BUILDING RELATIONSHIPS AND CULTIVATING SOCIAL LICENCE

A GUIDE FOR SMALL TENURE HOLDERS IN BC

May 2018

British Columbia Community Forest Association

local people, local forests, local decisions

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May 2018

by Carolyn Whittaker, Susan Mulkey, John Cathro, and Erik Leslie

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PHOTO SUSAN MULKEY

Purpose of this guide

HOW DO SMALL TENURE HOLDERS GAIN COMMUNITY SUPPORT?

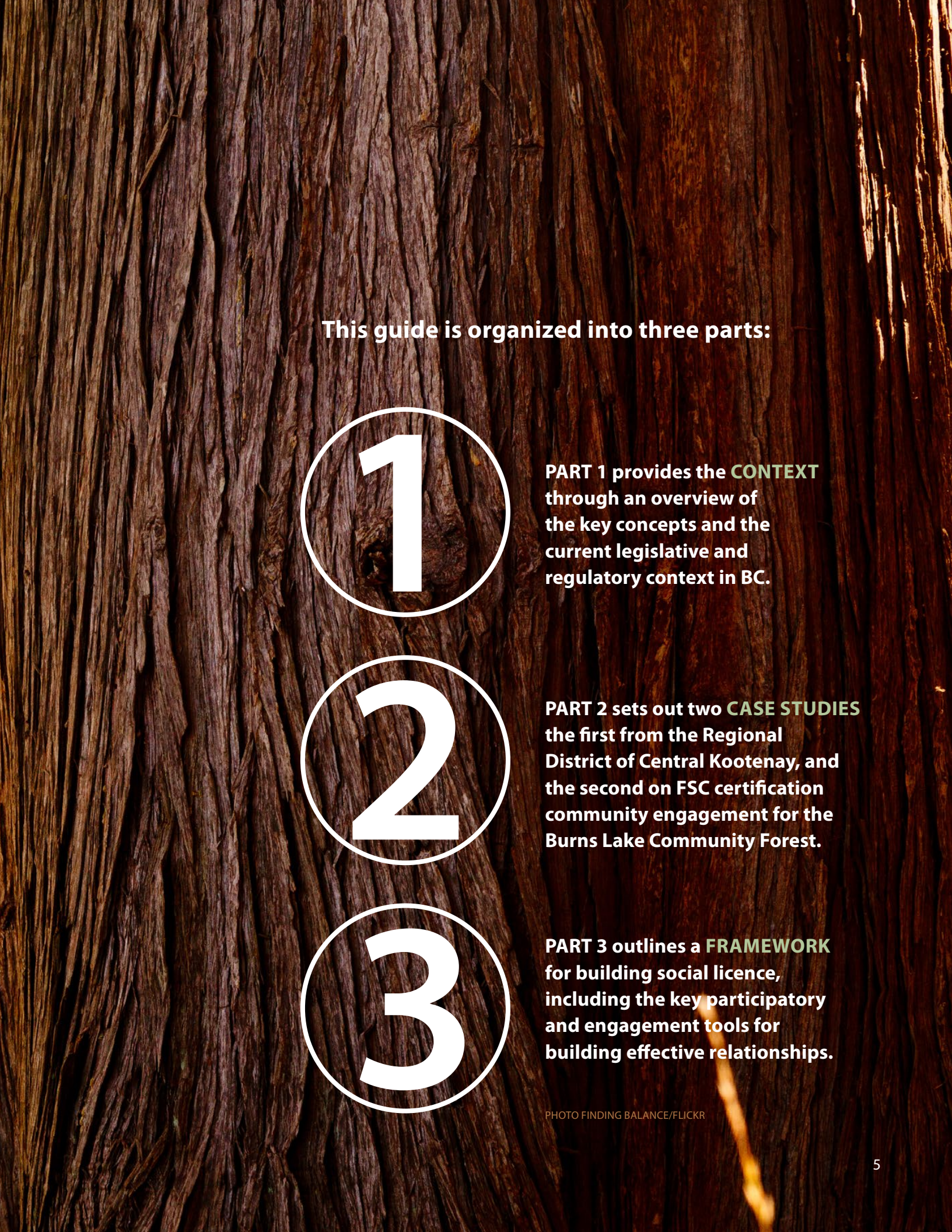
This guide identifies opportunities to cultivate social licence and provides a variety of tools that can be used in your community to better engage and cooperate with community members and interest groups.

This guide was developed for managers of small tenures in British Columbia who are working closely with local communities, both Indigenous and non-Indigenous, as well as provincial, federal, and municipal agencies. It provides examples of lessons learned and key concepts that will help guide managers in the process of cultivating social licence using a range of participatory approaches.

Engagement beyond the legal requirements for small tenures requires an investment in time, resources, and personal effort. However, the benefits of stronger and more enduring outcomes and relationships can be worth the investment.

The key elements of the process include:

- ENGAGE EARLY in the process;
- ASSESS capacity to engage, budget, and address gaps where possible;
- DESIGN a process with feasible and realistic goals supported by all parties;
- DEVELOP a communication and information sharing plan;
- DISCUSS, deliberate, and develop strategies for action; and
- DEMONSTRATE outcomes and monitor success.



This guide is organized into three parts:

1

PART 1 provides the CONTEXT through an overview of the key concepts and the current legislative and regulatory context in BC.

2

PART 2 sets out two CASE STUDIES the first from the Regional District of Central Kootenay, and the second on FSC certification community engagement for the Burns Lake Community Forest.

3

PART 3 outlines a FRAMEWORK for building social licence, including the key participatory and engagement tools for building effective relationships.

PHOTO FINDING BALANCE/FLICKR

1

THE CONTEXT

Introduction: Building relationships, trust and cultivating social licence

ESTABLISHING SOCIAL LICENCE, by building community acceptance, understanding, and support, serves to minimize conflict, enhancing the tenure holder's ability to operate with community support. As trust develops, community social cohesion is enhanced. This in turn increases community confidence in and engagement with the tenure operator. Taken together, robust social licence helps ensure the long-term viability of the operation.

YOUR COMMUNITY SUPPORTS YOUR PROJECT FULLY.
In what ways can you engage with your community so that this can be true? What works, and what has not worked in the past? This guide will identify the challenges in cultivating social licence and will provide a variety of tools that can be used in your community to better engage and cooperate with community members and interest groups.

Cultivating social licence is best thought of as building long-term, trusting relationships with the Indigenous and non-Indigenous people in our communities along with local interest groups, governments and land regulators. Implementing approaches that build social licence are critical to managing small tenures within changing and complex communities with limited resources.

The importance of building social licence particularly with Indigenous People is highlighted by the recent federal and provincial commitments to implement the United Nations Declaration for the Rights of Indigenous Peoples (UNDRIP) and the principle of free, prior, and informed consent (FPIC).

This guide pulls together results from the survey conducted with community forest managers in 2017 and outcomes from the British Columbia Community Forest Association (BCCFA) 2017 conference session on social licence. Two case study examples illustrate relevant lessons learned through multi-party collaboration and community engagement, including significant efforts to engage with local Indigenous peoples.

PHOTO SUSAN MULKEY

Defining social licence to operate

The cultivation of social licence is best thought of as a process, a continuum of participatory engagement strategies where the deeper goals of collaboration and empowerment are associated with a depth of effort. Managers are continually implementing a range of participatory strategies depending on the specific issue at hand, community capacity, resources available, and the appropriate level of engagement (see Figure 1 on page 8).

Social licence

> *Communities need to know that their voices are heard and considered in decisions that are being made on small tenures. Cultivating social license helps us to find the common ground and build long-term relationships. — Eric Leslie, President of the BCCFA*

The term social licence to operate was coined in the mining sector in the late 1980s to refer to a conceptual contract between a company and society. The term itself is not clearly defined, rather it is an outcome of a number of processes and activities. Understanding social licence involves asking some key questions: Who is the community? How much support constitutes social licence? For the purpose of this guide, cultivating social licence involves a continuum of engagement strategies. These strategies are supplemental to the legal consultation duties and requirements of the Crown. The key elements of the process include:

- ENGAGE EARLY in the process;
- ASSESS capacity to engage, budget, and address gaps where possible;
- DESIGN a process with feasible and realistic goals supported by all parties;
- DEVELOP a communication and information sharing plan;
- DISCUSS, deliberate, and develop strategies for action; and
- DEMONSTRATE outcomes and monitor success.

This guide demonstrates examples of these key steps applied in two case studies and elaborates on the elements of the key themes in the final section of the guide.

The BC government has implemented policies to enhance social licence in the past. One example is the use of **appurtenancy,** a policy that required licensees that harvested wood to mill it in communities near where they were harvesting. This typically meant more local timber processing and jobs, particularly in rural communities.

In the BC forestry revitalization plan of 2003, many tenure holder requirements including appurtenancy were removed. At the same time, the *Forests Range and Practices Act* was also restructured and broad planning units were developed and applied to the forest land base.

Overall, the result of these policy changes put more onus on licensees to find processes to undertake their licence commitments, while meeting requirements of First Nations and other government agencies and public interests — in effect cultivating the social licence to operate.

See *Timber Tenures in British Columbia: Managing Public Forests in the Public Interest*, Ministry of Forests and Range, for.gov.bc.ca/ftp/hth/external/!publish/web/timber-tenures/timber-tenures-2006.pdf

PHOTO UBC ALEX FRASER RESEARCH FOREST

CHESLATTA ELDERS PAT EDMUND AND CASIMEL JACK, PHOTO MIKE ROBERTSON

COMMUNITY in this guide refers to Indigenous and non-Indigenous groups that hold rights and/or interests in the tenure area.

Figure 1: Hierarchy of engagement goals and associated effort

INCREASING ENGAGEMENT

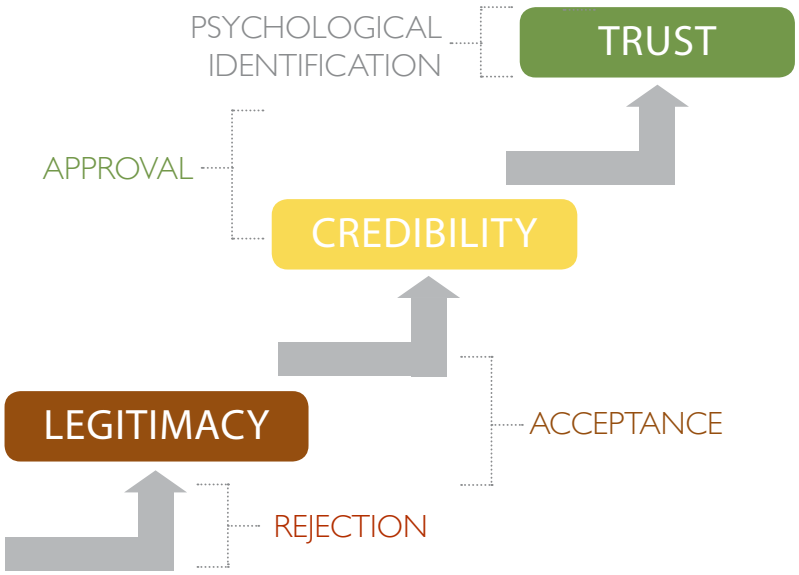
Empower	**The final decision-making authority resides with the community partner. We implement once they decide on the course of action.**
Collaborate	**Community participants are partners in decision-processes, development of processes, or activities and implementation.**
Involve	**Processes or activities are designed directly with community participants to ensure that concerns and aspirations are reflected in the proposed approach.**
Consult[a]	**Information is provided and feedback on alternatives or solutions is sought. The community participants have had an opportunity to engage with information and express concerns, aspirations, or feedback to inform the decision.**
Inform	**Information is provided to community participants to assist them with understanding the key issues. The community is aware of the issue or project.**

Note: [a] Does not include the Crown's duty to consult.
Source: Adapted from International Association for Public Participation Canada, "Public Participation Spectrum," iap2canada.ca/page-1020549

Participatory engagement does not equal consensus.

CONSENSUS is an outcome or decision that includes the input and ideas of all participants and that everyone can support, or live with.

Figure 2: Getting to trust



Source: On Common Ground Consultants Inc. 2003

In this guide, we work to create more clarity around the aspects of who cultivates social licence in small tenures, who grants it, and how this can best be done through a range of key strategies.

Though we offer a framework or a process in this guide, it is important to remember that relationship building is complex. There is no "one size fits all" rule book. Cultivating social licence is an ongoing process that must be reviewed and adjusted as circumstances in communities change. For this approach to be successful, a commitment of time and good open exchange of information is required. A desire for a trusting relationship is key.

We have developed a set of elements to be considered for cultivating social licence and building relationships — see Section 3 for details.

How do you know when you have support for your plans?

"Well, you sure know when you don't."

— Mike DeJong, former BC Minister of Forests, 2004

Current legal and regulatory context

BC small tenures, community forests, and recent court cases

While social licence exists primarily outside of the legal realm, we provide a brief review of the legal context.

Small tenures — woodlot licences, First Nation woodland licences, and community forests — are all area-based forest tenures with legally binding contracts that allocate exclusive rights to harvest timber over a specific period of time. Tenure holders must also comply with legislation and regulations that require sustainable resource management, set objectives for forest values including riparian, soil, biodiversity, wildlife, and cultural heritage resources, and govern activities such as timber harvesting, road building, and reforestation. They are typically located in areas that are near to communities and to areas of public and community importance.

Legal requirements and engagement

All small tenures must develop a **management plan** as a requirement of their licence to operate. Management plans serve to set out the rationale for the sustainable allowable annual cut (AAC). In setting the AAC, constraints and resource values on the land base and the values of local stakeholders must be taken into account and reflected in the AAC. Management plans also require small tenures to engage with trappers, guide outfitters, range tenure holders, and any other resource users (e.g., recreation). Community Forest Agreements (CFAs) and First Nations Woodland Licence holders (FNWLs) must also engage the local government and the community. However, management plans require the tenure holder to identify the First Nations that have asserted traditional territory in the area of the tenure, make reasonable efforts to discuss management of the licence area, and integrate the identified concerns into those plans. Community forests must also report out to the community annually on the commitments made in their management plan.

CUTTING CEDAR STRIPS IN PORT RENFREW PHOTO BY ELLA FURNESS

Table 1: Overview of small forest tenure terms, rights, and obligations

Tenure	Term	Rights	Obligations
Woodlot Licence	Up to 20 years. Most are replaceable every 10 years.	• Grants exclusive right to harvest an allowable annual cut (AAC) and manage forests in a specified area. • Allows private land to be included if managed in accordance with legislation. • Competitively awarded or directly awarded to First Nation. • Can be transferred.	• Strategic and operational planning, inventories, reforestation, and stumpage payments.
Community Forest Agreement	Not less than 25 and not more than 99 years. Replaceable every 10 years.	• Grants exclusive rights to a local government, community group, First Nation, or community-held corporation to harvest an AAC in a specific area. • Right to harvest, manage, and charge fees for botanical forest products and other products. • Competitively or directly awarded. • Awards require proof of a high level of community awareness and strong support from a broad cross-section of the community.	• Strategic and operational planning, inventories, reforestation, and stumpage payments. • Must commit to a process for community involvement and engagement. • Must report out to the community annually on commitments made in the management plan.
First Nations Woodland Licence	Not less than 25 and not more than 99 years. Replaceable every 10 years.	• Awarded only if an agreement exists between the First Nation and government respecting treaty-related measures, interim measures, or economic measures. • Grants exclusive rights to harvest timber in a specified area. • May include private or reserve land. • Right to harvest, manage, and charge fees for botanical forest products and other products. • Designed for First Nations to have an increased role in forest stewardship, to protect traditional uses, to manage forest and land use in the area, and to improve their ability to secure investment and loans.	• Strategic and operational planning, inventories, reforestation, and stumpage payments.

Adapted from *Timber Tenures in British Columbia: Managing Public Forests in the Public Interest*, Ministry of Forests and Range, for.gov.bc.ca/ftp/hth/external/!publish/web/timber-tenures/timber-tenures-2006.pdf

PHOTO SUSAN MULKEY

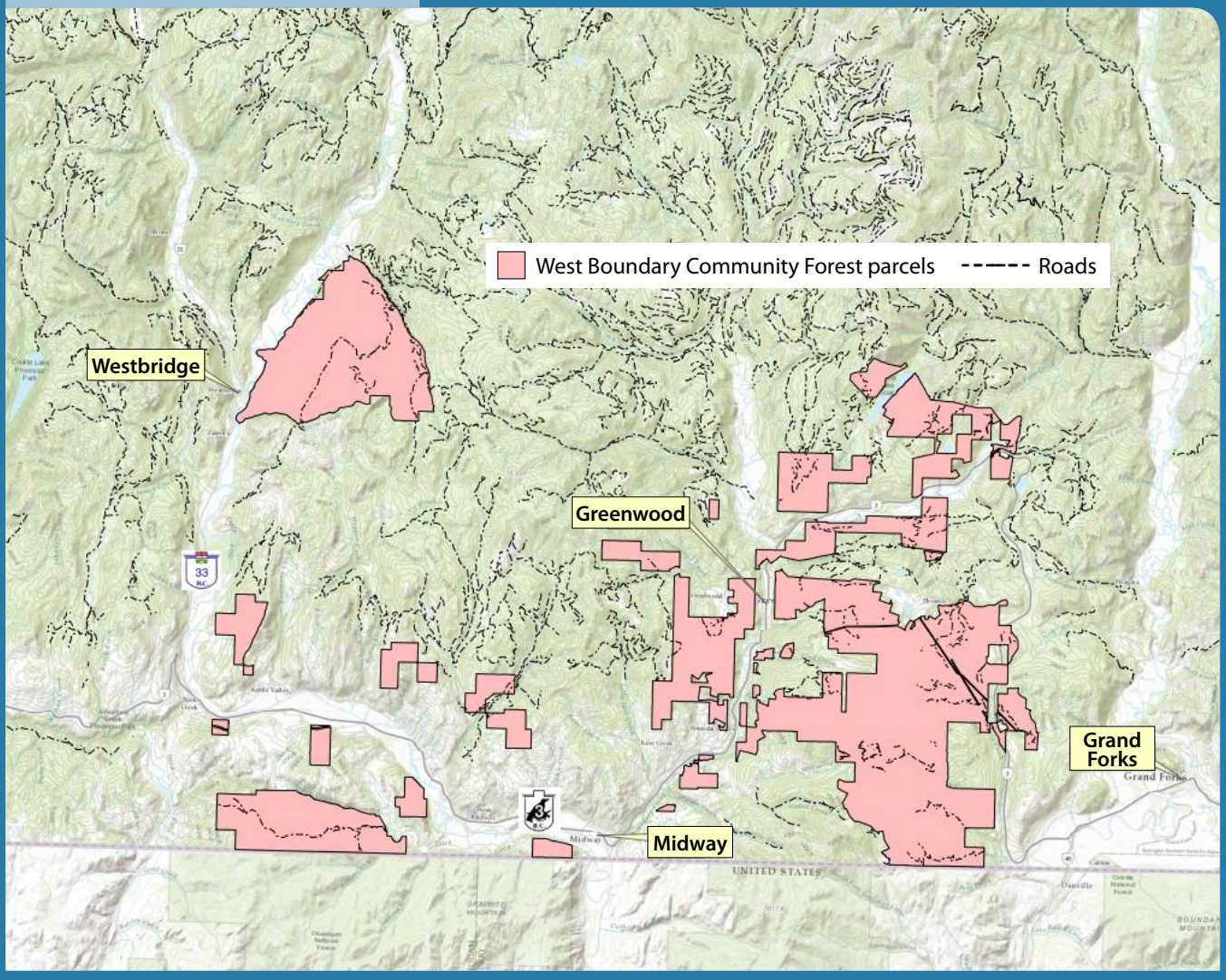
LOCAL BENEFITS AND SOCIAL LICENCE

"The West Boundary Community Forest uses 100 per cent local employment in all phases of management. We have a strong relationship with the Osoyoos Indian Band, and have been highly profitable since day one.

The fibre generated from the WBCF helps maintain our local community mill, which in turn is the foundation for the small rural towns of Midway and Greenwood. Our focus on forest health has improved pine beetle and root rot stands, and our strong ties to local recreational organizations has initiated the development and improvement of local trails. We have addressed fuel management in the well documented wildfire corridor of Rock Creek, while developing two ecosystem restoration projects in conjunction with the MFLNRO.

Our local communication with the public has been praised by ministry staff stating "The immediate success of this community forest from a financial, environmental, and social licence standpoint is unbelievable."

West Boundary Community Forest



Most licensees in BC are required to produce a **forest stewardship plan** (FSP). (Woodlot licensees do not produce an FSP, but they are required to produce a Woodlot Licence Plan under a separate regulation.) An FSP is the only operational plan that must be made available for public review and comment, and is the only operational plan that requires government approval. FSPs only show the general area where operations will take place. Spatially identified operational information is what the community typically understands and wants to see. Forest stewardship plans are granted for a five-year term, but they can also be extended without a public review. The community has little opportunity to engage in a meaningful way about forest management if engagement is limited to the legal requirements of a forest stewardship plan. Many CFAs have developed additional plans ("working plans" or plans similar to the old forest development plans) as a tool for meaningful community engagement.[1]

When operations are planned on a small tenure that may impact Indigenous rights, the provincial government conducts consultation with First Nations. Small tenure holders, however, are encouraged to build relationships with local First Nations. The stronger the relationship the more informed and responsive a licensee will be about Indigenous rights and title as well as the spiritual, cultural, and traditional uses of the land within or near to the licence area.

The community has little opportunity to engage in a meaningful way about forest management if engagement is limited to legal requirements.

DUTY TO CONSULT

The Crown has a duty to consult and accommodate Aboriginal peoples when Crown decisions may affect Aboriginal or treaty rights.

The duty to consult rests with the Crown and while aspects of the procedural duties of consultation may be delegated, the duty itself cannot be. The Crown role was clearly articulated in the Haida case in 2004 (building on earlier cases including 1997 Delgamuukw v. British Columbia).
The Haida case demonstrates that the Crown holds the duty to consult, and that this duty is triggered by decisions that may adversely affect Aboriginal rights and interests. The extent of the duty increases with the strength of the claim and the consequence of the decision.

HAIDA GWAII PHOTO COURTESY GREEN FIRE PRODUCTIONS

1 Forest Practices Board, *Forest Stewardship Plans: Are They Meeting Expectations?* Special Investigation FPB/SIR/44, August2015, bcfpb.ca/wp-content/uploads/2016/04/SIR44-FSP-Are-They-Meeting-Expectations.pdf

SUPREME COURT TSILHQOT'IN DECISION

The historic judgment in the Tsilhqot'in Nation's Aboriginal title case (the William Case) was delivered on June 26, 2014 by the Supreme Court of Canada. All eight judges agreed with this decision.

Because the timber on Tsilhqot'in Aboriginal title lands belongs to the Tsilhqot'in, and not the Crown, the BC *Forest Act* does not apply. This means the province cannot authorize forestry companies to harvest timber on Tsilhqot'in Aboriginal title lands. The Tsilhqot'in can.

While the decision is specific to the Tsilhqot'in, it highlights the critical importance of Indigenous communities as rights holders within forestry decision-making processes in BC.

Source: *Tsilhqot'in Government, Summary of the Tsilhqot'in Aboriginal Title Case (William Case) Decision*, 2014, tsilhqotin.ca/PDFs/2014_07_03_Summary_SCC_Decision.pdf

DUGOUT AT SUNSET, CHESLATTA CARRIER COMMUNITY FOREST IN TSILHQOT'IN TERRITORY. PHOTO MIKE ROBERTSON

How will recent court cases and government mandates for UNDRIP affect small tenures?

Indigenous peoples are not just another stakeholder

While Indigenous peoples may benefit from participatory processes developed to engage stakeholders in meaningful ways, it is critical to note that Indigenous peoples hold specific constitutionally protected rights that may not be adequately considered in typical stakeholder engagement processes. The legal and rights-based context for forest tenures is complicated where Indigenous rights and title are unresolved and where jurisdictional issues exist between federal, provincial, and Indigenous governments.

We are now in the post-Tsilhqot'in era (see sidebar) where Indigenous title is proven in portions of BC and where there is recognition that First Nations are governments that often provide a set of land management objectives related to rights and interests that are still being defined.

It is beyond the scope of this guide to provide a complete review of the legal context for Indigenous rights related to small tenures. The context for forestry in BC has changed significantly in relation to Indigenous peoples in the past 10 years. The provincial government has provided volumes/tenure to First Nations as accommodation, economic development, and land management control (see Table 1). Where tenure holders are working with Indigenous governments, effective relationship approaches and partnerships will be key to successful forest management.

We have included some key context for building relationships with Indigenous peoples, including an overview of the duty to consult, some brief highlights from United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), and key concepts of free, prior, and informed consent (FPIC).

At the time of the writing of this guide, the BC and federal governments have committed to reconciliation including the adoption of UNDRIP and FPIC. The relationship between the Crown and Indigenous peoples will continue to evolve and will remain a critical factor for many small tenure managers.

CHESLATTA ELDER GLORIA QUAW PONDERING THE RISING CHESLATTA LAKE FLOOD WATER IN 2015, PHOTO MIKE ROBERTSON

UNITED NATIONS DECLARATION ON THE RIGHTS OF INDIGENOUS PEOPLES (UNDRIP)

UNDRIP is a resolution adopted by the United Nations General Assembly in September 2007. Canada signed the declaration in 2016. While UNDRIP is not a legally binding framework under law in Canada, the commitment to implementation of the principles of UNDRIP has been made by both the federal government and the province of BC.

A number of UNDRIP articles are relevant to forest management. For context, Article 1 notes that "Indigenous peoples have the right to the full enjoyment, as a collective or as individuals, of all human rights and fundamental freedoms as recognized in the Charter of the United Nations, the Universal Declaration of Human Rights and international human rights law."

Another key article is Article 28, which notes that "Indigenous peoples have the right to redress, by means that can include restitution or, when this is not possible, just, fair and equitable compensation, for the lands, territories and resources which they have traditionally owned or otherwise occupied or used, and which have been confiscated, taken, occupied, used or damaged without their free, prior and informed consent."

Finally, it is important to review Article 19, which notes that "States shall consult and cooperate in good faith with the Indigenous peoples concerned through their own representative institutions in order to obtain their free, prior and informed consent before adopting and implementing legislative or administrative measures that may affect them."

UNDRIP addresses a wide range of Indigenous rights and forms a critical foundation for reconciliation in Canada.

Best practices in engaging and working with First Nations and community participants

Key themes to inform best practices in engaging and working with First Nations and community participants regarding the activities planned on your CFA:

1. Get informed about the history and culture of the land you are managing, particularly the Indigenous history.
2. Forest management should consider both scientific technical knowledge and Indigenous traditional knowledge.
3. Those who are affected by a decision have the right to be involved — their input should be sought out and facilitated.
4. Emphasize information and knowledge sharing and open, transparent communication that is timely (early in the process) and includes operational information.
5. Engagement should not be considered a deal or transaction, but rather an activity, and an ongoing relationship that must be maintained.
6. Economic development is key to building trust and community engagement, particularly where there are opportunities for partnerships.
7. Outcomes should be evaluated not solely on dollars earned or number of employees, but rather by improved relationships, progress toward community goals, and increased capacity.
8. Community participants should be able to see their contributions in the outcome or decision.

Figure 3: Free, prior, and informed consent (FPIC) and Indigenous peoples

Free	**Consent is given without coercion, intimidation, or manipulation.**
Prior	**Consent is sought before every significant stage of project development.**
Informed	**All parties share information, have access to information in a form that is understandable, and have enough information and capacity to make informed decisions.**
Consent	**The option of supporting or rejecting development that will have significant impact on Aboriginal lands or culture.**

Adapted from Boreal Leadership Council, *Free, Prior, and Informed Consent in Canada: A summary of key issues, lessons, and case studies toward a practical guidance for developers and Aboriginal communities*, 2012, borealcouncil.ca

JAMIE JACK CARRYING THE CHESLATTA CARRIER NATION FLAG ON CHESLATTA LAKE. PHOTO MIKE ROBERTSON

What are our reasons for cultivating social licence?

In this section, we report on information collected from CFAs through the 2017 BCCFA pre-conference survey and the 2017 conference session.

Survey participants understood the reason to nurture social licence as creating a shared understanding of the purpose and operations of small tenures. A key finding is that regulations are not enough to create or maintain social licence. They set the stage, but are still focused on transactions (how to do business). They provide an operating framework, but are focused on transactions — on conducting business.

Relationship building and the cultivation of social licence are understood as ongoing processes that extend beyond an organization's regulations. Small tenure operations are almost always in close proximity to a rural community, often both Indigenous and non-Indigenous. In these settings, where personalities and perceptions matter, it is essential that community acceptance and buy-in be built into any tenure holder's planning and operations.

Deliberate, ongoing cooperation and relationship building, and a cultivation of agreement with local stakeholders and Indigenous people is essential if broad support is to be achieved. Without such community support, it is difficult to manage a community forest, woodlot licence, or First Nation woodland operation without conflict over time.

When residents are given information, when they participate in field tours and educational activities and are given a voice in planning, they gain confidence in the direction of the licensee.

When residents are given information, when they participate in field tours and educational activities and are given a voice in planning, they gain confidence in the direction of the licensee.

PHOTO SUSAN MULKEY

Figure 4: Key words describing social licence from BCCFA survey 2017

What does success look like?

Success may be somewhat in the eye of the beholder. A tenure manager may define success as ongoing support and approval for the proposed activities; community participants may define success as trusting the manager of the tenure, feeling heard, participating in the decision processes fully. Defining success comes down to clearly understanding the shared goals at the outset of the relationship building.

From the Regional District of Central Kootenay case studies for this guide, success includes the continued engagement of a group of participants representing a range of government agencies and community interests through all stages, from the development of a strategic approach through to the site-specific implementation of the forest prescriptions. While some resistance to harvesting may remain in the community, there is broad support from those representing the community interests in managing the fuel risks through harvesting. Success for the Burns Lake case study is monitored and assessed through the third party certification process of forest stewardship certification. This body is rigorous and uses a number of metrics that focus on community support which in turn builds trust for the tenure holder.

TUMBLER RIDGE COMMUNITY FOREST

The process to gain the social license needed to harvest adjacent to town in the wildfire interface areas involved significant communication through open meetings, newspaper ads, flyers, open houses, open board meetings and tours to anyone interested in seeing the sites pre-harvest.

PHOTO: OUTDOOR EXHIBIT, TUMBLER RIDGE MUSEUM FOUNDATION

Challenges to achieving social licence

In this section, we report on information collected from CFAs through the 2017 pre-conference survey and the 2017 conference session, as well as the Regional District of Central Kootenay case study.

What are communities concerned about?

Forestry is a highly technical industry, often discussed in confusing acronyms. For most of the public, the technical specifics of forest management and resource extraction are not understood, and for some are simply counter to their personal values. A forest manager's training focuses on science, regulations, and the skills necessary to perform to requirements of the licence. It is not rare to hear a forest manager complain about all the work they put in to plan, advertise, and hold an open house only to have very few people walk through the door. How can social licence be built when it is difficult to get a conversation started?

Community forest managers identified several challenges they have encountered on the road to communication and mutual understanding. As set out below, these include: conflicting values; unwillingness to consider financial reality as justification for activity; lack of capacity to engage the community; perceptions about forest practice; and the need for new skills.

Conflicting values

Personalities, entrenched positions, values, and the politics of small, rural communities can create divisiveness. Some residents are extremely concerned with operational details, while others prefer to be engaged on a more strategic level. Some community members may be entirely focused on maximizing immediate financial return, while others are more concerned with protecting adjacent watersheds, preserving recreational areas, and ensuring pleasing viewscapes.

The number of diverse goals, positions, and values can be difficult to integrate into the management of a small tenure. Maintaining a positive, constructive relationship with the numerous stakeholders, agencies, and First Nations groups with overlapping interests in the community forest can be hard and time consuming. This complexity can become highly charged and political, particularly in areas of overlapping claim and when one Indigenous group has stronger claim than another.

MCLEOD LAKE MACKENZIE COMMUNITY FOREST

"At the McLeod Lake Mackenzie Community Forest, there was a block of timber with extensive cross-country ski trails traversing it; this block had been destroyed by the mountain pine beetle. Following consultation with the ski club, an agreement was struck to use the trails in the summer/fall as logging roads on condition that the trails be cleared, widened and realigned in sections to accommodate a large groomer. This was completed successfully and one road was adopted as a new ski trail."

— Jim Atkinson, former Manager McLeod Lake Mackenzie Community Forest

MCLEOD LAKE AREA PHOTO COURTESY MURRAY FOUBISTER/FLICKR

ENGAGEMENT
takes time, effort and resources.

THE BUSINESS AS USUAL APPROACH is still present in many participatory practices in forestry today. This approach tends to be linear and limited by a predetermined set of outcomes that often do not include the knowledge and values of the people affected by the decisions. In short, managers are still thinking of gaining social licence as "making a deal" rather than building a relationship and a meaningful process.

KASLO COMMUNITY FOREST, WINTER IN THE FOREST FESTIVAL HUMAN DOGSLED RACES, PHOTO SUSAN MULKEY

Unwillingness to consider financial reality as justification for activity

Every tenure operation must be able to function as a viable business. Often the public fails to understand the responsibilities and rights conferred by a small tenure, regardless of the social and environmental considerations that may help inform its activities. There may exist an unwillingness on the part of community members to consider financial viability as justification for harvesting and forest management.

Lack of capacity to engage the community

Small tenures share a common challenge — they lack economies of scale. Budgets and staffing are often lean and finding the right ways to provide the community with information that is objective and balanced and that they can trust is a primary challenge. Lack of the facts and important, timely information can promote damaging rumours. Getting the word out there, building and maintaining relationships, becomes a forest manager's responsibility.

Perceptions about forest practices

Tenure holders often face a number of divergent views regarding management of the complex land base of a small tenure. Creating and maintaining a positive, constructive relationship with a variety of stakeholders, interest groups, agencies, and First Nations, with overlapping forest interests can be formidable. A small percentage of the population with a specific perspective can consume a lot of time and resources. Managing these perceptions can demand a great deal of time and patience.

Need for new skills

Forest managers are primarily trained in science and technical, pragmatic skills. They typically are people who went into forestry because they like to be outdoors, not necessarily because they are gifted communicators. Forest managers have legal obligations and have been heard to ask aloud why they should engage with the Indigenous and non-Indigenous communities beyond the requirements. Success in broader social terms requires development of new skills, and often new ways of thinking.

PART 2

2

CASE STUDIES

Collaboration in the wildland urban interface

Regional District of Central Kootenay case study

Prepared by John Cathro, RPF and Erik Leslie, RPF

FOR SOME PEOPLE, THE WEST KOOTENAYS are best known for forestry conflicts, especially close to communities. In the 1990s, local residents in many small communities used blockades and the media to try to stop local logging companies from road building and harvesting in consumptive use watersheds. In some cases, these pressure tactics worked and companies went elsewhere to harvest. In other cases, injunctions were sought, neighbours were arrested, and logging crews went to work. In a few others, timber rights were handed over to community forests and in Kaslo, Creston, Harrop Procter, and the Slocan Valley the communities are now in charge.

Over most the past 20 years, in the name of protecting water, recreation, and aesthetic values, forests adjacent to communities outside of community forests have been largely off limits to harvesting. But all this is beginning to change. There is growing consensus that the dense coniferous forests in the West Kootenays contain high hazard forest fuels and that many of the small isolated communities embedded in the forested interface are at significant risk from wildfire. Increasingly residents, land managers, government officials, and local politicians are acknowledging that one of the most effective measures to mitigate this risk is to reduce these fuel loads.

In other words, to protect our communities, including our watersheds, we need to harvest trees. But to harvest trees adjacent to communities requires earning and maintaining the social licence to do so.

PHOTO SUSAN MULKEY

A wildland urban interface (WUI) is often defined in BC as a two kilometre buffer around communities. This buffer is based on the distance that embers typically travel in advance of an approaching wildfire.

TOP: WEST KOOTENAYS AND CITY OF NELSON. PHOTO PROVINCE OF BC

BOTTOM: OOTSANEE FIRE 2009 ON THE CHESLATTA COMMUNITY FOREST, PHOTO MIKE ROBERTSON

What is a wildland urban interface (WUI) and why collaboration?

A wildland urban interface (WUI) is often defined in BC as a two kilometre buffer around communities. This buffer is based on the distance that embers typically travel in advance of an approaching wildfire.

A WUI is a complex forested zone to manage. Not only is it where most of the high value critical infrastructure is located, including community water systems, power lines, and communications towers, but it is also where most of high value recreation trails and domestic water intakes are. In addition, this is where private land meets public land, and on public land there may be several overlapping tenures, including timber, recreation water, utilities, and highways. So, while fire only sees forest fuels, humans have a complicated, intricate map with many different jurisdictions and decision makers.

This means that solutions to reduce the risk to communities from wildfire demands collaboration between the key decision makers, and collaboration takes time because:

- West Kootenay ecosystems are complex. We have a broad mix of ecosystems, forest types, and steep mountainous terrain.
- Risks are very high. Historical management has created unnaturally high fuel loads, especially many decades of fire suppression.
- The solutions are as diverse as the communities and their surrounding forests. There is no one-size-fits-all prescription to reduce the hazard.

What does collaboration look like?

For over 10 years in the West Kootenays a number of local governments have been working to reduce the wildfire risk to communities. Funded through the UBCM Strategic Wildfire Prevention Initiative, and the Forest Enhancement Society of BC with support from Columbia Basin Trust, the Regional District of Central Kootenay has treated 400 hectares of high hazard forest adjacent to communities since 2008. While this is a lot compared to some other jurisdictions in the province, it is only a fraction of the 40,000 hectares of forest identified as high hazard.

Increasing the area treated by an order of magnitude required that the representatives of the many groups convene to make shared decisions. A WUI Collaborative Group lead by the RDCK was initiated in 2016, prompted by the fact that while local governments have taken the lead of community wildfire protection, timber rights are held by licensees, suppression is led by BC Wildfire Services, and local residents are concerned about water and other values.

Today fire chiefs, local government staff, Wildfire Services staff, independent ecologists and biologists, FLNRO operational staff, BC Parks staff, and several licensee representatives have come together to explore solutions. This includes determining how to best design and implement shaded fuel breaks, developing modified stocking standards, analyzing impacts to timber supply, developing measures to protect biodiversity, and agreeing on how best to engage with the public.

PUBLIC FIELD TRIP IN HARROP PROCTER COMMUNITY FOREST, PHOTO ERIK LESLIE

WHO IS AT THE TABLE?

- **Regional District of Central Kootenay**
- **BC Ministry of Forests, Lands, Natural Resource Operations and Rural Development**
- **BC Wildfire Services**
- **BC Timber Sales**
- **Harrop Procter Community Forest**
- **Kalesnikoff Lumber Company**
- **ATCO Wood Products**
- **Cooper Creek Cedar**
- **West Kootenay EcoSociety**
- **Nelson Fire and Rescue Services**
- **BC Parks**
- **Independent facilitator**

There are many challenges involved in working as part of a diverse collaborative group:

- Parties have varying mandates and backgrounds, with little experience with this sort of collaboration;
- There may be a history of conflict and lack of trust, especially given the long standing tensions about logging in watersheds;
- Risks are often perceived differently among collaborative group members and particularly with the public; and
- People may become frustrated by a lack of quick results, given that building trust takes time.

DISCUSSING THE PROPOSED TREATMENT ADJACENT TO THE COMMUNITY OF LARDEAU, PHOTO JOHN CATHRO

While much work still remains to be done, the early results are encouraging. WUI Collaborative Group members are participating constructively and agreements are being reached. People are learning from one another, and examples of successful treatments are being shared. This year the RDCK has applied for funding to develop fuel modification prescriptions for over 1,000 hectares of treatment areas in high priority forests adjacent to communities. Significantly, the public remains supportive. The representatives of the community interests that resisted the harvesting continue to be deeply engaged in supporting the process including the implementation of the forestry prescriptions.

The next phase will include meaningful engagement with First Nations, an expanded scope to include the entire RDCK, and the addition of power utilities, the rail company and other forestry licensees to the table. The ultimate goal is to build an RDCK wide program that strengthens public support for fuel management and provides tools for licensees and other land managers to demonstrate that their actions are reducing hazards adjacent to communities.

COLLABORATIVE RELATIONSHIPS

Collaboration is a strategy for cultivating social licence that is based on building a relationship and trust with the community partners to achieve common goals.

While collaboration requires the most resources, effort, and time, it is the approach most likely to ensure that you genuinely engage participants from the outset in a joint decision-process. For this approach to be successful, a commitment of time and good, open exchange of information is required. A key is a desire to establish a trusting relationship.

Often collaborative groups take on an advisory role to the forest manager, but without truly vesting the decision-making process in the table or the collaborative team. If you are implementing a collaborative approach be sure to ask the question "What determines the success of the collaborative process?" with the team.

Building social licence

Given the WUI's proximity to communities, and the values at stake, earning social licence is a fundamental requirement of success. As hard as this can seem, keep in mind that each community — each neighbourhood — is different. Some are truly grateful to have crews actively reducing fuel loads right up against their private land boundary. Others are more circumspect, perhaps suspecting that fuel treatments are really just the Trojan horse of road building and increased logging.

In all cases, earning social licence is about building trust. As with human relationships generally, trust is built one conversation at a time. In the WUI, we have a number of lessons learned over the past 10 years:

- Hold regular public meetings and field trips through all aspects of the work. We started with the development of landscape level Community Wildfire Protection Plans, to the development of stand level prescriptions, to the implementation of fuel treatments. Forest professionals working for local governments or community forests build a common understanding of the objectives and challenges while helping people get to know each other.
- Field trips are not just for the public. Find ways to get elected officials, local government staff and fire fighters to see the work in progress. This will allow them to better understand the importance of fuel treatments and also help them speak knowledgeably to their constituents about it.
- Empower forest management activity contractors to actively engage with neighbours. Prior to starting work, go door to door with detailed information that includes contact information for all project personnel. While maintaining a safe work site, stop and talk with dog walkers and hikers. Leave cut firewood and material for cedar fence posts where they can be accessed after work.

Most important to building trust and maintaining social licence is being open and transparent at all times. Yes, the scope of the problem is enormous, the costs are significant, and the solutions are technically complex. But this only reinforces the need to establish new — and strengthen existing — relationships.

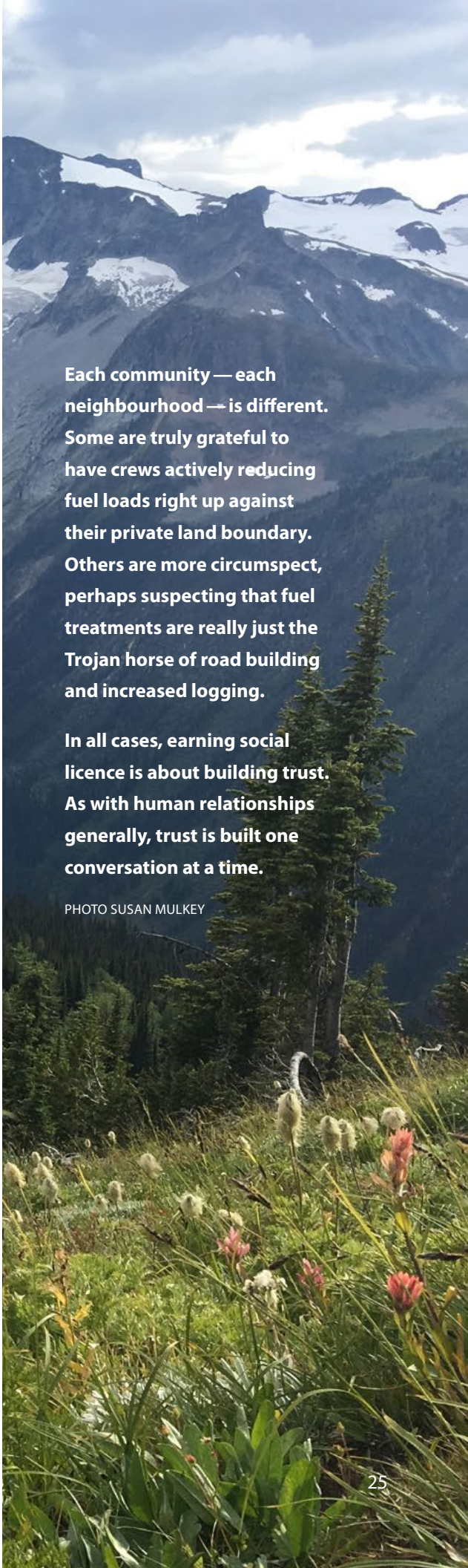


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PHOTO SUSAN MULKEY

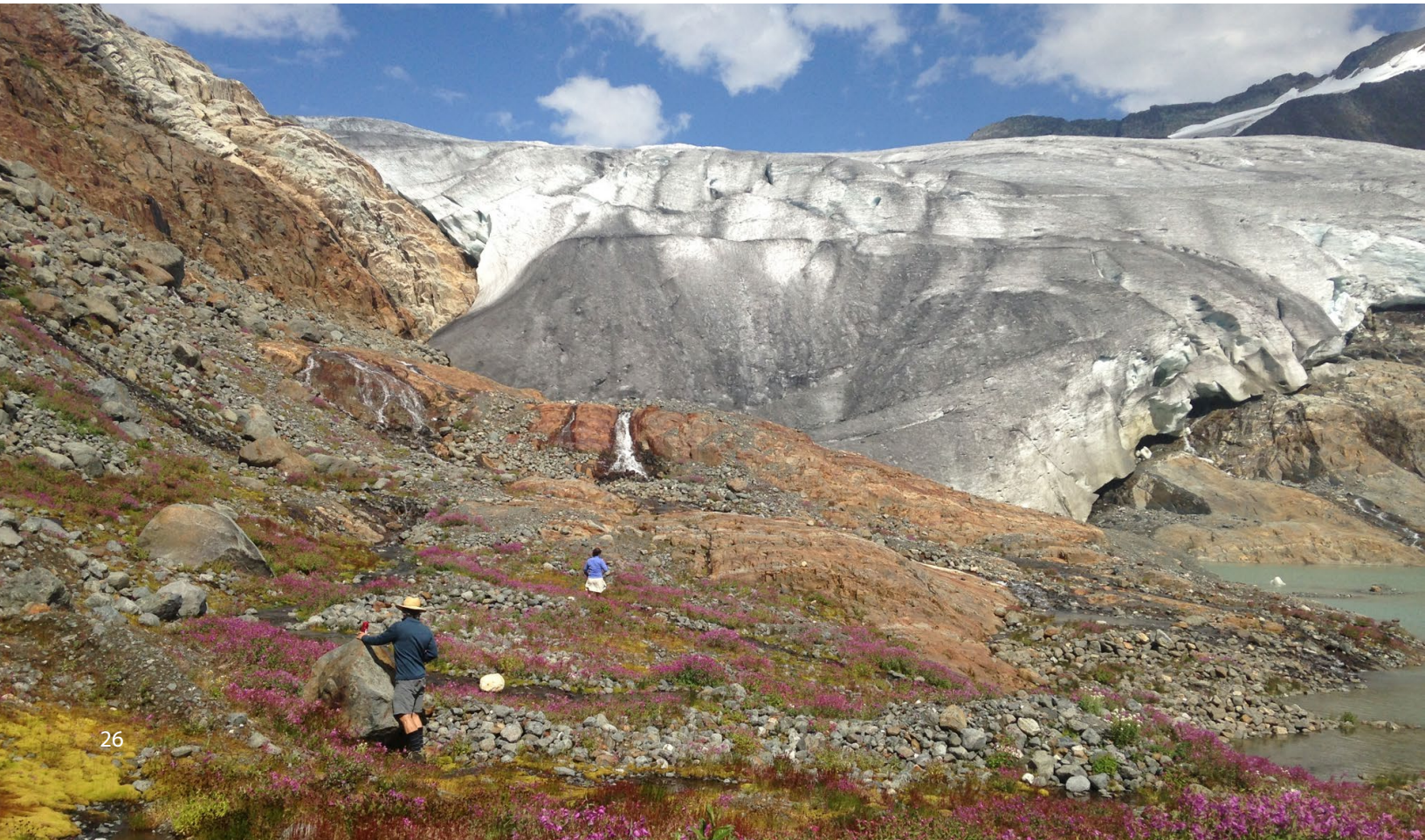
What are the ingredients of success?

In our experience, to earn and maintain social licence in the WUI requires these ingredients:

- START SLOW. Some treatments to date are modest 10 ha patches, but taking the time to demonstrate the process and the outcome is the only way to build trust.
- INVITE POTENTIAL CRITICS TO THE TABLE. Do this early on, and openly address tensions and conflicts. This requires time, patience, and persistence. In our case this started with talking about how to involve some of the most vocal opponents to logging in consumptive use watersheds including water user group, ecologists and biologists.
- USE NEUTRAL THIRD PARTY FACILITATION. This is important to keep groups on topic, to reduce conflict and to ensure that progress is made. External funding has been used in our process to support this crucial role.
- CO-DESIGN THE PROCESS. Focus on how to talk about important issues and then work together to develop the terms of reference, the work plan and the timeline.
- CELEBRATE SUCCESS. Identify and share tangible examples of positive progress, however small. This builds a sense of common purpose and, simply feels good.

West Kootenay communities that had once fought to keep logging out of their watersheds are now asking local land managers to work together to reduce wildfire risks in these same watersheds. The conversation is evolving rapidly, and the pressure is on those involved to show results. The challenge will be maintaining public support while scaling up fuel treatment operations in our neighbours' backyards.

PHOTO SUSAN MULKEY



CASE STUDY

FSC certification: standards for community engagement

Burns Lake case study

Prepared by Susan Mulkey, BCCFA
Frank Varga, RPF Burns Lake Community Forest
Satnam Manhas, RPF, Ecotrust Canada

IN 2000, THE VILLAGE OF BURNS LAKE was awarded the first community forest in the province. The six-member board of directors for Comfor Management Services Ltd. (CMSL) is appointed by the Corporation of the Village of Burns Lake. The Village of Burns Lake holds the shares of CMSL in trust for the community. Of the six seats on the board, one is reserved for each of the following: Office of the Wet'suwet'en Hereditary Chiefs (OWHC), Burns Lake Band, and the Wet'suwet'en First Nation. The chief and council (or office, as is the case of the OWHC) of the First Nations groups select an individual to represent them, and the Village appoints these individuals to the CMSL board. The remaining seats are filled with individuals from the community at large after an invitation for nominations is advertised in the local newspaper. Comfor Management Services Ltd. appoints directors to the board of Burns Lake Community Forest Ltd. (BLCF) (100 per cent owned by CMSL).

BURNS LAKE COMMUNITY FOREST COMMUNITY ENGAGEMENT AT THE FALL FAIR, PHOTO SUSAN MULKEY

With inspired ideas for local jobs, recreational development, and testing of innovative harvesting practices, a community relationship with the experimental tenure was launched. Soon after, however, the mountain pine beetle epidemic hit the area. Management focus turned to harvesting the dead and dying wood while it still held some market value. Over time, the organization experienced multiple turnovers in management, money was made and lost. The result was a significant loss of support from the community.

"When I got the job of general manager of the BLCF, I thought I would be doing a lot of forest management. But since I have been here, I can show you on my 10 fingers how much I have done…about one quarter of my little finger. My time is mostly spent in community engagement."— Frank Varga

PHOTO UBC ALEX FRASER RESEARCH FOREST

In 2016 the BLCF board and management with support of the shareholder and partners made considerable effort to focus their efforts on long-term strategic goals of "beyond the beetle", and to better transparency and engagement with their First Nation partners and the community.

Certification as a tool for change

As a term of its licence agreement, BLCF was required to implement one of the voluntary forest certification systems. With a number of certification options on the table, in late 2017 it was granted Forest Stewardship Council (FSC) certification. FSC is the most rigorous of the certification systems and includes a requirement for third party audits. Frank Varga, General Manager said, "the BLCF has made strong social, environmental, and economic commitments in our Management Plan to ensure a sustainable future. The FSC certification helps us meet and continuously verify those commitments." A strong motivator for the choice over other certification schemes is the strength of the FSC mandate and principles to build a more meaningful relationship with First Nation communities and the requirement to adhere to the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) and FPIC, or free prior and informed consent.

Community engagement process

In 2016, BLCF launched a community engagement process and survey to inform the development of a communication strategy that would also assist in the FSC planning process. The goal of the communication strategy was to ensure the community had access to the information necessary to participate in determining future priorities and plans in a way that was meaningful and worked for them.

The local Fall Fair was an excellent community event to power up BLCF community engagement activities. A booth was set up with free popcorn and balloons to catch people's attention and pull them in. BLCF staff developed maps to identify all the values important to the community as a tool to start and focus a conversation on

their priorities. People were helped with filling in paper and electronic surveys and by the end of the week over 200 were collected.

The First Nation BLCF board members helped to provide guidance and introduction to their community or group. Multiple sessions were held with the local Indigenous and non-Indigenous community based groups. The goals of the BLCF, and FSC certification were explained and discussions focused on the following questions:

- What is the information you need to see?
- What is the best way to present information? For example, maps, reports, general manager summary with board member from your community, etc.
- Who needs to see this information in your community or group? For example, trappers, knowledge keepers, elders, berry pickers, etc.
- What are the best ways to communicate with you? For example, key contact, alternative, email, phone, print copy, etc.

After each meeting, draft notes went back to the groups that were visited. The notes included what was discussed and all action items. The notes from these meetings went a long way to draft the engagement framework.

Key aspects to consider when working with Indigenous communities

Cultural context

Conducting the business of the tenure is done from a business viewpoint that is often different from the worldview and cultural context of the local Indigenous community. Even when the tenure holder and the local groups are on the same page, a forest manager who wants to move ahead on a project can be met with delays when the focus of the community representatives or leadership turns inward and business stops, as is the case often when a band council faces election. The manager is challenged to learn to understand and respect the culture and the worldview of the community *and* meet the business expectations of the board, staff, contractors and the rest of the public interest representatives. Managers are challenged to ask themselves — How important are my timelines? What flexibility do I really have?

Capacity

Most Indigenous groups are negotiating with the government of Canada directly (government to government) for health, social assistance, housing and education to support and deliver services for their community. At the same time, they are negotiating with the province on reconciliation or treaty. Then they have multiple sectors (mining, forestry, oil and gas) that are on their territory proposing development and sending referrals.

PHOTO UBC ALEX FRASER RESEARCH FOREST

"It is unlikely that 100 per cent of the community will support your project and ideas. It is a challenge to please everyone. But it is important to continue to tend the relationship with 100 per cent. — Ken Day

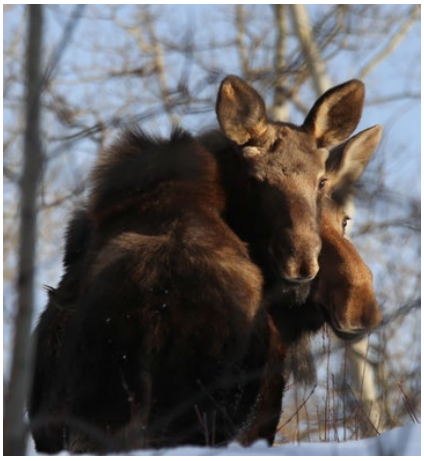


PHOTO MIKE ROBERTSON

They are dealing with legacy effects of colonialism including residential schools, the sixties scoop, and myriad other policies. So, even where there is capacity, it is usually overwhelmed, especially for small bands, and many cases there is no capacity with the specific expertise needed to support the implementation of the tenure obligations. Tenure managers will need to look at any contracting or economic development opportunities through the lens of building capacity and providing training opportunities.

Benefits through certification

The FSC Certification requires a five-year full audit and a compliance audit of two or three principles each year. This means that an independent auditor will come to the community and measure the success of BLCF in meeting the rigorous criteria of compliance. Indigenous communities must feel enabled with information they can understand. This process is not "consultation" it is engagement and empowerment. The FSC work enhances the existing relationships to be more meaningful and increase the effectiveness with working with First Nations to be more participatory but also including their values into management on their territories.

Within the FSC framework is a commitment to continuous engagement with First Nations before any harvesting, road building, or additional activities are to proceed. The audit will verify with the First Nation the success of the CFA to comply.

Lessons learned

Having or providing good information does not necessarily lead to support for your project. People have different values. Rarely are these negotiables.

There is not a one-size fits all approach when it comes to community engagement. Social licence must be built with multiple sectors, interest groups and often a number of local Indigenous groups. Each may require different, specific approaches and relationship building efforts.

Community engagement that builds credibility and trust must allow for dialogue directly with the forest manager.

Diverse perspectives, diverse expectations

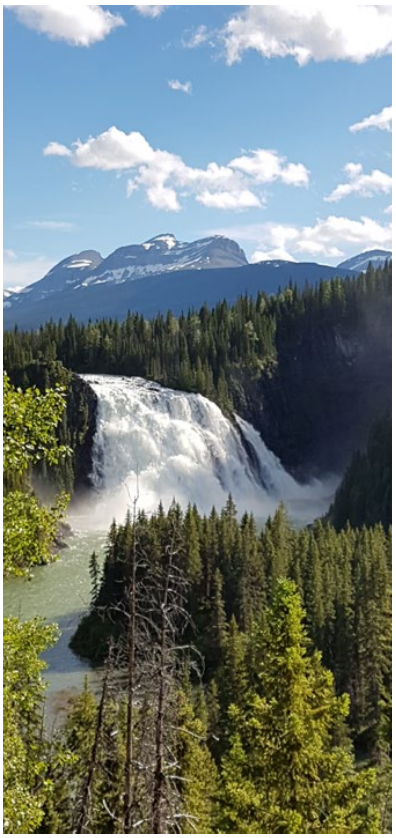
There are two levels of community engagement — the specific operational on the land base and the strategic. Some people want to see their values reflected in the strategic management and plans. Their interest is less about specific plans. Others need to understand the details, to get out on the land base and negotiate specific items.

You must do the uncomfortable. Building of constructive partnerships is an investment in your shared future.

Develop an engagement framework with each First Nation

It is key to include the following:

- Frequency of engagement — Schedule annual or more frequent face to face meetings to discuss concerns. Clarify how staff will consider options to address and alleviate. Get back to the community with updates or even bring people out to a site discuss these remedies.
- How and where meetings will be held (e.g., community meetings, monthly elder luncheon).
- What information they would like to see (e.g., two to five-year road and layout plan with all other important layers on maps — PDF map projected that can turn on and off layers).
- How they would like to monitor activities.
- Annual review of the framework with the ability to be updated at any time.
- Confidentiality and data sharing agreements — There will be areas of significance that intellectual property may want to keep confidential (e.g., berry or mushroom picking sites, location of medicinal plants). This agreement will be the understanding of how that information can be used, stored, and by whom from the BLCF.
- Development of the engagement framework may require meeting a number of times with the chief and council, community, and elders.



"Reconciliation is more than a respectful relationship. It is empowerment and reinforcement of cultural pride and identity. It is a focus on the long term and shared prosperity. To do this right is a marathon. It takes courage. It is not a destination. You cannot predict an outcome or be attached to a time frame. You must have the courage to start. Small actions count. Every action counts." — Frank Varga, Manager, Burns Lake Community Forest

KINUSEO FALLS NEAR TUMBLER RIDGE, PHOTO JENNIFER GUNTER

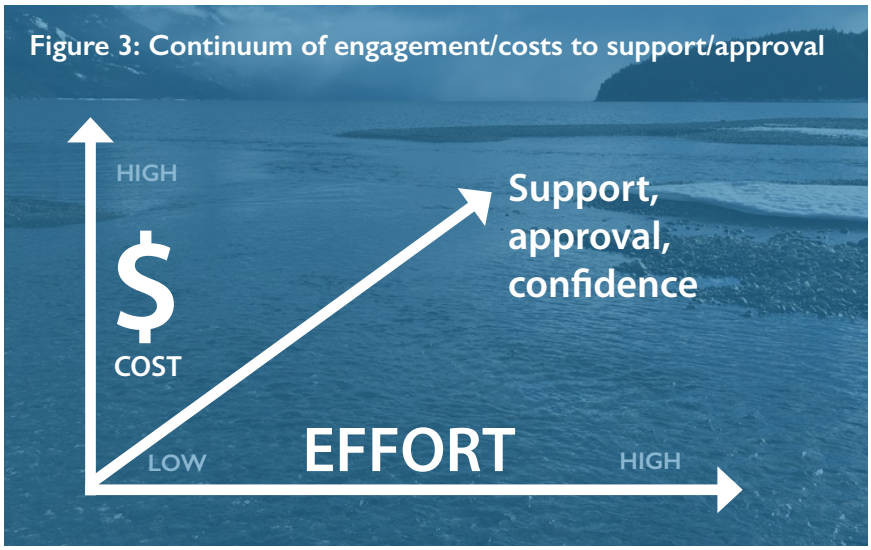
3 FRAMEWORK

PHOTO UBC ALEX FRASER RESEARCH FOREST

A framework for cultivating social licence

THE CHECKLIST set out in this section is provided as a tool for community engagement. It is important to recognize that engagement is not a linear process. Small tenures have long term planning horizons and the process of community engagement, collaboration, and building social licence is ongoing. On one aspect of your tenure management you may be at an information collecting stage as you prepare to head into a new area or to launch a new aspect of planning. At the same time, you may be in the final details of building a memorandum of understanding (MOU) with a local recreation group and cultivating a relationship with a newly elected chief. This list is intended to support all stages of engagement and to offer some ideas and tools that are useful along the way.

As a new community forest, we have need of place names, road names, and historical information. I rely on an elder from the community to help me with such knowledge. I am fortunate to be able to call her on the phone and ask her for help. — Ken Day, Williams Lake Community Forest



Checklist for cultivating social licence

- ❏ Engage early in the process
  - ❏ Identify the community participants and invite the critics to the table
  - ❏ Identify clear terms of reference and objectives of the engagement
  - ❏ Identify the issues
  - ❏ Use neutral third party facilitators
- ❏ Assess capacity to engage, budget, and address gaps where possible
  - ❏ Assess available resources and capacity
  - ❏ Complete information gap analysis
  - ❏ Seek partnerships or funds to address gaps
- ❏ Design a process with feasible and realistic goals supported by all parties
  - ❏ Clarify what information participants want to have
  - ❏ Clarify how participants want to be engaged
  - ❏ Confirm support for the process
  - ❏ Decide how your team will monitor success
- ❏ Develop a communication and information sharing plan
  - ❏ Determine the frequency of meetings
  - ❏ Confirm which participants will be involved in sessions
  - ❏ If working with First Nations draft confidentiality agreements or data sharing agreements
- ❏ Discuss, deliberate, and develop strategies for action
  - ❏ Planning processes can form the context (forest stewardship and management plans; long term strategic plans; WUI planning, tenure specific working plans; recreation and watershed plans; land use plans; or other planning processes)
  - ❏ Ensure information is shared and the process is transparent.
  - ❏ Use an interest based process and keep a record of discussions.
  - ❏ Develop informal agreements, MOUs or Partnership Agreements particularly where there are economic opportunities.
  - ❏ Consider a certification system (e.g., FSC or SFI) as a tool to structure a plan.
- ❏ Demonstrate outcomes and monitor success
  - ❏ Communicate successes and challenges
  - ❏ Monitor success as per process plan and adapt management strategies based on monitoring results
  - ❏ Undertake an annual review to confirm common goals and review process and strategies

It is important to recognize that engagement is not a linear process.

For example, you may be in the final details of building an MOU with a local recreation group, while cultivating a relationship with a newly elected chief.

This list is intended to support all stages of engagement and to offer some ideas and tools that are useful along the way.

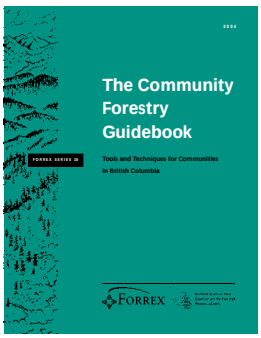
PHOTO UBC ALEX FRASER RESEARCH FOREST

Step 1: Engage early in the process

PHOTO UBC ALEX FRASER RESEARCH FOREST

RESOURCE:

Susan Mulkey, "Working together: Conflict Management and Decision-Making," page 27 in the *Community Forestry Guidebook: Tools and Techniques for Communities in British Columbia*, 2004, bccfa.ca/guidebook/



Key elements:

- Identify the community participants and invite the critics to the table.
- Identify clear terms of reference or a shared understanding of the scope and objectives of the engagement.
- Identify the issues.
- Use neutral third party facilitators.

Description: Determine who has a strong opinion on the tenure management and will take the time to share their perspectives. Will different individuals and organizations be interested in different parts of the process? It is important to clarify and reach a shared understanding of the scope and objectives of the engagement. Why are you as the land manager initiating dialogue and engagement? Begin a process of inquiry to support moving from an articulation of positions to seek out common interests (described as wants, needs, concerns) and common ground. This stage of the process will require patience and active listening to ensure that the participants are heard. Note that as a manager you will engage with participants with your own set of interests and therefore a skilled third party facilitator that is trusted by the participants may be required to build trust that all the interests are being recognized and considered.

Interest-based negotiations or discussions seek to understand and address the underlying interests of all the parties and to treat a difference of opinion or outcome as a mutual problem. This approach is based on the notion that an agreement that provides some level of satisfaction for each party's interests is more likely to be long-lasting.

Note the difference between negotiating on the basis of *interests*, rather than *positions*:

- **Positions** are things usually expressed as demands or solutions. People often engage in negotiations from the basis of their positions.
- **Interests** can be identified as the underlying needs, wants, fears, or desires that motivate us to take a particular position.

The interests of community and Indigenous peoples can be identified by asking:

- **"What is important to you?"** This question identifies the issue or what needs to be talked about.
- **"What would you like to do about this?"** This question is usually expressed as a position or a solution.
- **"Why would this particular solution meet your needs?"** This question identifies underlying interests.

Step 2: Assess capacity to engage, budget, and address gaps

Key elements:

- Assess available resources (including budget).
- Complete information gap analysis.
- Seek partnerships or funds to address gaps.

Description: Capacity is most frequently noted as a barrier to successful community engagement and collaboration. It is fair to say there is never enough time or resources to achieve an ideal process. But you must always be developing your own capacity as well as the capacity of others. It is key to understand the capacity of the community participants and your tenure staff and management prior to setting up expectations or designing a process. Are participants equally supported to be in the process? What information will you collect, and how will you go about gathering it? What resources (e.g., time, funding, and expertise) will you need to engage? For First Nations, ensure that capacity support and or funding is in place to support their engagement at the appropriate level (staff participating in technical discussions; leadership engaging to develop strategy).

It is fair to say there is never enough time or resources to achieve an ideal process. But you must always be developing your own capacity as well as the capacity of others.

PHOTO SUSAN MULKEY

RESOURCES

Funding for First Nation capacity: The BC Capacity Initiative for economic development projects, bccapacity.org

"Conducting Needs Assessments," New Jersey Agricultural Experiment Station, Rutgers University, New Jersey, 2018, https://njaes.rutgers.edu/evaluation/resources/needs-assessment.php

Marc G. Stevenson and Pamela Perreault, Capacity For What? Capacity For Whom? Aboriginal Capacity and Canada's Forest Sector, Sustainable Forest Management Network, 2008, https://tinyurl.com/yaswplfw

Step 3: Design a process with feasible and realistic goals supported by all parties

Key elements:

- Clarify what information participants want to have.
- Clarify how participants want to be engaged.
- Confirm support for the process (if working toward collaboration ensure that process is mutually designed).
- Decide how your team will monitor success.

Description: This step is really about determining goals and the process that will be used to achieve these goals. Questions that will help guide this step include:

- How do the participants want to participate in the process?
- Do they want to provide high level strategic input or engage in the technical level regarding implementation of prescriptions?
- What information will participants require in order to feel informed and to participate?
- What are the best steps and time frames for engaging?
- What is the exit strategy if engaging is not beneficial for the process?

RESOURCES

The BCCFA website hosts a range of resources useful to inform the selection of process and development of goals. For example see Jennifer Gunter (editor), *Community Forestry Guidebook: Tools and Techniques for Communities in British Columbia*, 2004, bccfa.ca/guidebook/

A clear discussion of joint decision-making as a key aspect of collaboration is outlined in *A Call to Action: Shared Decision Making, A New Model of Reconciliation of First Nations Natural Resource Jurisdiction,* Hul'qumi'num Treaty Group, 1991, hulquminum.bc.ca/pubs/A_Call_To_Action_HTG2008.pdf?lbisphpreq=1

WESTBANK COMMUNITY FOREST FUEL TREATMENT, PHOTO DARREN HULL

Step 4: Develop a communication plan

Key elements:

- Determine the frequency of meetings required.
- Confirm which participants will be involved in sessions (who should be part of the discussion?).
- If working with First Nations draft confidentiality agreements or data sharing agreements.

Description: Developing a fulsome communication and knowledge exchange plan will be crucial to the success of the engagement process. This should be built off of the previous step where participants articulated how they wanted to be engaged in the process as well as what kinds of information they need to fully participate and trust the transparency and process.

An effective communication plan will include various types or tools for messaging out with your information and in to hear from the community. A collection of communication tools, rationale for when to use them and their effectiveness are discussed in the 2004 Community Forestry Guidebook. A summary is provided here, yet we encourage you to have a look at the full chapter. The underlying principle is to ensure your message is heard by as many people as possible, and that you hear about their concerns and interests from them.

The following pages present a variety of methods for engagement.

PRACTICAL STEPS FOR COMMUNITY SURVEYS

Surveys are an excellent way to learn community opinions and priorities. It is important to ask the right questions to get the information you specifically want to collect. At the outset, everyone needs to be clear about the purpose of the survey to ensure the right information is collected.

- **Set priorities. What are the specific goals? How will the information be used?**
- **Decide how you will deliver the survey. There are many online survey tools that are easy to use and inexpensive. You will also need to provide paper copies. This data can be added manually to the online data.**
- **Design and pre-test the survey to ensure you will get the information you need.**
- **Publicize widely and include the survey end date.**
- **Plan how the information will be compiled and reported back to survey participants.**
- **Once the data has been collected and compiled, publicize the results.**

Adapted from *Community Forestry Guidebook*, page 47, bccfa.ca/guidebook/

Engagement method ideas

COMMUNITY MEETINGS

- High visibility.
- Attendance subject to people's availability and hard to predict.
- Large preparation load.
- Reaches across the community and achieves visible accountability.
- To be used sparingly.

OPEN HOUSES

- High visibility.
- Attendance subject to people's availability and hard to predict.
- Large preparation load.
- Displays and explains plans and products at key stages.
- Open houses meet statutory requirements.

NEWSLETTERS

- Facilitates circulation of a prepared message.
- Send out regularly. Consider quarterly.
- Circulate to email list. Requires collecting people who want to receive the newsletter.

WEBSITE AND SOCIAL MEDIA (FACEBOOK, TWITTER, INSTAGRAM)

- Accessible to many people and creates a regular presence.
- Requires regular updating. Labour intensive to manage.

PRINT MEDIA

- Proactive relationship with local press is required. Requires a spokesperson.
- Can also submit regular updates. Pay for it if you must to get coverage.
- Some communities have no local print media.

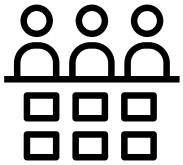
FOCUS GROUPS

- In-depth potential for education and responses to specific issues at key points.
- Provides access to broad perspectives.
- Labour intensive.

Adapted from Scott-May and Mulkey, *Community Forestry Guidebook*, 2004, page 47, bccfa.ca/guidebook/

ICONS COURTESY THE NOUN PROJECT, Prosymbols

ADVISORY COMMITTEES

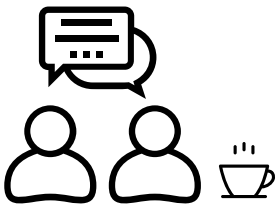


- Needs careful tending, clear terms of reference and extensive support.
- Fixed membership; can be difficult to change.
- In-depth and knowledgeable advice over time.
- Potential for isolation from the broader community.
- Can provide continuous review of a longer process.

AGENDA ITEM AT MEETINGS OF COMMUNITY GROUPS

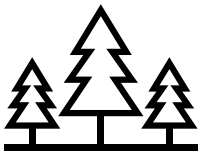
- Convenient access to broad range of interest group members over time.
- Respects and acknowledges existing community structures.
- Allows the management to go to the people instead of expecting them to come to you.

KITCHEN TABLE VISITS



- High trust building.
- Accurate feedback.
- Labour intensive.
- Increases credibility of the project and engagement program.

FIELD TOURS



- Opportunity to showcase operations and plans.
- Potential for education and information exchange.

ONE TO ONE SITE VISITS WITH KEY INDIVIDUALS

- Respect for positions indicated and therefore are taken seriously.
- Labour intensive.
- Provides understanding and means of working with advocates and critics.

SURVEYS

- Statistical treatment potential.
- Online tools are very accessible.
- Paper surveys must also be made available.
- Gives broad assessment of issues to refine through focus of other methods.

WORKSHOPS

- Flexible membership.
- Reasonable preparation load.
- Useful for periodic review of a longer process at important stages.

Step 5: Discuss, deliberate, and develop strategies for action

Key elements:

- Planning processes can form the context (forest stewardship and management plans; long term strategic plans; WUI planning, tenure specific working plans; recreation and watershed plans; land use plans; or other planning processes).
- Ensure information is shared and the process is transparent.
- Use an interest based process and keep a record of discussions.
- Identify common ground and outcomes that can meet the interests of everyone.
- Develop informal agreements, memorandums of understanding (MOUs) or partnership agreements — particularly where there are economic opportunities.
- Consider a certification system (FSC or SFI) as a tool to structure a plan.

Description: Cultural and world view differences, personalities, and elements of the process will influence engagement outcomes and collaborative efforts. Remember that the goal is to improve communication and relationships, reduce conflict, and to generate good, enduring management decisions. The forest manager must also consider the fiscal realities and obligations of the business of the small tenure. The challenge is to build outcomes and strategies for action that are based on authentic efforts and relationships of mutual respect, and that incorporate or address all interests to the highest degree possible.

The challenge is to build outcomes and strategies for action that are based on authentic efforts and relationships of mutual respect, and that incorporate or address all interests to the highest degree possible.

RESOURCE

Giuliana Casimirri and Sashi Kant, "Chapter 4: Factors Affecting Success in a First Nation, Government and Forest Industry Collaborative Process" in *Growing Community Forests: Practice, Research, and Advocacy in Canada*, 2017.

CHESLATTA DUGOUT CANOE, PHOTO MIKE ROBERTSON

Step 6: Demonstrate outcomes and monitor success

Key elements:

- Communicate successes.
- Monitor success as per process plan and adapt management strategies based on monitoring results.
- Continue to be transparent in communication and information sharing and build the relationships.

Description: One critical, yet often missing part of community engagement is follow-through. It is important to keep building relationships and generate valuable feedback and learning. This includes reporting back to participants to identify how their contributions have been included in the decision-making process.

Develop indicators that can measure progress towards your goals. Management goals in community forests usually fall into one of four categories: economic, environmental, socio-cultural and educational. An example of measures can be found in the first resource listed on this page. The BCCFA's *Community Forest Indicators* can also be used as a framework by Community Forests to track benefits to communities.

Adaptive management approaches refer to the process of setting goals, implementing action, reviewing and monitoring outcomes and adjusting strategies where necessary on a regular basis to achieve goals. A useful resource linked to the adaptive management approach that we have proposed is a study that explores the role of collaborative and community-based monitoring in facilitating adaptive management and social learning.

TREEPLANTERS, PHOTO ERIC LESLIE

One critical, yet often missing part of community engagement is follow-through.

RESOURCES

Sara Teitelbaum, "Criteria and Indicators for the Assessment of Community Forestry Outcomes: A Comparative Analysis from Canada," *Journal of Environmental Management,* 2014, 132:257-67.

Jennifer Gunter and Susan Mulkey, British Columbia Community Forest Association Indicators Report, 2017, bccfa.ca/wp-content/uploads/2017/04/2017-4-13BCCFAprint.pdf

M.E. Fernandez-Gimenez, H. L. Ballard and V.E. Sturtevant, "Adaptive management and social learning in collaborative and community-based monitoring: a study of five community-based forestry organizations in the western USA," *Ecology and Society*, 2008, 13(2): 4, ecologyandsociety.org/vol13/iss2/art4

TUMBLER RIDGE COMMUNITY FOREST, PHOTO JENNIFER GUNTER

Conclusion

Developing collaborative approaches or implementing other strategies for cultivating social licence in small tenures in BC should be considered an ongoing process that is relationship-based and long term.

THIS GUIDE SYNTHESIZES LESSONS LEARNED from a number of areas, including a conference survey (BCCFA 2017), case studies, and literature. These lessons have been synthesized into a framework with a set of key considerations for cultivating social licence and developing relationship-based approaches within small tenures in BC. The tools and resources are not exhaustive, rather we have included a few selected examples and key resources.

Cultivating social license and building a relationship based approach within small tenures is very challenging. Managers of small tenures are working within complex communities and rapidly changing contexts right adjacent to where people live and work. Effort to engage with the communities where we work starts early in the process and does not end when a project or activity is complete, rather it is ongoing and iterative.

Cultivating a relationship-based approach to social license requires commitment and is long term. Taking the time to build relationships, understanding capacity, designing a process, sharing resources and information to build a common understanding and shared goals will pay dividends in community support for the tenure operations.

PHOTO SUSAN MULKEY

British Columbia Community Forest Association

local people, local forests, local decisions