



Nelson Region

Implementation Monitoring:

Silviculture Strategies - Nelson Forest Region

British Columbia

Ministry of Forests

Forest Practices Branch

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Implementation Monitoring:

Silviculture Strategies – Nelson Region

1. INTRODUCTION

This document provides a summary of implementation responses for a random sample of four of the seven Silviculture Strategies that were completed and were used to guide silviculture investments within the Nelson Forest Region. This monitoring is meant to gauge the influence of the strategies on allocating funds to activities identified in the strategies. It is also designed to unearth strengths, issues and problems for implementing the strategies. Recommendations are provided based on input of practitioners.

1.1 Objectives and Scope

The objectives of the monitoring are to:

- encourage the focusing of incremental silviculture activities towards strategic incremental silviculture objectives, and
- provide a feedback loop to incremental silviculture strategies and planning processes.

The scope of the monitoring is:

- a randomly selected sample of silviculture strategies by forest region.

1.2 Background

Monitoring is part of an overall management system for the administration of incremental silviculture activities on Crown forest land in British Columbia. The other components of the system are planning, delivery (or monitoring the delivery by others) and reporting.

The majority of incremental silviculture activities on Crown land are currently funded by Forest Renewal BC (FRBC) and are delivered by the forest industry. Certification that work has been performed to standard is the responsibility of a registered professional forester (RPF). For further information on field monitoring, refer to the [Ministry of Forests Operational Guidebook to Forest Renewal Programs](#).

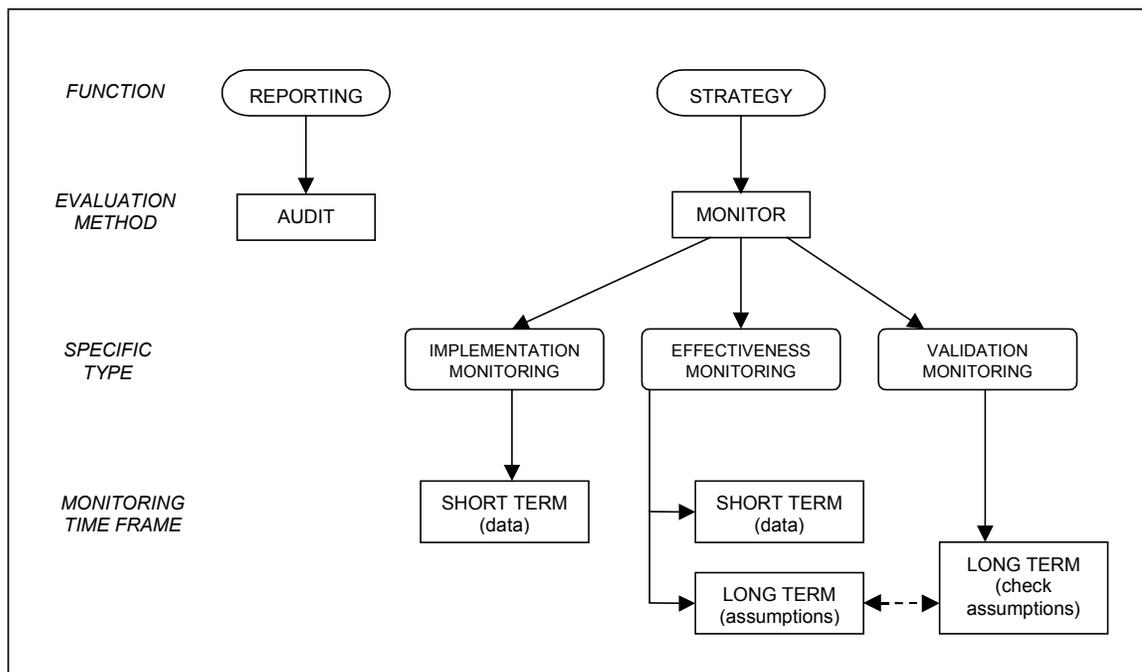
The Ministry of Forests, as steward of the Crown's forest resources, has an interest to ensure that all incremental silviculture activities contribute to achieving the ministry's strategic objectives. Implementation monitoring is a key component in this feedback loop.

- Monitoring activities are part of a service agreement between the Ministry of Forests and Forest Renewal BC.

1.3 Overview of the Monitoring and Auditing Processes

Because the design, delivery and accomplishment of incremental silviculture strategies are distinct from the reporting of incremental silviculture activities, the two processes necessitate different evaluation approaches: strategies are monitored and reports are audited (Figure 1).

Figure 1. Evaluation Types and Processes



The monitoring of incremental silviculture strategies can be further broken into three monitoring types: **implementation**, effectiveness, and validation.

- **Implementation** monitoring assesses the progress on the implementation of an incremental silviculture strategy.
- Effectiveness monitoring evaluates how well the strategies are contributing to the attainment of the goals and objectives of the strategy. Outcomes that occur in the short term may be assessed by measurement of response data, whereas outcomes that occur in the long term must be predicted and involve the making of assumptions. For timber-oriented strategies, effectiveness monitoring is typically long term and evaluates the cumulative effects of a series of annual or periodic activities under a strategy. Thus, timber-oriented strategy effectiveness monitoring is undertaken periodically every five to ten years. Where outcomes are not directly measurable, effectiveness may have to be indirectly evaluated by first defining criteria and indicators and then measuring the changes in these over time.
- Validation monitoring is used to confirm that the assumptions are valid, sometimes over a long period of time. Validation monitoring often takes the form of applied or pure research and procedures for this type of monitoring are beyond the scope of these procedures.

This summary addresses only implementation monitoring.

1.4 Definitions and Terminology

Incremental silviculture is an administrative term used to collectively describe backlog reforestation activities together with any silviculture activity that is not required by law, but does not include either of these where they are a contractual obligation of a forest tenure. *Backlog reforestation* activities take place on areas harvested before October 1, 1987 that have not been reforested to defined standards.

This document adopts the following definition of monitoring from the Ministry Policy Manual, Section 17.3:

“Monitoring” means an ongoing and recurring review of processes to assess if they are being performed, are functioning as intended and are achieving the desired results.

By this definition, monitoring incorporates an element of evaluation.

The term *incremental silviculture strategy* is used in these procedures to refer to the entire strategy for a management unit. A *strategy*, on the other hand, is an individual strategy (or sub-strategy) contained within an incremental silviculture strategy.

Each management unit incremental silviculture strategy should contain goals, objectives, strategies and studies, described as follows:

- ◆ *Goals* express a desired future condition, state or outcome, reflecting broad social ideals, aspirations or benefits associated with the use or management of the timber or habitat resource.
- ◆ *Objectives* are more specific statements than goals about a desired future state of the timber or habitat resource. When accompanied by a desired measurable result within a specified period an objective becomes a *target*.
- ◆ *Strategies* identify the actions that need to be undertaken, or the conditions that need to be put in place to achieve an objective. Strategies are typically written to correspond to a specific objective. Each strategy should be accompanied by an expected outcome, that is, how it is expected to contribute towards an objective. A strategy may contain multiple activities towards achieving an outcome (for example, increased use of improved seed, increased brushing, and a reduction in regeneration delay may all be part of a strategy to achieve a 3 yr reduction in green-up).
- ◆ *Studies* are information needs identified in a strategy as being necessary for future strategy development or that may contribute to an anticipated outcome (for example, improved estimates of site productivity are expected to increase long term harvest levels by XX%).

While all four of the preceding items may be the subject of effectiveness monitoring, the first two, goals and objectives, are its primary focus. The latter two, strategies and studies, are the specific focus of implementation monitoring.

2. MONITORING MANAGEMENT UNIT STRATEGY IMPLEMENTATION METHODOLOGY

2.1 Management unit selection.

To assess implementation progress three TSAs and one TFL were chosen at random from the seven management units in the Nelson Forest Region that had completed strategies.

The units chosen were:

- Boundary TSA
- Cranbrook TSA
- Revelstoke TSA
- TFL 3

2.2 Background materials and status of strategies for the Region

For each Management unit that was assessed, the version of the management unit incremental silviculture strategy that guided activities was obtained. The following strategies were used for summarizing the target areas by treatment type.

Boundary TSA

- Interim Silviculture Strategy, Version 1.2, January 10,2000.

Cranbrook TSA

- Interim Silviculture Strategy, Version 1.2, September 8, 1999.

Revelstoke TSA

- Interim Silviculture Strategy, Version 1.2, March 31, 1999.

TFL 3

- Silviculture Strategy, Type 1, March 2000.

2.3 Contacts and Questionnaire

For each management unit a contact was provided by the Regional coordinator (Ivan Listar). A list of contacts is provided as Appendix 2. A set of questions was asked to each to gauge the status of the silviculture strategy in focussing silvicultural activities. Appendix 3 provides a copy of the Questionnaire.

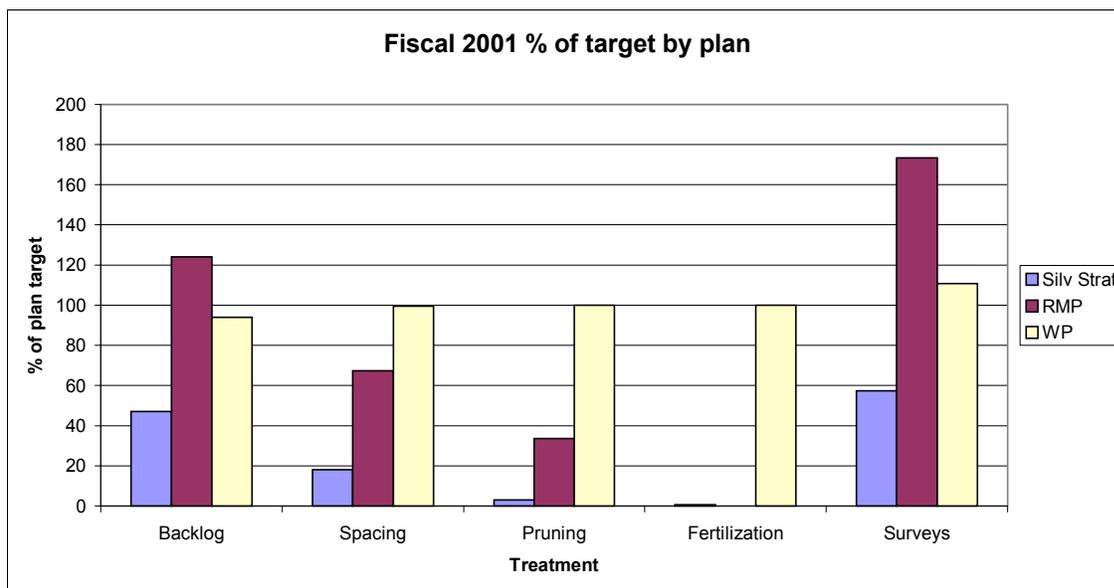
3. RESULTS

Information Summary

A summary of the target areas by treatment type indicated in the Silviculture Strategy by activity along with the area treated by fiscal year 2001 based on FRBC database figures (Information Management System – IMS) - was provided to each respondent. They were asked to review the numbers for relative accuracy and to become familiar with the questions provided in the attached questionnaire. Each was contacted by phone and interviewed for 45 minutes to 1 hour.

Figure 2. Compilation of silviculture strategy, RMP, and Workplan targets and areas treated.

	Rank	Silv Strategy	RMP	Wplan	Area treated	Silv Strat	RMP	WP
		Area (Ha/Yr)	Area (Ha/Yr)	Area (Ha/Yr)	2001	Fiscal 2001 % of Silv Strat	Fiscal 2001 % of RMP	Fiscal 2001 % of Wplan
Backlog	1	3754	1426	1883	1768	47	124	94
Spacing	2	3875	1043	707	703	18	67	99
Pruning	3	425	40	13	13	3	34	100
Fertilization	2	5244	0	35	35	1	N/A	100
Surveys		18342	6079	9517	10540	57	173	111



¹ The opportunity areas from the strategies were obtained from the Silviculture Regimes (or Treatments) and Investment Priorities Tables from the various Silviculture Strategies. The area treated is a compilation of the 4 units based on IMS data. The rankings are generalized.

Questionnaire responses:

1. Are you familiar with the incremental silviculture strategy for (TSA)?

All respondents were very familiar with the incremental silviculture strategy for their management unit.

2. Are you involved in the planning or delivery of incremental silviculture activities for the TSA? If yes, please describe your role.

All respondents were very involved with the planning and or delivery of the silviculture activities. The process that is in place has Industry personnel directly responsible for the delivery of the activities, MoF personnel worked with the licensees in the creation of the Resource Management and Working plans and provided contract administration. The actual areas treated were the responsibility of the licensees. In one instance a consultant was used to create the RMP and Working Plan. One district has had to cut back on silviculture staffing resulting in a greater reliance on licensee planning.

3. Are you familiar with the level of funding that was provided by FRBC for implementation of the silviculture strategy? What was the funding level? (By fiscal year)

Each respondent was familiar with the level of funding provided by FRBC. The amounts ranged from a low of \$85,000 to slightly greater than \$735,000.

4. Are you familiar with what level of funding was applied for? If so how much?

The amount applied for was consistent with the amount provided from FRBC to the Region and broken down by Management Unit. For the period assessed (Fiscal 2001) the amount ranged from \$75,000 to \$735,000 by MU. The amount was consistent with the submission guidance where 80% of the target represents the minimum or base funding commitment to Sustainable Harvest (SH) commitments to the MU.

5. To the best of your recollection was the silviculture strategy used to prioritize funding, or were other directives in place? (By fiscal year). Did the level of funding restrict the amount and or type of treatments?

Investment priorities were based on the following regional guidance (from Resource Management Plan Development procedures, provided by B. Peschke, Nelson Region).

- First fund entrenched/legal commitments (e.g., commenced upon backlog prescriptions).
- Second, address activities as they were ranked by the Type 1 Silviculture Strategies .

The level of funding was originally based on historical spending. In all of the units additional treatments were identified within the Type 1 strategy that are above historical funding levels. Those opportunities were left untreated within the current funding levels.

Table 1. Treatment ranking by management unit and treatment type².

Rank	Backlog ³	Spacing ⁴	Fertilization	Pruning / other ⁵
1	100% (4 of 4)			
2		50%	25%	0/25% ⁶
3		25%		50/25%

As table 1 shows all MUs had backlog as the first priority, as per the regional guidance. Spacing was identified as the second ranked activity for three of the four units while fertilization was ranked second in one unit. Rank three varied by unit with two of the units providing pruning as the third priority while one had rehabilitation of problem forest types ranked third.

Backlog – Rank 1. Based on the targets set out in the silviculture strategies, 47% of the target backlog was treated. The amount of backlog actually treated exceeded the RMP estimate (124%) and was 94% of the working plan estimate (Figure 2). The available areas used in the RMP and WP were considered operationally feasible based on recent survey information. The areas used in the silviculture strategies were best estimates at the time of the Type 1 analysis and required field assessment to better define actual treatable area. Slight variations on area treated, compared with RMP and WP estimates, resulted from field site opportunities and just-in-time survey information.

The present guidance by MU is for all backlog to be identified and categorized as NSR, SR or NP. Those areas categorized as NSR with treatable areas are to be put under prescription. They are considered rank one for treatment under the funding allocation process.

Spacing – Rank 2 (2 of the 4 units). The area spaced was 18% of the target identified from the Type 1 strategies, 67% of the RMP and 99% of the area identified overall in the Work Plans. Limited funding was given as the main reason for not achieving the target treatment level. Additionally the lack of suitable survey information and higher estimates of treatable ground than found to be available were given as other reasons for the low proportion treated. One respondent, based on recent surveys and analysis, indicated a more realistic target was approximately ½ of the original type 1 target for their MU. The Nelson Region has recommended that the Silviculture Investment strategy be revisited on an ongoing basis to confirm that it is still appropriate and or if refinements are needed to reflect new information.

Fertilization – Rank 2 (1 of 4 units). Late rotational fertilization was identified as the second priority after backlog in one unit. However, no fertilization occurred in this unit as no appropriate sites were identified. Most potential sites were considered too dense for cost effective treatment. One management unit added fertilization to the workplan over and above

² Rankings were based on those provided in the Silviculture Strategies. However, non-incremental activities were excluded from the ranking as they were not eligible for FRBC funding, thus the rankings used here do not necessarily match the rankings found in the Silviculture Strategies.

³ Regional guidance was for backlog to be the number one priority, this was reflected in the strategies for the most part, two of the four had surveys as their first priority, in all cases surveys are needed to confirm activities, making them by default a high priority, elevating backlog to number one.

⁴ Includes all spacing treatments including spacing of repressed stands.

⁵ Other - *Armillaria* mitigation approaches.

⁶ Other - rehabilitation of problem forest types.

what was identified in the strategy and RMP, completing 35 ha as a trial. The trail is to assess time to green-up, a high priority in the unit, but is considered a basic obligation. Other units indicated relatively large areas available for fertilization (5244 ha), but based on low rankings were not funded.

Pruning – Rank 3 (2 of 4). Pruning was ranked as third overall in conjunction with spacing for two of the four units and lower in the other two when non-incremental activities were removed from the rankings. Overall a total of 3% of the Silvicultural Strategy target was treated (13 of 425 ha). Thirty-four percent of the RMP was treated with 100% of the workplan area pruned. Pruning, due to its lower ranking was generally not funded.

Other – Two of the units had other activities ranked as 2 or 3 that did not fit the traditional activities. One unit had *Armillaria* mitigation as rank 2, but did not have any treatments associated with this objective. Another unit had rehabilitation of problem forest types as the third ranking, this was not funded due to the low ranking.

Surveys – unranked. Surveys were identified in each of the strategies as a high priority, not an end in themselves, but to direct treatments where appropriate. The actual area surveyed was 57% of the strategy targets, 173% of the RMP and 111% of the workplan targets (Figure 2). Survey intensity is lower than the strategy targets but higher than the RMP and workplan as the amount of area to survey becomes clearer the closer to the ground one gets. Areas identified as available to survey from the silviculture strategy were estimates that included all forms of surveys from free growing to pre stand tending. Most of the surveys were used to assess backlog stocking and options as directed by the rankings.

6. Review the goals and objectives of the strategy: In your opinion are these still relevant and appropriate?

In all cases the goals and objectives of the strategies were still seen to be relevant and appropriate. However, many of the identified goals and objectives were not followed-up by treatments due to funding limitations. Treatment of backlog was the focus. It is therefore important to revisit the goals and objectives with respect to the expected outcomes to determine the effects of not funding these initiatives.

One respondent indicated the goals and objectives remain reasonable for the present but should be revisited once the local TSR 2 becomes available. The respondent felt that there needs to be a link between the most up to date TSR and the Silviculture Strategy. Some early frustration was felt with linking treatments and objectives to TSR 1 information when new information was on the horizon. While there was frustration, it was understood that the first strategy was a starting point to help prioritize activities, with the next step to link strategies to new TSR and other higher level planning direction as it becomes available.

7. Are there any major events that are highly likely to occur in the near future that might give rise to a major change to the goals and objectives? (If yes: Should there be a change now, or is it best to wait and see?)

New TSR direction, LRMP, and Landscape Unit plans were all identified as potentially impacting the goals and objectives. It is recommended that the Silviculture Strategy be revisited in a timely fashion once new information becomes available (e.g., post TSR, LRMP, LU planning).

Regional guidance suggests yearly review of the silviculture investment analysis to confirm its appropriateness and/or if refinements are needed to reflect new information.

8. *The top three priorities in the current incremental silviculture strategy are: (listed by management unit).*

- Should these all still be high ranked?
- Are the strategies being implemented?
- Should the order of them change?
- Is there some other strategy that should be ranked higher?

In all cases the priorities were generically still valid. The rankings are relatively accurate but need to be revisited periodically, e.g., fertilization was identified as rank 2 in one unit, but few suitable stands were found to treat, reducing its ranking. Funding has limited treatment beyond backlog in most units, thus further fine-tuning of priorities may occur once additional funds are available to assess additional treatment options. Surveys are seen as a key component as they drive all other activities.

While the rankings were generally felt to reflect current conditions it was identified, that regimes, such as space and prune and follow-up pruning of the second lift should be used to capture the intended benefits of the treatments.

9. *The top studies in the current incremental silviculture strategy are: (listed by management unit)*

- Should these all still be high ranked?
- What is the status of the studies?
- Should the order of them change?
- Is there some other study that should be ranked higher?

The studies identified all remain of interest to the respondents, but only one of the 12 was followed up on based on the direction of the strategy. There appeared to be a missing link between the Silviculture Strategies and the Regional and Provincial research selection process. Respondents were not familiar with other initiatives relating to the studies identified. A need for a linkage between the strategies and research direction is needed to better prioritize funding based on MUs within the broader Regional and Provincial framework.

Overall there were some additional areas of interest that may be considered as having a higher rank based on new or more current information than the original strategy. This requires an overview of the overall direction that strategy is taking and the issues that have been raised. It was identified that studies need to be ranked in a Regional and Provincial context and funded accordingly.

10. *Has habitat supply been addressed by the Strategy? If not are there projects in place to address it?*

At the time of the strategies habitat supply was not specifically addressed. However, habitat supply has to some extent been addressed through Watershed Restoration funding, ungulate winter range mapping and distribution, LU planning and NDT4 funded activities. Habitat projects as directed from higher-level plans are being identified that will identify silviculture

activities. In one MU there is a steering committee that is working on an interim habitat supply option package.

11. General comments or issues regarding the present strategy and process.

From the respondents here are the summaries from each:

- There was some initial frustration with the timing of the Type 1 strategy, as the data package for TSR2 was in progress. However, the process has proved useful in setting priorities. There is a need to fine tune the Silviculture Strategy based on the findings of TSR2. Future strategies should be linked to the most current TSR.
- In general the process is going in the right direction. That is linking stand level treatments to forest level issues. A concern was raised over the somewhat unrealistic approach taken with the Type 1 analysis whereby no economic constraints were used. Seemed more like an academic exercise. Need to build in a reality factor; this is where hopefully the Type 2 will be more realistic. At the present the backlog is being cleared up and other objectives will then take precedence. The concept of a link back to the plan and the effect not achieving targets was thought to be important.
- The present strategy is seen to be adequate at setting priorities and ratings. It would be of interest to have effectiveness monitoring help determine, the effects of not following the targets set for incremental activities (e.g., spacing of 500 ha per year, with only 51 ha done, and this because brushing costs were down freeing up funds for other projects). The present approach does not seem to have any links or consequences of not doing a treatment or regime. Having a link to the TSR through a management plan would be useful. Because the RMP funding level must fit within a predefined limit and the amount of backlog uses the total, there is no opportunity to do the incremental treatments identified in the Silviculture Strategy until the backlog has been completed or its program reduced in size to free up more funds.
- The present strategy and process is a good start. Additional updates to keep it current are recommended. As well keeping the strategy as simple as possible (while keeping its relevance) is desirable (KISS principle).

Industry representatives when asked provided the following answers to these questions.

Specifically, has the strategy helped to allocate silvicultural investments?

- yes, in most cases the Type 1 has helped to prioritize silviculture activities and investments and in some cases justify them.

Did funding limit achieving strategy objectives? If so by how much?

- Funding has not been a limiting factor, lack of some planning and process is more limiting.

What if anything needs to be done to improve the process?

- Revisiting the information incorporated in the Type 1 is important.

4. RECOMMENDATIONS

From the responses it is clear that the Silviculture Strategies were seen as a good first step in directing silviculture treatments to meet forest level objectives. It is also clear that a further linkage to some form of management unit plan is desirable and is needed to help prioritize objectives and expenditures into the future. Due to the dynamic nature of planning, the strategies need to be updated periodically to ensure the objectives and treatable areas are current and accurate. The suggested updates would occur post TSR and AAC determinations, at the time of an LRMP or other higher-level plan designation.

Once objectives are identified an accurate estimate of treatable area is required, this calls for timely surveys and reporting, an area that was identified as needing further refinement.

Effectiveness monitoring should be carried out to determine what effect, if any, meeting or not meeting the target treatment area has on the identified objectives. This is important to follow, as most of the lower ranked treatments are not being implemented due to funding limitations and the emphasis on cleaning up the backlog.

There is a need for Regional and Provincial Research teams to be aware of and to take into account the studies identified in the Silviculture Strategies to help prioritize Regional and Provincial initiatives.

Appendix 1

The following provides the status of the remaining management units in the Region.

Arrow TSA

- Interim Silviculture Strategy Version 1.3, January 31, 2000.

Golden TSA

- Interim Silviculture Strategy Version 1.3, March 31, 1999.

Invermere TSA

- Interim Silviculture Strategy Version 1.1, September 15, 1999.

Kootenay Lake TSA

- Interim Silviculture Strategy Version 1.1 (DRAFT), January 15, 1999.

TFL 8 Pope and Talbot

- No strategy available on the web as of Aug 2001.

TFL 14 Tembec

- Management Plan No. 8, Silviculture Strategy, March 25, 2001.

TFL 23 Pope and Talbot

- Silviculture Strategy, Interim, Version 1.1, March 1999.

TFL 55 Evans Forest Products

- There are no silviculture strategy documents available for this TFL at this time (Aug 2001).

TFL 56 Revelstoke Community

- There are no silviculture strategy documents available for this TFL at this time (Aug 2001).

Appendix 2

List of contacts

Name	Affil/role	Phone no/email	Comments
Ivan Listar	Nelson Region	250 354-6153 Ivan.Listar@gems2.gov.bc.ca	Ivan is the Regional contact
Brian Raymer	FPBr – Branch representative	250 387-8909 Brian.Raymer@gems7.gov.bc.ca	Branch contact
Colene Wood	MoELP	250356-5538 CWood@Victoria1.gov.bc.ca	MOELP contact
Bernie Peschke	Regional Funding Coordinator	250 354-6250 Bernie.Peschke@gems1.gov.bc.ca	FRBC contact
Gord Lesergent	Boundary MoF	250 442-5488 Gord.Lesergent@gems9.gov.bc.ca	Questionnaire respondent
Denis Petryshen	Cranbrook MoF	250 426-1784 Denis.Petryshen@gems3.gov.bc.ca	Questionnaire respondent
Pat Wadey	Revelstoke MoF	250 837-7773 Pat.Wadey@gems4.gov.bc.ca	Questionnaire respondent
Donna Underwood	TFL3	250 355-2480 Donnaunderwood@kokaneeforests.com	Questionnaire respondent

Appendix 3

Questionnaire To Determine if a Strategy is Current and Working

Interviewee _____

Affiliation _____

Date: _____

Q.	Question	Response
1.	<p>Are you familiar with the incremental silviculture strategy for (<i>name of management unit</i>)?</p> <p>A – Not familiar, B – Somewhat familiar, C – Very familiar.</p> <p>(Instruction: If the answer is no, do not terminate the interview but read the goals and objectives from the plan to the interviewee. If the interviewee is not then comfortable with proceeding, terminate the interview thanking the interviewee.)</p>	
2.	<p>Are you involved in the planning or delivery of incremental silviculture activities for (<i>name of management unit</i>)? If yes, please describe your role.</p> <p>A – Not involved, B – Somewhat involved, C – Very involved.</p> <p>(Instruction: If the answer is yes, obtain a description of the interviewee's role.)</p>	
3.	<p>Are you familiar with the level of funding that was provided by FRBC for implementation of the silviculture strategy? What was the funding level? (by fiscal year)</p> <p>Instruction: If you are familiar, please provide in rounded figures. If not please go to question 5.</p>	
4.	<p>Are you familiar with what level of funding was applied for? If so how much?</p> <p>Instruction: Please provide in rounded figures.</p> <p>Did the level of funding limit treatment implementation?</p>	
5.	<p>To the best of your recollection was the silviculture strategy used to prioritize funding, or were other directives in place? (by fiscal year)</p>	
6.	<p>Review the goals and objectives of the strategy (<i>state the goals and objectives</i>). In your opinion are these still relevant and appropriate?</p> <p>(Instruction: If the answer is no, determine why. Has there been a major event such as a new AAC level, major change to the land base, etc?).</p>	
7.	<p>Are there any major events that are highly likely to occur in the near future that might give rise to a major change to the goals and objectives? (<i>If yes:</i></p>	

Should there be a change now, or is it best to wait and see?)

(Instruction: If the answer is yes, be sure to record why. Has there been a major event such as a new AAC level, major change to the land base, etc?)

8. The top three **priorities** in the current incremental silviculture strategy are (*read top three ranked strategies*).
- Should these all still be high ranked?
 - Are the strategies being implemented?
 - Should the order of them change?
 - Is there some other strategy that should be ranked higher?

(Instruction:.. If the answer is yes to any of these questions, record why. Has there been a major event such as a new AAC level, major change to the land base, etc?)

9. The top three **studies** in the current incremental silviculture strategy are (*read top three*).
- Should these all still be high ranked?
 - What is the status of the studies?
 - Should the order of them change?
 - Is there some other study that should be ranked higher?

(Instruction:.. If the studies are not ranked in the strategy, read all of them. Ask which should be high ranked. Record why. Later, compare these rankings to actual performance.)

10. Has habitat supply been addressed by the Strategy? If not are there projects in place to address it?
11. General comments or issues regarding the present strategy and process.

This completes the interview. Thank you for your time.
