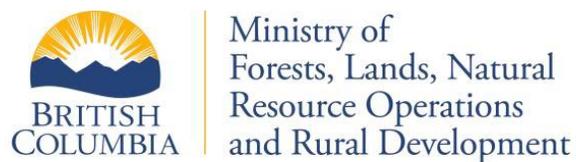


# **Modernized Land Use Planning: A Guide to Effective Stakeholder Engagement**



**March 2021**

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DISCLAIMER:

The province has committed to undertaking land use planning in partnership with Indigenous governments to support reconciliation, and the implementation of the *Declaration of Indigenous Peoples Act* (DRIPA), and the Articles of United Nations Declaration on the Rights of Indigenous People (UNDRIP). The modernized land use planning program is being developed and refined through engagement with Indigenous people. Feedback from land use planning project teams, Indigenous partners and advisors, and other interested parties has and continues to inform new policy and guidance. With the implementation of DRIPA new opportunities for deeper collaboration with Indigenous people will be reflected in the process. Additionally, to ensure new policy and guidance is effectively addressing reconciliation commitments, government will continue to work with the First Nations Leadership Council, and other Indigenous governments and organizations on the progress of new policy and guidance development.

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## About This Guide

The B.C. government is modernizing land use planning in British Columbia. It is led in partnership with Indigenous governments, and with engagement of communities, local government, industry and other stakeholders. Through this approach the B.C. government seeks to advance reconciliation efforts with Indigenous peoples, support economic opportunities, and guide stewardship of provincial public land and resources in a way that reflects the diverse values and interests of all British Columbians. Modernized land use planning will support past planning and ongoing stewardship initiatives and capitalize on new opportunities in response to emerging challenges in the management of B.C.'s public lands and natural resources.

This guide is one of a series of updated resources created by the B.C. Ministry of Forests, Lands, Natural Resource Operations and Rural Development (FLNRORD) to support land use planning. It is intended to serve as a reference for both provincial government and Indigenous government planners when working together to create a land use plan, and to provide clarity to stakeholders on the principles and process considered in stakeholder engagement.

Since each land use planning process is unique, planners should view the advice contained in this guide as a starting point. Suggested further reading includes the following:

Ministry of Forests, Lands and Natural Resource Operations. 2013. "[A Modern Community Engagement Framework: Sharing Knowledge and Ideas among First Nations, Communities, Stakeholders and the Province](#)".

Section 1 of this guide provides the reader with a short introduction to stakeholder engagement in a land use planning context. Section 2 sets out helpful guiding principles when conducting stakeholder engagement. Section 3 summarizes best practices based on a review of lessons learned from recent land use planning processes. Section 4 describes how to use the [govTogetherBC online engagement platform](#). Section 5 provides detailed case studies of stakeholder engagement carried out for several land use planning processes where provincial and Indigenous governments worked together as planning partners. Each case study starts with a description of the planning process and then summarizes how stakeholders and the public were engaged by the planning partners. Finally, examples of stakeholder engagement materials and templates are included as Appendices.

# 1. Introduction

## 1.1 What is Stakeholder Engagement?

In a land use planning context, stakeholder engagement is the process of involving groups of citizens who are affiliated by geographic proximity, interest, or sector/industry to address issues affecting their well-being, values and interests (FLNRORD 2013). Interested stakeholders can include, but are not limited to:

- Local governments (municipalities, regional districts, incl. the Islands Trust and improvement districts)<sup>1</sup>;
- Natural resource industries (forestry, mining, and oil and gas interests);
- Conservation and environmental protection advocates (Environmental Non-governmental organizations);
- Individual tourism operators and tourism associations;
- Commercial fishing industry, aquaculture;
- Hunters and trappers;
- Farmers and ranchers; and
- Recreational users of public lands.

In past provincial land use planning (early 1990s to 2000s) stakeholder engagement was led by the Province through large consensus-based planning tables. Modernized land use planning (mLUP) stakeholder engagement is targeted based on areas of interest, geographic proximity, or sector/industry/ interests to make the most efficient use of time and resources. With the mLUP co-governance approach to development the Province and Indigenous governments will work in partnership to design and deliver LUP projects, including all stakeholder and public engagement activities.

The provincial government recognizes that local governments have a unique role and perspective in land use planning and decision-making processes related to provincial public lands within or bordering their jurisdictional boundaries. Direct engagement with local governments early in the planning process will help determine the appropriate level of involvement in development of a specific land use plan.

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<sup>1</sup> In 2018 the B.C. government and the Union of B.C. Municipalities signed a [Memorandum of Understanding](#) that reflects a commitment to sincere and honest engagement between the Province and local governments regarding agreements and initiatives with First Nations, including land use planning

Indigenous communities and governments are not considered stakeholders because they have a unique Constitutional status and a foundational role as partners in planning. Helpful resources on how to effectively engage and consult with Indigenous governments include the following:

[Province of British Columbia. 2012. "Building Relationships with First Nations – Respecting Rights and Doing Good Business".](#)

[Province of British Columbia. 2010. "Updated Procedures for Meeting Legal Obligations When Consulting First Nations \(Interim\)".](#)

[Meyers Norris Penny LLP. 2009. "Best Practices for Consultation and Accommodation." Prepared for New Relationship Trust.](#)

[Gregory Kehm, Gwen Bridge, Krista Robertson. 2019. "An Updated Effective Best Practices Guide, Land Use Planning by First Nations in British Columbia." Prepared for New Relationship Trust.](#)

[College of Applied Biology. 2015. "Resources for Engaging First Nations & Aboriginal Communities."](#)

[Province of British Columbia. 2018. "Draft Principles that Guide the Province of British Columbia's Relationship with Indigenous Peoples."](#)

## **1.2 Why is Stakeholder Engagement Important in a Planning Context?**

Land use plans can impact stakeholders in a multitude of ways, and therefore, stakeholders have a direct and substantive interest in the outcomes of the planning process. With a targeted approach to engagement, stakeholders will have meaningful opportunities to identify sector specific challenges and solutions to planning issues. Stakeholders who have an active role in the creation of a plan are more likely to support the final planning product. If they feel heard, and their concerns, interests and advice are adequately considered during the creation of a plan, they may be more likely to view the final planning product as a legitimate solution to complex land use issues, even if they do not agree with every aspect of the final plan.

Many stakeholders bring information and experience to a planning process that will improve the outcome. As some parties bring direct and substantive experience with resource management, they can be a valuable resource for providing or validating data. In addition, they may bring operational experience that can contribute to improved management practices and strategies.

The B.C. government and planning partners have greater confidence to sign-off and approve a land use plan when the values, interests and concerns of stakeholders and the public are sufficiently considered during the planning process and there is general community support. This gives decision-makers clear management direction to implement the plan and provides certainty on the land base for all users.

## 2. Guiding Principles for Effective Stakeholder Engagement<sup>2</sup>

The success of a planning process depends, in part, on the **credibility** and **impartiality** of its stakeholder engagement. These two principles help to ensure stakeholder support and confidence.

### 2.1 Principle #1 - Credibility

Stakeholder engagement is transparent, representative of the range of interests, and communicated fairly across all parties in a timely manner throughout the [planning process](#).

#### Criteria:

##### Transparency

- Engagement strategies developed for each land use planning process are publicly available and clearly define how and when stakeholders will be engaged;
- Project principles and scope are clear to inform parameters around what is being considered;
- Purpose and objectives of engagement are mutually understood by all parties;
- Supplementary documents and information to support engagements are easily accessible and are proactively shared, so that stakeholders are well-informed of the issues prior to the engagement; and
- Engagement summaries (e.g. What We Heard reports) are posted online following public comment periods.

##### Representation

- All parties, whether in person or by proxy, have an opportunity to be involved in planning-related engagement processes;
- Representatives of a stakeholder organization or group must be authorized by, and are accountable to, their constituencies; and
- Representation of the spectrum of interests is fair and balanced<sup>3</sup>.

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<sup>2</sup> Adapted from: "Principles of effective public participation" in Province of British Columbia. 1993. Land and Resource Management Planning – Public Participation Guidelines; "Guiding Principles for Engagement" in Province of British Columbia. n.d. "Stakeholder Engagement Strategy: Supporting the Natural Resource Sector in Advancing Reconciliation" and Ministry of Forests, Lands and Natural Resource Operations. 2013. "A Modern Community Engagement Framework – Sharing Knowledge and Ideas Among First Nations, Communities, Stakeholders and the Province.

<sup>3</sup> Where existing legislation applies, some stakeholder groups (ex. tenure holders) may have different rights to engagement than others.

## **Communication**

- Communication is open, sincere, and demonstrates mutual respect and trust;
- Prompt and thorough responses are provided to concerns and comments;
- It is clear how engagement feedback will, or will not, influence plan development;
- The constraints on the planning process are clearly communicated; and
- The level of commitment that is being asked from participants (particularly in terms of time) is clearly communicated.

## **Access to Process**

- Stakeholders may be engaged throughout the process or at various stages, from drafting the terms of reference, to review of plan products as they are developed, to implementation, monitoring and evaluation;
- Engagement methods are inclusive; and
- Financial barriers to participation are addressed and resolved through resources allocated to the process.

## **Verification**

- Stakeholder input is reflected in planning direction or options considered by planning partners, and planning partners report out on how that input influenced the decision-making process.

## **Understandable information**

- Information is clear and comprehensive and distributed in accessible formats;
- Participation provides opportunities to promote learning and understanding; and
- There are transparent and agreed upon procedures for information gathering and analysis.

## **Timelines and Resources**

- Timelines are realistic for the level of engagement, appropriate to the situation, and respectful of the communities being engaged; and
- Be clear and upfront with stakeholders about any available financial, human, and technical resources to support engagement.

## 2.2 Principle #2 - Impartiality

Stakeholder engagement should be impartial to outcomes and perspectives.

### Criteria:

#### Neutral Process

- Unbiased, neutral facilitation available for use at appropriate stages of the land use planning process; and
- Clear and fair procedures are determined at the outset of the engagement process.

#### Documentation

- All stakeholders will receive the same information as to provide equal opportunity for review and engagement; and
- A communication plan will be developed that will have detailed documentation of steps taken to involve stakeholders, and accounting of how each participation impacted planning products.

#### Respect for Different Values

- Values of all stakeholders participating in the planning process are recognized and respected; and
- Potential value conflicts are expected and respected.

#### Communication

- Background information, as well as scientific and technical data, is equally available to all participating stakeholders.

### 3. Best Practices

This section lists several recommended best practices for conducting stakeholder engagement as part of a land and resource planning process. It is based on a series of interviews with B.C. government staff who participated in the Pacific North Coast Integrated Management Area (PNCIMA) initiative, Marine Plan Partnership for the North Pacific Coast (MaPP) and Atlin-Taku planning processes, and a review of available literature (reports, journal articles, website material, presentations and other publicly available documents).

#### 3.1 Start with an Engagement Strategy

Engaging stakeholders early in the process will help project teams understand all regional interests and values, some of which may not be part of the initial project scope. All interests and values identified early on will be considered by project teams for the final project scope.

Devote time at the start of the process to develop a stakeholder engagement strategy. This will enable project teams to think through and plan out why they want to engage, who they want to engage with, and how best to engage. Getting this work done early will help select the right engagement methods and approaches for different audiences (e.g., general public versus technical experts) and determine the appropriate tools that are needed (e.g. meetings, open houses, questionnaires, etc.). The strategy should also outline engagement principles to support and guide engagement activities and steps to evaluate the overall effectiveness of the process.

As part of the Engagement Strategy, a [Privacy Impact Assessment \(PIA\)](#) should be completed. A PIA is conducted with the FLNRORD [Ministry Privacy Officer](#). This will help to identify what (if any) personal information will be collected, used and disclosed throughout the planning process to project partners or stakeholder groups. Any feedback received from stakeholders that are not directly representing an organization or government (ex. Indigenous elders, community members, etc.) will likely be assessed as personal information. Ensuring personal information is collected properly (i.e. appropriate collection notice language and consent given, if needed) is important to ensure the opinions, statements and feedback received can be used as intended.

Suggested steps in developing an engagement strategy are as follows<sup>4</sup>:

#### Step 1 - Scan of Current Conditions

Identification and analysis of issues is a key first step for planning processes. As part of this work, conduct background research to assess current conditions in the planning area to identify stakeholders and better understand their interests and concerns. Useful resources include local government and business association websites, local media, census information for the area, and

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<sup>4</sup> Adapted from: Natural Resources Canada. 2014. Stakeholder Engagement Guide with Worksheets – District Energy Systems. Available at: [https://www.nrcan.gc.ca/sites/www.nrcan.gc.ca/files/energy/pdf/engagementguide\\_eng\\_12.pdf](https://www.nrcan.gc.ca/sites/www.nrcan.gc.ca/files/energy/pdf/engagementguide_eng_12.pdf) Accessed: March 26, 2019.

social media (such as Facebook group pages). Previous government engagement processes for a specific project or initiative are held on public record and can help identify key concerns and interests.

Consider interviewing knowledgeable community members (e.g., local government staff, community leaders) and conducting a media scan to better understand what is important to the local community, as well as identify the key players and tension points. Build an accurate understanding of how the proposed planning process fits into the broader picture for the community or region.

Questions:

- How receptive are the local community, stakeholders and leaders to the planning process?
- What are likely sources of conflict at the planning table?
- What are the key concerns of residents and businesses?
- What are the economic and social pressures in the area?
- Is there a history of previous provincial government planning and other initiatives in the area?
- Were previous provincial government planning processes successful and well received, or not?
- What is the political environment?

## **Step 2 – Identify Information Gaps and Engagement Priorities**

Based on the research conducted during Step 1, summarize the information you already have and identify priority information gaps that need to be filled through stakeholder engagement.

## **Step 3 - Conduct Detailed Stakeholder Analysis**

Completing a detailed stakeholder analysis at the outset of a planning process is essential for success—it will help develop a strategic view of the interests and interrelationships of stakeholders within the planning area (SPHIA n.d.)

### *a. Identify and categorize stakeholder groups*

The first part of this analysis involves identifying and categorizing stakeholder groups. Useful methods include brainstorming or mind-mapping, reviewing stakeholder consultation records for projects in the area, and conducting interviews with regional government staff who have worked in the geographic area of focus, as well as agency representatives that have been involved in recent consultations for developing new, and updating existing, provincial legislation (e.g., Environmental Assessment Revitalization, Forest & Range Practices Act Improvement Initiative) and other stewardship initiatives (e.g., Collaborative Stewardship Framework, Environmental Stewardship Initiative), and review of the [B.C. Geographic Warehouse's Geographic Information System \(GIS\) mapping data](#) to determine which tenure holders overlap in the area of interest. Assess the nature of stakeholder interests, technical knowledge, and their potential concerns. How do they relate to other stakeholder groups? Do they bring unique perspectives and technical information to the table?

It is important to consider the difference in stakeholder interests where legislation governs (i.e. in some cases, affected tenure holders may hold different rights than other stakeholders).

Stakeholder engagement can range from simple information sharing to the collaborative development of preferred solutions to land use issues. As such, participants can be grouped into various categories<sup>5</sup> (e.g., “participatory”, “consultative” and “general interest”).

One way to organize stakeholder groups and an approach to engagement is to use an information table to categorize stakeholders according to a limited set of distinct criteria (e.g., interests, level of support for the planning process, desired level of involvement, etc.) Engagement can be tailored based on this classification work to help project teams spend their time and resources efficiently.

*b. Identify communications suited to each stakeholder category*

Consider which form of communication will be most effective and appropriate, identify the best point of contact for information (i.e., whether specific individuals on the planning team have existing relationships with the group or individual) and whether there are times during the year that may be better suited for engagement (i.e., avoiding hunting season when engaging with guide outfitters). See subsection 3.6 (“Use a Variety of Engagement Tools”) for further details on engagement tools.

A simple worksheet included in Appendix A – “Sample Stakeholder Analysis Worksheet” demonstrates how the collected information can be recorded as part of stakeholder analysis and Appendix B is a sample communications planning table (SPHIA n.d., NRCAN 2014).

Where stakeholders are to be consulted as part of a larger public engagement process, the Ministry of Citizen Services’ Citizen Engagement team and the ministry Government Communications and Public Engagement (GCPE) staff member responsible for the modernizing land use planning file will need to be contacted. More information on this process is available in Section 5.

### **3.2 Establish a Stakeholder Advisory Group**

After key stakeholders for a planning project have been identified and assessed (Section 3.1), consider establishing a stakeholder advisory group that consists of cross-sector interests and values. Stakeholder advisory groups provide a functional way to engage a wide range of regional interests and bring valuable experience and expertise to the planning process, including studies, analyses, as well as other types of information. Advisory groups play an important role in creating a trusted discussion forum for stakeholders to share ideas with each other and work through opportunities and challenges collaboratively as a group. When deciding who to invite to a stakeholder advisory group, consider interpersonal dynamics and any actions that might be taken to promote a group that

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<sup>5</sup> The [International Association for Public Participation spectrum](#)<sup>5</sup> is a valuable resource to consider when determining the level of involvement of stakeholder groups

works well together. Depending on the size and complexity of the planning project, multiple stakeholder advisory groups may be required and can be organized by topic or geographic area.

Draft a simple terms of reference (TOR) to provide oversight to the advisory group. A TOR should clearly state the purpose of the group, membership, frequency of meetings, and a set of principles of conduct to ensure common understanding around how the group will work together. This can include an approach to resolve conflict. The TOR should be developed by the project team based on input from the advisory group and then agreed to by each member of the advisory group when they sign on. This holds each member accountable to the TOR and associated principles of participation and conduct.

Ideally, the composition of a stakeholder advisory group will remain consistent throughout the life of the project but may change over time if new stakeholder groups emerge and want to be more involved. Ensure there is a fair and transparent process for new members (community groups, industry, NGOs, etc.) to join, as outlined in the TOR. Communication between advisory groups and the project team, including recommendations and decisions, should be made public to ensure a transparent engagement process.

There are different ways planning partners can establish stakeholder advisory groups. Planning partners should explore various options and determine the best approach for each project early in the engagement planning process. For example, planning partners may invite stakeholders to put forward someone to represent their interests in the advisory group. If a stakeholder interest is selecting its own representative, encourage them to choose someone who is a good listener and works well with others. Alternatively, planning partners may develop a process where individuals are evaluated by the project team based on a set of criteria and review of references from those who are familiar with the individual for their experience working with them (see Section 5). The method selected by the planning partners must be clear, transparent, and consistent.

### **3.3 Clarify Roles and Responsibilities**

While provincial and Indigenous governments may have different mandates, responsibilities, and interests, they can play complementary roles in planning-related stakeholder engagement. Come to agreement at an early stage as to how the responsibilities related to planning, conducting, tracking and reporting out on the engagement process will be shared.

One important item that should be resolved at the outset is whether engagement will be led by both the Province and partner First Nation with shared accountabilities, or if engagement will be provincially led with co-participation as determined by the partner First Nation. The provincial-led model may be better suited where processes include multiple First Nations, but this should be discussed and agreed upon by all planning partners.

Similarly, planning partners should clarify if one partner will have the primary responsibility for conducting and managing engagement with a particular community or stakeholder group. Side meetings can be a valuable opportunity to share information, have frank conversations about unresolved issues and identify potential solutions. However, it is strongly encouraged to engage

stakeholders with representatives from both the Province and partner First Nation in the room to ensure all issues and interests are heard and understood by both planning partners, where possible.

Where necessary, in advance of engagement, planning partners should discuss when and how each will engage with stakeholder groups when the other partner(s) is not present. As well, how information discussed at those meetings will be communicated back to all partners to ensure transparency and protect the integrity of the planning partnership (e.g., detailed notes distributed within a defined period or a follow-up meeting to brief all partners on what was discussed).

### 3.4 Recognize the Special Role of Local Governments

[Local governments](#) provide British Columbians with community infrastructure and services (e.g., water and sewer systems, parks and recreation, fire protection) and plan how communities function and develop over time. They have a strong interest in the stability of the natural resource economy as it affects the economic health and well-being of their communities. Local governments tend to be closely aligned with their constituents and often reflect the overall engagement issues related to the planning project.

In B.C. there are 162 municipalities – some are villages with less than 100 residents, others are towns or large cities. B.C.’s municipalities are part of 27 [regional districts](#) covering both urban and rural areas of the province that provide region-wide, inter-municipal or sub-regional services and/or act as general local government for electoral areas or provide local services in unincorporated areas. Finally, several local service bodies that provide some of the functions of local governments also exist (i.e., [improvement districts](#)).

While the provincial government holds responsibility for decisions related to the use and management of provincial public land and resources, local governments have an interest in how private land and provincial public lands within, or adjacent to, their boundaries are used. Within their jurisdictional boundaries, local governments have the power to control and shape land use and development on private land and can also regulate certain uses of provincial public lands (e.g., through zoning bylaws and permits). Local governments use land use planning tools, including [regional growth strategies](#) (RGSs) and [official community plans](#) (OCPs), to set out a long-term vision for their communities and, through their land use regulations (i.e., zoning and permitting) implement the goals and policies contained in their RGSs and OCPs as a result of legislative requirements and of locally driven planning and engagement processes.

During the development of Land and Resource Management Plans (LRMPs) in the 1990s, the provincial government explicitly recognized local governments as an order of government throughout all stages, from process design to plan approval and implementation and that “communication to local governments in association with an LRMP will be in a manner and form that reflects its status as an order of government”.<sup>6</sup> In 2018, the Province of B.C. and the Union of British

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<sup>6</sup> See: Province of British Columbia. 1996. Land and Resource Management Planning: Policy for Local Government Involvement in Land and Resource Management Plans. Available at: <https://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-industry/natural->

Columbia Municipalities signed a *Memorandum of Understanding*<sup>7</sup> recognizing that local government jurisdictions may be affected by the negotiation of land, resource and economic development agreements with Indigenous governments and that local governments “constitute a unique and special interest” in the negotiation of agreements with Indigenous governments. The Province committed to “sincere and honest engagement” with local governments regarding agreements and initiatives with Indigenous groups.

Early and ongoing engagement with local governments will help ensure consistency and co-ordination between local government and provincially led planning processes, as well as alignment between official community plans and broader land use plans.

### **Recommendations:**

- When deciding on governance structures and an engagement strategy for the planning process, planning partners should consider and come to agreement on how local governments will be involved and engaged (i.e., Will they have a special advisory role? Will their representatives be included in stakeholder advisory committees or engaged in a different way?)
- Engage with local government officials and staff early in the planning process so they are informed of what is taking place, and how they and their citizens can provide input. Explain the nature of the process (e.g., scope, timelines, and objectives), how decisions will be made, and how the concerns of local residents and local governments will be heard and addressed.
- Meet with local government officials and staff regularly throughout the planning process (including implementation) to provide updates and discuss concerns they may have.
- Engage with local governments using a mix of one-on-one meetings with local government officials and staff, presentations to council (or equivalent), and distribution of backgrounders, factsheets, maps and other useful material.
- If more than one local government overlaps within the planning area, consider meeting with their representatives collectively in special local government engagement meetings in recognition of their unique status and interests.

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[resource-use/land-water-use/crown-land/land-use-plans-and-objectives/policies-guides/policy\\_local\\_gov\\_involvement\\_limp.pdf](https://www.ubcm.ca/assets/Resolutions~and~Policy/Policy/First~Nations~Relations/2018_ubcm_mou_signed.pdf)  
Accessed: July 29, 2019.

<sup>7</sup> Union of British Columbia Municipalities and Province of British Columbia. “Memorandum of Understanding Between the Province of British Columbia and The Union of British Columbia Municipalities on Engagement With UBCM and Local Governments on Treaty Agreements, Non-Treaty Agreements and Indigenous Initiatives.” Available at: [https://www.ubcm.ca/assets/Resolutions~and~Policy/Policy/First~Nations~Relations/2018\\_ubcm\\_mou\\_signed.pdf](https://www.ubcm.ca/assets/Resolutions~and~Policy/Policy/First~Nations~Relations/2018_ubcm_mou_signed.pdf) Accessed: September 11, 2019.

- Look for opportunities to include local government or community representatives in technical working groups or in other advisory roles, so local perspectives and interests are represented at the planning table.
- Recognize that local government officials and their staff can be excellent sources of information on local land and resource use patterns and conflicts, community priorities and perceptions. They may also be useful sources of technical information (e.g. digital mapping).
- Provide local governments with factsheets, brochures, maps, backgrounders and contact information for provincial government staff who can provide information regarding the planning process so they can share that information with their constituents.

### 3.5 Ensure Adequate Budgets and Staffing

Adequate stakeholder engagement takes time and effort and requires financial resources. Ensure that the planning partners have a realistic understanding of the timelines and resources required. Secure sufficient multi-year funding and develop a plan for required staffing for both the planning and implementation phases. Be honest and transparent with stakeholder groups of the available engagement budget in order to manage expectations.

Budget items to consider include the following:

- Drafting of a detailed stakeholder engagement plan and conducting stakeholder analysis;
- Managing the logistics of stakeholder participation (e.g., organizing attendance, securing a venue for meetings, communicating to attendees, processing attendee paperwork and expense claims, booking travel and accommodation for stakeholders participating in advisory processes);
- Independent stakeholder work
- Third party meeting facilitators (see Section 3.8 – *“Consider a Third-Party Facilitator for Engagement Sessions”*); and
- Engagement venue (e.g. open house) and supporting materials (e.g. print advertising, posters and pamphlets).

### 3.6 Support Stakeholders

Consider setting aside dedicated funding (beyond travel and expenses) that stakeholders can apply for and access to finance their own engagement process with their sector/organization/constituents and conduct technical work in support of the planning process. Be transparent about the engagement process, as well as the planning tools and data sets that are available.

### 3.7 Use a Variety of Engagement Tools

Different audiences require different engagement tools at different times. Paying attention to this will increase the success of the engagement.

There are several different ways to engage with stakeholders and the wider community. A mix of straightforward, low-barrier and easy-to-access tools (e.g., posters, brochures) supplemented by more technical web-based collaboration and communication tools can be a very effective way to deliver information and acquire feedback. Recognize that, in many cases, face-to-face workshops, open houses, and town hall meetings can be the most efficient and effective way to deliver information, spark engagement and get meaningful feedback.

A word of caution: open houses and town hall meetings have the potential to end up profiled in the media. The GCPE Citizen Engagement Branch should be notified prior to finalizing plans for such engagement as they may be able to assist with planning and facilitation or may want to work it into your public engagement strategy.

It is important to meet stakeholders where they are at. Recognize that some may not have the technical know-how or time to interact via websites and social media. Other stakeholders may prefer to get their information and provide feedback through only one mode (i.e., using a mobile-friendly social media platform) and not through a standard traditional website.

Articulate key messages and distribute accurate information about the planning process in a way that reflects the perspectives and communication styles of the target audiences.

Avoid technical jargon and use simple, clear language. Include graphs, charts, comparative tables, illustrations, and maps to make it easier for stakeholders to understand complex information. In addition, consider the benefits of using anecdotes, success stories and imagery in communications to engage audiences on an emotional level.

Engagement tools should be determined in collaboration with the ministry GCPE shop and the Citizen Engagement team, and can include the following:

- Media releases
- Website linked to social media tools
- Social media tools including blogs (e.g. twitter)
- Feedback forms or questionnaires
- Interviews and surveys, including online polls
- Background documents and discussion papers
- Stakeholder meetings (if appropriate meetings can be recorded or streamed)
- Public meetings, open houses, and forums, with possible online components, such as webinars
- Seminars or workshops, including the use of webinars or podcasts

- Brochures, fact sheets, newsletters<sup>8</sup>, flyers and direct mail
- Notifications or articles in local newspapers, radio or websites
- Community and industry surveys
- Focus groups
- In-depth interviews and discussions recorded if appropriate for wider distribution via social media pages (e.g. Vimeo, YouTube, Dailymotion)
- Advisory forums, task forces and subject matter expert committees
- Displays and posters
- Face-to-face meetings, with or without online component (e.g. webinars)

Use of online engagement tools should be reviewed by a Ministry Privacy Officer or a Ministry Information Security Officer, as there are multiple considerations. As well, it is important to note that any contractors or service providers using online engagement tools are subject to the same privacy and security requirements as government staff.

A helpful resource for selecting the appropriate technology and social media tool(s) for an engagement process is “Considerations for Using Technology and Social Media in Resource Planning and Consultation Processes” by Tim Mock of TM New Media Inc. (originally included as Appendix A in the Ministry of Forests, Lands and Natural Resource Operations 2013 document “A Modern Community Engagement Framework”).<sup>9</sup>

*Appendix C - Stakeholder Participation Techniques* provides basic information about commonly used public and stakeholder participation techniques. Use of online engagement tools should be reviewed by a Ministry Privacy Officer or a Ministry Information Security Officer.

Formal TOR documents clarify the roles, responsibilities and procedures for stakeholder advisory groups.<sup>10</sup> TORs are helpful and necessary but drafting TORs that all stakeholders can agree on can be a challenge, and this can be a source of unnecessary conflict and delay. One solution is to use templated TOR documents and default to that version (unless there are concerns expressed by

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<sup>8</sup> See Appendix D for an example newsletter from the Atlin-Taku planning process.

<sup>9</sup> Available at: <https://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-industry/forestry/forest-health/mountain-pine-beetle/community-engagement-framework.pdf>

<sup>10</sup> Examples of TORs can be found on the MaPP and PNCIMA websites at the following links:

Marine Plan Partnership for the North Pacific Coast. 2017. “North Vancouver Island Marine Plan Advisory Committee Terms of Reference”. Available at: [http://mappocean.org/wp-content/uploads/2018/01/MaPP\\_MPAC\\_TOR\\_NVI\\_final.pdf](http://mappocean.org/wp-content/uploads/2018/01/MaPP_MPAC_TOR_NVI_final.pdf) Accessed: September 10, 2019.

Marine Plan Partnership for the North Pacific Coast. 2017. “North Coast Implementation Marine Plan Advisory Committee Terms of Reference (Final Version Revised)”. Available at: [http://mappocean.org/wp-content/uploads/2018/01/MPAC.NC\\_TOR\\_FINAL\\_RevisedOct2017.pdf](http://mappocean.org/wp-content/uploads/2018/01/MPAC.NC_TOR_FINAL_RevisedOct2017.pdf) Accessed: September 10, 2019.

PNCIMA Initiative. 2011. “Draft Terms of Reference for the Integrated Oceans Advisory Committee”. Available at: <http://www.pncima.org/media/documents/ioac/ioac-terms-of-reference-june-final.pdf> Accessed: September 10, 2019.

stakeholders regarding a specific term). When putting together a TOR it is important to reference how the Freedom of Information and Protection of Privacy Act (FOIPPA) applies to documents that are created in relation to engagement, touching on the use and disclosure of personal, confidential, or otherwise sensitive government information by group members.

### **3.8 Consider a Third-Party Facilitator for Engagement Sessions**

Credible third-party facilitators (e.g. consultants, reputable non-governmental organizations, or other body trusted by the public) can greatly improve the delivery of engagement sessions. Independent facilitators provide a neutral perspective and help build common understanding of complex issues. Facilitators also help planners and stakeholders stay focused on the initial meeting objectives by setting meeting goals, determining expectations and action items, and providing time and space for each participant to speak and be heard. When hiring a third party facilitator, all privacy and security schedules must be included.

### **3.9 Keep Good Records**

Complete and accurate record keeping is a necessary part of stakeholder engagement. The planning partners should arrange record keeping files as soon as stakeholders are formally involved and the rules and responsibilities for record management should be agreed to and documented in the terms of reference for the planning project.

Engagement efforts should be documented throughout the process so that input is properly captured and categorized, responses are tracked, and unresolved questions are easily identified. These records will be one way that the planning project will be evaluated, to look back on what was heard and how it was addressed in the final plan. It can also be of value to future planning partners when they are designing their own processes. Tracking systems can range from a simple word document, excel spreadsheet or access database, to specialized software designed to track engagement, manage communications and analyze the results.

Submissions and comments collected during engagement periods should be kept in an organized fashion to allow for easy reference of the material in the future. Ongoing content analysis, as submissions are received, can be effective and produce timely results for the creation of a summary of submissions.

Ensure that records of all public meetings are copied and distributed to the participant groups, and representatives are given the opportunity to provide feedback, as to whether their input was accurately and appropriately captured, before notes are officially circulated.

Individuals and groups who provide written submissions should receive written acknowledgment and should receive a copy of any summary of submissions produced.

### **3.10 Pay Attention to Who is Not in the Room**

Stakeholders who are not participating directly in the planning process can have an impact on the success of your plan. Determine ways to identify and keep non-participating stakeholder groups informed about what is happening at the planning table and what input is being provided by stakeholders who are participating (e.g., through project factsheets, newsletters, online updates). Look for opportunities in the planning process where non-participating stakeholders can be re-engaged effectively. If information is received from non-participating stakeholders, report back to them on how their input is being considered and will help to inform the process.

### **3.11 Leave Room for Informal Conversations**

Informal discussions and bilateral meetings between stakeholder groups (or between stakeholders and one or more planning partners) can be effective ways to share information and identify potential solutions that can then be brought back to the planning table for more formal discussion and decision making. Build in time for informal/casual group interactions between participants (e.g., field trips, site visits), allowing members to share their knowledge in an informal environment and gain new perspectives on the issues being discussed. Since it is unlikely that there will be detailed records of informal discussions, the planning partners should make clear to stakeholders that these meetings are for information sharing only, and that substantive discussion of options and decisions will be made at the planning table.

### **3.12 Protect the Integrity of the Process**

Be cognisant and adhere to the Credibility and Impartiality Principles (see Section 2) so that confidence in the process is maintained. Additionally:

- Manage expectations by providing stakeholders with a realistic understanding of potential outcomes of the planning process (e.g., that their input may inform the process, but the final plan may not address all of their concerns), their role in the process, and what they can and cannot influence. Use clear, straightforward communication regarding expectations, responsibilities and timelines.
- Engage stakeholders early in the process so that their interests are identified and considered in the final project scope.
- Provide stakeholders involved in advisory or technical working groups with a draft work plan with key milestones, meetings dates, deadlines and a description of key deliverables. This will allow them to plan to participate and manage their workload.
- If possible, avoid unilateral changes to stakeholder engagement process design and roles. This can generate distrust and frustration. If possible, engage stakeholders in design and changes to the stakeholder engagement process.
- Manage potential conflict by developing agreed-upon and transparent processes and mechanisms for managing and resolving conflict.

- Keep discussions focused on strategic issues and approaches and avoid, where possible, overly detailed operational conversations
- Put in place governance structures that allow most issues to be addressed at a technical level by working group members, with the opportunity to redirect unresolved issues to a higher-level forum for resolution.

### 3.13 Be Open and Honest with Stakeholders

Strong relationships are a key part of effective engagement. Being open and honest with stakeholders throughout the process will lead to more productive engagement.

- Maintain transparency by tracking advice given and responses made by provincial staff and planning partners through a public tracking document that is frequently updated.
- Make a commitment to meaningfully respond to stakeholder advice – this will build stronger relationships and trust if you can ensure that stakeholder advice is being fully considered and addressed where possible.
- Communicate plans and actions in a way that demonstrates openness to receive and respond to feedback (e.g., concerns and expectations of local communities and affected stakeholders).

### 3.14 Project Websites and Social Media

Sharing project information on both the Provincial Land Use Planning Engagement Platform (Engagement Platform) and partner Indigenous government websites is a great way to ensure project details reach a wide audience of Indigenous and non-Indigenous communities. The Engagement Platform supports all active provincial land use planning projects. Each active project will have its own dedicated project page to provide a consistent look, feel, and delivery of project information throughout the province. The Engagement Platform is also an online portal for public and stakeholders to submit comments during a plan's designated public engagement period. More information on this is described in Section 4.

Partner Indigenous governments are also likely to host project details on their respective websites. Best efforts should be made to keep project messaging consistent when sharing on multiple sites. Planning partners may also have preferred tools to support stakeholder and public engagement, such as third-party engagement sites and/or survey builders, that are more recognizable to their community members. It may be possible to use these tools concurrently with the Engagement Platform during a public engagement period, but it is best to first connect with RPAB and Citizen Engagement to confirm, plan, and coordinate using multiple engagement sites. If survey builders will be collecting personally identifiable information, it will need to be addressed as part of the PIA, as well a security review may be required. Where a security view is required, contact [nrm.infosec@gov.bc.ca](mailto:nrm.infosec@gov.bc.ca) for assistance.

Social media platforms should not be used as a primary location to host project information or collect stakeholder and public feedback due to privacy concerns and standards. However, building a 'shares' function into a website can be an effective way to share project updates through various social media platforms, like Facebook and Twitter, without compromising privacy or security. 'Sharing' the project will direct users back to trusted sites (e.g. the Engagement Platform) so that information is shared in a consistent manner and public comments can be collected securely in accordance with B.C. government standards. The Guidelines for Government Use of Social Media by B.C. Public Servants<sup>11</sup> is a helpful resource for more details. Additional information about using social media platforms should be directed to GCPE and Citizen Engagement.

### **3.15 Ensure the Right Information is Getting to the Right People**

Advisory committees and technical working groups can be a productive way to integrate stakeholders' input into the planning process. However, these venues are not the only places where stakeholders are engaged. Ensuring stakeholder advisory members are sharing accurate information about the project with their constituents will lead to a more successful planning process and avoid misunderstandings.

Planning partner representatives are encouraged to attend town council meetings, public events, open houses etc. and provide accurate information directly to interested parties (i.e. through flyers, posters and face-to-face discussions) to ensure that the most accurate and consistent information flows out to stakeholder groups, and the community at large. This can ensure that accurate information is being shared and serves as an opportunity to identify issues and concerns that are not being heard at stakeholder advisory tables.

Key messages for these engagements should first be approved through FLNRORD [GCPE](#).

### **3.16 Don't Forget About Engagement During Plan Implementation**

- Demonstrate that you are committed to plan implementation and will continue to engage with stakeholders throughout this planning phase.
- Engage stakeholders in the development of an effective implementation strategy and a lasting collaborative governance arrangement that provides for ongoing stakeholder engagement.
- Dedicate adequate resources to implementation (i.e., via a formal agreement)
- Where possible, continue the existing advisory processes and keep committee membership consistent for implementation phases – this can help maintain shared

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<sup>11</sup> Available at : [https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/services-policies-for-government/policies-procedures-standards/guidelines\\_for\\_government\\_use\\_of\\_social\\_media\\_by\\_bc\\_public\\_servants\\_june\\_28\\_2019.pdf](https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/services-policies-for-government/policies-procedures-standards/guidelines_for_government_use_of_social_media_by_bc_public_servants_june_28_2019.pdf)

institutional memory and build on the social capital that had been established during the planning process.

### **3.17 Be Aware of the Opportunities and Challenges of Third-Party Funding**

Third party funding has successfully supported provincial land use planning in the past by providing valuable resources to support planning activities through productive partnerships. A caution is that third-party funding can potentially cause challenges if it is perceived by some participants to influence the outcomes of the planning process. The B.C. government is currently working to develop a policy to provide clarity and guidance on managing third-party funding.

## **4. Provincial Land Use Planning Engagement Platform**

Regional project teams are encouraged to use the Provincial Land Use Planning Engagement Platform<sup>12</sup> to ensure consistent information on active land use planning projects is shared with stakeholders and the public, and to provide an easily accessible portal for stakeholders and the public to submit comments to the project teams throughout the life of the project.

Provincial government and Indigenous government partners may identify other appropriate technical tools to assist in community and stakeholder engagement for land use planning projects. Other information collected from alternative mechanisms should be incorporated into engagement summary documents then loaded onto the Engagement Platform.

The steps to be followed by project teams and RPAB staff during each phase of engagement are listed below.

### **Adding a Project to Site**

1. Project team notifies RPAB that the planning project is ready to be added to the Platform (Agreement is signed with First Nation to initiate land use planning).
2. RPAB notifies Citizen Engagement and GCPE about the new project.
3. RPAB and/or Citizen Engagement support project team to initiate the Platform access process (please refer to the LUP Platform Manual for instructions).
4. RPAB or Citizen Engagement to provide brief training to project team as well as review of the LUP Platform Manual (this includes the site content template and other important information).
5. Project team drafts website content. Regional Project Director and partner First Nation approval required.

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<sup>12</sup> See the website at: <https://landuseplanning.gov.bc.ca/>

6. Once all approvals are obtained (Project Director, GCPE, and partner First Nation), RPAB works with regional staff to upload approved content onto the Platform.

### Planning for a Comment Period

1. Project team meets with RPAB, Citizen Engagement and GCPE to discuss engagement objectives and timelines.
2. Project team drafts engagement-specific site content in the original content template. Regional Project Director and partner First Nation approval required. Applicable documents to support engagement (project info sheet, reports, etc.) are also forwarded for approval.
3. Project team forwards all content to RPAB for initial review. Project staff and RPAB determine if GCPE review and approval is required.
4. Project team works with GCPE to determine if a comment period announcement is required, and drafts supporting documents (e.g. Q&As, key messages, etc.) as needed.

### Launch

- Project team, partner First Nation, and GCPE coordinate a preferred date and time to launch the comment period.

### Closing a Comment Period

1. Project team makes necessary edits in the website content template to reflect updated status, including closing of engagement period and next steps (e.g., developing and posting a *What We Heard* report).
2. Project team closes the comment period and updates the project page with new content.

### Add a What We Heard Report

1. Draft *What We Heard* report is sent to RPAB for review and approval prior to posting online. Project team and RPAB will determine if GCPE review and approval is required.
2. *What We Heard Report* is posted to the documents tab on the Platform.

## 5. Engagement Case Studies

This chapter provides detailed case studies of stakeholder engagement carried out for two B.C. land use planning processes where the Province of British Columbia and Indigenous governments worked together as planning partners.

Each case study starts with a description of the planning process, summarizes how stakeholders and the public were engaged by the planning partners, and lists specific lessons learned and best practices identified by interviewees who participated in those processes.

## 5.1 Case Study #1 - Marine Plan Partnership for the North Pacific Coast

### 5.1.1 Description

[The Marine Plan Partnership \(MaPP\)](#) initiative is a partnership between the B.C government and 17 First Nations (the Partners) that developed, and is now working to implement, marine use plans for B.C.'s North Pacific Coast. The MaPP initiative used available best science and local and traditional knowledge to develop four sub-regional plans and a regional action framework.

The MaPP plans provide recommendations for key areas of marine management under provincial and First Nations jurisdictions and mandates. They inform decisions regarding the sustainable economic development and stewardship of B.C.'s coastal marine environment through implementation of spatial zones and objectives and strategies for addressing a range of issues and opportunities.

The four sub-regional marine plans were completed in April 2015 and the regional action framework was completed in May 2016. Implementation agreements formalizing governance and the Partners' approach to implementation were signed in August 2016. Implementation activities, based on priorities identified in the marine plans and the regional action framework, are now underway.

### 5.1.2 Stakeholder Engagement Approach

The Partners used an "intensive advisory-based approach" to engage local governments, stakeholders, and the public in the creation of the four sub-regional plans and a regional action framework. **Figure 1** summarizes the approach.

**Figure 1: MaPP Engagement Approach**

Stakeholders	Local Governments	Science	Public
<ul style="list-style-type: none"><li>• Advisory committees (four sub-regional, one regional)</li><li>• Bilateral meetings</li><li>• Workshops</li><li>• Correspondence</li></ul>	<ul style="list-style-type: none"><li>• Advisory committees</li><li>• Council meetings</li><li>• Correspondence</li></ul>	<ul style="list-style-type: none"><li>• Advisory committee supported by independent science coordinator</li></ul>	<ul style="list-style-type: none"><li>• Open houses</li><li>• Newsletters</li><li>• Surveys</li><li>• Website</li><li>• Social media</li></ul>

Stakeholder advisory committees were made up of a wide spectrum of stakeholders and local government interests, with one provincial co-lead and one Indigenous co-lead for each advisory committee. The co-leads coordinated committee meetings, presented draft planning materials and captured/responded to advice and comments received. Planning products were produced by planning teams, then taken to advisory committees for feedback.

52 marine stakeholders (plus alternates), representing 10 sectors and 22 coastal communities, and interested members of the public across coastal British Columbia provided input and advice during the planning process. Some stakeholders from the commercial fishing and transportation sectors chose not to engage in MaPP through the advisory committees and influenced planning outcomes through political channels.

Areas of interest/sectors represented on the advisory committees were as follows:

- Marine science and academia
- Commercial tourism
- Public recreation
- Shellfish aquaculture
- Finfish aquaculture
- Marine conservation
- Commercial fisheries
- Fish processing
- Coastal forestry
- Public recreational fishing
- Recreational fishing service providers
- Renewable energy
- Non-renewable energy (regional table only)
- Marine transportation
- Marine infrastructure
- Local government (regional districts and municipalities)

While most committees were organized by sector, one committee on Haida Gwaii selected its members based on their individual knowledge and experience. Committee members were selected through a formalized process. MaPP technical teams sent invitations, nomination forms and draft terms of reference to stakeholder groups, interest groups and local governments seeking advisory committee nominations for members and alternates. Prospective members and alternates were then screened and selected by the technical teams (and approved by MaPP executive) based on criteria including their suitability to represent their sector or interest, their technical expertise and their ability to collaborate effectively with others in discussions.

Selected members were drawn from a wide range of backgrounds, some with specialized expertise, some representing formal or informal aggregates or associations. While there was a preference for individuals who lived or worked within the sub-region, members who came from larger centers outside of the regions were able to access additional expertise for review of draft components.

Each advisory committee met once every two months for 2 – 3 days per meeting. Between meetings, committee members met with constituents and provided feedback to the MaPP partners. Planners then reviewed collected feedback and integrated advice into a new draft to review at the next meeting. In addition, a science advisory committee provided expert technical and scientific advice supported by a science coordinator.

In addition to paying for travel and expenses for advisory committee members, a stakeholder support fund was set aside that committee members could apply for to pay for supporting work and

engagement they did within their own organizations or sectors to inform the work of MaPP. Interviewees noted that this funding allowed participants to integrate their own work into the planning projects and created more investment and buy-in. Over the three-year planning phase, approximately \$800,000 was allocated to stakeholder engagement.<sup>13</sup>

A science advisory committee (comprised of scientists with expertise in ecological, economic, social and/or cultural aspects of the North Pacific Coast's marine environment) provided multidisciplinary technical and scientific advice and knowledge. The committee was supported by an independent science coordinator, hired by MaPP. This approach helped lend scientific credibility to the process and planning products.

Public engagement was guided by a jointly developed communications strategy that included a detailed and interactive website with videos, feedback forms, newsletters, information on committee meeting summaries, and community open houses. Over a period of six weeks, members of the public were invited to share their ideas and perspectives on the draft spatial zones and associated area-specific recommendations for uses and activities. Feedback was considered by the partners in the preparation of the final draft plans brought forward for decision.

MaPP's engagement strategy was guided by provincial government requirements for consultation on the development of policy, as well as the lessons learned from other land use planning processes (e.g., Coastal Land and Resource Management Plans (LRMPs), Pacific North Coast Integrated Management Area (PNCIMA) and Great Bear Rainforest). The marine plans are policy-based and therefore require a different level of engagement with stakeholders, other governments, individual rights owners, and the general public than do plans that contain legal objectives.

MaPP focused on encouraging dialogue with stakeholders and coastal communities, working towards consensus (but not requiring consensus), providing adequate resources to enable inclusivity and active engagement and participation, and commitment to accountability to achieve a high level of input, trust and buy-in. The advisory process was designed to allow for:

- **Openness and transparency** with regards to how the plans would be developed, including how engagement feedback would influence plan development.
- **Informed input** by local government, stakeholders and the public. Government technical teams would provide a detailed review with each advisory committee on draft components and associated resources used in developing those components.
- **Inclusiveness** through consideration of advice and feedback from a broad spectrum of stakeholders and local governments at regional and sub-regional levels, as well as through strong public communications outreach and open houses.

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<sup>13</sup> This level of funding for stakeholder participation reflects the resources made available to the Marine Plan partners through a public/private funding model. Planning processes with more limited resources may not be able to fund stakeholder participation to this level.

- **Responsiveness** through a rigorous engagement with stakeholders during plan development. This was to occur through committee meetings and, in some sub-regions, through iterative meetings by the governance partners with individual sectors to resolve technical issues.

Key aspects of the engagement approach included:

- a high frequency of meetings with broad representation at advisory committees;
- financial support for stakeholders to engage their own constituents/sectors and attend meetings; and
- an iterative cycle of input and discussion using detailed advice logs to track advice from advisory committee members and the partners response to that advice.

MaPP's approach to engagement resulted in strong stakeholder influence on the planning process and its outcomes, and consequently strong stakeholder trust and support from those who formally participated.

### **5.1.3 Ongoing Engagement**

The MaPP partners recognize that keeping stakeholders and other levels of government engaged is key to the successful implementation of sub-regional marine plans and the regional action framework. Funding is allocated annually to support ongoing engagement through the advisory committees. Members provide advice on specific projects, review draft technical documents, and in some cases help set priorities for spending.

During implementation, a variety of communication tools and products are used to report out on MaPP progress, including:

- **MaPP website** – The MaPP website serves as a vehicle for communicating regional and sub-regional announcements, updating on progress and status of regional and sub-regional activities, providing access to completed reports, and providing notification of contract opportunities.
- **Facebook** – Posts alert followers to new communications products, new reports completed by MaPP and/or partners, meetings, workshops and conferences, and contract opportunities.
- **Newsletters** – MaPP newsletters continue to feature unique stories related to implementation.
- **Annual reports** – MaPP tracks implementation progress through annual reports that highlight the projects and activities planned for the year and the Partners’ successes and challenges.
- **Videos** – MaPP recently completed a video describing the benefits of MaPP.
- **Infographics** – These short communications products use visuals combined with text to communicate information quickly and clearly.
- **Presentations and publications** – MaPP partner staff and contractors continue to participate in, and contribute to relevant workshops, conferences and symposia to disseminate planning and implementation experiences and successes. The Partners are also working on a series of six papers to be published in a peer-review journal describing key elements of the partners’ approach to planning and implementation, as well as lessons learned.

The MaPP Partners also have their own individual tools for communicating internally and externally and continue to use these tools to disseminate information about MaPP.

## 5.2 Case Study #2 - Atlin-Taku Land Use Planning Process

[Yukon Land Use Planning Council website](#)

### 5.2.1 Description

In 2008, the Province of B.C. and Taku River Tlingit First Nation (TRT) entered into the *Framework Agreement for Shared Decision-Making Respecting Land Use and Wildlife Management* (the Framework Agreement). The Framework Agreement established a government-to-government Joint Land Forum (JLF) to oversee the development and implementation of plans for the sustainable environmental management of lands, waters and resources in the Atlin Taku area (Taku River Tlingit First Nation and the Province of British Columbia 2011a). It also provided the forum for land use planning and collaborative wildlife management and established a shared decision-making arrangement (Taku River Tlingit First Nation and the Province of British Columbia 2011b).

The JLF oversaw the implementation of the agreement, including development of a strategic land-use plan for the Atlin-Taku area. A technical working group (TWG) with representation from B.C. and the TRT was subsequently appointed by the JLF to undertake detailed work as land-use planning products were developed. TWG tasks included information gathering, consulting with stakeholders, providing technical analysis, and preparing and revising draft products in consideration of community and stakeholder input and JLF direction (Taku River Tlingit First Nation and the Province of British Columbia 2011b).

Negotiations between the parties subsequently resulted in the *Wóoshtin wudidaa Atlin Taku Land Use Plan* governing 3.1 million hectares, including the Atlin Lake and Taku River watersheds. The land use plan provides resource management direction and zoning for operational land and resource-based activities within the planning area and will guide planning processes at the more detailed scale (Taku River Tlingit First Nation and the Province of British Columbia 2011b).

### 5.2.2 Stakeholder Engagement Approach

The JLF was directed to involve the local community of Atlin, B.C. and stakeholders in the planning process and provide them with an opportunity for review and comment on draft plan products and undertook an extensive engagement process. Stakeholders included:

- Resident hunters and fishermen
- Commercial fishery operations
- Guide outfitters
- Trappers
- Mineral exploration and development sector
- Conservation organizations

The stakeholder engagement strategy was developed by an independent facilitator to ensure consistency with best practices for public involvement, was reviewed by members of the community and stakeholders, and jointly approved by B.C. and the TRT. For more information on the engagement strategy, see the following document:

Erlandson Consulting Inc. 2008. "Community and Stakeholder Involvement in Planning in the Atlin Taku Region, Recommendations to the Joint Land Forum".<sup>14</sup>

Interviewees noted that much of the stakeholder engagement work was completed by government independent from TRT. This was viewed as satisfying the provincial government's responsibility to consider the interests of non-TRT constituents. Additionally, TRT had initially expressed some reservations regarding engagement with the broader non-TRT community in Atlin as part of the

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<sup>14</sup> Available at: <https://archive.org/details/FINALAtlinEngagementStrategy170308>

planning process. However, over time, TRT became more comfortable with participating in community and stakeholder engagement.

There was a joint TRT and provincial government engagement plan with side-tables allotted for specific issues or stakeholders. Stakeholder workshops were jointly led by TRT and the provincial government and communications out to the community and stakeholders were co-developed.

The Village of Atlin nominated three residents to represent their community in land-use planning discussions with British Columbia and the TRT. One of these community representatives was subsequently appointed by what was then the Minister of Agriculture and Lands to serve as one of B.C.'s three representatives on the JLF. Open houses and technical multi-party workshops were convened in Atlin between June 2008 and June 2010 and allowed detailed review and discussion of draft planning products. Workshop outcomes were integrated into the development and refinement of the land use plan.

Local community representatives and stakeholders provided input on areas of special interest through a community mapping process. Areas of interest were identified based on their importance for recreation, hunting and gathering of food and other resources, as well as areas of cultural or historical significance. This information was used as a data layer and was integrated into the planning process.

Additional tools and strategies for community and stakeholder involvement included:

- One-on-one meetings between JLF/TWG representatives and community or stakeholder individuals and groups
- Regular updates through newsletters and a dedicated website
- Providing residents with access to technical information and key draft planning products (e.g., maps, documents) through the local government agent's office in Atlin
- Information and updates on the land-use planning process were made available to the broader public on the joint B.C.-TRT website.

Longstanding, unresolved conflicts in the local community generated initial opposition to the planning process. Community members were worried that the planning process would limit use in the Atlin area by non-TRT community members. In response, the planning partners concentrated on building trust among the local non-TRT community. Events included holding lunches and dinners for community members. Community representatives chosen by the local community improvement group and local government counsellors attended several meetings with the TRT. The community representative's assignment was to represent the interests of the broader non-TRT community and communicate back to the community what took place at the engagement meetings. In addition, provincial government representatives held one-on-one meetings with community members and key stakeholders to encourage an open and frank discussion regarding the planning process and their concerns.

### **5.2.3 Ensuring Access to Information**

The planning partners used a website to provide information to interested parties. The website was straightforward and updated by staff as applicable throughout the planning process. Interviewees commented that, ideally, a website would be replaced or supplemented by a social media presence (especially Facebook given the high level of adoption and the higher profile it would provide).

Internet access was an issue for many community members since many in the area depend on dial-up access. Data-heavy products were sometimes not helpful, difficult to access and were expensive to download. In response, the planning partners used Atlin government offices as an information distribution point where a binder with updated information sheets, maps and background packages were kept and available to anyone who wanted to review.

When government staff involved in the planning process went out to engage with stakeholders, they brought multiple copies of printed materials and maps. Upon completion of the land use plan, community members and stakeholder groups were sent email updates of the plan's implementation.

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### **Interviews:**

Fred Oliemans, Regional Manager, Skeena, Negotiations and Regional Operations Division, Ministry of Indigenous Relations and Reconciliation

Karen Topelko, Marine Resource Planning Specialist, Regional Operations Division - Coast Area, Ministry of Forests, Lands, Natural Resource Operations and Rural Development

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## 7. Glossary and Abbreviations

<b>CE</b>	Citizen Engagement
<b>FLNRORD</b>	Ministry of Forests, Lands, Natural Resource Operations and Rural Development
<b>GCPE</b>	Government Communications and Public Engagement
<b>IAP2</b>	International Association for Public Participation
<b>IOAC</b>	Integrated Oceans Advisory Committee
<b>JLF</b>	Joint Land Forum
<b>LRMP</b>	Land and Resource Management Plan
<b>MaPP</b>	Marine Plan Partnership
<b>NGO</b>	Non-Government Organization
<b>OCP</b>	Official Community Plans
<b>PNCIMA</b>	Pacific North Coast Integrated Management Area
<b>RGS</b>	Regional Growth Strategy
<b>RPAB</b>	Resource Planning and Assessment Branch
<b>TOR</b>	Terms of Reference
<b>TRT</b>	Taku River Tlingit First Nation
<b>TWG</b>	Technical Working Group

## Appendix A - Sample Stakeholder Analysis Worksheet

Stakeholder	Interests	Subject Matter Expertise/Information Source	Previous History - Involvement in Other Planning Projects	Level of Engagement (inform, collaborate, consult)
Stakeholder #1				
Stakeholder #2				
Stakeholder #3				
Stakeholder #4				
Stakeholder #5				
Stakeholder #6				
Stakeholder #7				
Stakeholder #8				
Stakeholder #9				
Stakeholder #10				

## Appendix B - Sample Communications Planning Table

Stakeholder	Representative (Contact Information)	Communication Opportunities	Engagement Channels	Communication Activities	Start	End	Lead	Resources	Estimated Cost	Comments
Stakeholder #1										
Stakeholder #2										
Stakeholder #3										

## Appendix C - Stakeholder Participation Techniques<sup>15</sup>

	Description	Purpose/Objectives	Timing	Membership	Setting/Location
Stakeholder advisory group	Formal group or committee set up to provide direct comment to the planning partners throughout the planning process.	The stakeholder advisory group is established so that there is consistent stakeholder participation throughout the planning process	A group should be formed before the terms of reference for the planning process are finalized.	Composed of representatives of all stakeholder interests in the planning area who have responsibility to report to their constituencies. Should have the demonstrated endorsement of their constituencies.	The location and facility must be accessible and reasonably convenient to the majority of the participants. If groups are geographically dispersed, it is important to have representatives attend a central workshop.
Working group	Small and informal working groups bring together selected people with a range of perspectives on a topic.	The objective is to discuss and assess the general issues of importance, determine priorities and establish preferences for general procedures and terms of reference. Working groups are also set up to specifically address technical issues such as information gathering and analysis.	Working group meetings may be held early in a process as part of preliminary organization. During the later stages, a working group of public interest and agency representatives, concerned with a particular aspect of a project, might also be formed.	Working groups should be small and informal, attended by not more than 10 persons. The attendees should represent a cross-section of perspectives. Representation of official interest group positions is not desired at such sessions. The facilitator or chairperson of a working group must be perceived as neutral.	Informal settings, usually removed from the premises of any of the planning participants.
Planning workshop	Joint working sessions attended by representatives of all participants and stakeholder groups.	The objectives include exchanging background information, evaluating information needs, and developing consensus on procedures, terms of reference, resource unit delineation and negotiating management direction.	Planning workshop(s) should start early in the process and continue to be held throughout it.	Delegated representatives of all interest/stakeholder groups and participating agencies. During informal, preliminary meetings, ask each group to identify a representative (and alternates) to attend such subsequent workshops and meetings.	The location and facility must be accessible and reasonably convenient to the majority of the participants. If groups are geographically dispersed, it is important to have representatives attend a central workshop.  Consult with all groups to determine a central location and time; these should be decided at general meetings.

<sup>15</sup> Adapted from materials originally published in Appendix 2 in the following document: Province of British Columbia. 1993. "Public Participation Guidelines for Land and Resource Management Planning." Available at: [https://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-industry/natural-resource-use/land-water-use/crown-land/land-use-plans-and-objectives/policies-guides/lrmp\\_public\\_participation\\_guidelines.pdf](https://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-industry/natural-resource-use/land-water-use/crown-land/land-use-plans-and-objectives/policies-guides/lrmp_public_participation_guidelines.pdf) Accessed: April 1, 2019.

	Description	Purpose/Objectives	Timing	Membership	Setting/Location
Forums, seminars and conferences	Formal or semi-formal events	Share and learn about technical information and ideas presented by a range of experts.	Scale and formality are dependent upon the nature of the project. They are held when there is a need for all participants to obtain a common understanding of technical issues.	Delegated and invited representatives of all interest groups and other invited members of the public; representatives (including working level and decision level) of participating agencies; experts from government, academia, and the private sector	A location central to the geographic scope of the project and the distribution of participant groups.
Interest group consultations	Informal meetings between representatives of the planning partners and interest groups. Each group warrants a separate meeting.	Initiate direct dialogue with each major interest group (such as guide-outfitters, farming associations, tourism operators, outdoor recreation groups, forest companies, environmental associations, energy and mining representatives). Opportunity to discuss the general nature of the project and to exchange preliminary information about issues, values and objectives, as well as tentative procedures and terms of reference. Substantive discussion of issues or their resolution should not occur at such meetings.	These discussions should occur early, during preliminary organization, but may also be necessary or appropriate if specific disputes or communication problems develop that may be best resolved by private discussion.	Representatives of the planning team or the professional facilitator meet with each interest group.	Meetings may be preceded by telephone discussion, depending on the distance between the planning partners and the interest group. If a facilitator is used early in the process, he or she may also wish to contact the groups personally. The personal consultations are best held at locations chosen by each interest group and may be private offices or facilities.  Alternatively, a no-host meeting room may be rented.

	Description	Purpose/Objectives	Timing	Membership	Setting/Location
Community meetings	Public meetings are normally semi-formal or formal sessions with registered and unregistered presentations. Be aware that this format can be volatile and may not be appropriate in circumstances where there is significant tension among interests.	These are structured opportunities for the general public to hear and make comment. Public groups, government agencies and the general public are encouraged to attend, listen, raise questions and make presentations to the chairperson, panel, or facilitator.  <b>Where appropriate, stakeholders may be invited to provide their perspectives and thoughts about the planning process and how their issues and concerns are being addressed.</b>	Public meetings should be well advertised and normally occur in the early stage of a planning process, or in the later stages of a planning process when a consensus management direction or range of options has been proposed.  Such meetings should occur mid-week evenings or, if appropriate to the community, on Saturdays. Public meetings should not normally be scheduled on holidays, during peak vacation periods, or during periods when major portions of local populations (e.g. commercial fishers) may be absent.	Public meetings are open to all. They should be chaired by a neutral party.  <b>Stakeholders may be invited to attend to provide their perspectives and answer questions from the public on how they are contributing to the creation of the plan.</b>	Determine appropriate venues, considering public access.  Most public meetings on significant local issues require venues with seating for 200 - 400 people at a central location.
Open houses	Event typically with formal and informal aspects – anyone interested can attend to learn and ask questions	These are events where information is publicly displayed. They allow the general public to informally meet members of the IPT and official public representatives (if they have been chosen).  <b>Where appropriate, stakeholders may be invited to provide their perspectives and thoughts about the planning process and how their issues and concerns are being addressed.</b>	Since open houses are focused on providing information, they should be used early in a process, in conjunction with public meetings, or at stages when important information has been assembled. Weekday evenings or Saturdays are normally considered acceptable. Allow approximately two months to plan and organize these sessions.	Open to all interested people. Hosted by the planning partners and public representatives.  <b>Stakeholders may be invited to attend to provide their perspectives and answer questions from the public on how they are contributing to the creation of the plan.</b>	These sessions are best held in localized community centers. It is important to ensure that all communities encompassed by or potentially affected by a project are provided with equal opportunities to learn about the project.

## Appendix D – Example Newsletter

# Atlin Taku Land Use Planning NEWSLETTER · March 2015



### CO-CHAIR MESSAGE

Both the Province of British Columbia and the Taku River Tlingit First Nation are pleased to report that the sustained efforts expended on the Atlin Taku Land Use Plan and G2G Agreement continue to pay significant dividends in terms of a productive relationship and significant changes on the ground that reflect our commitments to each other and our understanding of each others' interests. We look forward to continuing this positive relationship.

### OPEN HOUSE

**An OPEN HOUSE will be held the evening of April 15<sup>th</sup> at 7pm in the Atlin Inn.** An opportunity to meet the Forum members, hear what's been happening and get your questions answered.

### RECAP

On July 19th, 2011, the Province of British Columbia and the Taku River Tlingit First Nation signed the *Wóoshtin wudidaa/Atlin Taku Land Use Plan* and the *Wooshtin yan too.aat/Land and Resource Management and Shared Decision Making Agreement*, (the Government-to-Government Agreement — G2G Agreement).

The Government-to-Government Agreement is the framework outlining how both governments will work together in a predictable and effective manner.

For over three years, the Province and the TRTFN have been working together to implement both the Land Use Plan and the G2G Agreement. This includes the designation of Protected Areas, and other designations established in the Land Use Plan such as the Non-Commercial Forest Harvest Zone and Cultural Sites. The parties have also established a number of working groups (updates below) and have had ongoing meetings to discuss progress, resolve issues and continue building a positive and productive relationship. The main focus the past few years has been on increasing the effectiveness of engagement so that more effort can be focussed on high priority topics.



## RECENT PROGRESS

### PLACER JOINT INITIATIVE

A Best Management Practices Guidebook for placer mining - jointly produced by the Atlin Placer Mining Association, the Taku River Tlingit First Nation and the Province - has been approved by the Province and is operational. A workshop will be held in spring 2015 to provide information to placer operators regarding individual Best Management Practices and how to implement them into the planning and operations of their mine sites.

<http://www.env.gov.bc.ca/wld/BMP/bmpintro.html#third>

The Placer Open House and information session will be scheduled in the spring – date to be announced.



### BLUE CANYON WORKING GROUP

At the November 2014 Government-to-Government Forum, recommendations from the Blue Canyon Joint Initiative were received and approved. This initiative was formed to clarify management direction with regard to net land disturbance provided in the Blue Canyon / At Xá Koogu Area Specific Resource Management Zone (ASRMZ) section of the Atlin Taku Land Use Plan.

The accepted recommendations are as follows:

- A commitment by both governments to on-going technical cooperation and the adoption of an adaptive management approach for the Blue Canyon / At Xá Koogu ASRMZ;
- Collaboration on all aspects of the research project with UNBC;
- Review and annual updating of map products to reflect changes in the scope and extent of mining activity, based in part on GPS data included in summary reports from each mining operator at end of each operating season;
- An agreement to (a) limit the increase in disturbance from placer mining in any given year to no more than 10% above the baseline (2011) level, and (b) to ensure that over any five-year period, the average level of net land disturbance must not exceed the 2011 baseline; and,
- A commitment to develop and implement a *Reclamation Strategy*, to reduce the footprint of disturbed areas, in part by reclaiming disturbed areas that are not adequately recovering and are no longer subject to an active tenure (i.e. 'legacy sites'); and,
- Annual reporting to the G2GF on continuing efforts to improve management in the Blue Canyon / At Xá Koogu ASRMZ.

BC and TRT have also agreed to continue to work together to ensure consistent implementation of the Atlin Placer Mining Best Management Practices Guidebook.

### FISH AND WILDLIFE WORKING GROUP

The Fish and Wildlife Management Working Group (FWMWG) continues to build on the positive working relationships that have developed over the past few years. Monitoring priorities for 2015 have been finalized with caribou, sheep, moose and grizzly bear populations in the vicinity of Atlin Lake identified as top priorities. Moose surveys in the Atlin East area have been completed. The FWMWG has also been discussing additional monitoring of sheep in Atlin East. In the summer of 2014, BC representatives came to Atlin to train TRTFN personnel in the protocol for collecting tissue samples for monitoring wildlife diseases. This is part of a larger initiative to increase wildlife disease monitoring in the Territory.

Another activity that took place in summer 2014 were fisheries surveys on Atlin Lake conducted in cooperation between BC, Yukon and TRTFN. Preliminary results indicate that the lake trout populations in the lake remain healthy. Final reports for this work are anticipated later this summer.

The TRTFN continue to collect First Nation harvest data from its citizens as part of their commitment to the G2G process.

A community meeting in Atlin is tentatively scheduled for late spring 2015 to discuss the results of the various fish and wildlife surveys that have been undertaken and to update the community on the ongoing progress of the FWMWG.

### PROTECTED AREAS MANAGEMENT PLANNING

On April 9, 2014, the remaining portions of Indian Lake – Hitchcock Creek/Át Ch'ini Shà and Upper Gladys River/Watsix Deiyi Conservancies were established, totalling 33,090 hectares. Eighty-five percent of the area recommended to be protected area in the Land Use Plan is now designated. The Protected Area Working Group is continuing to work on the final stages of the Monarch Mountain/A Xéegi Deiyi and Tutshi Lake/T'ooch' Áayi Conservancy management plans. Draft management plans for Mount Minto/K'iyán and Golden Gate/Xáat Yádi Aani Conservancies will be available for public review and input in 2015.

### MINERALS WORKING GROUP

This new working group was established as a result of merging the Placer Joint Initiative and the Blue Canyon Working Group. The Minerals Working Group will build on the outcomes of the two previous working groups, and, where needed, generate recommendations related to the management of mining and mineral exploration activities.

### THREE YEAR EVALUATION REPORT — HIGH LEVEL SUMMARY

The Government-to-Government (G2G) Forum recently completed a 3-year evaluation report to assess the effectiveness and efficiency of shared decision making structures, processes and initiatives, and measure progress made in achieving the stated purposes and outcomes in the Agreement.

The evaluation was undertaken by BC and TRTFN technical staff and involved the development of an online survey, which was completed by Forum representatives, engagement coordinators, and members of joint initiatives. The survey was also completed by decision makers from both the Province and the TRTFN, as well as selected Atlin community members.

Key outcomes of the survey:

- Much focus has been on the implementation of the G2G Agreement and the Land Use Plan, including the establishment of the Forum and Joint Initiatives.
- Significant improvements have been made in terms of improving the understanding of each party's interests, reducing conflict and strengthening respectful working relationships.
- The effectiveness of the G2G Forum was rated at 72% by those most closely involved.
- Ratings of the effectiveness of the five JIs established under the G2G Agreement varied considerably, from 87% for the Placer Joint Initiative, 84% for the Protected Areas Working Group, 71% for Blue Canyon, 65% for Fish and Wildlife Management Working Group and just 19% for the Joint Research and Monitoring Initiative.

Although opinions vary, the G2G Agreement is viewed by some as a historic agreement between TRTFN and BC that deserves to be supported and continued. In this context, there is a need for on-going reflection and learning among all those involved.

Local community members in particular are calling for more communication about implementation efforts, and further opportunities for direct involvement.

The Forum will discuss the results of the evaluation and make any necessary recommendations at the Forum meeting in April.



### WHAT'S NEXT

The next TRTFN – BC Forum meeting is scheduled for April 14th and 15<sup>th</sup> in Atlin.

For more information please contact:

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