

**EVALUATING THE ROLE OF COLLABORATIVE PLANNING
IN BC'S PARKS AND PROTECTED AREAS
MANAGEMENT PLANNING PROCESS**

by

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ABSTRACT

BC's protected areas system has recently doubled in size as a result of land use planning across the province. Managing protected areas to meet many goals requires thoughtful planning that involves stakeholder participation and dispute resolution through the plan development and implementation stages. This research identifies the best practices for planning and evaluates protected areas management planning processes based on those criteria.

Evaluative criteria were developed from a literature review. Park planners and stakeholder groups were then surveyed to determine the extent to which those criteria have been met in past planning processes.

The protected area management planning process was unsuccessful in meeting most process and implementation criteria, but met most outcome criteria. Key strengths, weaknesses and areas for improvement were also identified. Recommendations have been made to better integrate the collaborative approach into protected area management planning processes.

Keywords: Protected Area Planning, Collaborative Planning, Shared Decision-Making, Park Management Planning, Stakeholder Involvement, British Columbia Parks

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ACRONYMS

ADR	Alternative Dispute Resolution
BC	British Columbia
CORE	Commission on Resources and Environment
CP	Collaborative planning
ELUC	Environment and Land Use Committee (of Cabinet)
IUCN	International Union for the Conservation of Nature and Natural Resources (also known as the World Conservation Union)
LRMP	Land and Resource Management Plan
LUCO	Land Use Coordination Office
LUS	Land Use Strategy
MELP	Ministry of Environment, Lands and Parks
MP	Management (or Master) Plan
OIC	Order in Council
PAS	Protected Areas Strategy
PLP	Park Legacy Panel
RSP	Recreation Stewardship Panel
SDM	Shared decision making
SSHRC	Social Science and Humanities Research Council
WAC	Wilderness Advisory Council
WLAP	Water, Land and Air Protection (Ministry of)

CHAPTER 1: INTRODUCTION

1.1 Introduction

Since 1992, strategic land-use planning processes in British Columbia (BC) have used a process of stakeholder input to designate new protected areas¹. Approximately 13% of BC is now protected in over 800 parks and protected areas (BC MoWLAP 2002). Over half of this protected land base was designated in the last 10 years (BC Parks 2003). An important challenge in BC is to manage these protected areas to protect natural resources and allow for human use.

1.2 Background

In the late 1980s and early 1990s, BC was experiencing conflict over land-use practices in the province. In response to this situation, a new approach to making land-use decisions was demanded by a growing segment of the public to resolve these issues (BC MSRM 2005a).

In response to this situation, the Commission on Resources and Environment (CORE) was established in 1992. Its purpose was to promote sustainability in BC by developing a Provincial Sustainability Strategy and regional land and resource plans. Plans for Vancouver Island, Cariboo-Chilcotin, West and East Kootenays, some of the more controversial regions in the province, were completed in 1994. The approach used to prepare these regional plans was collaborative planning using broad stakeholder involvement in land use decision-making. The CORE process was later overtaken by the government-led Land and Resource Management Planning (LRMP) process that used the same principles of stakeholder involvement and conflict resolution to create land-use plans.

CORE regional planning and LRMP processes identified an array of land-uses within each region. One of the key land use decisions in the planning process was the creation of protected areas, which doubled the protected land base of 6% 1992 to over 12% in 2001 (BC MoWLAP 2002). This increase in protected areas led to a new challenge in land management and planning:

¹ The term “protected area” refers to all provincial parks and other types of protected areas (i.e. recreation areas) managed by the provincial government.

developing management plans for protected areas that met the goals of the land-use plan that created them and reflected the interests of stakeholders. Conservation and ecological sustainability were implicit in all those aforementioned goals. Evaluating the BC government's efforts to meet this challenge is the main intent of this research.

1.3 Study Rationale

The purpose of this research is to evaluate the effectiveness of management planning processes for provincial protected areas in BC. Management planning is critical to ensuring that protected areas are meeting objectives for which they were designated. With regional planning processes resulting in a doubling of the protected areas land base, it is important to evaluate the effectiveness of the management planning processes employed. Specifically, there is a need to determine whether protected area planning processes are meeting effective planning process design criteria, and whether protected area planning processes are meeting the management objectives defined in land-use plans and current protected areas policy and legislation.

1.3.1 Related Research

This research is embedded in a larger research program entitled: Effective Decision-making for Sustainable Development: Land-use Planning in BC. It is part of a multi-year research project funded by SSHRC (Social Science and Humanities Research Council). The broader research project has a number of objectives:

1. Analyze and evaluate the efficacy of collaborative planning for land-use in BC;
2. Identify strengths and weaknesses of collaborative planning and make recommendations for improvement;
3. Analyze and evaluate the effectiveness of plan implementation for land-use planning in BC;
4. Identify strengths and weaknesses of the implementation process and make recommendations for improvement; and
5. Identify generic findings based on the analysis of land-use planning in BC relevant to advancing the theory on planning and conflict resolution (Day, Gunton and Williams 2002).

The project has two main phases:

1. Assessment of collaborative regional planning processes in BC; and
2. Evaluation of the implementation process, which is currently underway.

This research project contributes to this second phase of the broader research project by evaluating implementation of the protected areas component of the LRMP process.

1.4 Methods

The following methods were employed to complete the research.

1. Literature Review – A review was conducted on literature pertaining to the following topics:
 - BC Provincial Parks legislation;
 - Past planning policy for BC Parks;
 - Current planning policy for BC Parks;
 - Conferences, symposiums, reports and articles related to BC Park planning and related policy;
 - General protected areas management and planning; and
 - Planning process design, shared decision-making, collaborative planning, land-use conflicts and alternative dispute resolution.

2. Evaluative Criteria Development – Best practices criteria were developed to evaluate the effectiveness of protected area planning processes. These criteria included aspects of shared decision-making and stakeholder collaboration, identified in the literature review.

3. Survey Administration – Surveys were developed based on the evaluative criteria identified in step two. The first component was a survey of protected area planners. This survey included questions to determine if certain process criteria were employed in protected area management planning processes. This survey was sent to all protected area planners in the BC Parks system. The second component was a survey of major stakeholders. In order to cover a range of interests in protected areas planning, major stakeholders who are generally involved in protected area management planning (such as the Snowmobile Federation, Canadian Parks and Wilderness Society and BC Wildlife Federation) were the focus of this survey. The stakeholder organizations were selected through a process of consultation with park planners and research into non-governmental organizations within BC. This survey focused on qualitative questions to determine how participants felt about management planning processes. The survey was sent to potential respondents by electronic mail.

4. Data Analysis – Once received, survey results were tabulated and summarized.
5. Conclusion Presentation –Recommendations were then developed based on current and best practices from the literature review.

This research was conducted between 2003 and 2005. The survey was administered in the spring of 2004.

This report is organized as follows. Chapter 2 examines planning theory, including the role of public participation and shared decision making. A set of evaluative criteria are developed from this literature review. Chapter 3 provides a summary of land use planning in BC and examines the history of planning in BC's protected areas. This review establishes the social and political context of how the parks system developed through planning. Results of the participant survey are provided in chapter 4. Chapter 5 summarizes research findings and makes recommendations for future planning in BC's protected areas.

CHAPTER 2: PLANNING PROCESS THEORY

This chapter examines the theory and practice of planning. First, the evolution of planning practice is explored and leads to the identification of current best practices. Then, best practices criteria are developed to evaluate the case study in chapter 4.

2.1 Evolution of the Planning Process

Planning theory and strategies have undergone many changes over the past half century to reflect changing social norms and values. This evolution is explored in the following sections.

2.1.1 Technocratic Approach

Prior to the 1960s land and resource planning was undertaken mainly by scientists and technical experts who used technical knowledge to determine appropriate management actions. Planning was an activity generally done behind closed doors without political interference or public consultation (Day and Gunton 2003; Yaffee and Wondolleck 2003). Ultimately, this type of planning resulted in decisions that were isolated from public values and interests. This was problematic because there was an expansion in public values and broadening of interests in natural resources; trends that did not translate into one technically optimal solution (Yaffee and Wondolleck 2003). Eventually conflicts over land use policies, such as resource development in sensitive wilderness areas, forced a shift in planning priorities. Politically and/or democratically determined goals and values began to guide planning processes (Day and Gunton 2003).

The shift towards incorporating social values in planning was driven by a realization that environmental and land use problems were complex and required information and action from many sources (Yaffee and Wondolleck 2003). Agencies began to engage new planning models to face these challenges. Two new models emerged: advocacy planning and alternative dispute resolution (ADR). In advocacy planning, planners act as advocates on behalf of stakeholders' interests (Gunton and Day 2003). Alternately, in ADR the planners' role is a mediator who helps stakeholders come to a mutually agreed upon and beneficial solution to conflicts (Susskind and Cruikshank 1987; Gunton and Day 2003; Yaffee and Wondolleck 2003).

2.1.2 Public Involvement

Public participation can be defined as “a process in which individuals take part in decision making in the institutions, programs and environments that affect them” (Florin and Wandersmann 1990 p. 43). A number of problems can arise in land and resource management when stakeholders are not involved in decision making. Potential problems include: not incorporating the range of stakeholders and their values and interests into plans; difficulties quantifying social, economic and environmental values of an area; and, the general opposition of the public to plans that they were not involved in preparing (Herath 2004).

The value-laden nature of planning led many decision-makers to use various forms of public participation to assist in identifying public goals and objectives (Gunton, Day and Frame 2002). Arnstein (1969) emphasized the importance of meaningfully including public participation in planning processes that affected citizens. She stated that true citizen participation is an actual redistribution of power to affected publics making decisions concerning their future. While it may seem implicit that involving stakeholders or citizens in decision making processes is important in land use or resource planning processes, it has historically been tokenistic. In many cases agencies may provide a forum to “inform” or hear the public’s concerns without giving them real decision making real power (Arnstein 1969).

The concept of public participation in planning is now well accepted. The challenge is to ensure it is effective (Brenneis and M’Gonigle 1992). There are a variety of components cited as being critical to effective public participation. Those include: (a) public participation in planning at an early stage and throughout the planning process, (b) representation of all interested and affected publics, (c) availability of clear and understandable information, (d) use of public input in the development and evaluation of alternatives, (e) stakeholder participation and authority in decision-making, (f) use of a variety of techniques to give and receive information, including face-to-face discussion between parties, and (g) stakeholder participation on an equal basis with administrative officials and technical experts (Burby 2003; Chase *et al.* 2004). Successful public participation processes should be fair, efficient, informative, and involve shared decision making authority (Susskind and Cruikshank 1987; McAvoy *et al.* 1991; Innes 1996; Chase *et al.* 2004).

There are a wide range of benefits to incorporating stakeholder interests and involving stakeholders in planning processes. Effective involvement leads to high quality land use and

resource management decisions because such judgements are better informed and reflect a range of public interests (Brenneis and M'Gonigle 1992; Yaffee and Wondolleck 2003). Planners can become aware of opposition to their proposals at an early stage and be better informed by local knowledge (Burby 2003). Participation in planning often leads to innovative solutions to problems or conflicts that an internal or limited participation process may not consider. More people can help increase creative capacity (Innes 1996; Brenneis and M'Gonigle 1992; Gunton and Flynn 1996).

Stakeholders themselves can benefit from participation. Engagement can result in a sense of ownership and control over plans. This may create a vested interest in seeing those plans implemented (Innes 1996; Burby 2003). Involvement can also increase learning and appreciation of other stakeholders' interests, ecological issues, land management policies and socio-economic realities. This awareness is not only beneficial in itself, but it can result in increased stewardship and involvement in other areas of public policy (Herath 2004). Further, as interests are explored, social capital may increase among participants. This can lead to new or strengthened working relationships, trust and reduced conflict (Florin and Wandersmann 1990; Innes 1996). Successful processes can result in feelings of collective, personal and political efficacy and empowerment for participants (Florin and Wandersmann 1990; Innes 1996).

2.1.3 Collaborative Approaches

A new planning and management paradigm began to emerge in the 1980s and early 1990s known as collaborative planning (CP). CP implies a systematic use of public participation in decision-making, as well as employing alternative methods for solving conflicts. Collaboration can be defined as "a process through which parties who see different aspects of a problem can constructively explore their differences and search for solutions that go beyond their own limited vision of what is possible" (Margerum 1999 p. 181). The emergence of CP may be a response to changing conditions of an increasingly informed society where information is widely distributed (Innes and Booher 1999). CP is being employed as a strategy for dealing with conflict where other practices have failed. The trend toward CP was a result of public interest groups' discontent with unilateral decision-making by government (Innes and Booher 1999; Selin and Chavez 1995; Yaffee and Wondolleck 2003).

Collaboration implies a joint decision-making approach to problem solving where there is a sharing of power between parties. Stakeholders also take collective responsibility for their actions and the outcomes of the problem solving process (Selin and Chavez 1995). CP may range in scale, level of involvement and institutionalization by government. What they share is “that they are inclusive, transparent, negotiation-based, consensus-seeking, and focused on problem solving” (Yaffee and Wondolleck 2003 p. 62). In the field of resource management and land use planning, collaborative approaches are becoming more common. An increasing number of managers use stakeholder committees, focus groups, and ‘friends of’ groups to supplement centralized planning, management and policy making (Selin and Chavez 1995).

Benefits of CP may include better decision-making and “second order effects” such as increased knowledge, understanding, relationship-building and empowerment (among others). Collectively they result in a more engaged public and better opportunities to work toward goals of sustainability and human well-being.

2.2 Challenges facing Collaborative Processes

While there are many benefits, collaborative planning is not a panacea for resolving resource management problems. Planners’ perceptions of collaborative planning can affect how they design processes and thus affect process outcomes. CP is frequently viewed as resource intensive, emotional and controversial. As such planners have historically ignored the need for widespread public involvement or in some cases they only comply minimally with policy/legal participation requirements (Burby 2003). In such cases, efforts to involve stakeholders can be more symbolic than substantive (Burby 2003). Despite acknowledgement that socio-political values drive planning processes, many planners have reverted to a technical exercise to meet social goals and create public policy (Burby 2003).

CP requires a change in thinking from a top-down, technical decision-making process to a shared, lateral approach (McAvoy *et al.* 1991). This often requires a significant shift in the corporate culture of most resource management agencies. Bureaucratic styles of planning tend to favour hierarchies, standard operating procedures and control. Shifting planners’ roles from a regulator / decision-maker to that of facilitator, stakeholder, convener and technical expert is often a difficult challenge (Yaffee and Wondolleck 2003). Further, agencies and planners must evolve from

finding the point of compromise between stakeholder interests to drawing out a true collaborative, win-win solution (Yaffee and Wondolleck 2003).

Another issue challenging the use of CP is the perceived time and cost of such processes. Despite the fact that CP processes can reduce long term costs by reducing conflicts and improving working relationships, many organizations have responded to cutbacks by reverting to core tasks (Brenneis & M'Gonigle 1992; Yaffee and Wondolleck 2003). Officials may use concepts of representative government and administrative efficiency to devalue the role of public participation when resources are stretched (Yaffee and Wondolleck 2003).

Maintaining government leadership and support are also key challenges in CP processes. Problems can arise when there is inadequate agency support for the process and/or a lack of commitment to a collaboratively derived planning outcome. Further, a consensus agreement does not necessarily mean automatic adoption by agency leaders or statutory decision-makers. This unified voice of a diverse public must still go through administrative processes (such as public review or negotiations with First Nations) before being formally adopted. However, many agency leaders understand the benefits of supporting a formally adopted plan that was conceived through a consensus-building process (Yaffee and Wondolleck 2003).

Historical conflict is another factor that can affect potential success of collaborative processes. Pre-existing conflicts between parties can impede communication, which in turn exacerbates and perpetuates the conflict that the planning process is trying to solve (McAvoy *et al.* 1991). Parties need to overcome or circumvent historical conflicts to allow meaningful communications.

Another potential roadblock is a lack of appropriate skills and training in collaborative processes. Agency staff, as well as process participants, should be selected for, or trained in interest-based negotiation, problem-solving, interpersonal skills and collaborative learning in order for CP to be effective (Yaffee and Wondolleck 2003). However, the time and resources to do this are often lacking.

Finally, even when all interested parties come to a planning table, there is usually some inequity among participants. Limited financial resources, time and negotiating skills can limit a party's negotiating strength (McAvoy *et al.*). All participants should be on as equal footing as possible through the process. This may mean providing additional training to some participants or even

resources for travel and time spent in the process. Equity among participants is critical to a successful CP process.

2.3 Implementing Collaborative Processes

Effective implementation of plans is critical to successful resource and environmental management. While many processes can meet the preceding challenges and produce a planning decision, implementing the plan faces its own challenges. Such challenges may include inability of policy-makers to understand the complex and multi-faceted nature of plan implementation (Albert *et al.* 2003). Such misunderstanding can result in setting unachievable targets and deadlines and creating an inability to coordinate a large number of activities. At an agency level, having skilled and committed managers, enabling legislation and policies, and adequate resources and authority to implement a plan, are important criteria for implementation (Albert *et al.* 2003; Mazmanian and Sabatier 1989).

Again, the role of stakeholder involvement is an important factor in successful plan implementation. Plans with strong and broad spectrum stakeholder involvement during the development stage have higher rates of successful implementation because stakeholders are more likely to support and comply with a plan they helped to develop (Burby 2003; Albert *et al.* 2003). Further, shared capital generated through the development of a collaborative plan, including social capital (i.e. trust, networks), intellectual capital (i.e. common knowledge, mutual understandings), and political capital (i.e. alliances and agreements) can increase the likelihood of successful plan implementation (Margerum 1999).

2.4 Process Evaluation

Both government agencies and civil society are seeking ways to measure the success of planning processes in terms of improvement in ecosystem health and social wellbeing to determine the efficacy of CP over other models for planning and decision-making. The following tables represent a framework for evaluating planning processes. This evaluative framework is synthesized from the following sources: Susskind and Cruikshank 1987; Mazmanian and Sabatier 1989; McAvoy *et al.* 1991; Brenneis and M’Gonigle 1992; Gunton and Fletcher 1992; Nelson 1992; Selin and Chavez 1995; Brown 1996; Gunton and Flynn 1996; Innes 1996; Cardinall and Day 1998; Gunton, Day and Williams 1998; McAllister 1998; Innes and Booher 1999a; Beatley 2000; Yaffee and Wondolleck 2000; Worboys *et al.* 2001; Margerum 2002; Albert *et al.* 2003;

Burby 2003; Frame *et al.* 2004; and Chase *et al.* 2004. These criteria will be used to evaluate the protected areas management planning process in BC.

Table 2-1: Evaluative Framework for Planning Processes

Process Criteria
1. Purpose and Incentives: <i>Process is driven by a shared purpose and provides incentives for participants to participate and work toward a consensus outcome.</i>
2. Inclusive Representation: <i>All parties (including publics and government) with an interest in the issues and outcomes of the process are involved throughout the process.</i>
3. Voluntary Participation and Commitment: <i>Parties who are affected or interested in the process participate voluntarily and are committed to the process.</i>
4. Equal Opportunities and Resources: <i>The process provides for equal and balanced opportunities for all parties to participate effectively (e.g. funding and training)</i>
5. Self Design: <i>Participants were adequately involved in the design of the process and were able to influence the process on an ongoing basis.</i>
6. Clear Ground Rules: <i>Procedural ground rules and roles of the participants were clearly defined.</i>
7. Principled Negotiation and Respect: <i>Participants demonstrated respect and understanding of other stakeholders' interests and were able to communicate and negotiate effectively.</i>
8. High Quality Information: <i>Process provided adequate high quality information for effective decision-making.</i>
9. Flexible, Adaptive and Creative: <i>Flexibility is designed into the process to allow for adaptation and creativity in problem solving.</i>
10. Time Limits: <i>Realistic milestones and deadlines are managed throughout the process.</i>
11. Accountability: <i>The process and participants represent and effectively communicate with the broader public.</i>
12. Effective Process Management: <i>The process is structured and managed in an effective and neutral manner.</i>
13. Independent Facilitation: <i>The process uses a trained, independent facilitator throughout the process.</i>
14. Commitment to Implementation and Monitoring: <i>The process and final agreement include clear commitments to implementation and monitoring.</i>

Outcome Criteria
1. Perceived as Successful: <i>The process and outcomes are perceived as successful by participants.</i>
2. Agreement: <i>The process reached an agreement that is endorsed by all parties.</i>
3. Clear Objectives: <i>The plan produced clearly defined purpose and objectives.</i>
4. Conflict Reduced: <i>As a result of the process, conflicts were reduced.</i>
5. Creative and Innovative: <i>Process produced creative and innovative ideas and outcomes.</i>
6. Knowledge Understanding and Skills: <i>Stakeholders gained knowledge, understanding and skills as a result of their participation in the process.</i>
7. Relationships and Social Capital: <i>The process created new working relationships and social capital among participants.</i>
8. Information: <i>The process produced new and improved information through joint fact-finding that stakeholders understand and accept as accurate.</i>

9. Public Interest: <i>Plan outcomes serve the common good or general public interest.</i>
10. Understanding and Support of CP: <i>The process resulted in increased understanding and support of collaborative approaches to planning.</i>

Implementation Criteria
1. Clear Strategy for Implementation and Monitoring: <i>Process developed a clear strategy and for implementing objectives and strategies.</i>
2. Commitment to Implementation. <i>At the end of the process, participants and agencies share a strong commitment to plan implementation.</i>
3. Support for Implementation: <i>Public and government support for the plan is strong.</i>
4. Appropriate Indicators: <i>Plan objectives are monitored with appropriate indicators.</i>
5. Quality Information: <i>Adequate quality information is available to make decisions with respect to plan implementation.</i>
6. Adequate Resources: <i>There is an adequate level of staff and financial resources for plan implementation.</i>
7. Skills and Authority: <i>Those responsible for plan implementation possess the necessary skills and authority.</i>
8. Enforcement: <i>Adequate enforcement of the rules and regulations occurs.</i>
9. Regulatory Framework: <i>The legal and regulatory framework is adequate to achieve implementation.</i>
10. Accountability: <i>There is adequate public reporting of plan implementation.</i>
11. Continued Stakeholder Involvement: <i>Stakeholders are involved in implementation and monitoring activities.</i>
12. Ease of Implementation: <i>Participation of stakeholders resulted in easier plan implementation.</i>
13. Perceived as Successful: <i>Implementation of plans has been successful in terms of meeting plan goals and interests of the stakeholders.</i>

2.5 Conclusion

Land and resource management in BC as well as in other jurisdictions (notably the United States and Australia) have employed collaborative processes in various types of planning activities. Research on such planning projects supports CP as a “best” practice model when enabling factors make it appropriate. Examples from the reviewed literature include successful processes from a wide range of scope and scale, including neighbourhood plans to watershed level resource management plans, protected areas and comprehensive regional land use plans covering millions of square kilometres (Frame *et. al.* 2004; Margerum 1999). Collaborative planning – when effectively used – can address ecological, social and economic interests, which are important for sustainable development.

CHAPTER 3: LAND USE & PROTECTED AREA PLANNING IN BC

3.1 Crown Land Planning in BC

In BC, about 94% of the land base is publicly owned (also known as “crown land”). Crown land has been managed primarily to support resource extraction including timber harvesting, mining, oil and gas, and hydro development. Historically, most crown land planning and management has fallen under the jurisdiction of the provincial Ministry of Forests, which granted access to resources to private timber companies under long term leases with minimal public consultation on how the land was managed. The land management process placed little emphasis on other non-consumptive uses such as recreation and protection (Gunton 1998; Gunton, Day and Williams 1998).

In the late 1980s, following the Rio Convention and the publishing of *Our Common Future* (Brundtland Report), sustainable development became an increasingly popular theme. Strengthening environmental awareness and a growing movement toward protecting natural values began to challenge the status quo of land and resource management in BC. Massive protests, logging road blockades and market and media campaigns throughout the province clearly signalled need for a new, integrated and sustainable approach to resource and land use planning.

In 1992, the BC Commission on Resources and Environment (CORE) was established to develop a comprehensive Land Use Strategy (including the Protected Areas Strategy) to address issues of changing values and long-term social, economic and environmental sustainability (Gunton, Day and Williams 1998). Integral to CORE’s work in developing the strategy was the systematic approach to involving stakeholders, improving government linkages, and incorporating processes for dispute resolution in a democratic and responsive collaborative process (McAllister 1998; Day, Gunton and Frame 2003).

While the CORE experience was fraught with many difficulties - including inability of any of the regional planning tables to reach consensus - there were many important lessons learned about systematically implementing collaborative planning processes at a broad scale. In her article, McAllister (1998) describes these lessons. First, it may be difficult for parties to participate if there is no compensation for losses incurred in land use tradeoffs; more attention was needed to developing broader common goals and interests. The second lesson revolved around process design. Developing clearer goals, defining roles and the nature of the public's participation, increasing stakeholder accountability to constituents and instituting better methods of dispute resolution were seen as keys to improving the planning process. The third set of lessons revolved around issues of democratic accountabilities, particularly the roles of non-elected government officials. McAllister states that the accountabilities, decision-making authorities and level of public participation need to be carefully planned. Further, in order for the planning table itself to be considered democratic and thus legitimate, all stakeholders must be able to participate on an equal footing. This includes knowledge, resources and training. While there were many other specific lessons, those highlighted here are general considerations for a good collaborative process.

The CORE process was eventually replaced with a new, interagency-based regional land use planning process in an attempt to resolve these issues and produce consensus land-use plans. LRMP processes have been much more successful in achieving consensus decisions (Frame, Gunton and Day 2002) and one of the outcomes of these processes has been the more than doubling of the provincial land base to about 13% by 2003.

3.2 An Early History of BC's Provincial Parks

In 1885 three employees of the Canadian Pacific Railway found hot springs in the heart of the Rocky Mountains and hoped to turn the area into a commercial tourist destination. The Federal Government denied the claim and instead established a reserve around the hot springs. The creation of the reserve, which became known as Banff National Park was the beginning of the Canadian National Parks System. The goal in creating Banff National Park was to bring tourism to the Rocky Mountains (McNamee 2002).

Following tourism successes of Banff, Jasper and other national parks, the Government of BC recognized the potential in setting aside wilderness areas for visitors and to encourage tourism as

an economic driver. In 1911, BC established the first provincial park, Strathcona Park, located in central Vancouver Island (BC Parks 2003).

Following on the heels of Strathcona Park was the establishment of Mount Robson, Garibaldi, and Assiniboine Provincial Parks. These protected areas were vast, spectacular wilderness areas selected for their beauty to kick start BC's tourism economy. However, the parks' inaccessibility resulted in lower visitation than originally hoped. Despite lack of spending on tourism infrastructure, the protected areas system continued to grow through the Depression and 1940s. Between 1938 and 1944 alone, 3 million hectares were set aside for parks including Tweedsmuir and Wells Gray (BC Parks 2003; Obee 1989).

At the outset, legal responsibility for parks fell to the Attorney General's Ministry, and parks created by individual statutes could be assigned to various government agencies to manage. The Lands Service had responsibility for such parks as Strathcona and Mt. Robson, while advisory boards had responsibility for other parks. This style of management continued essentially up to the beginning of the Second World War in 1939. By that time the Forest Service was firmly identified with provincial parks. Forest work camps had been established to build roads, trails and other parks infrastructure in an effort to put unemployed people back to work. As a result of Forest Service management, the concept provincial parks "system" began to evolve (BC Parks 2003).

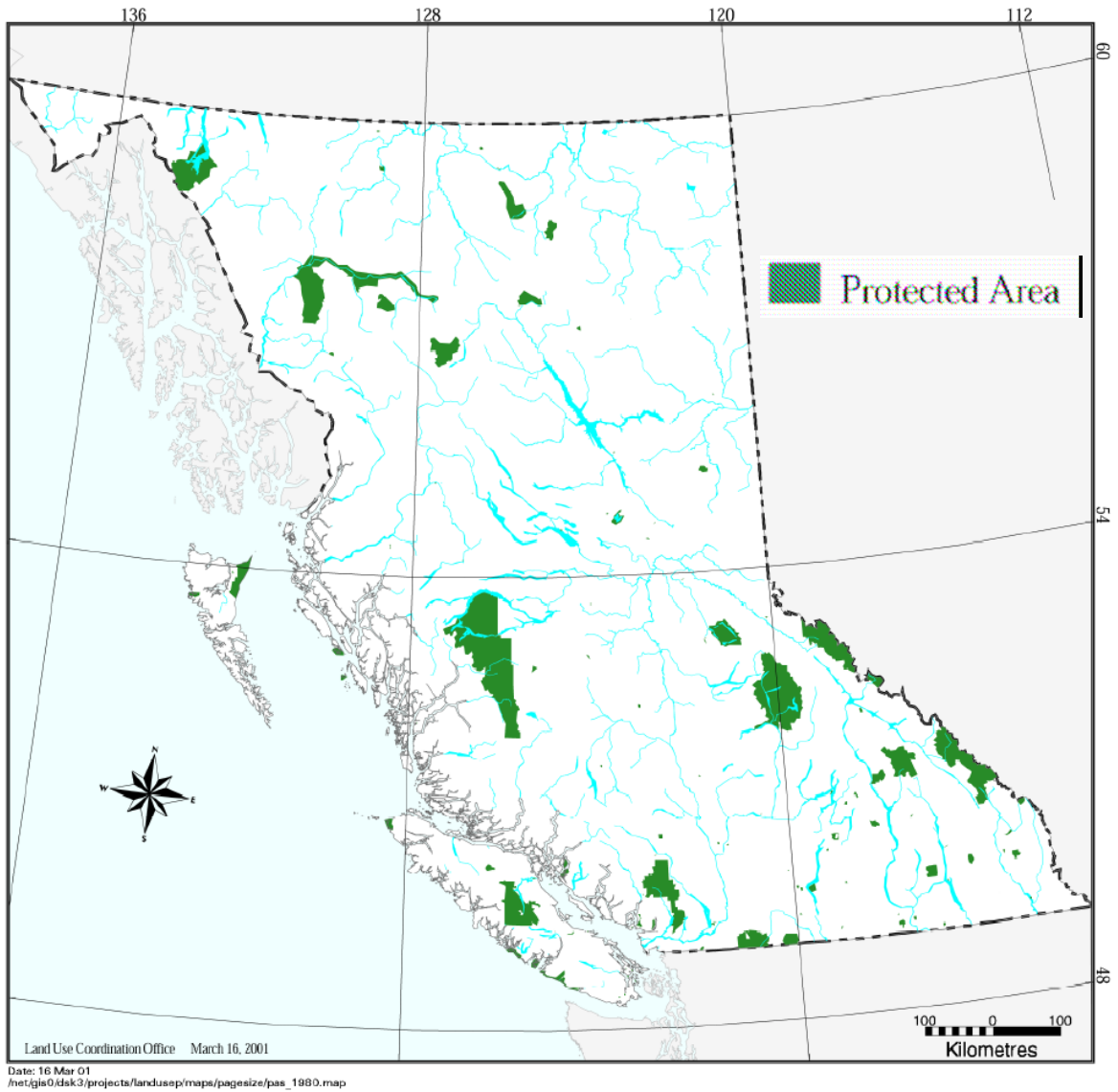
Post-war prosperity of the 1950s and 1960s saw an increase in local camping, picnicking, and hiking activities. Protected areas were created to meet growing demands for front country recreation opportunities in protected areas such as Goldstream, Cultus Lake and Okanagan Lake (Obee 1989; BC MoP 1990d). However, while this rapid growth in recreation and tourism resulted in an increase in accessible protected areas, there was a reduction of some of the larger, less accessible protected areas such as Tweedsmuir to accommodate increased resource extraction. So while the number of BC's protected areas was increasing rapidly, the overall land base in protected areas decreased (Obee 1989).

Management of the protected areas system gained independence from forest management in 1957 when the Department of Recreation and Conservation was created. The new department included a Parks Branch with the underlying philosophy of "establishing, operating and managing provincial parks" (BC Parks 2003).

Trends in the 1970s and 1980s saw an increasing desire for backcountry recreation and growing environmental awareness. Government responded by creating new protected areas to conserve natural environments and provide backcountry opportunities such as Mount Edziza, Cape Scott and Atlin (BC MoP 1990d; Obee 1989). Figure 3-1 shows the extent of BC's Parks system in 1980.

The early focus of BC's protected areas system was recreation and tourism in natural settings. Given that BC is a large and diverse province, there was probably little concern that such wilderness expanses would become increasingly rare and worthy of protection for other values. However, in 1965, the Park Act was changed to include a conservation mandate. This legislation provided a more detailed classification of protected areas, management guidelines and increased protection of natural resource base within protected areas. The legislation stated the role of parks was "...for preservation of their natural environments for the inspiration, use and enjoyment of the public" (BC Parks 2003).

Figure 3-1: Protected Areas of BC: 1980



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3.2.1 Wilderness Mosaic

In the 1970s and 1980s, there was growing awareness that wilderness had values for both recreation and for resource use such as timber and minerals. Environmental groups argued that BC needed to increase protected areas. Conflicts between conservation and resource development factions in areas including the Valhallas, Cascade Wilderness, Stein Valley and South Moresby Islands emerged. It was acknowledged that planning processes needed to be changed to manage these conflicts (Wilderness Advisory Committee 1986; Rankin 1989).

In 1985, the Provincial Minister of Environment struck the Special Advisory Committee on Wilderness (Later to be known as the Wilderness Advisory Committee - WAC). The WAC was tasked with “considering the place of wilderness in a changing society” (Wilderness Advisory Committee 1986 p. 2). The committee focused on proposals for balancing the needs to preserve wilderness and allow resource development. This included identifying 18 proposals for wilderness protection (both in and outside of protected areas) and modifying boundaries of 8 existing protected areas (including Pacific Rim National Park). The Committee clarified its objectives to include the following (quoted from Wilderness Advisory Committee 1986 p. 5):

1. To assemble, absorb and endeavour to understand as much information and opinion as possible regarding: a) the 16 areas referred to in the Committee’s Terms of Reference; b) the eight park boundaries referred to in the Committee’s Terms of Reference; and c) general land use principles, allocation guidelines and administrative practices, whether existing, experimental, or proposed in the province and elsewhere.
2. To carefully consider all the available evidence, information, opinions, and competing positions or arguments in regards to the 24 areas referred to above, within the context of such reasonable alternative systems of land allocation as deemed practicable for BC.
3. In the interests of all British Columbians, to formulate a process capable of intelligently, fairly and properly assessing the use of certain areas of land within the province where competing interests exists between social, economic, resource, recreational, ecological, aesthetic and cultural values.
4. To apply the process established by the Committee and formulate recommendations to government as to the use of, or classification for, all or as many of the 24 areas as the Committee is capable of assessing in the time and with the information available.

The Wilderness Advisory Committee’s work was an important step in the development of the BC Parks system. The Committee took a province-wide look at wilderness areas in an attempt to determine what actions could be taken to best meet the needs of society (i.e. conservation or development). This process was also important as it widely incorporated public interest and input

on a wide scale. The Committee's desire to carry out its work in an open and fair manner was paramount. The WAC made a concerted effort to involve the public through area visits and informal meetings, newsletters and advertisements, public meetings and requests for submissions to government regarding the study areas and general information on decision making regarding protected areas (Rankin 1989).

Through the process the WAC was able to identify a number of issues in government-led land use decisions, particularly decision-making processes related to protected areas. First was the need for a clear policy on wilderness that specified management guidelines. The second issue was the need for improved mechanisms for dealing with inter-agency conflict in a timely manner. Conflicts between line agencies whose responsibilities overlapped in the decision-making process around wilderness could be better resolved through the Environment and Land Use Committee of Cabinet (ELUC). The third issue was the need for protected area master plans (management plans) and strategies including an overall land use strategy and protected areas system plan. The WAC pointed out that "in the absence of system plans and overall land use strategies, decision-making and policy-making are inevitably ad hoc" (Wilderness Advisory Committee 1986 p. 21). A final deficiency noted by the WAC was a need to expand communication and public consultation. There were concerns from the public that new protected areas were being designated and boundaries changed on existing protected areas without consultation with all relevant stakeholders. Public anxiety was building and more open and transparent planning, policy-making and decision-making systems were needed (Rankin 1989).

In his article, Rankin notes that "...criteria for park designations in BC were officially made public for the first time during the Committee's deliberations. Commonly, the only way the public [had] been able to discover what criteria [were] used [was] through papers...presented at conferences or as discussion papers" (Rankin 1989 pp. 14-15).

In May 1986, two months after the release of *The Wilderness Mosaic* report, the Provincial Cabinet accepted in principle the WAC's recommendations. Despite the resource development-oriented nature of some of the wilderness-specific recommendations, process-related "recommendations made by the Committee [became] the basis for a comprehensive new policy for designating and managing wilderness in BC, based on both legislative and administrative changes" (Rankin 1989 p. 15). Those changes become apparent in the review of the following policies that have guided the BC Parks system since *The Wilderness Mosaic*.

3.2.2 Striking the Balance

Following the recommendations made to government by the Wilderness Advisory Committee, the Ministry of Environment and Parks produced the first formal policy statement about BC Parks entitled *Striking the Balance* in 1988. Key reasons for producing the policy was to clarify how protected areas were managed, generate discussion about what the public's goals for protected areas were, balance the needs for conservation and increased demand for recreation, and provide a clear resource management direction for protected areas in the context of the province (BC MoEP 1988).

Striking the Balance identified a number of tools for managing the protected areas system including the Park Act and Park Classification system (which distinguishes protected area types such as Class A, B, and C Parks or Recreation Areas).

Planning was another tool described in *Striking the Balance*. Planning includes two components, system planning and management planning. System planning is the method for identifying potential lands to be added to the protected area system. System planning also described a way of setting goals for “overall conservation / recreation balance” (BC 1993 p. 9). *Striking the Balance* defines a number of conservation and recreation goals in creating the protected area system plan: Conservation goals were:

- To protect examples of the most important representative natural landscapes of BC.
- To protect BC's key recreation features and most outstanding scenic features.

Recreation goals were:

- To provide parks that are major outdoor recreation destinations.
- To provide parks along major travel corridors.
- To provide parks for regional recreation in areas where other agencies cannot (BC MoEP 1988 p. 9).

Protected area management plans (also known as master plans) were identified as complements to the system plan. Management plans set management direction through the following process. According to *Striking the Balance*, “resources within a park are inventoried, assessed and actions identified for balancing recreation and conservation within the park over the long-term” (BC MoEP 1988 p. 9). *Striking the Balance* does not contain comprehensive principles or processes for creating a management plan. However, public involvement is identified as a regular part of the

management planning process. It stated that public input *may* be solicited during development of the draft plan and for comments and review before being finalized.

Zoning was discussed as a component in management planning. It is one of the tools still used today. *Striking the Balance* states “zones describe access, facilities and recreation activities compatible with the natural resources found in a specific area, so that the recreation / conservation balance is maintained throughout the park” (BC MoEP 1988 p. 9).

Long term goals are discussed in *Striking the Balance*. The vision for the protected areas system was to manage about 6% of the provincial land base. Protected areas were expected to play important roles in recreation and economic development, as well as increase the conservation of species and environments throughout the province (BC MoEP 1988).

Overall, *Striking the Balance* was a watershed document in BC Parks policy. The document demonstrated an effort to move the focus of BC’s protected areas from recreation in natural settings to include conservation and environmental protection. This policy attempted to balance and integrate the dual mandates of providing recreation opportunities and conserving natural environments and features for perpetuity through tools such as management plans and zoning. Further, *Striking the Balance* was designed to illicit public response. It is that response that set the wheels in motion for further system planning.

3.2.3 Preserving our Legacy: Parks Plan 90

Parks Plan 90 followed *Striking the Balance* as a comprehensive public planning process aimed to complete and direct the future of BC’s protected areas system. *Parks Plan 90* expanded the conservation and recreation goals defined in *Striking the Balance*. It was based in part on public input, and identified potential additions to complete the protected areas system. The *Parks Plan 90 Summary* document describes the process as “shaping the future of BC Parks” through a planned process, involving the public, industry and government, for making additions to the protected areas system (BC MoP 1990a). The Parks Plan 90 process was to include:

- “A provincial overview that will ratify the roles and objectives of the system, identify areas for study as candidates for new parks; and
- A separate process for review and discussion of study areas. Each study area would be subject to interagency planning processes” (BC MoP 1990a p. 3).

The *Parks Plan 90* development process worked in three stages. The first stage involved the release of background papers identifying potential additions to the protected areas system, a revised edition of the *Striking the Balance* policy, and *Parks Plan 90 Summary* (BC MoP1990a), *Landscapes of BC Parks* (BC MoP 1990b) and *Special Features of BC Parks* (BC MoP 1990c) documents. The second phase saw the release of further discussion papers, *Parks Plan 90: Recreation Goals for BC Parks* (BC MoP 1990d), a list of study areas and a coast and marine protected area review. The third stage of the process was aimed at completing the system. This involved conducting regional public meetings to generate the information needed which would be used to produce a province-wide action plan, to confirm goals and objectives of the protected areas system, to identify new study areas and to set a timeframe for completion of the protected areas system (BC MoP 1990a).

According to Gil Scott, a retired protected areas planner, “the *Parks Plan 90* package was the culmination of a lot of the systems planning work [done] prior to [the *Parks Plan 90*] process being launched. Much of the [Parks Plan] 90's documentation was prepared to consolidate that previous approach to systems planning” (Scott 2003). Further, the public participatory approach initiated in *Striking the Balance* continued through this stage of the process. The *Parks Plan 90s* protected area system planning built on *Striking the Balance*'s co-mandates of conservation and recreation, and the conservation and recreation goals described therein.

Conservation Goals

The first conservation goal of the protected areas system was to protect examples of representative landscapes in BC. This goal was addressed through the *Parks Plan 90: Landscapes of BC Parks* document. The goal was stated as follows:

“The provincial parks system of BC should contain representation of the diversity of natural environments found across the province in order to conserve sustainable ecological values and to provide for wilderness and nature appreciation, public outdoor recreation and environmental education” (BC MoP 1990b p. 7).

The document provided an overview of levels of landscape representation (i.e. satisfactory, partial and zero representation) based on a number of criteria (such as habitats, wildlife populations, natural conditions, topographic patterns and ecological boundaries). Methods of assigning

priorities and strategies for achieving them were then laid out within the document (BC MoP 1990b).

The second conservation goal of protecting BC's key recreation and scenic features was addressed in *Parks Plan 90: Special Features for BC Parks*. Meeting that goal involved a number of tasks. The first task identified the types of features that should be included in the protected area system. The next task established criteria for identifying and selecting features for inclusion and then outlined a process to inventory those features. The final steps identified the features that met the criteria and evaluated those features that were not protected and should therefore be added to the protected areas system (BC MoP 1990c). (These final two steps were not explicitly addressed in the *Special Features* document.)

Selection criteria for special features included factors such as relative abundance in the province, importance for recreation, education and visual uses, and significance for conservation. A comprehensive list of features were listed and categorized as physical (i.e. topographic, bedrock, surficial, wetland and climatic) features, biologic (i.e. flora, fish, wildlife and habitat) features, and cultural (i.e. First Nations archaeological sites, historical features, and modern cultural) features. As noted earlier, these features were evaluated for their inclusion in the protected areas system. Not all were considered features to be protected within the system (BC MoP 1990b).

Recreation Goals

Recognizing the evolution of recreation and protected areas was a key focus of *Parks Plan 90: Recreation Goals for BC Parks*. Trends in leisure pursuits, demographics, wilderness values and economic activities in BC underpinned the recreation focus for completing the protected areas system. *Striking the Balance* identified three recreation goals for protected areas which were expanded on for *Parks Plan 90*.

The recreation vision described for BC Parks was to “contribute toward BC’s ability to achieve a provincial and international reputation for providing:

- World class tourism travel routes along our major highways, our coast and along our major lake systems, by providing park attractions and services that enhance the major routes of this province;
- Natural holiday destinations by protecting and managing the province’s most important outdoor recreation lands as public parks;
- Superlative backcountry recreation by protecting and managing the province’s most outstanding backcountry / wilderness recreation settings; and

- All residents of the province with the assurance of having reasonable access to local outdoor recreation opportunities by planning park lands to serve local needs” (BC MoP 1990d p. 11).

Evaluative principles for protected area land selection and management emerged from the above goals. Protected areas were selected to: promote an integrated and diverse system, reflect conservation values, provide recreation activities, provide accessibility, be valued by residents, have tourism value, be complementary of other recreation suppliers, maintain quality and consistency, and ensure resource protection as the ultimate management priority (BC MoP 1990d). Potential protected area lands were further evaluated for their ability to meet the 6 system (4 recreation and 2 conservation) goals.

Implementation

Like *Striking the Balance*, *Parks Plan 90* was intended as a public process. It was envisioned that after public review and revision, an action plan and timeline would accompany the *Parks Plan 90* policy to be submitted to the BC Cabinet for approval. This would set the path for working towards completing BC’s protected area system.

3.3 Protected Areas Strategy for BC

The *Parks Plan 90* process identified potential protected area additions throughout the province using public and professional input. On paper, the process for completing the protected areas system seemed clear. However, there was growing unrest in the province about the balance between protection of landscapes and economic / resource development. The list of contentious areas was large and growing. This unrest culminated in massive protests and civil disobedience in areas such as Clayoquot Sound and the Stein Valley.

The unsettled nature of land use decisions created frustration for timber and mining companies who had difficulties securing investments, for communities who feared economic instability and job loss, and for First Nations who were becoming increasingly organized in asserting rights over their traditional lands. Sustainability, be it in terms of jobs, biodiversity, community stability or asserted land rights, was the underlying interest behind these land use conflicts (BC CORE 1994).

The BC government recognized the need to undertake comprehensive land use planning to ease pressures between conservation and development factions. Future land use planning would include, as a major component, completion of the protected areas system.

3.3.1 BC's Land Use Strategy

The *Land Use Strategy* for BC was the policy tool designed to address land use conflicts through comprehensive land use planning in BC, including completion of the protected areas system. Processes that were implemented to carry out the Land Use Strategy included the CORE regional land-use planning outcomes. They were later replaced by the LRMP process managed by the Land Use Coordination Office (LUCO).

Components of the Land Use Strategy

The provincial *Land Use Strategy* was based on a framework of five interactive components. The components were designed to complement one another and to support a functional and adaptive system for decision-making. Those components were:

1. *Provincial direction* that provided principles, land use goals and related strategic policies which defined BC's vision for social, economic and environmental sustainability and how it was going to be achieved. This direction defined provincial interest in resource management and guidance to all levels of decision-making.
2. *Participatory planning processes* that provided the public with meaningful opportunities to help shape land use and related resource and environmental decisions that reconcile competing goals, policies, community aspirations and biophysical realities. The establishment of these processes aided transition from short-term, reactive decision-making to the long-term strategic decision-making needed to achieve greater levels of economic, environmental and social sustainability.
3. *Coordination* systems between levels of government and among government ministries, agencies and initiatives that facilitated comprehensive, integrated and balanced decision-making in the preparation, administration, review and amendment of strategic policies and plans. Effective coordination was designed to improve mutual accountability and encourage the consideration and accommodation of all values and interests.
4. *Independent oversight* that monitored overall performance of the provincial land use and environmental management system to ensure fairness, effectiveness and accountability. This included independent public reporting and review to support neutral analysis and balance considerations.

5. *An effective dispute resolution system* which ensured meaningful public participation in decision-making processes, appropriate inter-agency coordination in decision-making, and simple and accessible review and appeal mechanisms. Its goal was to enable decisions to be challenged by individuals or groups with grievances (BC CORE 1994 pp. 25-33).

These framework components for the Land Use Strategy address issues that were felt to be lacking in protected areas system planning. This framework for land use planning, including protected areas designation, continues to be used today.

Protected Areas Strategy

Prior to the Protected Areas Strategy, certain aspects of the existing protected areas system were not felt to be adequately addressed. Perhaps because of competing interests, there was an under-representation of low to mid-elevation ecosystems and a relative over representation of alpine ecosystems (BC CORE 1994). Further, while protection of recreation and aesthetic values has been forefront, some ecosystems, such as wetlands and grasslands had been of lower priority. Consequently, it was concluded that the full diversity of biological, natural and cultural heritage resources were not being represented in the protected areas system (BC CORE 1994).

As was previously noted, a major purpose of strategic land-use plans was (and remains) to identify new protected areas. *Parks and Wilderness for the 90s (Parks Plan 90)* and the *Old-Growth Strategy* (a framework for managing old-growth forests for a variety of values) marked the beginning of government's move to a more systematic and participatory approach to protected areas planning in the province. The first stages in the development of a *Protected Areas Strategy* were laid out in *Towards a Protected Areas Strategy for BC*, released in May 1992 (BC CORE 1994).

In the *Land Use Strategy*, the Land Use Coordination Office (LUCO) noted that primary objective of the *Protected Areas Strategy (PAS)* was to “protect representative examples of the ecological, cultural heritage and recreational diversity of the province's land base, including special features, wilderness areas and predator/prey systems to a target of 12%” (BC CORE 1994 p. 25). LUCO further notes that to meet this policy objective, “...*PAS* provides for the protection of "more or less than 12%" in each of the province's regions, allowing for variation related to overriding provincial commitments or existing land use commitments - including consideration of socio-economic impacts, existing protected area commitments and opportunities to protect large wilderness areas and predator/prey systems” (BC CORE 1994 p. 25).

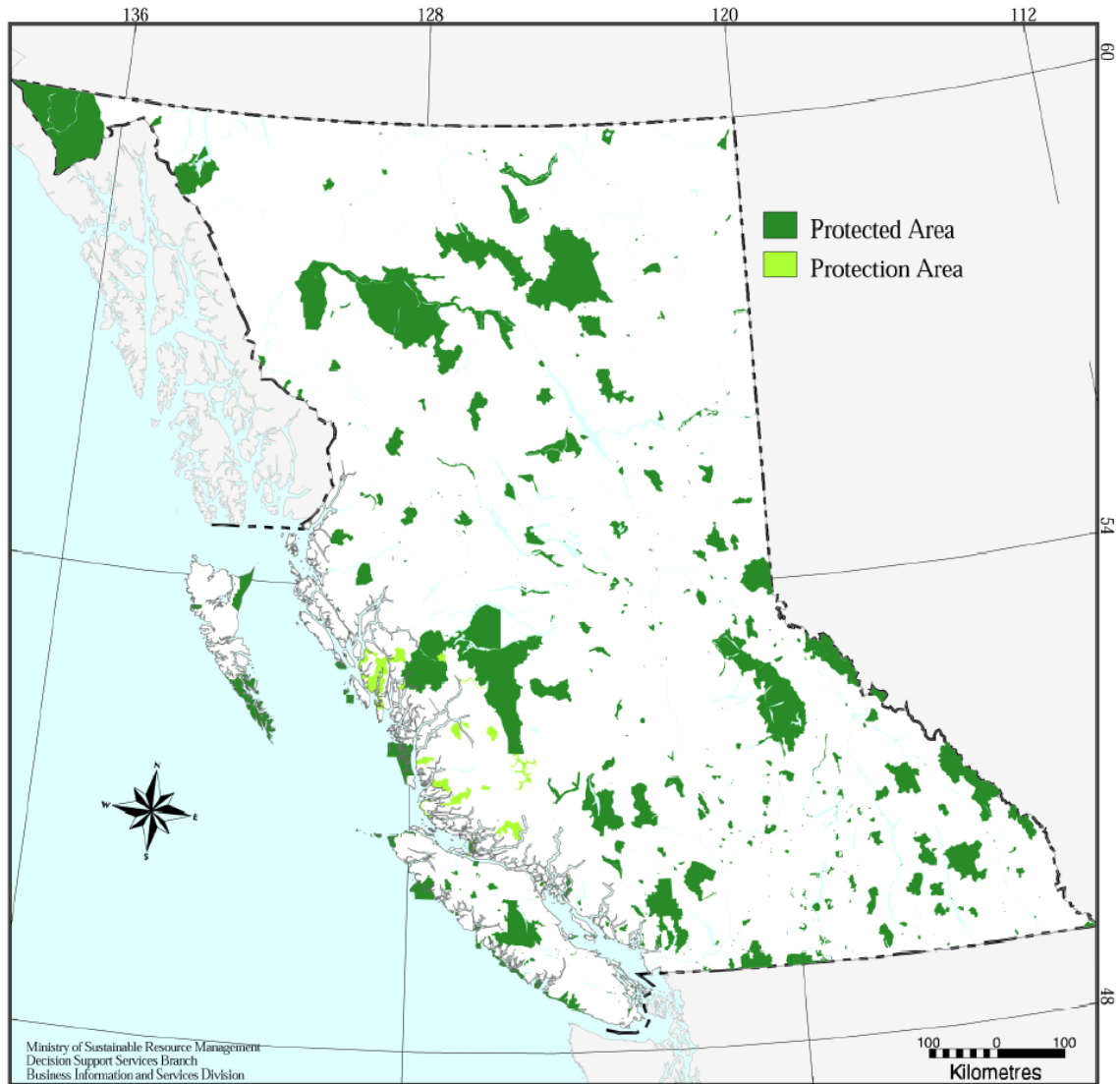
The purpose of the *PAS* was to provide the direction and tools to select and designate new protected areas in BC to reach the 12% goal. Specifically, *PAS* set an overall vision for the system, ensuring consideration of socio-economic effects of protected areas prior to designation, providing certainty about land use allocations, integrating and coordinating existing protected areas programs in BC and proposing an approach for amending protected areas legislation (BC 1993).

The objective of the *PAS* was based on the two conservation goals that were originally defined in *Striking the Balance*. Coupled with meeting the 12% target within regions and ecosections, areas of interest for protection now included recreational values met through the goals of protecting representative landscapes and special features. Components and goals of the *Protected Area Strategy* are provided in appendix 1.1.

Public input was important in developing the *PAS*. Through regional CORE, LRMP and sub-regional planning processes, the public was increasingly involved with all levels of government, the private sector, and non-governmental organizations in resolving new protected areas (BC 1993). Figure 3-2 shows the extent of protected areas in BC in 2003².

² Figure 3-2 also includes Protection Areas which are a new conservation model arising from the Central Coast Land and Resource Management Plan. This map does not include new protected and protection areas proposed for the Kalum, Morice, North Coast, or Queen Charlotte Districts.

Figure 3-2: Protected Areas of BC: 2003



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The role of management planning for individual protected areas was also given more emphasis through the *Protected Areas Strategy*. The *PAS* stated that “...activities allowed within a protected area must be compatible with long-term conservation of each area's natural and cultural values, and must be identified in an approved management plan that is set in place through a process of open public consultation” (BC 1993 p. 6).

Overall, the *Protected Areas Strategy* addressed the changing roles and focus of the protected areas system. The role of First Nations and their relationships with the land received increasing recognition (BC 1993). Human use expanded beyond traditional recreation to include research and heritage appreciation. For the first time protection of ecological viability and integrity was to be given first priority in use and management decisions (BC 1993). Further, coordination with resource management objectives outside of protected areas was also identified as a principle to managing protected areas as a system (BC 1993). These changes represented a significant shift in managing the protected areas system.

3.4 BC's Park Legacy Project

Since the *Protected Areas Strategy* was introduced in 1993 with the goal of protecting 12% of the province, completion of regional land use plans quickly expanded the protected areas system. The growth of the system brought about new management challenges including an increase in visitors to protected areas and budgetary constraints. In 1997, The Minister of Environment, Lands and Parks announced BC's Park Legacy Project to examine these issues as a step toward developing greater protected areas stewardship. A panel of experts was appointed by the Minister to undertake a public consultation process to examine future management and planning of the protected areas system in BC (Legacy Panel 1999). Specifically, their role was “to provide Government with community-based perspectives and practical recommendations for enhancing long-term planning and management of the protected areas system, while at the same time encouraging the strengthening of relationships between communities and provincial parks” (Legacy Panel 1999 p. 3).

The Legacy Panel was mandated to provide Government with recommendations focusing on five broad themes. These included:

- “A vision for the protected areas system,
- Planning for protected areas,
- Managing protected area values and uses,
- Improving public and community involvement, and
- Expansion and diversification of resources for the long-term management of the system” (Legacy Panel 1999 p. 3).

The Legacy Panel undertook an extensive consultative process that included a wide variety of user groups, communities, First Nations, diverse cultural groups and youth. The Legacy Panel released their final report, entitled *Sustaining Our Protected Areas System*, to the Provincial

Government in 1999. The input received by the Panel throughout the process was summarized into a number of issues. Those included:

- “[Ensuring a] category and zone system ... [is] simple and easy to understand and ... relate[s] to international standards (i.e., IUCN).
- Creating “weaker” park categories should be avoided if this leads to the introduction of uses which are currently non-conforming under the Park Act.
- [Leaving] some backcountry areas wild— free of development and infrastructure, and unburdened by high maintenance costs.
- Completing master plans for each protected area should be a top priority for management.
- [Giving] more attention needs to ... the importance of wilderness, visual integrity and the experiential integrity.
- [Continuing to exclude] industrial uses, such as forestry, mining and oil and gas development ... from protected areas; and salvage logging should never be permitted— all dead or dying trees should remain in the protected area as part of the natural ecological process.
- [Preventing the] ... privatization or commercialization of our parks.
- [Considering whether] any use that is recommended in a protected area through regional land use planning be permitted— even if it is non-conforming according to the Park Act, and if it is contrary to the goal of ecological integrity? (Legacy Panel 1999 pp. 61-62).”

Based on public input, the Panel made recommendations on a wide variety of protected area planning and management issues. Key planning focus areas included systems planning, protected areas classification and management planning for individual protected areas. Those areas are described in the following sections. The report also included several recommendations for the management of protected areas; however, given the planning focus of this report, these will not be discussed.

3.4.1 Planning at the System Level

The Legacy Panel noted a need for an established means of measuring or assessing progress towards achieving the vision that BC residents had for their protected areas system. Maintaining a system view also required system-wide indicators, tracking of specific information, and establishment of monitoring and evaluation mechanisms, which did not exist within the protected areas system (Legacy Panel 1999 p. 62).

Recommendations regarding system-level planning included maintaining a provincial-level system planning capacity, using system planning as the mechanism for undertaking “State of the Parks” reporting, developing a policy to retain large wilderness areas free of facilities and

developments, ensuring a system approach was taken to providing recreation opportunities in proximity to population centres, and provincial coordination of recreation opportunities with other government agencies and levels of government (Legacy Panel 1999).

According to the Legacy Panel, the rationale for these recommendations was to ensure the integrity of protected areas by taking a system approach:

“Not every protected area meets every goal within the system, but, collectively, the areas contribute to a system that achieves the overall vision. There is a need for an established, system-level means of measuring or assessing the progress being made towards achieving an overall protected areas system. This assessment should result in the identification of gaps in the protected areas system, guidance for the work necessary to complete the system, and monitoring of the system as a whole” (Legacy Panel 1999 p. 64).

3.4.2 Planning for Individual Protected Areas

Regarding planning for individual protected areas, the Legacy Panel stated:

“Protected area management plans (also called park master plans) provide long-term vision and day-to-day guidance for the stewardship, management and development of protected areas. These plans describe management objectives that relate to the protection and management of lands, waters, and their associated natural, recreational and cultural heritage values. They also respond to strategic issues by defining management objectives and strategies and stipulating the range of uses and activities that can occur within a protected area” (Legacy Panel 1999 pp. 70-71).

The *Protected Areas Strategy* (1993) stated, “A protected area management plan will be prepared with public involvement for each area designated, and will provide the objectives and guidelines by which the area is managed.” Despite their importance, relatively few protected areas have management plans less than 10 years old (Legacy Panel 1999 p. 70).

The Legacy Panel (1999 pp. 69-70) recommended that the province make protected areas management planning a priority and streamline the process to make planning time and cost effective. Further, cultural resource management policies needed to be added to complement policies on natural resources and recreation. Emphasis on priority setting, public consultation and involvement in planning and partnerships for research and monitoring were also recommended.

The Legacy Panel also recommended that management planning become a short term priority. This recommendation reflected their conclusions that:

- “These plans are essential for the protection of values and the management of activities;
- There is a need to provide long-term direction and certainty for management of particular protected areas, consistent with the goals of the overall system; and
- The preparation of management plans must be expedited across the system” (Legacy Panel 1999 p. 71).

In summary, the Legacy Panel Final Report described and made recommendations on all manner of protected areas planning and management issues. Their Final Report was not official policy. However, in 1999 the Annual Report of the Ministry of Environment, Lands and Parks provided some indication on how the Legacy Report would be incorporated into protected areas policy and provide direction for protected areas planning and completion of the protected areas system.

The following direction provided in the 1999 Annual Report. BC Parks’ Key Priorities for 1999/2000 included:

- “Supporting the ongoing protected-areas system expansion, including marine components, will be a focus of the agency.
- [Designating] ... new protected areas will continue to be a priority in order to meet the legislated requirement to designate a minimum of 10 million hectares of parkland by January 1, 2000.
- [Continuing the] practice of ... seeking public and government direction for the management of protected areas. The most recent input has come through the BC Parks’ Legacy process. Ecological integrity is a strong emphasis in Legacy Panel recommendations and will be a driving force in future protected-area management.
- Completing plans to guide management of the many new protected areas will continue to be a priority” (BC MoWLAP 2002).

Many Legacy Panel recommendations were immediately incorporated into the 1999/2000 Annual Report. However, the Legacy Panel was not mentioned in the 2000/2001 Ministry of Environment, Land and Parks Annual Report.

3.5 The New Era

A change in government in 2001 ushered in new focuses for protected areas. These were based on enhancing tourism and commercial recreation opportunities in protected areas (BC MoWLAP 2002). The Recreation Stewardship Panel (RSP) was struck in early 2002 to address this new focus. While the RSP had a very different mandate from the Park Legacy Panel, they endorsed the work and recommendations of the Legacy Panel and used its recommendations as a foundation for their work (RSP 2002). However, annual reports for the Ministry of Water Land and Air

Protection (WLAP) since 2002 have not specifically addressed the Legacy Panel's recommendations nor have they identified changes to the protected areas management planning process.

3.6 Summary of Trends in BC Parks Planning

Although planning policy for BC Parks has a relatively short history, a number of trends are apparent that reflect changing values and understandings. Those trends include:

- Changing wilderness values from human use based toward increased intrinsic and ecocentric values;
- Increasing levels of public involvement in setting planning policy and direction;
- Increasing public awareness of issues surrounding protected areas management;
- Changing of goals in protected areas designation from spectacular scenic destinations, to meeting conservation and recreation goals, to protecting representative landscapes and special features;
- Changing roles of protected areas and their management from economic / tourism focused, to balancing recreation and conservation values, to a management focus on ecological integrity;
- Changing focus from protected areas being designated and managed on an individual basis toward a protected areas system and integration into the larger provincial landscape; and
- Changing notion of competing values (conservation versus resource development) towards an integrated resource management approach that includes regional planning, public participation, interagency cooperation and alternative dispute resolution.

3.7 The State of Park Management Planning

This section describes how management plans are developed and it summarizes trends in the number of plans relative to the number of protected areas in the system.

3.7.1 The Management Planning Process

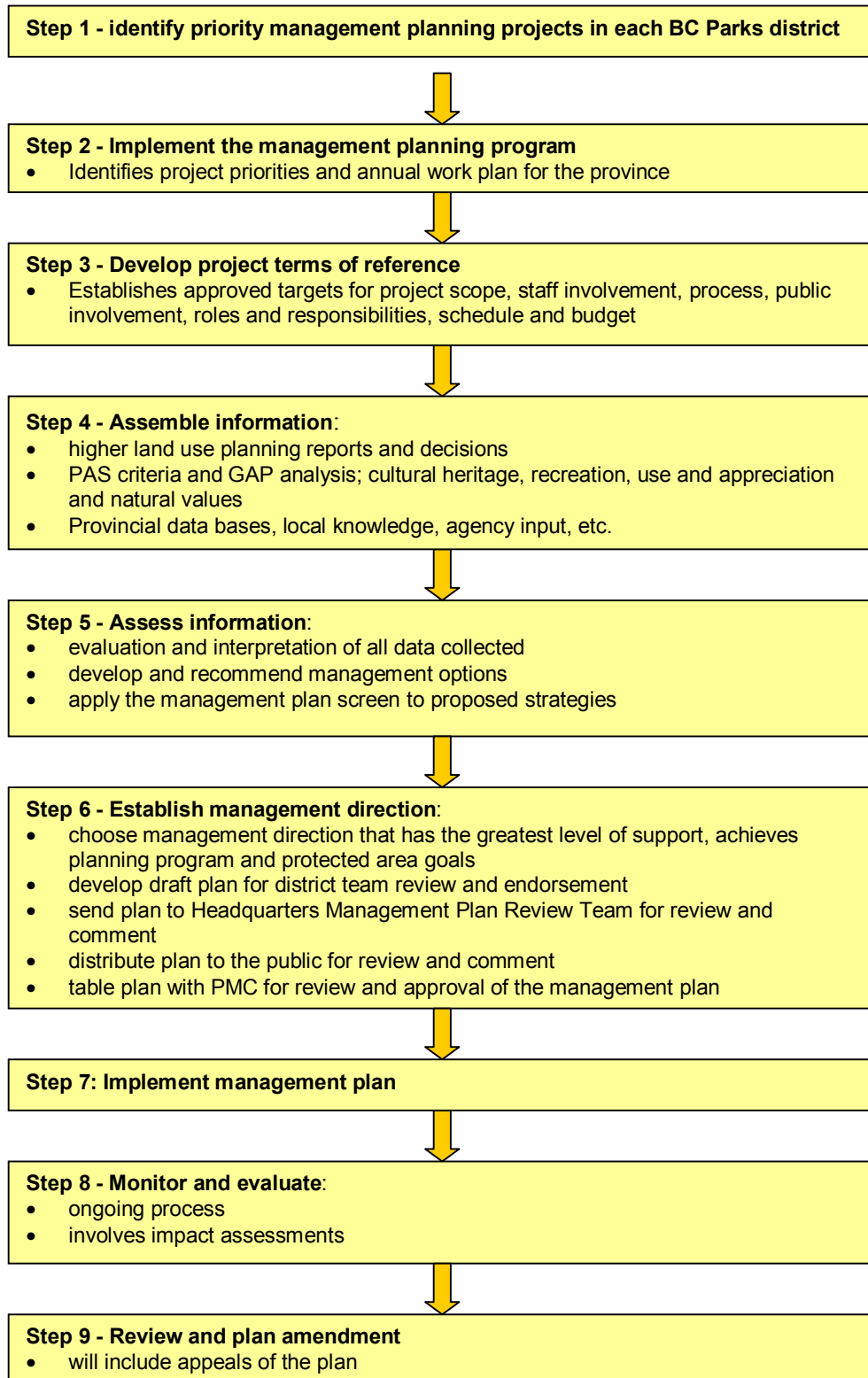
The Policy for the Development, Review and Approval of BC Parks Management Plans (BC Parks 2000b) describes the current process for preparing protected area management plans. This policy document states that the primary goal of BC Parks' management planning program is to "deliver, in a timely fashion, at the appropriate level of detail and public consultation, protected

area management plans that provide long-term vision and strategic guidance for the stewardship and management of [protected areas]” (BC Parks 2000b p. 1).

Protected area management plans describe protected area values, management issues, and detailed objectives and strategies for protected area management. The management planning process associated with the plans may involve the preparation of a background report, data gathering, research and consultation over a period of two to three years. Public involvement can range from open houses and workshops to the creation of public advisory groups, depending on the complexity of the project (BC Parks 2000b).

Figure 3-4 describes the current management plan development and approval process (BC Parks 2000b p. 3). Management options are developed in step 5 (Assess Information) and in step 6 (Establish Management Direction). The plan is then distributed to the public for review and comment after it is reviewed and endorsed internally.

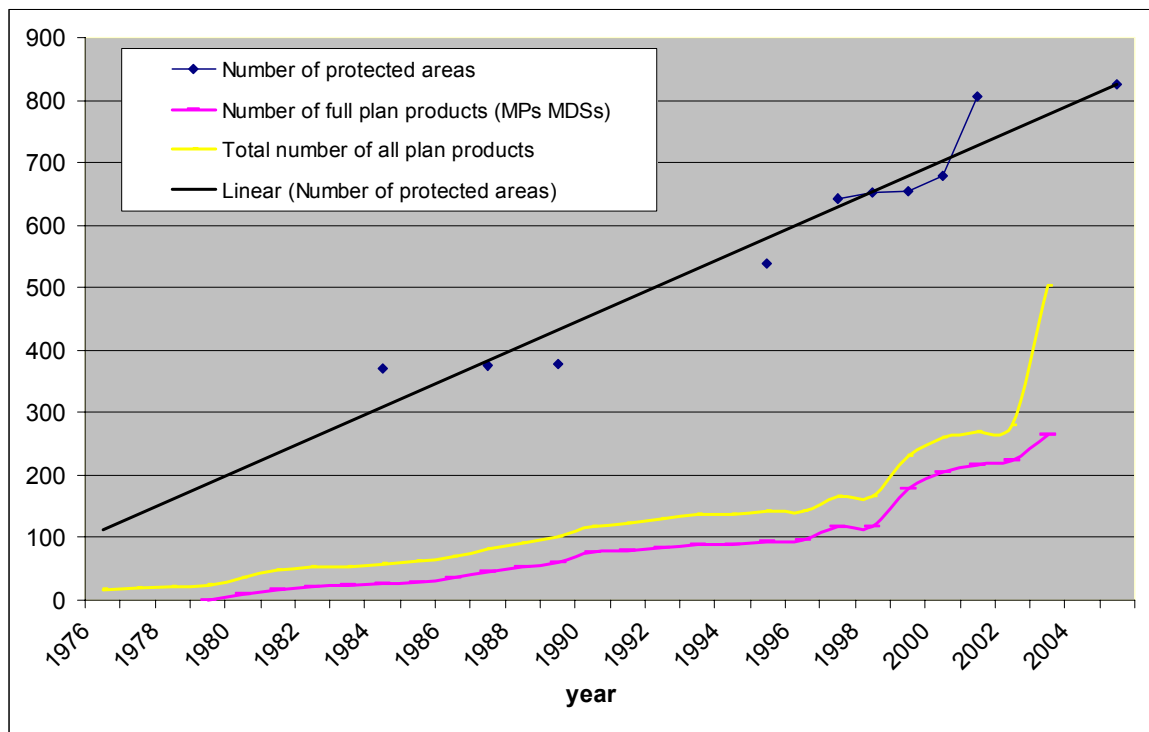
Figure 3-3: Management Planning Process



3.7.2 Rate of Management Planning

There has been a rapid increase in the total number of protected areas since implementation of the Protected Areas Strategy. BC Parks Annual Service Plans (BC MoWLAP 2002) continue to highlight completion of management plans as a priority in the management of the protected areas system. Figure 3-4 shows the increase in the number of protected areas over time, as well as the number of management planning products³. This graph shows that there are still a large number of protected areas operating without management direction expressed in the form of an overriding management direction statement (MDS) or management plan (MP). This may be indicative of the rapid increase in the size of the protected areas system coupled with steady or declining staff and financial resources. However, as the protected areas system moves toward “completion” it is reasonable to assume that there will be an increase in the number of plans developed for protected areas (i.e. an increase in percentage of protected areas with plans) in the near future.

Figure 3-4: Number of Protected Areas and related Planning Products



³ Plan products have been broken down into two categories. Full planning products include Management Plans and Management Direction Statements. Other plan products included in the overall total include Interim Management Statements, Interim Policy Statements and Purpose Statements. The latter group of products are intended to provide temporary direction until a full MP or MDS can be developed.

CHAPTER 4: RESULTS

4.1 Introduction

There has been a rapid increase in the number of protected areas since the early 1990s. Preceding chapters have identified a need for management planning in protected areas as well as criteria for a good planning process. This chapter summarizes the results of the participant survey evaluation of the current protected areas planning process.

Participant Survey

The survey was administered by email to two subgroups of participants. The first subgroup included all provincial or national organizations who have an interest in protected areas management in BC. Fifteen non-governmental organizations were selected representing interests ranging from conservation, motorized and non-motorized recreation, hunting and guiding organizations to non-traditional resource users (e.g. cattle ranchers). Responses were received from 10 non-governmental stakeholder groups⁴ for a response rate of 67%. Appendix A.2.4 lists the participating stakeholder organizations.

The second subgroup of participants was BC Parks planning staff. This included planning staff throughout the province who are responsible for developing protected area management plans, and planning staff in Victoria who develop planning policy and support regional staff. Nine responses were received from planners for a response rate of 82%.

Participants Survey Results

Evaluative criteria for good planning processes developed in chapter 2 were the basis for the participant survey. The survey results are broken into three main parts. The first part consists of closed questions based on the evaluative criteria. Participants were asked to evaluate the degree to which the criteria were used in protected area planning processes and then rate the importance of each criterion to a successful process. The second section includes a set of open ended questions

⁴ There were three responses from one organization, as such an average score was taken from the three and tabulated as one score for the organization.

regarding protected area planning processes where respondents were able to highlight key strengths, weaknesses and provide recommendations. The third section includes closed questions in which participants were asked to identify the importance of the various roles of protected areas.

Participants responded to closed questions using a five point Likert type scale of agreement (strongly agree, somewhat agree, neither agree nor disagree, somewhat disagree, strongly disagree), or not applicable. A score for each questions was calculated based on a weighted scale ranging from -2 (for strongly disagree) to +2 (for strongly agree). A score of zero (0) was applied to responses of neither agree nor disagree. An average score was taken based on the number of responses to that question. Responses marked not applicable were not included in the averaging calculation.⁵ Where a question was phrased negatively in the survey, questions and responses were inverted to provide all positively phrased criteria in the results analysis. Survey responses for the two subgroups (i.e. stakeholders and planners) have been calculated separately and displayed side by side for each criterion. This is intended to highlight the variation in average responses between the two subgroups. In reporting the results, the following scale was used:

- Where average responses are greater than 0.5, the subgroup agreed and the criterion was met.
- Where average responses are less than -0.5, the subgroup disagreed and the criterion was not met.
- Where average responses fall between -0.5 and 0.5, the subgroup neither agreed nor disagreed and the criterion was neither met nor not met.

Reponses to open ended questions were recorded and grouped into common themes. Tables in the results section show the averaged responses for planners and stakeholders combined by theme. Individual responses are tabulated in appendix A.2.1, tables A.2.1 and A.2.2.

4.2 Process Criteria

This section summarizes the average responses for planners and stakeholders for criteria related to the planning process. There are 28 criteria covered in 14 themes.

⁵ Where a stakeholder group submitted more than one response, the average response from that group was used in calculating the overall scores.

1. Purpose and Incentives: Process is driven by a shared purpose and provides incentives for participants to participate and work toward a consensus outcome.

Planners and stakeholders were asked whether the park management planning process identified clear goals and objectives for the management plan. Planners (0.38) and stakeholders (0.00) neither agreed nor disagreed with the statement. Stakeholders and planners both agreed (0.70 and 0.75 respectively) that the urgency of the issues addressed in the planning process provided incentive to reach an agreement.

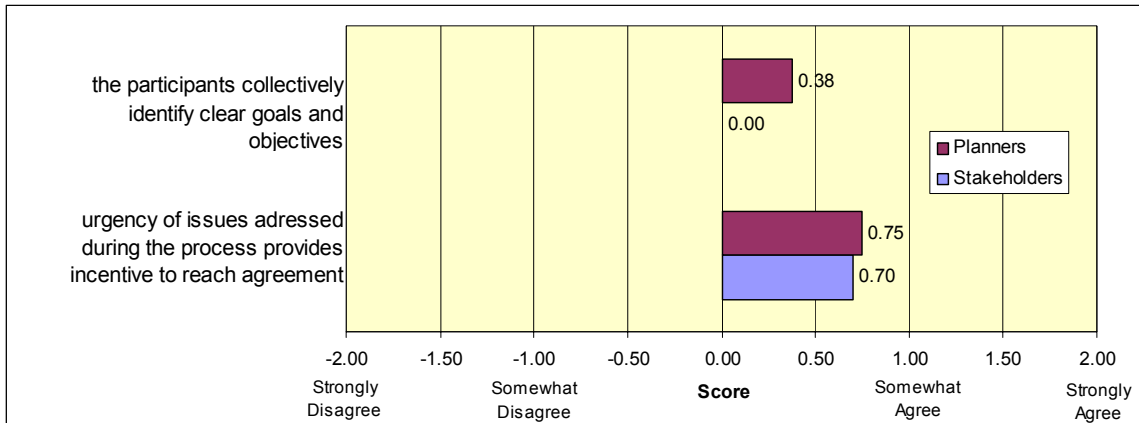


Figure 4-1: Summary of Responses Concerning Purpose and Incentives Criteria

2. Inclusive Representation: All parties (including publics and government) with an interest in the issues and outcomes of the process are involved throughout the process.

Planners agreed (1.44) that all appropriate interests and values were represented in the process. Stakeholders also agreed (0.70) with the statement, although their agreement was not as strong as that for planners. Planners (1.22) and stakeholders (0.89) also agreed that all relevant government agencies were represented in planning processes. While planners agreed (0.89) that management plans adequately represented the interests of all stakeholders, stakeholders were on the border line of disagreeing (-0.50).

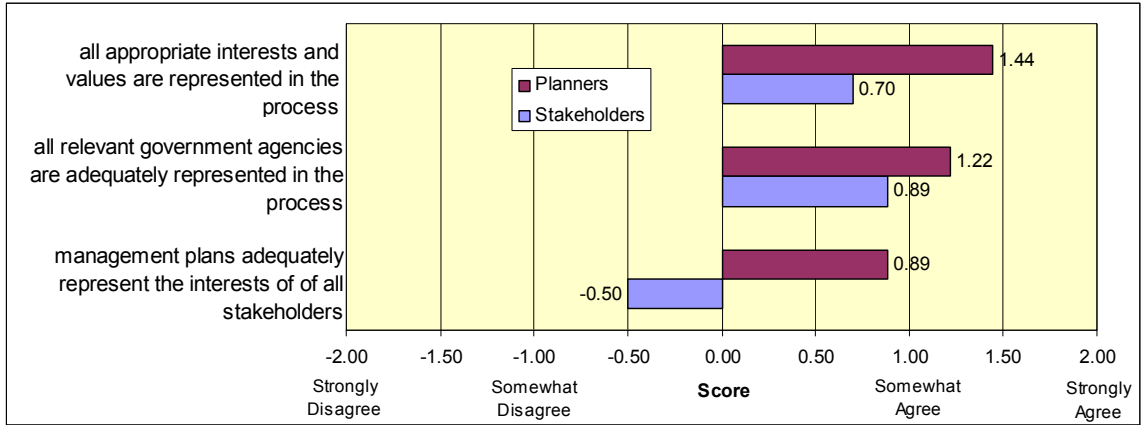


Figure 4-2: Summary of Responses Concerning Inclusive Representation Criteria

3. Commitment: Parties who are affected or interested in the process participate voluntarily and are committed to the process.

Planners agreed (1.11) that all participants were committed to making the management planning process work. However, stakeholders neither agreed nor disagreed with the statement (0.10).

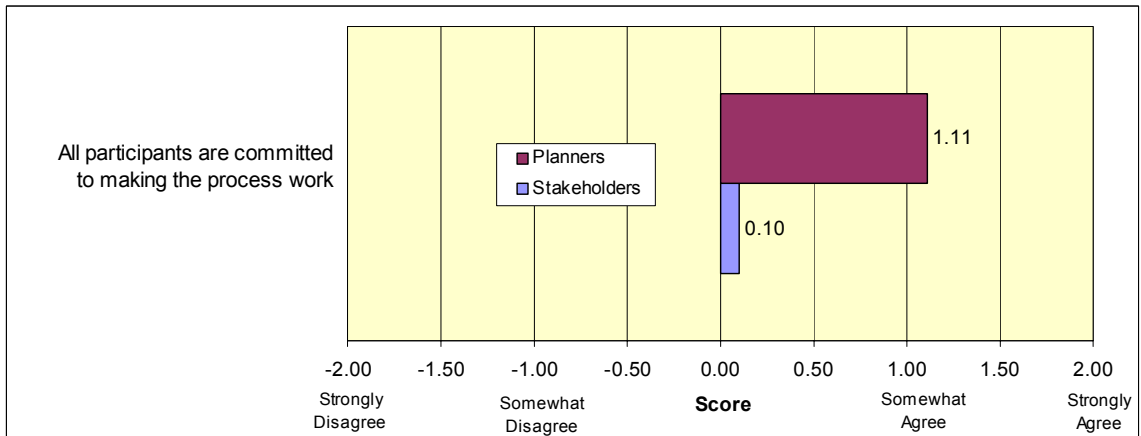


Figure 4-3: Summary of Responses Concerning Commitment Criterion

4. Equal Opportunities and Resources: The process provides for equal and balanced opportunities for all parties to participate effectively (e.g. funding and training)

Planners neither agreed nor disagreed (0.25) and stakeholders disagreed (-0.80) that all interests and perspectives had equal influence in the process. Both respondent groups neither agreed nor disagreed that participants have or receive sufficient training to participate effectively in the process (-0.25 and 0.38, respectively). Planners neither agreed nor disagreed that participants

received sufficient funding to effectively participate in the process (0.25). In contrast, stakeholders disagreed (-0.95) that this was the case.

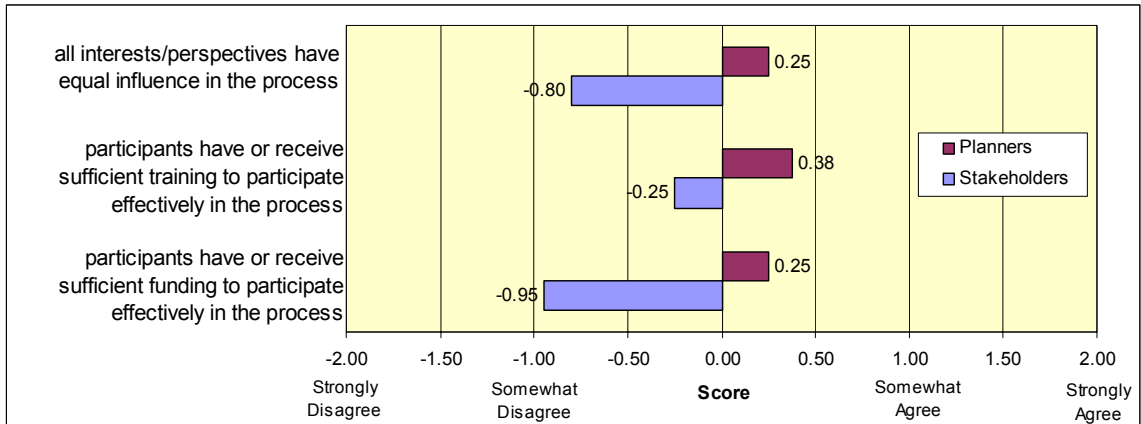


Figure 4-4: Summary of Responses Concerning Equal Opportunities and Resources Criteria

5. Self Design: Participants were adequately involved in the design of the process and were able to influence the process on an ongoing basis.

Planners agreed (0.75) that participants were adequately involved in the design of the management planning process. Stakeholders, however, neither agreed nor disagreed (0.35) with the statement. In terms of stakeholders being able to influence the process on an ongoing basis, planners agreed they were (1.25) while stakeholders neither agreed nor disagreed (-0.30).

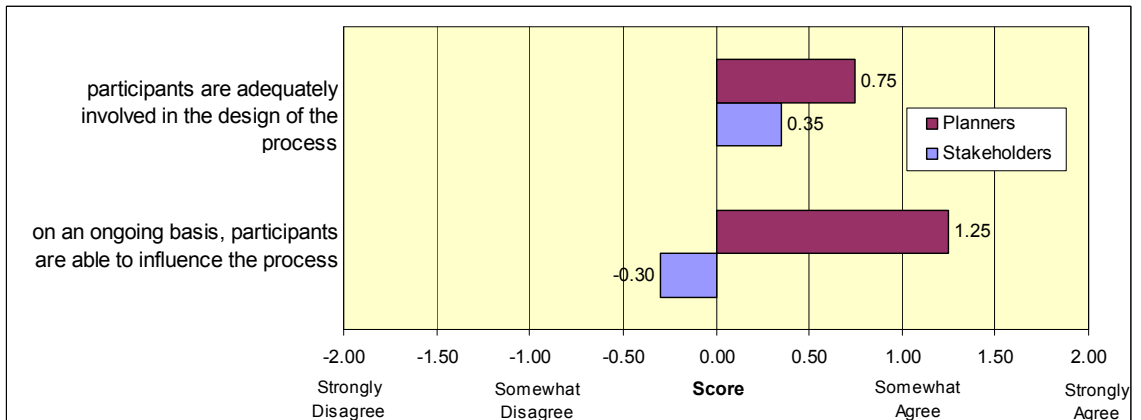


Figure 4-5: Summary of Responses Concerning Self Design Criteria

6. Clear Ground Rules: Procedural ground rules and roles of the participants were clearly defined.

Planners strongly agreed (1.67) that procedural ground rules were clearly defined for the planning processes. Stakeholders, however, were on the borderline of agreement (0.50). Both planners and stakeholders somewhat agreed (1.00 and 0.75 respectively) that participants' roles in the process were clearly defined.

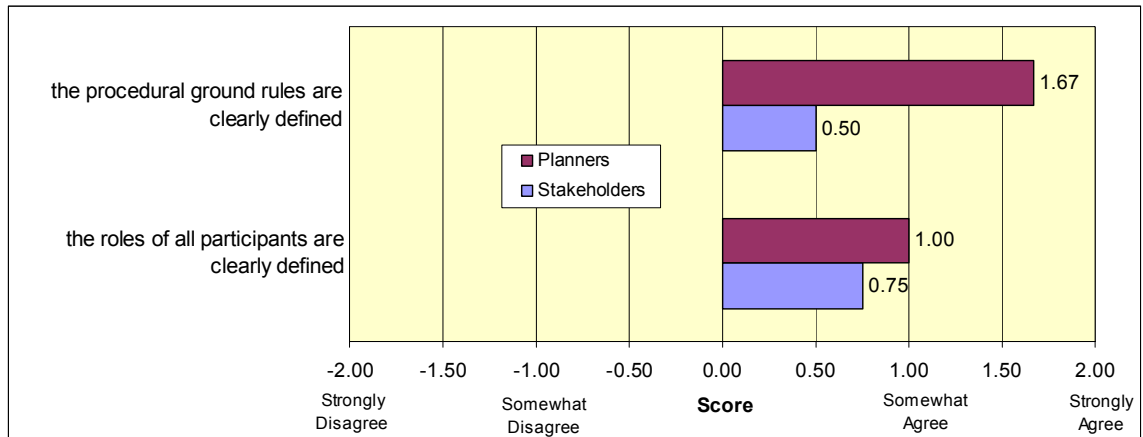


Figure 4-6: Summary of Responses Concerning Clear Ground Rules Criteria

7. Principled Negotiation and Respect: Participants demonstrated respect and understanding of other stakeholders' interests and were able to communicate and negotiate effectively.

Planners somewhat agreed that all participants demonstrated a clear understanding of the different interests in the process (0.75). However, stakeholders somewhat disagreed (-0.60). Further, while planners somewhat agreed (0.75) that the process benefitted from participants' communications and negotiation skills, stakeholders did not believe (-0.75) that such communication and negotiation skills existed.

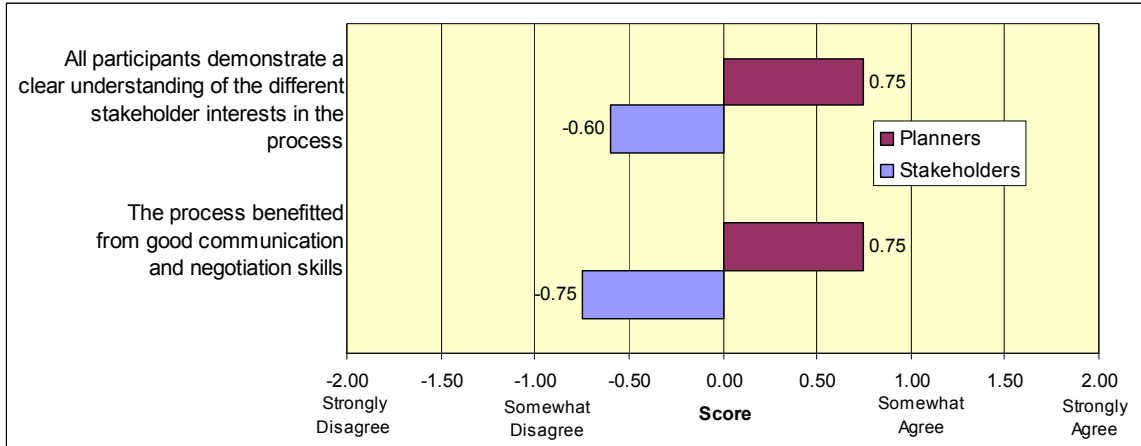


Figure 4-7: Summary of Responses Concerning Principled Negotiation and Respect Criteria

8. High Quality Information: Process provided adequate high quality information for effective decision-making.

Stakeholders somewhat disagreed (-0.80) that there was sufficient information provided for decision-making. In contrast, planners neither agreed nor disagreed with the statement (0.25). Planners also neither agreed nor disagreed (-0.22) that participants are jointly involved in information gathering and research. Their stakeholder counterparts somewhat disagreed (-0.55) with that viewpoint.

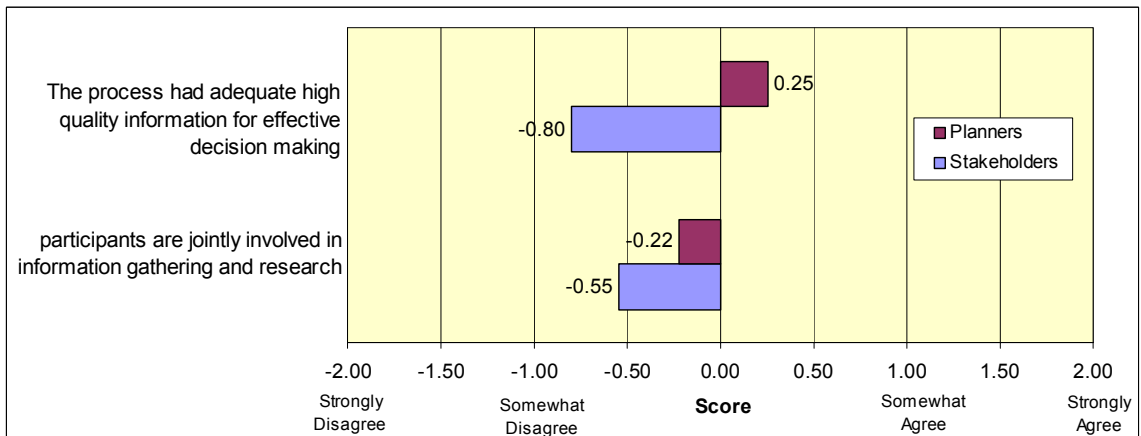


Figure 4-8: Summary of Responses Concerning High Quality Information Criteria

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

Planners and stakeholders both somewhat agreed (1.25 and 0.65 respectively) that the management planning process was flexible enough to adapt to new information or changing circumstances.

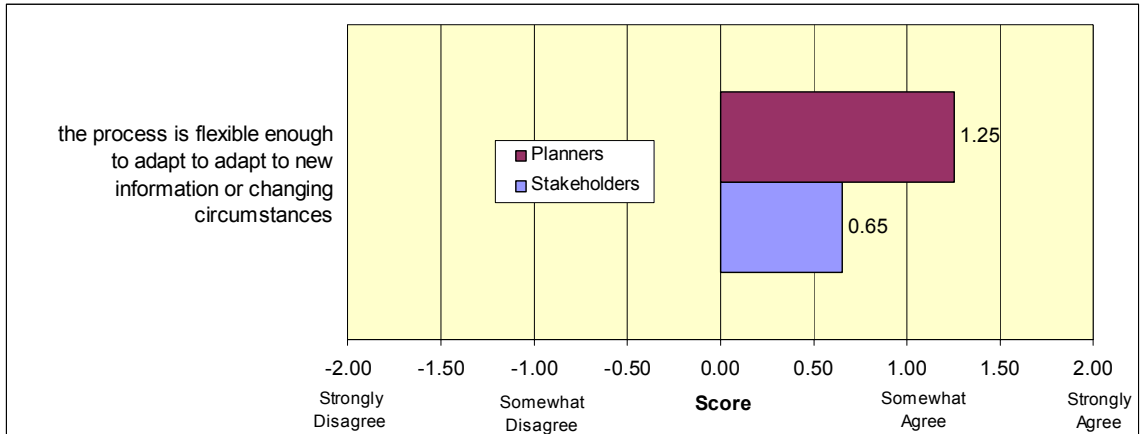


Figure 4-9: Summary of Responses Concerning Flexible, Adaptive and Creative Criterion

10. Time Limits: Realistic milestones and deadlines are managed throughout the process.

Planners somewhat agreed (0.67) that planning processes included detailed project planning, with clear timetables and milestones. Stakeholders neither agreed nor disagreed (-0.45) with this statement. Planners agreed (1.44), while stakeholders neither agreed nor disagreed (0.20) that the time allotted to the process was realistic.

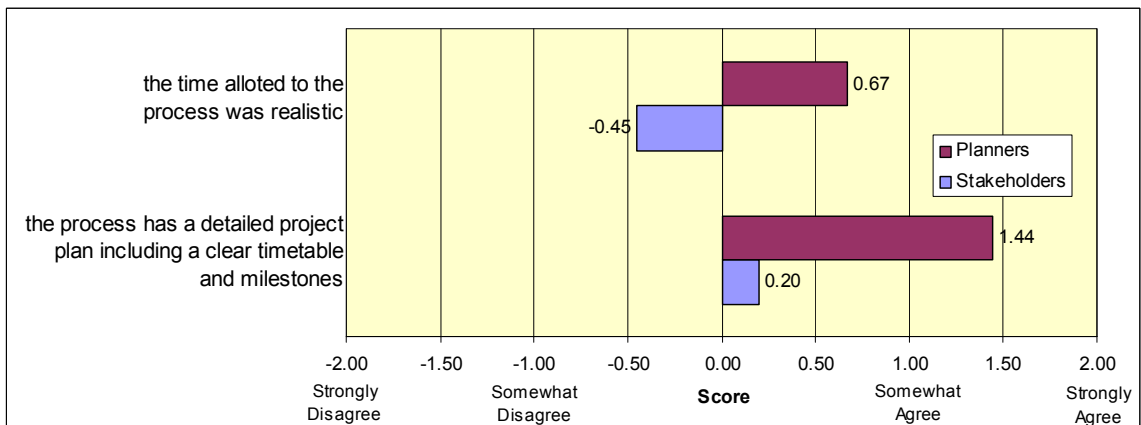


Figure 4-10: Summary of Responses Concerning Time Limits Criteria

11. Accountability: The process and participants represent and effectively communicate with the broader public.

Planners somewhat agreed (1.00) that the process has an effective strategy for communicating with the public; while stakeholders neither agreed nor disagreed (-0.33) with that perspective. Further, planners agreed (0.89) that the process effectively represented the interests of the broader public. Stakeholders, however, neither agreed nor disagreed (-0.11) with that viewpoint.

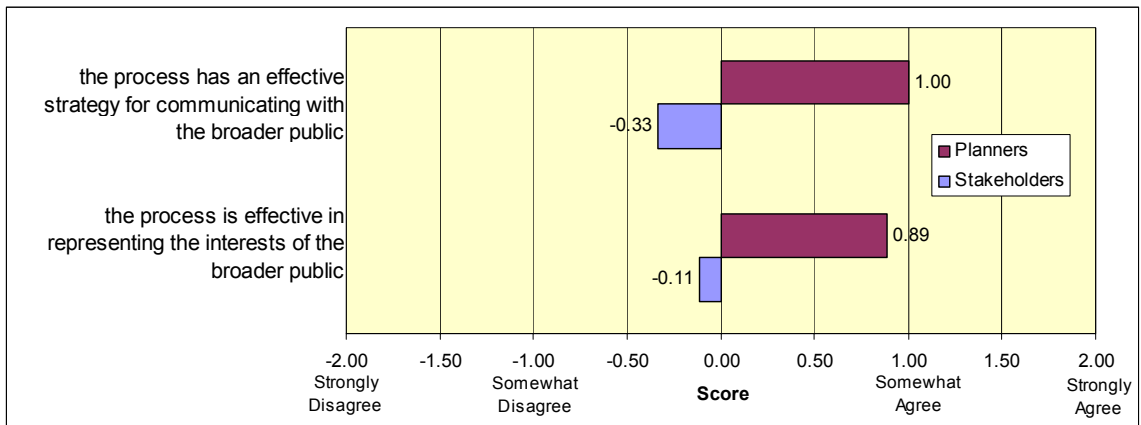


Figure 4-11: Summary of Responses Concerning Accountability Criteria

12. Effective Process Management: The process is structured and managed in an effective and neutral manner.

Stakeholders neither agreed nor disagreed (-0.40) while planners somewhat agreed (0.63) that the management planning process benefited from good structure. Both planners and stakeholders agreed (1.22 and 0.60 respectively) that the process manager and planning team were sufficiently skilled to manage the planning process effectively. Despite this positive result, stakeholders only somewhat agreed (0.65) that the planning process had significant weaknesses. In contrast, planners neither agreed nor disagreed (0.00) with this viewpoint.

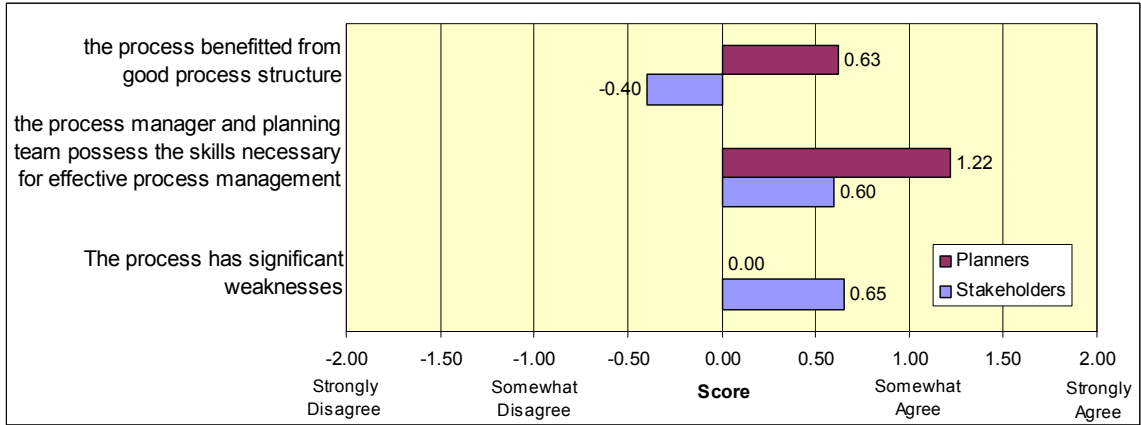


Figure 4-12: Summary of Responses Concerning Effective Process Management Criteria

13. Independent Facilitation: The process uses a trained, independent facilitator throughout the process.

While planners neither agreed nor disagreed (0.44) that the presence of an independent facilitator improved the effectiveness of the process, stakeholders agreed (1.11) that such agents did help their respective processes.

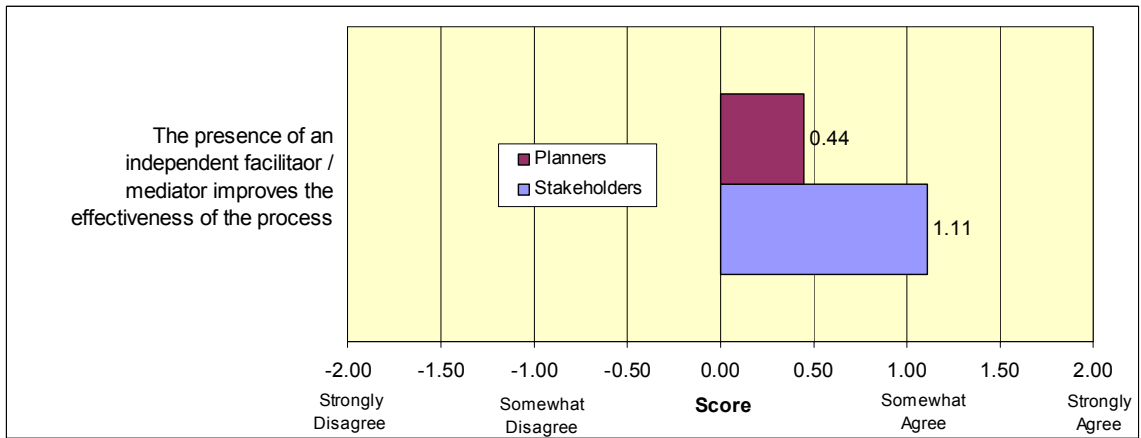


Figure 4-13: Summary of Responses Concerning Independent Facilitation Criterion

14. Understanding and Support of CP: The process resulted in increased understanding and support of collaborative approaches to planning.

Planners somewhat agreed (0.56) that stakeholders were adequately involved in the decision-making process. In contrast, stakeholders were on the borderline of disagreeing (-0.50) with the statement.

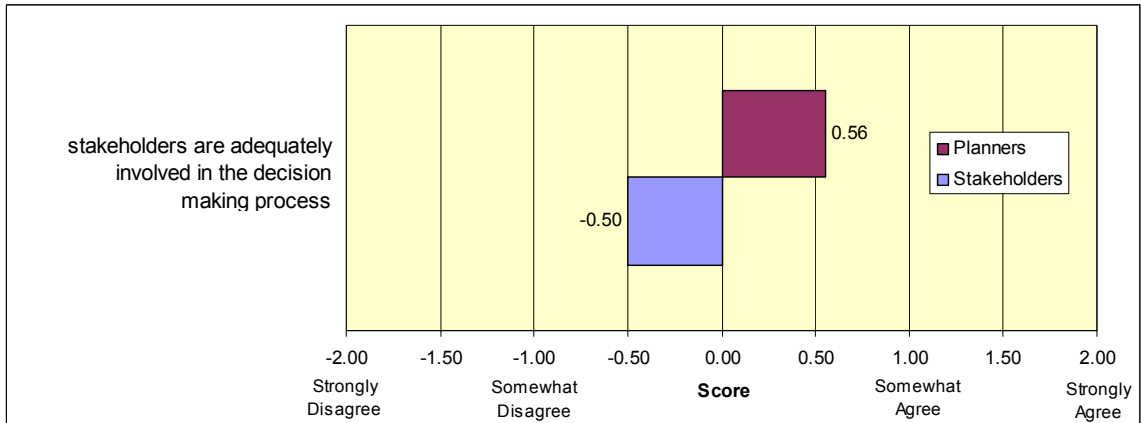


Figure 4-14: Summary of Responses Concerning Understanding and Support of CP Criterion

4.3 Outcome Criteria

This section summarizes the average responses for planners and stakeholders for criteria related to outcomes of the planning process. Outcomes typically cited in the literature include the plan document itself, new relationships and understandings, and an overall sense of ownership or support of the management strategies. There are 13 criteria covered in 8 themes.

1. Perceived as Successful: The process and outcomes are perceived as successful by participants.

While stakeholders neither agreed nor disagreed (0.10), planners agreed (1.00) that they were satisfied with the outcomes of the process. Planners also agreed (0.78) that the resulting plans addressed the needs concerns and values of the interest they represent. However, stakeholders neither agreed nor disagreed (0.00) that management plans addressed their interests. Despite this result, both planners and stakeholders agreed (1.67 and 1.00 respectively) that the outcomes of the planning process served the common good.

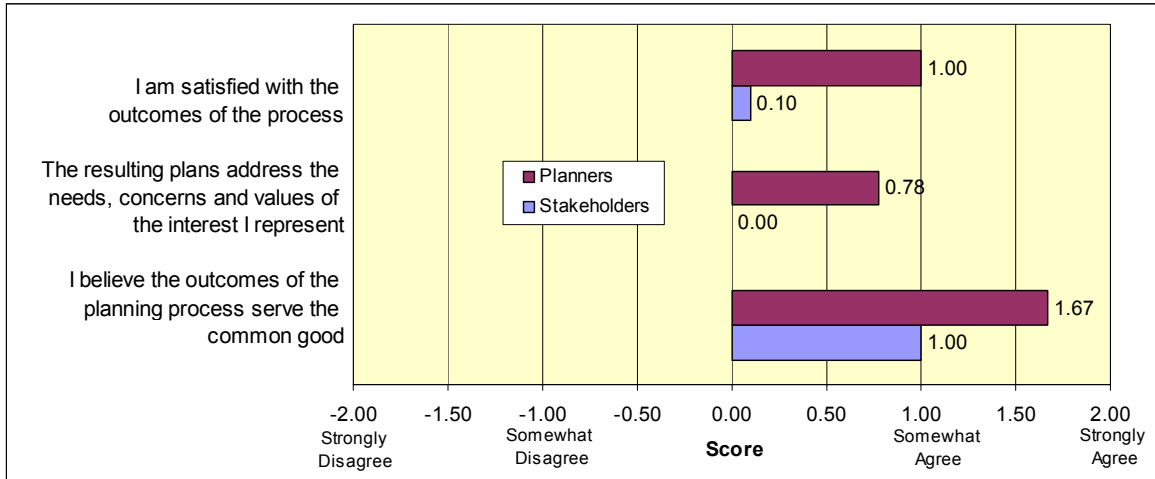


Figure 4-15: Summary of Responses Concerning Perceived as Successful Criteria

2. Clear Objectives: The plan produced clearly defined purpose and objectives.

Clarity in management plans is a key factor to effective implementation. Stakeholders and planners both agreed (1.30 and 1.33 respectively) that plans contained a clearly defined purpose and objectives.

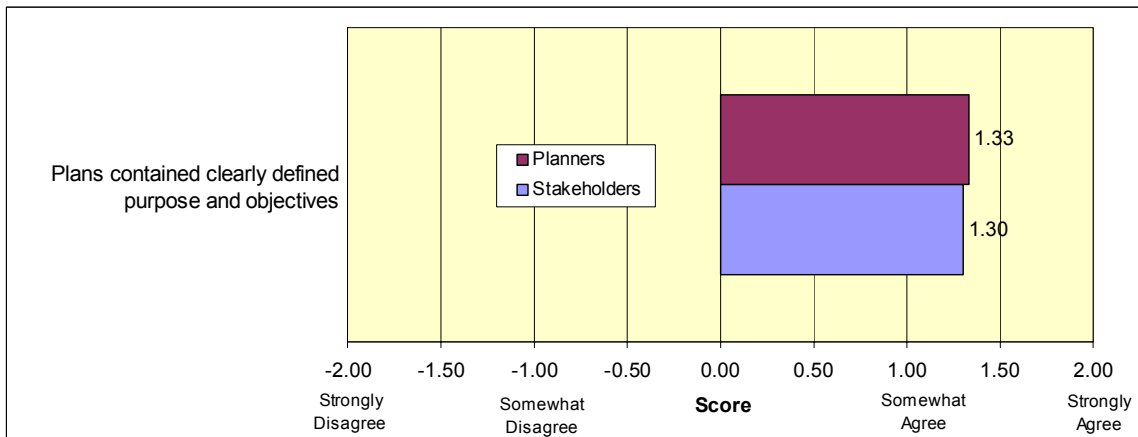


Figure 4-16: Summary of Responses Concerning Clear Objectives Criterion

3. Creative and Innovative: Process produced creative and innovative ideas and outcomes.

Planners agreed (0.56) that the process produced creative ideas for action. Stakeholders, however, neither agreed nor disagreed (0.20) with that position.

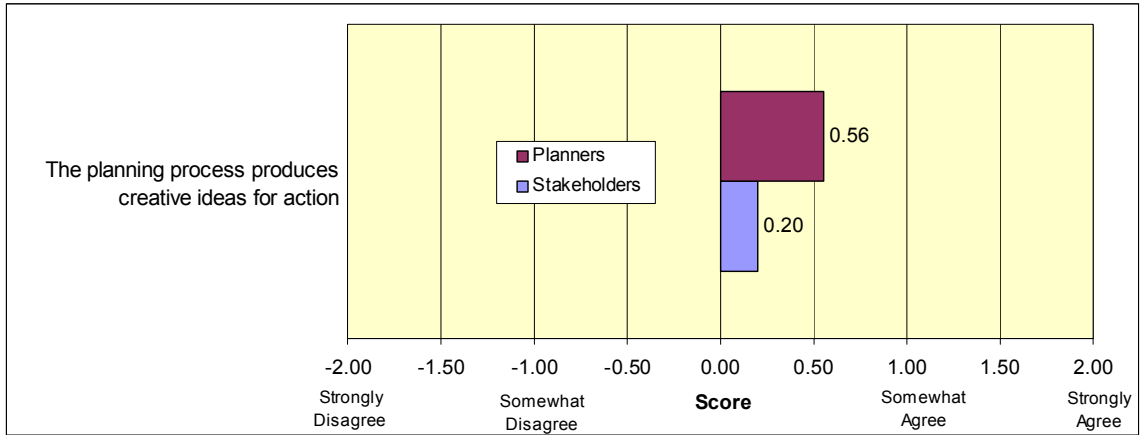


Figure 4-17: Summary of Responses Concerning Creative and Innovative Criterion

4. Knowledge and Understanding: Stakeholders gained knowledge and understanding as a result of their participation in the process.

Planners and stakeholders both agreed (1.56 and 1.15 respectively) that they had a good understanding of the interests of other stakeholders as a result of the process.

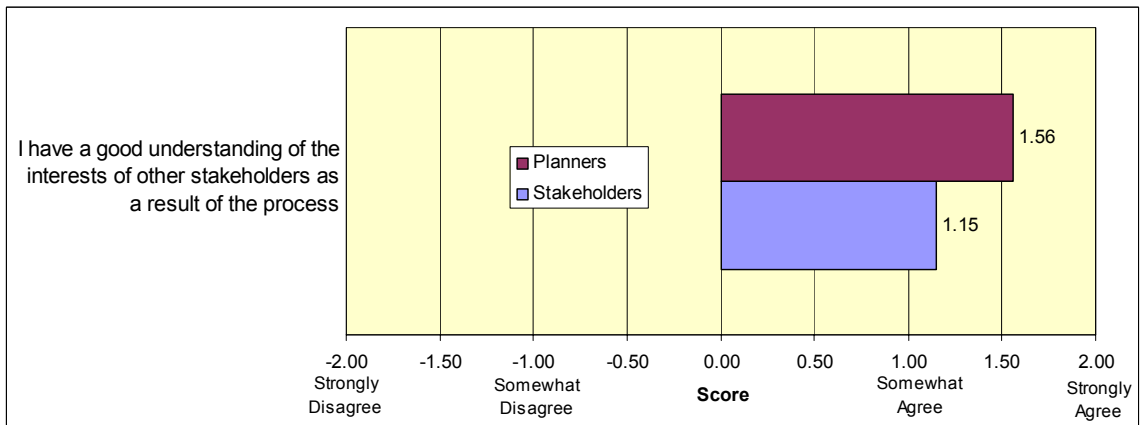


Figure 4-18: Summary of Responses Concerning Knowledge, Understanding and Skills Criterion

5. Relationships and Social Capital: The process created new working relationships and social capital among participants.

Planners and stakeholders both agreed (1.38 and 0.95 respectively) that the relationships among table members improved over the course of the process. Planners and stakeholders also agreed (1.63 and 1.05 respectively) that they had better working relationships with other stakeholders because of the process.

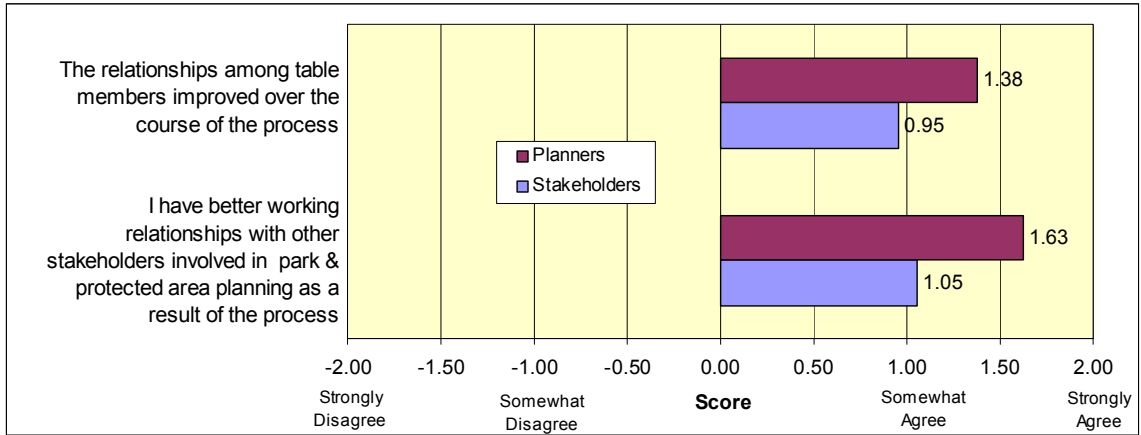


Figure 4-19: Summary of Responses Concerning Relationships and Social Capital Criteria

6. Conflict Reduced: As a result of the process, conflicts were reduced.

When asked if land use or user conflicts decreased as a result of the management planning process, planners agreed (1.11) and stakeholders neither agree nor disagreed (-0.17).

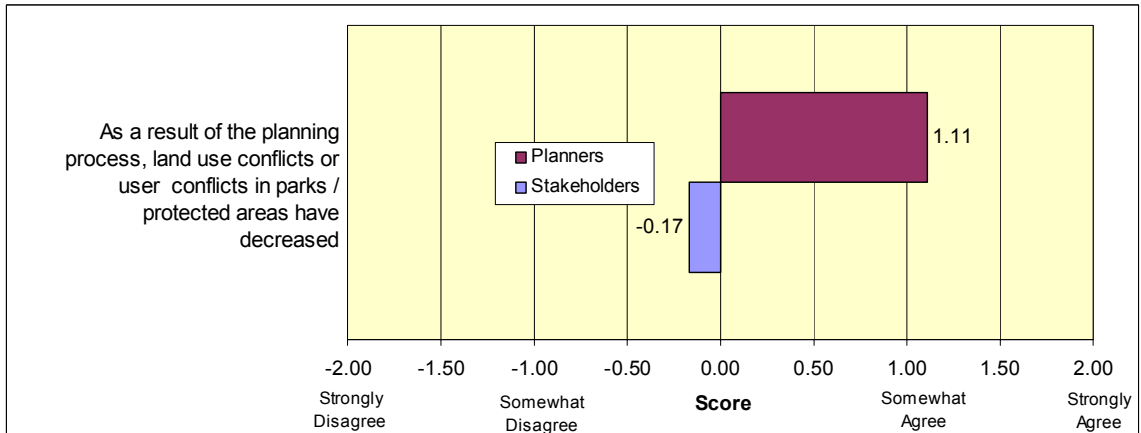


Figure 4-20: Summary of Responses Concerning Reduced Conflict Criterion

7. Information: The process produced new and improved information through joint fact-finding that stakeholders understand and accept as accurate.

Planners and stakeholders both agreed (2.00 and 1.20 respectively) that information gained in the process was useful to their specific organizations.

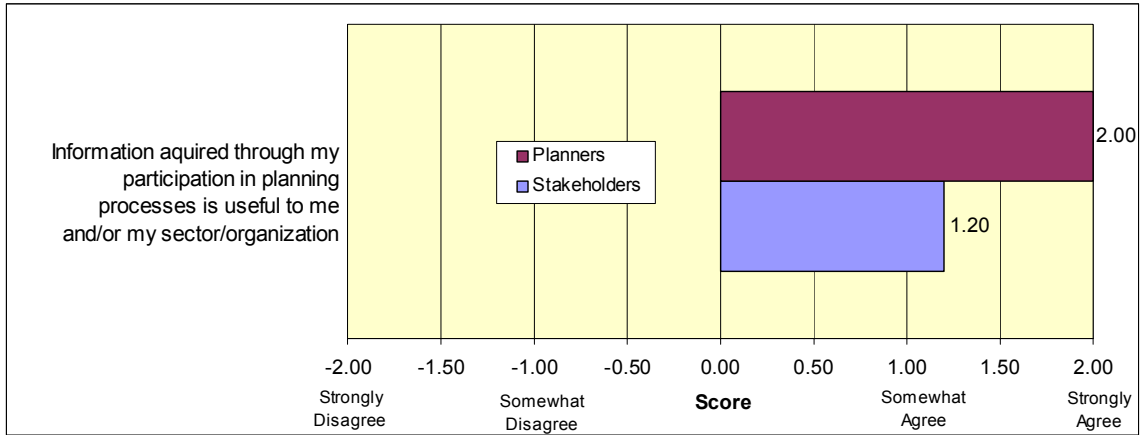


Figure 4-21: Summary of Responses Concerning Information Criterion

8. Understanding and Support of CP: The process resulted in increased understanding and support of collaborative approaches to planning.

Stakeholders and planners both agreed (1.05 and 1.75) that participation of stakeholders made a difference in the process outcomes. Both planners (1.56) and stakeholders (1.30) also agreed that the provincial government should involve the public in management planning decisions. Stakeholders and planners also felt that shared decision-making processes were an effective way of making management planning decisions. (1.20 and 0.89 respectively).

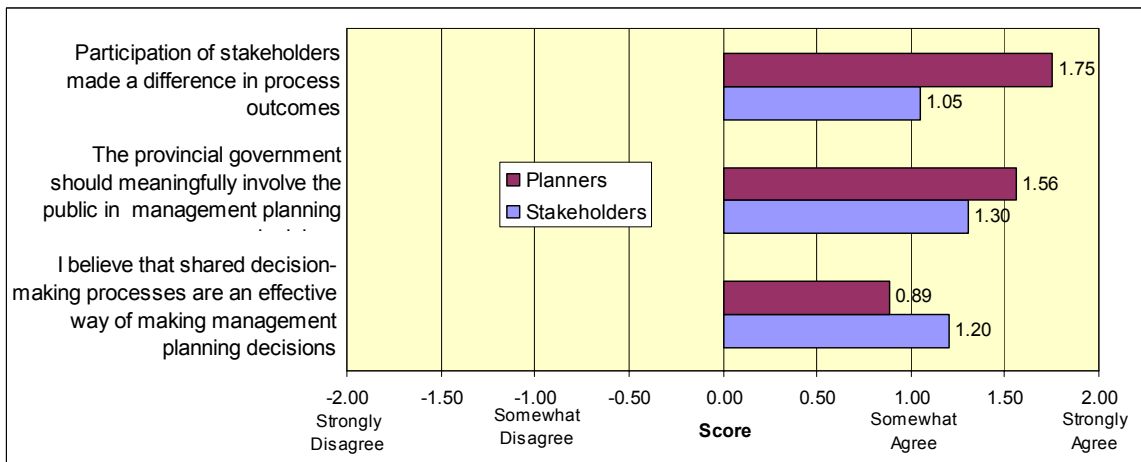


Figure 4-22: Summary of Responses Concerning Understanding & Support of CP Criteria

4.4 Implementation Criteria

This section summarizes the average responses for planners and stakeholders for criteria related to the management plan implementation. There are 22 criteria covered in 8 themes.

1. Clear Strategy for Implementation and Monitoring: Process developed a clear strategy for implementing objectives and strategies.

Planners agreed (0.67) that protected area management planning processes developed clear strategies for implementation. Stakeholders, however, neither agreed nor disagreed (0.00) with this viewpoint. Planners further agreed (1.44) that management plans contained clear objective and strategies to guide implementation. Stakeholders neither agreed nor disagreed (0.35) that this was the case.

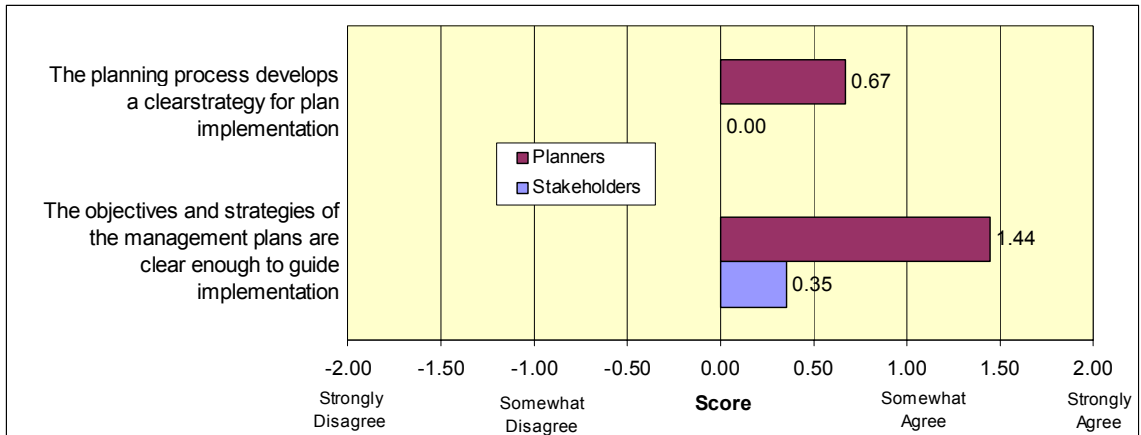


Figure 4-23: Summary of Responses Concerning Clear Strategy for I & M Criteria

2. Commitment to Implementation and Monitoring: The process and final agreement include clear commitments to implementation and monitoring.

Planners agreed (0.89) that at the end of the process, participants shared a strong commitment to plan implementation. Stakeholders neither agreed nor disagreed (0.35) with this perspective. Planners also agreed (1.13) that the commitment of officials implementing protected area management plans was strong; but again stakeholders neither agreed nor disagreed (-0.25) with this position.

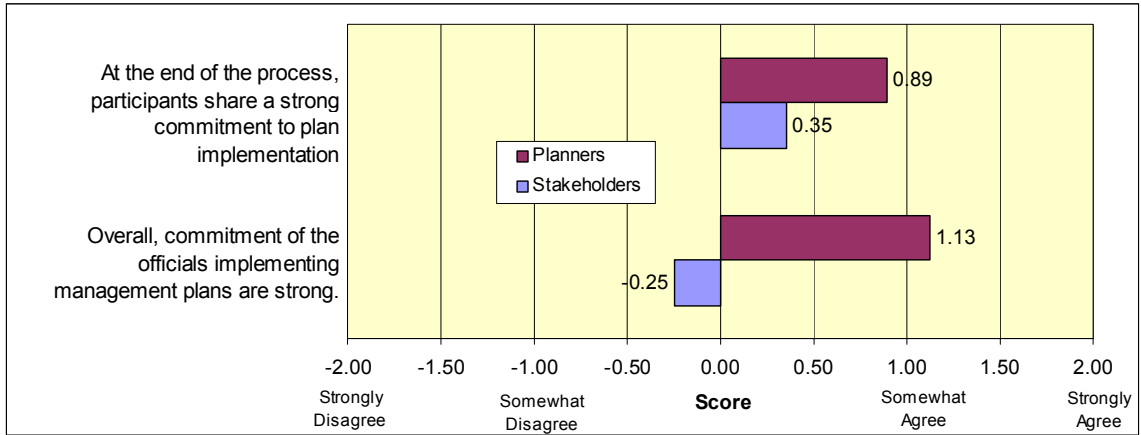


Figure 4-24: Summary of Responses Concerning Commitment to I & M Criteria

3. Support for Implementation: Public and government support for the plan is strong.

Both stakeholders and planners agreed (0.67 and 1.22 respectively) that public support for management plan implementation was strong. However, stakeholders disagreed (-1.05) and planners were uncertain (0.25) that strong provincial government support for implementation existed.

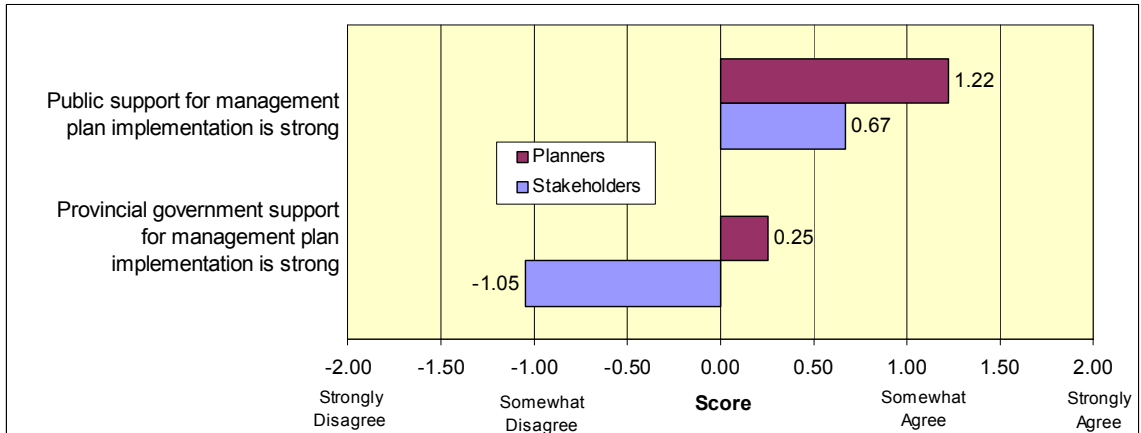


Figure 4-25: Summary of Responses Concerning Support for Implementation Criteria

4. Appropriate Indicators: Plan objectives are monitored with appropriate indicators.

Measuring the success of management actions on achieving protected area goals and objectives requires monitoring of indicators of those objectives. Planners agreed (0.56) that plan objectives were being monitored with appropriate objectives. Stakeholders neither agreed nor disagreed (-0.11) with the statement.

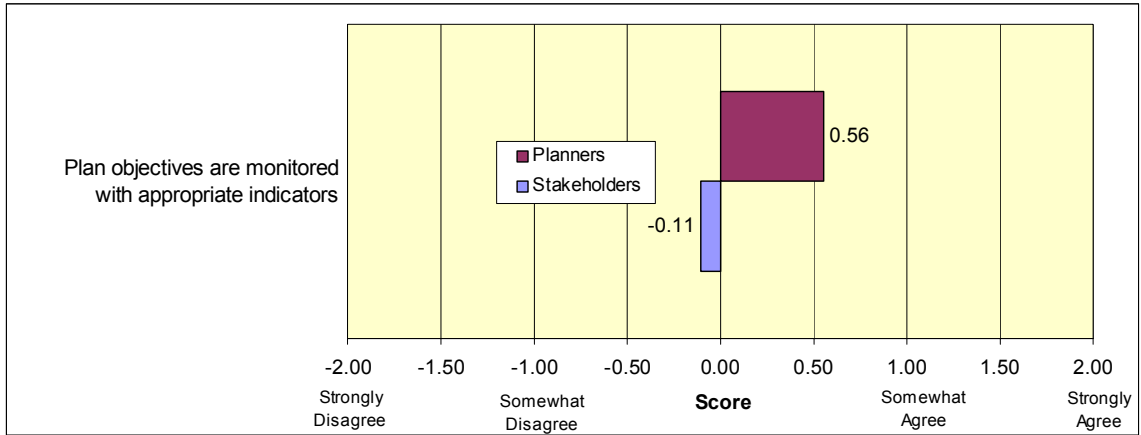


Figure 4-26: Summary of Responses Concerning Appropriate Indicators Criterion

5. Quality Information: Adequate quality information is available to make decisions with respect to plan implementation.

Planners and stakeholders were collectively uncertain (0.11 and 0.22 respectively) that there was adequate information available to aid in decision-making during plan implementation.

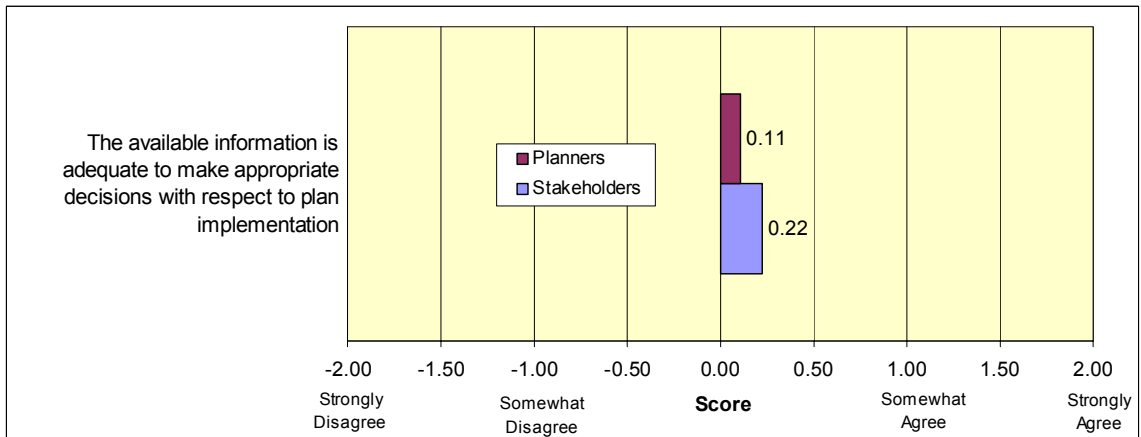


Figure 4-27: Summary of Responses Concerning Quality Information Criterion

6. Adequate Resources: There is an adequate level of staff and financial resources for plan implementation.

Stakeholders and planners both disagree there were adequate financial resources (-1.67 and -0.56 respectively) for plan implementation. In comparison, planners neither agreed nor disagreed (-0.38) that there were adequate staff resources, while stakeholders disagreed (-1.70) that adequate staff resources for plan implementation existed.

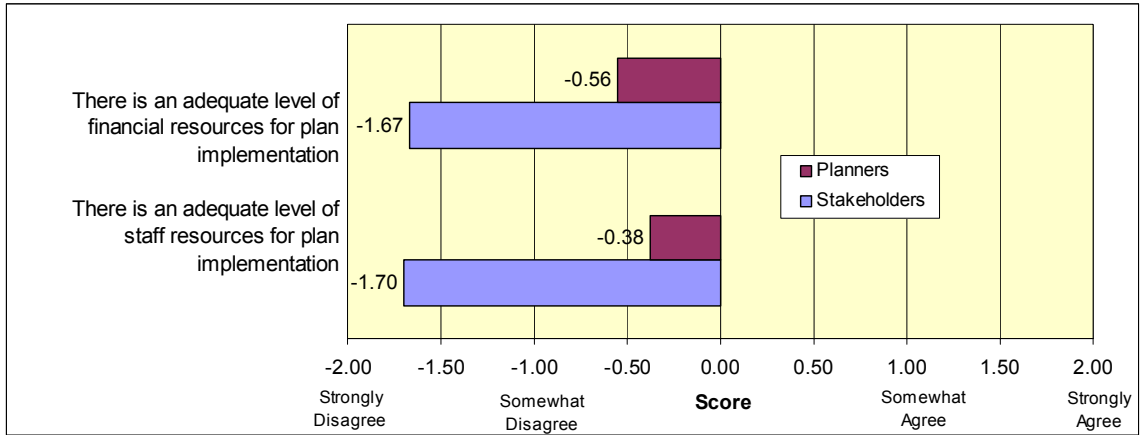


Figure 4-28: Summary of Responses Concerning Adequate Resources Criteria

7. Skills and Authority: Those responsible for plan implementation possess the necessary skills and authority.

Planners agreed (0.89) that those who were responsible for plan implantation possessed the skills necessary to work with stakeholders, while stakeholders were uncertain about this viewpoint (-0.20). Planners agreed (1.13) that those responsible for plan implementation possessed the adequate authority or jurisdiction. Stakeholders, however, disagreed (-0.89) with this position.

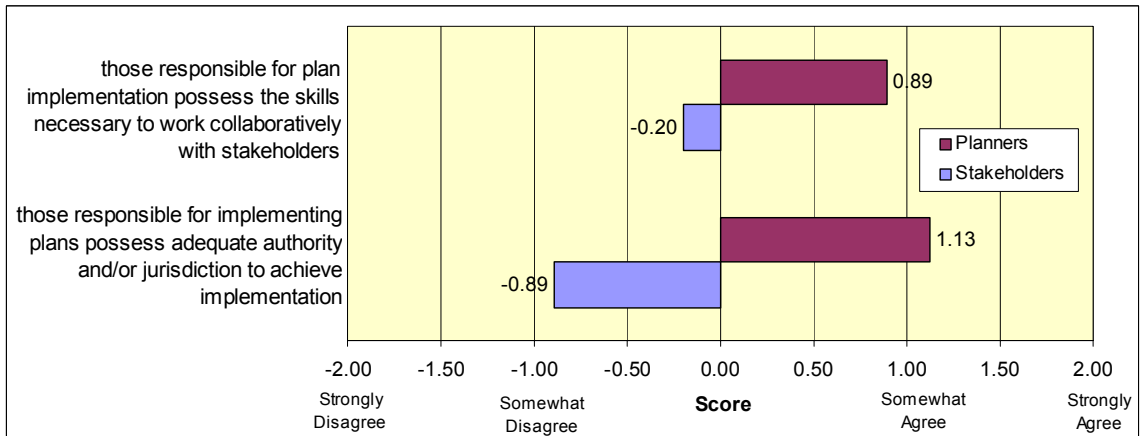


Figure 4-29: Summary of Responses Concerning Skills and Authority Criteria

8. Enforcement: Adequate enforcement of the rules and regulations occurs.

Planners agreed (1.00) that adequate enforcement of the rules and regulations necessary for implementation occurred. However, stakeholders were collectively uncertain whether this situation existed (-0.45).

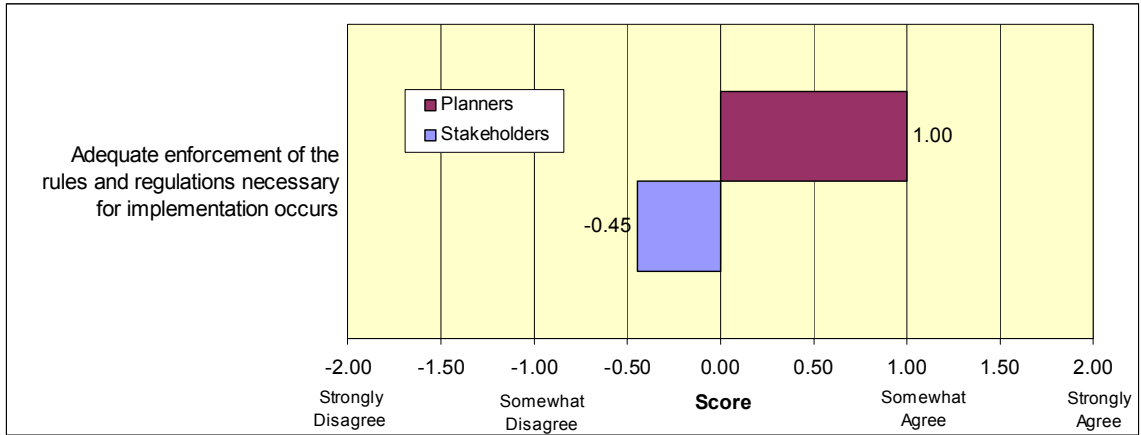


Figure 4-30: Summary of Responses Concerning Enforcement Criterion

9. Regulatory Framework: The legal and regulatory framework is adequate to achieve implementation.

Planners collectively agreed (1.38) that the legal and regulatory framework was adequate to achieve implementation. Conversely, stakeholders felt this was not the case (-0.78). In addition, stakeholders disagreed (-0.83) that the management plan implementation process was adequately based in legislation. Planners were collectively uncertain (-0.25) on this issue. Stakeholders also felt (1.25) that that other government policies competed with management plan goals. In contrast, planners neither agreed nor disagreed (-0.13) with the notion that conflicting policies existed.

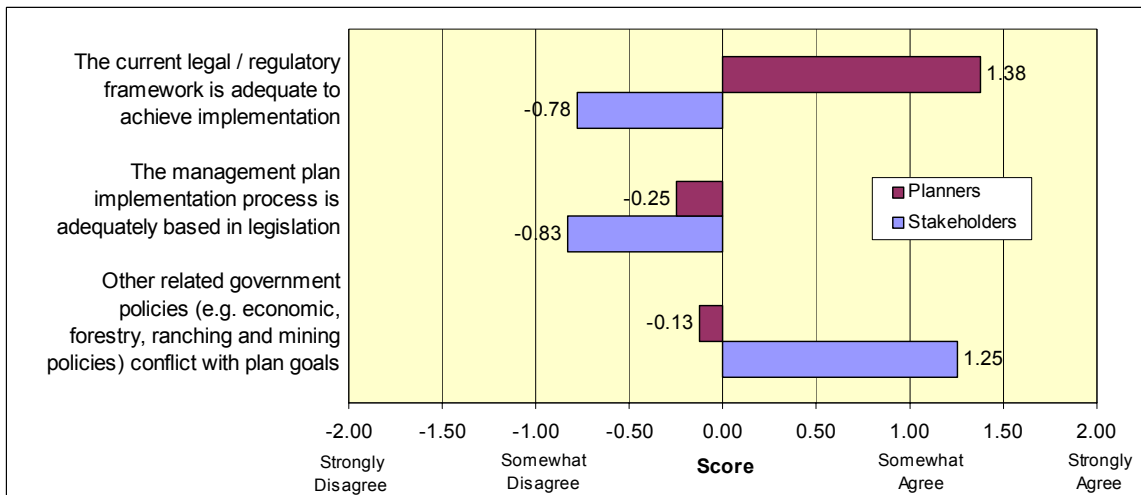


Figure 4-31: Summary of Responses Concerning Regulatory Framework Criteria

10. Accountability: There is adequate public reporting of plan implementation.

Stakeholders disagreed (-1.05) that there was adequate public reporting of plan implementation progress. Planners neither agreed nor disagreed (0.00) with the statement.

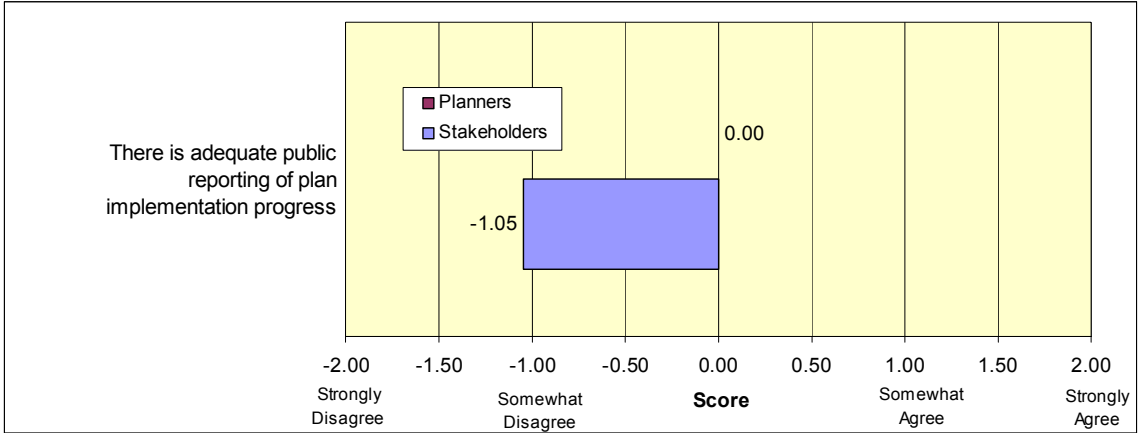


Figure 4-32: Summary of Responses Concerning Accountability Criterion

11. Continued Stakeholder Involvement: Stakeholders are involved in implementation and monitoring activities.

Stakeholders disagreed (-0.89) that they were adequately involved in plan monitoring activities. Planners, however, neither agreed nor disagreed (0.13).

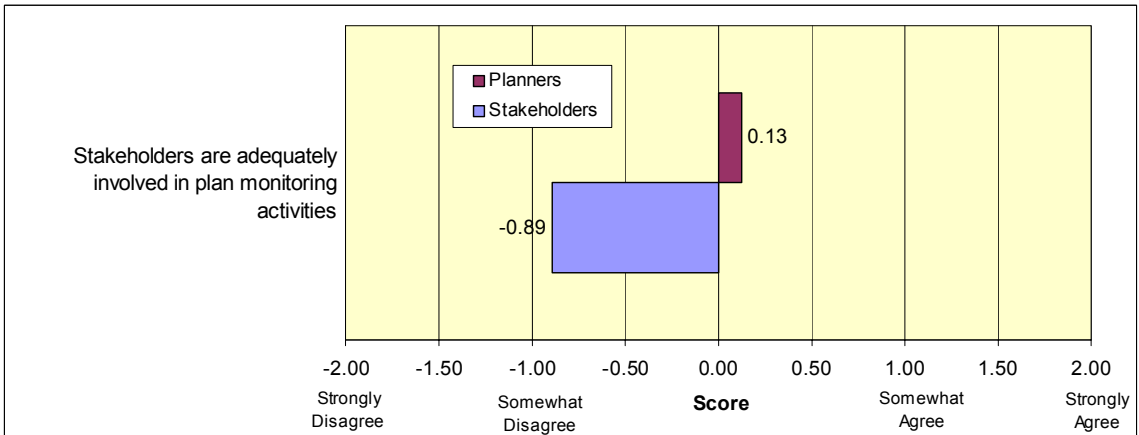


Figure 4-33: Summary of Responses Concerning Stakeholder Involvement Criterion

12. Ease of Implementation: Participation of stakeholders resulted in easier plan implementation.

Planners and stakeholders both agreed (1.38 and 0.83 respectively) that plan implementation is easier because stakeholders participated in plan development. Both planners and stakeholders disagreed (-1.63 and -1.56 respectively) that plans developed by the Government without input from stakeholders, they would be easier to implement.

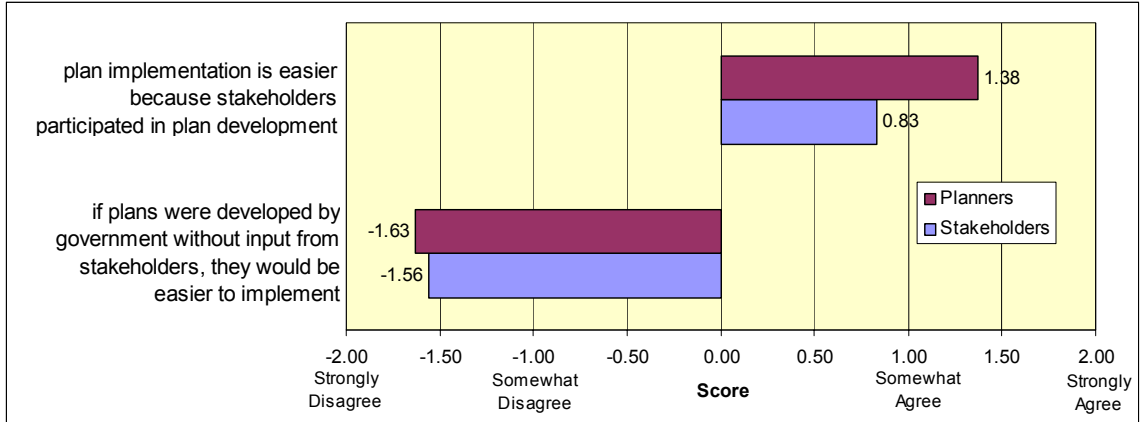


Figure 4-34: Summary of Responses Concerning Ease of Implementation Criteria

13. Perceived as Successful: Implementation of plans has been successful in terms of meeting plan goals and interests of the stakeholders.

Planners agreed that implementation of management plans had been successful in terms of meeting the goals identified in the plans (0.63) and the goals of their organization (0.57). In contrast, stakeholders were uncertain this had occurred with respect to the overall plan (0.11) or their organization (-0.30).

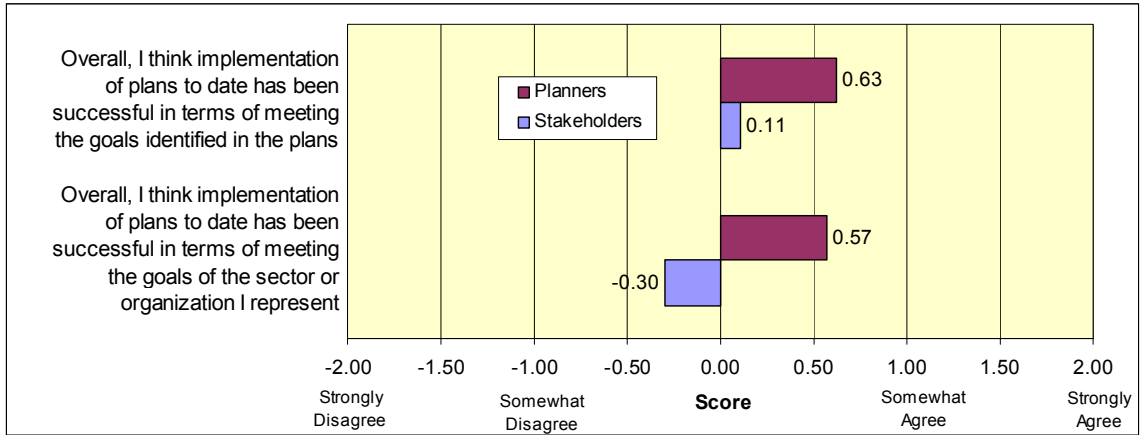


Figure 4-35: Summary of Responses Concerning Perceived as Successful Criteria

4.5 Keys to Successful Process, Outcomes and Implementation

Based on their general experience with protected area management planning processes, participants were asked to rate the importance of criteria for successful planning. Participants used the following scale: not important = 0, somewhat important = 1, important = 2 and very important = 3. Results were averaged for stakeholders and for planners and presented in descending order of importance for each sub-group. Detailed results are presented in appendix 2, tables A.2.3 and A.2.4.

Figure 4-36: Key Process Factors - Stakeholders

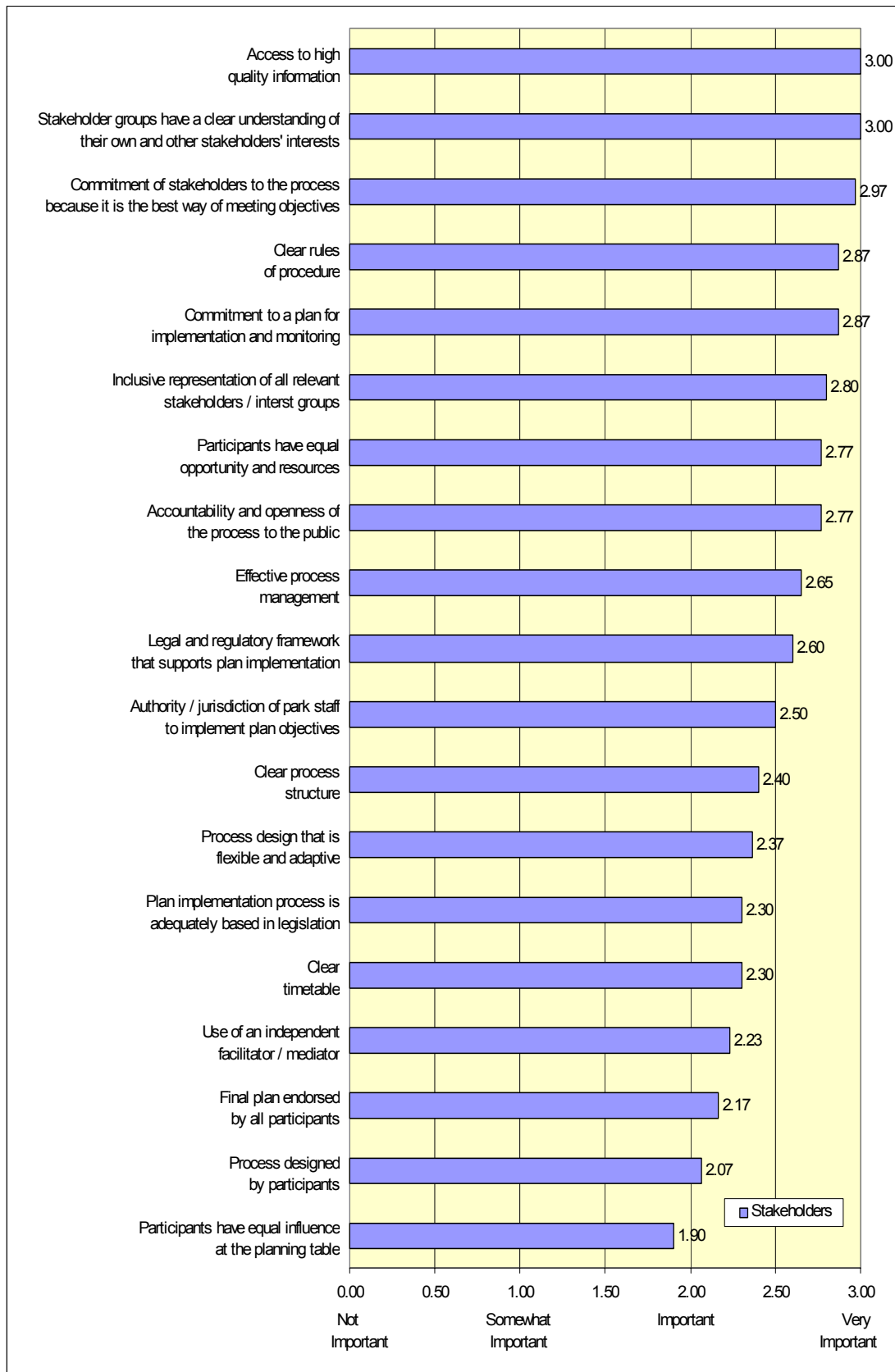
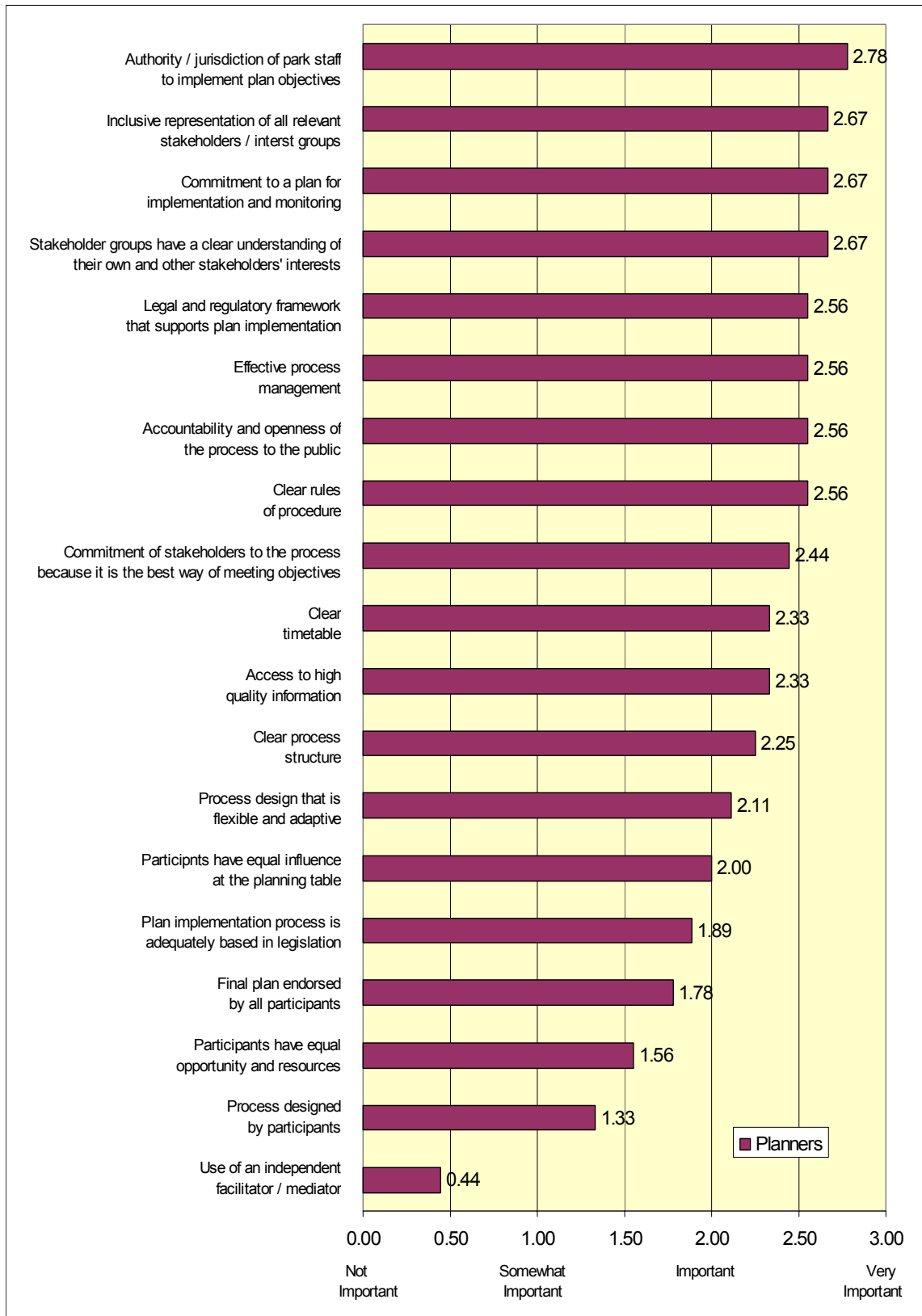


Figure 4-37: Key Process Factors - Planners



The results presented in the above figures (4-37 and 4-38) highlight some similarities and contrasts between stakeholders and planners. Figure 4-37 shows that stakeholders, on average, felt all factors to be important to very important with scores of 1.9 to 3.0. '*Access to high quality information*' and '*stakeholder groups have a clear understanding of their and other stakeholders' interests*' both received scores of 3.00. These results indicate that planners and managers should take all of these factors into careful consideration when designing a protected area management planning process.

Planners rated all criteria as important to very important except for two: '*Process is designed by participants*' (only somewhat important) and '*Use of an independent mediator*' (not important). There were also differences between planners and stakeholders in the relative significance of individual criteria. Despite these differences, the ratings from both planners and stakeholders are consistent in highlighting the need to incorporate all of the criteria into the planning process.

Additional comments on important factors in the planning process are described further in section 4.5 on open participant feedback.

4.6 General Participant Feedback

Survey participants were asked a number of open ended questions on the planning and implementation process for protected area management plans. Responses were grouped into themes and include responses from both planners and stakeholders together. Detailed responses to each open-ended question are presented in appendix A.2.2, in tables A.2.5 through A.2.11.

Key strengths of the management planning process

Survey respondents reported a number of strengths of the protected area management planning processes in which they participated. Participants' responses were grouped into the following key themes: having developed relationships and understanding through principled negotiation, engagement of the public and strong stakeholder representation in the process, reaching a final agreement on a plan product, effective process management and commitment and accountability on behalf of the Government. Table A.2.5 in appendix A.2.2 provides the detailed responses for this question.

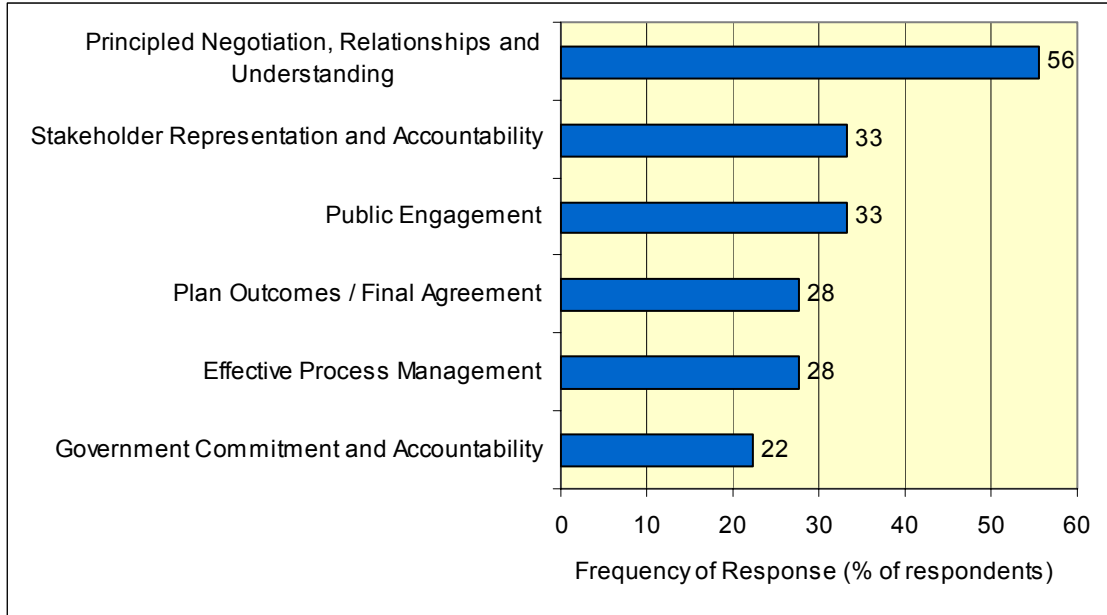


Figure 4-38: Strengths of the Planning Process

Key Weaknesses of the management planning process

When asked what participants felt were key weaknesses of management planning processes that they had participated in, planners and stakeholders note a range of factors. The most common theme is that the processes suffered from a lack of resources. These include resources for the process itself, for data collection and for plan implementation. Other weaknesses include poor process management (e.g. lack of transparency, not enough consultation), lack of government commitment, poor policy environment (e.g. competing legislation, too much bureaucracy), and unequal stakeholder representation. Detailed responses can be found in Appendix 2, Table A.2.6.

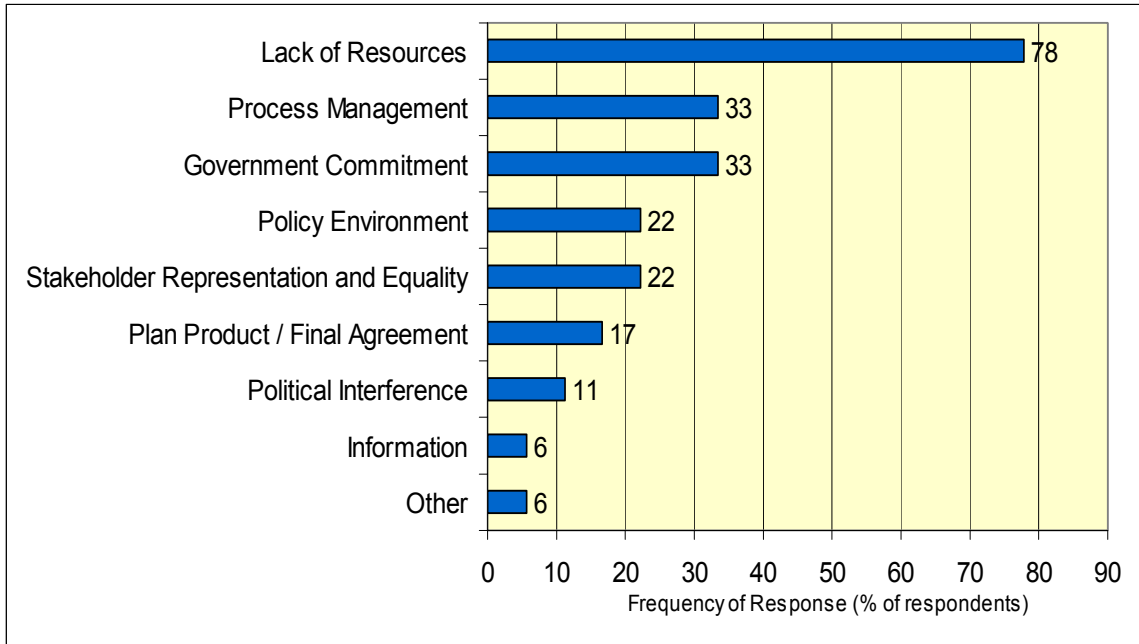


Figure 4-39: Weaknesses of the Planning Process

Recommended Changes to the management planning process

Planners and stakeholders make a number of recommendations for improving the protected areas management planning process. The most frequent response is to improve process management. This includes such specifics as setting clear rules and objectives, developing planning guidelines, and ensuring process chairs are unbiased. Other themes frequently cited for improvement include increasing government commitment and accountability, ensuring equal resources for participants, increasing public involvement in decision-making and obtaining better data and information to support the process. Table A.2.7 in appendix A.2 outlines all responses recommended changes.

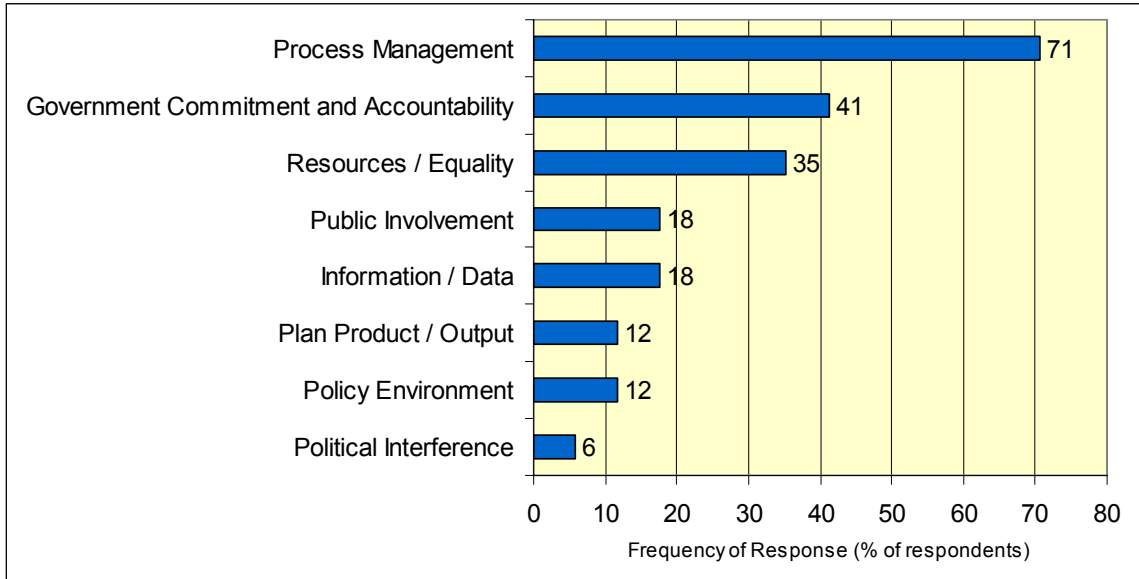


Figure 4-40: Recommended Changes to the Process

Aspects of the planning process that facilitate successful implementation

When asked what aspects of the planning process facilitated successful implementation, participants provide a number of suggestions. The most frequent responses fell within the theme of developing an implementation framework. Specific framework items include clear timetables, guidelines and reporting procedures. Other common responses include stakeholder support of the plan, government support for implementation and monitoring, and having an adequate budget for implementation. A detailed list of responses for this question are available in appendix A.2, table A.2.8.

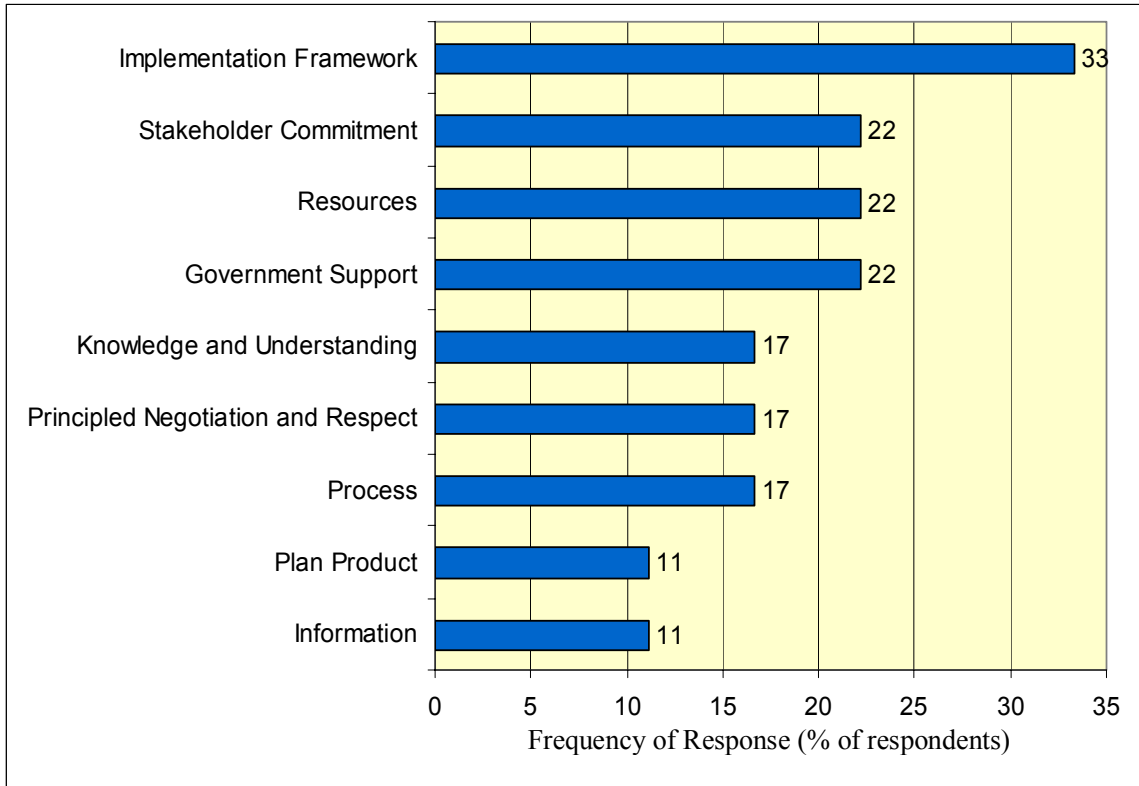


Figure 4-41: Aspects that Facilitate Implementation

Aspects of the planning process that impede implementation

When asked about impediments to plan implementation, survey participants cite a range of factors. Lack of resources, including budget, staff and resources for ongoing stakeholder participation is the most frequent impediment identified. Other factors that participants feel impede plan implementation are the lack of a framework for implementation (including monitoring and reporting strategies), lack of ongoing stakeholder involvement (including First Nations involvement and general participation in implementation and monitoring activities), and lack of government commitment and support. Appendix 2, table A.2.9 provides a complete list of participant comments.

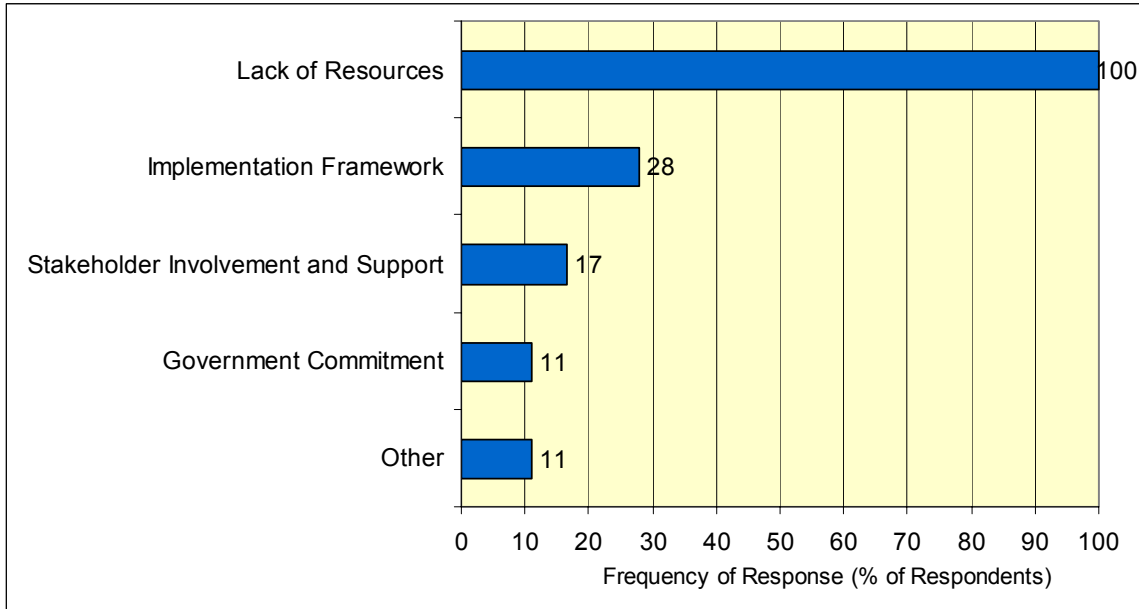


Figure 4-42: Aspects that Impede Implementation

Suggested changes to facilitate implementation

When planners and stakeholders were asked what changes they would recommend to facilitate plan implementation, the most frequent responses were to increase resources for more staff, better information / data collection, reporting and stakeholder participation. Other suggested changes included increased commitment from senior ministry staff to plan implementation, increased public support through ongoing participation, identification of high priority actions for implementation within the plan itself, and completion of more protected area management plans. (See appendix A.2, table A.2.10.)

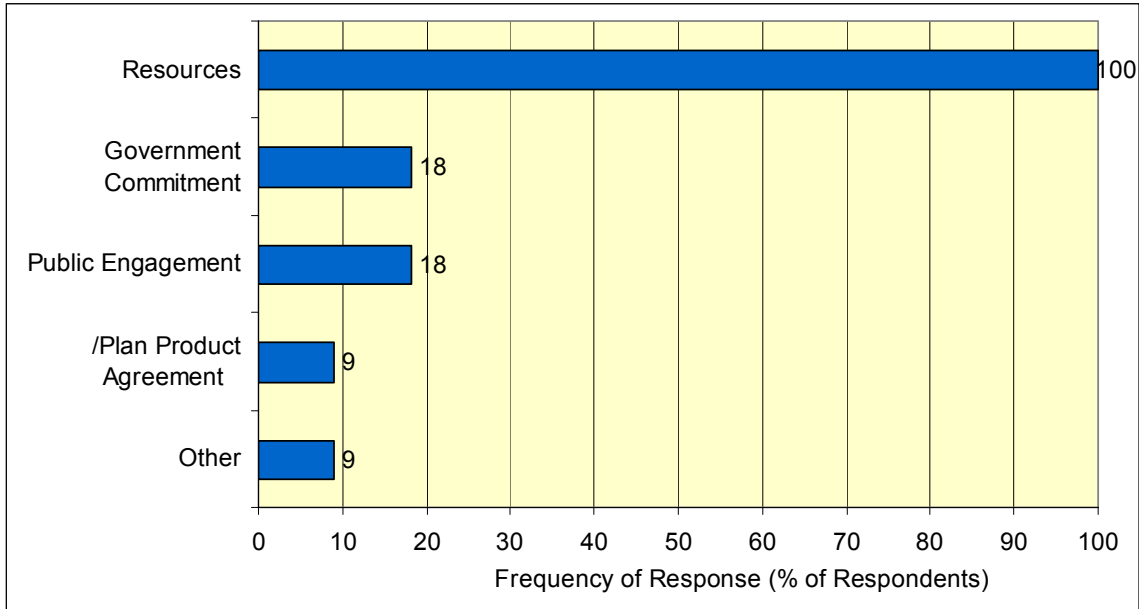


Figure 4-43: Suggested Changes to Facilitate Implementation

Successful elements of past planning processes

Finally, participants were asked what elements of planning processes that they were involved in worked particularly well. Principled negotiation and respect are the most frequently noted. This theme includes meaningful participant involvement, using the public’s input in decision-making, consistent communications with the public, and respect for other participants’ points of view. Other successful elements include stakeholder representation and accountability, good process management framework, having good information, and developing a common vision. (See table A.2.11 in appendix A.2.2 for detailed responses.)

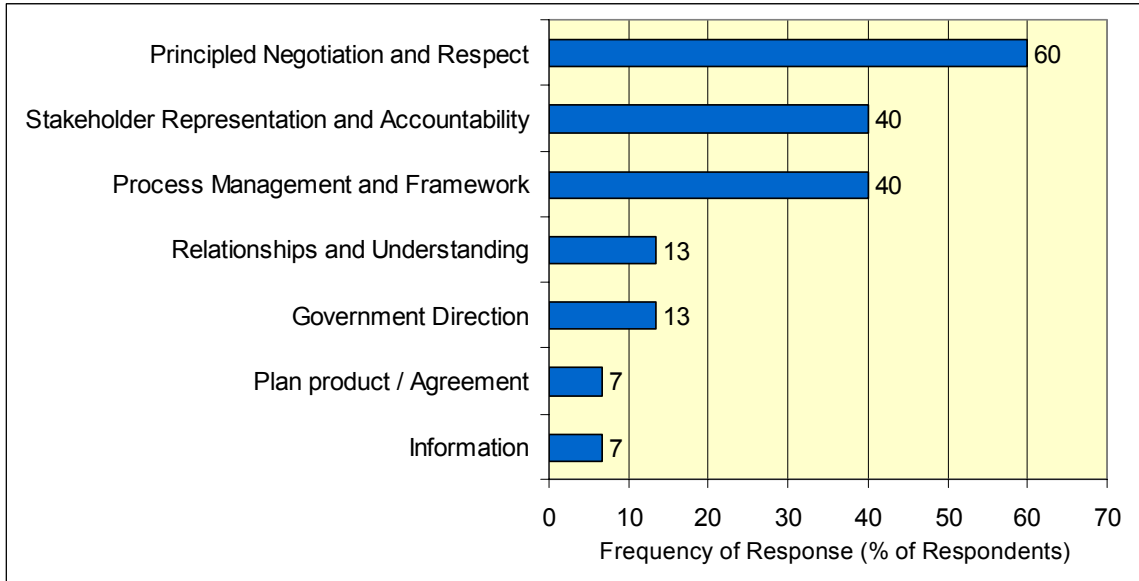


Figure 4-44: Successful Elements of Past Planning Processes

4.7 Roles of Protected Areas

Respondents were asked to rate the importance of various roles of protected areas. Participants used the following scale: not important = 0, somewhat important = 1, important = 2 and very important = 3. Results were averaged for stakeholders and for planners and presented in descending order of importance for each sub-group. Detailed results are presented in appendix 2, tables A.2.12 and A.2.13.

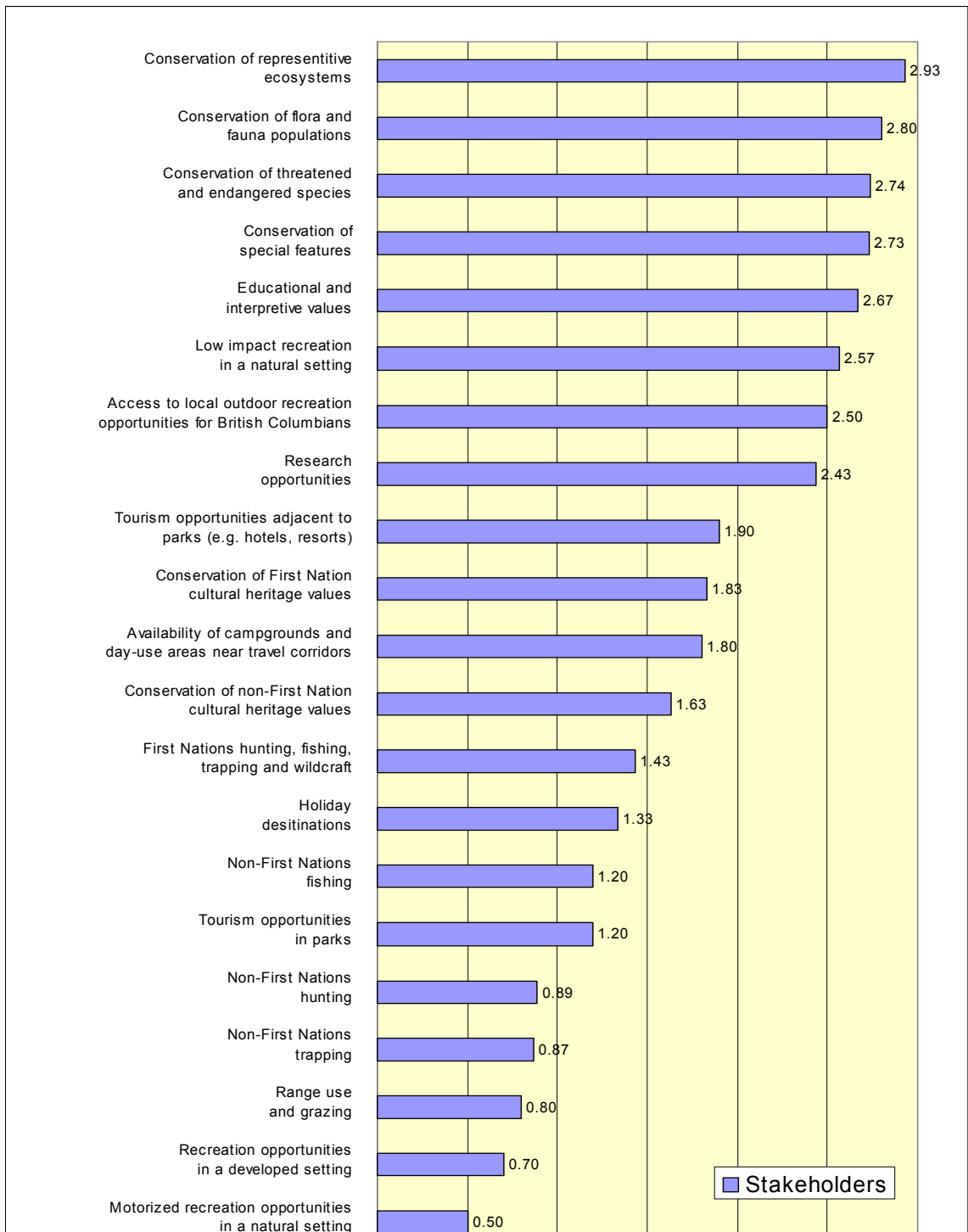


Figure 4-45: Roles of Protected Areas - Stakeholders

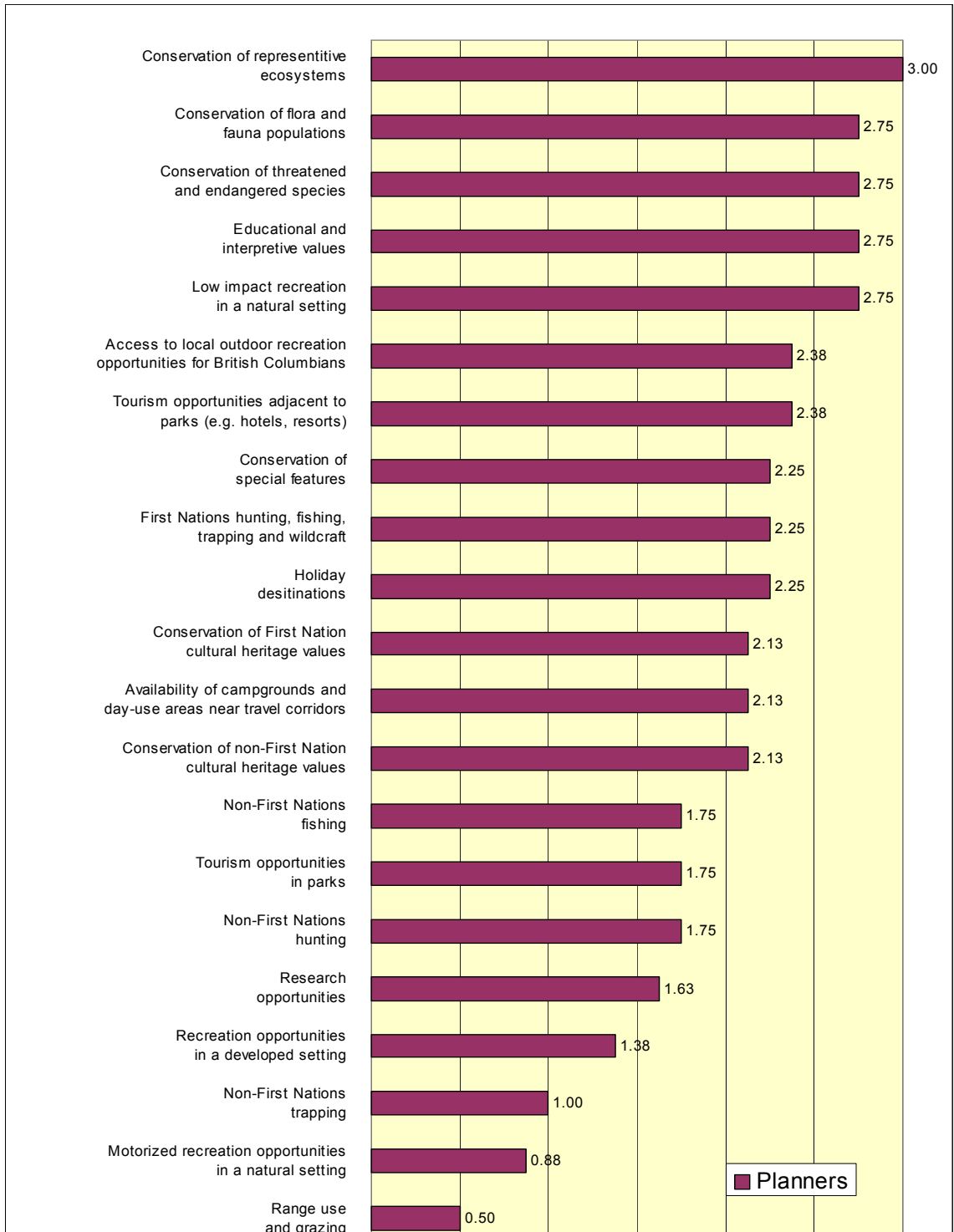


Figure 4-46: Roles of Protected Areas - Planners

The preceding figures show the averaged responses for stakeholders (figure 4-46) and planners (figure 4-47). Both subgroups (planners and stakeholders) had similar results for the most important roles of protected areas. The top five most important for both subgroups were: conservation of representative ecosystems, conservation of flora and fauna populations, conservation of threatened and endangered species, and education and interpretive values. Conservation of special features and low impact recreation in a natural setting are the next two most important values for stakeholders and planners respectively.

There were also a number of roles that averaged scores of 1.00 or less (not important to somewhat important). Falling into this range for both planners and stakeholders were: range use and grazing, motorized recreation in a natural setting, and non-First Nations trapping. Stakeholders' average scores for non-First Nations hunting and recreation in a developed setting also fell below 1.00.

While average scores for planners and stakeholders were fairly similar, there were some roles where differences totalled more than 0.5. Planners rated protected area uses associated with holiday destinations, non-First Nations hunting, First Nations hunting, fishing, trapping and wildcraft, recreation opportunities in a developed setting, tourism opportunities and non-First Nations fishing, higher than stakeholders. Stakeholders scored protected areas uses linked to research opportunities higher than planners. In summary, there is a strong level of importance assigned to conservation values, followed by low impact recreation, research and education, relative to higher impact, consumptive uses.

CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This research report evaluated the planning process for protected areas management in BC. This section examines the results presented in chapter 4 and makes recommendations for management planning in BC's protected areas system.

5.1.1 Limitations

There are limitations to the conclusions drawn from the survey results. The small sample size of respondents means that only limited statistics could be used (average responses) and that results can be easily skewed by outlying responses. However, the offset to the limited sample size is that the respondents are experienced and knowledgeable. Most of the planners surveyed have extensive experience in park planning. Stakeholder respondents represent organizations that have extensive involvement in protected areas management issues. However, it is not known how much experience the specific respondents have or how representative the respondents views are of the organization they represent. Finally, geographic distribution is another potential limitation as planning processes are generally designed to meet the unique needs of the stakeholders and protected areas themselves. Planners and stakeholders from the northeast sector of the province were under represented relative to respondents from Vancouver Island, the Lower Mainland and Okanagan regions of BC (see Appendix A.3 for a list of responding organizations and geographical distribution of respondents).

5.2 Evaluation of the Planning Process

5.2.1 Process Evaluation

Table 5-1 summarizes the responses for all process criteria. For the criterion to be considered "met", it must receive scores greater than or equal to 0.50 by both planners and stakeholders. Responses are presented in order of descending average weighted response.

Table 5-1: Summary of average responses for Process Criteria

<i>Process Criteria</i>	Stakeholders' Response	Planners' Response	Weighted Average	Criteria met?
1. All relevant government agencies are adequately represented in the process	0.89	1.22	1.15	met
2. All appropriate interests and values are represented in the process	0.70	1.44	1.05	met
3. the procedural ground rules are clearly defined	0.50	1.67	0.95	met
4. The process is flexible enough to adapt to new information or changing circumstances	0.65	1.25	0.88	met
5. the process has a detailed project plan including a clear timetable and milestones	0.20	1.44	0.81	not met
6. The process manager and planning team possesses the skills necessary for effective process management	0.60	1.22	0.81	met
7. The presence of an independent facilitator / mediator improves the effectiveness of the process	1.11	0.44	0.80	not met
8. Urgency of issues addressed during the process provides incentive to reach agreement	0.70	0.75	0.75	met
9. The roles of all participants are clearly defined	0.75	1.00	0.73	met
10. Participants are adequately involved in the design of the process	0.35	0.75	0.63	not met
11. All participants are committed to making the process work	0.10	1.11	0.62	not met
12. The process is the best way of developing a park management plan	0.44	0.63	0.58	not met
13. The process has an effective strategy for communicating with the broader public	-0.33	1.00	0.40	not met
14. The process has no significant weaknesses	-0.65	0.00	-0.38	not met
15. On an ongoing basis, participants are able to influence the process	-0.30	1.25	0.35	not met
16. The process is effective in representing the interests of the broader public	-0.11	0.89	0.35	not met
17. There was adequate high quality information for effective decision making	-0.80	0.25	0.3	not met
18. Management plans adequately represent the interests of all stakeholders	-0.50	0.89	0.24	not met
<i>Process Criteria</i>	Stakeholders' Response	Planners' Response	Weighted Average	Criteria met?
19. The time allotted to the process was realistic	-0.45	0.67	0.21	not met
20. The process participants collectively identify clear goals and objectives	0.00	0.38	0.15	not met
21. Participants have or receive sufficient training to participate effectively in the process	-0.25	0.38	0.08	not met
22. The process benefited from good communication and negotiation skills	-0.75	0.75	0.03	not met
23. Stakeholders are adequately involved in the decision making process	-0.50	0.56	0.00	not met
24. The process benefited from good process structure	-0.40	0.63	-0.05	not met

25. All participants demonstrate a clear understanding of the different stakeholder interests in the process	-0.60	0.75	-0.10	not met
26. All interests/perspectives have equal influence in the process	-0.80	0.25	-0.40	not met
27. Participants are jointly involved in information gathering and research	-0.55	-0.22	-0.40	not met
28. Participants have or receive sufficient funding to participate effectively in the process	-0.95	0.25	-0.43	not met
Average Scores	-0.03	0.77	0.36	
Summary: 7 criteria met (21%); 21 not met (79%)				

There are two key conclusions that can be drawn from these average responses. First, most of the criteria (21 of 28) were not met. This indicates a need for extensive improvement in the protected area planning process. Second, there was a significant variation in responses between park planners and stakeholders. Based on park planners' ratings, 19 criteria were met and the average rating for all criteria was 0.77. Stakeholders rank only 7 criteria as having been met and had an average rating of -0.03. Clearly, there was a wide difference in perception between the park planners who manage the process and the stakeholder who participated in the process.

The seven criteria that were met fall into the themes of inclusive representation, clear ground rules, flexible and adaptive process, effective process management and purpose and incentives. The criteria that were met are supported by open-ended comments that suggested that principled negotiation, respect and understanding, stakeholder representation and engagement, and effective process management are strengths of the planning process.

5.2.2 Outcomes Evaluation

Table 5-2 summarizes the average responses concerning outcomes criteria. For the criterion to be considered "met", it must receive scores greater than or equal to 0.50 by both planners and stakeholders. Responses are presented in order of descending combined average response.

Table 5-2: Summary of average responses for Outcome Criteria

<i>Outcome Criteria</i>	Stakeholders' Response	Planners' Response	Weighted Average	Criteria met?
1. Information acquired through my participation in planning processes is useful to me and/or my organization	1.20	2.00	1.62	met

<i>Outcome Criteria</i>	Stakeholders' Response	Planners' Response	Weighted Average	Criteria met?
2. The Provincial Government should meaningfully involve the public in management planning decisions	1.30	1.56	1.50	met
3. Plans contain clearly defined purpose and objectives	1.30	1.33	1.38	met
4. I have a good understanding of the interest of stakeholders as a result of the process	1.15	1.56	1.36	met
5. I have better working relationships with other stakeholders as a result of the process	1.05	1.63	1.33	met
6. I believe the outcomes of the planning process serve the common good	1.00	1.67	1.29	met
7. The participation of stakeholders made a difference in the process outcomes	1.05	1.75	1.28	met
8. The relationships among table members improve over the course of the process	0.95	1.38	1.18	met
9. I believe that shared decision-making processes are an effective way of making management planning decisions	1.20	0.89	1.18	met
10. I am satisfied with the outcomes of the process	0.10	1.00	0.57	not met
11. As a result of the planning process, land use conflicts or user conflicts in protected areas have decreased	-0.17	1.11	0.48	not met
12. The planning process produces the creative ideas for action	0.20	0.56	0.43	not met
13. The resulting plans addressed the needs, concerns and values of the interest I represent	0.00	0.78	0.33	not met
Average Scores	0.79	1.32	1.07	
Summary: 9 criteria met; 4 not met				

The outcomes of the protected areas management planning process indicate a high level of success with 9 of 13 criteria being met. Further, there is only one criterion (reduced conflicts) for which planners and stakeholders' results varied significantly (i.e. >1.0). Based on park planners' ratings, all 13 criteria are met and the average rating is 1.32. Stakeholders rank 9 criteria as met and have an average rating of 0.79.

Criteria that were met come under the themes of information, knowledge and understanding, relationships and social capital, clear objectives, and understanding and support of CP. This success is notable given the low rate of success for the process criteria above and indicates that positive outcomes can result despite a poor process. However, criteria not met relate to satisfaction with the outcome. This may indicate a weakness in the process and outcomes. This interpretation is supported by the poor ratings received for implementation in the following

section. Alternatively, poor ratings for stakeholder satisfaction may be an inevitable outcome of multi-stakeholder negotiations where stakeholders are required to compromise to seek mutually beneficial outcomes, instead of a weakness of the process per se. This interpretation is reinforced by the fact that respondents agreed that the outcomes met the common good, even though they did not meet the individual interests of the specific stakeholder group.

5.2.3 Implementation Evaluation

Table 5-3 summarizes the average responses for all implementation criteria. For a criterion to be considered “met”, it must receive scores greater than or equal to 0.50 by both planners and stakeholders. Responses are presented in order of descending combined average response.

Table 5-3: Summary of average responses for Implementation Criteria

<i>Implementation Criteria</i>	Stakeholders' Response	Planners' Response	Weighted Average	Criteria met?
1. If plans were developed by government without input from stakeholders, they would be more difficult to implement	1.56	1.63	1.42	met
2. Plan implementation is easier because stakeholders participated in plan development	0.83	1.38	1.13	met
3. Public support for management plan implementation is strong	0.67	1.22	0.95	met
4. The objective and strategies of the management plans are clear enough to guide implementation	0.35	1.44	0.93	not met
5. At the end of the process, participants share a strong commitment to plan implementation	0.35	0.89	0.69	not met
6. Overall I think implementation of plans to date has been successful in terms of meeting the goals identified in the plans	0.11	0.63	0.42	not met
7. The planning process develops a clear strategy for plan implementation	0.00	0.67	0.38	not met
8. Those responsible for plan implementation possess the skills necessary to work collaboratively with stakeholders	-0.20	0.89	0.38	not met
9. overall the commitment of the officials implementing management plans is strong	-0.25	1.13	0.38	not met
10. the available information is adequate to make appropriate decisions with respect to plan implementation	0.22	0.11	0.25	not met
11. Adequate enforcement of the rules and regulations necessary for implementation occurs	-0.45	1.00	0.23	not met
12. Plan objectives are monitored with appropriate indicators	-0.11	0.56	0.20	not met

13. The current legal and regulatory framework is adequate to achieve implementation	-0.78	1.38	0.11	not met
14. Overall I think implementation of plans to date has been successful in terms of meeting the goals of the sector I represent	-0.30	0.57	0.05	not met
15. Those responsible for implementing plans possess adequate authority and/or jurisdiction to achieve implementation	-0.89	1.13	-0.05	not met
16. Stakeholders are adequately involved in monitoring activities	-0.89	0.13	-0.26	not met
<i>Implementation Criteria</i>	Stakeholders' Response	Planners' Response	Weighted Average	Criteria met?
17. The management plan implementation process is adequately based in legislation	-0.83	-0.25	-0.45	not met
18. Provincial Government support for management plan implementation is strong	-1.05	0.25	-0.48	not met
19. There is adequate public reporting of plan implementation progress	-1.05	0.00	-0.48	not met
20. There are no conflicts between related government policies and plan goals	-1.25	0.13	-0.73	not met
21. There is an adequate level of financial resources for plan implementation	-1.67	-0.56	-1.10	not met
22. There is an adequate level of staff resources for plan implementation	-1.70	-0.38	-1.10	not met
Average Score	-0.33	0.63	0.13	
Summary: 3 criteria met (14%); 19 not met (86%)				

As with the process criteria, two key conclusions can be drawn from the implementation results. First, most of the criteria (19 of 22) are not met. This indicates the need for extensive improvement in the management plan implementation process. Second, there is significant variation in responses between park planners and stakeholders. Based on park planners' ratings, 14 criteria are met and the average rating for all criteria combined is 0.63. Stakeholders rank only 3 criteria as met and have an average overall rating of -0.33. Again, there is a wide difference in perception between the park planners and the stakeholders.

Criteria that have been met fall into the themes of ease and support of implementation. The results clearly show that plan implementation was easier because stakeholders participated in plan development. Stakeholder support is also successful and cited as a key aspect that facilitates implementation.

Most of the implementation criteria were not met which indicates significant deficiencies in the plan implementation process. Key weaknesses include lack of staff and financial resources,

conflicting government policies, government support, public participation and communications. These weaknesses are supported by the open ended comments of respondent. They indicate that resources are required to facilitate implementation, as well as a clear implementation framework, ongoing stakeholder involvement and government support and commitment. Recommendations for addressing these deficiencies are addressed in the following section of this chapter.

Key areas of difference

Significant differences exist between stakeholders' and planners' responses concerning the extent to which process, outcomes and implementation criteria were apparent in protected area planning processes. Most of these differences occur with respect to process and implementation factors.

The reasons for these large differences should be considered, particularly because in most cases the planners' scores were higher than the stakeholders' scores. One reason for the differences may stem from the fact that planners were the process managers for management planning. While components such as ground rules, timelines, communications strategies and general process structure may be implicit to planners, they may require added clarification for stakeholders who may not be as familiar with such management planning processes. A second explanation is that the planners may have a bias for giving more positive responses because they are managing the processes and are therefore evaluating their own performance.

Another reason for differences in perception may be due to interpretation of less tangible factors such as commitment, influence and success. These factors may be difficult to quantify and may be based on previous experiences and outcomes. Further, there may be differing perceptions of what is considered effective or adequate. In these cases planners are likely to account for time limitations and other constraints in managing the planning process, while stakeholders may be looking to better satisfy those criteria in every process, regardless of agency constraints. The key process management point is that process managers need to consider the criteria from the perspectives of stakeholders in order to design a more effective planning process and achieve better outcomes.

5.2.4 Roles of Protected Areas Evaluation

Protected areas fill a number of roles ranging from conservation and research to recreation and tourism. A number of protected areas also support other functions such as range use and grazing, water use, hunting and trapping. The results for 'roles of protected areas' indicate that conservation is a top priority in BC's protected areas. The results further indicate that there is less importance placed on roles that may be considered consumptive or are contrary to conservation values.

While there is a strong level of importance assigned to conservation values by participants in this study, it is important to recognize these responses are averages of a small sampling of individual preferences. However, these results may be indicative of a general trend in importance of values for BC's protected areas.

5.3 Recommendations

Survey results indicate that the protected areas management planning process has serious weaknesses that need to be addressed. Many areas of the process which be improved, according to survey participants. The following list of recommendations is derived from survey results where criteria for CP were not met (starting with the highest priority or lowest combined score).

Process Criteria:

- Ensure participants have or receive sufficient funding to participate effectively in the process;
- Increase participant involvement in information gathering and research;
- Ensure all interests/perspectives have equal influence in the process;
- Ensure all participants demonstrate a clear understanding of the different stakeholder interests in the process;
- Improve process structure;
- Increase stakeholder involvement in the decision making process;
- Improve communication and negotiation skills;
- Ensure participants have or receive sufficient training to participate effectively in the process;
- Ensure the time allotted to the process was realistic;
- Increase participant involvement in collectively identifying goals and objectives;

- Ensure management plans adequately represent the interests of all stakeholders;
- Improve the amount of high quality information for effective decision making;
- Ensure the process is effective in representing the interests of the broader public;
- Increase participants ability to influence the process;
- Minimize weaknesses in the process;
- Improve strategies for communicating with the broader public;
- Improve participant commitment to making the process work;
- Improve participant involvement in the design of the process;
- Increase the use of independent facilitators / mediators in the process;
- Improve the process manager and planning team's skills for effective process management; and
- Improve project plans including timetables and milestones.

Outcome Criteria:

- Ensure the resulting plans address the needs, concerns and values of the interests represented;
- Increase the development of creative ideas for action;
- Reduce land use conflicts or user conflicts in protected areas as a result of the planning process; and
- Improve participant satisfaction with the process outcomes.

Implementation Criteria:

- Increase the level of staff resources for plan implementation;
- Increase the level of financial resources for plan implementation;
- Ensure there are no conflicts between related government policies and plan goals;
- Increase public reporting of plan implementation progress;
- Increase provincial government support for management plan implementation;
- Ensure the management plan implementation process is adequately based in legislation;
- Increase stakeholder involvement in monitoring activities;
- Increase the authority and/or jurisdiction of those responsible for implementing plans;
- Increase the success of meeting the goals all sectors;
- Improve the current legal and regulatory framework to achieve implementation;
- Ensure plan objectives are monitored with appropriate indicators;
- Increase enforcement of the rules and regulations necessary for implementation;

- Improve available information for making appropriate decisions with respect to plan implementation;
- Improve the overall commitment of officials implementing management plans;
- Improve the necessary skills of those responsible for plan implementation to work collaboratively with stakeholders;
- Ensure the planning process develops a clear strategy for plan implementation;
- Improve the implementation of plans to be successful in terms of meeting the goals identified in the plans;
- Improve participant commitment to plan implementation;
- Increase the clarity of the objectives and strategies of the management plans; and
- Improve public support for management plan implementation.

In summary, it is recommended to improve the planning and implementation processes in future management planning processes by focussing on the preceding list of actions. Recognizing that some of these recommended changes will require significant changes to legislation, policy and budgeting, some recommendations will be easier to implement, short term, on the front lines of the planning process.

5.3.1 Future Research

This research has highlighted strengths and weaknesses of the BC Parks planning process. Further investigations on this topic should include additional survey research to confirm findings and to identify changes required to address deficiencies. Other related research could include disaggregated case study evaluations that evaluate the type of planning process (i.e. at varying levels of stakeholder participation) against the type of protected area (e.g. location, size, purpose), evaluating the roles of First Nations in planning and management and conducting a comparison of best practices for protected areas planning in other jurisdictions (e.g. Parks Canada, National Parks Service etc).

5.4 Conclusion

The objective of this research was to evaluate the protected areas management planning processes. The evaluation was based on developing best practices evaluative criteria from a literature review. Next, a survey was conducted with protected area planners and provincial-level stakeholders to determine the extent to which those criteria were met in past management

planning processes. Finally, based on those survey results, recommendations were made to improve the management planning to improve CP in the process.

BC's protected areas system has grown significantly in the past 15 years mainly as a result of regional land use and land and resource management. Managing 13% of the province's land base to meet conservation, recreation and tourism goals requires thoughtful planning. It involves encouraging stakeholder participation through the plan development and implementation and monitoring stages.

In BC a collaborative approach was used in regional land use planning and LRMPs. Many new protected areas were designated through this process. Given the public's expectations around land and resource planning in BC as a result of land use planning initiatives, protected areas planning could benefit from the same approach.

APPENDIX 1: PARKS AND PROTECTED AREAS REPORTS AND POLICY

A.1.1 Components and Goals of the Protected Areas Strategy

Vision, Definition, Goals

- The nature and intent of protected areas are identified.

Identification of Approved Study Areas

- Areas of interest are identified.
- Comprehensive criteria are used to recommend study areas.
- Study areas are approved by Cabinet.

Land Use Recommendations

- Comprehensive land use planning generates recommendations on whether or not to designate protected areas.
- All interests are considered within participatory land use planning at the regional and sub-regional levels.
- The Commission on Resources and Environment ensures principles of planning and public participation are followed.

Designation Decisions

- Decisions to designate protected areas rest with Cabinet.

Management of Protected Areas

- A package of integrated legislation and management categories provides the tools for effective implementation of protected areas decisions.

The Goals for Protected Areas (PAS)

Guiding Principles

- The first priority in the use and management of protected areas is to protect their ecological viability and integrity.
- Recreational activities, facilities, services and cultural heritage policies in protected areas must be compatible with each area's objectives and the long-term protection of ecological viability and integrity, while enhancing the public's experience of the natural and cultural heritage of the province.

Goal 1: Representativeness

To protect viable, representative examples of the natural diversity of the province, representative of the major terrestrial, marine and freshwater ecosystems, the characteristic habitats, hydrology and landforms, and the characteristic backcountry recreational and cultural heritage values of each ecosystem.

Wherever possible, protected areas should combine natural, cultural heritage and recreational values. Where it is not possible to combine these in a common area, they may be represented separately. Where it is not possible to represent all values, the natural values will be given priority.

Goal 2: Special Features

To protect the special natural, cultural heritage and recreational features of the province, including rare and endangered species and critical habitats, outstanding or unique botanical, zoological, geological and palaeontological features, outstanding or fragile cultural heritage features, and outstanding outdoor recreational features such as trails.

Many protected areas will be set aside primarily to protect rare or vulnerable features. Others will combine protection with giving people the opportunity to appreciate and enjoy the intrinsic values of the areas. Others will be protected to attract people to experience and appreciate their natural or cultural heritage.

APPENDIX 2: PARTICIPANT SURVEY RESULTS

A.2.1 Answers to Closed Questions – Number of Responses

SA = Strongly Agree
 SWA = Somewhat Agree
 NAD = Neither Agree nor Disagree
 SWD = Somewhat Disagree
 SD = Strongly Disagree
 N/A = Not applicable, Don't Know or No Answer

Please answer the following questions based on your general experience with park management planning processes in BC.

Table A.2.1 General Management Planning Process - Stakeholders' Responses

A. General Planning Process Criteria		SD	SWD	NAD	SWA	SA	N/A
1	all appropriate interests and values are represented in the process	1	0	0	9	0	0
2	all relevant government agencies are adequately represented in the process	0	2	0	4	3	1
3	participants are adequately involved in the design of the process	2	1	1	3	3	0
4	on an ongoing basis, participants are able to influence the process	2	3	1	4	0	0
5	the process participants collectively identify clear goals and objectives	1	3	3	1	2	0
6	all participants are committed to making the process work	2	2	1	3	2	0
7	all interests/perspectives have equal influence in the process	2	6	0	2	0	0
8	all participants demonstrate a clear understanding of the different stakeholder interests in the process	2	5	0	3	0	0
9	participants have or receive sufficient training to participate effectively in the process	3	2	0	4	1	0
10	participants have or receive sufficient funding to participate effectively in the process	6	1	1	1	1	0
A. General Planning Process Criteria		SD	SWD	NAD	SWA	SA	N/A
11	the procedural ground rules are clearly defined	1	1	1	6	1	0
12	the roles of all participants are clearly defined	0	2	1	5	2	0
13	the process has an effective strategy for communicating with the broader public	0	6	0	3	0	1

14	the process is effective in representing the interests of the broader public	1	3	1	4	0	1
15	the process lacks adequate high quality information for effective decision making	1	0	2	4	3	0
16	the process is flexible enough to adapt to adapt to new information or changing circumstances	1	0	1	7	1	0
17	participants are jointly involved in information gathering and research	3	4	0	2	1	0
18	the process has a detailed project plan including a clear timetable and milestones	1	3	1	3	2	0
19	the time allotted to the process was realistic	2	4	1	2	1	0
20	the process is hindered by a lack of communication and negotiation skills	0	2	2	3	3	0
21	The process is hindered by lack of structure	0	2	3	4	1	0
22	The process manager and planning team possesses the skills necessary for effective process management	0	1	4	3	2	0
23	The presence of an independent facilitator / mediator improves the effectiveness of the process	0	0	2	4	3	1
24	Urgency of issues addressed during the process provides incentive to reach agreement	0	1	2	6	1	0
25	stakeholders are adequately involved in the decision making process	2	3	3	2	0	0
26	management plans adequately represent the interests of all stakeholders	3	3	0	4	0	0
27	the process is the best way of developing a park management plan	0	1	3	5	0	1
28	the process has significant weaknesses	0	2	1	5	2	0

B. Outcome Criteria		SD	SWD	NAD	SWA	SA	N/A
29	I am satisfied with the outcomes of the process	2	2	0	5	1	0
30	the resulting plans addressed the needs of concerns and values of the interest I represent	2	2	1	4	1	0
31	plans contain clearly defined purpose and objectives	0	0	1	5	4	0
32	the planning process produces the creative ideas for action	0	4	1	4	1	0
33	I have a good understanding of the interest of stakeholders as a result of the process	0	1	0	5	4	0
34	as a result of the planning process, land use conflicts or user conflicts in protected areas have decreased	2	2	1	3	1	1
35	the relationships among table members improve over the course of the process	0	0	3	4	3	0
36	I have better working relationships with other stakeholders as a result of the process	0	0	2	5	3	0
37	Information acquired through my participation in planning processes is useful to me and/or my organization	1	0	1	2	6	0
38	the participation of stakeholders made a difference in the process outcomes	0	1	1	4	4	0

B. Outcome Criteria		SD	SWD	NAD	SWA	SA	N/A
39	I believe the outcomes of the planning process serve the common good	0	1	1	5	3	0
40	the Provincial Government should meaningfully involve the public in management planning decisions	0	1	1	2	6	0
41	I believe that shared decision-making processes are an effective way of making management planning decisions	0	0	2	4	4	0

C. Implementation Criteria		SD	SWD	NAD	SWA	SA	N/A
42	The planning process develops a clear strategy for plan implementation	1	3	2	3	1	0
43	At the end of the process, participants share a strong commitment to plan implementation	0	2	3	4	1	0
44	the objective and strategies of the management plans are clear enough to guide implementation	1	2	1	4	2	0
45	plan objectives are monitored with appropriate indicators	2	1	2	4	0	1
46	the available information is adequate to make appropriate decisions with respect to plan implementation	1	2	1	4	1	1
47	there is an adequate level of financial resources for plan implementation	6	3	0	0	0	1
48	there is an adequate level of staff resources for plan implementation	7	3	0	0	0	0
49	those responsible for plan implementation possess the skills necessary to work collaboratively with stakeholders	1	4	1	4	0	0
50	Those responsible for implementing plans possess adequate authority and/or jurisdiction to achieve implementation	2	5	1	1	0	1
51	Adequate enforcement of the rules and regulations necessary for implementation occurs	4	2	0	2	2	0
52	the current legal and regulatory framework is adequate to achieve implementation	2	5	0	2	0	1
53	the management plan implementation process is adequately based in legislation	2	4	2	1	0	1
54	public support for management plan implementation is strong	0	1	2	5	1	1
55	Provincial Government support for management plan implementation is strong	4	4	1	1	0	0
56	other related government policies conflict with plan goals	0	0	2	3	5	0
57	overall the commitment of the officials implementing management plans is strong	2	3	0	5	0	0
58	there is adequate public reporting of plan implementation progress	3	5	1	1	0	0
59	stakeholders are adequately involved in monitoring activities	4	2	1	2	0	1
60	plan implementation is easier because stakeholders participated in plan development	0	0	3	4	2	1
61	if plans were developed by government without	6	2	1	0	0	1

C. Implementation Criteria		SD	SWD	NAD	SWA	SA	N/A
	input from stakeholders, they would be easier to implement						
62	overall I think implementation of plans to date has been successful in terms of meeting the goals identified in the plans	1	2	1	5	0	1
63	Overall I think implementation of plans to date has been successful in terms of meeting the goals of the sector I represent	3	1	2	4	0	0

Table A.2.2 General Management Planning Process – Planners’ Results

A. Planning Process Criteria		SD	SWD	NAD	SWA	SA	N/A
1	all appropriate interests and values are represented in the process	0	0	0	5	4	0
2	all relevant government agencies are adequately represented in the process	0	1	0	4	4	0
3	participants are adequately involved in the design of the process	0	2	0	4	2	1
4	on an ongoing basis, participants are able to influence the process	0	0	0	6	2	1
5	the process participants collectively identify clear goals and objectives	1	1	1	4	1	1
6	all participants are committed to making the process work	0	1	1	3	4	0
7	all interests/perspectives have equal influence in the process	0	4	0	2	2	1
8	all participants demonstrate a clear understanding of the different stakeholder interests in the process	0	2	1	2	3	1
9	participants have or receive sufficient training to participate effectively in the process	0	3	2	0	3	1
10	participants have or receive sufficient funding to participate effectively in the process	0	3	2	1	2	1
11	the procedural ground rules are clearly defined	0	0	0	3	6	0
12	the roles of all participants are clearly defined	0	1	1	3	3	1
13	the process has an effective strategy for communicating with the broader public	0	1	1	4	3	0
14	the process is effective in representing the interests of the broader public	0	1	1	5	2	0
15	the process lacks adequate high quality information for effective decision making	1	2	3	2	0	1
16	the process is flexible enough to adapt to new information or changing circumstances	0	0	1	4	3	1
17	participants are jointly involved in information gathering and research	1	4	1	2	1	0
18	the process has a detailed project plan including a clear timetable and milestones	0	0	1	3	5	0
19	the time allotted to the process was realistic	0	2	1	4	2	0
20	the process is hindered by a lack of	1	4	3	0	0	1

A. Planning Process Criteria		SD	SWD	NAD	SWA	SA	N/A
	communication and negotiation skills						
21	The process is hindered by lack of structure	1	4	2	1	0	1
22	The process manager and planning team possesses the skills necessary for effective process management	0	0	2	3	4	0
23	The presence of an independent facilitator / mediator improves the effectiveness of the process	0	1	5	1	2	0
24	Urgency of issues addressed during the process provides incentive to reach agreement	0	1	2	3	2	1
25	stakeholders are adequately involved in the decision making process	0	1	4	2	2	0
26	management plans adequately represent the interests of all stakeholders	1	0	0	6	2	0
27	the process is the best way of developing a park management plan	1	0	1	5	1	1
28	the process has significant weaknesses	0	3	2	3	0	1

B. Outcome Criteria		SD	SWD	NAD	SWA	SA	N/A
29	I am satisfied with the outcomes of the process	1	0	0	5	3	0
30	the resulting plans addressed the needs of concerns and values of the interest I represent	1	0	1	5	2	0
31	plans contain clearly defined purpose and objectives	0	0	0	6	3	0
32	the planning process produces the creative ideas for action	0	1	3	4	1	0
33	I have a good understanding of the interest of stakeholders as a result of the process	0	0	0	4	5	0
34	as a result of the planning process, land use conflicts or user conflicts in protected areas have decreased	0	0	1	6	2	0
35	the relationships among table members improve over the course of the process	0	0	1	3	4	1
36	I have better working relationships with other stakeholders as a result of the process	0	0	0	3	5	1
37	Information acquired through my participation in planning processes is useful to me and/or my organization	0	0	0	0	8	1
38	the participation of stakeholders made a difference in the process outcomes	0	0	0	2	6	1
39	I believe the outcomes of the planning process serve the common good	0	0	0	3	6	0
40	the Provincial Government should meaningfully involve the public in management planning decisions	0	0	1	2	6	0
41	I believe that shared decision-making processes are an effective way of making management planning decisions	0	1	1	5	2	0

C. Implementation Criteria		SD	SWD	NAD	SWA	SA	N/A
42	The planning process develops a clear strategy for plan implementation	0	2	2	2	3	0
43	At the end of the process, participants share a strong commitment to plan implementation	0	1	1	5	2	0
44	the objective and strategies of the management plans are clear enough to guide implementation	0	0	0	5	4	0
45	plan objectives are monitored with appropriate indicators	0	2	2	3	2	0
46	the available information is adequate to make appropriate decisions with respect to plan implementation	0	3	3	2	1	0
47	there is an adequate level of financial resources for plan implementation	2	4	1	1	1	0
48	there is an adequate level of staff resources for plan implementation	2	2	2	1	1	1
49	those responsible for plan implementation possess the skills necessary to work collaboratively with stakeholders	0	1	2	3	3	0
50	Those responsible for implementing plans possess adequate authority and/or jurisdiction to achieve implementation	0	1	0	4	3	1
51	Adequate enforcement of the rules and regulations necessary for implementation occurs	0	0	2	4	2	1
52	the current legal and regulatory framework is adequate to achieve implementation	0	0	0	5	3	1
53	the management plan implementation process is adequately based in legislation	1	3	1	3	0	1
54	public support for management plan implementation is strong	0	0	1	5	3	0
55	Provincial Government support for management plan implementation is strong	1	0	3	4	0	1
56	other related government policies conflict with plan goals	0	3	3	2	0	1
57	overall the commitment of the officials implementing management plans is strong	0	0	1	5	2	1
58	there is adequate public reporting of plan implementation progress	1	3	1	1	2	1
59	stakeholders are adequately involved in monitoring activities	0	3	3	0	2	1
60	plan implementation is easier because stakeholders participated in plan development	0	0	1	3	4	1
61	if plans were developed by government without input from stakeholders, they would be easier to implement	5	3	0	0	0	1
62	overall I think implementation of plans to date has been successful in terms of meeting the goals identified in the plans	0	1	1	6	0	1
63	Overall I think implementation of plans to date has been successful in terms of meeting the goals of the sector I represent	0	1	1	5	0	2

Table A.2.3 Importance of Factors Contributing to Successful Process and Outcomes – Stakeholders’ Responses

VI = Very Important
 I = Important
 SI = Somewhat Important
 NI = Not Important

Based on your experience of having participated in a shared decision-making process, how important is each of the following factors in achieving a successful park management planning process?

Importance of Factors - Stakeholders		VI	I	SI	NI
1	Inclusive representation of all relevant stakeholders / interest groups	8	2	0	0
2	Commitment of stakeholders to the process because it is the best way of meeting objectives	10	0	0	0
3	Process designed by participants	3	5	2	0
4	Clear rules of procedure	9	1	0	0
5	Effective process management (incl. process coordinator, staff)	7	3	0	0
6	Clear timetable	4	5	1	0
7	Clear process structure	5	4	1	0
8	Use of an independent facilitator / mediator	4	4	2	0
9	Participants have equal influence at the planning table	5	4	1	0
10	Participants have equal opportunity and resources	8	2	0	0
11	Stakeholder groups have a clear understanding of their own and other stakeholder interests	10	0	0	0
12	Accountability and openness of the process to the public	8	2	0	0
13	Access to high quality information	10	0	0	0
14	Process design that is flexible and adaptive	4	6	0	0
15	Commitment to a plan for implementation and monitoring	9	1	0	0
16	Final plan endorsed by all participants	4	4	2	0
17	The plan implementation process is adequately based in legislation	3	7	0	0
18	Legal and regulatory framework that supports plan implementation	6	4	0	0
19	Authority / jurisdiction of park staff / agency to implement plan objectives	5	5	0	0

Table A.2.4 Importance of Factors Contributing to Successful Process and Outcomes – Planners’ Responses

Importance of Factors - Planners		VI	I	SI	NI
1	Inclusive representation of all relevant stakeholders / interest groups	7	1	1	0
2	Commitment of stakeholders to the process because it is the best way of meeting objectives	5	3	1	0
3	Process designed by participants	2	2	2	0
34	Clear rules of procedure	6	2	1	0
5	Effective process management (incl. process coordinator, staff)	5	4	0	0
6	Clear timetable	4	4	1	0
7	Clear process structure	5	0	3	0
8	Use of an independent facilitator / mediator	0	0	4	5
9	Participants have equal influence at the planning table	4	1	2	1
10	Participants have equal opportunity and resources	2	2	4	1
11	Stakeholder groups have a clear understanding of their own and other stakeholder interests	6	3	0	0
12	Accountability and openness of the process to the public	5	4	0	0
13	Access to high quality information	4	4	1	0
14	Process design that is flexible and adaptive	3	4	2	0
15	Commitment to a plan for implementation and monitoring	7	1	1	0
16	Final plan endorsed by all participants	1	5	3	0
17	The plan implementation process is adequately based in legislation	3	4	0	2
18	Legal and regulatory framework that supports plan implementation	5	4	0	0
19	Authority / jurisdiction of park staff / agency to implement plan objectives	7	2	0	0

A.2.2 Answers to Open Questions – Combined results; Grouped by theme

Table A.2.5 Key Strengths of the Planning Process

<i>1. What are the key strengths of the management planning process?</i>	<i>Frequency</i>
Principled Negotiation, Relationships and Understanding	
Improves communication at all levels	1
Builds relationships between stakeholders and government staff	1
Forum for resolving conflict in an open manner	1
Stakeholders reach a common vision and goals	2
Government and stakeholders work together to identify and resolve broader issues	5

Stakeholder Representation and Accountability	
Commitment of Stakeholders to the Process and Implementation	2
Public Involvement in Process	4
Public Engagement	
Public education / awareness on management planning process and outcomes	2
Participation achieves public / stakeholder buy-in	4
Plan Outcomes / Final Agreement	
Creates a long-term plan	1
Potential to Reach Consensus Agreement	2
Resulting plan provides clear direction for PA management	2
Effective Process Management	
Provides structure and timelines	2
Flexibility in process allows for adaptability for individual PAs	3
Government Commitment and Accountability	
Government is accountable to the public	1
Better communications between government and public	3

Table A.6 Key Weaknesses of the Planning Process

2. What are the key weaknesses of the management planning process?	Frequency
Lack of Resources	14
Lack of resources for the planning process	5
Lack of resources for implementation	4
Lack of resources for the process and collecting info	4
Lack of funds for implementation	1
Process Management	8
Process led by planners; not consultative	2
Process is time consuming and requires on-going participation	2
No transparency with regards to public input	1
Consultants are not independent of planners	1
Poor leadership / process chairing	1
Unclear guidelines and objectives for participants	1
Government Commitment	6
No political commitment to the plan or its implementation	6
Policy Environment	4
Competing Legislation	1
red tape / bureaucracy	1
No common guidelines for plan development and implementation	1
Need for an over-arching system plan to lend direction	1
Stakeholder Representation and Equality	4
Unable to fully represent all interests	2
Lack of First Nation participation	1
Some parties feel they have less influence over the process	1
Plan Product / Final Agreement	3
Consensus may not be achieved	2
Lack of flexibility for unforeseen management issues	1
Political Interference	2
Political interference; some decisions are pre-made	1

2. What are the key weaknesses of the management planning process?	Frequency
Political influence directs the planning process	1
Information	1
Lack of technical information on management options	1
Other	1
Lack of continuity between local, regional and provincial staff	1

Table A.2.7 Suggested Changes to the Planning Process

3. The management planning process could be more effective by making the following changes:	Frequency
Process Management	12
Process leaders (planners, consultants) should be unbiased	3
Better process management (timelines, action items, note taking)	2
Guidelines for plan development	1
Involve First Nations in process (e.g. co-chairs)	1
Set out rules and objectives at beginning of process	2
Create a realistic timetable	1
Strong leadership to keep process on track	1
Better refreshments at meetings	1
Government Commitment and Accountability	7
More transparency with public input and decision-making	1
Legislative commitment to management plans	1
Political commitment to protection of Protected Areas	1
Initiate and fund MP process as soon as a PA is designated	1
More effective communications with the public	1
More involvement from other Ministry staff	1
More integration with management of surrounding lands	1
Resources / Equality	6
Reimbursement / stipend for stakeholders' travel	2
Reimbursement / stipend for stakeholders' time	1
Increase resources for process	3
Public Involvement	3
Increased public involvement in decision-making	2
More meaningful public input	1
Information / Data	3
Obtain better information or resource the collection of new info	2
More technical information	1
Plan Product / Output	2
Provide enough direction for field staff to implement plan	1
Include primary, secondary and tertiary "role statements" in plans	1
Policy Environment	2
Ensure flexibility in planning policy to tailor to each circumstance	1
Ensure that environmental values are paramount	1
Political Interference	1
Not allow political interference in public plans	1

Table A.2.8 Key Factors that Facilitate Implementation

<i>4. Overall, what are the key aspects of the planning process that facilitate successful plan implementation?</i>	<i>Frequency</i>
Implementation Framework	6
Clear Framework for Implementation	2
Reporting procedures for follow-up and resolving issues that arise	1
Appropriate time table	1
Clear guidelines	1
Realistic Implementation plans	1
Stakeholder Commitment	4
Buy in by all participants	3
Stakeholder support	1
Resources	4
Budget for implementation	1
Adequate funding and resources	3
Government Support	4
Government support and follow through on Implementation and Monitoring	2
Government commitment to implementation	2
Knowledge and Understanding	3
Implementing staff have a clear understanding of the issues	1
Understanding of legislation, mandates and government objectives	1
Common understanding of park resources	1
Principled Negotiation and Respect	3
Respect for all stakeholders' input	2
Developing common goals and interests	1
Process	3
Efficient planning process / enough time to address all issues	2
Good organizational skills by process leaders	1
Plan Product	2
Clear objectives with appropriate indicators for monitoring	1
Clear strategies	1
Information	2
Having adequate information / maps	2
Other	2
Less bureaucracy	1
Adequately trained staff	1

Table A.2.9 Key Factors that Impede Implementation

<i>5. Overall, what are the key aspects of the planning process that are impeding plan implementation?</i>	<i>Frequency</i>
Lack of Resources	20
Lack of staff and budget resources	6
Lack of resources for stakeholder participation	1
Lack of funding / resources	8
Lack of staff resources	5

5. Overall, what are the key aspects of the planning process that are impeding plan implementation?	Frequency
Implementation Framework	5
Inadequate public feedback / reporting out	2
Inadequate monitoring	1
Lack of framework for public involvement in monitoring	1
Timing - some stakeholders may not be able to deal with some issues	1
Stakeholder Involvement and Support	3
Lack of First Nations involvement / empowerment	1
Lack of defined roles for stakeholders / public in I & M	1
Lack of on-going involvement from stakeholders and First Nations	1
Lack of public buy-in	1
Government Commitment	2
Lack of government support	1
Staff commitment	1
Other	2
Bureaucracy	1
Political interference	1

Table A.2.10 Suggested Changes to Facilitate Implementation

6. What changes could be made to facilitate management plan implementation?	Frequency
Resources	16
More resources for staff, \$, info, reporting	6
More resources for stakeholder participation	1
Increase Funding and resources (incl. data collection and implementation activities)	9
Government Commitment	2
Commitment from Senior Ministry staff to implement plan	2
Public Engagement	2
Need public and stakeholder buy-in	1
Need public and stakeholder involvement in implementation activities	1
Plan Product / Agreement	1
Need to identify high priority activities for implementation	1
Other	1
Need to complete more management plans	1

Table A.2.11 Successful Elements of Past Processes

7. Did any management plans you have been involved with work particularly well? If so, please describe those successful elements:	Frequency
Principled Negotiation and Respect	
Government listened to / incorporated the public in decision-making	2
Good / consistent communication with the public	1
Meaningful participant involvement	2
Respect and understanding for participants points of view	1
Participants involved in building options	1
Participants meaningfully involved in decision-making	1
Buy-in / support for decisions	1

7. Did any management plans you have been involved with work particularly well? If so, please describe those successful elements:	Frequency
Stakeholder Representation and Accountability	
Stakeholder / participants' commitment	3
Leadership and participation by First Nations	2
Broad cross-sector representation	1
Process Management and Framework	
Provided clear process framework	1
Good facilitation	2
Well organized process	1
Appropriate venue	1
Not too long a process	1
Information	
Good information, stakeholders educated	2
Relationships and Understanding	
Achieving a common vision led to drive to implement by participants	2
Government Direction	
Clear government direction	1
Plan product / Agreement	
Plan document provides clear direction	1

A.2.3 Answers to Closed Questions – Role of Protected Areas

A.2.12 Participant Survey Results - Stakeholders

Answers to closed questions – number of responses

VI = Very Important

I = Important

SI = Somewhat Important

NI = Not Important

In your opinion, state the importance of the following protected area roles.

Role of Protected Areas - Stakeholders		VI	I	SI	NI
1	Conservation of representative ecosystems	9	1	0	0
2	Conservation of flora and fauna populations	8	2	0	0
3	Conservation of threatened and endangered species	7	2	0	0
4	Conservation of special features	7	3	0	0
5	Conservation of First Nation cultural heritage values	3	3	3	1
6	Conservation of non-FN cultural heritage values	2	3	4	1
7	Low impact recreation opportunities in a natural setting	7	2	1	0
8	Motorized recreation opportunities in a natural setting	0	1	3	6
9	Recreation opportunities in a developed setting	0	1	3	6
10	Availability of campgrounds and day-use areas near travel corridors	0	3	1	6

Role of Protected Areas - Stakeholders		VI	I	SI	NI
11	Holiday destinations	1	4	2	3
12	Access to local outdoor recreation opportunities for locals	6	3	1	0
13	Educational and interpretive values	7	3	0	0
14	Research opportunities	5	4	1	0
15	Tourism opportunities in parks	2	2	2	4
16	Tourism opportunities adjacent to parks (i.e. gateway communities, hotels, etc)	2	5	3	0
17	Non First Nations hunting	1	2	1	5
18	Non First Nations fishing	1	4	1	4
19	Non First Nations trapping	0	4	1	5
20	Range use and grazing	1	2	1	6
21	First Nations hunting, fishing, trapping and wildcraft	2	2	4	2

A.2.13 Participant Survey Results - Stakeholders

Answers to closed questions – number of responses

VI = Very Important

I = Important

SI = Somewhat Important

NI = Not Important

In your opinion, state the importance of the following protected area roles.

Role of Protected Areas – Planners		VI	I	SI	NI
1	Conservation of representative ecosystems	8	0	0	0
2	Conservation of flora and fauna populations	6	2	0	0
3	Conservation of threatened and endangered species	6	2	0	0
4	Conservation of special features	3	4	1	0
5	Conservation of First Nation cultural heritage values	3	4	0	1
6	Conservation of non-FN cultural heritage values	3	3	2	0
7	Low impact recreation opportunities in a natural setting	6	2	0	0
8	Motorized recreation opportunities in a natural setting	1	1	2	4
9	Recreation opportunities in a developed setting	1	3	2	2
10	Availability of campgrounds and day-use areas near travel corridors	3	3	2	0
11	Holiday destinations	4	2	2	0
12	Access to local outdoor recreation opportunities for locals	4	3	1	0
13	Educational and interpretive values	6	2	0	0
14	Research opportunities	2	2	3	1

Role of Protected Areas – Planners		VI	I	SI	NI
15	Tourism opportunities in parks	1	5	1	1
16	Tourism opportunities adjacent to parks (i.e. gateway communities, hotels, etc)	4	3	0	1
17	Non First Nations hunting	3	1	3	1
18	Non First Nations fishing	3	1	3	1
19	Non First Nations trapping	2	0	2	4
20	Range use and grazing	0	0	4	4
21	First Nations hunting, fishing, trapping and wildcraft	4	3	0	1

A.2.4 Responding Organizations and Geographical Distribution

Affiliation	Geographic Area of Management Plan Participation
BC Mountaineering Club	Lower mainland , Sea to Sky
Canadian Parks and Wilderness Society	Stikine, Cariboo-Chilcotin, Rockies (Kakwa), Sea to Sky, Vancouver Island
BC Snowmobile Federation	Okanagan, Shuswap
Guide Outfitters	Throughout BC
Sierra Club	Kalum (Skeena region)
Outdoor Recreation Council	Throughout BC
BC Wildlife Federation	Stikine, Okanagan, Rockies (Kakwa)
BC Cattlemen's Association	Okanagan, Shuswap
Association of Canadian Mountain Guides	unknown
Backcountry Horsemen of BC	Okanagan, Shuswap, South Chilcotin, Lower Mainland
BC Parks Planners	Vancouver Island, Sea to Sky, Cariboo – Chilcotin, Vancouver Island, Lower Mainland, Skeena (Northwest BC), Thompson, Okanagan

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