. It was comprised of five parts.

- **Part 1:** *Introduction*, this required the details of the members sector or interest.
- **Part 2:** *Overall Success of the KLRMP*, asked the respondents questions on the overall success of the KLRMP implementation process to date.
- **Part 3:** *Key Factors influencing the Implementation of the KLRMP*, presented statements on the attainment of overall goals and objectives on which the respondents were asked to rank their level agreement.
- **Part 4:** *Factors contributing to successful Implementation* of any land use plan required the respondents to rank the importance of various issues surrounding land use planning.
- **Part 5:** *Open ended Questions regarding the KLRMP*, asked questions for open ended responses on a broad range of process considerations.

(See Appendix 3 for Albert's complete survey)

Due to the small sample size of Albert's (2002) database statistical tests were unable to be performed. Therefore, Albert's database was segmented to isolate the tourism/recreation responses and evaluated against the evaluation criteria developed in chapter 2. Only those responses related to assessing criteria influencing the successful

implementation of LRMPs were reviewed. The mean level of agreement is ranked and presented in table format. The written analysis interprets the mean level of agreement based on the following range:

Mean level of agreement/success:

- <1.09 = strongly disagree/very unsuccessful
- 1.10 to 2.49 = disagree/unsuccessful
- 2.50 to 3.49 = ambivalent
- 3.50 to 3.99 = agree/successful
- >4.00 = strongly agree/very successful

The results of this evaluation are presented in the following chapter. These findings provide the basis for a set of recommendations for consideration by the tourism/recreation industry in subsequent land use planning implementation and monitoring processes. These recommendations are presented in Chapter 5.

3.2 Study Assumptions

This study's findings are based on the following underlying assumptions:

- The total tourism/recreation group includes all respondents who identified themselves in as representatives of one or more of the following interest options: Tourism/Recreation, Hunting/Trapping/Guiding, Fishing, or Conservation.
- The respondents who indicated an affiliation or interest with more than one tourism related sector but did not indicate which one is their primary or secondary interest, were able to represent tourism related values in the process.

3.3 Study Limitations

Due to the unique geographic, touristic, and political conditions under which the LRMP participant survey was undertaken, the results in this analysis are limited to LRMP processes in BC. In addition, because of the overall success of the KLRMP implementation process and the fact that it has been underway for seven years, the results

from the KLRMP analysis are only transferable to other implementation processes being undertaken under similar conditions.

Although these specific limitations exist, the study results in this report address questions that are common to current land use planning and implementation processes in BC and collaborate process elsewhere. In this regard, it is useful in providing background information for the backcountry tourism and outdoor recreation sectors on how SDM can overcome many of the traditional hurdles to land use planning processes and implementation.

Chapter 4: Results and Analysis

4.1 Introduction

The following chapter is divided into two sections. *Section 1* describes the findings from the responses of tourism representatives participating in LRMPs across British Columbia. *Section 2* outlines the perspectives of tourism representatives involved in monitoring the implementation of the Kamloops LRMP (KLRMP). In these two sections, the focus is on identifying the overriding perspectives of the LRMP tourism representatives as they pertained to ensuring that tourism related values were reflected in the development and on-going implementation of the plans.

4.2 Section 1: Provincial LRMP Survey

4.2.1 *Tourism Representatives Perspectives on LRMP Process*

Tourism representatives were asked for their perspectives concerning the LRMP processes in which they participated. The following section reports their responses with respect to three main themes: Process Criteria, Outcome Criteria, and the Collaborative Process in General. The *Process Criteria* section details the responses to questions aimed at evaluating process mechanisms in LRMPs. The *Outcome Criteria* segment is focused on describing the outcomes of the LRMP process that relate to achieving the goals of the land use plan. The final component, *Collaborative Process in General*, describes the perceived role of SDM process mechanisms as tools for resolving conflicts that hinder the eventual implementation of land use plans.

4.2.2 Process Criteria

Backcountry Tourism and Outdoor Recreation Process Participation

In this section of the survey, tourism respondents were asked for their perceptions concerning their: ability to participate in the LRMP process in light of certain constraints, perceived effectiveness of participation, and level of commitment to the process.

Value of Process Participation: Overall, tourism representatives expressed moderate support for the notion that the LRMP process in which they participated helped ensure that tourism values would be represented in their plans focus and eventual implementation ($\pi=3.26$). However, they more strongly felt that having a tourism representative participate in the planning process was the best way of achieving their industry's goals with respect to land use planning ($\pi=3.43$).

Level of Commitment and Influence: Respondents especially agreed that they had been fully committed to making the process work ($\pi=3.74$). In contrast, they were less convinced about their ability to influence the process on an ongoing basis ($\pi=2.65$), even though they felt they were quite involved in the planning process design ($\pi=3.22$).

Funding and Training: The tourism respondents were not convinced that they had the resources needed to participate effectively in the planning process. For instance, they were in least agreement with the notion that the process had provided sufficient funding for them to participate effectively ($\pi=2.19$). Consequently, they were ambivalent about the extent to which they were able to influence the LRMP process on an ongoing basis ($\pi=2.65$). One of the biggest challenges confronting them was communicating with and gaining the support of the constituency they were representing. Most of them felt they had been unable to do this effectively ($\pi=1.97$). Overall, they were uncertain ($\pi=2.69$) that they had enough training to truly participate effectively in the process.

Table 4.1: Tourism/Recreation Sectors' Participation in LRMPs

Statement	Mean Response*		t	Sig.
	Tourism/ Recreation	Other		
<i>I had or received sufficient funding to participate effectively.</i>	2.19 (31)	2.72 (188)	-2.387	0.01785
My participation made a difference in the outcomes of the LRMP process.	3.26 (38)	2.99 (215)	1.672	0.09586
I was involved in the design of the LRMP process (i.e. ground rules, roles, procedures).	3.22 (32)	2.98 (179)	1.169	0.24388
I was fully committed to making the process work.	3.74 (39)	3.63 (214)	1.142	0.25452
The organization/sector/group I represented provided me with clear direction throughout the process.	2.97 (32)	2.76 (190)	1.136	0.25715
I had or received sufficient training to participate effectively.	2.69 (35)	2.84 (205)	-0.875	0.38245
The process helped to ensure I was accountable to the constituency I was representing.	2.69 (32)	2.59 (181)	0.568	0.57091
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.	3.43 (37)	3.36 (215)	0.538	0.59107
I had clear goals in mind when I first became involved in the LRMP process.	3.18 (38)	3.11 (217)	0.513	0.60846
On an ongoing basis, I was able to influence the process used in the LRMP.	2.65 (34)	2.62 (209)	0.141	0.88760
Due to constraints of the process, I was unable to effectively communicate with and gain support from my constituency.	1.97 (35)	1.99 (177)	-0.130	0.89647

Means responses based on a scale ranging from 1 = strongly disagree to 4=strongly agree. The statements in bold italics represent a significant difference in the level of agreement between the two groups. The numbers in brackets denote the total number of respondents for that statement.

When compared to their non-tourism counterparts, for the most part their overall responses were quite similar. However, the tourism/recreation group was significantly more convinced ($\alpha = 0.5$) that the funds they had available to them to participate effectively in the process were not sufficient.

Effectiveness of Process Organization and Tools

This segment of the findings describes tourism/recreation responses concerning the effectiveness of the planning process's organization and tools. More specifically, it highlights their views of agency involvement, as well as the planning process's staff, timelines, and products.

Process Organization: The tourism respondents strongly disagreed that process organization was hindered by a lack of structure ($\pi=2.22$). They were ambivalent concerning the extent to which the process established clear roles for the process ($\pi=2.71$). However, they agreed that the process provided clear guidelines concerning rules and procedures for negotiations ($\pi=3.21$). They were also aware of the government's authority to impose a decision if no consensus was reached by the planning table ($\pi=3.44$). Additionally, they generally agreed that the process organization was flexible enough to accommodate changes and new information as needed ($\pi=2.92$). Overall, the tourism respondents were ambivalent that the process's organization facilitated satisfactory communication among the table members ($\pi=2.49$) and general public ($\pi=2.64$).

Process Tools: Tourism respondents were uncertain about the amount and quality of information available to them for effective decision-making during the process ($\pi=2.37$). In this regard, they indicated a moderate level of satisfaction concerning the utility of the process tools available to them. They expressed their highest levels of satisfaction with the utility of the overlay mapping technology ($\pi=3.49$) and less enthusiasm for the multiple accounts method ($\pi=2.83$) and detailed project planning systems ($\pi=2.72$) that were available for their use.

Process Staff: There was agreement that the process staff ($\pi=3.13$) effectively facilitated the smooth running of the LRMP process in which tourism respondents participated. Tourism respondents also agreed that the agency managing the process acted neutrally and without bias ($\pi=3.05$). This was particularly the sentiment with respect to the role of the process facilitators ($\pi=3.26$).

Process Timeline: The tourism respondents were in agreement that the issues being dealt with in the LRMP process were significant and pressing ($\pi=3.44$). Subsequently, they felt that the setting of deadlines to move the process along was helpful ($\pi=3.32$).

However, there was ambivalence among tourism respondents about the extent to which the time allotted for the overall process was realistic ($\pi=2.58$).

Table 4.2: Effectiveness of LRMP Process Tools and Organization

Statement	Mean Response*		t	Sig.
	Tourism/ Recreation	Other		
The agency responsible for managing the LRMP process acted in a neutral and unbiased manner.	3.05 (37)	2.72 (218)	1.808	0.07176
The overlay of resource values on maps was a useful technique for evaluating land use options.	3.49 (37)	3.29 (217)	1.459	0.14575
Deadlines during the process were helpful in moving the process along.	3.32 (31)	3.06 (185)	1.347	0.17941
The independent facilitator/mediator acted in an unbiased manner.	3.26 (31)	3.01 (186)	1.266	0.20678
The multiple accounts method was a useful way of evaluating land use options.	2.83 (30)	2.57 (182)	1.541	0.12485
The setting of the provincial guide of 12% Protected Areas was helpful to reaching consensus.	2.03 (37)	2.25 (214)	-1.162	0.24637
The process was well prepared with the information needed to accommodate protected areas within the LRMP.	2.37 (38)	2.57 (216)	-1.147	0.25235
The procedural ground rules were clearly defined.	3.21 (39)	3.06 (219)	0.954	0.34073
The process was hindered by a lack of communication and negotiation skills.	2.49 (37)	2.35 (220)	0.791	0.42989
The time allotted to the process was realistic.	2.58 (36)	2.45 (218)	0.685	0.49380
The issues we were dealing with in the LRMP process were significant problems requiring timely resolution	3.41 (39)	3.31 (219)	0.684	0.49468
Process staff (including facilitator(s) if used) were skilled in running meetings.	3.13 (38)	3.23 (218)	-0.678	0.49830
The process had a detailed project plan (for the negotiation process) including clear milestones.	2.72 (36)	2.66 (216)	0.389	0.69741
Participant roles were clearly defined.	2.71 (38)	2.77 (213)	-0.383	0.70201
The process had an effective strategy for communicating with the broader public.	2.64 (39)	2.58 (213)	0.360	0.71942
All government agencies that needed to be involved were adequately represented.	2.97 (39)	2.93 (221)	0.233	0.81594
The process was hindered by lack of structure.	2.22 (37)	2.18 (213)	0.227	0.82084
The process was flexible enough to be adaptive to new information or changing circumstances.	2.92 (37)	2.89 (217)	0.187	0.85167
The process lacked adequate high quality information for effective decision-making.	2.37 (38)	2.36 (218)	0.059	0.95269
The process participants collectively identified and agreed upon clear goals and objectives.	2.69 (39)	2.70 (216)	-0.041	0.96719
Stakeholders had a clear understanding that if no consensus was reached, the provincial government would make the decisions.	3.44 (39)	3.43 (219)	0.014	0.98845

- Means responses based on a scale ranging from 1 = strongly disagree to 4=strongly agree.
- The numbers in brackets denote the total number of respondents for that statement.

Compared to the non-tourism-based group, the tourism representatives' responses varied very little in their opinions concerning this set of evaluative criteria.

Stakeholder Inclusion and Respect in the LRMP Process

Tourism representatives' viewpoints concerning the perceived equity, power and respect among interests in the LRMP process in which they participated are reported in this section.

Representation and Respect in Process: There was agreement among the tourism respondents that the process facilitated the representation of all affected stakeholders ($\pi=3.00$). Additionally, they agreed that the process encouraged communication and understanding of participant interests ($\pi=3.10$). Overall, the tourism respondents indicated they were ambivalent concerning their understanding of different stakeholder interests' among table participants ($\pi=2.72$).

Process Commitment and Power Imbalances: The tourism respondents showed ambivalence concerning participant committed to making the process work ($\pi=2.38$). They were more convinced that the representatives were accountable to their constituents ($\pi=2.92$). They also perceived that the process was only somewhat successful in reducing power imbalances ($\pi=2.44$). However, they did acknowledge that the process encouraged open communications among stakeholders ($\pi=3.10$) and that it fostered teamwork ($\pi=2.82$). These perspectives were similar for both tourism and non-tourism planning table representatives.

Table 4.3: Inclusive Representation and Respect for Stakeholders in LRMP

Statement	Mean Response*		t	Sig.
	Tourism/ Recreation	Other		
All appropriate interests or values were represented in the process.	3.00 (39)	2.76 (219)	1.392	0.16514
The process reduced power imbalances among participants.	2.44 (36)	2.29 (219)	0.881	0.37922
Participants were given the opportunity to periodically assess the process and make adjustments as needed.	2.73 (37)	2.87 (216)	-0.864	0.38831
Generally, the representatives at the table were accountable to their constituencies.	2.92 (37)	2.80 (210)	0.840	0.40156
All participants demonstrated a clear understanding of the different stakeholder interests around the table.	2.72 (39)	2.61 (220)	0.665	0.50678
Process staff acted in a neutral and unbiased manner.	2.84 (38)	2.73 (216)	0.617	0.53764
The process encouraged open communication about participants' interests	3.10 (39)	3.18 (220)	-0.525	0.60031
The process fostered teamwork.	2.82 (38)	2.77 (219)	0.290	0.77167
All participants were committed to making the process work.	2.38 (39)	2.37 (216)	0.106	0.91540

- Means responses based on a scale ranging from 1 = strongly disagree to 4=strongly agree.
- The numbers in brackets denote the total number of respondents for that statement.

Commitment to Implementation

Tourism respondents' perspectives on the extent to which the LRMP process fostered a commitment to implementing the land use plan are described in this segment of the findings. Two survey questions in particular addressed this issue. Responses to these questions illustrate that the tourism respondents were ambivalent concerning the process's ability to influence the implementation of the plans. In particular, they were undecided whether at the end of the process the participants shared strong commitment to the plan's implementation ($\pi=2.58$). However, they were slightly more convinced that the table participants had developed a clear strategy for the plan's implementation ($\pi=2.63$). The tourism representatives' responses did not vary significantly ($\infty=0.5$) from those of the other planning table representatives on these issues.

Table 4.4: Commitment to Implementation

Statement	Mean Response*		t	Sig.
	Tourism/ Recreation	Other		
At the end of the process, the table participants shared a strong commitment to plan implementation.	2.58 (36)	2.74 (208)	-0.785	0.43311
The table developed a clear strategy for plan implementation.	2.63 (38)	2.53 (208)	0.589	0.55632

- Means responses based on a scale ranging from 1 = strongly disagree to 4=strongly agree.
- The numbers in brackets denote the total number of respondents for that statement.

3.2.3 Outcome Criteria

Backcountry Tourism and Outdoor Recreation Process Outcomes

Tourism respondents were asked about their perceptions concerning the outcomes of the LRMP process. Themes examined included: the effectiveness of consensus based processes, the role of participant stakeholders and government agencies in affecting process outcomes, the overall success of the LRMP in developing strong process outcomes, and the ability of the process to foster strong and sustained working relationships.

Overall Effectiveness of Consensus Process: Tourism respondents agreed that the consensus process was the best way to develop a land use plan ($\pi=3.26$). However, they indicated ambivalence concerning the extent to which their LRMP processes had resulted in decreased local conflict over land and resources uses ($\pi=2.37$). They were also undecided as to whether or not the resulting plans had addressed the needs and concerns of the group they represented ($\pi=2.49$). However, they expressed a relatively high level of agreement that they would get involved in a LRMP process again ($\pi=3.21$) and that the process was a positive experience ($\pi=3.08$). The tourism group also indicated that the LRMP process was a success overall ($\pi=2.79$), and that the consensus approach to land planning better accommodated their organizations' interests than other processes ($\pi=2.86$). They were significantly more convinced than other participants ($\infty=0.5$) that the LRMP process was the route to follow. Overall, tourism respondents were in

agreement that consensus based processes are an effective way of making land and resource use decisions ($\pi=3.19$).

Role of Participating Stakeholders and Government in affecting Outcomes: The tourism respondents strongly agreed that government should include the public in land use decisions ($\pi=3.74$) and that the processes helped them have a good understanding of how government works to develop land use plans ($\pi=3.18$). Tourism respondents also agreed that they gained new or improved skills ($\pi=3.19$), and information gained through participating in the process was useful to them or their sector ($\pi=3.24$).

Development of Strong Process Outcomes: The tourism respondents agreed that the LRMP process served the common good ($\pi=2.97$), but expressed more ambivalent opinions concerning whether or not the process had produced satisfactory outcomes ($\pi=2.63$). They were particularly in agreement that information generated through the planning exercise helped them better understand their region ($\pi=3.41$), had been useful outside of the process ($\pi=3.14$), and that the process produced creative ideas ($\pi=3.03$).

Working Relationship Resulting from Process: Tourism representatives indicated that relationships resulting from the LRMP process had been useful on a personal or organization level ($\pi=3.14$), and that overall better working relationships have resulted ($\pi=3.00$). They also agreed that relationships with table members had improved over the course of the process ($\pi=2.97$), and that subsequent change in behaviour and actions resulted from the process ($\pi=2.89$). However, they were more uncertain concerning the extent to which partnerships, collaborative activities or new organizations arose out of the process ($\pi=2.59$).

Table 4.5: Process Outcome Criteria

Statement	Mean Response*		t	Sig.
	Tourism/ Recreation	Other		
<i>The LRMP process was the best way of developing a land use plan.</i>	3.26 (35)	2.82 (216)	2.414	0.01652
I believe that consensus based processes are an effective way of making land and resource use decisions.	3.19 (37)	2.84 (215)	1.839	0.06704
The government should involve the public in land and resource use decisions.	3.74 (39)	3.55 (218)	1.690	0.09227
My/my organizations' interests have been accommodated better through the LRMP process than they would have been through other means.	2.86 (35)	2.57 (207)	1.481	0.13983
Knowing what I know now I would get involved in a process similar to the LRMP again.	3.21 (39)	2.94 (215)	1.379	0.16899
The LRMP process was a positive experience.	3.08 (39)	2.85 (218)	1.211	0.22717
I have better working relationships with other parties involved in land use planning as a result of the LRMP process.	3.00 (39)	3.17 (211)	-1.139	0.25588
The planning process produced creative ideas for action.	3.03 (38)	2.87 (216)	1.007	0.31496
The LRMP process produced information that has been understood and accepted by all participants.	2.46 (39)	2.60 (216)	-0.866	0.38735
I believe the outcome of the LRMP process served the common good or public interest.	2.97 (36)	2.83 (217)	0.720	0.47203
I have used information generated through the LRMP process for purposes outside of the process.	3.14 (37)	3.03 (204)	0.705	0.48125
The relationships among table members improved over the course of the process.	2.97 (38)	3.06 (215)	-0.494	0.62194
I gained new or improved skills as a result of my involvement in the process.	3.34 (38)	3.28 (214)	0.462	0.64413
I am satisfied with the outcome of the process.	2.63 (38)	2.54 (215)	0.459	0.64682
I have seen changes in behaviours and actions as a result of the process.	2.89 (36)	2.83 (207)	0.408	0.68379
Information acquired through my participation in the LRMP process is useful to me and/or my sector/organization	3.24 (38)	3.19 (216)	0.387	0.69945
I am aware of spin-off partnerships or collaborative activities or new organizations that arose as a result of the process.	2.59 (32)	2.65 (192)	-0.310	0.75649
The LRMP process I participated in was a success.	2.79 (38)	2.74 (213)	0.274	0.78435
As a result of the process, I now have a better understanding of how government works with respect to land and resource management.	3.18 (38)	3.22 (209)	-0.222	0.82473
The resulting plan addressed the needs, concerns, and values, of the group I represented.	2.49 (39)	2.53 (207)	-0.215	0.83012
As a result of the process, I have a good understanding of the interests of other participants.	3.53 (38)	3.50 (214)	0.213	0.83118
As a result of the process, I have a better understanding of my region.	3.41 (39)	3.38 (216)	0.206	0.83661
Contacts I acquired through my participation in the LRMP process are useful to me and/or my sector/organization	3.14 (36)	3.15 (210)	-0.093	0.92635
As a result of the LRMP process, conflict over land use in the area has decreased.	2.37 (35)	2.39 (205)	-0.075	0.94016

- Means responses based on a scale ranging from 1 = strongly disagree to 4=strongly agree.
- The numbers in brackets denote the total number of respondents for that statement.

With the exception of one key question (highlighted and italicized in Table 4.5), tourism participant responses were similar to those of all other groups surveyed.

4.2.4 Collaborative Process in General

Tourism's Perspective on Collaborative Processes (SDM) in General

This component of the findings explores the role of SDM process mechanisms as tools in the resolution of land use conflict. It specifically focuses its discussion on SDM process criteria such as stakeholder inclusion, equity, and accountability, and the use of collaborative planning tools or mechanisms such as: facilitators, timelines, consensus requirements, and clear procedural rules. Finally, this section examines the importance of flexibility in process design, ability for process to be influenced by participants, and participant commitment.

Stakeholder Inclusion, Equity and Accountability: The tourism respondents indicated strong levels of support for including all relevant stakeholders and/or interest groups in collaborative processes ($\pi=3.79$). They indicated similarly high levels of agreement concerning the importance of ensuring accountability of participants to their constituents ($\pi=3.66$), and the public ($\pi=3.67$). They also felt strongly that the process should provide equal opportunity and resources for participants ($\pi=3.59$), and engender mutual respect and trust ($\pi=3.82$). Similarly, they felt strongly about the importance for participants to have a clear understanding of their own and other stakeholder interests' ($\pi=3.74$).

Collaborative Planning Process Tools and Mechanisms: The tourism representatives stressed the importance of using collaborative planning tools and mechanisms. Indeed, they were significantly more convinced than the non-tourism group ($\alpha=0.5$) that requiring consensus ($\pi=3.47$) and the use of independent facilitators ($\pi=3.56$) were very useful process tools. Similarly, they strongly agreed that clear rules of procedure ($\pi=3.72$) and well defined purpose and objectives ($\pi=3.69$) are important components of effective collaborative processes.

Process Design, Flexibility and Participant Commitment: Tourism respondents indicated a significantly different ($\alpha=0.5$) and higher level of agreement ($\pi=3.72$) than

their non-tourism counterparts concerning the importance of stakeholder commitment to the process. They also strongly agreed that a commitment to plan implementation and monitoring was important ($\pi=3.74$). They were also convinced that there is a need for process participation to be voluntary ($\pi=3.14$). Finally, the tourism group indicated that flexibility ($\pi=3.43$), and participant involvement ($\pi=3.18$) are important to the design of the planning process.

Table 4.6: Collaborative Processes (SDM) in General

Statement	Mean Response*		t	Sig.
	Tourism/ Recreation	Other		
<i>Consensus requirement</i>	3.47 (38)	3.04 (212)	2.610	0.00959
<i>Participants having equal opportunity & resources (skills, resources, money, support)</i>	3.59 (39)	3.18 (217)	2.588	0.01021
<i>Use of an independent facilitator or mediator</i>	3.56 (36)	3.17 (211)	2.172	0.03085
<i>Commitment of stakeholders to the process because it was the best way of meeting objectives</i>	3.72 (39)	3.47 (217)	2.030	0.04337
Mutual respect and trust in the negotiation process	3.82 (39)	3.61 (217)	1.859	0.06421
Accountability of representatives to their constituencies	3.66 (38)	3.44 (210)	1.663	0.09755
Process designed by participants	3.18 (39)	2.90 (215)	1.616	0.10733
Commitment to a plan for implementation & monitoring	3.74 (38)	3.57 (218)	1.517	0.13049
Stakeholder groups having a clear understanding of their own and other stakeholders' interests	3.74 (39)	3.59 (218)	1.453	0.14739
Voluntary participation (all participants are free to leave at any time or pursue other avenues if agreement not reached)	3.14 (36)	2.93 (207)	1.210	0.22753
Effective process management (including process coordinator/staff)	3.82 (39)	3.72 (219)	1.107	0.26914
Inclusive representation of all relevant stakeholder/interest groups	3.79 (38)	3.67 (219)	1.061	0.28991
Clear rules of procedure	3.72 (39)	3.61 (218)	1.050	0.29450
Accountability and openness of process to the public	3.67 (39)	3.57 (218)	0.903	0.36735
Urgency of issues addressed in the process providing incentive to reach agreement	2.92 (37)	2.98 (215)	-0.420	0.67489
Timetable (including deadline for reaching agreement)	3.21 (38)	3.17 (216)	0.260	0.79485
Clearly defined consequence or alternative outcome if consensus not reached (e.g. knowing the provincial government would make the decisions if no consensus reached)	3.42 (36)	3.38 (214)	0.215	0.82990
Access to high quality information	3.69 (39)	3.68 (218)	0.136	0.89182
Process design that is flexible and adaptive	3.43 (37)	3.45 (217)	-0.117	0.90663
Clearly defined purpose and objectives	3.69 (39)	3.70 (217)	-0.088	0.92983

- Means responses based on a scale ranging from 1 = strongly disagree to 4=strongly agree.
- The statements in bold italics represent a significant difference in the level of agreement between the two groups.
- The numbers in brackets denote the total number of respondents for that statement.

The tourism/recreation group had significantly different perspectives on about a quarter of the issues examined in this portion of the study. Perspectives concerning process outcomes reflected the greatest amount of diversity in opinion between the tourism and non-tourism participants. There was little difference in opinion between the two groups with respect to the remaining issues examined.

4.3 Section 2: KLRMP Case Study

4.3.1 *KLRMP Tourism Representatives Perspectives on Implementation*

This section of the analysis focuses on the implementation process of the Kamloops LRMP (KLRMP). As a case study it provides insights into the extent to which SDM processes are facilitating the implementation of BC's LRMPs.

The KLRMP is in its seventh year of implementation and monitoring. Tourism sectors have been involved in the implementation and monitoring process since its inception and continue to be represented by tourism related participants. In her survey, Albert (2002) asked KLRMP participants for their perspectives concerning the implementation process. The responses of the tourism and recreation participants are detailed in the following section.

The section is organized into two segments. The first segment, *Factors Influencing KLRMP Implementation*, relates directly to assessing KLRMP implementation according to the implementation criteria presented in Chapter 2. The second segment, *SDM Process Mechanisms Influencing the Implementation of the KLRMP*, examines the effect of specific SDM tools and process mechanisms on the KLRMP implementation process.

4.3.2 *Key Factors Influencing KLRMP Implementation*

Tourism respondents expressed their views on a variety of factors influencing the implementation of the KLRMP. This section describes their perspectives concerning the

tractability of the policy issue, the opportunity for the process to structure implementation, and the external influences affecting the implementation of the KLRMP.

Tractability of the Problems to be addressed in KLRMP Implementation

Availability of Information: The tourism and recreation groups had or were provided with maps and economic data relating to the implementation of the KLRMP. Most representatives from the tourism/recreation group strongly agreed ($\pi=4.00$) that this information was sufficiently available for effective decision-making in the KLRMP implementation process.

Diversity of Stakeholders and Extent of Behavioural Change required:

Tourism/recreation respondents were ambivalent ($\pi=3.25$) concerning the extent to which implementation difficulties were arising due to the diversity of stakeholders in the KLRMP planning region. The tourism and recreation respondents were similarly ambivalent ($\pi=3.25$) about the extent to which the KLRMP required major changes in management practices for the planning region.

However, the group largely disagreed ($\pi=1.75$) that the extent of operational and behavioural change required for operators in the region would make implementation of the plan difficult.

The tourism representatives' responses suggested that the SDM process mechanisms employed in the KLRMP implementation process helped reduce traditional tractability hurdles normally associated with plan implementation.

Table 4.7: Tractability of the Problems to be addressed

Statement	Mean Level of Agreement	Rank
There is a sufficient amount of information available to make appropriate decisions for KLRMP implementation.	4.00	1
The large diversity of stakeholders affected by the KLRMP recommendations makes implementation more difficult.	3.25	2
The KLRMP requires major changes in the operations and management practices of resource industries in the region.	3.00	3
The extent of change in operations and management practices required by the KLRMP makes implementation difficult.	1.75	4

- Means responses based on a scale ranging from 1 = strongly disagree to 5=strongly agree

Structuring the KLRMP Implementation Process

Evidence of Causal Relationship and Clear Plan: The tourism/recreation respondent group agreed ($\pi=3.75$) that the KLRMP’s plan strategies were based on clear causal relationships between the recommendations developed by the KLRMP planning table and the outcome of those recommendations. There was a strong level of agreement ($\pi=4.25$) among tourism/recreation respondents concerning the clarity of the plan in guiding its implementation. Similarly, they agreed ($\pi=4.00$) that the plan provided appropriate monitoring indicators for the achievement of plan objectives.

Agency Hierarchy: The tourism/recreation group was ambivalent about the extent of cooperation that existed between the implementing agencies ($\pi=3.25$), and the presence of clear agency responsibilities concerning the plan’s implementation ($\pi=3.25$). The group was more inclined to agree that KLRMP objectives were well integrated into individual agency’s work plan objectives ($\pi=3.50$).

Financial and Staff Resources: There was ambivalence ($\pi=3.00$) among the tourism/recreation respondents regarding the level of financial and staff resources committed to the plan’s implementation. However, they tended to feel ($\pi=3.75$) that those responsible for process coordination held the necessary skills to collaborate effectively with other stakeholders during the KLRMP implementation process.

Table 4.8: Structuring of the Implementation Process

Statement	Mean Level of Agreement	Rank
The recommendations of the KLRMP document are clear enough to guide plan implementation.	4.25	1
The Monitoring Framework has appropriate indicators for monitoring each objective.	4.00	2
Implementation strategies are based on a clear understanding of the causal relationship between the KLRMP recommendations and the desired outcomes.	3.75	3
Those responsible for implementing the KLRMP possess the skills necessary to work collaboratively with stakeholders	3.75	3
The KLRMP objectives are well integrated within individual agency implementation work plans.	3.50	4
There is a high level of cooperation between implementing agencies.	3.25	5
Agency responsibilities for implementing the KLRMP are clearly delineated.	3.25	5
The KLRMP has an adequate level of financial and staff resources for plan implementation.	3.00	6

- Means responses based on a scale ranging from 1 = strongly disagree to 5=strongly agree.

Overall, the findings suggest that the tourism/recreation respondents felt that the KLRMP provided an effective opportunity for structuring the implementation and monitoring phases.

External and Political Factors affecting the KLRMP Implementation Process

External Factors: The socio-economic conditions, including the loss of jobs in extractive resource industries and the related economic concerns, were considered by the tourism/recreation respondents as favourable external conditions for the implementation of the KLRMP ($\pi=4.00$). However, they were not convinced that there was adequate socio-economic ($\pi=2.25$) and natural science ($\pi=3.25$) data to make decisions affecting KLRMP implementation.

Political Factors: Overall, the KLRMP tourism respondents agreed that agency officials were committed to implementation ($\pi=4.25$). They also felt that public ($\pi=3.75$), local government ($\pi=3.75$), and stakeholders ($\pi=4.25$) supported the plan's implementation. However, they were ambivalent regarding the support provided by provincial government

agencies ($\pi=2.75$). They were also ambivalent concerning the extent to which other government policies conflicted with the plan's implementation ($\pi=2.75$).

Table 4.9: External and Political Factors

Statement	Mean Level of Agreement	Rank
Overall, the commitment of the officials implementing the KLRMP is strong.	4.25	1
Stakeholder support for KLRMP implementation is strong.	4.25	1
The socio-economic conditions in the region are generally favourable to KLRMP implementation.	4.00	2
Public support for KLRMP implementation is strong.	3.75	3
Local government agencies' support for KLRMP implementation is strong	3.75	3
The available natural science data is adequate to make appropriate decisions with respect to implementation.	3.25	4
Provincial government support for KLRMP implementation is strong.	2.75	5
Other related government policies (such as economic, forestry or mining policies) conflict with KLRMP goals.	2.75	5
The available socio-economic data is adequate to make appropriate decisions with respect to implementation.	2.25	6

▪ Means responses based on a scale ranging from 1 = strongly disagree to 5=strongly agree.

Overall, the tourism respondents suggested that commitment to KLRMP implementation was moderate. This commitment was hampered by limited provincial policy and resource support.

4.4.1 SDM Process Mechanisms Influencing the Implementation of the KLRMP

Stakeholder Participation in the KLRMP Implementation Process

Stakeholder Participation: Three out of four issues examined in this section received strong levels of agreement from tourism respondents. They strongly agreed that implementation of the KLRMP was easier because: stakeholders participated in developing KLRMP recommendations ($\pi=4.75$), government representatives continued their involvement through both the planning and implementation processes ($\pi=4.75$), and an implementation monitoring group has been setup to provide public accountability ($\pi=4.75$). They were also convinced that implementation was easier because of stakeholder inclusion at the monitoring table ($\pi=4.50$).

Table 4.10: Stakeholder Participation

Statement	Mean Level of Agreement	Rank
KLRMP implementation is easier because stakeholders participated in developing the KLRMP recommendations.	4.75	1
KRMLP implementation is easier because government representatives responsible for plan implementation were also involved in plan development.	4.75	1
KLRMP implementation is easier because there is an implementation monitoring table with requirements for public reporting of progress.	4.75	1
KLRMP implementation is easier because stakeholders are participating on the KLRMP Monitoring Table.	4.50	2

- Means responses based on a scale ranging from 1 = strongly disagree to 5=strongly agree.

There was a quite strong level of agreement among these respondents that stakeholder participation was helping to facilitate successful implementation of the KLRMP.

Influence of the Collaborative Planning Process on KLRMP Implementation

Planning process: Overall, tourism respondents felt that, the KLRMP planning process was sound ($\pi=4.50$) and had produced a good land use plan agreement ($\pi=4.50$). They agreed that the process was successful in equalizing power differences among sector representatives ($\pi=4.00$). They were not convinced that a unilateral land use plan developed without stakeholder input would have been easier to implement ($\pi=1.00$).

Table 4.11: The Collaborative Process

Statement	Mean Level of Agreement	Rank
The planning process that led to the KLRMP was a good process overall.	4.50	1
The KLRMP planning process produced a good agreement.	4.50	1
Power differences between sector representatives around the planning table were successfully equalized through the process.	4.00	2
If government had developed the plan without input from stakeholders, the KLRMP would be easier to implement.	1.00	3

- Means responses based on a scale ranging from 1 = strongly disagree to 5=strongly agree

4.4.2 Overall Success of the KLRMP

Achieving Plan Goals, Timelines and Personal Expectations: All tourism respondents felt that the KLRMP had been relatively successful in achieving several of its goals. The plan was deemed to have been particularly successful in reaching the goals identified by the various sector representatives ($\pi=4.00$). It was perceived to have been less successful but still quite effective in achieving agency timelines ($\pi=3.75$), and meeting personal expectations ($\pi=3.75$).

Table 4.12: Overall Success of KLRMP

Statement	Mean Level of Success	Rank
In terms of meeting the goals of the sector or organization that you represent?	4.00	1
In terms of reaching the goals identified in the land use plan?	3.75	2
In terms of meeting the timelines set out in the agency work plans?	3.75	2
In terms of meeting your personal expectations?	3.75	2

- Means responses based on a scale ranging from 1 = strongly disagree to 5=strongly agree.

Chapter 5: Management Implications

This chapter suggests a set of management implication and related recommendations associated with improving the effectiveness of SDM processes in land use planning in BC. It presents these perspectives from the viewpoint of backcountry tourism and outdoor recreation stakeholders involved with the planning and implementation stages of specific BC LRMPs.

The first section focuses on management strategies that would potentially improve the effectiveness of SDM processes in fulfilling land use planning outcomes. The second section suggests approaches for ensuring that SDM processes improve the possibilities of LRMP implementation.

5.1 SDM in the Provincial LRMP Process

5.1.1 *SDM Process Criteria*

Traditional land and resource planning processes in BC have not fully acknowledged the backcountry tourism and outdoor recreation sectors' needs in land planning. In particular, these sectors' values have been perceived as being contrary and competitive to those of the extractive resource industries. This situation has created ongoing tensions and conflict between these sectors. The SDM approach used in the BC LRMP processes has helped to mitigate some of this tension by providing a framework for planning that is based on acknowledgement and respect for all stakeholder needs.

Ownership, Trust and Commitment in LRMPs

SDM mechanisms used in many of BC's LRMP planning processes have facilitated the development of strong working relationships and trust among many stakeholders. This situation has in turn created greater accountability and ownership of the decisions expressed in the plans, as well as a high level of commitment to seeing the plan's directives implemented.

Tourism/recreation respondents indicated that beneficial partnerships and relationships were fostered as a result of SDM processes used. These respondents also felt that a strong sense of commitment to LRMP outcomes was developed as a result of the face-to-face negotiations used during plan development. The tourism/recreation groups recognized that collaboration was essential to creating an effective planning process and a strong commitment to plan implementation.

Negotiation, Leadership and Resources in LRMPs

Negotiation strategies are employed to reduce conflict in SDM planning processes. The tourism/recreation respondents recognized the value of negotiation and were appreciative of the leadership that mediators provided in such deliberations. However, the tourism/recreation respondents felt that they lacked the training and resources to be fully effective in these negotiations. This reinforces the presence of an ongoing constraint expressed by backcountry tourism and outdoor recreation stakeholders who have traditionally felt unsupported both representatively and fiscally in planning processes. Representatives of this group are often self-employed and have limited personal capacity to sustain participation in such processes.

Additionally, the lack of resource support for the tourism/recreation stakeholders perpetuates the concerns about power imbalances at LRMP planning tables. Equalizing power imbalances is a key objective in most SDM processes. From the perspectives of tourism/recreation stakeholders, this objective has only been partially met. As a result, these stakeholders tend to feel under represented when compared to some of their more favourably funded counterparts in BC's extractive resource industries. Tourism and recreation stakeholders feel this imbalance is further aggravated by their sectors' inability to dedicate on-going human capital to such SDM planning processes due to the small and fragmented character of their industry.

Political and Policy Support for Tourism/Recreation Stakeholders in LRMPs

Backcountry tourism and outdoor recreation stakeholders feel that the lack of a tourism-specific government ministry to support them with technical and policy expertise increases the inequalities in the SDM processes. Despite its current size and growing importance to BC's economy, the Provincial government does not have a dedicated Ministry of Tourism that can address on-going and emerging land and resources planning issues.

Overall success of Tourism/Recreation Stakeholders involvement in LRMPs

In light of their past struggles to be recognized as resource dependent sectors in BC's land planning processes, the tourism/recreation sectors have benefited greatly from the SDM planning approach employed in BC's LRMPs. Tourism respondents agreed that the SDM's focus on non-positional planning helped neutralized the LRMP negotiations and freed the table from the constraints of positional planning systems. They felt that this has had the effect of moving the planning process toward consensus agreements based on the desire to achieve common, interest-based goals.

5.1.2 *SDM Outcome Criteria*

A primary indicator of SDM success is the creation of consensus-based outcomes. The fact that 13 of the 15 LRMPs in BC achieved consensus based plans emphasizes the overall utility of this approach. However, a more complete assessment of the utility of SDM requires an examination of other outcomes. Consensus is only one measure of success. For instance, the participants must also feel that their involvement in the process was worthwhile and had a valuable affect on the outcome. They should also feel ownership of the outcome and have a commitment to implementing the plan produced.

Development of ongoing relationships, new organizations and conflict resolution

Tourism/recreation LRMP participants indicated that SDM was successful in fostering good working relationships outside of the process. It facilitated the development of ongoing positive relationships between stakeholders involved in the process. Other secondary positive outcomes of the process included the development of new organizations and collaborative activities. However, tourism/recreation sector respondents suggested that such spin-off activities had not occurred to the extent that they had anticipated. This could be a result of the resource constraints commonly experienced by tourism stakeholders who are generally limited in their access to the time and resources needed to pursue such collaborations.

Development of new skills, commitment to implementation and conflict reduction

Backcountry tourism and outdoor recreation participants felt their involvement in the LRMP process was valuable and that they learned many new skills. These SDM outcomes fostered ownership of the agreement and generated a greater commitment to the implementation of LRMP plans. However, backcountry tourism and outdoor recreation respondents indicated that the LRMP process was not especially effective in reducing conflicts that they had hoped to address. This may be reflective of a lack of legislative and institutional support provided to ensure plan implementation.

Overall success of outcomes

The tourism/recreation sectors recognized and acknowledged the importance of developing consensus based land-use plans. They also indicated SDM approaches provided the best way of achieving that goal. Overall, they felt that the SDM approach to reaching consensus on land use planning options had afforded them opportunity to incorporate many of their land use needs into the LRMPs they helped to create.

5.1.3 Summary and recommendations

According to the backcountry tourism and outdoor recreation respondents, most elements of the SDM process and the outcomes it produces were satisfactory. However, there were differences in the level of satisfaction associated with the secondary SDM impacts. This suggests that there are areas where the process could be improved.

The following recommendations are proposed for strengthening the ability of SDM to generate more positive and lasting results. These recommendations are provided from the viewpoint of the backcountry tourism and outdoor recreation stakeholders.

- **Recommendation 1: Ensure that representatives of the backcountry tourism and outdoor recreation sectors are financially supported through the LRMP process.**
For these sectors to play contributive roles at planning tables as well as during the implementation and monitoring stages of the process, they must receive financial support equal to that of other representatives including government agents. This will minimize the attrition of tourism/recreation representatives engaged at such planning tables and help ensure consistent plan implementation.
- **Recommendation 2: Ensure equity among table representatives.**
Provision should be made to ensure equal representation at the planning table for all stakeholders. The backcountry tourism and outdoor recreation sectors need to be represented to the same extent as other resource dependent industries to avoid power imbalances.
- **Recommendation 3: Provide training to all table members for their involvement in the LRMP process.**
All stakeholders need standardized training to ensure an equal knowledge base to be effective participants at the planning table. This will reduce potential power imbalances and provide the tourism/recreation participants the skills needed to be effective participants in SDM negotiation processes.
- **Recommendation 4: Encourage continued participation by the tourism/recreation sectors in future LRMP type land use planning processes.**
As a resource dependent industry it is essential that tourism/recreation stakeholders remain involved in land use planning process so as to ensure the continued representation of their interest in the use of natural resources in BC.

5.2 SDM in the KLRMP Implementation Process

SDM process mechanisms provided a vehicle for the objectives of the backcountry tourism and outdoor recreation sectors to be met in LRMP planning processes. Little is known about the extent to which SDM helped to achieve the implementation of the plans.

The second objective of this study was to assess the role of SDM in facilitating the KLRMP implementation process. It was assumed that SDM processes at the planning stage would help to overcome hurdles to backcountry tourism and outdoor recreation development at the implementation stage.

5.2.1 Facilitation of implementation through SDM mechanisms

The wide acceptability of agreements reached through collaborative processes is often attributed to SDM mechanisms such as relationship building, ownership and cooperation that are employed in collaborative processes. Similarly, collaborative processes are often credited with producing policies that are more amenable to implementation. The backcountry tourism and outdoor recreation respondents acknowledged that theirs and other stakeholders' involvement in the planning process was a key to the successful development and on going implementation of the KLRMP.

SDM in overcoming issues of tractability

In addition to the provision of a land use plan that meets with less resistance at the time of implementation, collaborative procedures are often cited as being successful in overcoming many of the traditional operational constraints to plan implementation. In the KLRMP case study, the tourism/recreation respondents felt that despite a diversity of stakeholders in the process the extent of behavioural change required did not pose a serious obstacle to the successful implementation of the plan. This suggests that the SDM process used to develop and implement the plan successfully accommodated the planning needs of the backcountry tourism and outdoor recreation groups thus smoothing the process and facilitating its implementation.

Structure and plan clarity

The application of SDM in the KLRMP appears to have helped overcome several traditional hurdles to successful plan implementation according to the backcountry tourism and outdoor recreation respondents in this study. They indicated that the

structure of the KLRMP plan and its agreed upon implementation process provided a clear guide for directing the creation of programs and responsibilities throughout the process. However, the strength of the SDM procedure's impacts on the implementation process varied between elements.

Planning resources and public accountability

The provision of sector specific data and planning resources for effective decision making is an example of a mechanism that is important to effective SDM processes. The availability of relevant data is essential for the development of plans that are most likely to be implemented.

Traditionally, the backcountry tourism and outdoor recreation sectors have been lacking the social, economic and environmental data necessary to develop effective management strategies in land-use planning. This has been a considerable concern, as these emerging resource dependent industries require equal opportunity to prove positive social, economic, and environmental benefits during the land use planning process. This is particularly important in BC as the extractive industries have traditionally dominated the planning landscape and have a history of operations from which to develop this data.

The tourism/recreation stakeholders in the KLRMP implementation process suggested that they had sufficient sector specific mapping and economic data for ensuring successful implementation of the plan. The provision of this data aided them in their ability to be understood and respected by the other stakeholder groups.

In addition to the necessity of sector specific planning information for effective decision making during implementation, the provision of economic, social, and environmental impact data and feasibility reports are essential for publicly accountable policy development. The application of SDM in the LRMP process facilitates public accountability by providing a process mechanism that includes public consultation.

Without the relevant data the public is likely to feel uninformed and may attempt to thwart the implementation process.

Overall success of the KLRMP implementation process

Overall the backcountry tourism and outdoor recreation respondents in the KLRMP indicated that the process fulfilled many of the primary and secondary SDM preconditions to overcome traditional hurdles to implementation. In particular, the responses of the KLRMP tourism/recreation participants suggested that they felt their involvement produced a plan that met with little resistance during the implementation phase. Their reactions suggest that the application of SDM mechanisms has at least in part, met the land planning needs of the backcountry tourism and outdoor recreation groups. However, they did express considerable concern over the misinterpretation of planning objectives during the implementation process. This concern may have arisen from inconsistencies in tourism/recreation representatives throughout the planning and implementation process as a result of representatives being replaced during the process. Such inconsistencies could lead to misunderstanding over the original intent of the plan objectives.

5.2.2 Summary and recommendations

It is essential for the backcountry tourism and outdoor recreation sectors to remain involved throughout the planning and implementation process to ensure stability and consistency in the interpretation of the original tourism/recreation objectives. It is also important that there is a clear and documented understanding of the meaning of the language in the policy objectives. Without these components the objectives of the tourism/recreation group may fail to be met during implementation.

The following recommendations are proposed to address the deficiencies in the LRMP implementation process from the perspectives of the tourism/recreation sectors. The

recommendations are suggested to guide the backcountry tourism and outdoor recreation sectors in future LRMP implementation processes.

- **Recommendation 1: Ensure the updated and continued provision of backcountry tourism and outdoor recreation data on social, economic and environmental data.**
The provision of this data will facilitate the effective representation of the tourism/recreation sectors during the implementation process and provide support for planning proposals during public consultation processes. Support of this data will result in plans that are technically and scientifically grounded reducing the possibility of rejection at the time of implementation.
- **Recommendation 2: Backcountry tourism and outdoor recreation objectives should be clear and understood by all representatives.**
The essence of the planning objectives and the language used to describe the objectives should be clearly understandable and agreed upon by all representatives. This reduces the possibility of the tourism/recreation group's objectives being misunderstood or misconstrued at the time of plan implementation.
- **Recommendation 3: SDM process mechanisms should continue to be applied throughout the implementation and monitoring processes.**
To allow for the continued inclusion of the backcountry tourism and outdoor recreation sectors during implementation, it is important to uphold the SDM process throughout the implementation stage. This will help preserve the integrity of the original plan and reduce the possibility of delaying implementation from these sectors perspectives.
- **Recommendation 4: Continuity in table representation is key to successful implementation.**
Whenever possible the tourism/recreation representatives from the original planning table should be part of the implementation committee. In cases where this is not possible, provisions should be made for the new table members to be thoroughly informed and trained in the tourism/recreation sector's original planning intent.

If improvements such as those recommendations here are undertaken, the application of SDM in LRMP planning and implementation should provide a viable and effective vehicle for the recognition, acknowledgement and inclusion of the backcountry tourism and outdoor recreation sectors as a natural resource dependent stakeholder in BC.

Chapter 6: Conclusions

It was anticipated that the application of SDM methods in BC's land use planning program would produce land use plans that were more amenable to implementation. Literature suggests that there are specific obstacles and challenges to the successful implementation of policy developed through traditional planning methods, particularly from the perspectives of the backcountry tourism and outdoor recreation sectors (Williams et al, 1998a). It was hypothesized that the SDM approach used in the development of LRMPs in BC would mitigate many of these challenges and in the case of the backcountry tourism and outdoor recreation industries, actually facilitate their specific needs in land use management in BC.

The objectives of this study were to describe from the perspectives of backcountry tourism and outdoor recreation stakeholders, 1) the extent to which SDM approaches met the specific land planning needs of backcountry tourism and outdoor recreation stakeholders, 2) the extent to which these SDM approaches facilitated the implementation of the LRMP directives developed, and 3) methods for improving the efficiency and effectiveness of SDM processes for both plan development and implementation purposes.

A literature review and the analysis of two LRMP survey response databases were undertaken to achieve this paper's purpose. This chapter summarizes the major conclusions emanating from the findings. It also outlines the weakness in the study and the opportunities for further related research.

6.1 Summary of Major Findings

Two key questions relating to the application of SDM in the LRMP process were addressed in this study. The first was "How well did SDM approaches used in BC LRMPs meet the specific land planning needs of backcountry tourism and outdoor recreation stakeholders?" The second question was "From the perspectives of

backcountry tourism and outdoor recreation stakeholders, to what extent did these SDM processes facilitate the implementation of the LRMP directives?" The findings associated with each question are summarized in Table 6.1.

Table 6.1: Summary of Conclusions

Research Question 1: How well did SDM approaches used in BC LRMPs meet the specific land planning needs of backcountry tourism and outdoor recreation stakeholders?	
Criteria	Summary of Conclusions
To what extent have the SDM <i>process</i> criteria fulfilled the land use planning needs of the backcountry tourism (T/R) and outdoor recreation sectors?	<ul style="list-style-type: none"> • Overall, SDM process mechanisms have facilitated T/R sectors involvement in the LRMP • Power imbalances around the table were somewhat reduced through the process • Process structure was successful in providing T/R participants with a clear understanding of roles and responsibilities within the process • Process products and timelines were helpful and attainable • Funding and resources remain an issue of concern for T/R sectors
To what extent have the SDM <i>outcome</i> criteria fulfilled the land use planning needs of the backcountry tourism (T/R) and outdoor recreation sectors?	<ul style="list-style-type: none"> • Overall, T/R sectors felt LRMP process was the best way to develop a land use plan • Reaching consensus was indicated to be a key indicator of a successful planning process • LRMP process resulted in the development of beneficial skills and working relationships outside of the process • Greater understanding of government land planning was acknowledged • Conflict between stakeholders has not necessarily been reduced as a result of the process
Research Question 2: To what extent did these SDM processes facilitate the implementation of the LRMP directives?	
Criteria	Summary of Conclusions
To what extent have SDM process mechanisms affected the implementation of the KLRMP from the perspectives of the backcountry tourism (T/R) and outdoor recreation sectors?	<ul style="list-style-type: none"> • Overall, SDM process mechanisms have facilitated T/R sectors involvement in KLRMP implementation • T/R participants indicated that stakeholder involvement in the planning and implementation process facilitated successful implementation of the KLRMP • The implementation structure of the KLRMP was successful in providing T/R participants with a clear understanding of roles and responsibilities within the process • T/R sectors remain concerned about the integrity of plan objectives being carried through into the implementation process
Have SDM process mechanisms been successful in overcoming traditional hurdles to policy implementation from the perspectives of the backcountry tourism (T/R) and outdoor recreation sectors?	<ul style="list-style-type: none"> • In general, T/R sectors felt KLRMP implementation process addressed many of the traditional hurdles to successful implementation • Complexities of the KLRMP were successfully overcome through the application of SDM process mechanisms in the KLRMP • Collaborative processes in general are considered to be the most effective method of overcoming traditional hurdles to implementation from the perspective of T/R respondents in the KLRMP • T/R participants remain concerned about the tourism related legislative policy vehicles that impact the implementation process but are external to the KLRMP

The research demonstrated that the application of SDM in the LRMP process has been instrumental in facilitating the effective involvement of the backcountry tourism and outdoor recreation sectors in land use planning in this province. It also suggested that SDM processes acted as a catalyst in validating the role and value of backcountry tourism and outdoor recreation as resource dependent industries, and requiring appropriate levels of land use dedication on BC's landscapes. The study culminated in the provision of a set of recommendations to guide the future involvement of the backcountry tourism and outdoor recreation sectors in SDM processes. Some of these recommendations called for the use of SDM processes to ensure the ongoing implementation of LRMP tourism and recreation objectives.

6.2 Weakness of the study

This project's case study focused on the responses of backcountry tourism and outdoor recreation stakeholders involved with monitoring the implementation of the KLRMP. This study's findings would have benefited from additional information concerning the role of SDM in LRMP implementation elsewhere in the province.

Additionally, the study would have benefited from follow up interviews with backcountry tourism and outdoor recreation participants to clarify and address specific points that emanated from the analysis. These could include further analysis into the provision of funding for tourism/recreation participants, the issues surrounding power balances at the planning table and equity in participant representation in planning and implementation processes. Unfortunately, the limited availability of time and resources meant that these and other avenues of research could not be undertaken in this study.

6.3 Recommendations for further study

This study has recommended ways of improving the effectiveness of backcountry tourism and recreation stakeholders' engagement in future SDM land use planning

programs. It suggests that hurdles to implementing land use plans developed through SDM approaches were only partially overcome through SDM process mechanisms used. There still exist hurdles to implementation associated with factors external to the LRMP process. These influences emanate from the institutional structure of the provincial government and the lack of effective legislative vehicles for ensuring that the land and resources needed for sustainable backcountry tourism and outdoor recreation development are available for use. The backcountry tourism and outdoor recreation sectors would benefit from further examination and research into these external influences and their causes. In particular, further research could focus on, the effect that the lack of dedicated tourism government agencies and political priorities have on the development of tourism and recreation priorities.

Additionally, the backcountry tourism and outdoor recreation sectors would benefit from a comparison of SDM and other planning and implementation processes to assess the advantages and disadvantages that may exist between programs. Other complementary research would include a deeper exploration into the specific tourism/recreation hurdles to implementation and more detail on backcountry tourism issues as they relate to land use planning.

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Appendix 1: General Principles of Alternative Dispute Resolution

- LRMP is guided by provincial policies and approved regional plans. The LRMP process is used to implement these plans and policies at the sub-regional 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.
- LRMP can proceed in the absence of regional planning just as local planning can proceed in the absence of LRMP.
- AR 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 LRMP 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 occurs without prejudice to treaty negotiations.
- LRMP is based on resource sustainability and integrated resource management (see *Appendix 1, Sustainability and Integrated Management in Land and Resource Management Planning*, page 18). 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 LRMP. A definition of consensus is one of the first decisions required in an LRMP project
- LRMP projects are prepared within the constraints of available information, funding and participants time. These parameters must be considered in the initial design of each project and in the negotiated agreement on public participation methods.
- The goal of the LRMP process is to present to Cabinet ministers designated by the Cabinet Committee on Sustainable Development (Energy, Mines and Petroleum Resources; Environment, Lands and Parks; and, Forests) a recommended consensus agreement including a description of any scenarios considered. If a 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 any 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.
- LRMP projects will be scheduled and ranked for each region by the regional Interagency Management Committee (IAMC) or as specified in an approved regional plan. Priorities should be established based on consultation with other government agencies and with affected public groups. Proposals for plan initiation should be directed to the appropriate IAMC.

Source: MRSB, 2002a

Appendix 2: LRMP Participant Survey

INTRODUCTORY QUESTIONS:

Information gathered in this section will remain confidential. This information is for use by researcher for tracking purposes only.

1. Your Name: _____
2. Which LRMP process did you participate in? _____

Note: If you participated in more than one process, please complete a separate questionnaire for each process

3. What sector or interest did you represent in the LRMP process?

- | | | | |
|--|---|---------------------------------------|---|
| <input type="checkbox"/> Government | <input type="checkbox"/> First Nations | <input type="checkbox"/> Conservation | <input type="checkbox"/> Tourism/ Recreation |
| <input type="checkbox"/> Forestry | <input type="checkbox"/> Fishing | <input type="checkbox"/> Mining | <input type="checkbox"/> Hunting / Trapping / Guiding |
| <input type="checkbox"/> Agriculture | <input type="checkbox"/> Labour | <input type="checkbox"/> Energy | <input type="checkbox"/> Other: |
| <input type="checkbox"/> Local Government | <input type="checkbox"/> Federal Government (specify department): _____ | | |
| <input type="checkbox"/> Provincial Government (specify ministry): _____ | branch: _____ | | |

4. For whom did you work at the time of the LRMP process? _____

5. How long were you involved in the process? (# months) _____

6. What percentage of LRMP meetings were you able to attend (approximately)? _____

For each statement below, please mark an "X" in the appropriate box to indicate the degree to which you agree or disagree with the statement. If the statement is not applicable to you or the LRMP you participated in, please mark an "X" in the column titled "not applicable".

PART A: YOUR PARTICIPATION IN THE PROCESS

<i>To what extent do you agree or disagree with each of the following statements about the LRMP Process you participated in?</i>	strongly agree	some-what agree	some-what disagree	strongly disagree	not applicable
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.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. I had clear goals in mind when I first became involved in the LRMP process.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. I was fully committed to making the process work.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. I was involved in the design of the LRMP <i>process</i> (i.e. ground rules, roles, procedures).	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. On an ongoing basis, I was able to influence the <i>process</i> used in the LRMP.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. I had or received sufficient training to participate effectively.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. I had or received sufficient funding to participate effectively.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. My participation made a difference in the outcomes of the LRMP process.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Due to constraints of the process, I was unable to effectively communicate with and gain support from my constituency.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

<i>To what extent do you agree or disagree with each of the following statements about the LRMP Process you participated in?</i>		strongly agree	some-what agree	some-what disagree	strongly disagree	not applicable
10.	The process helped to ensure I was accountable to the constituency I was representing.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11.	The organization/sector/group I represented provided me with clear direction throughout the process.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

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?		strongly agree	some-what agree	some-what disagree	strongly disagree	not applicable
1.	All appropriate interests or values were represented in the process.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2.	All government agencies that needed to be involved were adequately represented.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.	All participants were committed to making the process work.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.	The process participants collectively identified and agreed upon clear goals and objectives.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5.	Participant roles were clearly defined.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.	The procedural ground rules were clearly defined.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7.	Stakeholders had a clear understanding that if no consensus was reached, the provincial government would make the decisions.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8.	All interests/perspectives had equal influence at the LRMP table.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9.	The process reduced power imbalances among participants.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10.	The process encouraged open communication about participants' interests	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11.	All participants demonstrated a clear understanding of the different stakeholder interests around the table.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12.	The process was hindered by a lack of communication and negotiation skills.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13.	The process generated trust among participants.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
14.	The process fostered team work.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
15.	Generally, the representatives at the table were accountable to their constituencies.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
16.	The process had an effective strategy for communicating with the broader public.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
17.	The process was effective in representing the interests of the broader public.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
18.	The process was flexible enough to be adaptive to new information or changing circumstances.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
19.	Participants were given the opportunity to periodically assess the process and make adjustments as needed.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
20.	The process had a detailed project plan (for the negotiation process) including clear milestones.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
21.	Deadlines during the process were helpful in moving the process along.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
22.	The time allotted to the process was realistic.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
23.	The issues we were dealing with in the LRMP process were significant problems requiring timely resolution	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
24.	The process was hindered by lack of structure.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
25.	Process staff acted in a neutral and unbiased manner.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

To what extent do you agree or disagree with each of the following statements about the LRMP Process you participated in?	strongly agree	some-what agree	some-what disagree	strongly disagree	not applicable
	26. The agency responsible for managing the LRMP process acted in a neutral and unbiased manner.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
27. Process staff (including facilitator(s) if used) were skilled in running meetings.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
28. The presence of an independent facilitator/mediator improved process effectiveness.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
29. The independent facilitator/mediator acted in an unbiased manner.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
30. The process lacked adequate high quality information for effective decision-making.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
31. The setting of the provincial guide of 12% Protected Areas was helpful to reaching consensus.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
32. The process was well prepared with the information needed to accommodate protected areas within the LRMP.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
33. The overlay of resource values on maps was a useful technique for evaluating land use options.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
34. The multiple accounts method was a useful way of evaluating land use options.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
35. The table developed a clear strategy for plan implementation.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
36. At the end of the process, the table participants shared a strong commitment to plan implementation.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Part C: THE OUTCOMES OF THE PROCESS

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?	strongly agree	some-what agree	some-what disagree	strongly disagree	not applicable
	1. The LRMP process I participated in was a success.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. The LRMP process was a positive experience.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. I am satisfied with the outcome of the process.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. The resulting plan addressed the needs, concerns, and values, of the group I represented.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. As a result of the LRMP process, conflict over land use in the area has decreased.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. The LRMP process was the best way of developing a land use plan.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. My/my organizations' interests have been accommodated better through the LRMP process than they would have been through other means.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. The planning process produced creative ideas for action.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. As a result of the process, I have a good understanding of the interests of other participants.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. As a result of the process, I now have a better understanding of how government works with respect to land and resource management.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. As a result of the process, I have a better understanding of my region.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12. I gained new or improved skills as a result of my involvement in the process.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13. The relationships among table members improved over the course of the process.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

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?	strongly agree	some-what agree	some-what disagree	strongly disagree	not applicable
	14. I have better working relationships with other parties involved in land use planning as a result of the LRMP process.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
15. Contacts I acquired through my participation in the LRMP process are useful to me and/or my sector/organization	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
16. The LRMP process produced information that has been understood and accepted by all participants.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
17. Information acquired through my participation in the LRMP process is useful to me and/or my sector/organization	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
18. I have used information generated through the LRMP process for purposes outside of the process.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
19. I have seen changes in behaviours and actions as a result of the process.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
20. I am aware of spin-off partnerships or collaborative activities or new organizations that arose as a result of the process.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
21. I believe the outcome of the LRMP process served the common good or public interest.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
22. I believe that consensus based processes are an effective way of making land and resource use decisions.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
23. The government should involve the public in land and resource use decisions.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
24. Knowing what I know now I would get involved in a process similar to the LRMP again.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Part D: COLLABORATIVE PROCESSES IN GENERAL

Based on your experience of having participated in a consensus based shared decision-making process, how important is each of the following factors in achieving a successful process and outcome?	very important	important	somewhat important	not important	don't know
25. Inclusive representation of all relevant stakeholder/interest groups	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
26. Voluntary participation (all participants are free to leave at any time or pursue other avenues if agreement not reached)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
27. Commitment of stakeholders to the process because it was the best way of meeting objectives	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
28. Clearly defined purpose and objectives	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
29. Consensus requirement	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
30. Clearly defined consequence or alternative outcome if consensus not reached (e.g. knowing the provincial government would make the decisions if no consensus reached)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
31. Urgency of issues addressed in the process providing incentive to reach agreement	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
32. Process designed by participants	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
33. Clear rules of procedure	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
34. Participants having equal opportunity & resources (skills, resources, money, support)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

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?

	very important	important	somewhat important	not important	don't know
35. Mutual respect and trust in the negotiation process	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
36. Effective process management (including process coordinator/staff)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
37. Timetable (including deadline for reaching agreement)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
38. Use of an independent facilitator or mediator	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
39. Stakeholder groups having a clear understanding of their own and other stakeholders' interests	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
40. Accountability of representatives to their constituencies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
41. Accountability and openness of process to the public	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
42. Access to high quality information	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
43. Process design that is flexible and adaptive	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
44. Commitment to a plan for implementation & monitoring	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
45. Other?: _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
46. Other?: _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
47. Other?: _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Part E: ADDITIONAL QUESTIONS

1. What were the most significant achievements of the planning process?
2. What were the key strengths of the process?
3. What were the key weaknesses of the process?
4. Our planning process could have been more effective by making the following changes:
5. Please comment on the strengths and/or weaknesses of the methods used in the land use planning process such as resource value mapping or multiple accounts evaluation, and identify potential improvements that could be made.
6. What barriers do you perceive might block implementation of the LRMP?
7. Who benefited most from the outcomes of the process?
8. What advice would you give to someone who was thinking of participating in a future LRMP process?
9. Would you like to make any additional comments?

Appendix 3: KLRMP Implementation Survey

Questionnaire

Part 1: Respondent background information

1. Your name _____

2. What sector or interest are you representing on the Kamloops LRMP (KLRMP) Monitoring Table?

- First Nations Conservation Mining Tourism/Recreation
- Forestry Fishing Energy Hunting/Trapping/Guiding
- Agriculture Labour Other:
- Local government Federal government (specify ministry: _____)
- Provincial government (specify ministry: _____ branch: _____)

3. For whom are you currently working? _____

4. How long have you been involved with the Kamloops LRMP? (# months): _____

5. What percentage of LRMP Monitoring Table meetings have you been able to attend (approximately):

6. Were you a member of the original planning table that developed the KLRMP? Yes___ No___

For each statement below, please mark the appropriate box.

Part 2: Overall Success of the KLRMP

6. Overall, how successful do you think implementation of the Kamloops LRMP has been to date...

	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	don't know
a. in terms of reaching the goals identified in the land use plan?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. in terms of meeting the goals of the sector or organization that you represent?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. in terms of meeting the timelines set out in the agency work plans?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. in terms of meeting your personal expectations?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comments:

Part 3: Key Factors Influencing Implementation of the Kamloops LRMP

7. Please indicate your level of agreement with each of the following statements:
(please reflect on the achievement of LRMP goals overall, rather than specific goals)

	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	don't know
Complexity of the Problems to be Addressed						
a. There is a sufficient amount of information available to make appropriate decisions for KLRMP implementation.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. The large diversity of stakeholders affected by the KLRMP recommendations makes implementation more difficult.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. The KLRMP requires major changes in the operations and management practices of resource industries in the region.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. The extent of change in operations and management practices required by the KLRMP makes implementation difficult.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Structuring of the Implementation Process

e. The recommendations of the KLRMP document are clear enough to guide plan implementation.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	don't know
f. The Monitoring Framework has appropriate indicators for monitoring each objective.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g. Implementation strategies are based on a clear understanding of the causal relationship between the KLRMP recommendations and the desired outcomes.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h. The KLRMP has an adequate level of financial and staff resources for plan implementation.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i. There is a high level of cooperation between implementing agencies.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
j. Agency responsibilities for implementing the KLRMP are clearly delineated.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
k. The KLRMP objectives are well integrated within individual agency implementation work plans.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
l. Those responsible for implementing the KLRMP possess the skills necessary to work collaboratively with stakeholders.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Socio-economic and political conditions

m. The socio-economic conditions in the region are generally favourable to KLRMP implementation.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
n. The available <i>socio-economic</i> data is adequate to make appropriate decisions with respect to implementation.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
o. The available <i>natural science</i> data is adequate to make appropriate decisions with respect to implementation.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
p. Public support for KLRMP implementation is strong.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
q. Stakeholder support for KLRMP implementation is strong.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
r. Provincial government support for KLRMP implementation is strong.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
s. Local government agencies' support for KLRMP implementation is strong.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
t. Other related government policies (such as economic, forestry or mining policies) conflict with KLRMP goals.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
u. Overall, the commitment of the officials implementing the KLRMP is strong.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Stakeholder Participation

v. KLRMP implementation is easier because stakeholders participated in developing the KLRMP recommendations.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
w. KLRMP implementation is easier because government representatives responsible for plan implementation were also involved in plan development.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
x. KLRMP implementation is easier because stakeholders are participating on the KLRMP Monitoring Table.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
y. KLRMP implementation is easier because there is an implementation monitoring table with requirements for public reporting of progress.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

strongly agree agree neither agree nor disagree disagree strongly disagree don't know

The Collaborative Process

- | | | | | | | | |
|----|---|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a. | The planning process that led to the KLRMP was a good process overall. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b. | Power differences between sector representatives around the planning table were successfully equalized through the process. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| c. | The KLRMP planning process produced a good agreement. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| d. | If the plan had been developed by government without input from stakeholders, the KLRMP would be easier to implement. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

Comments:

Part 4: Factors contributing to successful land use plan implementation

8. Generally, how important do you consider each of the following factors in ensuring that land use plans are implemented successfully and desired outcomes are achieved?

(Please note, the intent of this question is to learn what you consider important factors for the implementation of any land use plan – not what factors are necessarily present in the case of the KLRMP)

strongly agree agree neither agree nor disagree disagree strongly disagree don't know

Complexity of the Problems to be Addressed

- | | | | | | | | |
|----|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a. | There must be sufficient information available to make appropriate decisions for land use plan implementation. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b. | The stakeholders involved in a land use planning process must not have large differences in values. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| c. | The stakeholders required to change management practices as a result of a land use plan must make up a small percentage of the population. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| d. | The new management practices required of stakeholders by a new land use plan must not differ dramatically from pre-land use plan management practices. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

	strongly agree	agree	neither agree nor disagree	disagree	strongly disagree	don't know
Structuring of the Implementation Process						
e. The land use plan must provide clear objectives to guide implementing agencies.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. There must be appropriate indicators for monitoring each project and the desired outcomes.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g. Land use plan implementation strategies must be based on a clear understanding of the causal relationship between recommendations and the desired outcomes.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h. The level of financial and staff resources for plan implementation must be adequate.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i. The level of cooperation between implementing agencies must be high.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
j. Agency responsibilities for implementing a land use plan must be clearly delineated.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
k. Land use plan objectives must be well integrated within individual agency implementation work plans.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
l. Those responsible for implementing a land use plan must be skilled in working collaboratively with stakeholders.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comments:
