

Annual Operational Report, 2002-03

Strategic Land Use Planning for Sustainable Management

Forintek Reference Number: R02-002

**Project Leader: Dr. J.C. Day
School of Resource and Environmental Management
Simon Fraser University**

March 31, 2003

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Project Title: Strategic Land Use Planning for Sustainable Management

**Project Leader: Dr. J.C. Day, School of Resource and Environmental Management,
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Project Duration: April 1 2001- March 31, 2004

Reporting Period: April 1 2002- March 31, 2003

Date of Report: March 31, 2003

Summary

Much of the literature on land use planning proposes shared decision making or collaborative planning models based on stakeholder involvement to prepare land use plans. British Columbia is the only jurisdiction in the world that has applied these collaborative approaches in a systematic way. Consequently, B.C. provides a unique opportunity for evaluating these new approaches to land use planning.

The purpose of the research project is to assess the effectiveness of the collaborative approach used to develop the B.C. Land and Resource Management Plans (LRMPs). This is done by evaluating the process for preparing, implementing, monitoring, and revising land use plans. The project was designed to identify ways of improving the LRMP process to better meet multiple resource objectives in a manner that reflects the interests of all relevant stakeholders. The project meets key objectives of the Forintek research program including **strengthening sustainable forest management** and **enhancing environmental values**.

The project is designed as a three- year project. The results for the second year include:

Year 2 (April 2002 to March 2003)

A. Micro and Macro Review of B.C. LRMP Planning Process

1. Finalize and Submit Reports Evaluating the LRMP Planning Process (Micro and Macro Review)
Completed

B. Literature Review of Implementation Best Practices

1. Identify Criteria and Procedures for Effective Plan Implementation
Completed
2. Identify “Best Practices” for Plan Implementation
Completed
3. Finalize and Submit Report on Implementation “Best Practices”
Completed
4. Develop Evaluation Model for Plan Implementation
Completed

C. Evaluation of B.C. LRMP Implementation

1. Use Implementation Evaluation Model to Complete
Micro Review of LRMP Plan Implementation (Kamloops)
Completed
2. Finalize and Submit Report on Micro Review of LRMP Implementation Process (Kamloops case study)
Completed
3. Initiate Macro Evaluation of LRMP Implementation Process
Completed

D. Outputs

1. Completion of 4 major reports summarizing research findings.
2. Initiation of 4 additional research reports to be completed in year 3.
3. Creation of project website.
4. Publication of quarterly newsletter distributed to over 1000 practitioners.
5. Presentation of research results at 8 conferences/workshops.
6. Preparation of scientific papers for publication in journals

The next stage of the project is to complete the evaluation of the LRMP implementation and monitoring systems and to undertake extension activities of the project to communicate key findings and their implications for land use planning.

Key Words: Forest land-use planning, collaborative planning, evaluation, implementation, environmental monitoring.

Introduction

Most of the recent research on land use and environmental planning has emphasized shared decision-making approaches based on the work of Fisher and Ury (1991), Susskind and Cruikshank (1987) and Wondolleck (1988, 2000). B.C. is the only jurisdiction in the world where these innovative approaches have been applied in a systematic way. Consequently B.C. is now recognized as a world leader in the process of shared decision-making for land use planning.

The School of Resource and Environmental Management (REM) has been at the centre of land use planning research in B.C. for over a decade. The research has been funded by a diversity of sources including Social Science and Humanities Research Council, Forest Economics and Policy Unit at UBC, the B.C. Roundtable on the Environment and Economy and the B.C. Forest Resource Commission. The research has been organized in three phases.

The first phase of the research in the period 1989 to 1993 examined technical methods of analysis for land use planning, institutional structures and land use planning process structures such as “shared decision-making”. The results of this research helped form the basis for development of the land use planning process used in B.C. to complete LRMPs. For example, techniques such as cost-benefit, impact assessment and multiple accounts analysis for land use planning were developed (Gunton and Vertinsky, 1990; Gunton, 1992) and new institutional, legal and dispute resolution techniques applicable to land use planning in B.C. were formulated (M’Gonigle, 1992; Gunton and Flynn, 1992). Publications and contributions in this phase of the research are summarized in the references cited below.

The second phase of the research conducted between 1994 to 1998 was a preliminary evaluation of the process used to develop a subset of the earlier B.C. land use plans. Publications and contributions of this research are cited below in the references. This research analyzed strengths and weaknesses of the planning process for CORE and LRMPs and identified ways in which the process could be improved (Wilson, Roseland and Day, 1996; Penrose, Day and Roseland, 1998; Williams, Day and Gunton, 1998).

The third phase of the research is the current project described below.

Objectives

The objectives of this project are to:

1. Complete a literature review on collaborative land use planning and implementation methods.
2. Develop an evaluation methodology for assessing planning processes
3. Evaluate the BC LRMP process using this methodology.
4. Review land use planning implementation “best practices” in other jurisdictions.
5. Develop a methodology for evaluating land use planning implementation and monitoring.
6. Complete an evaluation of LRMP implementation and monitoring systems using this methodology.
7. Based on the evaluations identify process and procedures for effective plan preparation and implementation.
8. Make recommendations on how to improve the planning preparation and implementation process in B.C.
9. Identify the key findings based on the B.C. evaluation for the international field of collaborative land use planning.
10. Disseminate the findings in workshops with key personnel engaged in land use planning in B.C. and through publication of the results in international journals and conference proceedings.

Methodology

Assessment of the Land Use Planning Process

The study design for the assessment of the land use planning process was developed based on a literature review of research by Booher and Innes (1999), Cormick et al (1996), Campbell and Floyd (1996), Harter (1997), Menkel and Menkel-Meadow (1997), Susskind and MasMahon (1985). The evaluation of the planning process was based on the following steps:

1. **Literature Review:** Review the literature on dispute resolution and collaborative planning.
2. **Develop Evaluative Criteria:** The next step was to develop an evaluation methodology to assess the performance of collaborative planning. The methodology was based on assessing the degree to which the process met key criteria. These criteria were based on the evaluative model developed by the research team based on the literature cited above. The criteria relate to both the structure and the outcome of the planning process. The criteria include:

Process Criteria:

- a. Clear objectives of the process based on clear definition of problem or issue
- b. Incentives for stakeholders to reach to participate
- c. Inclusion of all relevant stakeholders interests
- d. Self-design of the process by participants
- e. Flexibility in process structure to accommodate changing circumstances
- f. Equal and balanced opportunity for stakeholder participation
- g. Mutual respect, trust and understanding

- h. Clear rules of procedure
- i. Accountability of stakeholder to their constituents
- j. Time limits
- k. Inclusion of implementation and monitoring plan

Outcome Criteria

- a. Reach an agreement acceptable to all stakeholders
- b. Achieve successful implementation of agreement (this is assessed in part II below)
- c. Process and outcome perceived as successful by stakeholders
- d. Ancillary or second order benefits

3. **Describe and Monitor Process:** This step involved an in-depth review of the planning process used in preparing LRMPs. The overall institutional and legal structure of the planning process was reviewed and detailed summaries were made of each of the land use plans. These summaries were based on descriptive criteria that include the following variables.

- | | |
|-----------------------|---|
| a. Planning region: | Size (area), Population |
| b. Process Structure | Manager of Process, Resources for Process and Participants, Facilitator/Mediator, Decision-making process |
| c. Participants | Number, Type, Accountability Structure, Method of Selection, Resources |
| d. Public Outreach | Openness to Public, Mechanisms for Public Outreach |
| e. Management | Terms of Reference, Frequency of Meetings, Use of Working Groups, Consultants, |
| f. Timetable | Timetable, Length of Project |
| g. Outcome | Decision Reached, Support for Decision (e.g. consensus) |
| h. Analytical Methods | Types of Methods Used |

4. **Evaluation:** The evaluation of the process was based on assessing the degree to which the process met the evaluative criteria outlined above. One of the principal objectives of collaborative planning is to reach a consensus decision. Therefore special emphasis was placed in the evaluation on identifying the key attributes of the process that determined whether a consensus decision was reached. The evaluation was based on a comprehensive survey of participants in all the LRMPs.

5. **Recommendations and Conclusions:** The final stage was to identify the relevance of the findings to collaborative planning theory in general and make recommendations on how to manage these processes effectively.

6. **Database:** The database for part one was relevant planning documents, minutes of meetings etc. and a comprehensive questionnaire completed by participants in the LRMP processes.

Evaluation of the Implementation Process

Part two of the research will involve an in-depth analysis of the implementation process for the land use plans. The method that will be used for analyzing the implementation process will be based on the conceptual framework developed by Mazmanian and Sabatier (1989) to evaluate policy implementation. The steps in the process are as follows.

1. **Literature Review:** This step will review literature on implementation of land use and environmental plans and complete case study reviews of “best practices” in land use planning implementation.
2. **Develop Criteria for Effective Implementation:** This step will identify criteria for effective implementation based on a review of the literature on the theory and practice of plan implementation and the case studies cited above. These criteria include factors such as clarity of recommendations, delineation of accountability, provision of resources, magnitude of change required, extent of stakeholder support, clarity of cause/effect relationships and existence of a monitoring program.
3. **Review of Implementation Process:** This step in the study will document the implementation process and strategy used in the land use plans. This will consist of identifying the objectives and recommendations in the plans and describing the implementation strategy including implementation mechanisms, legal foundations, organizational roles and responsibilities for implementation and the implementation monitoring process. The assessment will be based on review of the relevant documents and interviews with key personnel involved in the planning process.
4. **Evaluation:** This step in the research project will measure success in implementing each of the recommendations of the land use plans. Then the reasons for success and failure in implementation of the recommendations of the plans will be identified. The criteria for effective implementation developed above will be tested to determine their ability to explain implementation performance.
5. **Conclusions:** The final step of part two of the research project will be to identify the key findings relevant to the theory of plan implementation. Factors determining success and failure in implementation will be identified and recommendations for ensuring effective implementation relevant to the planning process in British Columbia and public policy implementation in general will be made. These findings will then be used to advance the theory on public policy implementation by assessing the factors determining implementation success.
6. **Database:** The database for the study will consist of relevant planning documents and interviews with key stakeholders responsible for implementation based on a formal questionnaire.

Discussion of Results: Progress Relative to Objectives

The approval of the project was received 5 months behind schedule due to government reorganization. Nonetheless, the objectives set out for year one and year two of the project were completed.

<i>Objective</i>	<i>Status</i>
<u>Year 1 (April 2001 to March 2002)</u>	
1. Literature Review on Collaborative Planning	Completed
2. Literature Review of Implementation Theory	Completed
3. Review “Best Practices” for planning process in other jurisdictions	Completed

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| 4. Develop Evaluation Model for Planning Process | Completed |
| 5. Apply Process Evaluation Model to LRMPs | Completed |
| 6. Develop Evaluation Model for Plan Implementation | In Progress |

Year 2 (April 2002 to March 2003)

Micro and Macro Review of B.C. LRMP Planning Process

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| 1. Finalize and Submit Reports Evaluating the LRMP Planning Process (Micro and Macro Review) | Completed |
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Literature Review of Implementation Best Practices

- | | |
|---|-----------|
| 1. Identify Criteria and Procedures for Effective Plan Implementation | Completed |
| 2. Identify “Best Practices” for Plan Implementation | Completed |
| 3. Finalize and Submit Report on Implementation “Best Practices” | Completed |
| 4. Develop Evaluation Model for Plan Implementation | Completed |

Macro Review of B.C. LRMP Implementation

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|---|-----------|
| 1. Use Implementation Evaluation Model to Complete
Micro Review of LRMP Plan Implementation (Kamloops) | Completed |
| 2. Finalize and Submit Report on Micro Review of LRMP Implementation Process (Kamloops case study) | Completed |
| 3. Initiate Macro Evaluation of LRMP Implementation Process | Completed |

Year 3 (April 2003-March 2004)

Complete Macro Review of LRMP Implementation Process

1. Complete Macro Evaluation of LRMP Implementation Process
2. Write up Findings
3. Disseminate Implementation Findings for Review
4. Finalize and Submit Reports on Implementation
5. Participate in Workshops/Conferences to disseminate Findings of Research Project

Specific Project Outputs/Measures of Success in Year 2 (April 2002-March 2003)

1. Reports Finalized

- a. Tanis Frame, Thomas Gunton, and J.C. Day. 2002. *An Evaluation of the Land and Resource Management Planning Process in British Columbia*, Research Report # 1.
- b. Karin Albert, Thomas Gunton, and J.C. Day. 2003. *An Evaluation of Implementation of Land and Resource Management Plans in British Columbia: A Case Study of the Kamloops Land and Resource Management Plan*, Research Report #2.
- c. Ken Calbick, J.C. Day, and Thomas Gunton. 2003. *Use of Program Theory for Identifying and Evaluating Best Practices for Implementing Land Use Policy*, Research Report # 3.
- d. Beckey Edwards-Craig, and Peter Williams. 2003. *Development and Implementation of Land and Resource Management Plans in British Columbia from the Perspective of the Backcountry Tourism and Outdoor Recreation Sectors*, Research Report # 4

2. Reports in Preparation:

- e. Daryl Finnigan, Thomas Gunton, and Peter Williams. 2003. *The Role of Non-governmental Organizations in Collaborative Land Use Planning in British Columbia*, Research Report #5
- f. Margaret Paridean, and Peter Williams. 2003. *Protected Area Selection in the B.C. LRMP process*, Research Report #6.
- g. Chris Joseph, Thomas Gunton, and J.C. Day. 2004. *Evaluation of the Implementation Management System for B.C. LRMPs*, Research Report #7.
- h. Tracy Ronmark, Thomas Gunton, and Peter Williams. 2004. *Evaluation of the Protected Area Planning Process in B.C. LRMPs*, Research Report #8.

3. Website Created for Research Project

4. Newsletter Created and Circulated on Quarterly Basis

5. Conference/Workshop Presentations

- a. Frame, T, T.I. Gunton, and J.C. Day, “ Collaborative Land Use Planning in the B.C.. The LRMP Experience,” Georgia Basin Conference, Vancouver, B.C., April 2003.
- b. Gunton, T.I., J.C. Day, and T. Frame, “ Resolving Land Use Disputes through Collaborative Planning: The British Columbia Experience,” Invited Paper to the

Udall Centre for Studies in Public Policy , University of Arizona, Tucson, Arizona, February 2003.

- c. Gunton, T.I. “ Conflict Resolution and Collaborative Planning,” Invited Paper to the Centre for Dispute Resolution, University of Victoria, Victoria, B.C., January 2003.
- d. Day, J.C., T.I. Gunton, T. Frame, K. Albert, K. Calbick, “Towards Rural Sustainability in British Columbia: The Role of Biodiversity Conservation and Other Factors,” Invited Paper to the NATO Advanced Research Workshop, Krakow, Poland, November 2002.
- e. Gunton, T.I., “ Resolving Environmental Disputes Through Collaborative Planning: A Case Study of Land use Planning in British Columbia, Canada. Invited Paper to the Dept. of Geography, University of Toronto, Toronto, 11 October 2002.
- f. Gunton, T.I., “ Resolving Environmental Disputes Through Collaborative Planning: A Case Study of Land use Planning in British Columbia, Canada. Invited Paper to the Dept. of Urban and Regional Planning, University of Waterloo, Waterloo, 7 October 2002
- g. Gunton, T.I., “ Resolving Environmental Disputes Through Collaborative Planning: A Case Study of Land use Planning in British Columbia, Canada. Invited Paper to the Consensus Building Institute, Harvard University and MIT, Boston, 3 October 2002.
- h. Gunton, T.I., “ Resolving Environmental Disputes Through Collaborative Planning: A Case Study of Land use Planning in British Columbia, Canada. Distinguished Lecture Series, School of Natural Resources and Environment, University of Michigan, Ann Arbor, Mich., 2 October 2002.

Discussion of Results: Contribution to Knowledge

The experience in British Columbia provides an excellent opportunity to test the efficacy of new approaches because it is the only jurisdiction in the world where these approaches have been implemented in a systematic way through the activities of CORE and the LRMP process. The process was also successful in achieving consensus land use outcomes in an environment characterized by extensive conflict between stakeholders.

Therefore the findings in this research program provide the first comprehensive evaluation of a successful collaborative planning system. These findings will contribute to the international literature on planning and dispute resolution and be relevant to helping resolve resource conflicts throughout North America and the world by assessing the strengths and weaknesses of shared decision-making and identifying the keys to successful conflict resolution.

Specifically the research program is resulting in the following advancements to knowledge:

1. The development of a comprehensive evaluation methodology for assessing land use planning processes.

2. The first comprehensive evaluation of a collaborative planning system. The evaluation identified the strengths and weaknesses of the collaborative planning system and the requisites for successful conflict resolution and plan development. The requisites were ranked in terms of relative significance and the design of an optimal land use planning process was specified.
3. The identification of “best practices” in land use planning implementation.
4. The development of a comprehensive methodology for evaluating implementation of land use plans.
5. The first testing of the implementation evaluation methodology in a case study review.

Extension

The research project includes a comprehensive extension program for year 2 and 3. The completion of this program is contingent on approval of the funding for year 3. The extension program includes:

Extension Plan Objectives

1. To ensure that the project continues to address the research priorities and interests of practitioners
3. To ensure that the research incorporates expert opinions and insights of practitioners
4. To keep practitioners informed of the research results on a timely basis.
5. To work with practitioners to identify how the research findings can, and should, be implemented
6. To help practitioners learn and implement the research findings
7. To forge linkages among the stakeholders and between the academic researchers and practitioners

Benefits to the B.C. Forest Sector, Policymakers, and Practitioners

One of the principle mechanisms for achieving sustainability of B.C.’s natural resources and achieving a balance between social, economic, and ecological values is the land use planning process. This research project is examining the process of developing, implementing, and monitoring the effects of land use plans and identifying ways to improve overall effectiveness of land use plans in meeting their objectives of managing

resources in a sustainable way while reflecting the interests of all major stakeholders. Therefore, research findings will lead to improvements in the land use planning process which, in turn, will result in positive ecological, social, and economic impacts in the management of our forest and other natural resources.

From the perspective of the forest industry, land use planning is one of the most significant factors affecting the annual allowable cut in B.C. Protected area designation and management guidelines have a dramatic impact on the cost and quantity of timber harvested. Resolving land use conflicts amicably among key stakeholders is essential for ensuring the health of the forest sector and in maintaining access to international markets. Sound land use planning is also key for protecting and enhancing other resource values and maintaining the ecological integrity of the environment.

The end users and resource practitioners that will utilize the research findings from this project include professionals in the provincial government engaged in the development and implementation of land use plans and stakeholders from all the relevant sectors engaged in the land use planning process. These stakeholders include groups from the environmental community, First Nations, resource sectors such as forestry, fishing, tourism, and mining, as well as and local governments.

Summary and Conclusions

This research project is approved as a three-year project. Year one and year two have been successfully completed. The results from year one and two identify how to design an optimal land use planning system to achieve multiple objectives. This is based on an in depth review of the LRMP planning process in B.C., which is the first jurisdiction that has successfully implemented a collaborative planning model. The project also developed a comprehensive model to assess and design implementation and monitoring systems for land use planning. Year 3 will complete the research on plan implementation and disseminate research findings. Based on an evaluation of the B.C. experience, these findings are a major contribution to the international knowledge of land use planning that will help practitioners in B.C. and other jurisdictions design and manage effective land use planning programs.

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