

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

by

Rebekah Edwards-Craig

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Approval

Name: **Rebekah Edwards**

Abstract

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

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

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Table of Contents

Approval	ii
Abstract	iii
Dedication	iv
Acknowledgements	v
Table of Contents	vi
List of Tables	ix
List of Figures	ix
List of Acronyms	xi
Chapter 1: Introduction	1
1.1 Research Purpose and Objectives	1
1.2 Study Context and Significance	1
1.3 Study Method	4
1.4 Scope and Research Questions	5
1.5 Report Organization	6
Chapter 2: Implementation of Public Land use Policy	7
2.1 Conflict Management	8
2.2 Alternative Dispute Resolution	9
2.3 Shared decision making	11
2.4 SDM as a Tool in Successful Implementation	13
2.5 Implementation	13
2.6 Models of Policy Development	14
2.6.1 Top-down policy process	14
2.6.2 Bottom-up model policy process	17
2.6.3 The Communications Model	18
2.7 Evaluating Policy Implementation	20
2.8 Policy Implementation Theories	21
2.8.1 First Generation Research	22
2.8.2 Second Generation Research	23
2.9 Policy Evaluation Criteria	24
2.9.1 Framework for Evaluating Policy Implementation	24
2.10 Implementation through Collaborative Planning	27
2.11 Implementation Evaluation Criteria Specific to Tourism Sector	27

2.12	Inequities in Land Use Planning in BC	29
2.12.1	Background and Context	29
2.13	Changing Perceptions of the Tourism Industry	31
2.13.1	Response to Changes in the Social Construction of the Environment	31
2.14	Tourism in BC	32
2.15	Land use and Backcountry Tourism and Outdoor Recreation	35
2.15.1	Tourism and Outdoor Recreations Land Use Needs	35
2.15.2	Backcountry Tourism and outdoor Recreation's Land Use Planning Needs	38
2.16	Tourism in Crown land planning in British Columbia	39
2.17	Tourism in LRMP Planning	44
2.17.1	Participants	45
2.17.2	Government	46
2.17.3	LRMP Planning Products	47
2.17.4	Land Use Zones	50
2.17.5	Backcountry Tourism and Outdoor Recreation in LRMPs to date	51
2.18	From Planning to Action: Implementation	53
2.18.1	Implementation and Effectiveness Monitoring Systems	55
2.19	Summary	59
Chapter 3: Methods		62
3.1	Research Questions and Case Study Selection	62
3.1.1	LRMP Participant Survey	62
3.1.2	KLRMP Implementation Participant Survey	64
3.2	Study Assumptions	65
3.3	Study Limitations	65

Chapter 4: Study Limitations and Evaluation (6.2632 TD (30111).25 21f.76.0712 7f1 (Methods) d
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Chapter 5: Management Implications	86
5.1 SDM in the Provincial LRMP Process	86
5.1.1 SDM Process Criteria	86
5.1.2 SDM Outcome Criteria	88
5.1.3 Summary and recommendations	90
5.2 SDM in the KLRMP Implementation Process	90
5.2.1 Facilitation of implementation through SDM mechanisms	91
5.2.2 Summary and recommendations	93
 Chapter 6: Conclusions	 95
6.1 Summary of Major Findings	95
6.2 Weakness of the study	97
6.3 Recommendations for further study	97
 References	 99
Appendix 1: General Principles of Alternative Dispute Resolution	104

List of Tables

Table 2.1:	SDM Process Mechanisms.....	12
Table 2.2:	Summary of major influences in three models of policy development.....	20
Table 2.3:	Tractability of the policy issue	25
Table 2.4:	Structuring implementation.....	26
Table 2.5:	External influences affecting implementation	26
Table 2.6:	SDM in LRMP implementation.....	28
Table 2.7:	LRMP implementation from the perspective of the tourism/recreation sectors	29
Table 2.8:	Tourism characteristics by category	37
Table 2.9:	Backcountry tourism and outdoor recreations land use needs	38
Table 2.10:	Participants in the LRMP process	46
Table 2.11:	Government roles and responsibilities	47
Table 2.12:	LRMP process steps and products.....	48
Table 2.13:	Percentage change in protected area zones and SMZs	52
Table 2.14:	Implementation roles and responsibilities	54
Table 2.15:	Incidence of tourism/recreation general management objectives by LRMP	56
Table 2.16:	Key issues in implementation	60
Table 4.1:	Tourism/Recreation Sectors' Participation in LRMPs	69
Table 4.2:	Effectiveness of LRMP Process Tools and Organization.....	71
Table 4.3:	Inclusive Representation and Respect for Stakeholders in LRMP	73
Table 4.4:	Commitment to Implementation	74
Table 4.5:	Process Outcome Criteria	76
Table 4.6:	Collaborative Processes (SDM) in General	78
Table 4.7:	Tractability of the Problems to be addressed	81
Table 4.8:	Structuring of the Implementation Process.....	82
Table 4.9:	External and Political Factors	83
Table 4.10:	Stakeholder Participation.....	84
Table 4.11:	The Collaborative Process.....	84
Table 4.12:	Overall Success of KLRMP	85
Table 6.1:	Summary of Conclusions.....	96

List of Figures

Figure 2.1:

List of Acronyms

ADR	Alternate Dispute Resolution
BC	British Columbia
BCAL	BC Assets and Lands Corporation
CORE	Commission on Resources and Environment
COTA	Council of Tourism Association of BC
FPA	Forest Practices Act
FPC	Forest Practices Code
KLRMP	Kamloops Land and Resource Management Plan
IMC	Inter-agency Management Committee
IRPC	Integrated Resource Planning Committee
ITP	Inter-agency Planning Team
LRMP	Land and Resource Management Plan

Chapter 1: Introduction

1.1 Research Purpose and Objectives

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

1.2 Study Context and Significance

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

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

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

SDM approaches

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

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

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

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

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

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

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

1.3 Study Method

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

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

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

Phase 2: The second phase of research uses the data from Albert's (2002) survey of

The research questions underlying the analyses in this study are:

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

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

1.5 Report Organization

Chapter 2 provides a review of four general areas of literature that are relevant to this study: shared decision making as an alternative to dispute resolution, policy implementation theory, land planning in British Columbia (BC), and backcountry tourism and outdoor recreation in land planning in BC. Chapter 3 discusses the methods initially utilized to collect the data in Frame's (2002) and Albert's (2002) surveys, and the method of analysis employed to analyze the data.

Chapter 2: Implementation of Public Land use Policy

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

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

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

2.1 Conflict Management

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

- The issues are typically complex and broad in s

and discontent surrounding environmental and land use issues is an evolving body of research seeking successful alternatives to traditional unilateral planning approaches

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

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

- A limited number of interests and individuals to represent them;
- Well defined issues ready for decision;
- Issues that can be resolved without compromising fundamental tenets or values of participants;
-

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

2.3 Shared decision making

Table 2.1: SDM Process Mechanisms

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

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

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

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

2.6 Models of Policy Development

2.61 *Top-down policy process*

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

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

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

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

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

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

(Source: adapted from Hill 1997:131.)

2.6.2 Bottom-up model policy process

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

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

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

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

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

This allows for an evaluation of the elements that the top-down theorists have argued

This allows for an evaluation of the elements that the top-down theorists have argued

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

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

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

2.7 Evaluating Policy Implementation

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

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

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

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

2.8 Policy Implementation Theories

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

The understanding of policy implementation by these researchers is based on the perception of a traditional state controlled policy development process (Hill, 1997). In their approach, politically motivated decision-makers consider the suitability of policy options and make decision based on how they perceive the problem and best-fit solution (Nakamura and Smallwood, 1980). They provide goals and objectives for the policy outputs and hand down directives to lower level bureaucratic personnel who are perceived as automatons -

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

2.8.1 First Generation Research

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

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

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

2.8.2 *Second Generation Research*

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

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

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

2.9 Policy Evaluation Criteria

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

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

2.9.1 Framework for Evaluating Policy Implementation

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

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

1. Tractability of the policy issues

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

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

Table 2.3: Tractability of the policy issue

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

Source: Mazmanian and Sabatier, 1989

2.

2.10 Implementation through Collaborative Planning

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

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

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

2.11 Implementation Evaluation Criteria Specific to Tourism Sector

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

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

Table 2.6: SDM in LRMP implementation

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

Source: Frame, 2002

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

Implementation Evaluation Criteria Specific to Tourism Sector

- clear tourism objectives and language

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

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

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

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

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

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

(Source: MOF, 1996)

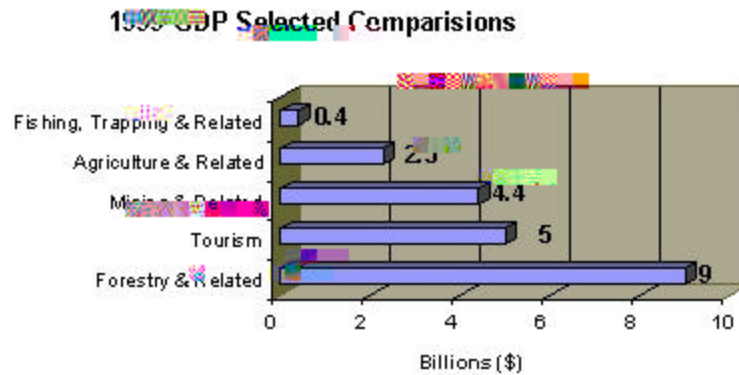
The inequities in government representation in land use planning in BC have been manifest in insecurities over land use access and stymied opportunities for economic development by the backcountry tourism and outdoor recreation industry (Williams, et al., 1998a; Reed & Gill, 1997). These inequities,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

2.13 Changing Perceptions of the Tourism Industry

The tourism industry has traditionally been viewed as a service based industry that has had little need for involvement in land allocation or indeed, natural resource use (Williams, et. al., 1998b). In the last decade, this perception has undergone a fundamental shift that can be understood by an analysis of two interconnected influences.

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

Figure 2.1: Comparison of selected resource dependent GDPs in BC



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

In 1999, the tourism GDP was \$5 billion

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

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

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

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

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

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

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

Shiner's comment illuminates a fundamental issue that has hindered the backcountry tourism and outdoor recreation sectors' efforts to be counted as a major economic contributor, that of the difficulty in assigning a dollar value from the industry's use of

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

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

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

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

Table 2.8: Tourism characteristics by category

Variable	Recreational Characteristics
----------	------------------------------

Table 2.9: Backcountry tourism and outdoor recreations land use needs

E

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

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

2.16 Tourism in Crown land planning in British Columbia

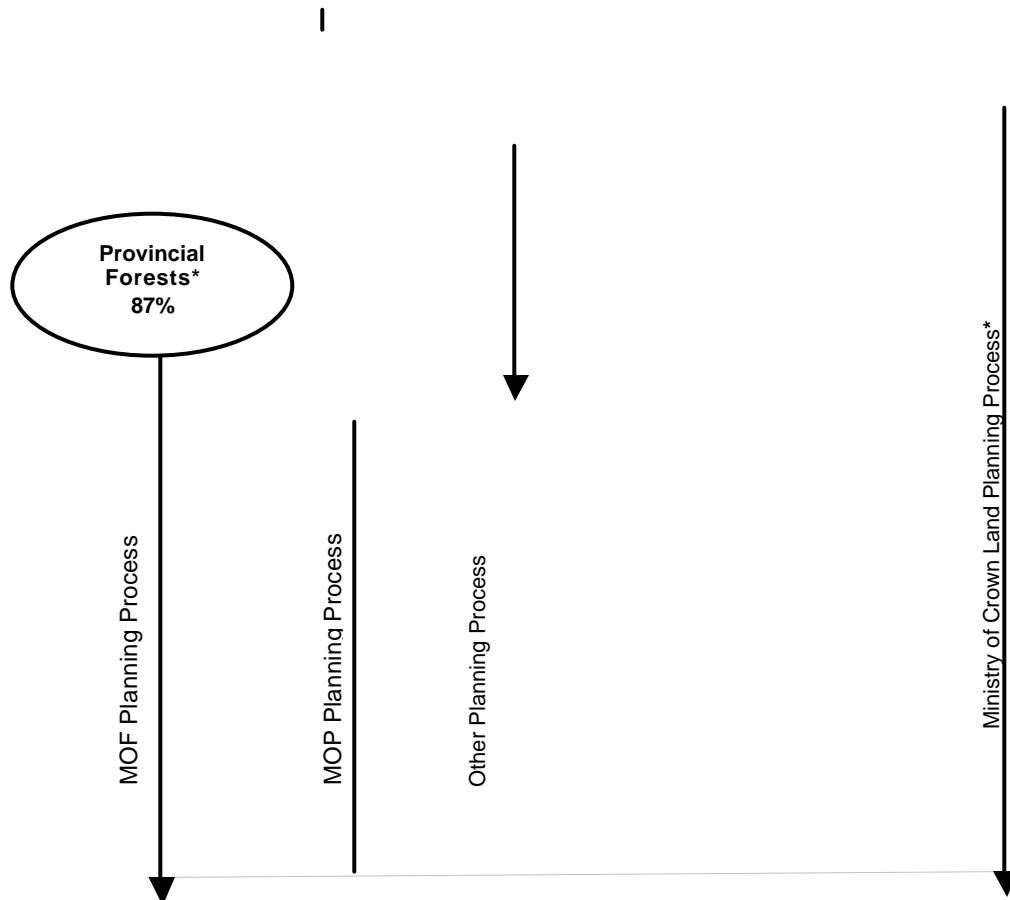
The administrative and legislative authority for the planning and allocation of land and land uses of the publicly held land in BC has traditionally been the domain of the Ministry of Forest (MOF). It operates under the management guidelines and legislative jurisdiction of the Ministry of Forest Act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

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

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

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

Figure 2.2: Crown planning process



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

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

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

In 1992, the provincial government had developed a land use planning strategy by means of response to the conflicts that dotted beautiful BC. The Commission on Resources and Environment (CORE) was mandated to develop a provincial strategy "by working with government and the public to define broad principles and goals for social, economic and environmental sustainability to guide all planning." (Brown, 1996:viii). The

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

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

(CORE, 1995, cited in Brown, 1996)

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

CORE was also responsible for the application of these planning strategies during the development of land use plans for three highly contended regions of the province:

Vancouver E:anningcTj cv3 Tc 0.2694 8j T* ri -0.4277 T d use plans for three highly contended regions of th

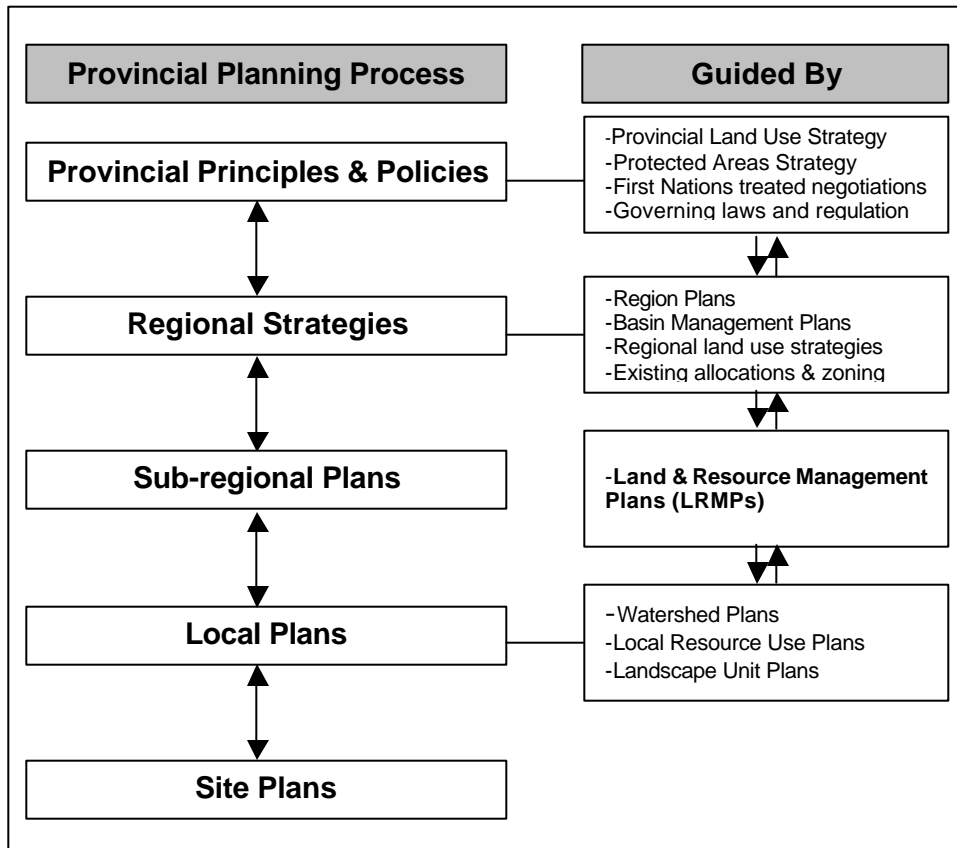
to jointly seek an outcome that accommodates rather than compromises the interests of all concerned. (CORE. 1992)

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

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

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

Figure 2.3: LRMP in the provincial land use framework



Source: Adapted from MRSM, 2002a

2.17.1 Participants

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

Table 2.10 Participants in the LRMP process

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

Source: Adapted from MRSM, 2002a

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

2.17.2 Government

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

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

Table 2.11: Government roles and responsibilities

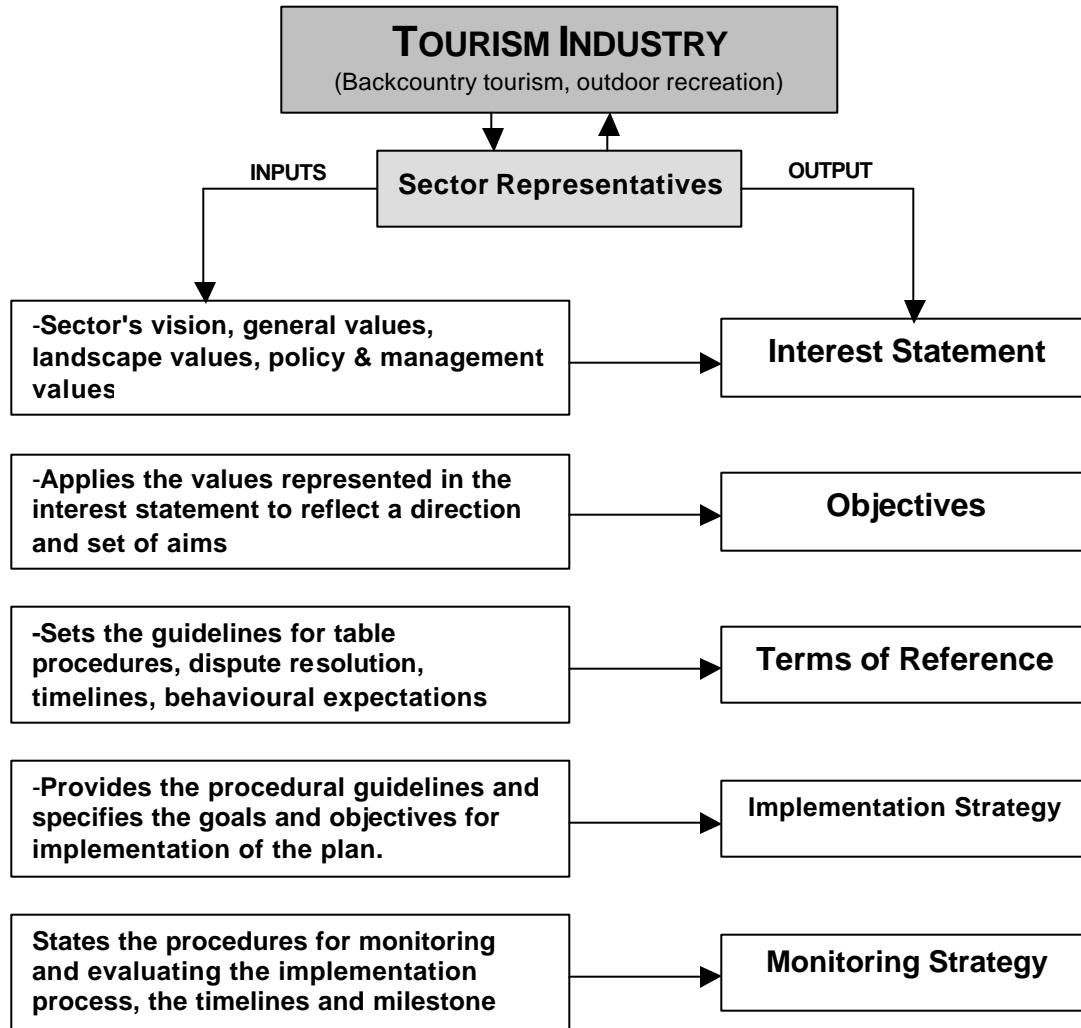
- **Interagency management committees**, at the regional level, determine the LRMP boundaries, project priorities and funding. Boundaries and priorities may be guided by regional plans. These committees appoint an interagency planning team, approve the terms of reference for the plan, review and make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

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

Table 2.12:

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

Figure 2.4: Tourism in the LRMP planning process



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

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

2.17.4 Land Use Zones

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

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

LRMP Protected Area Zone

Integrated Resource Management Zones

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

2.17.5 Backcountry Tourism and Outdoor Recreation in LRMPs to date

The LRMP process has been systematically applied in most areas of BC and is in various stages of completion for more than 80% of the province. In each one of these regions, LRMPs tourism values including those of the backcountry tourism and outdoor recreation vaspecial306 Ts toueof the backcourism and oTw (LRM(LUCO (ope0ment (MRStion sectors) Tj 37-20.25 T3

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

Table 2.13: Percentage change in protected area zones and SMZs

LRMP	% BEFORE LRMP		% AFTER LRMP	
	Protected Areas	Special Management Zones	Protected Areas	Special Management Zones
Kamloops	N/A	N/A	N/A	N/A
OK/Shuswap	2.9	N/A	7.9	N/A
Dawson Creek	6.8	12.9	6.8	14.3
Ft. St. John	N/A	N/A	4	13
Mackenzie	3.44	N/A	13.9	39

Ft. Nelson

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

2.18 From Planning to Action: Implementation

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

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

Table 2.14: Implementation roles and responsibilities

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

Source: MRSM, 2002a: 13-14

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

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

2.18.1 Implementation and Effectiveness Monitoring Systems

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

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

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

Management Objective:	LRMP														
	Kamloops	OK/Shuswap	Dawson Creek	Ft. St. John	Mackenzie	Ft. Nelson	Robson Valley	Prince George	Vanderhoof	Lakes	Bulkley	Kispiox	Kalum	Cassier/Stikine	Ft. St. James
Visual Quality: Maintain viewsapes in recreation and tourism areas to a standard that does not detract from the recreational enjoyment of users.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Access: Provide easily accessible tourism and recreation opportunities. Maintain a level of access that meets the objectives of each Recreation and Tourism RMZ.	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Diversity of Wilderness Experience: Maintain or enhance opportunities for a diverse range of tourism and/ or recreational values and uses across biophysical settings.	Y	Y	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y	Y
Tourism Experience Quality: Maintain the natural character of the area, and provide opportunities for recreation / tourism in a backcountry / wilderness setting	Y	Y		Y	Y	Y	Y				Y	Y			Y
Wildlife and Fish: Protect forestland resources to maintain habitat of animal species and aesthetic quality of environment			Y	Y		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y

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

There are six steps under the implementation monitoring system:

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

(Source: Adapted from MRSM, 2002e)

The monitoring system provides a framework for the procedural components of the implementation process. The effectiveness monitoring provides the framework to

determine if the goals and objectives

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

(Source: Adapted from MRSM, 2002e)

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

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

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

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

(Source:BC LUCO, 2000:2)

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

2.19 Summary

Table 2.16: Key issues in implementation

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

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

Chapter 3: Methods

3.1 Research Questions and Case Study Selection

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

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

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

3.1.1 LRMP Participant Survey

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

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

3.1.2 KLRMP Implementation Participant Survey

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

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

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

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

(See Appendix 3 for Albert's complete survey)

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

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

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

Chapter 4: Results and Analysis

4.1 Introduction

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

4.2 Section 1: Provincial LRMP Survey

4.2.1 *Tourism Representatives Perspectives on LRMP Process*

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

4.2.2 Process Criteria

Backcountry Tourism and Outdoor Recreation Process Participation

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

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

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

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

Table 4.1: Tourism/Recreation Sectors' Participation in LRMPs

Statement	Mean Response*		t	Sig.
	Tourism/ Recreation	Other		
<i>I had or received sufficient funding to participate effectively.</i>	2.19 (31)	2.72 (188)	-2.387	0.01785
My participation made a difference in the outcomes of the LRMP process.	3.26 (38)	2.99 (215)	1.672	0.09586
I was involved in the design of the LRMP process (i.e. ground rules, roles, procedures).	3.22 (32)	2.98 (179)	1.169	0.24388
I was fully committed to making the process work.	3.74 (39)	3.63 (214)	1.142	0.25452
The organization/sector/group I represented provided me with clear direction throughout the process.	2.97 (32)	2.76 (190)	1.136	0.25715
I had or received sufficient training to participate effectively.	2.69 (35)	2.84 (205)	-0.875	0.38245
The process helped to ensure I was accountable to the constituency I was representing.	2.69 (32)	2.59 (181)	0.568	0.57091
I became involved in the process because I/my organization felt it was the best way to achieve our goals/ with respect to land use planning.	3.43 (37)	3.36 (215)	0.538	0.59107 0.538

Process Organization:

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

Table 4.2: Effectiveness of LRMP Process Tools and Organization



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

Stakeholder Inclusion and Respect in the LRMP Process

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

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

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

Table 4.3: Inclusive Representation and Respect for Stakeholders in LRMP

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

§ Means responses based on a scale ranging from 1 = strongly disagree to 4=strongly agree.

§ The numbers in brackets denote the total number of respondents for that statement.

Commitment to Implementation

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

Table 4.4: Commitment to Implementation

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

§ Means responses based on a scale ranging from 1 = strongly disagree to 4=strongly agree.

§ The numbers in brackets denote the total number of respondents for that statement.

3.2.3 Outcome Criteria

Backcountry Tourism and Outdoor Recreation Process Outcomes

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

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

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

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

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

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

4.5: Process Outcome Criteria

Statement	Mean Response*		t	Sig.
	Tourism/ Recreation	Other		

4.2.4 Collaborative Process in General

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

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

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

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

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

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

Table 4.6: Collaborative Processes (SDM) in General

Statement	Mean Response*		t	Sig.
	Tourism/ Recreation	Other		
<i>Consensus requirement</i>	3.47 (38)	3.04 (212)	2.610	0.00959
<i>Participants having equal opportunity & resources (skills, resources, money, support)</i>	3.59 (39)	3.18 (217)	2.588	0.01021
<i>Use of an independent facilitator or mediator</i>	3.56 (36)	3.17 (211)	2.172	0.03085
<i>Commitment of stakeholders to the process because it was the best way of meeting objectives</i>	3.72 (39)	3.47 (217)	2.030	0.04337
Mutual respect and trust in the negotiation process	3.82 (39)	3.61 (217)	1.859	0.06421
Accountability of representatives to their constituencies	3.66 (38)	3.44 (210)	1.663	0.09755
Process designed by participants	3.18 (39)	2.90 (215)	1.616	0.10733
Commitment to a plan for implementation & monitoring	3.74 (38)	3.57 (218)	1.517	0.13049

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

4.3 Section 2: KLRMP Case Study

4.3.1 KLRMP Tourism Representatives Perspectives on Implementation

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

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

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

4.3.2 Key Factors Influencing KLRMP Implementation

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

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

Tractability of the Problems to be addressed in KLRMP Implementation

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

Diversity of Stakeholders and Extent of Behavioural Change required:

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

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

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

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

Table 4.9:

Table 4.10: Stakeholder Participation

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

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

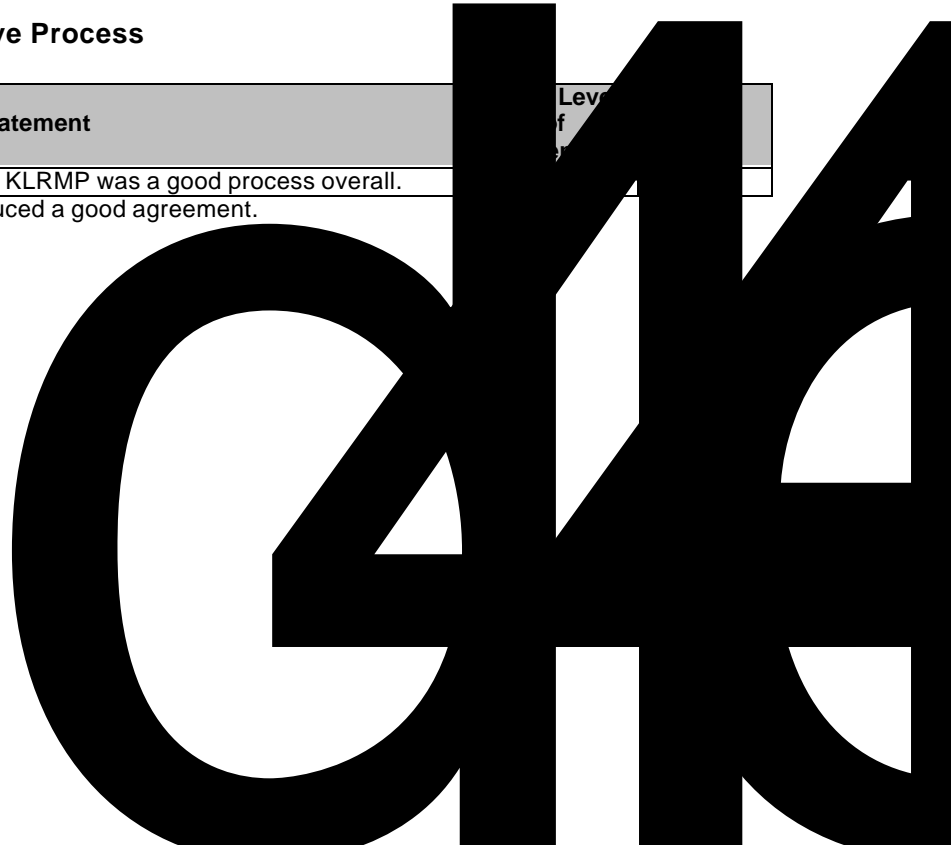
There was a quite strong level of agreement among these respondents that stakeholder participation was helping to facilitate successful implementation of the KLRMP.

Influence of the Collaborative Planning Process on KLRMP Implementation

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

Table 4.11: The Collaborative Process

Statement	Level of Agreement
The planning process that led to the KLRMP was a good process overall.	
The KLRMP planning process produced a good agreement.	



4.4.2 Overall Success of the KLRMP

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

Table 4.12: Overall Success of KLRMP

Statement	Mean Level of Success	Rank
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In terms of meeting the goals of the sector or organization that you represent?

4.009 0.75779Fte 495 487.5 | 544.Tc

0.75779Fte 495 46Tf5833 .Tc -0.252 Tw 6wr

Chapter 5: Management Implications

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

Negotiation, Leadership and Resources in LRMPs

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

Additionally, the lack of resource support for the tourism/recreation stakeholders perpetuates the concerns about power imbalances at LRMP planning tables. Equalizing

Political and Policy Support for Tourism/Recreation Stakeholders in LRMPs

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

Overall success of Tourism/Recreation Stakeholders involvement in LRMPs

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

5.1.2 *SDM Outcome Criteria*

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

Development of ongoing relationships, new organizations and conflict resolution

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

Development of new skills, commitment to implementation and conflict reduction

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

Overall success of outcomes

The tourism/recreation sectors recognized and acknowledged the importance of developing consensus based land-use plans. They also indicated SDM approaches provided the best way of achiev

The second objective of this study was to assess the role of SDM in facilitating the

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

Overall success of the KLRMP implementation process

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

5.2.2 Summary and recommendations

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

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

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

- ***Recommendation 1: Ensure the updated and continued provision of backcountry tourism and outdoor recreation data on social, economic and environmental data.***
The provision of this data wi

Chapter 6: Conclusions

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

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

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

6.1 Summary of Major Findings

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

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

Table 6.1: Summary of Conclusions

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

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

6.2 Weakness of the study

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

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

6.3 Recommendations for further study

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

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

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Wagne282,

Appendix 1: General Principles of Alternative Dispute Resolution

- LRMP is guided by provincial policies and approved regional plans. The LRMP process is used to implement these plans and policies at the sub-regional level.
- Land and Resource Management Plans provide direction for more detailed resource planning by government agencies and the private sector, and provide a context for local government planning.
- LRMP can proceed in the absence of regional planning just as local planning can proceed in the absence of LRMP.
- AR resource values are considered in the LRMP process to ensure that land use and resource management decisions are based on a comprehensive assessment of resource values.
- Public participation is required in each LRMP. The public, aboriginal groups and government agencies negotiate an agreement on the objectives and methods of public participation at the outset of each LRMP project.
- Aboriginal people are encouraged to actively and directly participate in LRMP to ensure that decisions are sensitive to their interests. The LRMP process is consistent with the recognition of aboriginal title and the inherent right of aboriginal people to self-government. LRMP occurs without prejudice to treaty negotiations.
- LRMP is based on resource sustainability and integrated resource management (see *Appendix 1, Sustainability and Integrated Management in Land and Resource Management Planning*, page 18). Land use and resource management recommendations must be within the environmental capacity of the land to sustain use.
- The objective is consensus on decisions and recommendations in LRMP. A definition of consensus is one of the first decisions required in an LRMP project
- LRMP projects are prepared within the constraints of available information, funding and participants time. These parameters must be considered in the initial design of each project and in the negotiated agreement on public participation methods.
- The goal of the LRMP process is to present to Cabinet ministers designated by the Cabinet Committee on Sustainable Development (Energy, Mines and Petroleum Resources; Environment, Lands and Parks; and, Forests) a recommended consensus agreement including a description of any scenarios considered. If a consensus agreement is not possible, decision makers must be presented with options for land and resource management.
- Land and Resource Management Plans will be prepared for any Crown lands. The target is to complete the first pass of LRMPs for British Columbia by 2002.
- Land and Resource Management Plans will be reviewed and revised regularly when major issues arise.
- LRMP projects will be scheduled and ranked for each region by the regional Interagency Management Committee (IAMC) or as specified in an approved regional plan. Priorities should be established based on consultation with other government agencies and with affected public groups. Proposals for plan initiation should be directed to the appropriate IAMC.

Source: MRSB, 2002a

**Appendix 2:
LRMP Participant Survey**

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

PART B: THE PROCESS IN GENERAL

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

To what extent do you agree or disagree with each of the following statements about the LRMP Process you participated in?

	strongly agree	some-what agree	some-what disagree	strongly disagree	not applicable
26. The agency responsible for managing the LRMP process acted in a neutral and unbiased manner.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
27.					

To what extent do you agree or disagree with each of the following statements about the outcomes

Based on your experience of having participated in a consensus based shared decision-making process, how important is each of the following factors in

Appendix 3: KLRMP Implementation Survey

Questionnaire

Part 1: Respondent background information

1. Your name _____

2.

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

Socio-economic and political conditions

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

Stakeholder Participation

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

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

The Collaborative Process

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

Comments:

Part 4: Factors contributing to successful land use plan implementation

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

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

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

Complexity of the Problems to be Addressed

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

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

Comments:
