



Lessons Learned in Conservation Planning & Multi-Stakeholder Planning: The Muskwa-Kechika Management Area

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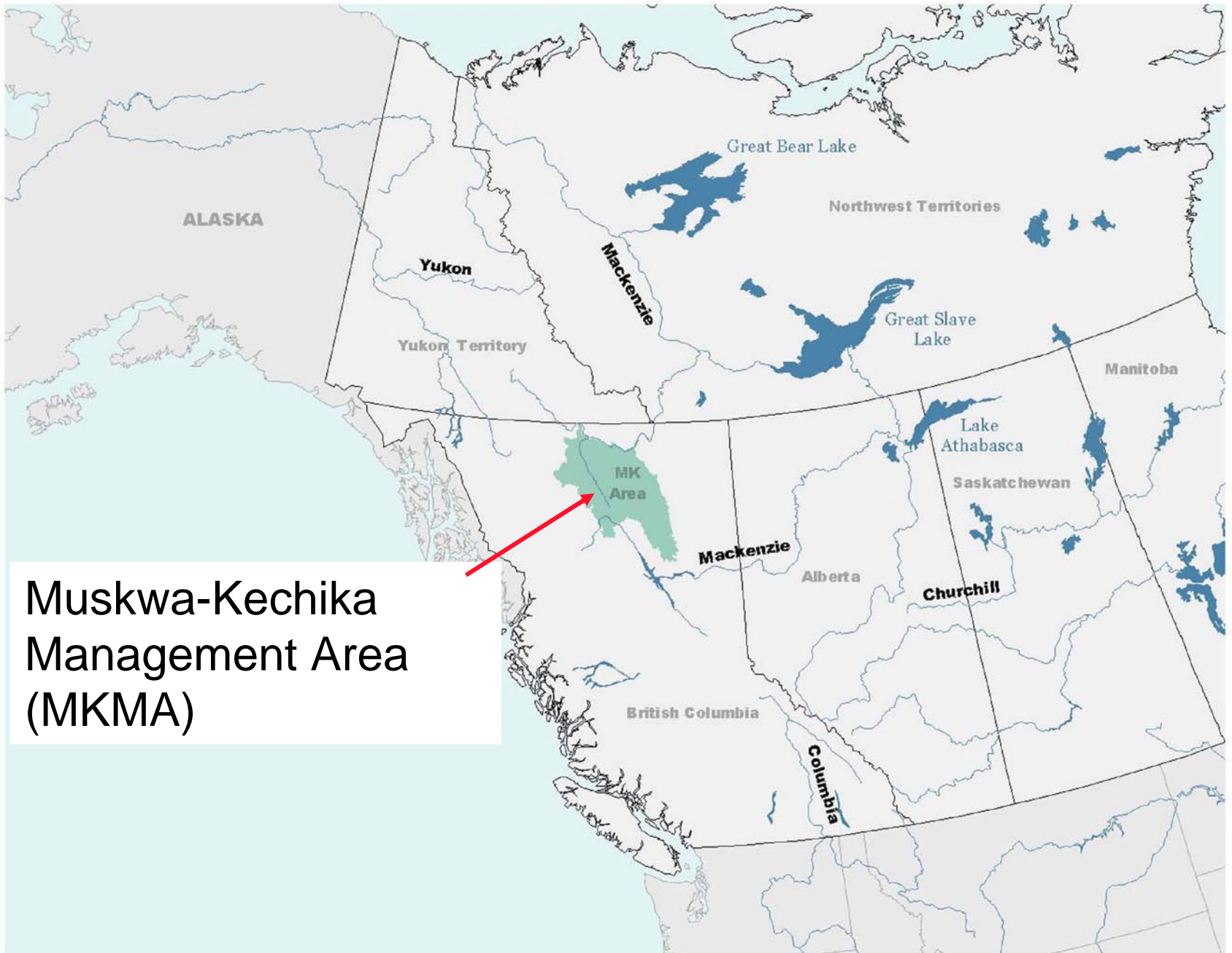
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Summary

- MKMA represents an extraordinary and valuable example of collaborative management intended to deliver ‘world class management’:
 - Illustrates many attributes necessary for success and their interdependence/complexity, many lessons
- MKMA has failed to deliver on promise:
 - Multiple small failures in design or implementation have reached a ‘tipping point’—model has lost its coherence
 - Government’s expectations shifted in 2001 but not clearly articulated, or not well understood/accepted by others
 - Agencies remained at arms length from most redesign efforts
 - Advisory Board was not able to drive the agenda or deliver innovative solutions to government
- Collaborative management arrangement ‘on its last legs’:
 - MKMA itself remains relatively intact—options remain
 - Without intervention, the opportunity to realize world class management in the MKMA will slip away

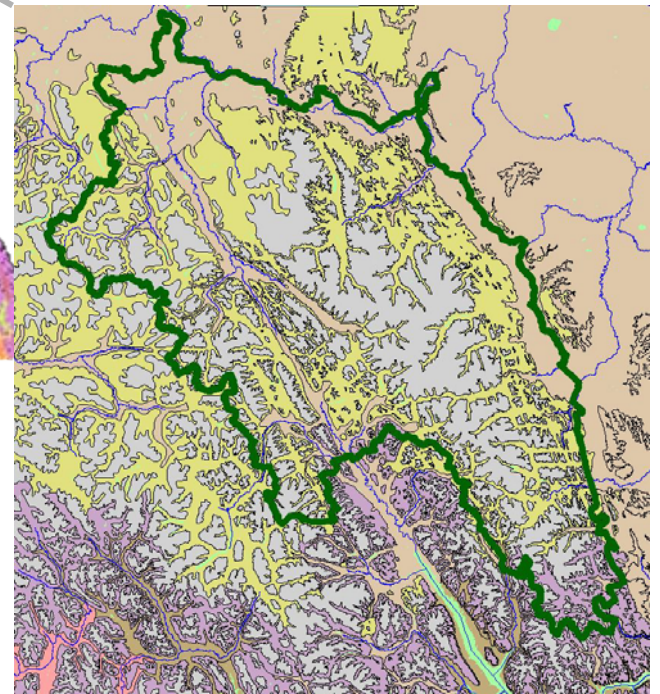
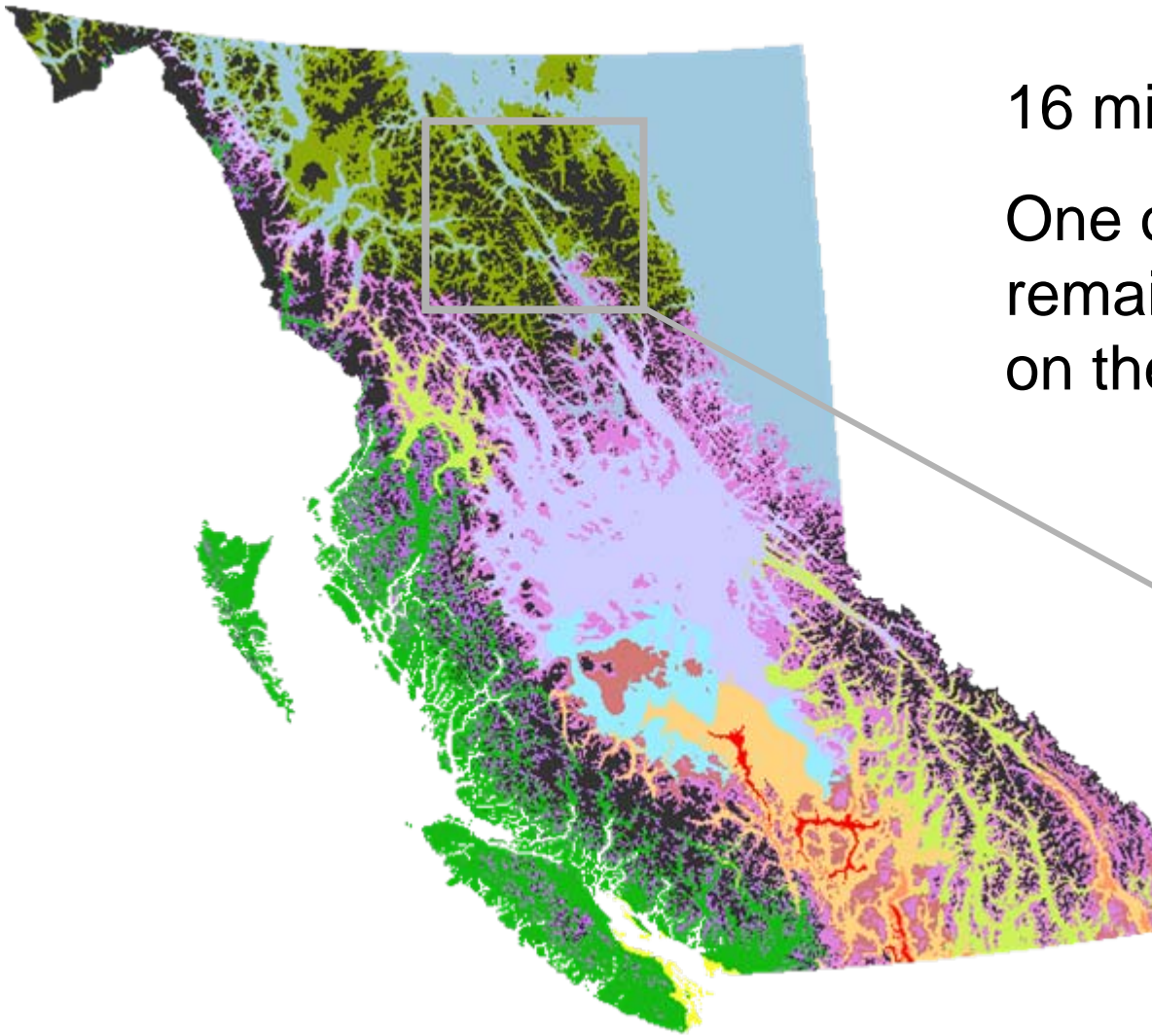


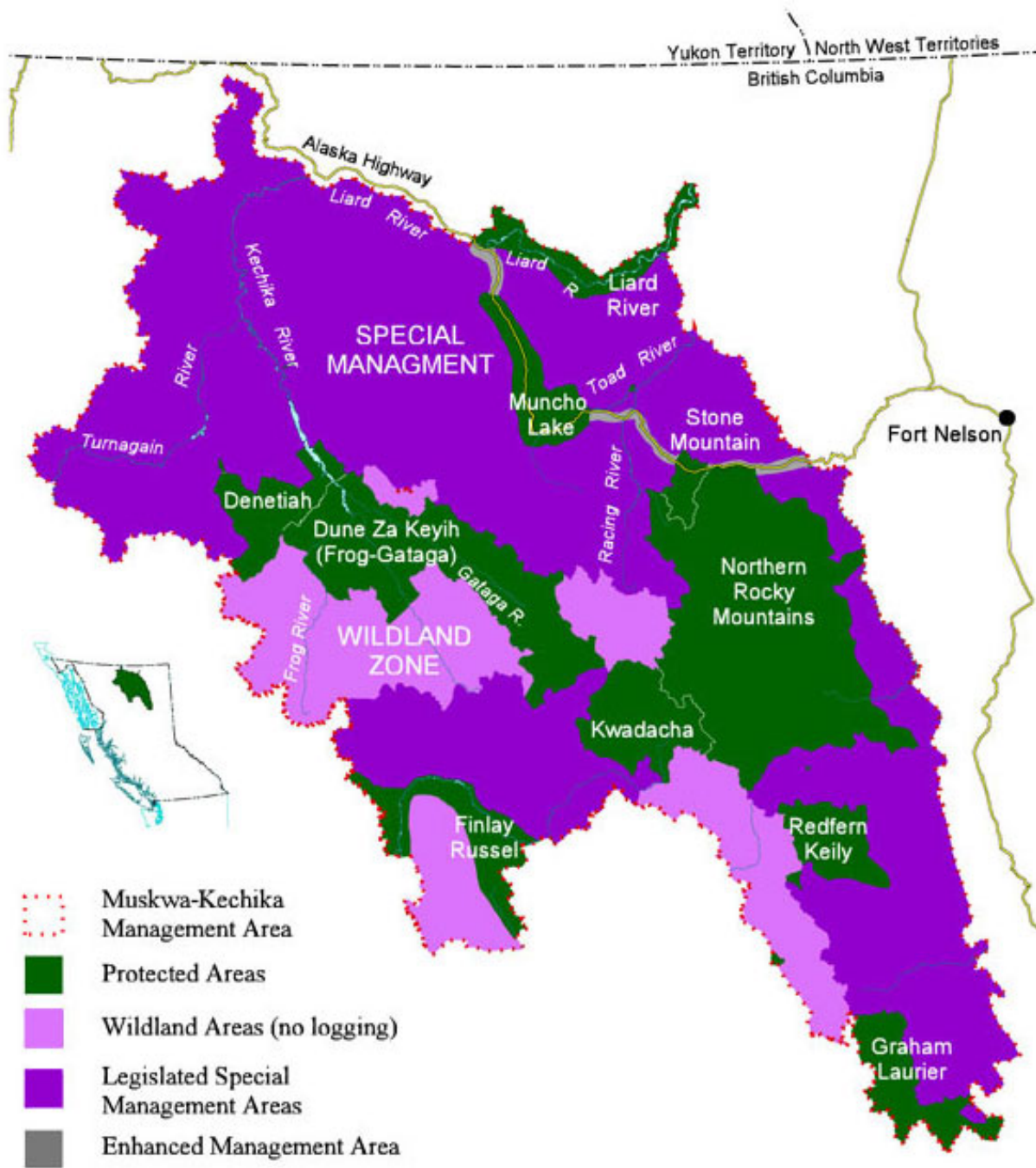


Muskwa-Kechika
Management Area
(MKMA)

16 million acres/6.4Mha

One of the largest remaining intact regions on the continent





MKMA

- Proposed by LRMPs
- Established via MKMA Act (1998)
- Management Plan (1997)
- Mosaic of PAs, SMZs
 - Protected areas (1.64 m ha)
 - Special Management Zones (3.63 m ha)
 - Wildland (no logging) zones (0.92 m ha)
- MK Advisory Board
- MK Trust Fund

Study Rationale & Approach

- MKMA viewed as ‘high water mark’ of multi-stakeholder land use plan implementation in 1990’s
- More than a decade of experience in MKMA:
 - More than \$15.7 million spent
 - Government, First Nations and many stakeholders engaged
- “...one of the leading models of land use planning and conservation biology in action.”
(National Round Table on Environment and Economy)
- Opportunity to reflect on lessons in collaboration—an independent study by professionals involved, informed by multiple informant interviews



Study Objectives

- Develop an analytical framework based on recent literature by which to assess multi-party collaboration for the implementation of land use agreements
- Examine the history of the MKMA and the Advisory Board for the period 1997-2007 in light of this framework
- Derive lessons and insights that might inform future efforts to establish and implement such collaborative arrangements in British Columbia and elsewhere



Collaborative Management Arrangements

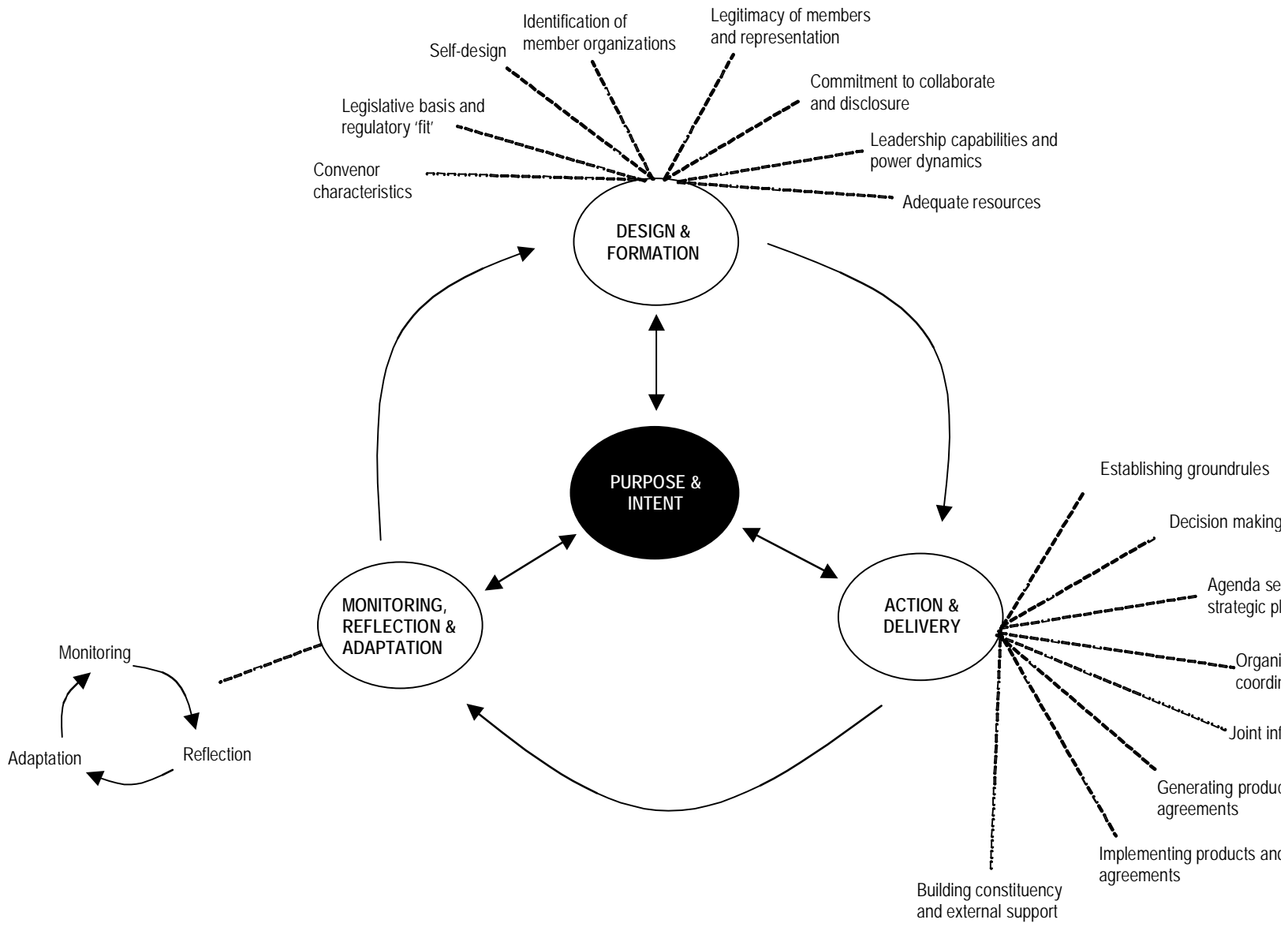
- Study based on literature of collaboration, co-management as well as adaptive management/resilience
- Definition: Collaborative Management Arrangements:
 - Arrangements for social regulation of land and natural resources...
 - Range of groups that reflect different perspectives or interests...
 - Participate in debate and negotiation...
 - Develop and implement a collective plan for the resolution of a specific problem...
 - Often involving a state or local government in a key role...
 - Novel institutional frameworks, to wrestle with shared problems and build consensus for their resolution...



Analytical Framework

- Examines “conditions facilitating collaboration for effective implementation of land use planning agreements”
- Four **phases**:
 - Purpose and Intent
 - Design and Formation
 - Action and Delivery
 - Monitoring, Reflection and Adaptation
- Multiple **factors** within each phase necessary to ensure effective collaboration







Purpose and Intent

Purpose and Intent

- **Vision:**

- Approach to multi-stakeholder land use planning from BC
- Genesis of MKMA vision from LRMP tables (Fort Nelson, Fort St. John, and to a degree from Mackenzie)
- Articulated in preamble to MKMA Act:
 - *“...to maintain in perpetuity the wilderness quality, and the diversity and abundance of wildlife and the ecosystems on which it depends while allowing resource development and use in parts of the Muskwa-Kechika Management Area designated for those purposes including recreation, hunting, trapping, timber harvesting, mineral exploration and mining, oil and gas exploration and development”*
- Not all parties equally involved (mining sector, First Nations)

- **Management Intent:**

- Vision statement somewhat vague and open to interpretation
- Commitment at Board level to world class management
- Ambiguity regarding pace, distribution and intensity of development—no ‘blueprint’
- Some improvement over time: definition of ‘wilderness quality,’ thresholds in PT plans





Design and Formation

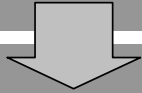
Design and Formation

- ***Convenor Characteristics:***
 - Several key individuals both within and without Government worked tirelessly to build support
 - A degree of serendipity—'window of political opportunity'
- ***Legislative Basis & Regulatory 'Fit':***
 - MKMA Act is unique—demonstration of commitment from BC
 - Funding commitments in Act
 - Perception of stability
 - Additional planning requirements established (Local Strategic Plans)
 - Alignment required in management regime but not fully achieved—silos
 - Not explicit how management agencies would coordinate within government:
 - Joint sign off replaced with formation of MSRM
 - Collaborative arrangement 'layered on top' of existing system



SHARED VISION for MKMA

VISION



STATUTES

Including the MKMA Regulation (1997) and MKMA Act (1998). Setting out:



- Preamble and/or Purpose
- Definitions
- Application
- Management Area & Board
- Land and Resource Management Direction
- Funding

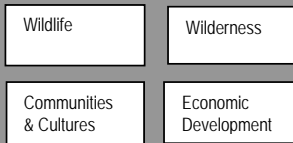
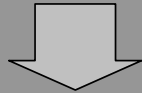
LEGISLATION



STRATEGIC LAND USE PLAN(S)

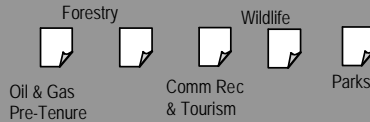
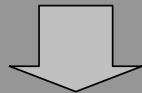
Currently articulated via Fort Nelson, Fort St. John and Mackenzie LRMPs

Resource Management Direction



CORE PURPOSE & OBJECTIVES

Objectives & Results/Outcomes



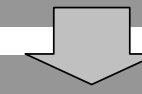
LOCAL STRATEGIC PLANS

Sector-specific management direction



REGULATORY DECISIONS (Operational Instruments)

REGULATIONS



OPERATIONS

MKMA 'Roadmap'

- Vertical alignment
- Horizontal consistency

Design and Formation

- ***Self-Design:***
 - MKMA proposal emerged from LRMP tables
 - Complex architecture negotiated within Government (management versus advisory role)
 - Limited input from stakeholders at that stage
- ***Identification of Member Organizations, Legitimacy & Representation:***
 - First Nations had not participated at LRMPs
 - Kaska LOU enabled their engagement at Advisory Board table—significant achievement for its time
 - Treaty 8 also willing to participate
 - Model of representation adjusted from LRMP—appointed by Premier as individuals
 - Government engaged in *ex officio* roles at table, also via IAMC and on project-by-project basis—viewed at times as “another stop on the consultation train”

Design and Formation

- ***Commitment to Collaboration:***

- Incentives/motivation for participation varied
- Reflects interest in benefits (conservation, certainty over land use within and beyond MKMA)
- Also reflects avoidance of costs (ensure interests not undermined, fear that conspicuous absence would impact credibility)
- Mix of incentives change over time

- ***Leadership and Power Dynamics:***

- Adoption of consensus model provided more of an ‘even playing field’—but does not remove power differentials
- Government leadership in launching LRMPs, establishing MKMA
- Public servants showed leadership at multiple levels (Directors, MK Program Manager, agency staff)
- Advisory Board Chairperson, individual members
- But MKMA lacked a visionary champion consistently capable of galvanizing ongoing support and commitment



Design and Formation

- ***Funding:***

- Level (\$3 million) defined in Act, with mechanism for matching funds (up to \$500K)
- Approval of expenditures by Trustee
- Series of step-wise reductions following ‘Core Review’
- Uncertainty made long term planning difficult and undermined confidence
- Funding today at \$250K with great uncertainty for 2009-2010

- ***Technical Capacity/Capability:***

- Advisory Board members were willing and enthusiastic volunteers with only moderate scientific or technical ability
- MK Program Manager position was key, plus administrative support
- No independent technical capacity for Advisory Board
- Reliance on consultants and project teams retained under contracts through the Trust Fund





Action and Delivery

Action and Delivery

- **Groundrules:**

- MKMA Act and Management Plan defined management regime—but did not require adjustments among agencies
- General role for Advisory Board defined in Management Plan and clarified internally over time (TOR, policy and procedures, permissible expenditures, strategic and business plans)
- On-going difficulties with operation of Trust Fund (GAAP)

- **Decision-Making:**

- Consensus-based decision-making model—“sometimes painfully time-consuming but better than the alternatives”
- Government did not participate in decision-making—consensus minus one?



Action and Delivery

- ***Agenda Setting and Strategic Planning:***
 - Initial model for projects was broad and responsive—call for proposals, inventory, general research
 - Focus became clearer over time—clearer links to management challenges, research plan
 - Investments aimed at improving management not always well focused—largely reactive, opportunistic, with a few longer term projects and initiatives, over-ambitious
 - Government dictated refocusing of effort on LSPs in 2001
 - Inordinate time and effort on governance redesign 2001-2008
- ***Organizing Sub-Groups and Coordination:***
 - Board committee structure initially driven by resource activities and urgent issues—greater alignment with strategic and business plans over time
 - Questionable whether agencies made any adjustments to approach MKMA differently

Action and Delivery

- ***Joint Information Search:***

- MK Advisory Board invested early in relationship with UNBC—resulted in significant research products
- Delivery on comprehensive research agenda undermined by lack of funding
- MKMA/UNBC arrangement did not galvanize broader research partnerships/interest

- ***Generating and Implementing Products & Agreements:***

- Many research projects and initiatives undertaken—with approvals of Expenditures by Trustee
- Some success—support for adjustments in approach and completion of Pre-Tenure Plans, Sulphur 8-Mile research
- Lack of success convincing Government resource managers to adopt results and products generated (CEAM, CAD)
- Technical limitations meant Board not articulate about specifics of ‘world class management’ or utility of technical tools
- No champion within Government for innovation



Action and Delivery

- ***Building Constituency Support:***
 - Built on LRMP experience:
 - Made in the North solution
 - Contributed to stability in NE
 - Brought stakeholders together and transformed conflict into cooperation
 - Despite outreach and communications initiatives, MKMA has limited constituency of support outside of NE (polling)
 - Some structured mechanisms for liaison within sectors (CAPP)
 - Insularity for some stakeholder representatives or ambiguity over breadth of representation (conservation sector, Treaty 8)
 - Considerable turnover of supporters in the region and representatives at the table over time—loss of institutional memory





Monitoring, Reflection & Adaptation

Monitoring, Reflection and Adaptation

- ***Monitoring of MKMA:***

- Board was required to review IAMC report on issuance of tenure and permits in MKMA and report to public/Premier
- Became accounting not accountability—Board did not drive agenda for change in MKMA or take risks to name problems
- Recent efforts to develop ‘State of MKMA Reporting’

- ***Monitoring of Collaborative Management Arrangement:***

- Architecture did not include explicit mechanisms for the monitoring, review and evaluation of model itself
- No systematic or rigorous method for monitoring performance

- ***Reflection:***

- Board did commission internal assessment of performance (Dovetail 2001) and external study (Sage, 2002)
- Some informal discussions at Board level
- No systematic or rigorous method for engaging in dialogue among affected interests



Monitoring, Reflection and Adaptation

- ***Adaptive Management:***

- No systematic approach to identify management uncertainties or address them through experimental approach

- ***Adaptation to Changing Priorities:***

- Change in Government (2001) resulted in shift in view of MKMA and relationship with Board
- After Core Review, Board directed to focus on completion of LSPs, no other call for proposals issued
- Board developed counter proposal based on geographic scope and supported delivery of timely plans
- Completion of pre-tenure plans did not result in surge of industrial development—to the surprise of Government and led to perception that industry had ‘left the field’

- ***Adaptation of Institutional Arrangements:***

- Request also made in 2001, 2003 and again in 2006 to propose new governance arrangement—more streamlined, cost-efficient
- Multiple Board proposals did not meet Government expectations, changing Ministers, gradual decline in confidence on all sides
- Government not engaged until 2005, and final proposal missed ‘window





Summary & Conclusions

Informant Ratings of Success

- Broad support for MKMA among those interviewed:
 - Passion for the area
 - Commitment to collaboration
- Idea of the MKMA rated very high (10/10)
- Delivery on promise had mixed ratings (1-10)
 - Ranged from 2/10 to 10/10
 - Average ~5.5/10
- Multiple reasons for failure:
 - Ambiguous vision and gradual drift —2 views
 - Limited tangible products or solutions from Board
 - Dwindling Government commitment
 - Industry reduced their engagement
- Result is far from standard of ‘world class management’



Lessons for Collaboration

- Clarity of vision
- Legislative basis and regulatory fit
- Clarity of roles
- Attention to management on the ground
- Leadership
- Technical capacity, innovation
- Sustaining commitment
- Predictability of funding and arrangements
- Clear criteria for success and monitoring
- Adaptability and willingness to reinvent



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Future Prospects

- Option 1: Status Quo
 - Further stagnation anticipated
 - Possible ‘sounding board’ for government
 - Government support limited due to modest track record of products or solutions provided
 - Given severe fiscal restraint, funding likely to dry up
- Option 2: Dissolution
 - Formal decision of Government
 - Political fallout?
 - Misses opportunity to retain and build on working relationships
 - Loss of ‘halo effect’ may affect stability in NE
 - May stimulate discussion, clear the field for other options to emerge



Future Prospects

- Option 3: Revitalization
 - Reinvest time and energy into existing model
 - ‘Roll up sleeves’ approach
 - Include refinement of vision, refinement of Act, realignment of local strategic plans, strengthen management regime, stronger linkages with government, strengthen leadership
 - But model is outdated in light of G2G relationships—has been overtaken by events
 - Business case?
- Option 4: Redesign (Recommended)
 - New model, incorporating G2G relationships
 - ‘A renewed social contract’
 - Renegotiation of vision, adjustments to many elements of collaborative management arrangement
 - Geographic scope?



Panel Discussion

- Does the MKMA represent a successful example of a collaborative management for the implementation of a land use agreement?
- What are the key lessons from the MKMA experience?
- In your opinion, which of the options outlined for the future of the MKMA should be pursued, or should other pathway be followed?

