Public Participation in Resource Management: The Bulkley Valley Community Resources Board

Final Report, April 2003
Volume One

Prepared for: Northern Land Use Institute, University of Northern BC

Principal Investigator
Dr. Greg Halseth
3333 University Way
Geography Program
University of Northern BC
Prince George, BC V2N 4Z9
250-960-5320
halseth@unbc.ca

Co-Investigator
Kelly Giesbrecht (MA NRES Candidate)
3333 University Way
Geography Program
University of Northern BC
Prince George, BC V2N 4Z9
250-640-0310
giesk000@unbc.ca

Table of Contents

List of Tables and Figures

<u>List of Figures</u>

List of Acronyms

Babine LRUP	Babine Local Resource Use Plan
BFD	Bulkley Forest District
Bulkley LRMP	Bulkley Land and Resource Management Plan
BVCRB	Bulkley Valley Community Resources Board
CFB	Community Forest Board
CORE	Commission on Resources and Environment
CRB	Community Resource Board
ETD	Enhanced Timber Development
FAC	Forest Advisory Committee
FLMP	Forest Land Management Plan
IAMC	Interagency Management Committee
IPT	Interagency Planning Team
IRPC	Integrated Resource Planning Committee
LRMP	Land and Resource Management Plan
LRUP	Local Resource Use Plan
PSYU	Public Sustained Yield Unit
MOF	Ministry of Forests
MSRM	Ministry of Sustainable Resource Management
SPEC Smithers	Society for Pollution and Environmental Control Smithers
SMZ	Special Management Zones
SRM	Sustainable Resource Management
TFL	Tree Farm License
TOR	Terms of Reference
TSA	Timber Supply Area
UNBC	University of Northern British Columbia

Purpose
This project explores how public input was conceptualised and incorporated into the Bulkley Land and Resource Management Plan (Bulkley LRMP) process with the purpose to analyse the level of input that was achieved.

Research Objectives
This purpose will be realised through:

1 Identifying past public participation in resource management processes in the Bulkley Valley and contrasting their level of input with the Bulkley Valley Community Resources Board (BVCRB; the Board);

2 Illustrating how the BVCRB was established;

3 Determining how the members of the Board were selected and whether they represent the public of the Bulkley Forest District (BFD);

4 Explaining the role the Board played in developing the Bulkley LRMP.

Outcomes and Extension Activities
There are a number of outcomes and extension activities as a result of this research.

Outcomes

1 A timeline of events has been generated through information from newspaper coverage from *The Interior News* and BVCRB meeting minutes (Appendix A).

2 A comprehensive newspaper and document archive exists (directories found in Appendices B and C), including minutes from BVCRB meetings and pre-BVCRB discussion papers.

3 One copy of the report has been deposited with the Northern Land Use Institute and will be made available for posting on their website. One copy has also been made available to deposit in the University of Northern British Columbia's (UNBC) Weller Library.

4 All newspaper articles, process documents, and meeting minutes contributed to this research project will be donated to the archives at the University of Northern British Columbia so that they may be accessed by future researchers.

<u>Extension Activities</u>

1 Information sharing: A copy of the report has been forwarded to those individuals who contributed to the research, has been made available to the general public through the Smithers Public Library.

2 Report Distribution: A copy has been distributed to the Ministry of Sustainable Resource Management office in Smithers, responsible for resource management planning and decision making processes in the BFD.

3 Thesis and Journal Articles: The information gathered during this project will be used to fulfill the requirements of a Master of Arts thesis in Natural Resources and Environmental Studies. The results will also be used for a journal article to be submitted for publication. One copy of this thesis will also be made available to the general public through the Smithers Public Library.

4 Academic Conference Presentation: The project proposal and subsequent results were presented separately at two conferences of the Western Division of the Canadian Association of Geographers: 1) March 16, 2002 at the Harbour Centre in Vancouver, BC, and 2) March 15, 2003 at the University of Northern British Columbia in Prince George, BC.

Project Timeline

May 2002 Smithers Fieldwork	**4 weeks**
June 2002 Smithers Fieldwork	**4 weeks**
July 2002 Data Entry	**4 weeks**
August 2002 Data Entry	**2 weeks**
September 2002 Progress Report Return to Field	**4 weeks**
October 2002 Data Analysis – Interview Questionnaires	**4 weeks**
November 2002 Data Analysis – Interview Questionnaires	**4 weeks**
December 2002 Data Analysis – Content Analysis	**4 weeks**
January 2003 Data Analysis – Content Analysis Draft Analysis – Interview and Content Analysis Data	**4 weeks**
February 2003 Draft Thesis	**4 weeks**
March 2003 Draft Thesis Draft Report	**4 weeks**
April 2003 Final Draft Thesis Final Report	**4 weeks**
	46 weeks

Section One - Introduction

The first section of this report outlines details regarding the Land and Resource Management Plan (LRMP) processes, the concept of Community Resources Boards (CRB), and the BVCRB itself. The purpose is to provide a better understanding of the origin and function of these processes and concepts as a foundation for the information presented in the following research methodology and analysis sections.

Land and Resource Management Plan Processes
Resource management decision making in British Columbia has undergone transformations since specific land use planning mechanisms were introduced in the province. Until recently, planning processes were largely dominated by the Ministry of Forests, which was given control of the majority of the land base in British Columbia through regulations and legislation (Wilson, 1990). For the most part, the Ministry determined the level of public participation in resource planning and decision making. Within the last decade there have been changes in the traditional decision making processes, with provisions for increased public participation.

Changes in resource management decision making in BC occurred in the early 1990s as a result of increased public dissatisfaction with forest management practices, increased emphasis on the environment, and the 'war in the woods' (Vance, 1990). As part of this shift, the Commission on Resources and Environment (CORE) was established to develop a comprehensive Provincial Land Use Strategy aimed at increasing public participation and sustainable development (CORE, 1995). CORE was to achieve this by facilitating negotiation regarding crown land use on a regional scale. This commission was largely an "ad hoc response [to the war in the woods] whose pronouncements and recommendations [were] not required to be followed" (Vance, 1990, pp.15). CORE was an unconventional policy approach for such decision making processes (Kelly and Alper, 1995).

The LRMP process was introduced in 1993, and provided more detailed direction and comprehensive planning process than the previous regional resource development plans (Integrated Resource Planning Committee (IRPC), 1993a). While all resource values were to be considered in consensus-based decision making (IRPC, 1993a), public participation was listed as a requirement for all stages in the process. According to LRMP principles, the public was to negotiate their level of involvement with government representatives at the beginning of the process, following the guidelines provided (IRPC, 1993a). How the public participated was flexible and depended on the individual LRMP area, as well as the members of the public involved (IRPC, 1993a). A range of options for participation were available, from a joint steering committee of government and public representatives to frequently held public information workshops (IRPC, 1993a). Consensus for LRMPs meant that a general agreement or acceptance of decisions by participants was achieved, and that not every aspect of a decision needed total concurrence (IRPC, 1993a).

The participation of First Nations in the LRMP process was encouraged "to ensure that LRMP decisions are sensitive to aboriginal interests" (IRPC, 1993a, pp.6). First Nations were able to participate through membership on the Interagency Planning Team (IPT), on advisory bodies and other public processes, or by providing information about aboriginal use, or values, of natural resources (IRPC, 1993a). It was also deemed that LRMPs "be consistent with government policy on the relationship between First Nations and the provincial government" (IRPC, 1993a, pp.6), and that this process was "to be without prejudice to land claims" (IRPC, 1993a, pp.6). Although these guidelines were provided, some First Nations declined to participate formally in specific LRMP processes.

Two interagency committees took the lead in initiating and developing the LRMP along with the public. The Interagency Management Committee (IAMC) is a regional body and was responsible for appointing members of the local IPT. The IAMC is comprised of regional and district managers from various government ministries and agencies. The IAMC oversees regional resource management processes within their region. The IPT encompassed government representatives from district and local government ministries and agencies, and provided technical support during the development of LRMPs. Upon completion, each LRMP was presented to the Cabinet Committee on Sustainable Development for approval (IRPC, 1993a).

Changes in resource management planning and decision making process have occurred again, as the government for British Columbia, elected in May 2001, announced that a streamlined and flexible Sustainable Resource Management (SRM) planning process is to be implemented through the Ministry of Sustainable Resource Management (MSRM) (MSRM, 2001). The focus is on landscape level planning, with the goal to integrate strategic land use plans (the LRMPs) into management objectives (MSRM, 2002). This will alter resource management decision making from consensus based to a consultation approach (MSRM, 2001), as SRM planning "is generally a more technical, design-oriented process" (MSRM, 2002, pp.iii). Explicit guidelines for First Nations consultation and participation are contained in SRM planning procedures, identifying SRM planning as "one way [for First Nations] to identify their interests and determine economic opportunities" (MSRM, 2002, pp.16). Currently, public participation in SRM planning is somewhat vague.

Community Resources Boards
The concept of a CRB originates in a publication by Herb Hammond (1991) where he describes a method by which the public could gain control over their forests. Community Forest Boards (CFB) would be "responsible for planning and management of all forest uses within logical watershed based areas" (Hammond, 1991, pp.233). Under this approach, a change in provincial legislation would establish CFBs across the province with the intent of bringing the forest, its uses, and planning and management under community control to exercise responsibility for the forest (Hammond, 1991). The existing government agencies responsible for resource management would become extension agents, functioning under the direction of the CFBs and their staff (Hammond, 1991). Decision making within CFBs would be undertaken with a high level of

accountability to the community and in cooperation with other community organisations (Hammond, 1991). Accountability stems from how board members are selected, and the composition of that board. All forest user groups would be represented in an equitable way by balancing the processes of election and appointment. Forest user organisations and individuals would be responsible for electing or appointing a member to sit on the board. The composition of the board was to be completed through the election by the public of two or three members at large (Hammond, 1991). According to Hammond (1991), community control through CFBs offers access to solutions that are often missed by centralised decision makers. Although this type of public participation method requires significant institutional transformation, government publications 'picked up on' the idea and moulded it to their specifications.

Ness conducted a study in 1992 on behalf of the BC Ministry of Forests to test the viability of establishing CRBs across the province. This method was one of several under discussion as a means of involving the public in sub-regional resource management planning (Ness, 1992a). There was no common CRB definition being applied by the Ministry of Forests, therefore, CRBs could easily be made compatible with existing legislation and their role could be limited to advisory status (Ness, 1992a). The CRB concept, then, provided an opportunity for formal public access into planning processes. One caution was put forth that "the formal board structure has the potential to become essentially another level of bureaucracy slowing the decision making process. Institutionalising the public participation process may not be the most relevant approach" (Ness, 1992a, pp.29). Limiting the role of CRBs to advisory status suggests that the element of community control seen in previous definitions has been omitted in the government's version.

The concept of CRBs surfaces again in the CORE's (1995) Provincial Land Use Strategy. Their definition of CRB continues to use the premise that they should be established across BC, but again makes no move towards altering legislation to give community control. Rather, CRBs would advise land and resource planning processes as they were seen as "an appropriate vehicle for ensuring balanced, community-based participation and advice on land use and resource management issues" (CORE, 1995, pp.66). CRBs were deemed an excellent forum for negotiation and could "play a key role in the development of land and resource use plans by serving as a multi-stakeholder forum to provide advice and recommendations on issues involving multiple resource values" (CORE, 1995, pp.75). CRBs could also serve as standing bodies to provide advice on an ongoing basis, as project-specific advisory groups, and they can play an important role in the implementation stages of completed land use plans (CORE, 1995).

Land and Resource Management Plan Studies
Hawkins (1999) conducted a study of four LRMP processes in the Prince George Forest Region to "compare the effectiveness of sectoral and open planning models in achieving the objectives of table members (social concerns) and the environmental goals established by the government" (pp.9). In the sectoral model, participants were selected on the basis of which specific interest sector they represent. Open models,

however, dictated that anyone from the community may sit as a table member (Hawkins, 1999). The Dawson Creek and Robson Valley LRMPs used the sectoral model, while the Prince George and Vanderhoof LRMPs implemented open models. The results indicated that the open models fostered better communication and were favoured for developing understanding. There were more positive responses from members of the open process than the sectoral processes. It seemed as though the sectoral processes were more divided because they may have felt they were defending a position (Hawkins, 1999). These conclusions were deemed premature because not all comparisons based on the criteria produced significant results in favour of an open model. There were other factors in the LRMP processes that may have contributed to the differences. Some of these factors may have been changing rules and guidelines increasing the level of conflict among table members and reinforcing distrust of government, lack of information hampering decisions, and the fact that many recommendations had to be made within government 'issued' constraints (Hawkins, 1999). The open model may be more effective in trying to achieve social objectives and government established environmental goals. Hawkins (1991) study is inconclusive, but provides a basis for discussion.

Duffy *et al*. (1998) published a comprehensive study of BC's LRMP processes. The goal of their study was to evaluate the effectiveness of public participation in LRMPs and to offer recommendations. They conducted a survey of thirteen LRMPs in BC, and completed three LRMP case studies. The Bulkley LRMP was chosen as it offered an opportunity to study the BVCRB, the Robson Valley LRMP was picked because it faced many challenges, and the Kamloops LRMP was selected because the process had been completed (Duffy *et al.*, 1998). The Bulkley LRMP was met with a high level of support due largely to the Board and perspectives model of member selection. The dedication of the members of the Board and government representatives, the terms of reference drafted by the Board, and the communication strategy were among the factors that led to an effective and accountable decision making process. The participants in the Bulkley LRMP indicated that it was a positive experience and would participate in such a process again (Duffy *et al.*, 1998). The Robson Valley LRMP encountered virtually the opposite situation due to lack of direction, polarisation, lack of communication strategy, and lack of resources. Despite this, some participants in the Robson Valley indicated that there were benefits to participating, while others had a completely negative experience and felt that their public involvement would have been better spent in a different process (Duffy *et al.*, 1998). The Kamloops LRMP was evaluated for its community capacity outcomes based on the four principal elements of information, skills and resources, structures, and attitudes. Community capacity is defined as "the ability of citizens to build and maintain meaningful involvement in public planning and decision-making, specifically in the ongoing planning and management of public lands for the purposes of this research" (Duffy *et al.*, 1998, pp.27). Strengthened community capacity can result in a desire by participants in a process to maintain their involvement (Duffy *et al.*, 1998). Their study found that the Kamloops LRMP resulted in only moderate gains in community capacity. Questions regarding public participation in LRMPs track the Board's role in the Bulkley LRMP, expanding on the support for the Board, its representation, and communication with the public within the BFD.

Bulkley Valley Community Resources Board

The BVCRB is the method of participation and representation for the public within the Bulkley Forest District throughout the Bulkley LRMP process. The Board evolved out of a grassroots approach to public involvement in resource management decision making as opposed to a more traditional top-down, or government imposed, approach. The initiative within the community for establishing such a public body was originally to gain community control over long term resource management within the BFD. This stemmed from dissatisfaction with local forest practices and frustration with past and present resource management decision making and development. The catalyst for an increased desire for community control was the announcement by the BFD Forest Service that a 20-year Resource Management Plan for the BFD was to be developed.

In 1990 a "Reclaiming Our Forests" conference was held in the Bulkley Valley. This was the first event within the community to bring members from the public, government, and industry together to discuss the direction of public involvement in resource management within the BFD. As a result, the BVCRB Steering Committee was formed to devise a model for public involvement in the upcoming development plan. Based on the discussion paper produced by the BVCRB Steering Committee, the Hilltop Agreement was signed by 25 individuals representing community organisations, local government and business, the provincial government, and public representatives of the BFD. This agreement established the roles, responsibilities, and representation for the BVCRB in the development of the long term resource management plan for the District, now the Forest Land Management Plan (FLMP).

In December of 1991, the first BVCRB members were selected. The members spent the majority of 1992 further clarifying the Board's role and responsibilities through the drafting of a Terms of Reference (TOR) of the FLMP process. A series of public meetings and open houses were held in 1992 and 1993 to establish the important issues to be addressed in the FLMP. The initial information gathering began through Technical Working Groups of Board members, and public and government representatives. At the same time, the FLMP changed to the LRMP, and the TOR was changed to incorporate this provincial planning process. In 1994, the Board split into sub-groups to develop different scenarios for the composition of the final Bulkley LRMP. In 1995, these four scenarios were presented to the public through meetings and open houses, with a questionnaire for feedback. The following year a Consensus Management Direction was developed by the Board based on agreement on aspects of the initial scenarios, with technical input from the IPT. This document was also presented to the public through meetings and open houses. Due to the need to clarify some of the management directions, the Bulkley LRMP was approved two years later in 1998. In 1999, members of the second BVCRB were selected to begin their role in monitoring the implementation of Bulkley LRMP. Replacement members were selected in 2001, and the current Board continues to participate in monitoring the Bulkley LRMP and has some involvement in a range of resource management processes. The BVCRB has been in existence for 12 years, however, changes in the resource management initiatives and structure by the current provincial government lead to questions about a continued and prominent public role.

This research project provides insight into how public input can be incorporated into resource management decision making. The information and ideas presented in this report may aid in the design of future resource management decision making processes, as well as inform government and public representatives involved in such processes. Reporting information about the BVCRB makes it accessible to the Bulkley Valley and other communities that may be undertaking types of land use planning and resource management decision making processes. This information is not limited to use within resource management, but can provide input into how communities may achieve a desired level of involvement.

In 1892, the provincial government surveyed the Bulkley Valley, noting the mineral, forestry, and agricultural potential of the area (Shervill, 1981). The resource opportunities would be recognised again in the early 1900s when the Grand Trunk Pacific Railway Company began to plan its route for a transcontinental railway. The original route would have been shorter as it was to follow the Telkwa River, link with the Copper River, and proceed to the mouth of the Skeena River (Shervill, 1981). The provincial government objected to this route, citing that it "would leave the mineral and agricultural potential of a large portion of the valley undeveloped" (Shervill, 1981, pp.12). The route was changed to link with Hazleton, leaving the two most obvious sites for the first division point of the railway between Prince George and the west coast in the area of what is now Telkwa. Instead, when the first through train passed by the area in April 1914, it made its stop in what is now the town of Smithers (Shervill, 1981). The establishment of Smithers as a railway stop, coupled with two major settlement schemes in the early 1900s (Shervill 1981), led to Smithers becoming a centre for social, service, and economic activity in the area. Incorporated in 1921 (British Columbia Statistics, 1996) the town of Smithers continues to play this role today.

Parts of the Bulkley Valley have been divided into different Timber Supply Areas (TSA) within the Prince Rupert Forest Region. The Bulkley TSA, the Bulkley LRMP area, covers an area of approximately 760,000 hectares and is under the administration of the BFD (BVCRB and IPT, 1998). Located in northwestern British Columbia, the BFD (Figure 3.0) depends on several sectors for its economic activity. Forestry, mining, tourism, agriculture, and the public sector are all important to the economic base of the area, with forestry activities accounting for 23% of the basic sector income (BVCRB and IPT, 1998). In recent years, recreation and tourism (specifically outdoor/adventure tourism) have become growing components of the local economy (BVCRB and IPT, 1998).

There are four communities within the BFD: Smithers, Telkwa, Moricetown, and Fort Babine[1]. Before the area came to be known by those building the telegraph, or by government officials, it was the traditional territory for the Gitxsan, Wet'suwet'en, Nat'oot'en, and Tsimshian people. Moricetown is a Wet'suwet'en community located north of Smithers, and Fort Babine is a Nat'oot'en community, located on the north end of Babine Lake. Neither the Gitxsan or Tsimshian people have communities within the BFD, however, both have laid claim to lands within the BFD. Many First Nations people in the area also live off-reserve in the communities of Smithers and Telkwa (BVCRB and IPT, 1998).

---

[1] Current statistics for Fort Babine were unavailable.

Table 2.0 – Bulkley Forest District Communities Statistics

Characteristic	Smithers	Telkwa	Moricetown	BFD	British Columbia
Population 2001	5,414	1,371	190	6,975	3,907,738
Population 1996	5,624	1,200	259	7083	3,724,500
% Population Change 1996 – 2001	-3.7	14.3	-26.6	-1.5	4.9
Median Age – 2001	33.3	31.9	32.5	32.6	37.8
Total Population 15+ years (1996)	4,140	815	165	5,030	2,954,705
No High school Certificate (1996)	35%	33%	45%	36%	31%
High school Certificate (1996)	12%	12%	6%	12%	13%
Post-Secondary Incomplete (1996)	14%	12%	9%	14%	13%
Post-Secondary Complete (1996)	11%	6%	6%	12%	16%
Trade, Certificate, or Diploma (1996)	27%	30%	30%	28%	27%
Average Total Income 15+ years (1996)	27,293	29,105	14,267	23,555	26,295

Source: Statistics Canada. (2001)., and Statistics Canada. (1996).

Figure 2.0 – Bulkley Plan Area: Bulkley TSA
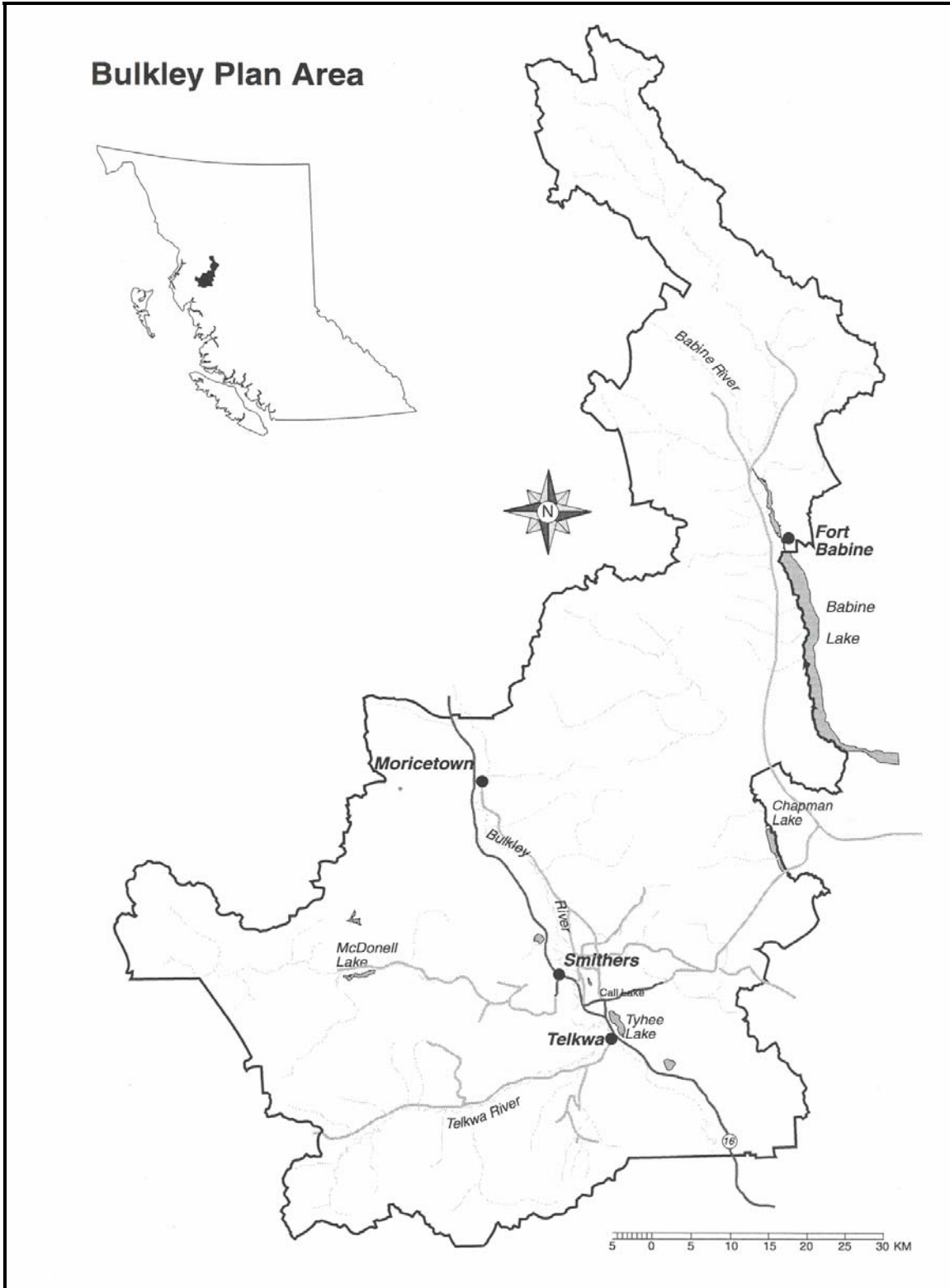
Source: BVCRB and IPT. (1998). Bulkley Land and Resource Management Plan. pp.8.

Introduction

A case study methodology was undertaken for the examination of the BVCRB. Case studies are a comprehensive research strategy (Yin, 1994) that "focuses attention on one or a few instances of some social phenomenon" (Babbie, 2001, pp.285). These phenomena are specific to a time and a place (Ragin, 1994) and can be "a person, a small group, a community, an event or an episode" (Platt, 1996, pp.160). Case studies are preferred for 'how' or 'why' questions, particularly when dealing with a contemporary phenomenon or one over which the investigator has little control (Yin, 1994). The BVCRB is a public body whose role and form has evolved over a period of twelve years.

Case studies can use a mix of qualitative and quantitative data (Yin, 1994). Yin (1994) cites six sources of evidence, two of which have been used during the course of this study. Both documentation and interviews regarding the BVCRB and its role in the Bulkley LRMP have been used to gather information. Multiple sources of evidence are an advantage and help to develop "*converging lines of inquiry* [author's emphasis], a process of triangulation" (Yin, 1994, pp.92). A variety of methods such as qualitative interviewing, snowball sampling, and content analysis have been applied and contribute to triangulation to ensure the reliability and validity of the data (Riddick, 1999). A qualitative research framework was implemented, and can be used "for studying subtle nuances in attitudes and behaviours and for examining social processes over time" (Babbie, 2001, pp.298). This links with the principles of case study research.

Previous knowledge about the BFD communities, the BVCRB itself, and the Bulkley LRMP process aided in the development of the research design and interview questions. Recognising that a connection to these processes plays a role in how one knows and what one knows (Widdowfield, 2000), more information about all three of these topics was gleaned throughout the research. As well, the information from the newspapers informed the interview process, thus adding to knowledge of events. The documents and minutes from the BVCRB and Bulkley LRMP processes were used in triangulating the analysis of data from the interviews.

Sources of Data

Several sources and types of information were used in this research. They are: BVCRB meeting minutes, newspaper archives, BVCRB and Bulkley LRMP process documents, and interviews. This section will outline of how each source of data was gathered and the purposes they serve. All documents have been recorded in a database in detail by year, month, title, author, and source (Appendices B and C). Interview participants have been recorded in Appendix D by questionnaire number, participant number, role or representation, and community values used in the participant selection process.

Documentation

A – BVCRB Meeting and Workshop Minutes

During the selection of the BVCRB membership, and the development of the Bulkley LRMP, minutes of meetings were recorded (Table 3.0). They are available for public viewing at the BFD office, and a copy was made for the purposes of this research. Minutes recorded after the development and approval of the Bulkley LRMP are available from the BVCRB website. A gap exists in the minutes between September 1996 and October 2000. This is due to lack of availability, perhaps because extensive records were not kept for the BVCRB and IPT technical process after the BVCRB consensus; or perhaps due to the delay in the Bulkley LRMP approval. Minutes from Technical Working Groups (TWG) during the development of the Bulkley LRMP, and other BVCRB sub-groups are missing or unavailable. Extensive minutes are available for the 1995 facilitated consensus building process. All available minutes have been recorded in Appendix C.

Table 3.0 - BVCRB Minutes

SOURCE	DATE
Bulkley Forest District Archives	December 4, 1991 – May 6, 1995
BVCRB Website (bvcrb.ca)	October 12, 2000 – April 02, 2002

These data are central to the research as they serve as a means of verifying the ideas, issues, and timelines presented in the interview data, process documents, and newspaper coverage. The information assisted in tracking the evolution of the BVCRB and the ideas presented throughout the Bulkley LRMP documents, as generated by the Board. A more detailed table of the minutes and other process documents follows in the content analysis portion of this chapter.

B - Newspaper Archives

An extensive search of the area's main newspaper, *The Interior News*, was conducted inclusively for issues from April 1970 to June 2002 (Table 3.1). Articles, editorials, advertisements, and public notices regarding resource management and planning and decision making issues, conflicts, and processes were targeted. Each weekly edition of *The Interior News* was scanned for coverage in the relevant sections. The layout of these sections has changed; however, three main sections remained consistent: 1) main news and events, 2) sports, and 3) community events.

The majority of the desired years of *The Interior News* are available on microfilm from different sources, and a hardcopy of articles was made where possible. For those issues not available on microfilm, extensive notes were taken. Hardcopy of some coverage was donated from a participant's personal archives. The Bulkley Valley Museum and the University of Northern British Columbia (UNBC) archives were used as the main sources of the newspaper archives, while the other locations served to fill in the remaining years of coverage (Appendix B). The newspaper archive search began with issues from 1970 in order to obtain background information on various resource management and land use issues, as well as any community organisation or public participation processes within the Bulkley Valley and BFD.

Table 3.1 - Newspaper Coverage

Source	Date
Bulkley Valley Museum Archives	1970-1990; 2001
The Interior News Archives	1992-1993; 2000; Jan-June2002
Personal Archives – Interviewee #34	Various
UNBC Geoffrey Weller Library	1991; 1994-1999

Information taken from the newspaper coverage has been used to construct a timeline of issues, conflicts, and involvement in resource management in the Bulkley Valley (Appendix A). This serves to provide insight into the establishment of the BVCRB and development of the Bulkley LRMP. Coverage from 1990 to the present provides specific details as to the opportunities for public involvement both in the Board and the Bulkley LRMP, information provided to the public, and formats for communication with the public. This information also serves to crosscheck information from the minutes and interview data.

C – BVCRB and Bulkley LRMP Process Documents

An array of documents regarding the BVCRB, Bulkley LRMP, and previous resource management planning and decision making in the area are available (Table 3.2). This includes the TOR for the Board and Bulkley LRMP, the socio-economic analysis of the four LRMP scenarios developed by the Board, a summary of the evolution of the Board, and notes and correspondence regarding the establishment of the Board. The documents date from 1977 to the present, and range from news releases, to personal letters and other correspondence, publications regarding the Bulkley Valley and Bulkley TSA, discussion papers on public participation and involvement methods, and articles on previous public participation in the BFD. Documents pertaining specifically to the Board and Bulkley LRMP include TOR drafts, pamphlets and brochures outlining the Bulkley Consensus, summary documents of public input, assessments of the Board and Bulkley LRMP, drafts of the Bulkley LRMP socio-economic study, the Bulkley LRMP, and documents of current issues undertaken by the Board.

Table 3.2 - BVCRB, Bulkley LRMP, and Other Documents

Source	Type
Bulkley Forest District Archives	Various
BVCRB Website (bvcrb.ca)	Current Issues (October 2000 to April 2002)
Personal Archives – Anonymous	Story of BVCRB/Bulkley LRMP
Personal Archives – Interviewee #9	Bulkley Consensus Pamphlets
Personal Archives – Interviewee #11	Forest Advisory Committee Article
Personal Archives – Interviewee #34	Various and extensive
Personal Archives – Interviewee #29	Bulkley Valley Forestry Round Table
Personal Archives – Interviewee #4 & 5	FAC and BVCRB Discussion Papers
Personal Archives – Interviewee #2	CORE and BC Round Table publications

Specific process documents relating to either the BVCRB or the Bulkley LRMP are central to the research by providing verification for other sources of data. Other documents, such as the Bulkley TSA Timber Supply Review and summaries of resource management community debates, were helpful in constructing timelines, and suggest future research questions.

Interviews: Qualitative Approach

Table 3.3 – Interviewee Groups

INTERVIEW GROUP (1-6)	ROLE
1	BVCRB Facilitators - BVCRB Steering Committee and Committee of Facilitators (First Selection Committee)
2	Selection Committee 2/3 - Second and Third Board Member Selection Committee Representatives
3a	BVCRB 1 - First BVCRB members involved in the development of the Bulkley LRMP
3b	Government Representatives (Gov. Reps.) - Interagency Planning Team and Interagency Management Committee Representatives
4	BVCRB 2/3 - Second and Third BVCRB members involved in Bulkley LRMP monitoring and other processes
5	Community Representatives (Community Reps.) – Members of community groups and organisations representing particular community values
6	Past Representatives (Past Reps.) - Individuals involved in Past Public Participation

A key part of the data collection process involved interviews with people involved with public participation in the BFD. Prior to developing the interview questionnaires, potential interviewees were divided into six main categories based on their involvement in the BVCRB and/or the Bulkley LRMP (Table 3.3). Two sampling techniques were used to determine potential interviewees. Non-probability sampling was employed (Babbie, 2001) because the population of those involved in the establishment of the BVCRB, and development of the Bulkley LRMP, was already known. Names of First BVCRB members and Government Representatives involved in the LRMP process are listed in the Bulkley LRMP itself. Contact information for Current Board members is available through the BVCRB website. An IAMC membership list was obtained through the IAMC coordinator. Names of Past Representatives were mentioned in newspaper coverage.

The 2000 Smithers Community Directory provided names of contacts for Community Representatives of community values within the BFD. Snowball sampling was used to identify additional contacts for Community Representatives, as well as members of BVCRB selection committees, by asking interviewees for name of other potential participants. As this technique may compromise representativeness (Rubin and Babbie,

1993), precautions were taken to select interviewees from a variety of interests. These precautions were applied when selecting all potential participants.

Selection based on community values, community interests, or representation of particular government ministries took place depending on the nature of the interviewee group. To ensure a broad representation, potential candidates in interviewee groups 1, 3a, 4, 5, and 6 were chosen based on certain community values apparent within the BFD (Appendix D). These community values are not based on traditional 'sector' representation, although distinguishing between values and identifying potential community representatives without approaching a particular sector organisation was difficult. The community values used are listed in Table 3.4 and include: environmental, timber harvesting, wildlife, mineral and exploration, recreation, and tourism. Recognising that an individual may hold a particular resource management perspective or value allows for the opportunity to interview someone with a different view. For example, if an interviewee has environmental values, interviewing someone from a timber harvesting standpoint would increase the representativeness of the population. This helps to ensure that a cross-section of perspectives are examined.

Table 3.4 - Community Values for Interview Groups 1, 3a, 4, 5, and 6

COMMUNITY VALUE	FREQUENCY	INTERVIEW GROUP
Community	3	3a,5,6
Conservation	2	3a,4
Development	2	3a,5
Ecological	2	1,3a
Environmental	5	1,3a,5,6
Job/Labour	1	5
Mineral and Exploration	3	3a,4,5
Recreation	3	4,5
Small Business	2	3a,5
Sustainability/Quality of Life	3	3a,5
Spiritual	1	3a
Timber Harvesting	5	1,3a,5
Tourism	3	1,4,5
Wilderness	3	4,5
Wildlife	2	1,4,5
Youth	1	4

The BVCRB selection committees are designed to represent a triad of key community interests: public, industry, and government. At the time the Hilltop Agreement was negotiated, these three community interests were seen to be the 'warring factions' within the community. Representatives of government interests who participated on selection committees were unavailable for interviews at the time of this research. Those selection committee members interviewed are indicated in Table 3.5.

Table 3.5 - Community Interests for Interviewee Group 1 and 2

COMMUNITY INTEREST	FREQUENCY	INTERVIEW GROUP
Public	2	1,2
Industry	3	1,2
Government	0	-

Representatives of particular government ministries who participated in either the IPT or IAMC were selected based on their ministry and the role they played during the development of the Bulkley LRMP. The ministries listed in Table 3.6 often have conflicting mandates for the use of the land base.

Table 3.6 - Government Ministries for Interviewee Group 3b

GOVERNMENT MINISTRY	FREQUENCY	INTERVIEW GROUP
Ministry of Forests	2	3b
Ministry of Environment	1	3b
Ministry of Energy and Mines	2	3b
BC Parks	2	3b

Potential participants were also selected if they played a central role, or multiple roles, in either the BVCRB or the Bulkley LRMP. The number of interviews from each group was determined during the course of the field research depending on the 'relevance' of the role each played in the Board and the Bulkley LRMP. Forty-eight potential interviewees were contacted and thirty-one interviews were completed. Some of the interviewees were able to contribute to more than one interview questionnaire due to multiple roles regarding the Board and the Bulkley LRMP.

Different questionnaires (Appendix E) were developed for each of the six interviewee groups in order to pose specific questions about each role identified initially in the BVCRB and/or Bulkley LRMP. All questionnaires first asked for 'technical' information regarding the interviewee's role, etc. This followed with questions about the Board itself and the development of the Bulkley LRMP. For example, both interviewees involved in the selection process and the IPT were asked what their motivation and role was regarding the Board or Bulkley LRMP; however, subsequent questions for those involved in the selection process related directly to how the Board was selected, while questions for the IPT were directed at the Bulkley LRMP.

<u>Interview Questionnaire One – BVCRB Facilitators</u>
1a – Individuals, Groups and Organisations involved in Establishing the BVCRB:
Interviewees who were involved in workshops, open houses, committees and other events and processes that led to the idea for a community resources board in the Bulkley Valley were identified through newspaper coverage and process documents. One main group was identified: the BVCRB Steering Committee. Three of these members were interviewed representing tourism, recreation, and environmental and ecological values.

1b – Committee of Facilitators:
This group served as the first selection committee, responsible for compiling nominations for the BVCRB in December 1991. The three members of the committee were meant to represent a triad of community interests: government, industry, and public. Two members of this first selection committee were interviewed representing industry and public interests.

<u>Interview Questionnaire Two – Selection Committee 2/3</u>
2 – Second and Third Selection Committees:
Four members representing industry and public interests were interviewed based on their participation in either the second (1999) or third (2001) BVCRB selection committees. Two were former BVCRB members and one was involved with the Committee of Facilitators (1991).

<u>Interview Questionnaire Three – BVCRB 1 and Government Representatives</u>
3a – First BVCRB:
There were twelve members of the first BVCRB and six were interviewed for the project; they played key roles in the development of the Bulkley LRMP and represented a range of values from timber harvesting, mineral and exploration, to conservation and the environment.

3b – Interagency Planning Team (IPT):
There were ten members of the IPT and four were interviewed representing the Ministry of Forests (lead agency), Ministry of Energy and Mines, and BC Parks. One individual was interviewed specifically for their key role with the BVCRB in the Bulkley LRMP.

3b – Interagency Management Committee (IAMC):
There were six IAMC representatives, one of whom was interviewed from the Ministry of Environment and one from the Ministry of Energy and Mines. A representative from BC Parks* was interviewed in place of the actual IAMC member because they are involved in the implementation of the Bulkley LRMP (*telephone interview).

Interview Questionnaire Four – BVCRB 2/3

4 – Second and Third BVCRB:

Seven BVCRB members have served on both the second and third Boards. Four individuals were selected for an interview representing mineral and exploration, wilderness, wildlife, tourism, recreation, economic, and youth values.

Interview Questionnaire Five – Community Representatives

5a – Community Representatives:

Individuals from community groups and organisations representing various values within the community were interviewed to assess the representativeness of the BVCRB and the Bulkley LRMP process. It is difficult to determine the range of community values within the BFD, however, nine representatives in total were interviewed representing: timber harvesting and job/labour, mineral and exploration, environmental, recreation and tourism, wilderness and wildlife values, quality of life and community values, and recreation and wilderness values.

Interview Questionnaire Six – Past Representatives

6a – Past public participation:

One person from the FAC was interviewed using this particular questionnaire. Other individuals who could be considered Past Representatives were interviewed for their roles in the BVCRB and Bulkley LRMP, and also provided information about past processes and their involvement.

Qualitative Approach - Interview Questionnaires

A qualitative approach to interviewing was appropriate for examining the BVCRB and Bulkley LRMP as the purpose was to garner information about the concept of public participation using a particular example. The intent was to obtain detailed information about one process, rather than to make broad generalisations about all LRMPs and public bodies involved in such processes (Babbie, 2001, pp.298). To realise these goals, a qualitative interview, less structured than survey research, was implemented. An interview guide approach was used to conduct interviews in order to allow for comparability (Rubin and Babbie, 1993, pp.374).

This type of interview implies "an unstandardised format with a predominance of open ended questions" (Schoenberger, 1991, pp.180). Interview questionnaires were designed based on the six groups of potential interviewees and their roles. The questionnaires were divided into specific sections depending on the level of the interviewee's participation. The questions were designed to establish background information about the participant's role, participation in any past processes, familiarity with either the BVCRB or Bulkley LRMP process, and details about each process. Other questions were aimed specifically at whether or not the interviewee felt that BVCRB was representative of the public using a semantic differential scale (Babbie, 2001). Other questions were posed to determine whether there is a role for the BVCRB in future resource management processes.

These questions were posed in order to stimulate "an interaction between [the] interviewer and … respondent in which the interviewer has a general plan of inquiry but not a specific set of questions that must be asked with particular words and in a particular order" (Babbie, 2001, pp.291). This type of interview is a collaborative effort between the interviewer and respondent (Valentine, 1999, pp.267) in the form of a conversation with a general direction in which the respondent does the talking (Babbie, 2001, pp.291). This technique helps to gain insights into complex affairs through "comprehensive measurements available to field researchers [that] tap a depth of meaning in concepts…that are generally unavailable to surveys and experiments" (Babbie, 2001, pp.298). This technique compliments the goals of case study research. The interview questionnaires, consent forms, and ethics approval can be found in Appendix E.

Qualitative interviewing provides access to certain kinds of knowledge that questionnaires may not (Schoenberger, 1991, pp.181) and is useful for uncovering complexities (McDowell 1992, pp.212). Coupled with sampling techniques, the researcher is able to have direct access to specific participants (Schoenberger, 1991, pp.183). Some of the problems inherent in this type of research can be curbed through a well-informed researcher who is familiar with the topic and issues at hand (Schoenberger, 1991, pp.186). When conducting interviews, the initial background knowledge about the BVCRB and Bulkley LRMP contributed to the types of follow-up questions that could be asked, the flow of the conversation, and the comfort level of the interviewees. Using the interview questionnaires as a guide, the interview allowed for the flexibility to ask additional questions if an important topic or issue arose.

This flexibility is important because answers from previous questions can shape subsequent ones (Babbie, 2001, pp.292) and the meanings of concepts can be clarified or verified during the conversation (Schoenberger, 1991, pp.183). Some questions may be difficult to understand, or are interpreted differently, and can be clarified so the interviewee understood the intention of the question. Respondents are likely to be intellectually engaged and less frustrated which increases the quality and accuracy of their responses (Schoenberger ,1991, pp.183). The ability to record observations (Babbie, 2001, pp.292) and being able to judge body language also allows the interviewer to interpret whether or not the participant is comfortable with certain questions, or the interview as a whole.

Disadvantages
Qualitative interviews are vulnerable to intricate issues of control. The main obstacle for some of the interviews was controlling the flow of conversation and ensuring that all topics had been covered. Excessive control by the interviewer may lead the respondent and distort the information being gathered. While the interviewer obtains a certain amount of control by setting the agenda for the interview, there is always a risk that the respondent will set their own agenda during the interview, which may result in irrelevant data and additional problems for the interviewer (Schoenberger, 1991, pp.182). The imposition of discipline in the interview process can mean the loss of flexibility and comprehensiveness of the information (Schoenberger, 1991, pp.182). McDowell (1992),

however, has "found that the interviewer is more often in the position of a supplicant, requesting time and expertise from the powerful, with little to offer in return" (pp.213). Power relations, along with the implications of gender relations in interviews (McDowell, 1992), are important in the qualitative interview process, as they have the potential to affect the quality of the information obtained. Issues related to gender and power relations were not obvious, if they occurred.

Interviewing respondents apart allows them freedom to express their views and the privacy to talk about other participants (Valentine, 1999, pp.71). While this may provide valuable insights, the costs of interviewing apart are that the collective memory of the respondents may be disrupted, or they may feel as though they are being tested on whether or not they are 'telling the truth' (Valentine, 1999, pp.71). Often respondents will want to say the 'right thing' (Valentine, 1999, pp.70) which hampers the quality or accuracy of the responses. As the subject matter for some of the interviewees dated back ten years, it was difficult for some to remember all of the details. Instances of a lapse in collective memory regarding the purpose/role of the BVCRB are apparent in the analysis of the interview data. Feelings of being tested and wanting to say the right thing were not immediately or strongly apparent, although the interviewer having strong ties to the community may have played a role, either positively or negatively.

Babbie (2001) indicated that the context of the questions posed during the interview, like closed-ended questions posed in questionnaires, may inadvertently omit relevant answers. Another common flaw in interview questionnaires is the interpretation of words, language, and meanings by interviewees may not be uniform (Schoenberger,1991). Certain questions appeared to limit or confuse the responses that could be given. This can be attributed, in part, to the lack of necessary background information when developing the interview questionnaires. One such example is the questions pertaining to decision making and responsibilities of the BVCRB and government representatives. A specific decision making level was not outlined when the question was posed, so a variety of answers were given relating to the local process or the provincial LRMP process/mandate.

Time became a disadvantage during many of the interviews. As the interview questionnaires were designed to cover a wide range of topics and issues, some of the interviews lasted approximately two hours. While many interviewees were gracious enough to spend this time discussing their role and perceptions, others were under time constraints. This limited the depth of the interview and the number of questions that could be asked during some interviews. In these scenarios, questions and subject matter were prioritised depending on the role that the participant played. Availability of some of the potential interviewees was another difficulty encountered. Several people contacted initially, although interested and willing, were unable to participate due to time constraints, work schedules, and job transfers.

Validity and Reliability of the Interview and Qualitative Approach
Despite the inherent problems with a qualitative approach, the interview method provides "measures with greater validity than do survey and experimental measures"

(Babbie, 2001, pp.298). The reliability of qualitative interviewing is decreased because it is not as standardised as questionnaires, however, consistency (and, therefore, repeatability) exists with the same issues being addressed in each interview (Schoenberger, 1991). The extent to which qualitative interviews affect validity is influenced by the information generated being unavoidably filtered through the interview process and interpretation (Schoenberger, 1991, pp.183). Thus, qualitative interviewing can trade level of reliability in order to obtain greater insight into an area, and, therefore, greater ability to make inferences from that information. Again, this compliments case study research.

Interview Database Construction
Information from the interviews was compiled into an SPSS database and a text file database. SPSS software was used to input information from the interviews that could be transformed into numerical data. The first column of the SPSS database contains the participant number corresponding to the number on their interview questionnaire. The second column shows the role the participant played in the BVCRB and/or Bulkley LRMP. Each of the six interview questionnaires was used as a template and was entered in numerical order corresponding to the interviewee groups and the order of the questions within each questionnaire. For example, the first question in Questionnaire A was labelled A1. If there were subsequent questions they were labelled A1i, A1ii, etc. This procedure was followed for all questionnaires. Once information from all six interview questionnaires was entered, the common questions from each questionnaire were entered at the end of the database. If the question was common to questionnaires A and C they were labelled A1iC3i, A2C3ii, etc. A guidebook for the SPSS database was developed as a key.

The text file database was developed using Microsoft Word and followed the same pattern as the SPSS database. This database is used for the text data that could not be transformed into numerical data prior to analysis. Again, each interview questionnaire was used as a template and the information from each interview corresponds with the participant number on their questionnaire and the question number (A1, B2…). The information has been entered sequentially with the answers to common interview questions entered at the end of the database (A2iiB2ii…). Some questions have both quantitative information entered in the SPSS database and qualitative information in the text file database. Where possible the qualitative data was transformed into quantitative data. The answers entered in the text file database were coded using content analysis.

Content Analysis
Content analysis can be used to examine information from other methods (United States General Accounting Office, 1982) such as a qualitative interview.   It can combine both qualitative and quantitative aspects (Weber, 1990, pp.10) through examining the frequency of words or the occurrence of themes. For this research, the themes (latent variables) generated from the data have been analysed, as opposed to the words (manifest variables) (Babbie, 2001). Manifest content is "the visible, surface content", and latent content is the underlying meaning of the text or message (Babbie,

2001, pp.31). The type of content to be analysed is determined by the nature of the research being undertaken, however, most researchers will choose the depth in understanding resulting from latent content (Babbie, 2001). The reason for examining the themes gathered from interviews, and other documented sources, is concern with 'what' is being communicated (Babbie, 2001) and how to make inferences from the text (Weber 1990, pp.9) to the meaning of messages (Krippendorf, 1980). This research is also concerned with the relationship between the data and its context (Krippendorf, 1980). The relationships of two or more variables within a document, or among several documents, can be analysed through this process. One purpose of undergoing this content analysis is triangulation (Riddick and Russell, 1999; Yin, 1994) to verify the content of several sources of data.

As part of content analysis, a coding scheme must be developed. A scheme aids in ensuring the rigour and reliability of the process, and contains four main steps (Babbie, 2001; Weber, 1990). The first step is to define the recording units, or units of observation. This could be a word, word sense, sentence, theme, paragraph, or whole text. Second is to define the categories for the recording units. These categories should be exhaustive, mutually exclusive, and independent so as to eliminate ambiguity to which coding category a theme belongs. Categories in coding can be assumed or inferred. An inferred category scheme waits to let the content of the text determine the categories. An assumed category scheme would impose categories on the data before the content of the data is known (Weber, 1990). For this research, the themes that arise from the data will be used to construct inferred categories. The third step is to test a sample portion of the text. Coding rules are then revised to incorporate any changes and the entire text is coded. The final step is to review the coding for consistency and accuracy.

One of the main benefits of content analysis is that is unobtrusive (Babbie, 2001; Krippendorf, 1980; Weber, 1990), which means that the examination of the subject matter does not influence the content. This method is able to examine large volumes of unstructured material (Krippendorf, 1980) such as meeting minutes. It is, however, limited to examination of recorded communications (Babbie, 2001). Larger portions of text are harder to code because, potentially, they contain more meanings (Weber, 1990) and are more subjective. This can contribute to ambiguity in establishing categories and knowing which recording units are to be assigned to which category (Weber, 1990). Any errors that occur and remain undetected in the first stages of coding produce cumulative effects in subsequent ones (Krippendorf, 1980). Difficulties with content analysis "may detract from the reliability of the procedures or from the validity of substantive conclusions based on them" (Weber, 1990, pp.70). The reason for establishing structured and well-defined coding rules is to increase both validity and reliability (Babbie, 2001).

Content Analysis – Coding Schemes
The content of the text responses from the interviews and the BVCRB meeting minutes and selected documents from the development of the Bulkley LRMP have been coded.

The recording units for all text data are themes, or latent content. Two separate sets of coding categories, with some similarities, have risen from the two sources of information. A complete list of the coding categories and their definitions can be found in Glossary B. Some of the categories include: community organisation, community representation, community accountability, BVCRB TOR, and the role of the BVCRB. All coding took place on an inductive basis, taking observations from the data and looking for a pattern (Babbie, 2001) relevant to the research (Babbie, 2001; Ragin, 1994).

Interview Data Coding Scheme
The interview text responses have been coded in categories directly related to the interview questions. The categories used are assumed and stem from the focus of the question and the topic addressed in the interview questionnaire. For example, if a question was asked about the influence of the BVCRB in the development of the Bulkley LRMP, the responses related to the question were grouped under the category of "BVCRB Role in LRMP". This allowed for grouping questions and responses according to the topic addressed by the question.

A test of the coding scheme was implemented on several interview questions. The categories were revised and re-defined on the basis of whether or not they reflected the content of the interview text response. The use of sub-categories helped to address their complexity. All the interview responses were coded and then edited to ensure consistency in the coding. The interview data was reviewed a total of 4 times: 1) through data entry, 2) coding test (selected interview questions), 3) coding, and 4) review of coding for consistency. All interview data was entered into an Excel spreadsheet according to questionnaire and question number, context, interviewee, quote and categories. Quantitative tables were constructed according to the category and then sub-categories.

Minute Data Coding Scheme
The content of the meeting minutes and process documents have been coded according to the particular topics or issues the text reflects. The coding categories for this content analysis are inferred from the nature of the documents and the particular information and the context in which it is addressed. For example, if information about the TOR is raised in the BVCRB meeting minutes referring to how the TOR will be written, this theme is coded under to category of "BVCRB TOR" and the sub-category of "Development". This allows the text to be grouped under a broad heading, as well as a more specific heading, which aids in the sorting of the Excel spreadsheet database.

Initially, a code test was conducting using only main categories such as "BVCRB TOR" and the minutes were coded using this scheme from 1991 to 1994. Due to the complexity and amount of information in the BVCRB minutes and Bulkley LRMP documents, the use of sub-categories became necessary and the coding scheme was revised. All of the minutes and documents listed in Table 3.7 were coded using categories and sub-categories, and then reviewed for consistency in coding. The minutes and documents were reviewed a total of five times during the coding process: 1) initial review for familiarity with content, 2) coding test (selected portions), 3) initial

coding of minutes with categories (1991-1994), 4) second coding of all minutes and documents with categories and sub-categories, and 5) final review of coding for consistency. All coded text was recorded in an Excel spreadsheet according to category, sub-category, planning phase, date, page, and quote. After all of the text was coded and sorted into main categories, these categories were then sorted again according to date. These dates have been divided into the three planning phases: 1) Pre-LRMP, 2) LRMP, and 3) Post-LRMP (Table 3.7).

Table 3.7 - Minutes and Documents Used for Content Analysis

ERA - 3	PHASE - 8	DOCUMENTS - 11	MINUTES - 87
Pre – LRMP: 12/Jul/91 to 22/Mar/93	Resource Management Plan (RMP)	- Discussion Paper (12/Jul/91) - Hilltop Agreement (11/Oct/91)	04/Dec/91and 09/Dec/91 (2)
	Forest Land Management Plan (FLMP)	- Draft Terms of Reference (TOR) (Jan/92) - FLMP TOR (14/Oct/92)	09/Jan/91to 22/Mar/93 (25)
LRMP: 26/Apr/93 to Mar/98	LRMP – General	Not available (0).	26/Apr/93to 30/Nov/93 (10)
	Options/Scenarios	- LRMP TOR (27/Oct/94) - Information Pamphlet (Jan/95) - Public Comment Summary (Mar/95)	10/Jan/94 to 27/Feb/95 (22)
	Consensus Process	Not available (0).	3/Mar/95 to 6/Mar/95 (14) * BVCRB
	Consensus Management Direction	- BVCRB and IPT Consensus Management Direction (May/96) - Information Pamphlet (Jun/96)	Not available – incomplete (0)
	Bulkley LRMP	- Bulkley Land and Resource Management Plan (Mar/98)	Not available – incomplete (0)
Post – LRMP: 1999 to present (data to 02/Apr/02)	Monitoring and Implementation	- Draft TOR (12/Mar/02)	12/Oct/02 to 02/Apr/02 (15)

Quantitative tables of this data were constructed according to the category, sub-categories, and planning phase and display frequency information. For example, if the Key Idea of Special Management Zones occurs in the LRMP Phase of the minutes, the number of times it occurs is indicated in the table. The number of minutes in the LRMP Phase is indicated underneath the heading "LRMP Phase Minutes". This shows the frequency with which references to Special Management Zones appear in a certain portion of minutes. Documents are tabulated in the same manner.

Research Methodology Summary
Several methods and sources of information were incorporated into the research design for this project. Newspaper archives from *The Interior News* were used to gather coverage of resource management and land use issues from April 1970 to June 2002. This coverage informed the interview process, served in the construction of timelines, and in the triangulation of interview data. Qualitative interviews were conducted for six separate interviewee groups based on their roles in the BVCRB and/or Bulkley LRMP process, and community representation. Minutes from Board meetings throughout the Bulkley LRMP process, and documents developed regarding the Bulkley LRMP, provide, through content analysis, data also used in the triangulation of information from the interviews. This information is presented in the following section.

Introduction

The analysis has been divided into four parts based on the research objectives outlined in the project overview. As outlined in the research methodology, six groups of interviewees were asked questions from six different questionnaires and content analysis was performed on BVCRB meeting minutes and process documents. These data have been grouped according to the research objective they address as well as labelled with the respective analysis categories. The data shows that the perception and participation of the BVCRB has changed over time. This is due, in part, to the participants and to changes in government mandate. The data is preceded by an outline of events taken from the newspaper coverage in order to better understand the events and role of the BVCRB in the Bulkley LRMP.

Research Objective One
Past Public Participation in Resource Management in the BFD

Newspaper coverage (Appendix A and B) indicates that the first 'organised' community group that participated in a range of resource management issues was the Smithers division of the Society for Pollution and Environmental Control (SPEC Smithers). The people who formed SPEC Smithers originally did so based on concern for the environment in the area, in particular a proposed pulp mill for the town of Houston (Interior News Staff, 1971). SPEC Smithers was active in the Bulkley Valley until the late 1980s, and became involved in local, regional, and provincial issues, presented to the Pearse Commission (Interior News, September 1975a), and enjoying extensive media coverage and visits from prominent politicians and speakers. In 1973, the Resource Folio Planning System was introduced as a means of integrating resource values other than forestry into strategic plans governing resource development (Ness, 1992b). SPEC Smithers submitted various suggestions for changes to this system (Interior News Staff, 1975b; Interior News Staff, 1976b).

Other bodies were established and have participated informally in resource management processes and issues. The Telkwa Foundation (Interior News Staff, 1977) and the Babine Association (Interior News Staff, 1982) are two such organisations. The proposed Kemano Completion Project in the 1980s sparked the formation of Save the Bulkley (Interior News Staff, 1983). Share Smithers, an affiliate of Share BC, was also active within the BFD (Interior News Staff, 1993b). The Telkwa Educational Action Coalition of Households is a group of residents concerned with the proposed Telkwa Coal Development who called for a seat on the environmental assessment committee (McLarty, April 1997). Recent decisions of the provincial government have sparked the formation of other community groups, such as the Bulkley Valley Communities Coalition (Vanderstar, May 2002). A community association that played a role in the establishment of the BVCRB is the Driftwood Foundation (BVCRB Steering Committee, 1991), formed as a non-profit society interested in local resource management and environmental issues (Horrocks, March 1990).

Evidence of the first formal public participation in a resource management process in the BFD occurs in July 1976 with the establishment of the Smithers Public Advisory Committee[2], referred to as the Forest Advisory Committee (FAC). The FAC was formed at a public meeting held by the BC Forest Service regarding planning for the Smithers Public Sustained Yield Unit (PSYU) (BC Forest Service, 1976). PSYUs were oriented mainly towards forest production and set the Allowable Annual Cut (AAC) for the areas. PSYUs in general "were not widely accepted or implemented [and] very few people were even aware of their existence. [These] plans were not established in either legislation or policy" (Ness, 1992b, pp.9). The intent of this meeting was to develop a method for input from community residents, as it was "essential to see that social and community values [be] included in the integrated forest use plan" (BC Forest Service, 1976, pp.S3). The FAC, then, was meant "to represent local needs and interests in the [PSYU] planning process" (BC Forest Service, 1976, pp.S3). The FAC made several recommendations to the local Forest Service and to the provincial government about forest practices, both locally and provincially.

The focus of the FAC was the AAC determination process. The FAC criticised the inclusion of all types of timber, even if it was not going to be harvested, into the AAC calculation as it artificially raised the AAC and resulted in harvest levels that were not sustainable (Interior News Staff, 1976a). In 1978, a policy switch from PSYUs to TSAs occurred (Ness, 1992b, pp.9). In August of that year, the FAC received a letter from the Manager of the Regional Forest District asking that no formal meetings of the FAC be scheduled, as the PSYU to TSA policy change meant the planning focus would be much broader (MacPherson, 1978). The involvement of the FAC was deemed no longer necessary.

TSA Strategic Plans were implemented to set production targets for lumber, and range and recreation guidelines. In 1988, the plan expanded to encompass a wider range of values through TSA Resource Management Plans (Ness, 1992b). These plans provided opportunities for public involvement during only three of the planning steps: 1) preliminary organisation and issue identification, 2) public review of TSA Options Report, and 3) public review of the Draft TSA Plan. The public would be able to access information from the process, and participate through workshops and public showings, and by presenting their concerns to the steering committee (Ness, 1992b). The Ministry of Forests was to act as the lead agency, with the Ministry of Environment, Land, and Parks acting as co-chair of the steering committee (Ness, 1992b). It was in connection with this process that the drive for public input was restarted within the BFD.

Other public participation processes regarding resource management in the BFD occurs at the local planning level. In 1983, the Local Resource Use Plan (LRUP) was established. Decision making in LRUPs can range from mapping to public meetings, however, public involvement is often kept to a minimum. The Forest Service is obligated to inform the public that the process is being initiated, and to solicit any relevant information or issues. There are also opportunities for public review and comment on

---

[2] The prominent activities of SPEC Smithers are said to have led to the establishment of the FAC in order to 'quiet' their opposition to forest practices, both locally and provincially (Interviewee #34).

draft plans. The public is also to be informed of a final decision and the rationale for that decision (Ness, 1992b, pp.29). The Regional or District Forest Service Manager is responsible for the "actual level of public involvement in the planning process" (Ness, 1992b, pp.27). Various Technical Advisory Committees have been established for LRUP processes within the BFD, such as the Babine and Driftwood-Reiseter LRUPs.

Community Organisation – Interview Data
Other Involvement
BVCRB Facilitators, Selection Committee members, all BVCRB members and Government Representatives were asked if they were involved in any past resource management processes within the BFD. Only BVCRB Facilitators (50%) and Selection Committee 2/3 members (75%) indicated significant past involvement, citing the Forest Advisory Committee, Babine LRUP, and the Recreation Access Management Plan as specific processes. First BVCRB members, Government Representatives, and Current BVCRB members indicated little past participation. Representation in past processes encompassed both the public and particular sectors/interests.

Objective One Summary
Research objective one was to identify past public participation in resource management processes in the Bulkley Valley and BFD, and to contrast their level of input with the BVCRB. Past public participation, both formal and informal, in resource management issues, planning, and decision making processes in the BFD and surrounding area is important as it illustrates a legacy of activism. Past participation by some individuals may have influenced their involvement with the establishment of the Board and its role in the Bulkley LRMP. The data indicates that past processes and interactions are important to the evolution and conceptualisation of the Board. As will become clear when addressing research objective four, the Board's level of input during the timeline of the development of the Bulkley LRMP can be characterised as more than that of the FAC.

Research Objective Two
Establishment of the BVCRB
The frustrating end to the FAC left a legacy of desire from the public to see increased, and effective, public participation in resource management decisions (BVCRB Steering Committee, July 1991; Quanstrom, 1990). Concerns about forest practices, and increased dissatisfaction was felt in the BFD, was expressed through public meetings regarding Tree Farm Licenses and the District Forest Service's announcement of a twenty-year Resource Management Plan for the Bulkley TSA. In the winter of 1990, *Reclaiming Our Forests*, a community conference, focused on the idea of public involvement in resource management planning and decision making, was held in Smithers (Interior News Staff, 1990a; Interior News Staff, 1990b). Over 200 participants attended and, with subsequent meetings, the BVCRB Steering Committee was the established (Interior News Staff, 1991i). The members were charged with the

responsibility of producing a discussion paper regarding a possible model for a community resources board (BVCRB Steering Committee, 1991).

In the fall of 1991, representatives from the District's Forest Service, the Ministry of Environment, BVCRB Steering Committee members, and representatives from various organisations within the BFD negotiated the Hilltop Agreement with the assistance of a facilitator. This document built upon the principles established in the initial discussion paper and the Hilltop Agreement provided the foundation for how the public would become involved in the FLMP. It is important to note that the establishment of the BVCRB was not attached to a specific resource management process, instead its expressed purpose was "to ensure all resource activities will be ecologically responsible to guarantee long-term resource sustainability... [and] to see plans developed which, if implemented, will provide the most benefit possible to resident of the District and Province" (Hilltop Agreement, October 1991, pp.2). The activities of the Board are related to specific management principles, and the first Board was meant to "deal primarily with integrated use of forestland as it relates to the Forest Land Management Plan for [the District]" (Hilltop Agreement, October 1991, pp.3). The Hilltop Agreement was made available for public input (BC Forest Service, 1991b), and in November 1991 a nominations call for potential Board members was made (BC Forest Service, 1991a; Interior News Staff, 1991f).

Community Organisation – Interview Data

Motivation For Involvement

All BVCRB Facilitators, Selection Committee members, BVCRB members, and Government Representatives were asked what motivated them to become involved in the Board and/or Bulkley LRMP. Multiple reasons were noted and differences in motivation are apparent among the interviewee groups. All interviewees who served as BVCRB Facilitators were approached to participate and were motivated by a particular event or conversation, citing the provincial political climate and local forest practices as factors. Fifty percent of Selection Committee 2/3 members were approached to participate, while others were both approached as well as motivated by factors within the community. The majority of First BVCRB members indicated that they were neither approached nor motivated by an event or conversation; rather, their motivating factors ranged from community conflict, an interest in the process, the value of the process, past involvement, and becoming involved for the community. Most Government Representatives participated in the Bulkley LRMP because it was a job requirement. Current BVCRB members were approached to be involved (to put their name forward) by a former Board member. Motivation for involvement has changed from provincial and local factors, to being asked by a former BVCRB participant.

Reason For Public Body

BVCRB Facilitators were asked why a public body to be involved in resource management planning and decision making was pursued. All identified that both past processes and the interaction between the government and public were contributing factors. This may be linked to their involvement in other processes.

BVCRB Facilitators (67%) identified the origin of the idea for the Board as a combination of particular groups, people, events, and conversations. Events include the "Reclaiming Our Forests" conference and the initiation of the RMP process. Others claim that the idea evolved from other processes and that specific people were involved.

Events Leading to the BVCRB
In connection with the previous question, 50% of BVCRB Facilitators indicated that there were particular events that led to the BVCRB. As well, 75% of these participants indicated that the Hilltop sessions[3] were crucial. Interviewees also listed the "Reclaiming Our Forests" conference and the BVCRB Steering Committee as important. Additional comments from all respondents identified three main reasons that led to the Board representing the public in the Bulkley LRMP: 1) the need for planning, 2) the need for public input, and 3) the Hilltop Agreement. Some respondents disagreed that the Board was established prior to the Bulkley LRMP, indicating differences in collective memory.

Goal of BVCRB
According to 75% of BVCRB Facilitators, establishing the Board was not always the goal. The Board evolved, and some interviewees cited community control as the goal. Other interviewees indicated that the Board was established just for the Bulkley LRMP. Responses depended on the participant's length of involvement, role in the process, and perception of the Board's mandate.

Hilltop Agreement and Legal Power
All BVCRB Facilitators agreed that the BVCRB does not hold any legal or official power in decision making. However, some respondents indicated that its strength stems from consensus, and that the government cannot ignore its recommendations. Others felt that the Board is advisory in nature, perhaps due to their perception of the establishment of the Board.

Public Awareness of BVCRB
Community Representatives were asked if the public was communicated with regarding the BVCRB outside of the Bulkley LRMP process. All agreed. The question pertained only to the initial processes involved in establishing the Board before the Bulkley LRMP process, and does not refer to the current Board.

Public Participation in establishment of BVCRB
Community Representatives and Past Representatives, were asked whether they agree that the public had input regarding the establishment of the BVCRB (Table 4.0). The majority of respondents indicated that the public did have input, citing opportunities for involvement. This may indicate one reason for the public support of the process and the representative nature of the first Board.

---

[3] Twenty-five representatives from the community, BVCRB Steering Committee, and government ministries participated in a facilitated negotiation session resulting in the "Hilltop Agreement".

Table 4.0 – Public Input into BVCRB

Public Input into BVCRB	Community Reps. (n=7)	Past Reps. (n=1)
Disagree	14%	0%
Agree	71%	100%
Other	0%	0%
N/A	14%	0%

Objective Two Summary

Research objective two was to illustrate how the BVCRB was established. The information from the interviews reflects the events and ideas found in the newspaper coverage of the Board. The Board was established out of a legacy of activism and frustration with past public participation and resource management planning and decision making processes and history of practices. The initial Reclaiming Our Forests conference was accompanied by a public call for community control in long term resource management, which resulted in an agreement within the community (the Hilltop Agreement) as to the role, responsibilities, and representation for the public (through the Board) in a long term resource management decision making process. The broader public were aware and are supportive of this process.

Research Objective Three
BVCRB Membership Selection Process

The selection of BVCRB members was based on representation of certain perspectives outlined in the Hilltop Agreement, rather than representation based on sectors or interest groups. Each nominee was required to indicate which of the perspectives they represented and demonstrate their qualifications to reflect those perspectives. Three members on a Committee of Facilitators, as outlined in the Hilltop Agreement, were responsible for facilitating the selection process and developing a representative Board with the assistance of the nominees and the public (Hilltop Agreement, October 1991). In December of that year, two public meetings including the 42 nominees were held. Of these 42, 12 were selected by the public to represent the community and public of the BFD on the Board (Interior News Staff, 1991a; Interior News Staff, 1991b). Agreement on the selection was based on the input from those individuals nominated, the public present at the meetings, and the final recommendations from the Committee of Facilitators using this input. Potential representatives of First Nations perspectives declined to participate due to prevailing provincial politics and ongoing land claims.

Community Organisation – Interview Data
Selection Process(es)

BVCRB Facilitators and Selection Committee 2/3 members were asked a series of questions about how the Board member selection process was, and is, organised. All respondents indicated that public meetings are held and that the public is involved during the selection process; this confirms that the selection processes are open.

Respondents also confirmed that Board members are selected using a variety of methods, including nomination by the public and selection by committee. These responses can be verified by process documents and newspaper coverage. Respondents from Selection Committee 2/3 felt they had seen changes in the selection processes, citing a declining number of nominees and that, now, everyone who applies gets on the Board.

Community Representation – Interview Data
Questions regarding community representation encompass how the BVCRB was meant to represent the public, both within and outside the Bulkley LRMP process, and perceptions of that representation. Responses address issues such as Board representation in general, group member involvement and community value representation, First Nations representation, and representation based on perspectives. Some of these questions were difficult to tabulate as they asked respondents to distinguish between the Board outside the Bulkley LRMP process and within the process in order to examine whether there would be a difference in answers. Not all respondents perceived the Board as separate from the Bulkley LRMP. The respondents who did not make this distinction were asked about public representation by the Board in general. It appears that this distinction does not lead to any significant differences in answers. The majority of respondents in all categories have indicated that the Board is representative of the public, despite some shortcomings.

It is important to note that BVCRB members are selected for representation, in part, based on the criteria of sixteen resource value perspectives. These perspectives are referred to frequently in the interview responses (Table 4.1).

Scope of BVCRB Representation
All BVCRB Facilitators indicated that the Board is meant to represent the entire BFD. However, 25% cited representation of a range of forest values as being particularly important.

BVCRB Representation and LRMP Process
Interviewees in groups one to four were asked whether they agreed or disagreed that the BVCRB was representative of the public. Since some respondents did not make the distinction between representation outside and within the LRMP process, their answers to this question have been divided into two categories: those respondents who made the outside/within distinction of representation, and those who did not (Table 4.2).

Table 4.1 – List of Perspectives: Hilltop Agreement

PERSPECTIVE	HILLTOP AGREEMENT
1	Attaches particular value to timber production above other uses.
2	Attaches particular value to timber production by small operators.
3 *	Attaches particular value to the preservation of natural ecosystems.
4 *	Attaches particular value to the preservation of large tracts of wilderness, with limited access.
5	Favours management of forestland resources to maintain habitat of hunted animal species and aesthetic quality of hunting environment.
6	Favours management of forestland resources to maintain populations of animals subject to trapping.
7	Favours management of forestland resources to maintain quality of fish habitat and aesthetic quality of fishing environment.
8	Attaches particular significance to subsistence lifestyle and spiritual values.
9	Favours maintaining features of forestland resources which attract tourists.
10	Favours maintaining water quality for agriculture as well as access to and quality of grazing on forestland.
11	Favours management to enhance recreation access and recreation facilities with minimum activity restrictions.
12	Desires to preserve access to forestlands for prospecting and mineral development.
13	Dependent on commercial uses of forestland and perceives such uses as essential to secondary commercial activity.
14	Supports application of advanced technology to management and uses of resources in order to improve upon nature.
15	Favours preservation of aesthetic features of forestlands including landscapes and localized natural attributes.
16	Favours preservation of historical and cultural features of forestlands.

Source: Hilltop Agreement. (1991, October).

* These particular perspectives have been significantly altered or deleted in the current list of perspectives (Table 4.9).

Table 4.2 – BVCRB Representation Distinction

Outside/Within LRMP Distinction Made	BVCRB Facilitators (n=4)	Selection Committee 2/3 (n=4)	BVCRB 1 (n=6)	Gov. Reps. (n-6)	BVCRB 2/3 (n=4)
Distinction	50%	50%	33%	33%	0%
No Distinction	50%	50%	67%	67%	100%

Some respondents in each group distinguished between BVCRB representation of the public outside and within the Bulkley LRMP process. This did not significantly impact the responses (Table 4.3). Those who disagreed cited that there is not perfect representation on the BVCRB because some perspectives are missing. The majority responded positively, citing BVCRB as community representatives. Some indicated that the Board is more representative than the sector model. There is a division in responses among First BVCRB members and Government Representatives. Current BVCRB members did not make the distinction.

The remaining interviewees were asked whether they agreed that the BVCRB is representative of the public in general, not in reference to a particular process. The majority of respondents agreed that the Board is representative of the public, despite additional comments indicating that certain perspectives are missing. There is a division among Current Board members as to whether the Board is representative. Additional comments from BVCRB Facilitators and Current BVCRB members indicated that the current Board is not representative.

Table 4.3 – BVCRB Representative of Public

BVCRB Representative of Public Outside LRMP	BVCRB Facilitators (n=2)	Selection Committee 2/3 (n=2)	BVCRB 1 (n=2)	Gov. Reps. (n=2)	BVCRB 2/3 (n=0)
Disagree	0%	0%	50%	50%	0%
Somewhat Agree	50%	50%	0%	0%	0%
Agree	50%	50%	50%	50%	0%
Other	0%	0%	0%	0%	0%
BVCRB Representative of Public Within LRMP	BVCRB Facilitators (n=2)	Selection Committee 2/3 (n=2)	BVCRB 1 (n=2)	Gov. Reps. (n=2)	BVCRB 2/3 (n=0)
Disagree	0%	0%	50%	50%	0%
Somewhat Agree	50%	0%	0%	0%	0%
Agree	50%	100%	50%	50%	0%
BVCRB Representative of Public in General	BVCRB Facilitators (n=2)	Selection Committee 2/3 (n=2)	BVCRB 1 (n=4)	Gov. Reps. (n=4)	BVCRB 2/3 (n=4)
Disagree	0%	0%	0%	0%	50%
Somewhat Agree	50%	0%	0%	0%	0%
Agree	50%	100%	100%	100%	50%

The majority of all respondents, regardless of whether they distinguished between BVCRB representation outside or within the Bulkley LRMP process, agree that the Board is representative of the public. There are divisions among Government Representatives, First BVCRB members, and Current BVCRB members, due to the fact that representation is not perfect and certain perspectives are missing.

Community Representative Involvement
All Community Representatives and Past Representatives were asked if a group member or they were involved in the BVCRB or Bulkley LRMP. Some involvement by fellow group members was indicated (Table 4.4).

Table 4.4 – Group Member Involvement

Group Member Involved in BVCRB and/or Bulkley LRMP	Community Reps. (n=9)	Past Reps. (n=1)
Yes	44%	100%
No	33%	0%
Other	22%	0%

Community Representative and Community Values
Community Representatives and Past Representatives were also asked whether their group's community values were represented by the BVCRB (within and outside the Bulkley LRMP process). Many respondents from this group did not view community representation by the Board outside the Bulkley LRMP process, rather, the representation of the Board was viewed either within the Bulkley LRMP, or in general. This may indicate that Community Representatives did not consider the Board as a process separate from the Bulkley LRMP. Despite this, the majority of respondents indicated their group's values are represented by the Board (Table 4.5).

All Community Representatives who indicated they made the distinction of the BVCRB representing their values outside the Bulkley LRMP process agreed their community values are represented. The majority made the distinction of the Board within the Bulkley LRMP process and agreed that the group's community values were represented. Some respondents felt that their concerns were brought to the table and that the goals of their group were met. This was because of particular Board members. Those Community Representatives who disagreed commented that the Board was not mandated to represent their group's community values. This reinforces the position of no sector representation by the Board.

For respondents who did not make the outside/within LRMP distinction, most Community Representatives and Past Representatives agree that their group or individual community values are represented by the BVCRB. This is due to particular Board members and values represented by people involved in the process.

It appears that 78% of Community Representatives consider BVCRB representation only in the context of the Bulkley LRMP process, and not outside of that process. Regardless of whether the outside/within distinction is made, the majority of respondents agree that their community values are represented. Again, there is some disagreement on the basis that the Board is not mandated to represent their group's community values.

Table 4.5 – Community Values Represented

Community Values Represented Outside LRMP	Community Reps. (n=2)	Past Reps. (n=0)
Agree	100%	0%
Community Values Represented Within LRMP	**Community Reps. (n=6)**	**Past Reps. (n=0)**
Disagree	17%	0%
Neutral	17%	0%
Agree	67%	0%
Community Values Represented in General	**Community Reps. (n=3)**	**Past Reps. (n=1)**
Disagree	33%	0%
Agree	67%	100%

First Nations Representation

Respondents in groups one through four were asked if First Nations perspectives were represented outside/within the Bulkley LRMP process. The majority of BVCRB Facilitators and Selection Committee 2/3 made the distinction, while the majority of First BVCRB members and Government Representatives did not make the distinction. Responses indicate that there is a lack of First Nations representation (Table 4.6).

Table 4.6 – First Nations Representation

First Nations Represented Outside LRMP	BVCRB Facilitators (n=3)	Selection Committee 2/3 (n=2)	BVCRB 1 (n=2)	Gov. Reps. (n=2)	BVCRB 2/3 (n=1)
Disagree	75%	67%	100%	50%	0%
Somewhat Disagree	0%	0%	0%	50%	0%
Neutral	0%	0%	0%	0%	100%
N/A	25%	33%	0%	0%	0%
First Nations Represented Within LRMP	**BVCRB Facilitators (n=3)**	**Selection Committee 2/3 (n=2)**	**BVCRB 1 (n=2)**	**Gov. Reps. (n=2)**	**BVCRB 2/3 (n=1)**
Disagree	100%	100%	100%	50%	100%
Agree	0%	0%	0%	50%	0%
First Nations Represented General	**BVCRB Facilitators (n=1)**	**Selection Committee 2/3 (n=1)**	**BVCRB 1 (n=4)**	**Gov. Reps. (n=3)**	**BVCRB 2/3 (n=3)**
Disagree	100%	10%	100%	67%	67%
Somewhat Disagree	0%	0%	0%	33%	0%
Somewhat Agree	0%	0%	0%	0%	33%

All respondents who made the distinction disagree or somewhat disagree that First Nations perspectives are represented, both outside the Bulkley LRMP process and within the process. Reasons for this include the provincial political climate and First Nations representatives declining to participate. Other additional comments indicate that efforts to involve First Nations were made, and this lack of involvement was not the fault of the Board or the process itself. Some Government Representatives somewhat disagreed that First Nations perspectives are represented within the Bulkley LRMP process, perhaps due to the efforts of both the Board and IPT, or the government mandate to involve First Nations (BVCRB and IPT, 1998).

Respondents who made no distinction were asked if the BVCRB is representative of First Nations perspectives in general. All respondents, with the exception of Current BVCRB members, disagreed that First Nations perspectives are represented. Some Current BVCRB members (33%) indicated that they somewhat agreed that First Nations perspectives are represented by the Board. Comments illustrate that the current board has both attempted to represent these perspectives and that they are represented by specific Board members.

The vast majority of respondents disagreed that First Nations perspectives are represented by the BVCRB, either in general, or outside/within the Bulkley LRMP process. None of the additional comments condemn the BVCRB for this lack of representation. A number of respondents indicated that attempts were made at including First Nations perspectives. The trend in answers indicates that First Nations perspectives are not represented by the Board, due to external factors such as provincial political climate. Efforts to include these perspectives were made throughout the Board and Bulkley LRMP process timeline, as indicated in the analysis of process documents and meeting minutes (Tables 4.12).

Adequate Representation Based on Perspectives
Groups one through four were asked whether the sixteen perspectives used to select BVCRB members leads to adequate representation. A large majority of respondents agreed (Table 4.7). Respondents indicated that some perspectives are missing, however, perspectives were crucial to representation and the Board's representation was not disputed (during the Bulkley LRMP process). The comment was also made that perspectives are better than sector or stakeholder representation. All Current BVCRB members cited that the wording of the perspectives has been changed (see Table 4.9), while it was not mentioned by any other respondents.

Table 4.7 – Perspectives Are Adequate Representation

Perspectives Lead to Adequate Participation	BVCRB Facilitators (n=4)	Selection Committee 2/3 (n=4)	BVCRB 1 (n=6)	Gov. Reps. (n=4)	BVCRB 2/3 (n=4)
Neutral	0%	25%	0%	0%	0%
Somewhat Agree	0%	0%	0%	25%	75%
Agree	100%	75%	100%	75%	25%

It is important to note that the question regarding missing perspectives focused on perspectives other than First Nations. All groups indicated that there are missing perspectives (Table 4.8); global, provincial, business, labour, agriculture, environmental, and specific recreation uses were all identified as lacking. Some of the responses verge on sector/stakeholder representation rather than perspectives. One interviewee also cited the need for the perspectives to be reviewed (through a public process). There are differences in answers within groups, with the exception of Current BVCRB members who all agree there are missing perspectives.

The same groups were asked whether or not there are particular advantages or disadvantages to selecting BVCRB members based on perspectives. The majority of respondents cited both advantages and disadvantages, and offered a range of explanations (Table 4.8). The overall advantage is that there is not sector or stakeholder representation. The overall disadvantage is the difficulty of the selection process.

Table 4.8 – Perspectives Representation: General

Missing Perspectives	BVCRB Facilitators (n=4)	Selection Committee 2/3 (n=4)	BVCRB 1 (n=6)	Gov. Reps. (n=6)	BVCRB 2/3 (n=4)
Yes	50%	75%	50%	67%	100%
No	50%	0%	33%	33%	0%
Other	0%	25%	17%	0%	0%
Selection Advantages and Disadvantages	BVCRB Facilitators (n=4)	Selection Committee 2/3 (n=4)	BVCRB 1 (n=6)	Gov. Reps. (n=5)	BVCRB 2/3 (n=3)
Yes	100%	75%	83%	60%	67%
No	0%	0%	17%	0%	0%
Other	0%	25%	0%	20%	33%
N/A	0%	0%	0%	20%	0%
Need for Different Selection Process	BVCRB Facilitators (n=4)	Selection Committee 2/3 (n=4)	BVCRB 1 (n=6)	Gov. Reps. (n=5)	BVCRB 2/3 (n=3)
Yes	0%	0%	0%	0%	25%
No	50%	50%	83%	40%	25%
Other	50%	50%	17%	60%	50%

Different Selection Process Necessary

All interviewees in groups one to four were asked whether a different way of selecting BVCRB members would be more appropriate. Despite citing it as a disadvantage, the majority of respondents do not think a different way of selecting board members is necessary (Table 4.8). Additional comments, except from Current BVCRB members, indicate that the selection process is specific to the community, and that this particular process works for this community. One Current BVCRB member indicated that a different method of selection is necessary.

Other additional comments from Current BVCRB members note the need for more notification in the paper as to the views they are looking for, and that there is not a large enough pool of nominees.

Table 4.9 – List of Perspectives: BVCRB Website

PERSPECTIVE	BVCRB Website
1	Values timber production above other uses.
2	Values timber production by small operators.
3 *	Values the maintenance of large tracts of wilderness.
4	Values hunting, the management of the landbase to maintain habitat of hunted animal species and aesthetic quality of hunting environment.
5	Values trapping and the management of the landbase so as to maintain populations of fur-bearing animals.
6	Values fishing and the management of the landbase so as to maintain quality of fish habitat and aesthetic quality of fishing environment.
7	Values a subsistence lifestyle and spiritual values.
8	Values tourism and maintaining features of the landbase that attract tourists.
9	Values agriculture and access to and quality of grazing on forestland.
10	Values recreation access and recreation facilities and management to enhance this with minimum activity restrictions.
11	Values mining and maintaining access to the landbase for prospecting and mineral development.
12	Values commercial uses of the landbase and perceives such uses as essential to secondary commercial activity.
13	Values the application of advanced technology to management and uses of resources in order to improve upon nature.
14	Values aesthetic features of the landbase and their maintenance, including landscapes and localized natural attributes.
15	Values historical and cultural features and their maintenance on the landbase.
16 *	Values motorized recreational activities and the maintenance of access by motorized recreational transportation methods.
17 *	Values non-motorized recreational activities and access to areas where this use predominates.

Source: BVCRB Website. (www.bvcrb.ca)

*These particular perspectives relate to those identified in Table 3.1, and have been altered or added.

The majority of respondents agree that the use of perspectives leads to adequate representation, even though there are perspectives that are missing. Although there are disadvantages to the selection process, the majority of respondents indicated that a different way of selecting members is not necessary for this community. Support is indicated for the representative nature of the BVCRB and the use of perspectives, despite some flaws.

Current Board members have altered the wording of the perspectives without any 'formal' public input. In comparing Table 4.1 with Table 4.9, it appears as though the wording has taken on the tone of sector/stakeholder representation. One of the perspectives referring to the preservation of natural ecosystems has been deleted (Table 4.1, #3) and two have been added (Table 4.9, #16 and #17). They target representation based on motorised and non-motorised recreation activities. As well, phrasing such as "Values trapping and the management of the land base so as to maintain populations of fur-bearing animals" (Table 4.9, #5), alters the original phrase of "Favours management of forestland resources to maintain populations of animals subject to trapping" (Table 4.1, #6). It is the emphasis placed on holding an interest in trapping, rather than emphasis on the management of forest land to maintain animal populations. This shifts the tone towards sector/stakeholder representation. This may or may not have implications for the representative nature of future BVCRBs.

Community Representation – Content Analysis Data
The category and idea of community representation is prominent in documentation in all of the planning phases. Concerns regarding community representation flow throughout the establishment of the BVCRB and the development of the Bulkley LRMP, and have been divided into general references, references to government, public, values of the community, and perspectives of the community (Table 4.10). The attendance records of members have been followed and tabulated throughout the available minutes (Table 4.11).

In the Pre-LRMP Phase, references to community representation cluster near the first stages because of the nature of the documents and the selection process. In the LRMP Phase, community representation is generally spread out and occurs most often in minutes, with most references to values. The links between community representation and direct references to the public occur most within the Consensus Process stage. The Post-LRMP Phase sees the most frequent reference to community representation which is generally spread out among the minutes, with the exception of November 13, 2001 (Table 4.10).

The frequency and occurrence of community representation in each phase is affected by some specific events. These include the statement of values given by the nominees during the selection process on December 4, 1991 in the Pre-LRMP Phase, the BVCRB members at the beginning of the Consensus Process on March 3, 1995, and by BVCRB members and nominees at the November 13, 2001 selection process. A majority of interviewees agreed that the BVCRB is representative of the public through particular BVCRB members. Representation links directly to the selection process and values (resource value perspectives) of certain BVCRB individuals, and, therefore, to aspects of community organisation.

Attendance
When attendance records are traced, representation by certain BVCRB members in all planning phases is uneven. Overall, most of the Board members attended more than

seventy-five percent of the BVRB meetings (from minutes available). Seven of twelve Board members attended more than 75% of the meetings during the LRMP and Post-LRMP Phases. Attendance of First BVCRB members was low during the General and Options/Scenarios stages of the LRMP Phase, however, attendance improved during the Consensus Process.

Table 4.10 – Community Representation: All Phases

Planning Phase	Community Representation		General	Values of Community	Perspectives of Community	Direct References to Public
Pre-LRMP Minutes (n=27)	14		2	10	1	1
Pre-LRMP Documents (n=4)	20		13	6	5	1
LRMP Minutes (n=46)	31		7	22	1	7
LRMP Documents (n=5)	6		3	0	3	0
Post-LRMP Minutes (n=16)	24		15	12	7	0
Post-LRMP Documents (n=1)	3		3	0	3	0

Table 4.11 – Attendance: All Phases and LRMP Phase

BVCRB Member Attendance (n = 12)	Less than 50%	Less than 75%	More than 75%
Pre-LRMP Phase	0	3	9
LRMP Phase	2	5	7
Post-LRMP Phase	3	5	7
--	------------------------	------------------------	----------------------
General	6	8	4
Options/Scenarios	1	6	6
Consensus Process	1	2	10

First Nations Participation – Content Analysis Data
Participation and representation of First Nations perspectives by the BVCRB, and during the Bulkley LRMP, was subject to political obstacles and the provincial decision making climate at the time. The relationship of First Nations in the area with the provincial government regarding land claims and issues before the courts, in part,

prevented direct and significant participation by First Nations. Decisions by the judiciary, accords signed, and provincial treaty negotiations policy now govern the relationship of First Nations in British Columbia to planning processes such as the Bulkley LRMP (BVCRB and IPT, 1998).

References to First Nations participation declined throughout the three planning phases (Table 4.12), due, in part, to changing provincial policy regarding their participation in formal planning processes. The continued efforts from the BVCRB for First Nations involvement also began to wane. Communication efforts and the land claims and negotiation events pertaining to them are itemised in the Bulkley LRMP. This includes the decisions made affecting First Nations consultation and future planning processes.

In the Pre-LRMP Phase, references to First Nations participation occurred in conjunction with the BVCRB's role and efforts. References followed this trend in the LRMP Phase, except in documents, which saw an increased reference to the government's role and efforts. In the Post-LRMP Phase minutes, there is one reference to First Nations participation regarding their opposition to the Nichyeskwa Connector and feelings of not being consulted (BVCRB, 2002b, pp.2). During the facilitated Consensus Process, the BVCRB was approached by certain First Nations individuals who expressed interest in having input into the process. They explained that they were in the process of becoming organised and did not have the resources to participate at that time (BVCRB, 1995).

Table 4.12– First Nations Participation: All Phases

Planning Phase	First Nations		BVCRB References	Government References
Pre-LRMP Minutes (n=27)	5		4	1
Pre-LRMP Documents (n=4)	2		2	0
LRMP Minutes (n=46)	8		6	2
LRMP Documents (n=5)	8		5	6
Post-LRMP Minutes (n=16)	1		1	1
Post-LRMP Documents (n=1)	0		0	0

Indications of a lack of formal participation in process documents and minutes reflect the answers given regarding First Nations representation in the interview data. Participants indicated that First Nations perspectives were not represented during the Bulkley LRMP process, but not due to the BVCRB or the Bulkley LRMP process itself. First Nations declined to participate and interviewees cited the provincial political climate as the main reason for lack of participation. The role of First Nations is mentioned frequently in process documents, outlining their relationship to the BFD and

the Bulkley LRMP process. Various attempts by both the BVCRB and government to communicate with First Nations and garner participation were made, including during the first selection process.

Objective Three Summary
Research objective three was to determine how the members of the BVCRB are selected and whether or not they are representative of the public within the BFD. All sources of information indicate that potential Board members are selected based on a number of factors. Nominations occur at public meetings, and the selection process is open, and based on representation of perspectives established in the Hilltop Agreement and approval by a selection committee. Although interviewees indicated that some perspectives are missing and there is a definite lack of First Nations participation, the large majority of interviewees, involved in either process, believe that the Board is representative of the public. Again, the majority also support representation based on perspectives because there is no sector or stakeholder representation. These respondents also indicated that they would not choose a different selection process because this is one that works for the community. Concerns over the representative nature of the nature of the current and future Boards may be warranted. The perspectives taking on a more 'sector' based approach may be cause for alarm and have implications for future Board representation and support within the community for that representation. Support for the concept and representation of the Board, both through the Hilltop Agreement and by the public, contributed to its role and influence regarding public input in the Bulkley LRMP.

Research Objective Four
BVCRB Role in Development of Bulkley LRMP
The first meeting of the BVCRB occurred in January of 1992 and began drafting a Terms of Reference (TOR). The TOR established their role and provided specific rules of operation, as well as planning steps regarding the FLMP process. In 1992 and 1993 two series of public meetings were held within BFD communities (Interior News Staff, 1992; Beck, 1993b; Interior News Staff, 1993b). The purpose of these meetings was to disseminate information about the Board, to inquire about particular areas within the BFD that the public may have concerns about, and to solicit comments on a planning direction for the BFD. In order to aid the Board, Technical Working Groups (TWG) were established with both Board and government representatives and members of the public to gather information, provide direction, and report back to the Board on specific topics.

In 1993, the BVCRB confronted a potential set-back linked to changing government policy concerning resource management and land use planning processes. The FLMP TOR had to be revised to incorporate the changes of an increased IPT role in plan development and the consensus processes that accompanied the new provincial LRMP guidelines. The Board was concerned with their role and the government's role regarding the Hilltop Agreement in light of these new changes. Discussion for much of 1993 and 1994 evolved around how to incorporate these policy directions while maintaining the goals and role of the Board within the LRMP process. A third set of

open houses was held to display inventories in early 1994 (Interior News Staff, 1994) In October 1994, a new BVCRB TOR regarding the LRMP process became official.

In 1994, the BVCRB began to develop the foundation for the Bulkley LRMP. The Board members were divided into four sub-committees based on the perspectives they brought to the table, and asked to develop separate options. The result was four decidedly different scenarios on how the BFD should be managed. After some revisions, these four options were put before the public at a fourth series of public meetings and open houses in January 1995 (Beck, 1995). This presentation was accompanied by a questionnaire for public feedback on the scenarios, asking those who attended to rate the particular components of the scenarios they favoured. These responses were compiled in a summary document (Bulkley Forest Service, 1995).

In March of 1995, the BVCRB began a consensus decision making process using information from the scenarios as a starting point and working with the aid of facilitators. Many of the deliberations occurred on weekends, and consensus was reached on May 06, 1995. The Board met with the IPT to review the consensus management directions, and in May of 1996 a fifth series of public meetings and open houses were held to review the Consensus Management Direction (Interior News Staff, 1996a). These recommendations were forwarded to the provincial government, however, due to the need to review and clarify some of these directions (Interior News Staff, 1996b; Interior News Staff, 1997b). It was not until June 1997 that the Bulkley LRMP was approved in principle (Interior News Staff, 1997b). The Bulkley LRMP was ratified by the provincial government in July 1998 (Howell, 1998) and unveiled at an open house in February 1999 (Interior News Staff, 1999c). The Board would maintain a presence and move on to monitor the implementation of the Bulkley LRMP (Interior News Staff, 1997a) and participation in other resource management processes.

In February 1999 there was a second call for nominations for potential BVCRB members. The same selection procedure was followed, and the second Board was formed in March 1999 (Interior News Staff, 1999a; Interior News Staff, 1999b). The second Board was initially asked to clarify particular timber harvesting guidelines for the Driftwood-Reiseter area outlined in the Bulkley LRMP (Young, 1999a, Young, 1999b). They also expressed concerns over the proposed Nichyeskwa Connector. The first Board had strongly discouraged the use of circle routes in the interest of keeping timber that is harvested within the BFD from being processed outside the district. The Board also became involved in the Bulkley Pilot Project, linked to the impending changes to the Forest Practices Code. In November 2001, a third official selection process occurred to select 5 new members for the Board (Interior News Staff, 2001), as previous members had resigned from the Board for various reasons. The current Board has been participating in the monitoring of the Bulkley LRMP as well as other processes for the area.

BVCRB Terms of Reference – Interview Data
Both First and Current BVCRB members, as well as Government Representatives, were asked questions regarding the development of a TOR for the Board. The objective was to examine whether there were any underlying issues regarding the TOR.

All respondents indicated that a TOR was developed, but disagreed as to whether or not it differed from the Hilltop Agreement (Table 4.13). Despite initial answers, those who were sure of their answer indicated that the Hilltop Agreement was used as a reference document when drafting the TOR. Familiarity with the use of the Hilltop Agreement declines from First BVCRB members, to Government Representatives, to Current BVCRB members. Not all Current BVCRB members are involved in drafting this document.

Table 4.13 – BVCRB Terms of Reference

BVCRB TOR Different from Hilltop Agreement (n=6)	BVCRB 1 (n=6)	Gov. Reps. (n=3)	BVCRB 2/3 (n=3)
Yes	50%	0%	0%
No	0%	67%	33%
Other	50%	33%	67%
Who Involved in Developing BVCRB TOR	BVCRB 1 (n=6)	Gov. Reps. (n=2)	BVCRB 2/3 (n=3)
BVCRB	83%	100%	67%
With Help From Forest Service	17%	50%	0%
Wanted Autonomy	17%	0%	0%
What is an LRMP?	17%	0%	0%
BVCRB 2/3 – Modifying	0%	0%	33%
N/A	11%	0%	0%

The same groups were also asked who was involved in drafting the TOR. The BVCRB was cited as the main participant, with differing levels of government support indicated by First BVCRB members and Government Representatives. Differences in responses occurred in the details, specifically whether or not the Forest Service helped to develop the TOR. Current BVCRB members did not indicate any interaction with the government regarding the development of the TOR.

BVCRB Terms of Reference – Content Analysis Data
The development of the TOR was cited as an important process for the BVCRB. Based upon the Hilltop Agreement and the BVCRB Discussion Paper (BVCRB Steering Committee, 1991), the TOR established the roles and responsibilities for both the Board and the government.

References to the TOR are most significant in the Pre-LRMP Phase, due to the development of the FLMP TOR during that phase (Table 4.14). There is some mention of how the BVCRB would interface with the IPT and/or government in general (ie: how information would be shared and clarified, and the roles and responsibilities regarding the development of the Bulkley LRMP). There is also mention of the TOR during the LRMP Phase, in conjunction with its development, the interface with the IPT, and other planning processes. This is due to the change to LRMPs, the change in mandate of government in this type of planning, the introduction of the Protected Areas Strategy and Forest Practices Code, and the timing of the Timber Supply Review and Allowable Annual Cut determination. Most of this discussion occurs within the Options/Scenarios and Consensus Process stages. In the Post-LRMP Phase, the TOR is mentioned later in the minutes when it is being re-drafted in the context of monitoring.

Table 4.14 – BVCRB TOR: All Phases

Planning Phase	Terms of Reference		General	Development of TOR	Interface with IPT/Gov.	Other Planning Process	Monitoring
Pre-LRMP Minutes **(n=27)**	28		3	24	6	1	0
LRMP Minutes **(n=46)**	15		3	10	7	5	2
Post-LRMP Minutes **(n=16)**	4		0	4	0	0	0

Throughout the initial BVCRB Discussion Paper (BVCRB Steering Committee, 1991), the Hilltop Agreement (1991), and the more detailed TOR developed for the LRMP (BVCRB, 1994), the overall purpose and role for the Board and government is essentially the same, even through government mandate and policy change. The Board is to represent the values of the community (through resource value perspectives), and the government (IPT) is to provide the technical knowledge and assistance (BVCRB, 1994).

The draft TOR for the current BVCRB (BVCRB, 2002c) uses sections from the other documents, incorporates rules of operation, and discusses the desired selection process at length. Wording from the FLMP and LRMP TOR, describing the Board as "the vehicle for representing the value perspectives of the community" (BVCRB, 1992, pp.2) has been changed to the Board as "the vehicle for public input on issues" (BVCRB, 2002c, pp.2). This, combined with a change in the wording of the perspectives (Table 3.9), seems to indicate a separation from the initial community organisation for the Board.

BVCRB Role in LRMP/ Current Role – Interview Data
Participants in several groups were asked questions regarding their perception of their role in the Bulkley LRMP. Several topics were covered, including awareness of the Board's role, the decision making process, how responsibilities were allocated, and the influence the Board had during the Bulkley LRMP process.

All BVCRB Facilitators, Community Representatives, and Past Representatives were aware of the role that the Board played in the development of the Bulkley LRMP. Those respondents who offered additional comments said they were involved in the process, either formally or informally.

Both First BVCRB members and Government Representatives involved in the development of the Bulkley LRMP were asked what the role of the Board was in drafting the LRMP (Table 4.15). Current BVCRB members were asked about their present role (Table 4.16). Multiple answers were acceptable for this question, and a range of responses were given. The majority of First BVCRB members and Government Representatives indicated that the Board drafted the Bulkley LRMP. There are clearly differing opinions as to how involved the government was during this process. Community consensus was cited as an important aspect of the development of the Bulkley LRMP. Current BVCRB members confirmed they are involved in monitoring the Bulkley LRMP, but comments indicate differences in the perception of their role. This may be related to the fact there is no specific decision making process (such as during the development of the Bulkley LRMP) for the current Board.

Table 4.15 – Drafting Bulkley LRMP

Role in Drafting LRMP Document	BVCRB 1 (n=6)	Gov. Reps. (n=5)
Developed	67%	80%
With Input from Government	33%	60%
Community Consensus Important	17%	40%
BVCRB – Ideas; IPT – Technical	0%	40%
IPT Advisory to BVCRB	0%	20%
Without Major Influence from Government	17%	0%
BVCRB Overtaken by/pushed into LRMP Process	17%	0%
Debate over Level of Involvement	17%	0%
BVCRB = Community Values	17%	0%
Advisory	17%	0%

Table 4.16 – Monitoring Role

BVCRB Monitoring Role	BVCRB 2/3 (n=4)
Monitoring	100%
Judgment of LRMP in Practice	25%
See if LRMP is Working	25%
People want to Change LRMP	25%
Ensure Intent of LRMP Followed	25%

The same interviewee groups were asked which groups or individuals were/are responsible for designing the LRMP/decision making process. Again, multiple answers were possible with this question, and a variety of responses were given. While all groups of respondents had different opinions on who designed the decision making process, this appears dependent on the timing and role of the interviewee. First BVCRB

members indicated that it was a government process and consensus was used. Government Representatives identified these factors as well. However, they also cited that the Board had no decision making power (Table 4.17). Some of the differences in answers can be attributed to the lack of clarity in how the question was posed. The 'level' of decision making or design of the process being referred to was not specifically outlined. Half of the Current BVCRB members indicated that, presently, there is no specific decision making process.

Groups three and four were also asked how responsibilities were/are allocated, how decisions were/are made, and who was/is responsible for approving decisions. Multiple answers were acceptable for this question, and the nature of the question led to several types of responses. In terms of allocation of responsibilities, Government Representatives cited more government involvement in the process than did First BVCRB members (Table 4.17). Current BVCRB members indicated that the Board provides the ideas and is advisory. All First BVCRB members and Government Representatives indicated that the Board's decision making process is consensus. Current BVCRB members felt that they are having problems with consensus. The majority of First BVCRB members and Government Representatives explained that government review was the process for approving decisions during the Bulkley LRMP process.

Table 4.17 – BVCRB and LRMP Process

Design of Process	BVCRB 1 (n=3)	Gov. Reps. (n=3)
Government Process	67%	33%
Consensus	17%	33%
BVCRB – No Decision Making Power	0%	33%
BVCRB Designed Process	0%	33%
Responsibilities Allocated	**BVCRB 1 (n=6)**	**Gov. Reps. (n=2)**
BVCRB – Ideas; IPT – Technical	17%	50%
BVCRB Drafted	33%	0%
BVCRB Drafted with IPT Input	0%	50%
Government Added 'Fluff'	0%	50%
Sub-Committees Formed	33%	0%
How Decisions Made	**BVCRB 1 (n=6)**	**Gov. Reps. (n=3)**
BVCRB Consensus	100%	100%
BVCRB and IPT Consensus	0%	33%
Community Consensus	0%	33%
Approving Decisions	**BVCRB 1 (n=3)**	**Gov. Reps. (n=4)**
Government Review	100%	75%
Government Said What Could/Could Not Be Done	33%	0%
LRMP Generally What BVCRB Sent	33%	0%

All Selection Committee 2/3 members, BVCRB members, and Government Representatives, and most BVCRB Facilitators, agreed that the Board had an influence in the Bulkley LRMP (Table 4.18). The majority of respondents indicated in additional comments that this influence was significant, and that the Board drafted the Bulkley LRMP.

BVCRB Role Table 4.18 – BVCRB Influence in Bulkley LRMP

BVCRB Influence in Development of LRMP	BVCRB Facilitators (n=4)	Selection Committee 2/3 (n=4)	BVCRB 1 (n=6)	Gov. Reps. (n=5)	BVCRB 2/3 (n=4)
Somewhat Agree	25%	0%	0%	0%	0%
Agree	75%	100%	100%	100%	100%

All interviewees, with the exception of Past Representatives and Current BVCRB members, were asked whether or not they are familiar with the current role of the Board. The responses indicate differing levels of familiarity within the various groups, except that all Government Representatives are aware of the current role (Table 4.19). This may indicate continuing awareness/interaction with the Board for Government Representatives, and demonstrates declining awareness in other interviewee groups when compared to during the Bulkley LRMP process.

Table 4.19 – Familiar With Role of Current BVCRB

Familiar With Role of Current BVCRB	BVCRB Facilitators (n=4)	Selection Committee 2/3 (n=4)	BVCRB 1 (n=6)	Gov. Reps. (n=6)	Community Reps. (n=8)
Yes	50%	50%	50%	100%	75%
No	50%	25%	33%	0%	25%
Other	0%	25%	17%	0%	0%

BVCRB Role in LRMP/Current Role – Content Analysis Data
References to the BVCRB's role are prominent in all phases of the planning process. This indicates the importance of the role, and perhaps that it continually needed confirmation or adjustment. The discussion of how the Board and IPT would interface occurs but is not significant. The most frequent mention of the Board's role occurs in the Post-LRMP Phase. This correlates with the nature of the phase and links to the transition to monitoring and other planning processes.

There are several planning processes being undertaken or referred to by the Current BVCRB, including monitoring duties (Table 4.20). Monitoring is referred to in all of the available minutes. Most frequently mentioned among the other planning processes are: the Code (Results Based Code) Pilot Project, the Recreation Access Management Plan (RAMP), Babine Park (in part monitoring duties), Agricultural Leases, and Circle Routes.

Table 4.20 – Monitoring: All Phases

Planning Phase	Code Pilot Project	Circle Routes	Recreation Access Management Plan	Babine Park	Monitoring	Agricultural Lease
Post-LRMP Minutes **(n=16)**	8	4	8	6	16	6
Post-LRMP Documents **(n=1)**	1	0	0	0	1	0

References to the Code Pilot Project began in January of 2001 with a presentation of the impending changes to the Forest Practices Code (now referred to as the Results Based Code) and an outline of the opportunities for BVCRB involvement. The Board indicated that they were 'ok' with the streamlining that was to occur, as well as the Stewardship Plan. The importance of the Board as part of the public consultation process was noted during a presentation by the Ministry of Forests. The role of the Board in this matter is unclear as it was decided that a small select group of Board members would meet with the Ministry of Forests to discuss the details and there are no minutes available[4].

In terms of the RAMP, it is mentioned in half of the minutes and is a long standing unresolved issue within the BFD. References to this process occur often in the newspaper coverage. Some interviewees indicated that they felt the RAMP is the 'missing link' in the Bulkley LRMP. In the Post-LRMP minutes, the RAMP is presented as though community buy-in and resolution of user conflicts will not easily be achieved.

The Agriculture Lease issue is raised due to a discrepancy in how the details of Integrated Resource Management Units are being implemented through the Bulkley LRMP. The dispute is about where Agricultural Leases can be awarded, and the apparent restrictions that the responsible government ministry is placing on these leases. It appears that this could be due to the re-organisation of the provincial ministries that occurred in 2001.

The Babine Park issue could also be considered as a monitoring responsibility. However, it appears on its own in conjunction with setting parameters for discussion with BC Parks on issues of access. In particular, changing access to the Babine weir and the difficulties this poses for boat access are raised.

The issue of Circle Routes also appears in the "Key Ideas" section of this chapter. The Nichyeskwa Connector (adjacent to the Morice District) was approved by the Bulkley Forest District Manager of the Ministry of Forests, despite public and BVCRB concerns. The current Board later examined the rationale for the decision and decided in favour of

---

[4] No member of the BVCRB represented the Board directly in the public hearing on the Results Based Code, although a member gave a presentation representing a group in a different capacity. A written submission was made by the Board.

the connector. This connector provides access to small business wood. Fort Babine First Nations opposed the connector and do not feel that they were consulted (BVCRB, 2002b, pp.2).

It is clear that monitoring is happening, however, the BVCRB is also being dominated by a number of different processes. Six of these processes are noted above. During the interviews, Current BVCRB members indicated a difference in opinion regarding the specifics of their role. All indicated that they were involved in monitoring, but some indicated that the Board is advisory and provides ideas. There is a change in role for the Board, and, it appears, a change in the perception of that role by Board members.

Government Role – Content Analysis Data
This category examines references to the responsibilities, purpose, and mandate of the government throughout the process documents and minutes. Government is divided into three categories: government in general, the IPT and the IAMC, both of which are groups of government ministry representatives.

In the Pre-LRMP and LRMP Phases, references to government and IPT are spread throughout the planning phases. They are somewhat linked with a discussion/delineation of how the BVCRB and IPT/government will interface. In the LRMP Phase, there is also a link to discussion of the TOR which was being re-negotiated due to the switch to LRMPs. The interface between government and the current Board and its monitoring role occurs as well. This could indicate a recent concern over the role of government, or the need for clarification of that role. The increase in references to the current government's role could indicate an increase in the role of government, and may indicate a shift in the Board's role.

Consensus – Content Analysis Data
Consensus is the decision making style for the BVCRB and the Bulkley LRMP process. Requirements for consensus are outlined in the TOR and referred to in the process documents (Table 4.21). This criteria, outlined in the Pre-LRMP and LRMP Phases, was used throughout the Bulkley LRMP process. It occurs most during the LRMP Phase due to the Options/Scenarios and Consensus Process stages (Table 4.22). There is some link between consensus and the TOR because of its re-negotiation after the change in planning policy, and discussion of the role of the Board and IPT. There is also a connection between consensus and other planning processes because of decisions regarding the Bulkley LRMP, Timber Supply Review, and Allowable Annual Cut determination. This reflects the interview responses about how decisions were reached.

Table 4.21 – Consensus: All Phases

Planning Phase	Consensus General	Terms of Reference	Planning Process	Other Planning Process	Selection Process (13-nov-01)
Pre-LRMP Minutes (n=27)	2	1	1	0	0
Pre-LRMP Documents (n=4)	2	0	0	0	0
LRMP Minutes (n=46)	18	3	15	4	0
LRMP Documents (n=5)	4	0	1	1	0
Post-LRMP Minutes (n=16)	5	0	0	0	5
Post-LRMP Documents (n=1)	2	0	0	0	0

Table 4.22 – Consensus: LRMP Phase

LRMP Phase	Consensus General	Terms of Reference	Planning Process	Other Planning Process
General Minutes (n=10)	3	3	3	0
Scenarios Minutes (n=22)	8	2	6	3
Scenarios Documents (n=2)	2	0	1	1
Consensus Minutes (n=14)	7	0	7	0
LRMP Document (n=1)	2	0	0	0

In the Post-LRMP Phase, consensus is only referred to in the selection process that occurred on November 13, 2001, and then as part of the goal/operation of the BVCRB. The 'official' minutes posted on the Board's website do not contain any references to consensus, including those dating November 13, 2001. The minutes indicating references to consensus were taken by the interviewer while attending the November, 2001 selection process. During this process, those who referred to consensus were not current Board members, but individuals that had been involved with the Board in the past. This could be due to the nature of the minutes being taken, or the nature of the current Board. This may indicate that the Board is making decisions in a different manner, or does not have to make any decisions. The interviews indicated that consensus objectives were followed, and this is important in order for the Board to have influence in decision making. If references to and use of consensus is declining, this may have implications for the level of input for the Board.

Participant Interaction – Interview Data
Questions regarding both internal and external interaction of all BVCRB members and
Government Representatives, as well as Past Representatives, were asked of First and
Current BVCRB members, Government Representatives, and Past Representatives.
The objective of these questions was to examine whether there were any feelings of
mistrust.

Table 4.23 – Government Representative Interaction

Government Rep. Interaction	BVCRB 1 (n=5)	Gov. Reps. (n=5)	BVCRB 2/3 (n=2)	Past Reps. (n=1)
Not A Lot of Interaction	0%	60%	0%	0%
Government Liaison Was Key	20%	20%	0%	0%
Resentment Towards BVCRB	20%	20%	0%	0%
Government Representatives Had Meetings	40%	0%	0%	0%
Government Not Key Players	20%	0%	0%	0%
Agency Representatives Live Here	0%	20%	0%	0%
Differences	20%	0%	0%	0%
Come to BVCRB When Necessary	0%	0%	50%	0%
Presentations to Forest Advisory Committee	0%	0%	0%	100%
Other	0%	0%	50%	0%

Groups three, four, and six were asked about the internal interaction of government
representatives, BVCRB members or past representatives, and the interaction between
the two groups as it applied to the interviewee's role. Multiple answers were acceptable
(Table 4.23). Government Representatives indicated that there was not a lot of
interaction among the representatives. The First BVCRB members indicated that the
government had meetings; Current BVCRB members feel as though government
representatives come to them when it is necessary. According to Past Representatives,
government representatives made presentations to the Forest Advisory Committee. The
difference between First BVCRB members citing a government liaison and Current
BVCRB members citing that government comes to them when necessary seems to
indicate a change in role, perhaps due to the change in government policy surrounding
planning and decision making, or the nature of the Bulkley LRMP monitoring stage. This
could also be contributed to a change in attitude towards the Board, the implications of
which are unclear.

The same groups were asked what the interaction was/is between BVCRB members or
Past Representatives. Multiple answers to this question were acceptable (Table 4.24).
First BVCRB members (80%) indicated that there were differences among members,
and 60% said that they were respectful of each other; 20% indicated that
communication was important, that they were able to find common ground, and that
consensus drove them. All indicated that the atmosphere was generally cooperative,
despite the initial adversity, and the comment was made again that consensus drove
them. Current BVCRB members cited the fact that some members are more vocal than

others. The majority of responses indicate that the atmosphere within the Board was/is cooperative despite conflicts among individual members. Past Representatives indicated that they were respectful of each other despite some differences.

Table 4.24 – BVCRB Member/Past Representatives Interaction

BVCRB Member/Past Rep. Interaction	BVCRB 1 (n=5)	Gov. Reps. (n=4)	BVCRB 2/3 (n=4)	Past Reps. (n=1)
Respectful	60%	25%	0%	100%
Differences	80%	0%	0%	100%
Some More Vocal Than Others	0%	0%	75%	0%
Have to Respect LRMP and Past BVCRB	0%	0%	25%	0%
Commitment	0%	25%	0%	0%
Long Process	0%	25%	0%	0%
Consensus Drove Them	20%	0%	0%	0%
Communication Important	20%	0%	0%	0%
Could Find Common Ground	20%	0%	0%	0%
No Difference Between Voting and Consensus	0%	0%	0%	100%
Other	0%	50%	0%	0%

Table 4.25 – Government and BVCRB Member/Past Representatives Interaction

Government and BVCRB Member/Past Reps. Interaction	BVCRB 1 (n=5)	Gov. Reps. (n=5)	BVCRB 2/3 (n=4)	Past Reps. (n=1)
Good Relationship	40%	40%	25%	100%
Respectful	0%	20%	0%	100%
Government Liaison Was Key	80%	0%	0%	0%
Varied With the Person (Gov. Rep.)	60%	0%	0%	0%
People on BVCRB 2/3 in Government	0%	0%	25%	0%
Not Much Interaction	0%	0%	25%	0%
Doing the Government's Work for Them	0%	0%	25%	0%
FAC Reminded That They Were Advisory	0%	0%	0%	100%
Had to Push As Liaison	0%	20%	0%	0%
IPT/BVCRB Discussion to Compromise	0%	20%	0%	0%
IPT Provided Information	0%	20%	0%	0%

When asked what the interaction was between government representatives and BVCRB members or past representatives, multiple answers were again possible (Table 4.25). According to First BVCRB members, the government liaison was a key component of the Bulkley LRMP process. More diverse answers are given by Government Representatives and Current BVCRB members. Government Representatives indicated a good, respectful relationship with the Board. Current BVCRB members each identified a different answer, stating: 1) there is a good relationship, 2) people on the Board are in

(employed by) government, 3) there is not much interaction, and 4) the Board is doing the government's work for them. Past Representatives indicated that they were reminded they were advisory. There is no indication of divisive or strong conflicts between government representatives and Board members, either during the Bulkley LRMP process or now.

Communication – Interview Data
First BVCRB members and Government Representatives involved in the development of the Bulkley LRMP, and Current BVCRB members, were asked whether or not a communication strategy was developed for disseminating or garnering information from the public. All of these groups were asked if the communication strategy was followed and whether it was effective. The remaining interviewee groups were asked whether the public had input into the Bulkley LRMP.

Communication Strategy
All First and Current BVCRB members, and Government Representatives interviewed were asked if a communication strategy had been developed, if this strategy was/is being followed, and if the communication strategy was/is effective (Table 4.26). The majority of First BVCRB members and Government Representatives indicated that a communication strategy was developed, followed, and effective during the Bulkley LRMP process.   First BVCRB members indicated that the District Forest Service took over communications later in the process.

Table 4.26 – Communication Strategy

Strategy Developed	BVCRB 1 (n=6)	Gov. Reps. (n=6)	BVCRB 2/3 (n=4)
Yes	100%	67%	50%
No	0%	33%	25%
Other	0%	0%	25%
Strategy Followed	**BVCRB 1 (n=6)**	**Gov. Reps. (n=3)**	**BVCRB 2/3 (n=2)**
Yes	100%	100%	0%
N/A	0%	0%	100%
Strategy Effective	**BVCRB 1 (n=6)**	**Gov. Reps. (n=4)**	**BVCRB 2/3 (n=4)**
Yes	50%	100%	0%
Other	50%	0%	25%
N/A	0%	0%	75%

Different reasons for effectiveness were cited. Half of First BVCRB members said that the communication strategy was effective; some respondents believed that the strategy did not reach all of the public. Others felt that it was adequate, although communicating with the public was not easy. The strategy was effective because of the BVCRB members, because of awareness, and succeeded in reducing community conflict. Some

respondents indicated that the strategy was outlined in the TOR, while others did not identify the TOR. The public was communicated with at certain stages of the process. This was effective because of Board members and holding meetings within communities and not with stakeholders. Current BVCRB members indicated that they are working on a communication strategy that has not yet been implemented.

The same groups were also asked how they communicate(d) with the public. A wide range of communication methods were identified and respondents could have multiple responses (Table 4.27). Open houses and public meetings are the two main methods of communication cited by Government Representatives and First BVCRB members. Current BVCRB members interviewed indicated that they are using a website as their main form of communication. The BVCRB website has been in operation for approximately one year. One respondent indicated that having information available at the Smithers Public Library was a possible form of communication. The difference between past and current Board communication is that open houses and public meetings bring the information to the public, while currently the onus is on the public to access the information on the Board's website. It is unclear whether or not the current Board is actively promoting this website.

Table 4.27 – Communication Methods

Communication Methods/Types	BVCRB 1 (n=6)	Gov. Reps. (n=5)	BVCRB 2/3 (n=4)
Public Meetings	67%	20%	0%
Open Houses	100%	60%	0%
Newspaper	33%	40%	0%
Newsletters	0%	20%	0%
Questionnaires	33%	20%	0%
Scenarios	33%	20%	0%
Open Forum	0%	20%	0%
Website	0%	0%	100%
Open Meetings	0%	0%	25%
Section in the Library	0%	0%	25%

Public Communication - LRMP
Community Representatives and Past Representatives were asked whether the public was communicated with regarding the Bulkley LRMP. The majority agree that the public was communicated with, although there is some disagreement among Community Representatives (Table 4.28). The two main methods of communication cited are open houses and public meetings, reflecting the previous answers indicated by Government Representatives and First BVCRB members.

Groups five and six were also asked whether or not they felt the public had input into the Bulkley LRMP. The majority of respondents agree that the public had input, citing

opportunities were made for input through presentations and particular BVCRB members. Some felt that these opportunities came late in the Bulkley LRMP process.

Table 4.28 – Public Communication and Input

Public Communicated With Regarding LRMP	Community Reps. (n=8)	Past Reps. (n=1)
Disagree	12%	0%
Neutral	12%	0%
Agree	75%	100%
Public Input into LRMP	**Community Reps. (n=8)**	**Past Reps. (n=1)**
Somewhat Agree	25%	0%
Agree	75%	100%

Communication – Content Analysis Data
The category of communication refers to deliberations and summaries of how to communicate with the public (ie: the need to communicate with the public and how information was disseminated). This does not refer to how the public communicated back to the BVCRB; that is covered under "Public Participation".

Table 4.29 – Communication: Types and Methods, All Phases

Planning Phase	Communication		News-paper	Open House	Public Meeting	Website
Pre-LRMP Minutes (n=27)	20		4	0	8	0
Pre-LRMP Documents (n=4)	1		0	0	0	0
LRMP Minutes (n=46)	26		6	8	11	0
LRMP Documents (n=5)	4		0	2	3	0
Post-LRMP Minutes (n=16)	15		3	0	0	4
Post-LRMP Documents (n=1)	2		1	0	0	1

References to all aspects of communication with the public are significant in all phases of planning (Table 4.29). Public meetings and open houses are cited the most as the means of communicating with the public in the Pre-LRMP and LRMP Phases. These references reflect the newspaper coverage and responses from interviewees. Communication was also discussed in the Consensus Process stage, referring to how to present the information and decisions to the public. In the Post-LRMP Phase, there is a sharp increase in the references to communication, although specific methods are not frequently noted. This increase in the Post-LRMP Phase is unsubstantiated in the news coverage and could indicate conversation around the need for public participation, as

well as communication on an individual basis. The types of communication referred to are the BVCRB website and newspaper coverage. These are more passive types of communication than those used during the development of the Bulkley LRMP.

Public Participation – Content Analysis Data
References to public participation and input into the BVCRB and/or Bulkley LRMP are defined as information coming into the Board, and mention of the need for public participation (ie: the need to have input through an open house at a certain stage of the process). Information being disseminated from the Board is covered under the category of "Communication".

Public participation in general is mentioned in all three phases of planning, although more frequently in the LRMP and Post-LRMP Phases (Table 4.30). In the Pre-LRMP Phase, Technical Working Groups[5] (TWG) were established. These groups gathered and processed information, and gave input, for specific topics and issues (biodiversity, forest practices). Membership on these groups combined BVCRB members, and government and public representatives.

In the LRMP Phase, questionnaires are the most frequently cited types of public participation, along with TWGs. With the exception of the Bulkley LRMP document, TWGs are mentioned in every stage of the LRMP Phase (Table 4.31). Their frequency declines in every stage, possibly indicating that the information from the TWGs was not used often in the Consensus Process. Questionnaires are mentioned during the Options/Scenarios and Consensus Process stages, and in the Bulkley LRMP. Public meetings are mentioned in the General LRMP stage and again in the Bulkley LRMP.

Table 4.30 – Public Participation Methods: All Phases

Planning Phase	Public Participation		Open House	Public Meeting	Questionnaire	TWG*
Pre-LRMP Minutes (n=27)	9		0	1	0	14
Pre-LRMP Documents (n=4)	3		0	0	0	2
LRMP Minutes (n=46)	19		1	2	4	8
LRMP Documents (n=5)	25		1	3	10	5
Post-LRMP Minutes (n=16)	27		0	1	0	4
Post-LRMP Documents (n=1)	3		0	0	0	1

---

[5] References to TWG have been coded separately from Public Participation, even though they are considered a form of public participation during the LRMP Process. Their frequency appears in the same tables as Public Participation.

References to public participation coincide with communication efforts by the BVCRB. There is also some mention of public participation regarding other planning processes, perhaps due to the desire to have participation in the Timber Supply Review. Some requests were made in the minutes and Options/Scenarios documents for more and better information for the public. Inquiries were made about what the Board would do with the information. In the Post-LRMP Phase, public participation is mentioned frequently, although not in reference to a particular method of participation. Most of these references are linked to other planning processes, rather than the Bulkley LRMP monitoring process[6].

References to specific types of public participation are low in all planning phases, indicating that perhaps the information was not incorporated into the process. This may be due to the way the minutes were written or the nature of the process. Much of the work was done in sub-groups and/or TWGs, for which minutes may not have been taken or are unavailable. Another explanation for low frequencies of public participation could be that the information was not used, as the references to questionnaires and TWGs in the Options/Scenarios and Consensus Process stages are minimal. When asked, interviewees indicated that the public did have input into the Bulkley LRMP, citing participation by particular BVCRB members or involvement of a group member. Perhaps, then, the other types of participation such as open houses and public meetings were not as important as the Board's involvement during the development of the Bulkley LRMP. An increase in the Post-LRMP Phase could indicate that there is a need for methods of public participation other than the Board. This could be due to the nature of the monitoring process or the stage of development of the BVCRB.

Table 4.31 – Public Participation Methods: LRMP Phase

LRMP Phase	Public Participation		Open House	Public Meeting	Questionnaire	TWG*
General Minutes (n=10)	5		0	2	0	5
Scenarios Minutes (n=22)	7		1	0	2	2
Scenarios Documents (n=2)	14		0	1	8	1
Consensus Minutes (n=14)	7		0	0	2	2
CMD Documents (n=2)	3		1	1	1	3
LRMP Document (n=1)	6		1	1	1	0

---

[6] Part of the BVCRB's monitoring role as stated in the Bulkley LRMP is to hold a public meeting and report to the community about the annual monitoring report (BVCRB and IPT, 1998). There is no indication that this has been done. Perhaps the monitoring report has not been released to the public.

Community Accountability – Interview Data
All interviewees from groups one to four were asked whether or not they agreed that the BVCRB is accountable to the public. This question was asked to examine whether the Board was perceived to be accountable even though it does not hold any formal decision making power. This question was divided between accountability outside and within the Bulkley LRMP process. Some respondents made this distinction while others did not, and the answers have been recorded accordingly. The answers, distinction or not, are similar (Table 4.32).

When the distinctions are made, there are differences in agreement within groups, except for First BVCRB members, as to whether the BVCRB is accountable to the public. In terms of accountability outside the Bulkley LRMP process, the majority of respondents, not Board members, have disagreed based on the Board's vulnerability to issues of accountability. This response is also reflected regarding accountability within the Bulkley LRMP process. Those who agree the Board is accountable to the public cite that this occurs informally with the public and because of support from the public.

Table 4.32 – BVCRB Accountable to the Public

BVCRB Accountable Outside LRMP Process	BVCRB Facilitators (n=3)	Selection Committee 2/3 (n=2)	BVCRB 1 (n=2)	Gov. Reps. (n=2)	BVCRB 2/3 (n=0)
Disagree	33%	50%	0%	50%	0%
Somewhat Agree	33%	0%	0%	50%	0%
Agree	33%	50%	100%	0%	0%
BVCRB Accountable Within LRMP Process	BVCRB Facilitators (n=3)	Selection Committee 2/3 (n=2)	BVCRB 1 (n=2)	Gov. Reps. (n=2)	BVCRB 2/3 (n=0)
Disagree	67%	50%	0%	50%	0%
Agree	0%	0%	0%	0%	0%
N/A	33%	50%	100%	50%	0%
BVCRB Accountable to Public In General	BVCRB Facilitators (n=1)	Selection Committee 2/3 (n=2)	BVCRB 1 (n=4)	Gov. Reps. (n=4)	BVCRB 2/3 (n=4)
Disagree	100%	0%	0%	25%	25%
Neutral	0%	0%	0%	0%	25%
Agree	0%	100%	100%	75%	50%

The remaining respondents were asked whether or not they agree that the BVCRB is accountable to the public in general. While there are divisions, most respondents agree that the Board is accountable to the public. All of the remaining BVCRB Facilitators disagreed that the Board is accountable to the public, citing that the Board is advisory and not accountable because it does not have any authority. All remaining First BVCRB members agreed that the BVCRB is accountable to the public. The most significant aspect of answers was how the interviewees perceive 'accountable'. Reasons given are that the Board is accountable informally with the public, because of public support, and

that it is a different type of accountability. Concerns with the accountability of the current Board were also noted. Answers between the groups that made the accountability distinction outside/within the Bulkley LRMP process, and those that did not, are similar. Both cite the role of the public as important to the accountability of the Board.

Community Accountability – Content Analysis
Minimal references to community accountability occur in both minutes and documents in all phases of planning (Table 4.33). These references are spread out and occur most often in the Post-LRMP Phase in the draft monitoring TOR from March 2002 (BVCRB, 2002c) and during the November 13, 2001 selection process (Giesbrecht, 2001). Public support for the BVCRB was identified by interviewees as significant for Board accountability and is reflected in the interviews. An increase in the frequency that community accountability in the Post-LRMP Phase does not indicate an increase in accountability in general, rather, it reflects discussion of accountability among Current BVCRB members.

Table 4.33 – Community Accountability: All Phases

Planning Phase	Community Accountability
Pre-LRMP Minutes **(n=27)**	5
Pre-LRMP Documents **(n=4)**	1
LRMP Minutes **(n=46)**	4
LRMP Documents **(n=5)**	3
Post-LRMP Minutes **(n=16)**	6
Post-LRMP Documents **(n=1)**	2

Current Perception and Future Role of BVCRB – Interview Data
Interviewees in all groups, except for Community Representatives, were asked for their perception of the BVCRB today. Multiple answers to the question were acceptable and a range of responses occur (Table 4.34). While there is a generally positive perception, there are also concerns. The specific concerns centre on the provincial political climate and the public profile of the Board. Concerns are not dependent on the respondent's role in the Board and/or the Bulkley LRMP. Only the majority of Government Representatives have a decidedly positive perception of the Board today.

All interviewees were asked whether they felt there is a potential role for the BVCRB in future resource management decision making processes (Table 4.35). Again, a majority of respondents had a positive response, but that does not exclude concerns regarding the future of the BVCRB. Additional comments are cautionary and vary depending on the role of the interviewee with the Board and/or Bulkley LRMP process. The most often cited reason for caution is the provincial political climate.

Table 4.34 – Perception of BVCRB Today

Perception of BVCRB Today	BVCRB Facilitators (n=4)	Selection Committee 2/3 (n=4)	BVCRB 1 (n=6)	Gov. Reps. (n=6)	BVCRB 2/3 (n=4)	Past Reps. (n=1)
Positive	25%	25%	50%	67%	25%	0%
Concerns	25%	75%	33%	33%	0%	0%
Concerns with BVCRB Public Profile	25%	25%	50%	0%	0%	0%
Concerns with current Provincial Political Climate	25%	0%	17%	33%	50%	100%
Concerns with BVCRB Representation	0%	0%	0%	17%	25%	0%
Hard to Compare the Different BVCRBs	0%	0%	0%	17%	25%	0%
Unsure	0%	0%	17%	0%	0%	0%

Table 4.35 – Potential For BVCRB Role in Future Processes

Potential for Role in Future Processes	BVCRB Facilitators (n=4)	Selection Committee 2/3 (n=4)	BVCRB 1 (n=6)	Gov. Reps. (n=6)	BVCRB 2/3 (n=4)	Community Reps. (n=8)	Past Reps. (n=1)
Yes/Positive	75%	75%	50%	83%	75%	50%	0%
No/Negative	0%	0%	17%	0%	0%	14%	100%
Other	25%	25%	33%	17%	25%	36%	0%

Objective Four Summary

Research objective four was to explain the role the BVCRB played in developing the Bulkley LRMP. The drafting of the TOR was an important process because it used the Hilltop Agreement as a foundation for the role and responsibilities of the Board, and delineated the way in which the Board and government representatives would interface. The change in the purpose of the Board outlined in the draft monitoring TOR indicates a different role as would be expected from a change in the responsibilities of monitoring, however, the wording of the purpose of the Board as advisory suggests a divorce from the original intent of the Hilltop Agreement and motivation for the establishment of the Board. Regarding the Bulkley LRMP, the Board had a significant role in its development, and the pursuit of consensus was cited as important to this process. References to consensus in the Pre-LRMP and LRMP Phases process documents reflects this importance, but decline in the Post-LRMP Phase indicating a possibility that there are no decisions to be made, or that the Board has a declining level of input. Adding to this suggestion is the decreased interaction between government representatives and Board members, attributed in part to the different responsibilities in a monitoring role. Communication and public participation levels beyond the Board have also decreased in the Post-LRMP Phase; this is echoed in both the newspaper coverage and responses by interviewees citing that familiarity with the Board is waning, with the exception of government representatives. The interview and content analysis

data indicate a change in the initial role of the Board in the Bulkley LRMP, not only because of the different responsibilities regarding monitoring the Bulkley LRMP as opposed to developing the document, but because of an apparent change in perception of that role by Board participants and the broader public.

Level of BVCRB Input
Key Recommendations and Ideas
BVCRB members, and Government Representatives, involved in the development of the Bulkley LRMP were asked to name three key recommendations that were in the final Bulkley LRMP, three key recommendations that were not in the final Bulkley LRMP, and to indicate why. The top five ideas presented were selected for further analysis. They are: Ecosystem Network, Special Management Zones, Babine River Corridor, Big Onion, and Proposed Parks and Protected Areas (Tables 4.36, 4.37, and 4.38). These ideas were traced through the process minutes and documents available for all three phases. These ideas have been examined in order to determine the level of influence, if any, the Board may have had during development of the Bulkley LRMP. This is to verify the interviewee responses which indicate that the Board had a significant influence during the Bulkley LRMP process and drafted the document. Although there were differing opinions on the level of government involvement during the process, the content analysis information supports this claim of Board influence.

Table 4.36 – Key Ideas from Interviews

Key Idea	Response
Ecosystem Network (n=9)	**67%**
In LRMP	100%
Not In LRMP	0%
Special Management Zones (n=9)	**56%**
In LRMP	80%
Not In LRMP	20%
Babine River Corridor (n=9)	**33%**
In LRMP	0%
Not In LRMP	100%
Big Onion (n=9)	**33%**
In LRMP	100%
Not In LRMP	0%
Proposed Parks and Protected Areas (n=9)	**33%**
In LRMP	33%
Not In LRMP	67%

Table4.37 – Key Ideas from Interviews: All Phases

Planning Phase	Ecosystem Network	Special Management Zones	Babine River Corridor	Big Onion	Proposed Parks
LRMP Minutes (n=46)	29	17	11	3	28
LRMP Documents (n=5)	23	18	13	6	23
Post-LRMP Minutes (n=16)	1	0	4	0	0

Ecosystem Network
The Ecosystem Network was cited by 67% of respondents, all indicating that the idea is in the Bulkley LRMP. Respondents had a variety of additional comments including the fact that the idea was innovative and provided the foundation for the Bulkley LRMP. The Ecosystem Network was declared more important that government zoning requirements by one respondent, while another indicated that the Network was initially proposed larger than what appears in the Bulkley LRMP. The basis for the idea is said to stem from the Hilltop Agreement and the idea of biodiversity.

Table 4.38 – Key Ideas from Interviews: LRMP Phase

LRMP Phase	Ecosystem Network	Special Management Zones	Babine River Corridor	Big Onion	Proposed Parks
General Minutes (n=10)	1	0	0	0	1
Scenarios Minutes (n=22)	10	6	7	1	11
Scenarios Documents (n=2)	7	3	7	2	9
Consensus Minutes (n=14)	18	11	4	2	16
Consensus Documents (n=2)	10	8	4	3	6
LRMP Document (n=1)	8	7	3	2	8

These claims are supported by Bulkley LRMP process documents. The emphasis of the Ecosystem Network is on "protecting and enhancing biodiversity and wildlife habitat" (BVCRB and IPT, 1996, pp.21; BVCRB and IPT, 1998, pp.44). The Ecosystem Network is dominant during the Options/Scenarios stage of the LRMP Phase. It is mentioned frequently in all documents which indicates it is important to the Bulkley LRMP and supports the interview data. This also shows a common trend regarding biodiversity, starting from the initial BVCRB Discussion Paper through to the Bulkley LRMP.

Special Management Zones
The second recommendation is that of Special Management Zones. Of those interviewees who identified this recommendation, 80% indicated that it appeared in the Bulkley LRMP. Special Management Zones (SMZ) were important for consensus, were developed instead of parks and protected areas, and represent the 'middle ground'. For those interviewees who indicated that SMZs did not appear in the Bulkley LRMP it was because the BVCRB had to modify these zones at the government's request, and another indicated that the resulting SMZs differed from their initial understanding of these management directions. These zones specify areas where compromising non-industrial resource values must not occur. Two types of Special Management Zones were developed during the LRMP process: SM1, excluding all industrial activity except mineral exploration and mining, and SM2, allowing all industrial activity but the activity cannot compromise the non-industrial resources (BVCRB and IPT, 1996; BVCRB and IPT, 1998). The idea is mentioned most in the Consensus Process stage and frequently in all documents, especially the Consensus Management Direction and Bulkley LRMP. 'Middle ground' was mentioned in a negative manner, however, it can also be interpreted as representing a balance of perspectives and resource values.

Babine River Corridor
The Babine River Corridor is often mentioned in the LRMP Phase in conjunction with the Babine LRUP, developed prior to and incorporated into the Bulkley LRMP. In the Post-LRMP Phase, the Babine River Corridor is referred to in conjunction with the Babine River Park and particular management issues that have arisen. Decisions regarding management for beetle and forest health in the Babine River Corridor, as identified by interviewees, were not in the Bulkley LRMP due to an unadvised wording change which altered the management direction. This can be verified through the Consensus Management Direction and Bulkley LRMP documents. In the Consensus Management Direction, the Babine River Corridor Timber Management directions indicate that cutting of trees is permitted due to fire safety and pest management concerns, and "fall and burn or heli-logging control measures may be used (preferably between November and March" (BVCRB and IPT, 1996, pp.37). This management direction is altered in the final Bulkley LRMP, stating, "Utilize fall and burn and other measures in accordance with Park Act…" (BVCRB and IPT, 1998, pp.57). As well, the Babine LRUP is not referred to specifically in this particular management direction in the Bulkley LRMP as it was in the Consensus Management Direction. These changes reflect what was said by interviewees and restrict the timber management options for the area. However, other recommended management directions for this area have been maintained.

Big Onion
The Big Onion is a mineral-rich mountain located in close proximity to the Babine Mountains Park. It is subject to development and often a site of conflict between motorised and non-motorised recreation uses. Mention of the Big Onion occurs only in the LRMP Phase where it is linked to references to the Babine Mountains Recreation Area (Babine Mountains Park). As indicated by interviewees, the recommendations regarding the Big Onion are in the Bulkley LRMP as a trade-off regarding the park. This

is reflected in the Consensus Management Direction and final Bulkley LRMP (BVCRB and IPT, 1996; BVCRB and IPT, 1998). Consensus on this area could be seen to have addressed conflicts over this area, although this will become more apparent as the implementation and monitoring of the Bulkley LRMP continues.

Proposed Parks and Protected Areas
The final key recommendation cited is linked to the Protected Areas Strategy implemented by the provincial government. Of the respondents who identified these ideas, 33% indicated that proposed Parks and Protected Areas were not incorporated into the Bulkley LRMP, and 67% offered another response. These other responses include that more Parks were proposed initially than resulted in the final Bulkley LRMP and that they are there in revised form in SMZs. Other respondents indicated that trade-offs played a role in why these recommendations did not appear in the final Bulkley LRMP.

The idea of proposed Protected Areas has been encompassed under the label Protected Areas Strategy. This is the government policy introduced in 1993, in conjunction with the LRMP process, under which areas could be identified and protected. References to Protect Areas occur only in the LRMP Phase and most often during the Options/Scenarios and Consensus Process stages. Protected Areas are mentioned frequently in the Options/Scenario documents and the final Bulkley LRMP. A number of Protected Areas proposed by certain members in the Options/Scenarios component of the LRMP Phase are not reflected in the Consensus Management Direction or Bulkley LRMP. This is due, in part, to the restrictions of the policy, as well as decisions made during the consensus process.

Proposed Parks and Protected Areas that were raised in the minutes and process documents, reflected in the final Bulkley LRMP, include: Burnt Cabin Bog, Boulder Creek, Netazul Meadow and Waterfall, Nilkitkwa Lake Sites, Rainbow Alley, and Call Lake. Some of the areas that were eliminated either by the Protected Areas Strategy itself, or through the consensus process, include: Big Onion (proposed as part of the Babine Mountains Park), Burnie Lakes, Copper River, Corya, Driftwood-Reiseter, Roucher de Boule, Serb, Shelagyote/Atna Pass, and Telkwa-Howson.

Three additional ideas not stemming from the BVCRB interviews were added as a matter of interest, due to their importance and appearance in the newspaper coverage, and their links to other elements of the Bulkley LRMP. They are: the Babine Mountains Recreation Area, Circle Routes, and Enhanced Timber Development zones (Tables 4.39 and 4.40).

Table 4.39 – Selected Key Ideas not from Interviews: All Phases

Planning Phase	Babine Recreation Area	Circle Route	Enhanced Timber Development
Pre-LRMP Minutes (n=27)	0	1	0
LRMP Minutes (n=46)	16	12	6
LRMP Documents (n=5)	12	7	9
Post-LRMP Minutes (n=16)	1	4	0

Babine Mountain Recreation Area (Babine Mountains Park)
As previously mentioned, the Babine Mountain Recreation Area is now known as the Babine Mountains Park. This area has a history of mineral exploration and development, is a cherished wilderness location with natural, recreational, and spiritual community values, and is attractive to both motorised and non-motorised recreation uses. The area has undergone several public participation processes and is often a source of conflict. References to the Babine Mountains Recreation Area, its planning processes, and the call for it to be named a provincial park can be traced through newspaper coverage. This idea occurs most in the LRMP Phase, with some mention in the Post-LRMP Phase, likely due to development of a Master Plan and the need for a Recreation Access Management Plan for the BFD. Public opinion on this area was considered during the BVCRB deliberations and the proposal that it become a protected area/park came to fruition.

Table 4.40 – Selected Key Ideas not from Interviews: LRMP Phase

LRMP Phase	Babine Recreation Area	Circle Route	Enhanced Timber Development
General Minutes (n=10)	0	1	0
Scenarios Minutes (n=22)	8	0	2
Scenarios Documents (n=2)	6	5	2
Consensus Minutes (n=14)	4	7	4
Consensus Documents (n=2)	5	1	7
LRMP Document (n=1)	3	1	3

Circle Routes
The idea of Circle Routes is identified in the Pre-LRMP Phase, given attention in the LRMP Phase, and is apparent in the Post-LRMP Phase (see also the section on

monitoring). The mention of Circle Routes in the minutes and in all phases occurs linked to the issues of Timber Supply Review and Allowable Annual Cut determinations. In the Consensus Management Direction and Bulkley LRMP, the reference to circle routes is contained under the General Management Direction of "Access", stating that "Circle routes within the Bulkley district [or Bulkley Plan Area] and connecting to adjacent districts can be potentially detrimental and should be discouraged wherever possible. This applies particularly when other values are paramount" (BVCRB and IPT, 1996, pp.29; BVCRB and IPT, 1998, pp.32). This idea is most often cited in the Options/Scenarios stage of the LRMP Phase.

In the Post-LRMP Phase the Nichyeskwa Connector (a proposed and approved circle route) is mentioned with the future of Skeena Cellulose. It is unclear as to whether the management direction of the Board has been ignored, or if the other values are not paramount in the area.

Enhanced Timber Development zones
Enhanced Timber Development (ETD) zones are designated in Integrated Resource Management zones in order to enhance "the available timber supply and improving timber quality, thereby increasing revenue and employment opportunities. Intensive silviculture management funds [some stemming from Forest Renewal BC funds] will be invested into these areas" (BVCRB and IPT, 1998, pp.47). These areas will occupy fifteen to twenty percent of the operable land base (BVCRB and IPT, 1998). References to the ETD concept occur only in the LRMP Phase (Table 5.41) and occur less frequently than some of the other identified ideas. The majority of the conversation surrounding this zone designation occurs during the Consensus Process, indicating that this idea was introduced much later in the process than the Ecosystem Network or the Protected Areas Strategy. The level of conversation regarding ETD after the consensus decision is unclear due to lack of available minutes. The minutes that are available indicated that this idea was a source of tension for the BVCRB, and represents the opposite values to that of the Protected Areas Strategy.

Key Ideas Evaluation
The two ideas of the Babine River Corridor and the Babine Mountains Recreation Area indicate that the BVCRB incorporated decisions from past processes and public opinion in development the Bulkley LRMP. The intended wording of the Babine River Corridor recommendations are not reflected due to a wording change. The efforts in the Big Onion and Babine Mountains Recreation Area debates to resolve use conflicts and reach consensus on the boundary change and designation of these areas demonstrates the compromise, challenge, and need for the Board to reach consensus.

The resistance to and nature of the Protected Areas Strategy and Special Management Zones policies meant that not all parks and protected areas proposed by BVCRB members were seen in the final Bulkley LRMP. Policy restrictions led to a restriction on the types of areas that could be proposed, but perhaps it also restricted the will or ability of some Board members to endorse protected areas. This was a source of tension for

Board members and a site for trade-offs from Protected Areas to Special Management Zones in the consensus process.

Both Protected Areas and Enhanced Timber Development zone ideas, likely due to their contradictory nature, were a source of tension for the BVCRB. They represented some of the divisions within the Board and the community at large regarding their vision for the use of certain parts of the land base. As well, each was interpreted to represent 'single uses'. Some Board members were not sure about the rigour of the Enhanced Timber Development zone model. These ideas showed that, although compromises could be reached to achieve consensus, some 'extremes' existed on the Board.

The objective of biodiversity was first introduced by the BVCRB Steering Committee in the BVCRB Discussion Paper. The definition and management directions of the Ecosystem Network, stemming from the Board's discussions, are reflected in the Consensus Management Direction and in the final Bulkley LRMP. This indicates that the Board was able to achieve a high level of input into the Bulkley LRMP.

The decision regarding the approval of the Nichyeskwa Connector does not reflect the wishes of the first BVCRB with respect to Circle Routes, as described in the Consensus Management Direction and the Bulkley LRMP. Circles routes are not to be constructed where other values are paramount.

Level of Input Summary
The ideas identified by interviewees, and the reasons they were identified, are reflected in the minutes and documents from the Bulkley LRMP process. The three other ideas selected identify other important aspects of the process. The vast majority of the final Bulkley LRMP reflects the work and decisions of the Board. Interviewees also indicated that the government was responsible for wording and 'fluff'; this is apparent when comparing the Consensus Management Direction document to the final Bulkley LRMP. From this information, it can be concluded that the Board did, in fact, have a significant level of public input in the development and drafting of the Bulkley LRMP. Perhaps the test for continued public input will take place during the implementation and interpretation of such management directions.

Analysis Summary
The data from interviews and content analysis provide a basis for addressing the objectives of the research project. The idea for the BVCRB evolved from a series of events within the community and was due to specific groups and people. Initially, the Board was to participate in developing a Forest Land Management Plan, which was later altered to a Land and Resource Management Plan. An analysis of key ideas supports the claim that the Board had a significant influence in the Bulkley LRMP. Strong support for the selection, representation, and role of the Board is apparent. This support seems to have changed since 1991 due to different participants, motivations for involvement, and government mandates.

Conclusions and Recommendations

The information presented in this report stems from newspaper coverage from *The Interior News*, interviews with BVCRB and Bulkley LRMP participants and community representatives, and content analysis of documents and meeting minutes stemming from the BVCRB and Bulkley LRMP processes. The purpose of this research project was to explore how public input was conceptualised and incorporated into the Bulkley LRMP process and to assess the level of public input. This purpose was realised through four research objectives: 1) identifying past public participation in the BFD and area, 2) illustrating how, and why, the Board was established, 3) determining the Board selection process and representation, and 4) explaining the role of the Board in developing the Bulkley LRMP.

It is clear that both past processes and a legacy of activism within the Bulkley Valley, along with the provincial political climate, contributed to how and why the BVCRB was conceptualised. Its incorporation into the Bulkley LRMP is due to the processes within the community surrounding its formation and the negotiation of the Hilltop Agreement. This agreement provided the foundation for the Board's roles, responsibilities, and representation which were used in the TOR. An open selection process based on nominations, public meetings, perspectives, and selection by committee is widely supported within the community, and led to the first Board being deemed as representative of the public. It was felt that the Board was accountable to the community because of this representation and the Board's efforts at communication and broader public participation throughout the Bulkley LRMP process. The Board was responsible for developing the Bulkley LRMP, and enjoyed a high level of input and significant influence in the process. This is supported by the key ideas and recommendations traced throughout the process documents.

The initial goal of community control in long term resource management was achieved. Indications that there are concerns with the role, responsibilities, and representation of the current BVCRB suggest that this achievement is limited to the development of the Bulkley LRMP, and may or may not extend into the monitoring phase. It seems as though the initial motivations and events leading to the establishment and activities of the Board are fading. This is due to the nature of LRMP monitoring, the current provincial government, and the success of the Bulkley LRMP. However, declining familiarity with the current Board's activities, a change in the type and level of communication and public participation, and less interaction between the Board and government representatives combined with differing perceptions of the role of the BVCRB by current members, involvement in many different resource management issues, and a swing towards perspectives with a more 'sectoral' tone suggests that there are internal contributing factors.

The following insights and recommendations are intended to provide guidelines for both government and public representatives initiating, participating in, or attempting to participate in resource management planning or decision making processes based on this research. It is important to reiterate that the results are based on many factors

unique to the Bulkley Valley surrounding the establishment of the Board and the development of the Bulkley LRMP.

The first recommendation is related to the insight that communities organise not only based on current events and the potential for participation in planning processes, but on a history of past public participation, past relationships and frustrations, and a legacy of activism. Based on this, it is important for government and public representatives to be aware of the history of public participation in resource management planning and decision making in order to inform the establishment, application, and development of any new processes. This is important as it leads to an understanding of whether and why past processes worked, or did not work, and can aid in avoiding past mistakes. Recommendations specific to the BVCRB concern the familiarity of current or future Board members, and other individuals involved with the Board, with origins of the Board. An information package and/or workshop regarding the intent, events, and motivations surrounding the conceptualisation of the Board should be mandatory. This is important for a continued role and legitimacy of the Board in resource management issues, planning, and decision making.

It is apparent that past BVCRB members and participants are driving the continued activity and existence of the Board. The second recommendation relate to the need for an understanding and familiarity with the origin and intent of the Board. This specific history highlights how community support for the Board is integral to legitimate public participation and influence. This includes endorsement and development by the public, industry, and government of a 'tailor-made' method of public participation with community input, reporting, and support during all stages. If those representing any of these aspects of the community are not invested in the process or its origins, it could reduce legitimacy of participation. In turn, this will decrease the level of community support for their activities and decisions. For the Board in particular, both Board members and government representatives should demonstrate a dedication to the principles and purpose for community involvement through a declaration of such through a letter of intent.

The third and fourth recommendations relate to the changes in government mandate for initiating and supporting public participation in resource management planning and decision making processes. In order to maintain a role and sense of legitimacy periods of 'top-down' decision making community groups or public bodies, specifically the BVCRB, can and should:

> Rec. # 3) Interact more with the government representatives involved with, or responsible for, resource management decision making and planning processes in order to build relationships, share information, place pressure on regional and district managers, and to seek out new processes;

Rec. # 4) Offset the lack of support by a lead agency or specific planning or decision making process by seeking administrative and financial support from community organisations and/or volunteers interested in resource management issues and processes.

Maintaining a link to the foundation and principles of public bodies such as the BVCRB are integral for a continued role and legitimacy. The last recommendation targets the Board itself, based on the need for increased frequency, publicity, and openness and to address the decreased levels of familiarity and support from the community for the current and/or future Boards. As per recommendation five, the following events and processes should be undertaken at public meetings with wide input and guidance from the public, BVCRB Facilitators, and former Board members: a) selection of Board members, b) alterations to the selection criteria (ie: perspectives), c) changing the expressed purpose of the Board, either in general or regarding a specific resource management planning or decision making process, d) drafting documents relating to the Board (such as Terms of Reference), and e) reviewing and drafting documents pertaining to Bulkley LRMP monitoring or other resource management issues, planning or decision making processes. The Board should also ensure an increased presence within the BFD by increasing the level and frequency of communication with the public and by presenting increased opportunities for public participation in the Board's activities (ie: newspaper coverage, advertising the Board's website, holding workshops and open houses on particular issues). As well, the Board must visibly participate in public processes such as public forums and public hearings regarding resource management issues in the BFD, thereby providing a foundation for community support, and a role and influence for the Board in resource management planning and/or decision making.

Addressing all of the insights and recommendations is difficult due to the voluntary nature of public bodies and the complex components needed to establish community support and achieve influence over a resource management planning or decision making process. It is important to acknowledge these aspects as they are important to the activities, longevity, and legitimacy of the BVCRB. For a continued and influential role in resource management community accountability and support are crucial, and these recommendations attempt to address the future of the Board through information provided by this research.

References

Babbie, E. (2001). <u>The Practice of Social Research.</u> (Ninth Edition). Belmont, California: Wadsworth/Thomson Learning.

Bailey, C. (2001). Geographers doing household research: intrusive research and moral accountability. <u>Area, 33</u> (1), 107-110.

Beck, P. (1995, January 25). Tough land-use decisions ahead – Resources board goes public with four options for district. <u>The Interior News,</u> p.A8.

Beck, P. (1993a, July 28). Annual Allowable Cut – 'Rush job' miffs resource board in valley. <u>The Interior News,</u> p.A1.

Beck, P. (1993b, February 17). Resources board seeking more input from business. <u>The Interior News,</u> p.A8.

Blix, E. (1991, December 04). Consider carefully. <u>The Interior News,</u> p.A4.

British Columbia Forest Service (BC Forest Service). (1991a, November 20). Bulkley Forest District Forest Land Management Plan – Bulkley Valley Community Resources Board: An update and notice for nominations. <u>The Interior News,</u> p.A5.

British Columbia Forest Service (BC Forest Service). (1991b, October 23). Bulkley Forest District Public Involvement Forest Land Management Plan. <u>The Interior News,</u> p.A6.

British Columbia Forest Service (BC Forest Service). (1976, July 21). Public meeting to discuss Our Forest Resource. <u>The Interior News,</u> p. S3-4.

Brooks, S. (1993). <u>Public Policy In Canada: An Introduction.</u> Toronto, Ontario: McClelland & Stewart Inc.

Brown, B. (1991a, May 01). How Kispiox Involves Public. <u>The Interior News,</u> p.A5.

Brown, B. (1991b, April 24). A trend toward sharing decisions. <u>The Interior News,</u> p.A5.

Bulkley Forest Service. (1995, March). <u>Summary of Public Input.</u> Smithers, BC: Bulkley Forest Service.

(1991, October). <u>Bulkley Valley Community Resources Board Agreement (Hilltop Agreement).</u>

Bulkley Valley Community Resources Board (BVCRB). (2002a). <u>BVCRB Website.</u> (www.bvcrb.ca).

Bulkley Valley Community Resources Board (BVCRB). (2002b, April 02). <u>Bulkley Valley Community Resources Board Minutes,</u> p.2.

Bulkley Valley Community Resources Board (BVCRB). (2002c, March). <u>Bulkley Valley Community Resources Board Monitoring Terms of Reference.</u>

Bulkley Valley Community Resources Board (BVCRB). (1995, March 20). <u>Bulkley Valley Community Resources Board Minutes.</u>

Bulkley Valley Community Resources Board (BVCRB). (1994, October). <u>Bulkley Valley Community Resources Board Land and Resource Management Plan Terms of Reference.</u>

Bulkley Valley Community Resources Board (BVCRB). (1993, May 25). <u>Bulkley Valley Community Resources Board Minutes,</u> p.1.

Bulkley Valley Community Resources Board (BVCRB). (1992, October). <u>Bulkley Valley Community Resources Board Forest Land Management Plan Terms of Reference.</u>

Bulkley Valley Community Resources Board and Interagency Planning Team (BVCRB and IPT). (1998, March). <u>Bulkley Land and Resource Management Plan.</u> Victoria, BC: Government of British Columbia.

Bulkley Valley Community Resources Board Steering Committee (BVCRB Steering Committee). (1991, July 12). <u>Bulkley Valley Community Resources Board Discussion Paper.</u>

Commission on Resources and Environment (CORE). (1995, February). Public Participation: Rights and Responsibilities, Community Resource Boards. <u>The Provincial Land Use Strategy, 3</u>. Victoria, BC: Government of British Columbia.

Donaldson, D. (1991, April 24). Consensus may bring what we need. <u>The Interior News,</u> p.A5.

Duffy, D.; Hallgren, L.; Parker, Z.; Penrose, R. and Roseland, M. (1998, April 5). <u>Improving the Shared Decision making Model: An Evaluation of Public Participation in Land and Resource Management Planning (LRMP) in British Columbia.</u> Prepared for: Forest Renewal British Columbia. Burnaby, BC: Department of Geography, The School of Resource and Environmental Management, Simon Fraser University.

Fox, I. (1991a, October 30). Community Resource Board. <u>The Interior News,</u> p.A5.

Fox, I. (1991b, September 11). Forests need public management. <u>The Interior News,</u> p.A5.

Giesbrecht, K. (2003). <u>Public Participation in Resource Management: The Bulkley Valley Community Resources Board.</u> Master's Thesis. Prince George, BC: University of Northern British Columbia.

Giesbrecht, K. (2001, November 13). <u>BVCRB Member Selection Process Minutes.</u>

Granlin, R. (1991, December 04). Seeking true public involvement. <u>The Interior News,</u> p.A5.

Hammond, H. (1991). <u>Seeing the Forest Among the Trees.</u> Vancouver, BC: Polestar Press Ltd.

Hawkins, L.J. (1999, April 15). <u>Open and Sectoral Models of Public Participation: Does Model Type Make a Difference in Land Use Planning?</u> Masters Thesis. Prince George, BC: University of Northern British Columbia.

Hessing, M. and Howlett, M. (1997). <u>Canadian Natural Resource and Environmental Policy: Political Economy and Public Policy.</u> Vancouver, BC: University of British Columbia Press.

Horrocks, L. (1990, March 07). Arts for environment aim of new foundation. <u>The Interior News,</u> p.A9.

Howell, T. (1997, July 08). Bulkley land use plan finally signed, sealed, delivered. <u>The Interior News,</u> p.A1.

Integrated Resource Planning Committee (IRPC). (1993a). <u>Land and Resource Management Planning: A Statement of Principles and Process.</u> (First Edition). Victoria, BC: Government of British Columbia.

Integrated Resource Planning Committee (IRPC). (1993b, November). <u>Land and Resource Management Planning: Public Participation Guidelines, Interim Guidelines.</u> Victoria, BC: Government of British Columbia.

Interior News Staff. (2001, November 07). BV Community Resources Board is searching for new members. <u>The Interior News,</u> p.C8.

Interior News Staff. (1999a, March 24). Dozen form new resources board. <u>The Interior News,</u> p.A1.

Interior News Staff. (1999b, February 17). Resources Board back to monitor. <u>The Interior News,</u> p.A8.

Interior News Staff. (1999c, February 17). A dozen detailed forest plans unveiled. <u>The Interior News,</u> p.A8.

Interior News Staff. (1997a, June 18). Resources board to maintain role. The Interior News, p.A1.

Interior News Staff. (1997b, June 11). LRMP okayed in principle. The Interior News, p.A1.

Interior News Staff. (1997c, March 26). Wording ties up land use plan. The Interior News, p.A9.

Interior News Staff. (1996a, March 27). Resources board releases basics of its Bulkley Plan. The Interior News, p.A7.

Interior News Staff. (1996b, February 28). Bulkley LRMP Delayed. The Interior News, p.A3.

Interior News Staff. (1995, January 18). Community Resources Board Open House (Cartoon). The Interior News, p.A4.

Interior News Staff. (1994, January 12). Community Resources Board – Open house offers snapshot of forest. The Interior News, p.A10.

Interior News Staff. (1993a, July 28). Cracks appear in community model. The Interior News, p. A4.

Interior News Staff. (1993b, June 02). Land use – Share group to hold public talk on resources. The Interior News, p.A11.

Interior News Staff. (1993c, January 13). Bulkley Valley Community Resources Board – Public Meetings. The Interior News.

Interior News Staff. (1992, November 04). 80 attend forest meeting. The Interior News, p.A6.

Interior News Staff. (1991a, December 23). Resource board correction. The Interior News, p.A2.

Interior News Staff. (1991b, December 18). District resource board chosen. The Interior News, p.A1.

Interior News Staff. (1991c, December 18). Forestry turning point? The Interior News, p.A4.

Interior News Staff. (1991d, November 13). Forest board needs contract, critic argues. The Interior News, p.A2.

Interior News Staff. (1991e, October 30). Public meeting to air resources board idea. The Interior News, p.A3.

Interior News Staff. (1991f, September 25). Forest district revamps planning. The Interior News, p.A7.

Interior News Staff. (1991g, April 17). Muddling through forest management. The Interior News, p.A4.

Interior News Staff. (1991h, March 13). Concerns aired about Babine rec area. The Interior News, p.A11.

Interior News Staff. (1991i, March 06). Resource board committee forms. The Interior News, p.A7.

Interior News Staff. (1991j, February 14). Planners seek public's input. The Interior News, p.A8.

Interior News Staff. (1990a, November 28). Forestry vs. tourism. The Interior News, p.A4.

Interior News Staff. (1990b, October 24). Forest festival urges local control. The Interior News, p.A12.

Interior News Staff. (1989, March 29). Only 2 companies active now – Babines open to more mineral exploration. The Interior News, p.A5.

Interior News Staff. (1983, March 30). Kemano Completion – Barely enough water says Kruisselbrink. The Interior News, p.A1.

Interior News Staff. (1982, March 31). Silver King Reclamation. The Interior News, p.A1.

Interior News Staff. (1980, October 08). Public must get involved say's forestry's chief Bill Young. The Interior News, p.B3.

Interior News Staff. (1977, November 30). Resource Seminar: Economy-environment interaction in depth. The Interior News, p. C7.

Interior News Staff. (1976a, November 24). Public Forest Advisory Committee (column). The Interior News, p.S5-1.

Interior News Staff. (1976b, March 10). SPEC report of development alternatives is released. The Interior News, p.13.

Interior News Staff. (1975a, September 24). Smithers report to Royal Commission – Lumber may not be best use of trees. The Interior News, p.18.

Interior News Staff. (1975b, May 28). Finney Creek washout – SPEC requests 'Folio' changes. The Interior News, p.2.

Interior News Staff. (1971, February 03). SPEC unhappy. The Interior News, p.12.

Kelly, R.A. and Alper, D.K. (1995). Transforming British Columbia's War in the Woods. Victoria, BC: University of Victoria, Institute for Dispute Resolution.

Krippendorf, K. (1980). Content Analysis: An Introduction to Its Methodology. Newbury Park, California: SAGE Publications.

MacPherson, A.C. (1978, August 31). Smithers Forest Advisory Committee. Letter to Chair, Tim Toman.

McDowell, L. (1992). Valid Games? A Response to Erica Schoenberger. Professional Geographer, 44 (2), 212-215.

McLarty, J. (1997, April 09). TEACH wants seat at mine review. The Interior News, p.A1.

Ministry of Forests (MOF). (1981). Public Involvement Handbook. Government of British Columbia: Victoria, BC.

Ministry of Sustainable Resource Management (MSRM). (2002, May 01). Sustainable Resource Management Planning: A Landscape-level Strategy for Resource Development. Victoria, BC: Resource Planning Branch, MSRM, Government of British Columbia.

Ministry of Sustainable Resource Management (MSRM). (2001, November 15). Land-Use Planning in British Columbia. News Release. Resource Planning Division, MSRM, Victoria, BC: Government of British Columbia. (www.luco.gov.bc.ca/news/bkgrndr111501.htm).

Ness, K.A. (1992a, August). Community Resources Boards as a Public Participation Technique for Sub-Regional Resource Planning. Prepared for: Resource Planning Section, Integrated Resources Branch – Ministry of Forests. Victoria, BC: Government of British Columbia.

Ness, K.A. (1992b, June). Resource Planning in the Ministry of Forests: A Glossary of Past and Present Plans. Prepared for: Resource Planning Section, Integrated Resource Branch, Ministry of Forests. Ministry of Forests: Victoria, BC.

O'Neill, M. (1996, July 03). A better way to resolve conflicts. The Interior News, p.A5.

Overstall, R. (1993, August 25). Let's cut to the truth of forest planning. The Interior News, p.A5.

Platt, J. (1999). What Can Case Studies Do? <u>Qualitative Research, Volume 3,</u> 160-179.

Quanstrom, C. (1990, February 14). Planners seek public's input. <u>The Interior News,</u> p.A8.

Ragin, C.C. (1994). <u>Constructing Social Research.</u> Thousand Oaks, California: Pine Forge Press.

Riddick, C.C. and Russell, R.V. (1999). <u>Evaluative Research in Recreation, Park and Sport Settings. Search for Useful Information.</u> Champaign, IL: Sagamore.
Rubin, A. and Babbie, E. (1993). <u>Research Methods for Social Work Second Edition.</u> Pacific Grove, CA: Brooks/Cole Publishing Company.

Schoenberger, E. (1991). The Corporate Interview as a Research Method in Economic Geography. <u>Professional Geographer, 43</u> (2), 180-189.

Shervill, R.L. (1981). <u>Smithers: From Swamp to Village.</u> Smithers, BC: Town of Smithers.

Statistics Canada. (2001). <u>Census Data.</u> (www.statcan.ca).

Statistics Canada. (1996). <u>Census Data.</u> (www.statca.ca).

United States General Accounting Office. (1982). <u>Content Analysis: A Methodology for Structuring and Analyzing Written Material.</u> Methodology Transfer Paper 3. United States General Accounting Office Program Evaluation and Methodology Division.

Valentine, G. (1999). Doing household research: interviewing couples together and apart. <u>Area, 31</u> (1), 67-74.

Vance, J.E. (1990). <u>Tree Planning: A Guide to Public Involvement in Forest Stewardship.</u> Vancouver, BC: BC Public Interest Advocacy Centre.

Vanderstar, L. (2002, May 22). Getting the results we want. <u>The Interior News,</u> p.A5.

Vanderstar, L. (1991, October 16). Returning resources to locals. <u>The Interior News,</u> p.A7.

Weber, R.P. (1990). <u>Basic Content Analysis.</u> (Second Edition). Newbury Park, London, New Delhi: Sage Publicatiions.

Widdowfield, R. (2000). The Place of Emotions in Academic Research. <u>Area,32</u> (2), 199-208.

Wilson, J. (1990). Wilderness Politics in BC: The Business Dominated State and the Containment of Environmentalism. In William D Coleman and Grace Skogstad (Eds.) Policy Communities and Public Policy in Canada: A Structural Approach (pp. 141-167). Mississauga, Ontario: Copp Clark Pitman Ltd.

Yin, R.K. (1994). Case Study Research Design and Methods. (Second Edition). Thousand Oaks, London, Greater Kailash: SAGE Publications.

Young, J. (1999, May 03). Resources Board unveils Reiseter recommendations. The Interior News, p.A13.

Young, J. (1999, May 03). Residents riled over logging access issue. The Interior News, p.A13.

Zielinski, S. (1999, July 07). Community resources board back in action. The Interior News, p.A1.

Community Conflict: results from groups and individuals within a community who have different needs or desire for the use of land or other resources

Community Control: exercise of authority or power, through organisation or access to/possession of resources, in order to achieve a level of influence or dictate the outcome of a decision making process, planning or otherwise

Community Organisation: collaboration of individuals or groups centred around a particular issue or decision making process, often related to community conflict and the desire for community control, in order to become empowered regarding a particular decision making process or issue

Consensus: decision making process used by BVCRB whereby general agreement is reached by all members on the final plan

Interface: how information would be shared and clarified, and the roles and responsibilities regarding the development of the Bulkley LRMP

Provincial Political Climate: the mandate, policies, and initiatives of the provincial government in power, as well as the atmosphere surrounding decision making, meaning is there an 'air' of dissatisfaction or frustration about a particular issue, or is the 'mood' of the province generally positive.

Resources: information, time, money, expertise, volunteers, access to/control over a decision making process or policy.

Glossary B – Content Analysis Categories

Interview Data Coding Categories

BVCRB Role in LRMP/Current Role: the perceptions of the BVCRB's role in the Bulkley LRMP and the current role of the BVCRB, covering topics such as awareness of the BVCRB's role, the decision making process, how responsibilities were allocated, and the influence the BVCRB had during the development of the Bulkley LRMP.

BVCRB Terms of Reference: the development of the BVCRB TOR and any underlying issues.

Communication: whether a strategy was/is developed, implemented, and effective for communicating with the public/community throughout the development of the Bulkley LRMP, and whether the public had input into the process and was/is communicated with throughout the process.

Community Accountability: examines whether or not the BVCRB was/is accountable (answerable) to the public or was/is perceived to be accountable even though it held no 'legal' or 'official' decision making power.

Community Organisation: focuses on the events and issues that occurred prior to the establishment of the first BVCRB membership including questions about participants' motivation for involvement, involvement in past processes, the reason and idea for pursuing a public body, events that led to its establishment, the Hilltop Agreement, the board member selection processes, and public awareness and involvement in the process.

Community Representation: how the BVCRB was meant to represent the public, both within and outside the Bulkley LRMP process, and the perception of that representation. This includes representation of the public, representation of First Nations perspectives, community value representation, and questions of representation based on perspectives.

Current Perception and Future Role of BVCRB: perceptions of the BVCRB today and whether there is a potential role for the BVCRB in any future resource management processes.

Participant Interaction: internal and external interaction of BVCRB members, government representatives, past representatives, the interaction between these groups, and any feelings of mistrust or community conflict.

Content Analysis Coding Categories

BVCRB Role: references to the responsibilities, purpose, and mandate of the BVCRB.

BVCRB Terms of Reference: references to the development and content of the TOR in establishing the roles and responsibilities for both the BVCRB and government representatives, stemming from the BVCRB Discussion Paper and the Hilltop Agreement.

Communication: refers to deliberations and summaries of how to communicate with the public, including the need to communicate and how information was disseminated.

Community Accountability: references to the answerability and responsibility of the BVCRB in relation to the public/community of the Bulkley Forest District.

Community Representation: general references to representation, references to government, public, values of the community, and perspectives of the community. This also includes attendance records from available minutes.

Consensus: references to the to decided decision making style for the BVCRB and Bulkley LRMP process.

First Nations Participation: references to direct participation of representation of First Nations perspectives during either the BVCRB and/or Bulkley LRMP processes.

Government Role: references to the responsibilities, purpose, and mandate of the government, including district, regional, and provincial ministry representatives, as well as government policy initiatives.

Key Recommendations and Ideas: specific ideas and recommendations identified by BVCRB members and government representatives who were involved in the development of the Bulkley LRMP. The decisions and documentation of these ideas were analysed to examine whether or not the BVCRB achieved influence/control in the Bulkley LRMP process.

Public Participation: references to public participation and input into the BVCRB and/or Bulkley LRMP, defined as information coming in to the BVCRB and the mention of the need for public participation and how public participation occurred/occurs.