PLACE-BASED PLANNING FOR RESILIENCE:

EVALUATING THE CALLAGHAN VALLEY OLYMPIC INITIATIVE

by

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THE REQUIREMENTS FOR THE DEGREE OF

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ABSTRACT

Planning involves changing places, and the process used for planning will determine whether these changes connect with the sense of place established for an area. This was the case in the creation of the Whistler Olympic Park, a venue for the Vancouver 2010 Winter Games. This research evaluates the planning process for the venue using a theoretical framework. The theoretical process aims towards resilience, characterized as the ability for multiple stakeholders to come together in times of crisis to flexibly co-manage change. The findings suggest the Olympic process largely followed the theoretical one. However, there were some evident deviations such as a lack of

DEDICATION

Mom:

For your consistent support. For your undying patience.
For your encouragement, which helped me make it this far.

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ABBREVIATIONS

AWARE	Association of Whistler Area Residents for the Environment
BCEAA	British Columbia Environmental Assessment Act
BCEAO	British Columbia Environmental Assessment Office
CATS	Complex adaptive tourism systems
CEAA	Canadian Environmental Assessment Act / Canadian Environmental Assessment Agency
CHLRPP	Cultural Heritage Land and Resource Protection Plan
COC	Canadian Olympic Committee
CVMP	Callaghan Valley Master Plan
EA	Environmental assessment
EAO	Environmental Assessment Office
IOC	International Olympic Committee
MOE	Ministry of Environment (BC)
RMOW	Resort Municipality of Whistler
TUS	Traditional Use Study
VANOC	Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games
WNCV	Whistler Nordic Competition Venue

CHAPTER 1: INTRODUCTION

Planners can play a significant role in creating, shaping and changing places. The planning processes they use help determine how well land use developments mesh with existing landscapes and their sense of place. At best, planning processes engage a wide range of participants whose perspectives contribute meaningfully to the creation of places. At worst, planning processes alienate these same people and create places with little attachment and meaning to stakeholders.

Planning for an Olympic Games is an especially challenging process with potentially significant ramifications for places. International mega-events such as the Olympics act as a catalyst for a wide range of land-use and infrastructure changes associated with venues development and assorted support facilities. All of these developments generate short and long term changes to hosting landscapes and places. This is particularly true in mountain tourism destinations where environments and cultures are particularly vulnerable to external forces. This is the case in Whistler, British Columbia, where a new Olympic venue, the Whistler Olympic Park, is an example of an external force shaping the place.

1.1 Research Significance and Questions

In this research, theories of place, dialogue, social-ecological systems and resilience are combined to inform a proposed place-based planning process designed to bring stakeholders together to create resilient places. This hypothetical planning process

is then used as a framework to assess and understand the planning process that shaped the development of the Whistler Olympic Park. Insights from this assessment are also used to consider the strengths and weaknesses of the theoretical framework.

The Whistler Olympic Park was planned to become a world class Nordic facility surrounded by sublime wilderness. Supporting Olympic literature highlights a vision imbued with place meanings and claims of sustainability derived from a collaborative process of stakeholder engagement. The intent has been to create a special and resilient place.

As a result of this context, this research attempts to answer the following question: What components of an idealized place-based planning process (one which has the greatest potential to result in a resilient place) were included in the Whistler Olympic Park planning process?

Three subcomponents of this question direct the investigation:

1. What are the key components of an idealized place-based planning process?

2. Which of these place-based planning components were included, or not suitably included in the Whistler Olympic Park planning process?

3. What are the implications of the presence or absence of these components for the resiliency of the place?

1.2 Research Approach

1.2.1 Literature Review

A review of the literature on place, dialogue, social-ecological systems and resilience articulates the foundation and frame for a theoretically-informed 'place-based planning process' that guides the investigation. The frame highlights the position that by explicitly identifying place meanings through well-managed dialogic processes, stakeholders can develop the types of mutual understanding and trust needed to create meaningful and more resilient places.

1.2.2 Case Study

Using the previously mentioned 'place-based resilience framework' as an assessment tool, the planning process used to shape the development of The Whistler Olympic Park is examined. The planning process is evaluated using two forms of input. The first is publically available documentation emanating from the Whistler Olympic Park planning process. The second, a set of key informant interviews with stakeholders involved in the planning process.

1.2.3 Report Structure

Following this introduction, chapter two reviews the theoretical literature relevant to this study and its research questions. The result is a place-based resilience planning process which provides a framework for evaluation of the case study. Chapter three outlines the research design for this study, including the rationale for the case study selection, the methods of data collection, data anm tl -0.166333(h)-017(d)-0.9564t0.621915(l)-12.5551(a)3.9

process, and chapter five discusses the implications of the study findings. The final

Chapter offers conclusions and provides recommendations for further research.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

This chapter is divided into four sections. The first three sections review the theory that informs the planning process created in the forth section. The first section (2.2) addresses the current understanding of place theory. Within the social sciences, including tourism, theories on place are becoming areas of increased interest for researchers (Hall, 1997). The goal of place-based planning is the attempt to understand all the nuances that intersect to create a sense of place in order to create/modify that place for a given purpose. In this section, different conceptions of place are discussed along with their implications for this research.

In the second section (2.3), the theory surrounding complex adaptive systems and resilience are outlined, especially as they relate to tourism contexts. Farrell and Twinning Ward (2004) suggest that resilience is especially important in tourism settings, which they argue constitute complex adaptive social-ecological systems. These ideas are elaborated upon in section two.

The third section (2.4) reviews the significance of place-based planning in the context of resilience and complex adaptive systems to this research. Resilience is established as the ultimate goal for the place-based planning process that follows in the final section.

This final section (2.5) details the step-by-step process which is used as the assessment framework to evaluate the planning that occurred for the Whistler Nordic Competition Venue. The first three sections discuss the theory of this planning process without actually detailing it. Operationalizing this framework so that managers may use it in real world scenarios needs to occur for the framework to be useful. This is the outcome of the final section.

2.2 Perceptions of Place

The complexity of place has led to a proliferation in theoretically focused literature. While all the theories maintain that place is inherently interdisciplinary, there
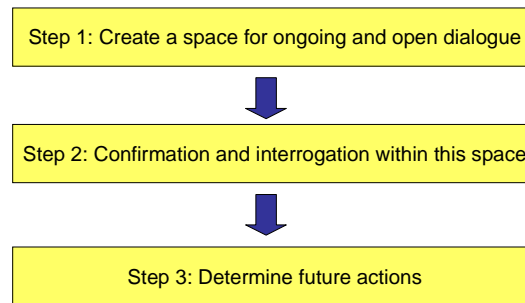
On the other end of the spectrum, place is theorized as a phenomenon that can only be experienced in its whole by an individual. According to Relph (1976, 3), "place is not just the 'where' of something; it is the location plus everything that occupies that location seen as an integrated and meaningful phenomenon". Elaboration on this theme comes from Tuan (1977) who suggests that place is a universal human phenomenon. As a phenomenon, place can only be taken as it is given and is often referred to as place experience. Breaking up place into its parts is ill advised because the experience of place is more than the sum of its parts. On this side of the spectrum, place is thought of as already in existence. Thus, place is learned by an individual who then experiences the phenomenon. As a result, it makes little theoretical sense to break down place, since there will be essential components missing once the pieces are put together.

Understanding which model of place is correct is a daunting exercise. The current understanding of place is not dominated by either theory. During a roundtable discussion on the subject at the 2006 International Symposium on Society and Resource Management held in Vancouver, BC, it was stressed that emphasis in the theory should perhaps not be on concluding which model is correct, as that may never happen. Instead, future studies should be clear about which side of the model is being used. This is especially important for this research, which does not attempt to further the theory of place, but instead relies upon the current state of the idea. In this research I establish a place-based planning process for managing change in complex adaptive social-ecological systems. Thus, my considerations of place need to be clear and consistent.

It seems logical that place is derived by the free will of individuals, as the same area is often experienced differently from person to person (Stedman et al, 2004). An

important component of the process established in this research is to understand different

people's sense of place. From a practical stance, a process which attempts to understand

place is relatively more straightforward if place is broken into components which can be

discussed individually. As a result, place in this paper is understood as an occurrence

which can be studied through its component parts. These parts include social

Figure 1: Conception of a holistic and inclusive place-based process.

Step 1: Create a space for ongoing and open dialogue

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Step 2: Confirmation and interrogation within this space

↓

Step 3: Determine future actions

(Schneekloth and Shibley, 1995)

The three steps are a simplification of their detailed process; however, they form the basic framework of the detailed place-based planning process constructed in section 2.5. In the first step, an open space for dialogue is created. It is here that the process requires inclusiveness, targeting key stakeholders to participate. Schneekloth and Shibley refer to the second step as a process of 'confirmation and interrogation'. Specific topics related to place are first 'confirmed', or discussed, and then 'interrogated' through a process of inquiry that breaks down the assumptions and details of each topic. Elaborating on this step, I deconstruct it into both content (i.e. 'the what') and process (i.e. 'the how') criteria. The content criteria are drawn from theories surrounding both place and complex adaptive systems/resilience. The process criteria are derived from the well-established ideas on dialogue, a form of mutual inquiry involving many stakeholders in a collaborative effort to reach understanding. The final step involves future action resulting from the first two phases. It is here that consensus is made on how to proceed.

Schneekloth and Shibley's conceptual model represents the basis of a holistic and inclusive place-based process. Far from complete, this model will be elaborated upon in section 2.5. Here it will be integrated with the theory surrounding both place and complex

adaptive systems/resilience. Once complete, the process will be effectively

operationalized as a detailed step by step progression defined by specific criteria.

2.3 Complex Adaptive Systems and Resilience

and academics who struggle for ways to comprehend such an interdisciplinary study. Viewing tourism as a complex adaptive system is a relatively new endeavour. However, the complex nature of tourism has been described by many authors, including Mill and Morrison (1985). In their text, tourism is described as a system involving processes that relate to those who consume travel, how they transport themselves, the nature of the destination they travel to, and how one may market the right components of the destination to them in an effective manner. Due to these many interconnected processes, Mill and Morrison describe the importance of planning, policy and regulation. Through this description a picture of social and ecological complexity emerges similar to theories of complex adaptive social-ecological systems. While Mill and Morrison do not specifically describe tourism as a complex adaptive social-ecological system, nor do they discuss any of its theories, they do describe its complex interconnections, which require careful planning and policy. Farrell and Twining-Wa

indicating it as a fast and uncontrolled occurrence. Farrell and Twining-Ward (2004)

argue this rigidity can be seen in the tourism context illustrated by the stagnation stage of

Butler's (1980) model of tourist area cycles. In the stagnation stage, tourism visits level

Further elaboration on the model demonstrates how numerous adaptive cycles interact in a nested hierarchy, in what is referred to as a *panarchy* (Gunderson and Holling, 2002). To see the point more clearly, consider a small scale and fast adaptive cycle that may be represented by an individual business in a tourism destination, perhaps a bird watching company. This company will have its ebbs and flows in success resulting from market demand and availability of attractive bird species. This fast cycle will be nested within a larger scale, slower moving cycle represented perhaps by the entire tourism destination, marked by numerous factors such as how popular the destination is. This would in turn be nested within a cycle represented by the regional tourism system, and so on. Each of these adaptive cycles represents their own complex adaptive social-ecological system while simultaneously being part of the larger panarchy, or hierarchy of systems. Interactions within panarchies are described by Holling, Gunderson and Peterson (2002) who suggest that the small scale fast cycles interact with the large scale

Figure 3: Interactions between hierarchically nested adaptive cycles: a panarchy.

(From *Panarchy*, edited by Lance H. Gunderson and C.S. Holling. Copyright © 2002 Island Press. Reproduced by permission of Island Press, Washington, DC).

However, it is the large and slow cycles that more often create stability in the panarchy. These large and slow cycles accumulate potential as they move towards their "conservation" stage (Figure 2). As small and fast cycles collapse, the potential accumulated in large and slow cycles can be "remembered" (Figure 3) in order to facilitate the orderly re-emergence of the smaller and faster cycles towards their "exploitation" phase (Figure 2). For example, the bird watching business may re-emerge as a whale watching operation, facilitated by the numerous connections and opportunities that have accumulated in the larger system- its accumulated potential (Berkes, Colding and Folke, 2003). Once systems are understood in this manner, appropriate planning can emerge that attempts to push the panarchy towards a state of increased *resilience*.

2.3.3 Effective Planning within Complex Adaptive Tourism Systems

Farrell and Twining-Ward (2004, 2005) suggest that proper management within complex adaptive environments, such as tourism, sho

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and re-emerging in a state controlled by the same or more *desirable* variables. The release

to reorganization phase of the adaptive cycle (Figure 2), also known as 'the backloop',

form an important process in building resilience because it is in this phases that

innovation occurs. Schumpeter (1950) used the term 'creative destruction' to refer to the

'learn by doing' that management actions should be treated as experiments to test the system. By monitoring the feedback from our decisions, we can then determine if the action taken was appropriate and if not, adapt our decision making accordingly.

whale habitat the operators adapted their socially based interactions with the ecological system to have less negative impact.

Place-based planning is an endeavour which can help build resilience in tourism systems, and indeed all complex adaptive social-ecological systems. It incorporates both social and ecological factors and then makes decisions accordingly. Because place-based planning can generate a holistic understanding of a destination, this knowledge can be used to not only affect place, but to also help everyone involved understand the social, ecological and economic interconnections that exist within the destination on multiple spatial and temporal scales. Understanding these interconnections that make up panarchies can help create a management regime which increases adaptive capacity and resilience. Ultimately, to achieve resilience, Folke et al (2005) argue that management should strive towards what they refer to as adaptive co-management systems. They define

Ward, 2005). Attaining this level of knowledge is difficult however, but can be aided by

fields, among others, and focuses attention on the significance of creating an adaptive co-management regime designed to help ensure the resilience of places.

Olsson, Folke and Hahn (2004) studied the decade-long emergence of an adaptive co-management system for the catchment area of the Helgea River near the city of Kristianstad in southern Sweden. The process in Kristianstad contains a number of valuable lessons concerning the emergence of an adaptive co-management regime. A description of the basic process that occurred in Kristianstad follows.

2.5.1 Kristianstad Case Study[2]

Within the city limits of Kristianstad lies a wetland area that is ecologically diverse, providing a variety of ecosystem services including flood control, habitat supply and high biodiversity. In addition, the area is culturally and historically important. Together with the natural surroundings, these attributes provide a setting for extensive tourism, recreation and education opportunities. Spurred by a changing political culture that emphasized the importance of environmental issues, the municipal government implemented a policy designed to sustain the ecological integrity of the area while also increasing local recreation and tourism in an effort to 'put the town on the map'. This window of opportunity allowed a key individual to bring together stakeholders who collectively established a municipal organization to help the local government manage the region. This key individual's role was pivotal.

> In response to ecosystem change, he met with other concerned individuals and groups and developed a social network based on trust and dialogue. He

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[2] The case study example that follows is taken from Olsson, Folke and Hahn (2004).

compiled existing ecological knowledge and experience found within the network in a project proposal, and linked people and ongoing projects in the area. He also provided overall goals and vision in an ecosystem approach to wetland management and used a window of opportunity to convince political decision-makers of the need for a new organization and improved management of the wetland landscape (Olsson, Folke and Hahn, 2004, 7).

The individual brought together stakeholders from different organizations. They included people with localized 'fine-grained' knowledge, as well as non-local organization representatives with regional, 'course-grained' knowledge. Bringing the interested parties together successfully was helped by focusing on the inclusion of strong individuals identified as key players within each stakeholder group. This created a sharing of experience and understanding among key players representing organizations on multiple spatial scales. The resulting generation of knowledge led to the implementation of action-oriented plans that were designed to improve both ecological conditions and management practices. A newly established municipal organization also played a key role. All plans were filtered through this organization, which served as a common link for stakeholders so that collaboration could be achieved on a regular basis. Whenever a crisis occurred, the organization helped mobilize knowledge and stakeholders within the existing social network, to address the challenge.

> It is a flexible and dynamic organization, promoting a management… that treats humans as part of ecosystems and includes social, economic, and ecological dimensions… It plays a key role as a facilitator and coordinator in local collaboration processes that involve international associations, national, regional, and local authorities, researchers, non-profit associations, and landowners to maintain and restore the natural and cultural values of the area (Olsson, Folke and Hahn, 2004, 7).

In Kristianstad, an adaptive co-management structur

The place-based process created in this research has a similar goal of creating an adaptive

co-management structure for resilience.

diverse set of actors operating at different levels, often in networks, from local users to municipalities to regional and national or supranational organizations (Olsson, Folke and Hahn, 2004).

Additionally, effective management in complex systems involves juggling

establish trust (Schneekloth and Shibley, 1995). Berkes, Colding and Folke (2003) argue

that important components of the process include social capital and social memory.

Social capital refers to networks and interactions between people that help build trust and

reciprocity (Putnam, 2000). Social capital is the lubrication that helps the process run

smoothly. It is pervasive in nature, and is built by frequent interactions between people

(Putnam, 2000), such as dialoguing, while also helping these interactions run more

smoothly (Berkes, Colding and Folke, 2003). Open dialogue, aided by social capital,

allows participants to mobilize their collective social memory, an important factor in

building resilience.

> "Social memory" has been defined as the arena in which captured experience
> with change and successful adaptations, embedded in a deeper level of values,
> is actualized through community debate and decision

contract is to be there, to stay and listen, and elicit the statements of others, and to speak

if so moved."

Criterion		References
Commitment from participants	Participants commit to come together in an open environment to listen and have a sustained conversation about place and experi	

Criterion	References
Assumptions suspended and questioned	

(1999, 39-40) gives a number of opposing ideas based on whether one is in a debate or a

dialogue (Table 1).

Table 1: Debate versus dialogue.

Debate	Dialogue

While attempts to equalize power are important, it is also critical to determine which groups historically had power, and what effect this has on the place. Often, place meanings are imposed by groups who have the power and resources. For example, tourism destinations are often branded in marketing campaigns, which acts to establish a place meaning defined by those who have the power to perpetuate the brand image (Williams, Gill and Chura, 2004). In addition,

> Institutional actors such as land management agencies may play a large role in the creation of place meanings: official mandates that "freeze" a landscape at a particular point in time, interpretative signs

1. Places manifest the physical characteristics of a setting, activities and experiences, social phenomena and processes, and individual interpretations.
2. People assign meanings to places and derive meaning in their lives from places.
3. Some place meanings translate into strong emotional bonds that influence attitudes and behaviors within the context of those places.
4. Place meanings are maintained, challenged, and negotiated in natural resource management and planning.

The authors provide a progression that highlights why it is important to understand sense of place in natural resource management. Essentially, any management action will affect the meanings of places to which people have strong emotional bonds.

Discussing place is also important regarding the building of resilience. Dialoguing towards a mutual understanding of place will provide collective knowledge of the factors that make up the complex adaptive tourism system. As demonstrated in the adaptive co-management regime that arose in the Kristianstad example, this collective knowledge was crucial to success.

To effectively cover the factors that create place, a number of topics need to be discussed. These topics include social relationships, including individual experiences, the physical landscape, and the symbolic meaning that is ascribed to the place. From a practical standpoint, it is easiest to talk about these parts individually. However, it is also important to note that all these parts are interrelated. The symbolic meaning attached to a place results from social relationships and individual experiences that occur within a specific landscape, be it human made, natural, biotic or abiotic. Thus, while the three factors of place are separated below and discussed individually, they must be understood as interrelated aspects of place once reassembled.

When identifying place, it is important to determine not only *how much* a place means to people, but also *what* that place means to them. Often the two cannot be separated. Determining both of these factors can be accomplished by eliciting the symbolic meanings people attach to a place by asking question such as: what does this place mean to you? Or, how did you come to know this place? (Davenport and Anderson, 2005). Symbolic meanings manifest in many different forms, but generally refer to "the symbolic importance of a place as a repository for emotions and relationships that give meaning and purpose to life" (Williams and Vaske, 2003, 6). Davenport and Anderson (2005) found that symbolic meanings not only help people identify with place, in either a positive or negative manner, but also underpin how attached they are to the place. Stedman et al (2004, 581) helps explain this finding: "Symbolic meanings underpin place attachment: we attribute meaning to our settings, and in turn become attached to the meanings." When dialoguing around place, it is useful for participants to not only discuss *what* the place means to them- how they identify with the place- but also *how much* that place means to them- how attached they are to it. This is done by discussing the symbolic meanings that the place holds for people.

Symbolic meanings that people attach to a place are generally individualized and differ from person to person. For example, Stedman et al (2004) conducted a study of place meanings in the popular tourist destination of Jasper National Park in Alberta. They explored the meanings that residents of both Jasper, which is economically tied to the Park, and the nearby town of Hinton, more tied to extractive resource management, attached to the Park. The authors found that residents of Jasper attached positive symbolic meanings to the spectacular areas that help to draw in tourists, places where

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they recreated with their friends, or that they enj

partly become attached to places with particularly awe-inspiring landscapes due to its sublime physical features.

In an attempt to understand "the relationship between characteristics of the physical environment and sense of place", Stedman (

with little time to form any attachment to the place. Indeed, the main groups in opposition to the facility were the regional First Nations Bands who have lived in the area for generations and are significantly attached to the physical environment surrounding Swan Hills (Bradshaw, 2003).

The final aspect of place to be discussed in order to gain a comprehensive understanding is the influence of the physical landscape (natural and built; biotic and abiotic). In addition, the extent to which the *natural* landscape affects place meanings should be discussed. This will help determine how much environmental degradation can occur without affecting place meanings. If environmental sustainability is a goal, a population with little attachment to the natural landscape will need to be managed more closely than a population with strong attachment to the landscape.

Criterion	**References**
A discussion of	

with change and successful adaptations, embedded in a deeper level of values, is

actualized through community debate and decision-making processes into appropriate

strategies for dealing with ongoing change" (Folke et al, 2005, 453). Dialoguing around

habitat improvement was proposed by anglers, state resource managers knew they had to act to avoid conflict. They "created a facilitated process that was fair, open, and flexible. A critical change was devolving the authority and accountability for the final decision making to the local managers and to the process" (Blann, Light and Musumeci, 2003, 215). The new, localized process brought stakeholders together to find solutions through discussions, resource mapping and studies that helped everyone gain an understanding of the collective experiences with past changes that occurred on the river. In addition to producing an agreement that satisfied all stakeholders, the process played an important role for later crises, as it became a source of social memory. For example, when a quarry operation was proposed near the creek, individuals that took part in the process knew that an important recharge area for the creek would be threatened posing wider environmental problems for the ecosystem. They knew this because it was identified in a resource survey they had conducted in the initial process. "Individuals responded quickly through the informal communication network that the Forest Creek project had spawned. They managed to get the property designated fairly rapidly as an important 'Scientific and Natural Area', through a state land acquisition and management program" (Blann, Light and Musumeci, 2003, 225). Because social memory was actualized through the Forest Creek project, when proposed change came in the form of the quarry the network of stakeholders came together to effectively and co-operatively come to a solution.

The Forest Creek example demonstrates the usefulness of social memory gained by a process which highlights collective experiences with prior change. As in Forest Creek, this discussion may simply produce information gaps which need to be filled by ecological studies, resource surveys or other means of information gathering. Once the

information is gathered however, and after the stakeholders understand the experiences of

others, the result is a stockpile of knowledge. The process can also build social

relationships and informal networks, or social capital, that may be accessed in future

process. The dialogue is a forum to promote understanding surrounding place and experience with prior change and crisis. Through the deliberate process of dialogue, collective understanding is achieved and capacity is built for adaptive co-management by fostering social capital and social memory. While t

select who will participate, but Schneekloth and Shibley, (1995) make it clear that the process needs to be transparent.

Criterion		References
Consensus reached on who will be involved in future action	This process will involve value judgments and belief statements. The dialogic process will offer insight into those who will be included. There is no right way to select those involved, but the process needs to be transparent to all.	Schneekloth and Shibley, 1995

In addition to agreeing upon who will be involved in future action, a transparent and collaborative process needs to determine how to proceed, or whether to proceed at all. The choice of methodology is a not just a technical question, it is also an ethical one. The methods should come from consensus and not be hidden so as to avoid what Schneekloth and Shibley (1995, 16) refer to as "methodological tyranny". They continue, "If the dialogic space is working, then as the work progresses to decisions about action, all voices can see themselves in the approach, have a higher level of commitment to the decisions, and often be more willing to live with and care for the resultant conditions" (pp.16-17). Because every method will have an ideology that promotes it, that ideology ought to be transparent. For the entire place-based process being outlined here, there is a very specific ideology that should be driving all three steps. The goal of this process is to achieve resilience. "Social-ecological resilience refers to the capacity of a social-ecological system to absorb disturbance and reorganize while undergoing change so as to still retain essentially the same function, structure, identity, and feedbacks" (Olsson, Folke and Hahn, 2004, 2). To complete this goal, as much effort as possible should be made to create an adaptive co-management regime. This ideology follows two assumptions: 1) that social-ecological resilience is desirable and 2) that place-based planning can result in an adaptive co-management regime that increases resilience. Thus, future actions for this process will always, at the least, involve this ideology.

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In deciding how to proceed, the methods used, the nature of what needs to get done, and the ideology behind these two things need to be determined in a collaborative and transparent manner. Failure to do so may cast doubt on the process and present a legitimacy issue in the eyes of those affected by the exercise and casual observers alike.

Criterion		References
Transparent decisions on how to proceed	How to proceed (i.e. the methods used and what exactly is to be done) – or whether to proceed at all – need to be determined in a transparent and collaborative manner. In addition, the ideology or logic behind the method needs to be agreed upon.[3]	Schneekloth and Shibley, 1995

A successful place-based process is one that culminates in the building of a
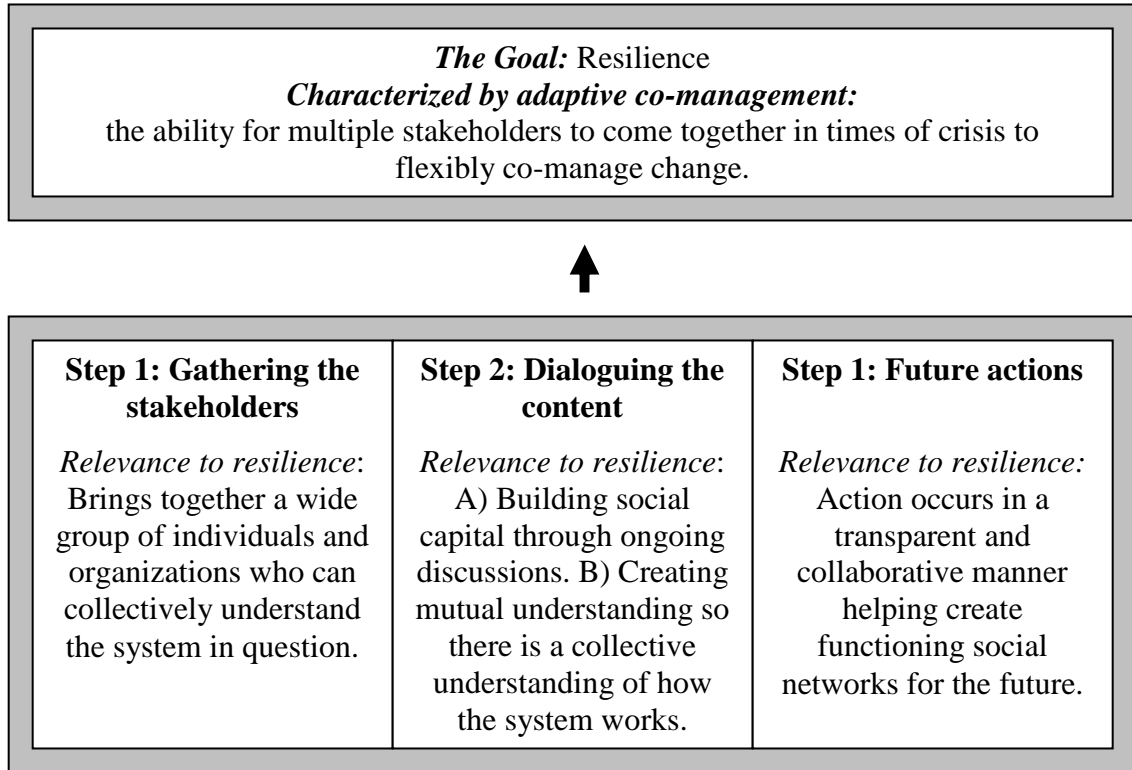
likely to occur. These factors are then used to cooperatively work towards the creation of

a resilient place.

Criterion		References
Collaboration occurs among a diverse set of actors operating on multiple levels	As a result of the dialogue, a social network built on trust is created and social memory is realized among participants. These factors are used to cooperatively work towards the agreed upon vision.	Folke et al, 2005; Folke, Colding and Berkes, 2003; Olsson, Folke and Hahn, 2004

As stated by numerous authors, social-ecological resilience in complex adaptive

systems is essential for sustainability (Farrell and Twinning-Ward, 2004; Farrell and

Twinning-Ward, 2005; Folke et al, 2005; Folke, Colding and Berkes, 2003; Gunderson

and Holling, 2002; Olsson, Folke and Hahn, 2004). Great examples of achieving this

resilience come from both Folke et al (2005) and Olsson, Folke and Hahn (2004) in the

form of adaptive co-management systems. Unfortunately, creating an adaptive co-

management system is not a fast course of action that can be simply mandated. It emerges

as the resuFa

appropriate actors and knowledge will be mobilized through the pre-existing social

network to appropriately adapt to the change. As shown in Figure 4, resilience is the

result.

Figure 4: The progression towards resilience.

The Goal: Resilience *Characterized by adaptive co-management:* the ability for multiple stakeholders to come together in times of crisis to flexibly co-manage change.

↑

Step 1: Gathering the stakeholders	**Step 2: Dialoguing the content**	**Step 1: Future actions**
Relevance to resilience: Brings together a wide group of individuals and organizations who can collectively understand the system in question.	*Relevance to resilience*: A) Building social capital through ongoing discussions. B) Creating mutual understanding so there is a collective understanding of how the system works.	*Relevance to resilience:* Action occurs in a transparent and collaborative manner helping create functioning social networks for the future.

The last criterion emerges from this progression and cannot by measured during

the actual process, as it embodies a future state. As such, the final criterion outlines the

ultimate goal for the process.

Criterion		References
Future adaptive co-management occurs among a diverse set of actors operating on multiple scales	People flexibly self organize towards social-ecological sustainability on a case by case basis in the future. When a crisis occurs, the appropriate actors and knowledge is mobilized through the pre-existing social network to appropriately adapt to the change.	Folke et al, 2005; Folke, Colding and Berkes, 2003; Olsson, Folke and Hahn, 2004

2.5.5   The Evaluative Framework

- Encouraging and supporting actors to perform monitoring, including inventories (Discussion around prior experience with change, which may incl

criterion that is labelled 'not applicable' (initia

Criteria		Reference(s)
	collaborative inquiry.	
Participants are involved in a dialogue as opposed to a debate.	Participants view each other equally and are not required to defend or argue their views- participants are in a dialogue, not a debate. They are, however, required to explain their views.	Ashworth, 2006; Yankelovich, 1999
A skilled facilitator is present to guide participants through the dialogue.	Facilitator helps guide the group to learn by helping participants clarify their motivations and interests, while still remaining open to the contribution of others. There is opportunity for people to share their doubts on a position, without feeling weak and a recognition that differences do not equate to hostility.	Ashworth, 2006
	Content criteria	
A discussion of who the decision makers are.	Participants discuss who has power to make decisions, what their motivations are, and how their past decisions have affected place. Also, participants discuss who does not have power, or if significant power imbalances are present, and if the imbalance should be overcome by, e.g., funding, training or professional facilitation.	Frame, 2002; Schneekloth and Shibley, 1995; Stedman et al, 2004; Williams, Gill and Chura, 2004
A discussion of the symbolic meaning that people ascribe to the place	Participants discuss the various symbolic meanings ("a repository for emotions and relationships that give meaning and purpose to life" (Williams and Vaske, 2003, 6)) they associate with different locations within the place, i.e., home meanings, nature meanings, sustenance meanings, tonic meanings, identity meanings, etc. They discuss	

Criteria		Reference(s)
to (social memory) [6]	and 3) mobilize resources after changes that enable reorganization in an effective and controlled manner.	
Participants explore the implications of alternate conditions	Participants discuss the potential implications if another condition existed in order to better understand the current reality.	Schneekloth and Shibley, 1995
Participants have an opportunity to discuss aspects not on the agenda	Participants have an opportunity to bring up issues regarding place or past experience with change not on the agenda, but of importance to them.	Schneekloth and Shibley, 1995
Step 3- determining future actions		
Leadership	A leader, or leadership, is present who inspires and encourages stakeholders on multiple organizational levels to be involved and work towards a collaboratively decided upon vision.	Folke et al, 2005; Olsson, Folke and Hahn, 2004; Westley, 2002
Consensus reached on who will be involved in future action	This process will involve value judgments and belief statements. The dialogic process will offer insight into those who will be included. There is no right way to select those involved, but the process needs to be transparent to all.	Schneekloth and Shibley, 1995
Transparent decisions on how to proceed	How to proceed (i.e. the methods used and what exactly is to be done) – or whether to proceed at all – need to be determined in a transparent and collaborative manner. In addition, the ideology or logic behind the method needs to be agreed upon.[7]	Schneekloth and Shibley, 1995
Collaboration occurs among a diverse set of actors operating on multiple levels	As a result of the dialogue, a social network built on trust is created and social memory is realized among participants. These factors are used to cooperatively work towards the agreed upon vision.	Folke et al, 2005; Folke, Colding and Berkes, 2003; Olsson, Folke and Hahn, 2004
Future adaptive co-management occurs among a diverse set of actors operating on multiple scales[8]	People flexibly self organize towards 64358( )-15.5727(f)7.07018(a)-2.64358(c)-2.64358(t)-11.721ue	

CHAPTER 3: METHODS

3.1 Introduction

Two forms of qualitative research were used in this research. The first was a

review of the literature, as articulated in Chapter Two. This resulted in the creation of a

three-step evaluative framework of assessing the extent to which place-based process

it is a system." As a method of inquiry, the case study "allows investigators to retain the

Secondary data were obtained from a variety of publically available sources. These include newspapers in addition to the websites of government, VANOC and First Nations.

3.4.1 Primary Data Collection: The Active Interview

Primary data were collected in one-on-one semi-structured interviews using an active interview process (Holstein and Gubrium, 199

respondent is seen as having a collaborative role i

BC Ministry of Environment	1
Canadian Environmental Assessment Agency	1
Environment Canada	1
Resort Municipality of Whistler	1
Squamish Lillooet Regional District	1
Local reporter (to understand the perspective of media and get a sense of the general public)	1
Environmental Non-Governmental Organization	1
VANOC	1

3.5 Data Analysis

Holstein and Gubrium (1995) suggest that meaning is constructed within the

active interview. "Active interviewing orients to, systematically notices, and gathers data

on the simultaneous coding and construction of knowledge within the interview"

(Holstein and Gubrium, 1995, 57). Furthermore, the authors suggest that analyzing the

data that emerges from such interviews requires the analyst to explore differences,

similarities and patterns. Marshall and Rossman (2006) provide a seven step analytical

procedure for data. Table 5 outlines these steps as suggested by Marshall and Rossman

6: Searching for alternative understandings	Once data has been interpreted, the researcher critically challenges the patterns that seem apparent.	Interpretations of data were critically challenged. Where data corroborated, the criticism was eased. Data that lead to conjecture is identified as such in both Chapter 4 and 5 where it occurs. In an attempt to incorporate the views of all respondents, all were quoted at least once.
7: Writing the report	The researcher writes the report understanding that the writing is part of the analytical process. For example, through the words that are chosen, the researcher is interpreting, shaping and forming meaning.	The Findings and Discussion chapters (4 and 5) were written over a two week period of time better ensuring that interpretations made upon the data were consistent. Report writing will always involve interpretation and meaning making. This understanding was clear during the course of this research

(Adapted from Marshall and Rossman, 2006)

3.6 Study Limitations

The methods used in this research are not without t

- When interpreting qualitative data, this researcher may have mistaken its true intent. While every effort was made to interpret data objectively, there can be no assurance that such misinterpretations didn't happen.

- The researcher was employed for a period of four months by VANOC. While data was retrieved and interpreted by the methods outlined in this chapter, biases resulting from the experiences gained during employment may have affected the findings presented.

CHAPTER 4: FINDINGS- THE WHISTLER OLYMPIC PARK

4.1 Introduction: The Whistler Olympic Park

The Whistler Olympic Park[9] (Figure 5) is the venue that will host a number of the

Nordic events for the Games, including the biathlon, cross-country skiing, Nordic

combined, and ski jumping. The venue, as built, encompasses a number of facilities and

supporting infrastructure, including (List from Whistler Olympic Park, 2009a):

Three venue stadiums (cross-country skiing, biathlon, and ski jumping)
Technical sport buildings for each venue stadium
A day lodge
14 kilometres of biathlon and cross-country competition trails
Two ski jumps (normal hill and large hill)
35 kilometres of training and recreational trails
Sewer, water and power services
Access roads and parking lots
Maintenance buildings

---

[9] The Whistler Olympic Park was formerly referred to as both the Whistler Nordic Competition Venue and
before that the Whistler Nordic Centre. For this reason, some of the quotes and figures refer to the Whistler
Nordic Competition Venue or the Whistler Nordic Centre. It is also possible that this name may be once

Figure 5: Whistler Olympic Park and associated facilities.
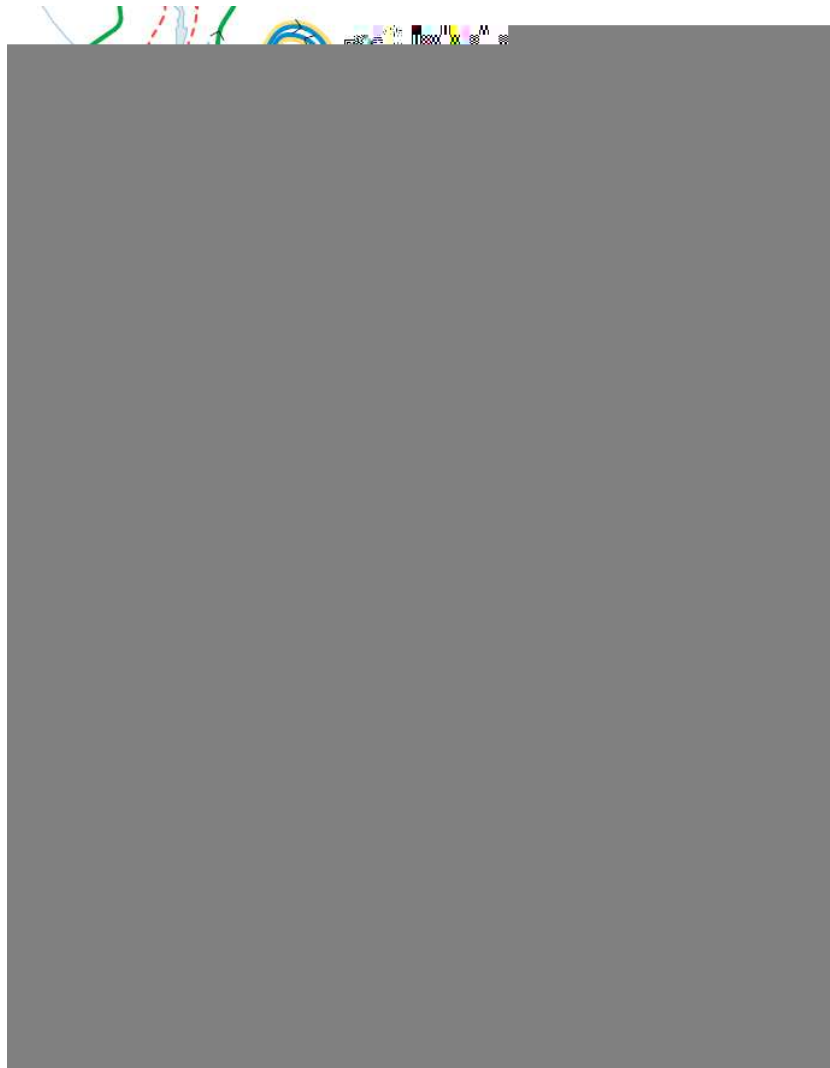
(Whistler Olympic Park, 2009b. Reproduced with permission.)

Because of its size, the planning process for the Whistler Olympic Park began well before Vancouver was awarded the Games by the International Olympic Committee (IOC) on July 2, 2003. The process began in 1997 in response to the original desire to host the 2010 Games. Eleven sites were originally considered for the venue. However, the Callaghan Valley, approximately 14 kilometres away from the heart of the Resort Municipality of Whistler (RMOW), was eventually chosen (Figure 6). The location was selected "due to the moderate temperatures, absence of wind, abundant dry snow,

established and easy road access, elevation and proximity to the proposed Olympic Village site and Whistler resort" (VANOC, 2003, 154). In the following years, an extensive planning process was implemented culminating with the groundbreaking for the site in April of 2005.

Figure 6: Whistler Olympic Park Location (formerly the Whistler Nordic Centre).

(VANOC, 2004g. Reproduced with permission.)

The original idea of using the Callaghan Valley for the Games came in 1997 from the owner of Callaghan Country, a commercial recreation business operating in the area (VANOC, 2003). Using the Callaghan Valley, the domestic bid committee presented a preliminary facility design to the Canadian Olympic Committee in an effort to win Vancouver the Canadian right to bid for the 2010 Olympics. This domestic bid was

eventually successful. With these rights secured, the process for developing a feasible

Nordic venue began in 1999 with the creation of the 2010 Callaghan Nordic Sport Work

Group comprised of Canadian and international Nordic sports experts (VANOC, 2003).

> While the Nordic Centre was in the same general location as it was for the domestic bid, the above group ultimately created a whole new design… The 2010 Callaghan Nordic Sport Work Group took several walks at the site to determine the proposed location of jumps, stadiums, trails and support infrastructure. The need for a Callaghan Valley master plan became increasingly clear as the site was being designed and it became obvious the location could support a world class Nordic centre (VANOC, 2003, 9).

In 2000, the initial planning process evolved into the Callaghan Valley master

plan process. This involved transforming the 2010 Callaghan Nordic Sport Work Group

into the Callaghan Valley Master Plan Work Group. "Its goal was to develop operational

guidelines for the valley that would allow continued resource use and at the same time

maintain the values needed for the Olympics" (VANOC, 2003, 9). The work done by this

group is outlined in the Callaghan Valley Master Plan (CVMP) (VANOC, 2003). It also

lays out a number of principles and guidelines for the Whistler Olympic Park. Table 6

details these initial planning steps.

Table 6: Sequence and timing of planning process.

Group	Years	Details
Domestic Bid Committee	1997- 1999	Domestic Bid Committee secures Canadian rights to bid for the 2010 Olympics from the Canadian Olympic

traditional use and economic participation, local government, financial viability and economic sustainability, employee housing, need for best practises, and post-Games facility and operations integration with established

by the BCEAO and incorporating both impact assessments was conducted. This process

lasted until April, 2005, when the project received an Environmental Approval

Certificate. A subsequent amendment to the Environm

people involved in the planning yielded additional data. The goal of the document and

interview evaluation is to determine to what extent processes used helped the creation of

a resilient place. In the evaluation, each criterion from the theoretical place-based process

(Table 3) is individually assessed using data from both the documents generated by the

planning described in Figure 7 and interviews conducted by the author.

4.2 Step 1: Gathering the Stakeholders

Criterion	References

Table 9: Groups affected by the Callaghan Valley.

Resource Users:	Mining, Forestry, Commercial Recreation
Public Recreationists:	Hiking, Ski-Touring, Snowshoeing, Mountain Biking, Kayaking, Fishing, Cross-Country Skiing, Dirt Biking, Snowmobiling, ATV, 4X4
Orders of Government:	

During the environmental assessment process, a number of stakeholders were included as well. To act as a sounding board and to advise the BC Environmental Assessment Office on various aspects of the assessment, the Whistler Nordic Centre Working Group was established. This group included "representatives of federal, provincial and local government agencies and the Squamish and Lil'wat Nations"

Table 10: Groups included in the Whistler Olympic Park planning process.

Group		Inclusion in Planning Process
Resource Users:	Mining	Bid phase
	Forestry	Bid phase, CVMP
	Commercial Recreation	Bid phase, CVMP, EA
Public Recreationists:	Hiking, Ski-Touring, Snowshoeing, Mountain Biking, Kayaking, Fishing, Cross-Country Skiing, Dirt Biking, Snowmobiling, ATV, 4X4	Bid phase, CVMP, EA
Orders of Government:	RMOW	Bid phase, CVMP, EA
	Squamish Lillooet Regional District	Bid phase, CVMP, EA
	BC Provincial Government	Bid phase, CVMP, EA
	Federal Government	Bid phase, CVMP, EA
	Lil'wat Nation	Bid phase, CVMP, EA
	Squamish Nation	Bid phase, CVMP, EA
General Public:	Unspecified members of the general public	Bid Phase, CVMP, EA

(The last column indicates which phase they were included in: the bid phase, the Callaghan Valley Master

more, 'you're invited to participate in the planning process'. If you choose not to come, they're not going to chase you."

First Nations respondents confirmed their informal commitments. A Lil'wat respondent confirmed: "We were very committed to participating. We attended all the working group sessions." VANOC also showed a commitment to having the Lil'wat present. The Lil'wat respondent elaborated: "VANOC threw in the lion's share of the money. So they were very committed to have us participate." A Squamish Nation respondent comments were similar, adding: "We worked with VANOC to define the

theory suggests they ought to be. Instead, they were commitments to participate in

working group meetings for the environmental assessment.

For some groups, such as commercial recreationists, no commitments to

participate in the environmental assessment process were sought at all.

Criterion	References
Assumptions suspended and questioned	

These understandings came not only from the structu

The responses from the interviews suggest that a mutual understanding did begin to emerge as a result of both the CVMP and the environmental assessment. The responses were varied however. Some respondents described a positive experience, while some noted that when participants did share their understandings of the Callaghan Valley, they were often different, such as the extent to which grizzly bears were present in the Valley. It is clear that no formal dialogue to seek mutual understanding occurred. However, informal dialogues did occur during breaks in formal process and during site visits which allowed participant to share their understanding of the Valley.

Criterion	**References**
Participants are involved in a dialogue as opposed to a debate.	Participants view each other equally and are not required

to consist of both benign information sharing and, at times, slight hostility. A BC Ministry of Environment respondent gave insight into working group meetings:

> Because the mandate was clear, it was fairly easy to approach the project in a positive way. Certainly people raised interests and concerns, but it was a reasonably positive setting that that happened in.

A BCEAO respondent suggested there were certain subjects which raised tensions: "In working group meetings where there were issues around engagement… or with respect to elements of the trails, there was some tension. It wasn't disrespectful, but people were quite clear about sometimes their positions, sometimes their interests."

The working group meetings for the environmental assessment neither resembled outright debate or dialogue. They appeared to be more iterative approaches to subject matters, occurring over several meetings as described by another BCEAO respondent:

> Environment might come back and say, 'You guys haven't demonstrated to us that you are really going to reduce the impact on fish, so we think your cross country trails should be three feet wide.' So it was an iterative process… The proponent might say, 'Well okay, we can't reduce the trail because there is an Olympic standard and it has to be four feet wide; however, what we can do is redesign the trail so that the trails will never be ten feet from the stream.' Then Environment might say, 'Okay, if you write that in as a mitigative measure, we can live with that.'

Similarly, public open houses for the environmental assessment appeared to differ depending in the meeting, subject at hand, or people in the audience. One CEAA respondent stated simply: "With some people it is antagonistic, and with others it's information exchange." A public recreationist had a somewhat different view of the open houses:

that you could grab onto and shake, they're an easy fight compared to the [others] who you can't find.

The many meetings that occurred while planning the Whistler Olympic Park appeared to vary in terms of 'the sense in the room'. The tone of the meeting would depend on the subject at hand, the people involved or the part of the process people found themselves within. It is clear however that the tenets of a dialogic process were never followed outright. Interestingly, the comments on the informality of the CVMP suggest

A BCEAO respondent explained how facilitation occurred for the environmental

assessment portion of the process: "EAO would chair

From the literature there appears to be no explicit discussion of which

stakeholder(s) had power to make decisions and what their motivations might be.

Interviewees helped inform what did occur. During the environmental assessment, the

reality of who had the legislated authority was described by a CEAA respondent:

> On the provincial side, they write a recommendation report and that decision is made by the Minister of Environment, and the most involved other Minister… On the Federal side it was a screening level review which means it's a regional decision by the departments. So in that case it would have been Heritage Canada… and DFO… and that would be made at a Director level.

Legislation outlined clearly who had the final decision making authority. Indeed,

multiple respondents stated the case bluntly. For instance, an Environment Canada

respondent was asked whether any confusion surrounded who had decision making

authority. "No, that's how the law works" was the response.

While legislated authority lies with individuals, the reality is that a

recommendation to these ultimate decision makers was made through an iterative process

during working group meetings (Ministry of Environment respondent). As one First

Nations respondent described: "The recommendations from the working group all go to

the BC environmental assessment process, and [the g

however, another respondent, a reporter in the area, gives insight as to why this comfort

may have existed: "The reality is that people don't sit on the EA website. They don't read

all of those reports. It's not their job; they don't have to do it. So, they read the papers

maybe and they go about their daily lives."

Overcoming power imbalances

While evidence of a formal discussion surrounding power issues is lacking, a

number of studies were conducted regarding the Squamish and Lil'wat Nations. These

included Traditional Use Studies during the master planning process and Aboriginal

Interests and Use Studies during the environmental assessment (VANOC, 2004e). This

research resulted in a number of recommendations to mitigate the impact of the Whistler

Olympic Park upon the Nations and was outlined as part of the environmental

assessment. The recommendations clearly demonstrate a number of factors that would

effectively overcome potential power imbalances. For both First Nations groups, the

studies recommend that VANOC (VANOC, 2004e):

- acquire formal First Nations support through discussions;
- maintain close communication through regular meetings and correspondence;
- develop a First Nations employment strategy including an employment development liaison, a business development liaison and training to support First Nation businesses;
- consider "direct award arrangements or first right of refusal agreements for construction, operation, and maintenance contracts" for First Nation companies (VANOC, 2004e, 45);
- provide funding for a Lil'wat Nation business manager, and;
- complete the following studies:
  - "Practical study to develop linkage between Squamish Legacy and overall Olympic planning;
  - Squamish economic development strategic plans;
  - Tourism opportunities analysis and strategy;
  - Contracting opportunities analysis and strategy; and
  - Human resource development strategy and recommendations" (VANOC, 2004e, 45).

A BCEAO respondent explained providing funding for First Nations groups:

We purposefully, with the proponent often, provide funding to the First Nations to help them get engaged and provide ethnographic research for us or Traditional Use studies, and the list goes on… It's important that First Nations have the opportunity to meaningfully engage.

A First Nations respondent confirmed: "The Nations were certainly supported financially at meetings: travel costs, time, consultants, etc."

Overcoming power imbalances did occur in the context of the First Nations. However, there is no indication that this occurred for other participants. For example, previous responses from a commercial recreation interviewee indicate a feeling that they had less power to affect decisions than they were comfortable with.

Criterion		**References**
A discussion of the symbolic meaning that people ascribe to the place	Participants discuss the various symbolic meanings ("a repository for emotions and relationships that give meaning and purpose to life" (Williams and Vaske, 2003, 6)) they associate with different locations within the place, i.e., home meanings, nature meanings, sustenance meanings, tonic meanings, identity meanings, etc. They discuss where these meanings originate from and how potential change may affect these meanings.	Davenport and Anderson, 2005; Grieder and Garkovich, 1994;

statements from the participants of the visioning session, I use them to elicit symbolic place meanings.

Recreation meanings

All three visions indicated that the Callaghan Valley was thought by many as a place of recreation. They all included the development of the Whistler Olympic Park and the "maintenance of public access to Crown land for the purposes of self-propelled recreation" (VANOC, 2003, 20). There was a negative association with motorized recreation and industrial resource use in this case. Instead, they saw the Callaghan as a place for self-propelled recreation in a relatively untouched wilderness setting. Stated as a

300-acre community land bank" (VANOC, 2003, 23). Identified as a strength was an improved "quality of wilderness experience for public users, as well as the viability of commercial recreation operations – including the Whistler Nordic Competition Venue – through restrictions placed on public motorized recreation access through the valley" (VANOC, 2003, 23). These collective statements suggest that the Callaghan is symbolically seen as a place that ought to have a minimum of extractive resource use and motorized recreation. The area is seen as a place where one should be able to have a high quality wilderness experience. However, the visioning process did not totally eliminate motorized recreation. A proposed solution to include motorized recreation included the

Wilderness values were also confirmed through interviews. However, the interviewees provided an additional level of detail compared to the literature. Interviewees suggested that while wilderness values were important, many still saw the area as far from pristine. As one respondent commented:

> The valley in general, to me, was an area that had a lot of previous industrial

draft of their self-released land use plan, titled <u>X</u>ay Temixw (translated as "sacred land")

(Squamish Nation, 2001, 8). Given the large amount of development over the area, the

Squamish Nation identified five areas of wilderness they have designated Wild Spirit

Places.

> These areas are especially important as natural and cultural sanctuaries for the
> Nation, and as places to sustain and nurture the Nation's special relationship
> to the land… These important areas should be managed to retain their
> wilderness attributes, to provide places for spiritual and cultural renewal for
> the Squamish Nation, and for compatible uses (Squamish Nation, 2001, 45)

One of these Wild Spirit Places, *Payakentsut* (West Callaghan), was identified as

most affected by the Whistler Olympic Park project. The Squamish Nations' connection

with the Callaghan Valley as a whole is summed up in the final environmental

assessment report (EAO, 2005, 45) which quotes the Squamish Nation's Aboriginal

Interest and Use Study:

> The interaction between the Squamish and the land and resources of their
> territory has been, and remains, the defining chara

The importance of the Callaghan to the First Nations was not lost on other

participants in the process, as one BCEAO respondent noted: "The First Nations have

held traditional relationship with the land… It was palatable how important that was. And

they certainly shared that view in the planning table and made it clear that this was a no

go zone."

In addition to the Squamish, the Lil'wat Nation also have significant attachment

to the Callaghan Valley via symbolic place meanings. In multiple documents, (e.g.,

Cascade, 2004; ENKON, 2004) sacred places, which the Lil'wat Nation considered to be

off limits to development, are identified. These areas are 'high value places' for reasons

identified in the Cultural Heritage Land and Resource Protection Plan (CHLRPP),

developed by the Lil'wat First Nations. Stated in the CHLRPP:

> these are places that support subsistence activities in habitats that are more
> rare or sensitive than the moderate value places (e.g., plant harvesting,
> hunting, fishing) traditional use sites that are not spiritual or highly sensitive,

Place meanings that the public attribute to the Callaghan Valley are also evident from comment cards filled out during various open houses. These comments reinforce the meanings already identified. The comments vary in scope, but those especially relevant to place meanings are related to impacts upon wildlife and habitat, access to recreation and conflicts between motorized and self-propelled recreationists, First Nations involvement, and the development of 'green' facilities (EAO, 2005).

In all, the literature on the planning process, combined with interviews, demonstrate that there was an understanding of how the Callaghan Valley is symbolically understood by various stakeholders. Conversely, there is no evidence of a dialogue that was specifically framed around the symbolic meaning that people ascribe to the place, or around any of the aspects of place at all.

Criterion		References
A discussion of social relationships / individual experiences and their influence on place	Participants discuss how their social relationships and individual experiences affect and are affected by place (e.g. with their peers, business partners/employers, the government, etc). People's *perceptions* of their community are also discussed.	Sack, 2004; Stedman et al, 2004; Tuan, 1977; Uzzell, Pol and Badenas, 2002

As with symbolic meaning, there was no evidence of any discussions specifically framed around the effects of social relationships and individual experiences on the place meanings of the Callaghan Valley. Nor was there a discussion on how people perceived the community of users in the Callaghan valley.

First Nations use of the Callaghan Valley

Information was provided in the documentation and interviews that loosely demonstrates the social relationships and individual experiences that occur within the Valley of significance to place. Most of this information is in regards to First Nations use of the area. As one First Nations respondent pointed out:

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A Squamish Nation member can bring ten thousand years worth of history; what's happening with the land, what's happening with the animals, what's happening with the snowfall this year opposed to last year. We can create a story of what happened all around the whole valley since time immemorial to today.

The literature demonstrates that First Nations have had significant personal

experiences in the area, with the Squamish Nation identifying the Wild Spirit Places,

While there is a loose understanding of some social relationships and individual

experiences that have occurred in the Callaghan Valley, there is no evidence of any

Further discussion around the importance of the landscape comes from the literature surrounding First Nations and their attachment to the land itself. In addition, much of the environmental assessment revolved around mitigating potential impact of the Whistler Olympic Park project on the environment including abiotic and biotic factors. However, the core of these ecologically focused documents was on identifying ecological factors of the area from a scientific perspective, not a socially derived sense of place context.

Similar to the other aspects around place, a specif

[Opportunities to discuss past knowledge occurred] on a public basis and on a confidential basis. For example, the engagement with the Nations … We also got some 'old-timers' perspectives… I think that th

term post game scenario; also a matter of uncovering the issues of the people who had an interest in the future of that valley, and what that interest was, and how that would relate to any potential plan to develop that.

Apart from its initial use to inform the CVMP, the results from the visioning session were no longer overtly used. Still, alternate conditions for the Whistler Olympic Park were discussed, even if only briefly during the CVMP process. There is no indication that any such conversation occurred during the environmental assessment process however.

Criterion		References
Participants have an opportunity to discuss aspects not on the agenda	Participants have an opportunity to bring up issues regarding place or past experience with change not on the agenda, but of importance to them.	Schneekloth and Shibley, 1995

During the multiple open houses for both the CVMP and environmental assessment process, participants were given feedback forms where they could comment or ask questions on any issue related to the Whistler Olympic Park. There was also an ongoing opportunity to contact the Environmental Assessment Office by mail or email to voice concern or support for any issue related to the project during the environmental assessment.

During work group meetings, interviewees all indicated there were opportunities to discuss aspects not on the agenda. A Ministry of Environment respondent stated simply: "We had the opportunity to review the agenda and see if we thought something else should be on it." Providing more detail as one of the facilitators, a BCEAO respondent elaborated:

As the meeting unfolds, you track interest and create additional agenda items as the time ripens for it. I like to make sure at the end of the meetings that I say, 'is there anything left unsaid'… It invites people who are on the verge of wanting to put their hand up to just say I guess it's okay for me to say that.

Opportunities to discuss aspects not on the agenda were available to participants during the Whistler Olympic Park planning process.

4.3.3   The Absence of Deliberate Dialogue

How information was generated during the planning process

For those with a vested interest, a number of opportunities did appear to exist. Indeed a number of meetings occurred for this purpose. As an Environment Canada respondent recalled: "There were a number of meetings with the existing [users]… That would have been an opportunity for them to say this is an [important aspect] for my business." A commercial recreation respondent who operates in the area agreed:

Yeah, definitely I was given an opportunity to… It was what the business did,

Callaghan or surrounding area usually, "The grizzly bear specialist is from Alberta, the bird person from Vancouver, etc."

The absence of deliberate dialogue

Opportunities to engage and provide input as to how people felt about all sorts of aspects of the Callaghan were available. Through interviews and a review of the literature however, there is no sign that these opportunities took the form of a formalized dialogue. Potential implications of this are discussed in Chapter 5.

4.4 Step 3: Determining Future Actions

Criterion		References
Leadership	A leader, or leadership, is present who inspires and encourages stakeholders on multiple organizational levels to be involved and work towards a collaboratively decided upon vision.	Folke et al, 2005; Olsson, Folke and Hahn, 2004; Westley, 2002

Leadership is extremely important to inspire and encourage stakeholders to be involved in the many steps of the project. This is especially important in a planning process as large as the one that occurred for the Whistler Olympic Park. During the visioning session, one of the points of agreement among the stakeholders was that "The plans for development and ongoing operational success of the Callaghan should review the need for a single governing body to oversee, coordinate and manage the various user groups" (VANOC, 2003, 1). Even before the Olympics were awarded to Vancouver, there was a desire for leadership.

This desire manifested loosely in reality. There is no indication that a single person or organization took on an effective leaders

Findings on this are discussed later under the criterion "Collaboration occurs among a

First Nations involvement in future action

   With respect to First Nations, the draft of the Callaghan Recreation Plan (Cascade, 2004) identifies the importance of their involvement in the Whistler Olympic Park project, both in its creation, and subsequent operations after the Games. VANOC maintains in all the literature that involvement of First Nations in the Whistler Olympic Park was important.

Government agency involvement in future action

   Interviews help reveal how transparent the decisions were regarding who would be involved in implementation. All of the respondents indicated it was clear VANOC would be implementing the project. Many pointed out that implementation was not without its complications however. While VANOC would be in charge of building the facility, there was government agency oversight required, building permits needed, and contractors to actually do the work. As a CEAA respondent explained: "[VANOC is] the one implementing mitigation measures, design measures, those sorts of things… There is also a certain level of follow-up and compliance monitoring that goes on… That's where [for example] DFO and Environment Canada show up on

Some participants involved in the process wanted to be involved in implementation, and were. For example, the RMOW and both First Nations respondents confirmed their involvement to their satisfaction. However, this was not the case for all. When asked whether they desired to be involved in implementation of the Whistler Olympic Park, a commercial recreation respondent answered:

> Yes… we weren't invited… I would often enquire as to who was leading the trail design and I was introduced to the people and talked with them, but as regards to, 'what do you think about this trail along here or where do you think the topography would lend itself- what sort of special features are there in the valley that would enhance a visitor's experience here'. I was never brought in at that level which would be my preference.

It is clear from the literature and from respondents that the decisions on who would be involved in implementation were made in a transparent manner. As for a consensus on the decision, it appears as though most would agree this was the case. However, some participants indicated a desire to be more involved than they were.

Criterion		References
Transparent decisions on how to proceed	How to proceed (i.e. the methods used and what exactly is to be done) – or whether to proceed at all – need to be determined in a transparent and collaborative manner. In addition, the ideology or logic behind the method needs to be agreed upon.	Schneekloth and Shibley, 1995

The environmental assessment and master planning processes for the Whistler Olympic Park essentially outline the decisions on how the project will proceed; i.e., what is to be done. The ideology, or logic, behind these decisions is not made clear however, and the literature does not indicate a formalized discussion occurred with stakeholders.

Transparency in decision making

The environmental assessment process provided an environment where the final

assessment report (EAO, 2005) identified eighteen components by which VANOC was

evaluated, many of which included mitigation strategies. For example, one mitigation

strategy VANOC committed to concern the area's aquatic resources. The commitment

was to "Provide 30 m setbacks for fish-bearing streams and 15 m for non-fish bearing

streams wherever possible" (EAO, 2005, 61). To minimize impacts on wildlife, VANOC,

among other things, stated they would "Turn off exterior lights when the facilities are not

being used by the public, in order to minimize sensory disturbance to owls and other

nocturnal species" (EAO, 2005, 66). The last example relates to socio-community and

socio-economic components. VANOC committed to "Construct facilities according to

BC Firesmart Principles, particularly to ensure that sprinkler systems are installed in all

buildings and that building exteriors are construct

No. All I could do was stay abreast of the process and change my plan to make it less threatening to them so that I wouldn't

A VANOC respondent similarly summed up the process as long and, as a result,

void of consensus:

> It is not an easy process. It is an expensive and time-consuming process; it is a demand

There is evidence of agreements between VANOC and various groups suggesting that some form of collaboration may have occurred. During the process, VANOC signed letters of understanding with the Squamish Nation and Lil'wat Nation (EAO, 2005), in addition to both Callaghan Country and Whistler Heli-Skiing (VANOC, 2004c). However, as already shown, a respondent from the commercial recreation sector

avenues provided by the environmental assessment process (VANOC, 2004h). For example, First Nations would raise a concern based on VANOC's assessment application or surrounding studies. This concern would then be addressed by VANOC as part of the assessment process. This form of communication appeared to, at times, supersede face to face collaboration. Indeed, First Nations at times opted to have lawyers write up letters directed at the Environmental Assessment Office to bring up issues of contention rather than seek a collaborative decision with VANOC (see e.g. Ratcliff and Company, 2004). This seems to indicate that seamless collaboration did not occur at all times. However, another example that follows may indicate that First Nations did participate collaboratively.

One major issue the Squamish and Lil'wat Nations raised was the inclusion of the proposed legacy facilities (e.g. additional non-competitive trails) in the environmental assessment for the Whistler Olympic Park. They felt that the studies done for the environmental assessment certificate did not adequately include these additional trails and the significant impacts they may have on First Nations interests, especially on the high value places identified by the Lil'wat Nation and Payakentsut for the Squamish Nation (EAO, 2006). The final result was the decision to evaluate the legacy facilities under a separate environmental assessment and to issue an environmental assessment certificate to the project "consisting of the Nordic competition facilities, trails and associated infrastructure and internal roads in an area comprising approximately 260 hectares, as well as the two access roads to the facilities" (EAO, 2005, 21). A Lil'wat Nation respondent established that this was indeed an example of the Nation's interests being heeded: "The government listened to that", the respondent confirmed.

Collaboration occurring due to trust between participants

To determine how well the process built meaningful relationships of collaboration and trust, interviewees were also asked to what extent the planning process helped them become more willing to trust and work with others involved. An especially positive response came from a First Nations interviewee:

> Yeah, [trust builds] after a while… With all the users of the valley- we've heard of their names or saw their signs, but we've never met them. Now we had a reason to meet them and find out a bit more- where they come from and why are they doing what they are doing. And they also in turn have a better understanding of who we are and why are we doing what we are doing.

Another response from a RMOW respondent indicates that the process helped to build trust amongst participants:

> The better you get to know people, the more your sense of whether you trust them. What can you say to them, how will they use it? That all builds up and relationships are kind of everything. You build a good solid relationship with your Provincial people and you just phone them up if you have a concern and they'll take it seriously if they trust you. Everything you do helps increase that.

A common theme that emerged was the idea that while the process helped build trust, it did not just do so randomly. Through the process, groups and individuals would either show themselves as trustworthy or not. A good example comes from the response of a CEAA interviewee:

> [Trust is built] to a degree, but… everything is based on track record. If a proponent shows themselves to be efficient and willing to implement things as described and in control of the situation and professional about it, your comfort goes up. If they don't exhibit those tendencies your comfort goes down… There's a certain level of credibility that can be acquired, but it has to be acquired.

This idea of trust being acquired was a common theme amongst respondents. While the process did allow trust to be built, and in many cases it did, that trust needed to be earned.

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The Whistler Olympic Park was built in a collaborative manner. First Nations were involved, and satisfied with their inclusion. In addition, government agencies provided oversight of implementation through not only the environmental assessment process but also via permits and authorizations. However, there were some participants, such as affected commercial recreationists, who wanted to be involved more than they were. However, the process did help trust manifest amongst participants when it was earned.

Criterion		References
Future adaptive co-management occurs among a diverse set of actors operating on multiple scales[10]	People flexibly self organize towards social-ecological sustainability on a case by case basis in the future. When a crisis occurs, the appropriate actors and knowledge is mobilized through the pre-existing social network to appropriately adapt to the change.	Folke et al, 2005; Folke, Colding and Berkes, 2003; Olsson, Folke and Hahn, 2004

Given the future state this criterion refers to, it is impossible to fully assess. However, interviewees did give a sense of the extent they felt that the planning process would enable them to work with each other in the future. The answers are enlightening; however, it is important to note that any conclusio

inevitable highlighting the importance of a future environment where stakeholders can

flexibly self organize when a problem does emerge (as suggested in Figure 4 on page 47).

Comments from a RMOW respondent suggest that the creation of the venue has

developed this sense of importance in people to come together if a problem does emerge.

> What we have up in the Nordic Centre is an incredible pulling together of
> Squamish and Whistler…The people of Squamish have adopted that Nordic
> Centre. They are the backbone of the whole volunteer organization that helps
> put on these big events, like world cups, ski jumping… The volunteer pool in
> Whistler is… pretty tapped. Squamish has stepped up. That is so powerful in
> my mind… I don't feel like I'm going to another town when I go to Squamish
> because I know so many people there now… I think that builds a lot of
> resilience. If you have an issue up there, you've got two hundred or three
> hundred concerned parents and community members… It's like a spider's

CHAPTER 5:   DISCUSSION

5.1 Gathering the Stakeholders

Stakeholders who inhabit and/or are affected by the Callaghan Valley were identified by VANOC. These stakeholders operated at a variety of spatial and organizational scales. However, the process did not specifically target specific individuals who were leaders, facilitators or social connectors. They were selected on the basis of the group they represented. Including strong individuals in the process would better ensure success in the long run. However, this assumes that those in charge of the process could have effectively identified these individuals. Whil

these discussions, even if they were not specifically sought or analyzed within the context of place theory. The presence of First Nations activity, resource extraction, as well as commercial and public recreation emerged throughout the process as well. The biophysical elements and their importance for an idyllic Olympic venue, as well as both the Lil'wat and Squamish Nations also emerged. Stakeholders discussed this minutia with each other, and in an unintentional way, were able to unearth the social memory held by the different participants around the planning table.

The absence of a consistent facilitator and a clear leader

means to them. While people may intuitively understand place, they may not be able to really express it without guidance. Second, there was a lost opportunity to increase the level of understanding of how the proposed changes in the Callaghan Valley might affect specific stakeholders. Purposeful dialogue would help everyone understand the reasons behind why people felt the way they did about certain aspects of proposed changes. Third, more extensive dialogue may have given planners better insight into the social-ecological system that underlies the area. These limitations may have reduced the level of understanding needed to help stakeholders adapt to future development changes that may emerge in the Valley as its popularity and accessibility increases.

The weaknesses of dialogue

While dialogue may have helped the planning process for the Whistler Olympic Park, it is very difficult to make this claim with certainty. Dialogue can be extremely frustrating to some people as there is often a perception that it replaces decision making and action. In addition, processes of dialogue can take a long time. Planning for an Olympic Games occurs with an immovable date where venues need to be complete. There is a sense of urgency that permeates. Dialogue in this atmosphere may restrict its usefulness. In addition, it is not accurate to suggest that no dialogue occurred during the planning for the Whistler Olympic Park. While no formalized time was set aside to dialogue, people spontaneously and informally dialogued during downtimes and site visits, creating some of the benefits suggested in the theory around dialoguing.

5.2.2 Structured Decision Making: The Environmental Assessment

The environmental assessment portion of the Whistler Olympic Park planning was structured according to formally recognized procedures. Environmental assessments,

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for the most part, do not change depending on where they are conducted. As a CEAA respondent put it: "There was a plan that was followed. It's pretty prescribed and laid out."

In a permit heavy climate involving multiple regulatory agencies, the environmental assessment process does have its benefits by allowing all stakeholders to come together and review projects in a relatively efficient manner. The interests and requirements of many lines of authority get woven into the process and final decision. It is not a simple process and there is not just one decision maker. However, because of its structure, the process is often characterized as being little more than an administrative checklist with little room for thinking 'outside the box'. In this atmosphere, purposeful dialogue may simply be off the collective radar. While regulatory agencies are able to do their due diligence in the process, its structure limits engagement between stakeholders. As such, the influence of stakeholders outside the formalities of the environmental assessment process is random and tends to limit more informed decisions to emerge.

The opportunity of the CVMP process

The lack of dialogue suggests an opportunity to have more informed conceptions

unstructured period of planning would have been an ideal time to create an intentional space for dialogue, to discuss visions more thoroughly and help build social capital and mutual understanding through ongoing discussions.

5.3 Determining and Implementing Action

Transparency and collaboration

The CVMP process and the environmental assessment were well documented, leading to transparent decision making. In addition, most respondents indicated they were satisfied with the collaboration that occurred in making decisions. However, there was a clear deviation from this position amongst respondents who were not part of a working group. Many respondents clearly had mixed feelings on the planning process; however, most felt in the end that decision makers did make informed decisions. One in particular stated:

> I choke as I say these words, but I honestly believe that they did listen to what the stakeholders had to say and I think that what appears there is a compromise from many people. It's not all the recreation trails that some people wanted. It's more than some people wanted. It's bigger than some people wanted, and smaller than some people wanted… I feel that they did have to listen to other stakeholders, and I think that they did.

The role of conflict

The dissatisfaction expressed by some is perhaps inevitable in such a lengthy process. The theoretical place-based planning process for resilience is partially designed to temper heated conflict through purposeful dialogue. It requires people to look at the assumptions behind their positions and discuss them in an open and safe environment. The end goal is mutual understanding amongst participants. However, the suggestion that conflict is negative was dismissed by a few respondents. For example, A RMOW respondent commented:

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> If you never get to really heated positioning or really start to understand just how emotionally important is this to a person, then it's hard to necessarily resolve it because you do a lot of surface resolution and everybody talks in the background, or talks outside the meeting.

It is often assumed that consensus is both achievable and positive. One respondent casted doubt upon this:

> I don't think a consensus is achievable, and if you do achieve a consensus, my experience in the past has been that it's in a constrained circumstance for a very short period of time. I just think there is such a wide variety of interests and expectations out there, that to go for consensus would compromise a project to the point where it's not really valid.

5.4 The Callaghan Valley: A Resilient Place?

The theoretical place-based process suggested is a means to an end of resilience (Figure 4). The end goal is to create a set of relationships amongst stakeholders where a future crisis would not entirely collapse the syste

theoretical process suggested been followed exactly as proposed, a resilient place is only

the theoretical end.

It is also important to recognize that the case study chosen presents its own unique

attributes. It is a process conducted in the shadow

CHAPTER 6: CONCLUSIONS

6.1 Summary of Findings

Whether intentional or not, planning typically involves changing places.

Depending on how this planning occurs, these changes will either be welcomed as

are determined through consensus and transparency, which are aided through the mutual understanding gained during the dialogue involved in the second step. As a result of this process, the place would be resilient into the future (Figure 4).

The second research question asked, 'which of these place-based planning components were included, or not suitably included in the Whistler Olympic Park planning process?' The planning process used loosely followed the three steps suggested in the theoretical process. Stakeholders were gathered, and involved participants operating on multiple scales. While dialogue did not occur, there was a discourse within the confines of the CVMP and environmental assessment processes. This allowed the components important to sense of place to emerge in a non-intentional fashion. Finally, future actions were determined in a transparent manner. Most be06272(u)-0.956417(r)-7.65133(e)3.15789( )

dialogic process would have amended this. However, dialogue does set intention around what is discussed and planning without this misses an opportunity to engage people and discuss important aspects around place and peoples' previous experience with change. The inquiry also revealed weaknesses in the theoretical framework however. Because the framework is idealized, its usefulness in reality will depend largely on the context of the planning exercise. For example, dialogue may not be as effective in environments where there is an urgency to move towards implementation, such as the case with the Olympic Games.

Regardless, the Whistler Olympic Park is now a reality. The venue is built and hosting events that bring out large members of nearby community members. Hopefully a crisis will not occur in the future to test the resilience of the place. If unanticipated changes do challenge the resiliency of the Whistler Olympic Park, the extent to which the initial planning for the venue contributes to the response remains to be seen.

6.2 Recommendations for Further Research

The research presented here does not conclusively answer all the questions asked. In addition, the study prompts new areas of inquiry. Together, these provide opportunities for further research. These are outlined below.

– Should unexpected changes create a future crisis for the Whistler Olympic Park, further research could inquire to what extent the original planning for the venue helped overcome the crisis.

– This research used the single case of the Whistler Olympic Park, which was created in an undeveloped and unpopulated context. Future inquiry could

investigate the applicability of the theoretical place-based resilience framework in developed and populated urban environments.

- The structured nature of environmental assessments in British Columbia may act as a potential barrier to innovative ideas in planning. Future research could investigate the extent to which these barriers truly exist and their implications on planning outcomes.

- The Whistler Olympic Park will change ownership after the Olympics to a Legacy Society. This transition will involve many of the same players involved in the planning process examined in this work. Further research can explore the extent to which the original planning process built trust and other measures of social capital to facilitate this transition.

- The place-based planning framework developed in this work is based heavily on theory. Further research to test the effectiveness of the framework would be a valuable endeavour to the practicality of using the framework as a functional tool to better achieve resilience.

APPENDICES

Title of Research:
Place-Based Planning for Resilience:
Evaluating the Callaghan Valley Olympic
Initiative

Risks to the participant, third parties or society:
There are no reasonably foreseeable risks associated with this study.

Benefits of study to the development of new knowledge:
This study will contribute to the literature on environmental planning, building sense of place,

2010 Bid Corporation / VANOC Interview Guide

Personal Information

1. Within the 2010 Bid Corporation/VANOC, which departments/sections are you associated with? Were you seconded for this position?

2. What positions have you held within the 2010 Bid Corporation/VANOC between 2000 and now?

General Questions

Preamble: When I refer to the 'planning process' in this questionnaire, I mean those planning

they are the only one with time

they have a large amount of connections, etc.

4. Within the WNCV planning process, how were <u>individuals</u> that represented different stakeholder groups selected to participate?

Process

1. *Preamble: For the WNCV planning process, <u>commitment</u> could mean:*

    membership in a WNCV working group that met regularly,

    participation in a multi-day visioning session or a dialogue around your experiences in the Callaghan Valley,

    being available to share your expertise in activities linked to the planning process for the Callaghan Valley.

For each example above, during the WNCV planning process, did VANOC elicit

During the planning activities in which you participated, did you gain greater shared understanding of the Callaghan Valley from other participants? *– A great deal, somewhat, not at all?*

Content within Process

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1. From your perspective, who made the final decisions regarding the WNCV?

2. In the planning activities in which you participated, was it made explicit to you (and the other participants) at the start who had final decision-making power? i.e. was there any confusion around this point? *– A great deal, somewhat, not at all?*

3. *Preamble: Sometimes if significant imbalances in terms of whose views really count in planning processes are evident, specific interventions are made to even out these situations. Such interventions can be dealt with through such tactics as providing additional funding, training, or professional facilitation.*

   Based on the planning processes in which you participated, to what extent do you

as a place of exceptional natural resources because they previously worked in the area as a forester, or perhaps as a place for family since they frequented it with their relatives in the past.

During the WNCV planning process, were there opportunities for stakeholders to discuss how social relationships and/or individual experiences within the Callaghan Valley affect how they regard the area or a part of the area?[1] *– A great deal, somewhat, not at all?*

8. ***Preamble: People may attach meanings to places based solely on their perceptions of the*** <u>***physical landscape***</u> ***by itself. Factors that may influence these meanings include the landscape's form, buildings, flora, fauna, or a combination of these and other physical factors. For example, some people may regard an area with awe because of a particularly inspiring waterfall that exists, or with fear because of the area's wildlife.***

During the WNCV planning process, were there opportunities for stakeholders to discuss how these physical landscapes affect how they regard the Valley?[13]

4. *Preamble: Planning processes have the potential to help build on-going connections and networks amongst participants, especially with respect to areas of common interest.*

Non-VANOC Interview Guide

Personal Information

3. With what organization are you associated?

4.

Did any of the planning activities in which you participated have a facilitator? If so, how did she/he do?

6. *Preamble: The way in which planning process activities are 'set up' can create a 'sense in the room'. Such senses can vary between collaboration and antagonism, between debate and dialogue.*

What 'sense' did you get from the processes in which you were involved?

7. *Preamble: Some people believe that well prepared engagement will not only help an organization like VANOC understand the nuances of development in places like the Callaghan Valley, but also build greater shared understanding amongst those participating in the process.*

During the planning activities in which you participated, did you gain greater shared understanding of the Callaghan Valley from other participants?

Content within Process

2. From your perspective, who made the final decisions regarding the WNCV?

3. In the planning activities in which you participated, was it made explicit to you (and the other participants) at the start who had final decision-making power? i.e. was there any confusion around this point? *– A great deal, somewhat, not at all?*

4. In the planning process in which you participated, do you feel you had power to influence the final decisions made? *– A great deal, somewhat, not at all?*

5. *Preamble: Sometimes if significant imbalance d*

Preamble: Some places have specific symbolic and/or practical meaning for people. For instance they may think of it as being a special place of recreational, spiritual, or ecological importance.

6. During the WNCV planning process, did you have an opportunity to provide your

If yes or somewhat, how did you do this (e.g. by comment card, by oral presentation, through the help of a facilitator, by email etc?)

Determining Future Implementation Actions

5. *Preamble: A leader may help bring stakeholders together in planning processes. They may do this by providing inspiration, a common vision for participants, or taking responsibility for guiding the process in a clear manner.*

   In your opinion, for the WNCV planning process, was there a leader? *– A great deal, somewhat, not at all?*

   If yes or somewhat, what made them a leader? In what ways did they help shape the process?

6. Was it clear during the planning process who would be responsible for **implementing** the decisions made? *– A great deal, somewhat, not at all?*

   If yes or somewhat, who was responsible for implementation?

   a. *(If interviewee is involved in implementation)*: did you contact any other stakeholders in the planning process to help you implement the decisions made?

   b. *(If interviewee is NOT involved in implementation)*: did you want to be involved in implementing the planning process decisions?

7. Do you feel the way in which actions to be implemented as a result of the planning process was decided in a transparent manner to all who participated in the process? *– A great deal, somewhat, not at all?*

8. Do you feel the WNCV planning process helped you become more willing to trust and work with others involved in this activity and/or other activities? *– A great deal, somewhat, not at all?*

9. *Preamble: Planning processes have the potential to help build on-going connections and networks amongst participants, especially with respect to areas of common interest.*

   From your perspective, did the WNCV planning process help you to build such connections for immediate activities? Future activities? *– A great deal, somewhat, not at all?*

   If yes or somewhat, what types of collaborations ha

4. If you were in charge of engaging stakeholders for VANOC, what would you do to make the planning process better?

5. As a result of the WNCV planning process, do you feel the stakeholders are in a better or worse position to work with each other in the future on matters   mC (c)3.15789(h)3g-0.956

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