# LOCAL ROUND TABLES
## REALIZING THEIR FULL POTENTIAL

British Columbia
Round Table
on the Environment
and the Economy

Commission
on Resources
and Environment

Fraser Basin
Management
Program

National Round Table
on the Environment
and the Economy

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*A report on the Canadian experience*
*with multi-stakeholder processes*
*June 1994*

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# Preface

The idea of multi-stakeholder round tables for sustainability planning was first advanced by Canada's Task Force on Environment and Economy in a 1987 report for the Canadian Council of Resource and Environment Ministers. Round tables were seen as "a permanent forum in which all sectors can meet to cooperate on preventative strategies and to influence planning." Subsequently, round tables were formed at the national level and in all provinces and territories, and increasingly began to appear in individual communities.

The concept of round tables has attracted considerable international attention as a means of achieving, through public involvement, an integration of perspectives building towards a sustainable future for the whole community. In her book, *Signs of Hope* (1990), Linda Starke reviewed the international impact of the World Commission on Environment and Development's 1987 report to the United Nations, and commented that "these initiatives in Canada provide one of the few examples of lateral thinking on institutions since *Our Common Future* was published."

Canada's work has attracted international attention and has led other countries to explore similar approaches. For example, in the United States, a President's Council on Sustainable Development has been formed, and approximately 14 states are developing some type of formal process to address sustainability, many using a round table approach. In Britain, the government's first strategy for sustainable development recommends a national forum or round table.
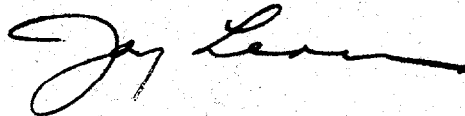
Canada is recognized as the world leader in this field, as we have been able to share with others the lessons we have learned in the early stages, particularly at the national and provincial levels. However, the growth of local round tables and other similar community processes has been so rapid that we have not had an opportunity to analyze our collective experiences—an undertaking which would certainly provide valuable lessons for all those currently involved in community processes, and for those wishing to initiate local round tables.

*"The Commission has noted a number of actions that must be taken to reduce risks to survival and to put future development on paths that are sustainable. Yet we are aware that such a reorientation on a continuing basis is simply beyond the reach of present decision-making structures and institutional arrangements, both national and international."*
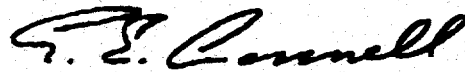
"Our Common Future", WCED (1987)
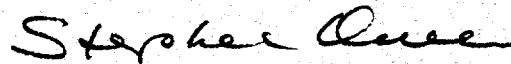
This report seeks to fill the gap by reviewing the experiences of local round tables in British Columbia and reflecting on similar initiatives in Manitoba, Saskatchewan and Ontario. Preparation and publication of this report have been jointly supported in British Columbia by the B.C. Round Table on the Environment and the Economy, the Commission on Resources and Environment, and the Fraser Basin Management Program, and also by the National Round Table on the Environment and the Economy.

Joy Leach, Chair
British Columbia Round Table on the Environment and the Economy

George Connell, Chair
National Round Table on the Environment and the Economy

Stephen Owen, Commissioner
Commission on Resources and Environment

Tony Dorcey, Chair
Fraser Basin Management Program

# Acknowledgements

This project has a special significance to the members of the British Columbia Round Table because we view it as a significant part of the legacy which we are leaving for the people of British Columbia. The Round Table is being phased out by June 30, 1994, and this report could not have been completed within its very tight timeframe without an extraordinary effort from a large number of people who deserve a special thank-you from the members of the Round Table.
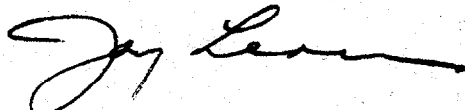
Firstly, I would like to thank all of those who gave up a weekend to attend our workshop in Vancouver in May 1994, providing us with much of the material for this report. Additionally we owe thanks to others who were unable to attend the workshop but who provided information and assistance.

Secondly, I would like to thank the other sponsoring agencies: the Commission on Resources and Environment, the Fraser Basin Management Program and the National Round Table on the Environment and the Economy. They recognized the significance of the project we had started and their assistance has made it possible for us to complete it on time.

Finally, I would like to add a special note of thanks to the committee which has worked so hard on the project: Rozlynne Mitchell, Graham Lea, Tracy Wachmann, Sarah Lotz, Linda Thorstad, Craig Darling, David Greer, Sarah Flynn, Sandy Scott, Julian Griggs, Doug MacLeod, Loraine Lee, and Rick Wilson.

The need for public involvement in decision-making was one of the major issues that the Round Table heard consistently from British Columbians, and it was a central theme in many of our reports. Local round tables are a primary mechanism to achieve that goal, and to ensure the implementation of sustainability strategies in this province and across Canada.

The members and staff of the British Columbia Round Table were honoured to have been able to play a part in advancing the global discussion of sustainability, and in helping to build a sustainable future for this province. It is with a great deal of pride that we pass on the sustainability baton.

Joy Leach
Chair
British Columbia Round Table on the Environment and the Economy

May, 1994

The National Round Table on the Environment and the Economy (NRTEE) is pleased to be involved in producing this important resource for local round tables. We hope it will become a useful tool for communities across the country as they lead the way to a sustainable society.

It is very encouraging to see the proliferation of sustainable development activity that is happening at the community level across Canada, and that the concept of round tables is being embraced so enthusiastically.

The National Round Table is mandated by the Parliament of Canada to act as a catalyst in promoting sustainable development in all sectors and all regions of Canada. We help promote local round tables and sustainable development at the community level through our publications, *Sustainable Development and the Municipality, Toward Sustainable Communities*, By Mark Roseland, and most recently our Spring 1994 Newsletter, a special issue on sustainable communities.

We are pleased to be partners with the Commission on Resources and Environment, the Fraser Basin Management Program and the B.C. Round Table on the Environment and the Economy. The B.C. Round Table has made an important contribution to advancing sustainable development. The National Round Table and the round table movement in Canada are indebted to the B.C. Round Table for its important efforts.

George E. Connell
Chair
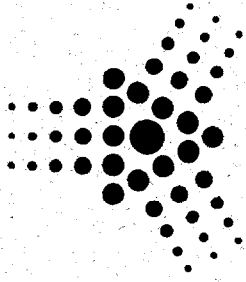
# COMMISSION ON
# Resources and
# Environment

May 1994

The Commission on Resources and Environment (CORE) is pleased to have contributed to the efforts of those involved in producing this report. The dedication and enthusiasm of B.C. Round Table members and staff and the citizens across British Columbia willing to contribute to local round tables in their communities and to the ideas contained in this report have made it an invaluable resource.

CORE has consistently drawn on and attempted to put into practice the B.C. Round Table's pioneering work on sustainability. The work on local round tables is no exception.

By articulating a conceptual framework for local round tables, providing a practical "how to" guide to establishing local round tables and, with this report, describing the range of experience of local round tables across the province, the B.C. Round Table has laid the groundwork for CORE's efforts to advance community participatory processes related to land use and resource and environmental management.

The B.C. Round Table has also fostered considerable local organization and resolve, two ingredients essential to the success of participatory processes. Those attempting to advance other important community issues in fields such as health care, education and social service delivery through round table participatory processes will be similarly indebted to the B.C. Round Table for its efforts.

Stephen Owen
Commissioner

May 1994

The work of the B.C. Round Table on the Environment and the Economy had a major influence on the design of the Agreement Respecting the Fraser Basin Management Program (FBMP) and the Board established to implement it. In particular, the Round Table stimulated the focus on environmental, economic and social sustainability; commitment to multi-stakeholder and consensus processes; and emphasis on building local processes for managing the watersheds of the Basin.

When the Fraser Basin Management Board got started on its task, it found the Round Table's work already being widely used and stakeholders beginning to work together on sustainability throughout the communities and watersheds of the Basin. This influenced the Board in developing the FBMP to give major emphasis to learning from, building on, and strengthening these local initiatives.

The FBMP is therefore most pleased to have had the opportunity to contribute to this report, examining experience with local round tables in not only the Basin but also the rest of British Columbia and other provinces. The report provides invaluable guidance and advice to the increasing numbers of stakeholders who wish to pursue the round tabling strategy for sustainability. The Board is committed to building on the pioneering work of the Round Table and assisting local round tables to be key mechanisms for sustainability in the watersheds of the Fraser Basin.

A.H.J. (Tony) Dorcey
Chair
Fraser Basin Management Board

/dw

# CHAPTER 1

# *Introduction*

As the concept of sustainability has flourished in Canada, a number of collaborative decision-making processes have been initiated at the local level. This report explores the strengths and weaknesses of one particular set of local governance structures—local round tables—and reviews the experience to date with their establishment and use.

The British Columbia Round Table has established five criteria to describe these organizations. Local round tables:

(i)   have a *broad mandate to address sustainability* and how it can be achieved at the local level. They consider environmental, economic and social factors equally rather than focus on one of these facets of sustainability;

(ii)  are *multi-stakeholder* with members reflecting the interests of all sectors of the community or region;

(iii) are *continuing bodies* addressing long-term issues, rather than ad hoc committees or task forces established to consider a single short-term question or concern;

(iv)  *operate by consensus*, fostering the common understanding and agreement necessary to make the difficult trade-offs needed to achieve sustainability; and

(v)   are *advisory* to government, the community and the other local organizations they serve.

## 1.1 Purpose of this Report

This report is directed to existing and potential local round tables and other similar community-based planning and decision-making processes. The purpose of this report is threefold:

• to provide information on the opportunities and challenges for establishing and developing local round tables and making them effective;

- to provide an overview of the successes and failures of local round tables to stimulate discussion at all levels; and

- to promote the local round table concept both in Canada and internationally.

## 1.2 Scope of this Report

A vast range of multi-stakeholder committees and processes are underway across the country and many of these function in a similar way to local round tables. In British Columbia for example, there are advisory committees on land use planning included in Local Resource Use Planning (LRUP) and Land and Resource Management Planning (LRMP) processes, Mayor's task forces on the environment or social planning issues, watershed management partnerships and demonstration projects, community stewardship initiatives, and healthy communities processes (see Box 1). Many of these initiatives address sustainability as part of their mandate. This report focuses on those local or regional organizations or processes which generally match the five criteria of local round tables outlined above even though some initiatives do not describe themselves formally by that name.

This report builds on information presented in other publications from Round Tables across Canada, and other agencies including:

- in British Columbia: *Choosing the Right Path, A Guide to Establishing a Local Round Tables, Towards a Strategy for Sustainability*, and *Strategic Directions for Community Sustainability;*

- in Ontario: *Local Round Tables on Environment and Economy* and *Building Sustainable Communities: An Inventory-in-Progress of Initiatives in Ontario, Volumes I and II;*

- in Manitoba: *Community Choices: A sustainable communities program for Manitoba: A guide for the formation and effective use of Community Round Tables;*

- from the National Round Table: *The National Round Table Review,* Spring 1994, and *Toward Sustainable Communities* by Mark Roseland.

A list of selected references has also been included in Appendix 1.

This report also draws from information collected at a workshop in Vancouver in May 1994 hosted jointly by the B.C. Round Table, the Commission on Resources and Environment, the Fraser Basin Management Program, and the National Round Table. This workshop brought together representatives of local round tables from across the province and elsewhere in Canada to share their experiences, help identify the strengths and weaknesses of current processes, and develop strategies for improving the effectiveness of local round tables. A list of workshop participants is included in Appendix 2.

*In the realm of public decision-making, the public has delivered four strong messages to the B.C. Round Table, that it is time for:*
- *action;*
- *full local participation;*
- *more access to information; and*
- *widely-based education for sustainability.*

## Box 1: An Overview of Selected Multi-Stakeholder Processes Underway in British Columbia

*Local Round Tables* are multi-stakeholder processes involving a range of participants who collectively reflect the diversity of interests in the community. Local round tables operate by consensus, have a mandate to address sustainability (including social, environmental and economic issues) and are on-going. Local round tables act in an advisory capacity to government and may be established either by Municipal Councils, a Regional District Board or a provincial organization, or through the efforts of the community. In addition to dealing with site specific issues, local round tables often develop a vision or long-term plan for the local community or region.

*Regional Land Use Strategies* and *Basin Management Initiatives* have been undertaken by the Commission on Resources and Environment, and by the Fraser Basin Management Program respectively. Regional strategies focus on large scale uses of land and designation/allocation issues, and are underway on Vancouver Island, in the Cariboo-Chilcotin, and in the East Kootenay, and West Kootenay-Boundary regions and each contributes to a provincial land use strategy for British Columbia as a whole.

*Land and Resource Management Planning (LRMP) Processes* are multi-stakeholder processes led jointly by the provincial Ministry of Forests, and Ministry of Environment, Lands and Parks. LRMPs carry out integrated planning for resource management on Crown land at the *sub-regional level*. Resource managers work with the public to prepare plans on a consensus basis, where possible.

*Local Resource Use Plans (LRUPs)* are *local* level resource management plans dealing with such issues as coordinated development, area management or watershed protection. LRUPs are coordinated by an agency or an inter-agency team, depending on the resource values and issues in question. Resource users and the public are consulted or may actively participate.

*Local Government Advisory Committees* have been set up by a number of local governments as a vehicle for providing input to Mayor and Council on local planning issues. In recent years some municipalities have established environmental advisory committees (for example in Richmond) to address local concerns and to develop proposals for new approaches to local habitat protection by establishing Environmentally Sensitive Areas, or local environmental protection bylaws.

*Watershed Management Partnerships* have been struck in a number of areas in the province to coordinate planning and management activities within a drainage basin. These partnerships bring together local governments, agencies, first nations, industry, communities and other stakeholders to develop a common set or priorities for planning and management, and to apply new coordinated approaches to information generation, analysis, and decision-making. Watershed partnerships are initiated by any one of the partners involved and serve as a coordinating mechanisms for on-going planning in the watershed.

*Community Stewardship Initiatives* are generally initiated at the site level and involve conservation or recreation groups in voluntary efforts for habitat protection, restoration, or resource management. Some stewardship initiatives are included as one of the areas of activity of Watershed Management Partnerships.

*Healthy Communities* processes are underway in many parts of the province. These initiatives, which are funded in part by the Office of Health Promotion, Ministry of Health, seek to involve the full range of interests and stakeholders in addressing community development issues for the local community. Although originating from concerns over health care and social well-being, many healthy communities initiatives also address environmental and economic issues.

*"An independent study, or perhaps series of studies, of the actual difference which the round table process has made would surely be valuable - not least to the round tables themselves in considering their strengths, weaknesses and how best to develop in future."*

John Gordon, Deputy and Policy Director, Global Research Centre, Imperial College, Britain

Although the primary focus of this report is on local round tables in British Columbia, efforts have been made to include examples of local round tables from across the country for which information is available.

# 1.3 What is Sustainability?

The term *sustainability* has evolved over the last two decades as global, national and local organizations have worked to address the interdependent issues of environment, economy and social well-being.

The World Commission on Environment and Development (WCED), also known as the Brundtland Commission after its chair, Norway's Prime Minister, Gro Harlem Brundtland, was asked to formulate a "global agenda for change." Its report, *Our Common Future,* defined sustainable development as the realization of the development needs of all people without sacrifice of the Earth's capacity to support life.

In *Towards a Strategy for Sustainability,* the British Columbia Round Table on the Environment and the Economy redefined this concept to eliminate any perceived contradiction between the idea of "sustainable" (meaning capable of being maintained) and "development" (implying expansion and growth). The B.C. Round Table chose to adopt the simpler term "sustainability," meaning a process or state that is capable of being maintained indefinitely.

Sustainability recognizes that qualitative development—for example, creation of new technologies or processes for adding value to products—should continue, while quantitative development—for example, urban growth and sprawl, or resource extraction—must recognize the limits of ecosystems to regenerate raw materials and absorb wastes.

### Sustainability has Three Dimensions
Sustainability integrates three closely interlinked dimensions: the protection of the environment, the maintenance of a viable economy, and ensuring social well-being. Achieving sustainability requires understanding the linkages between these three dimensions and how they affect our daily lives. It means developing a vision that accommodates these complex relationships and coming to terms with difficult choices. This can be a demanding task, particularly at the local level where there may be many conflicts between local interests and needs, and responsibilities to the surrounding region, province, or global interests.

To add to the challenge, sustainability is not a "fixed" condition. Emerging problems and opportunities may change the picture of what constitutes sustainability, particularly at the local level. Our

understanding of sustainability will evolve as our appreciation of natural, economic and social systems develops, and as our ability to build consensus on trade-offs and balances between the often competing dimensions of sustainability grows.

### Principles of Sustainability

The B.C. Round Table on the Environment and the Economy developed a set of *principles of sustainability* which can be used as a guide to test ideas and actions to see whether they promote sustainability (see Box 2). These principles have been integrated into B.C.'s Land Use Charter, adopted in principle by the B.C. Government in 1993.

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**Box 2: The B.C. Round Table's Principles of Sustainability**

- Limit our impact on the living world to stay within its carrying capacity (its ability to renew itself from natural and human impacts).
- Preserve and protect the natural environment (conserve life support systems, biological diversity, and renewable resources).
- Hold to a minimum the depletion of non-renewable resources.
- Promote long-term economic development that increases the benefits from a given stock of resources without drawing down on our stocks of environmental assets (through diversifying and making resource use more efficient).
- Meet basic needs and aim for a fair distribution of the benefits and the costs of resource use and environmental protection.
- Provide a system of decision-making and governance that is designed to address sustainability (is more pro-active, participatory, long-term).
- Promote values that support sustainability (through information and education).

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# 1.4 Definitions of Key Terms

The term *community* is used in this report in its simplest form to refer to groups of people living together. A community has geographical affinity, common interests and concerns, and some form of collective decision-making. We are becoming increasingly aware that we are all members not just of our local or regional community, but also of our nation state and a global community.

*Governance* refers to all of the processes and institutions by which society sets its priorities, makes decisions and implements those decisions. Governance for sustainability means managing activities based on ecological limitations, economic viability and social equity. It emphasizes integration, coordination and participation through public involvement and collaborative planning and decision-making. Local round tables compliment existing governance structures by developing consensus-based agreements and recommendations which are delivered to elected decision makers or others with decision-making authority. Local round

*"To achieve sustainable development will take a commitment to work together and overcome the diversity of opinion. We must forge a consensus on a better way."*

"A Better Way", B.C. Round Table, (1990)

tables do not have formal decision-making authority.

The term *community self-reliance* means developing the capacity to respond to local concerns and priorities while balancing local needs with regional, provincial, national and global sustainability goals. It does not mean being isolated from other communities or regions, nor does it imply that senior governments should transfer responsibilities to the local level without the agreement of the community and without ensuring that the community has the skills and financial resources to do the job properly. Community self-reliance goes hand in hand with *responsible citizenship*—an ethic that should permeate our everyday lives. Responsible citizenship means individual and corporate commitment to the well-being of ones community, both local and global.

*Consensus* in the most simple terms means "general agreement." Consensus differs dramatically from other forms of decision-making, such as voting or appealing to a higher authority, in that the process seeks to avoid creating "winners" and "losers." Reaching agreement by consensus means that all parties with a stake in the issue at hand agree to the decision. However, it does not mean that the parties agree to everything about that decision—consensus may be more accurately defined as there being no substantial disagreement. Reaching consensus means that there are some things that individual parties may not like, but that by and large, all parties are willing to subscribe to the decision. Consensus does not necessarily mean unanimous agreement, although this is the most ambitious goal of any consensus-based decision-making process. By withholding their agreement, any party has in effect a "veto" or the ability to prevent a given outcome. This veto ensures that all parties can exert equal influence over a decision. With this security, participants are more free to consider areas of accommodation, seek solutions that meet the interests of other parties as well as their own, and to search for innovative solutions in order to reach agreements that are mutually beneficial.

The term *regional* refers to the eleven regions of the province proposed by the Commission on Resources and Environment as regional land-use planning areas. The boundaries of these large areas are based on geographic and socio-economic characteristics. The areas are: East Kootenay, West Kootenay, Thompson-Okanagan, Cariboo-Chilcotin, Vancouver Island, Coast, Skeena-Nass, Queen Charlotte, Omineca, Northwest, and Northeast (see Figure 1). *Sub-regional* land-use planning occurs over smaller geographic areas (15,000 and 25,000 km²); and *local* land and resource-use planning (local resource use plans, and operational development plans) occurs at the level of individual communities or groups of communities to plan a watershed or site-specific area.

*Reaching consensus means that there are some things that individual parties may not like, but that by and large, all parties are willing to subscribe to the decision. Consensus does not necessarily mean unanimous agreement*

1. Kootenay/Boundary
   Region
2. Thompson/Okangan
   Region
3. Cariboo/Chilcotin
   Region
4. Vancouver Island
   Region
5. Coast Region
6. Skeena/Nass
   Region
7. Queen Charlotte
   Region
8. Omineca Region
9. North West
   Region
10. Northeast Region
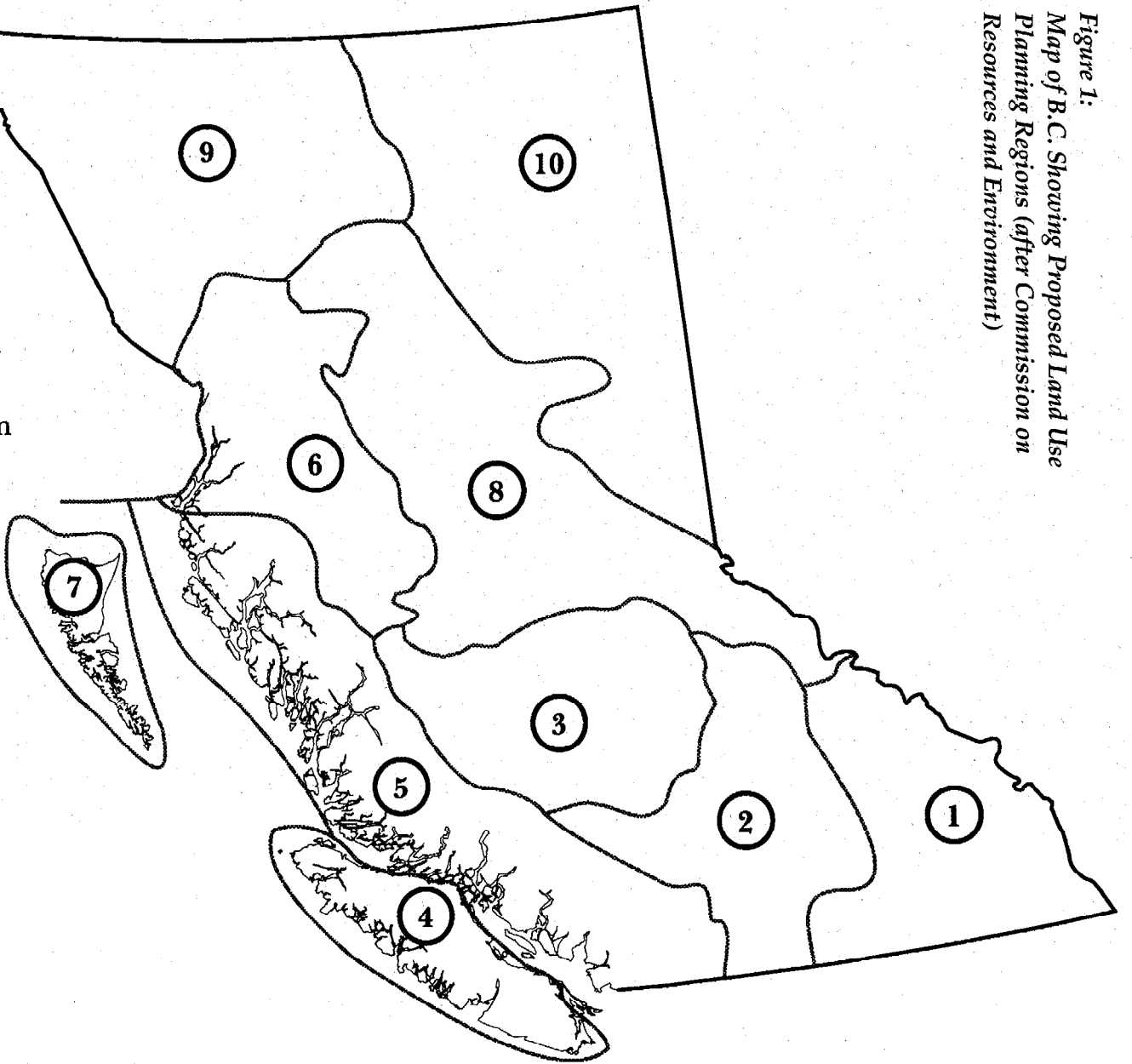
# CHAPTER 2

# Thinking Globally, Acting Locally: Local Round Tables in Canada

As awareness and understanding of sustainability has grown across Canada in recent years, the phrase "think globally, act locally," has taken on special meaning. In many ways, sustainability begins at the local level where issues regarding the protection of ecosystems, the maintenance of a viable economy, and ensuring social well-being are felt most acutely. It is often at the local level where the motivation to address these concerns and accommodate competing priorities amongst them is the strongest.

In recognition of the importance of local efforts to address sustainability, the mandates of some of the provincial round tables included encouraging local or regional participation to implement sustainability "on the ground." Several Round Tables have encouraged the establishment of local, consensus-based bodies at the community or regional level. In British Columbia for example, the Round Table established a Task Force on local round tables and consulted with the public, local governments, communities and interest groups on how such bodies might function, how their roles should be defined and how they could complement existing governance structures. Faced with a flood of interest, the B.C. Round Table published *A Guide to Establishing a Local Round Table* in 1992 and began laying the foundation for the development of local round tables through participation in workshops, maintaining a database, and networking. Similar efforts have also been made in Ontario and Manitoba in particular (see Box 3) and through the "Sustainable Communities Pilot Projects" in Saskatchewan.

*"One key theme heard during the Round Table's public consultations was the need for local participation in planning and decision-making... In every one of the communities visited by the Round Table, people expressed a desire for some mechanism by which local residents could undertake locally-led sustainability initiatives and resolve local sustainability conflicts."*

"From Ideas to Action: Monitoring Progress Towards Sustainability", B.C. Round Table, 1993

*"Several communities across the province have found a consensus-based visioning process to be a useful tool for involving all stakeholders in development of a common understanding, and for encouraging commitment to common goals."*

"Strategic Directions for Community Sustainability", B.C. Round Table (1993)

## 2.1 What Do Local Round Tables Do?

Local round tables provide a meaningful opportunity for local involvement in planning for sustainability. They provide a microcosm of the local community, reflecting the diversity of interests in the community and providing an open forum for resolving differences and building common understanding; everyone around the table has an equal say and each perspective carries equal weight.

The general mandate of a local round table is to explore options and determine ways that the community or region can become more sustainable, taking the local environment, economy and social fabric into account. In more specific terms, local round tables can facilitate and catalyze other local initiatives by undertaking the following tasks:

- *Draft a vision, principles or goals*: Local round tables, with broad membership reflecting the full range of community interests, can assist in the development of a community vision of sustainability to serve as a focus for establishing priorities and taking action. For example, the Capital Regional District Round Table in Victoria, B.C. is developing a process to establish environmental priorities for the region (see Appendix 3: Case Studies). Many of the local round tables in Ontario have developed strategies and action plans for their communities, and 23 community strategies have already been completed by local round tables in Manitoba. A vision can be built on generic sustainability principles (such as the B.C. Round Table's principles, in Box 2, or the Land Use Charter) with refinements made to match local conditions.

- *Provide information, teach skills and encourage efforts in sustainable living:* Local round tables can serve as a central depository or clearing house of information on sustainability. They can also help to coordinate training in areas such as consensus-based dispute resolution, local ecosystem stewardship, and local community economic development.

- *Review government policies and programs*: Local round tables can serve as a valuable sounding board for the development of policies and programs consistent with the local community vision of sustainability. Local round tables can also develop recommendations for local government and other agencies or organizations active in the local area. They can also serve as a watchdog, helping to ensure that governments or other organizations are held accountable for policies, programs and decisions that do not reflect locally-agreed priorities.

- *Address specific issues*: Local round table members collectively provide diverse skills and experience in a neutral forum that can be brought to bear on site-specific issues or problems. For example, the North Columbia Resource Council worked collaboratively with a local developer to draft a proposal for managing the impacts of a local hydro-electric project, which was subsequently accepted by local government.

- *Monitor the state of local sustainability*: Considerable advances have been made in recent years in "state of environment reporting" using indicators to measure progress against environmental goals to support long-term planning. In some jurisdictions, efforts have been made to expand this approach to encompass "state of sustainability reporting" using a broader set of indicators. Local round tables, given adequate resources, can play a lead role in applying this approach at the local level, helping to identify local issues of concern and directing resources and efforts where they are most needed. For example, the Howe Sound Round Table has undertaken the "Shared Stewardship for Sustainability" initiative to identify key areas of concern and current trends in Howe Sound, establish priorities for the planning and

*"Local multi-stakeholder organizations can help coordinate and link formal and non-formal learning opportunities at the community level to build broad awareness and skills needed to move towards sustainability locally."*

"Towards Sustainability: Learning for Change", B.C. Round Table (1993)

management of aquatic habitat and water resources, and link community enthusiasm with technical expertise and support from resource agencies.

- *Help resolve conflicts*: Local round tables can develop skills and experience in the area of consensus-based decision-making. These skills can be transferred to other local organizations requiring assistance with dispute resolution, mediation or collaborative problem-solving over land use or other sustainability issues. For example, the Guelph Round Table in Ontario has facilitated the resolution of disputes on issues such as noise nuisance, pesticide spraying, fast food packaging and wetland conservation.

- *Enhance community self-reliance through networking*: Local round tables can help to coordinate the sharing of ideas and information between neighbouring communities and regions on the achievement of sustainability. This communication role is particularly valuable in bringing regional issues to light that affect a cluster of local communities. It can also help to identify overlapping efforts and opportunities for cooperation, and help people locate expertise or resources to complement their own efforts. For example, the Skeena Round Table has developed public education materials on sustainability, has encouraged better inventories of local resources, and has undertaken research and public disclosure of the facts about priority resources issues and conflicts to support improved decision-making.

- *Sponsor "hands-on" efforts*: Local round tables can encourage a variety of individuals and groups to get "hands-on" in achieving sustainability. Hands-on efforts such as local conservation or stewardship initiatives can encourage cooperative efforts amongst sectors of the community with divergent viewpoints or historical grievances.

- *Raise community awareness of sustainability*: Local round tables can catalyze interest in sustainability through community forums, presentations to local government and in schools or colleges, through dialogue in the press, displays in public buildings and the establishment of databases and libraries of relevant literature. Local round tables can also help to generate ideas, promote information exchange, network amongst different organizations, harness expertise and technical advice to support efforts, and recognize local success stories. The South Kalum Community Resources Board in B.C. and many of the local round tables in Ontario have hosted seminars and workshops on local sustainability issues.

Further information on the role of local round tables is provided in the British Columbia Round Table's documents *Strategic Directions for Community Sustainability* and *State of Sustainability: Urban Sustainability and Containment*.

*Hands-on efforts such as local conservation or stewardship initiatives can encourage cooperative efforts amongst sectors of the community with divergent viewpoints or historical grievances.*

## 2.2 Getting a Local Round Table Established: Some Common Steps

Some detailed suggestions for establishing local round tables are laid out in provincial Round Table documents such as B.C.'s *A Guide to Establishing a Local Round Table,* and Ontario's *Local Round Tables on Environment and Economy: A Guide* (see Selected References in Appendix 1). In summary, some of the key steps to be taken in establishing a local round table and getting started include:

- *Establish Terms of Reference*: Terms of Reference provide a clear direction to the local round table and help communicate its role to others. Terms of Reference might include: the overall mandate, mission or objectives of the local round table; reporting relationships; appointments process, criteria for membership and duration of membership (terms of office); procedures for managing finances, maintaining contact with the media, and running meetings; and approaches to consensus-based decision-making. Samples of Terms of Reference for local round tables are included in Appendix 4.

- *Develop an agenda or priorities for action and strategies for doing the work*: Developing an agenda or workplan for a local round table's activities can help provide focus and maintain momentum. It is important to be realistic about time frames and match expectations to the level of effort and resources available to maintain a sense of making headway. It is often useful to determine milestones and deadlines to ensure steady progress and direct efforts towards a common purpose. A useful first task might be an inventory of existing planning and management initiatives underway.

- *Laying the foundation*: Gaining the support and "buy-in" of a number of individuals, interest groups and governments is an important first step in establishing a local round table. This "preparing of the ground" helps to ensure an early commitment of resources and effort.

- *Promote Sustainability and educate the community at large*: Building support for the establishment of a local round table and an understanding of the potential benefits of its work in the community at large is crucial to success. This support is particularly important during the first few months of a local round table's work when there may be reluctance in some quarters to make a commitment to an unfamiliar process which has not yet demonstrated its potential.

- *Convene a process for appointment of members*: A steering committee, interest group, or government can play the role of convenor of a local round table. To ensure that all interests in the community are represented, efforts should be made to reach all individuals and

*"It is important, in our view, that local communities play a major role in environment, economic and social planning."*

B.C. Cattleman's Association, 1991 submission

groups in the community when soliciting members. To maintain credibility, the process for the appointment, nomination and selection of members should be transparent and neutral.

- *Determine size and scope*: The number of members serving on a local round table will be determined in part by the geographical scope of the area of its jurisdiction. As a general rule, less than a dozen may mean that some key interests are not represented and more than 25 may become unwieldy for making decisions. Flexibility is important. Members need not be specialists in sustainability—technical support can be provided by outside experts on an "as-needed" basis.

- *Cultivate a style of operation*: Local round tables will develop their own particular styles of operation based on the preferences and priorities of the members. This operating style may determine for example, the role of a meeting chair or facilitator, the frequency of meetings, the balance between initiatives launched by the local round table itself and responding to requests for assistance and advice from other groups, and requirements for secretariat support.

- *Agree on definitions of key terms*: Local round tables will need to establish a clear and commonly agreed definition of key terms such as sustainability, consensus, self-reliance, and social well-being or social equity. Reaching agreement on these definitions helps members to appreciate how the concepts might apply to their local area.

- *Build alliances*: The ability of local round tables to influence decision-makers in the local community will be increased if strong alliances can be built with governments, First Nations, industry, labour, and interest groups, and with schools, colleges and universities.

- *Build in the flexibility to adapt over time*: Local round tables are on-going bodies with a long-term planning function. To fulfill this role effectively, local round tables must have the ability to adapt to changes over time. The various ways to ensure this flexibility, include annual community forums to review Terms of Reference, ensuring a turnover of members to bring in fresh ideas and new perspectives, and directing efforts towards one or more projects or initiatives to rally interest.

## 2.3 Taking the Next Step: Building on Practical Experience

Provincial Round Tables play a leading role in the formation of local round tables. Other organizations have built on these efforts, resulting in a continuum of consensus-based, community level decision-making processes which have had varying levels of success. A review of experience to date can provide valuable information for improving the

*"A new process of regional consensus decision-making involving all major interest groups needs to be implemented — a regional round table perhaps."*

Leslie Johnson,
Queen Charlotte City,
1991 Submission

effectiveness of local round tables in the future.

It should be stressed that there is no single model of a local round table that will be universally successful—the differences between communities, regions, provinces and even nations make such a unique model impractical. However, the following sections of this report highlight a number of themes and issues which apply to many different settings, and provide direction for those wishing to establish a local round table to help achieve sustainability in their community.

*It should be stressed that there is no single model of a local round table that will be universally successful.*

CHAPTER 3

# Making Local Round Tables Work: Opportunities and Challenges

Over the last few years, considerable experience has been gained with the establishment and implementation of local Round Tables across Canada. This section identifies some of the key challenges facing local round tables in achieving sustainability at the local and regional level. Examples are used to highlight innovative solutions and strategies for ensuring success. Unless otherwise stated, examples used are from British Columbia.

A map showing local round tables currently active in British Columbia is presented in Figure 2. Several case studies of local round tables in B.C. are also included in Appendix 3.

## 3.1 Establishing Local Round Tables

Several challenges face communities and local groups seeking to establish a local round table. These include generating sufficient support to form a local round table, ensuring adequate representation of all interests and appointing members, defining boundaries, and establishing a clear mandate and terms of reference.

### Forming Local Round Tables
In most cases, local round tables have been formed in response to a perceived need in the community or region. For example, the Howe Sound Round Table was established as a result of concern amongst many communities and stakeholders over the lack of a shared vision and lack of coordinated planning amongst local governments. In other cases, local round tables have emerged as a community response to a crisis or conflict, such as the closure of a fishing resort in the Kingfisher area, a dramatic shortage of fibre to support the mill in the South Kalum area, or

*"The local level is the 'hell's kitchen' of sustainability because that's where most of the problems are felt and the fewest resources are available."*

Joy Leach, Chair,
B.C. Round Table, 1994

# B.C. Local Round Tables

| 1 | Anahim Lake Round Table | Anahim Lake |
|---|---|---|
| 2 | Boundary Round Table | Christina Lake |
| 3 | Bulkey Community Resource Board | Smithers |
| 4 | Capital Regional District Round Table | Victoria |
| 5 | Comox Valley Community Round Table | Comox |
| 6 | Comox Valley Environment Council | Courtenay |
| 7 | Cowichan Visions Round Table | Duncan |
| 8 | Creston Valley Community Project | Creston |
| 9 | Dawson Creek Land and Resource Management Program | Dawson Creek |
| 10 | Fort St. James Land and Resource Management Program | Fort St. James |
| 11 | Howe Sound Round Table | North Vancouver |
| 12 | Kamloops Land and Resource Management Plan | Logan Lake |
| 13 | Kelowna Federation of Residents Association | Kelowna |
| 14 | Kelowna Grassroots Group | Kelowna |
| 15 | Kimberley Sustainable Communities Project | Kimberley |
| 16 | Kingfisher Local Round Table | Enderby |
| 17 | Kispiox/Lakes Land and Resource Management | Smithers |
| 18 | Ladysmith/Nanaimo Round Table | Ladysmith |
| 19 | Nahatlatch Project | Boston Bar |
| 20 | Nicola Watershed Round Table | Merritt |
| 21 | North Columbia Resource Council | Revelstoke |
| 22 | Peachland Voters Association | Peachland |
| 23 | Penticton Grassroots Group | Penticton |
| 24 | Pitt Meadows Round Table | Pitt Meadows |
| 25 | Prince George Land and Resource Management Program | Prince George |
| 26 | Richmond Advisory Committee | Richmond |
| 27 | Robson Land and Resource Management Program | Valemont |
| 28 | Salmon Arm Round Table | Chase |
| 29 | Salmon River Watershed Management | Langley |
| 30 | Salmon River Watershed Round Table | Salmon Arm |
| 31 | Saltspring Community Round Table | Saltspring Island |
| 32 | Skeena Round Table | Salmon Arm |
| 33 | Slocan Valley Pilot Project | Winlaw |
| 34 | South Kalum Community Resource Board | Kitimat |
| 35 | South Surrey/White Rock Round Table | Surrey |
| 36 | Sunshine Coast Resource Council | Gibsons |
| 37 | "The Rivers Committee, Prince George" | Prince George |
| 38 | Vanderhoof Land and Resource Management Program | Vanderhoof |
| 39 | West Arm Land Use Forum | Nelson |
| 40 | Williams Lake River Valley Project | Williams Lake |
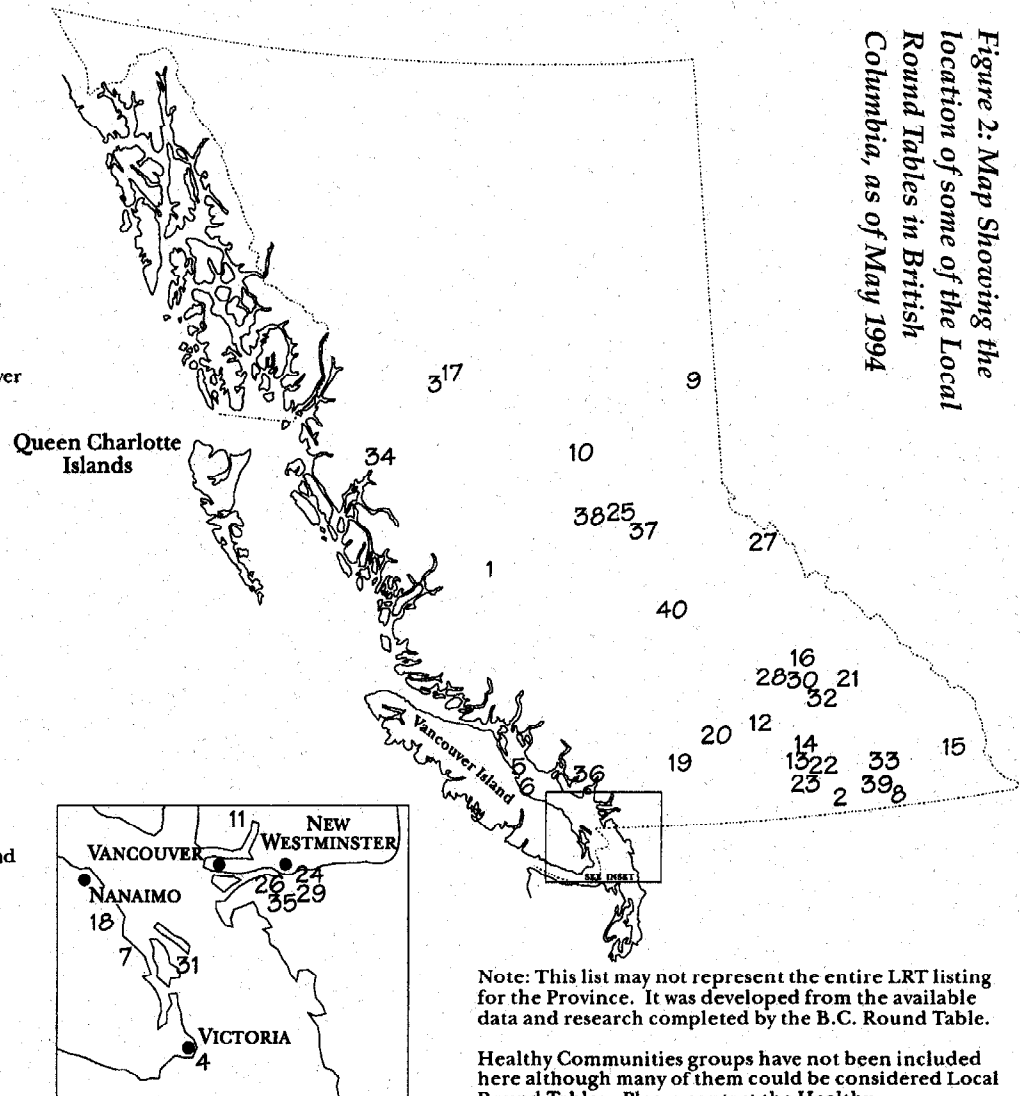
Queen Charlotte Islands

VANCOUVER
NEW WESTMINSTER
NANAIMO
VICTORIA

Note: This list may not represent the entire LRT listing for the Province. It was developed from the available data and research completed by the B.C. Round Table.

Healthy Communities groups have not been included here although many of them could be considered Local Round Tables. Please contact the Healthy Communities Network for details.

ongoing disputes over resource management in the Bulkley Valley. In such cases, the level of concern has risen to the point where the community looks beyond existing government structures and is motivated to establish a new process to address local concerns.

Some local governments have established round tables as a means of obtaining advice and guidance from the community more directly on long-term planning issues, such as the Capital Regional District Round Table in Victoria. Close linkages with government ensure clear reporting relationships, establish a public profile for the local round table, raise the possibility of support in the form of funding and resources, and improve the likelihood of recommendations being given more immediate and more serious attention. In Manitoba, local government willingness to match funding for the formation of a local round table is a pre-requisite for provincial sponsorship and funding support.

In some cases however, it has been difficult to maintain momentum and community "buy-in" for government-sponsored local round tables without a common issue or concern providing a catalyst for the community to become engaged in planning and decision-making processes. The City of Vaughan local round table in Ontario, for example, was established by City Council but failed to develop a sense of commitment to a common purpose and has been disbanded.

Close ties with government can have other disadvantages, particularly in cases where local round tables have been formed in response to the perceived failures of local government planning efforts. Local round tables formed as a result of grassroots initiatives can avoid controlling influence from the political system and have a greater degree of independence and perceived neutrality. However, these benefits have to be traded-off against potential resistance from local governments who may view the local round table as challenging their authority rather than complementing existing government structures. Independent local round tables may also have to forego the advantages of established reporting relationships and ready access to government funding and resources.

Whatever the origin of local round tables, care must be taken to avoid duplication of effort. Resources, funding, volunteer time and enthusiasm, and individual skills are often limited, particularly in smaller communities. It is often wiser to amalgamate existing community organizations and take advantage of established working relationships, knowledge of local governance systems, and reporting relationships, rather than starting from scratch. However, a number of steps may have to be taken to avoid inheriting the defects and tensions within other organizations, to adapt to a broader, sustainability perspective and new terms of reference, and to overcome a lack of familiarity with a

*In some cases however, it has been difficult to maintain momentum and community "buy-in" for government-sponsored local round tables without a common issue or concern providing a catalyst for the community to become engaged in planning and decision-making processes.*

consensus-based decision-making style. A number of successful local round tables have evolved in this way, including the Anahim Round Table which combined two existing community resource associations, and the Capital Regional District Round Table which amalgamated a waste management advisory committee and the Healthy Communities 2000 initiative.

### Appointing Members

The process for identifying candidates and appointing or electing members of a local round table can affect the profile of the organization and its perceived independence, neutrality and role.

The mission or purpose of a local round table is likely to have a significant influence on membership, particularly in cases where the organization has been formed in response to a high profile conflict or crisis. Whatever the origins however, experience suggests that considerable effort is required to ensure adequate representation of all interests and values in the community. In addition to inviting applications through newspaper advertising and local media, many local round tables have found it necessary to solicit nominations or applications from prominent organizations or interests in the region. It is also useful to establish clear criteria for membership, search out both "doers" and "thinkers" and strive for a balance of gender, geographical representation, ethno-cultural background, and a mix of ages.

The appointments process is best run independently. For example, initial appointments to the Howe Sound Round Table were made by a grassroots Steering Committee, itself established at a public forum; on-going appointments are made by an independent "community appointments committee" which includes local government representatives. As members are appointed for staggered terms, subsequent appointments are made by an independent committee made up of both current members of the local round table and local government representatives. The Nicola Round Table has a similar "Inclusion Committee" which is responsible for ensuring broad representation. In the case of the Bulkley Valley Community Resource Board, the 40 applicants for membership were asked themselves to identify, by consensus, 12 individuals from among them who best represented the interests of the community.

Membership of some local round tables is not fixed. For example, the Salmon River Watershed Round Table has an informal pool of members involved in a wide range of different initiatives. The efforts of each of these groups is coordinated by an Executive Committee but formal appointments have not been required. Other local round tables are more like community gatherings which are open to all members of the public.

For example, the Comox-Courtenay Round Table was formed by holding a series of public forums which over 200 people have attended. A similar event was used in Merrit for the first meeting of the Nicola Round Table. All of the local round tables in Manitoba and some of the local round tables in Ontario, such as GREENPRINT in the Carleton-Ottawa region or the Sudbury Round Table on Health, Economy and Environment, follow this more open model.

The "fixed" and "open" models of membership are not necessarily exclusive and some local round tables have a mix of appointed and more casual members contributing to their efforts.

### Ensuring Appropriate Representation of Interests
Local round tables differ from many other local governance structures in that they include the full range of perspectives and viewpoints in the community on social, economic and environmental issues. This integrative perspective allows local round tables to create a bridge between organizations in the community, and coordinate efforts to achieve common goals.

In some cases, members of local round tables are appointed or elected to represent a particular organization or sector. This has particularly been the case for land use planning initiatives in B.C. In other cases, members collectively reflect the diversity of interests in the community and are not expected to function as formal representatives of any particular interest group or sector. The distinction between representatives *for* interests, and representatives *of* different perspectives is often poorly understood and yet the nature of representation around the table has a significant influence on the dynamics of discussions and the focus of a local round table's efforts (see Box 4).

Members of some local round tables are appointed as individuals on the basis of their background, experience, and skills. Efforts are made to ensure that members of the local round table collectively include all of the perspectives and viewpoints that can be found in the region— members of the local round table thus form a microcosm of the community. This form of representation is referred to as "value-based" representation and has the advantage that members are not required to ratify decisions with a formal constituency before coming to agreement. Value-based representation can also free members from the burden of representing "the party line," often leading to greater creativity and flexibility, and avoiding stalemates. For this reason, value-based representation is often preferable when local round tables are involved in long-term planning, policy development, or vision-building, rather than allocation of resources or implementation of plans.

*One of the fundamental prerequisites for the achievement of sustainable development is broad public participation in decision-making.*

> ### Box 4: Representatives *for* Interests versus Representatives *of* Interests — What is the Difference?
>
> There are two models of representation that are used by local round tables and other multi-stakeholder decision-making processes.
>
> Representation **for** interests, or **"interest based representation"** is based on a group of individuals, each of whom is formally empowered to speak on behalf of a recognized organization or community. In British Columbia, interest-based representation is commonly but not exclusively used by the Commission on Resources and Environment (CORE) to resolve land use conflicts, to reach agreement on the allocation of resources or to develop land use plans. Groups are generally identified by "resource sector" (such as agriculture, forestry, mining) or by local community. The advantages of this approach include clear reporting relationships between representatives and their constituencies and the ability to commit large organizations or communities to an agreement or decision. The disadvantages of this approach include the number of interests that need to be involved, the tendency for participants to "speak the party line," and the possibility of stalemates.
>
> Representation **of** interests, or **"value-based representation"** is where group members participate as individuals rather than as formal representatives of any group or organization. Processes adopting value-based representation seek to create a microcosm of the local community by ensuring that members collectively reflect the diversity of interests and perspectives present. The advantages of this approach include members unencumbered by the need to represent the interests of a formal group, the freedom to be visionary and creative without straying from a "party line" and flexibility with respect to the number of participants that need to be involved. The disadvantages of this approach include the difficulty of members maintaining close linkage with their community and keeping up to speed on emerging issues, the lack of ability to commit any other groups or individuals to a decision or agreement, and the tendency to gloss over detailed discussions at a general level.

In contrast, members of other local round tables are appointed as formal representatives of a particular constituency or sector. This is referred to as "interest-based" representation and has the advantage that members are more closely linked with their constituency and can commit their organizations to support an agreement or decision. Interest-based representation is better suited to the development and implementation of site-specific plans and resolution of conflicts over shorter time frames. However, it is often difficult to define each area of interest or sector that needs to be represented without creating groups of an unwieldy size, and find representatives for each one. This difficulty is often overcome by asking groups with similar interests to form a caucus.

Where interest-based representation is used, a "vacant" seat is often provided for "at large" members, or for those wishing to speak on behalf of interests or perspectives in the community that are not represented by a formal organization. For example, the East Kootenay Regional Land Use Planning Table has a seat for "sustainability interests" and some local round tables have assigned a space for "future generation." The Anahim Round Table adopted a policy that if a visitor's interests were not already represented by a standing member of the round table, the visitor would be invited to participate as a member of the round table during any

discussion of their topic of concern. The Boundary Round Table also provides opportunities for additional members to be added as new issues emerge.

Experience from multi-party negotiations suggests that interest-based representation can be problematic, particularly if the ability or speed at which representatives of different sectors or groups can communicate and secure ratification of decisions varies. For example, non-government organizations made up of volunteers may take longer to secure approval from their members than corporate interests. Delays caused as a result of a less formal structure can be interpreted as volunteer groups dragging their heels or deliberately blocking agreement. Value-based representation also has a weakness in that individuals without a clear constituency face greater challenges in maintaining close linkages with their community and staying in touch with emerging issues and concerns.

*Interest-based representation is better suited to the development and implementation of site-specific plans and resolution of conflicts over shorter time frames.*

Some local round tables, such as the Salmon River Watershed Round Table or the Anahim Round Table, have both kinds of representatives around the table and have overcome any difficulties or lack of clarity that this mixture has caused. Some interest-based processes such as the Kamloops Land and Resource Management Planning (LRMP) process, ask members to participate as individuals first, and only fall back on formal representation when agreement cannot be reached or when issues are more controversial.

Other local round tables acknowledge that individual members may speak for a number of interests at any time. For example, members of the Bulkley Valley Community Resources Board were chosen to ensure that 16 pre-selected perspectives on forest resources were reflected by the 12 appointed members.

Whatever the approach taken, it is critical that members are in close contact with their community, are willing to contribute their energy and enthusiasm on a voluntary basis, and buy in to the overall vision or mandate of the local round table. The Skeena Round Table, for example, identified broad representation and commitment of members above all as the critical factors for their early success.

## Defining Geographical Boundaries
In cases where local round tables have been established by government, their geographical area of interest is likely to follow existing administrative boundaries, such as electoral districts or land-use planning areas. However, many sustainability issues are more appropriately addressed on a bio-regional or watershed basis. Those

issues that do not follow biophysical boundaries, such as social concerns in communities, economic trade, and tourism can be addressed on an ad hoc basis. For example, the Terms of Reference for the Boundary Round Table defines the primary area of interest in terms of a drainage basin, with an acknowledgment that sustainability issues falling outside of or straddling this boundary, will be dealt with on a case-by-case basis.

Local round tables have faced difficulties when boundaries have become too large. For example, the Skeena Round Table, which is regional in scope, faced logistical difficulties because of the considerable distances members were required to travel to meetings. Their mandate was also eroded when more local scale processes were established to undertake similar tasks.

In British Columbia where the land question has not been resolved and the treaty process is only recently getting underway, some local round tables have adopted First Nations traditional territories as the basis for their geographical boundaries. This approach often simplifies reporting relationships with one Tribal Council or a set of related bands, and can demonstrate support for First Nations' claims.

### Establishing Terms of Reference

Clear Terms of Reference are a valuable tool for determining a sense of direction, mission and mandate for local round tables. However, the origins of the Terms of Reference may affect the credibility of the process and its perceived ability to reflect the community's concerns and interests.

In some cases, Terms of Reference have been established by the local government initiating the local round table, often in consultation with stakeholder groups and community organizations. This has been the case for the Capital Regional District Round Table in Victoria, and for many of the local round tables in Ontario. Terms of Reference for other community-based decision-making processes, such as Land and Resource Management Planning (LRMP) processes in British Columbia, have been established by the provincial government. Some of these other organizations adopt a broader mandate over time and evolve into local round tables.

In other cases, Terms of Reference have been developed by the community. For example, an initial proposal for the Bulkley Valley Community Resource Board was prepared by an independent research foundation and subsequently endorsed through public workshops. The Terms of Reference for the Howe Sound Round Table were developed over a period of one year by a Steering Committee formed at a public forum. Many groups have found it useful to review Terms of Reference from existing local round tables and modify them to suit local needs. For example, the North Columbia Resource Council used the West Arm Land Use Forum's Terms

*Whatever the approach taken, it is critical that members are in close contact with their community, are willing to contribute their energy and enthusiasm on a voluntary basis, and buy in to the overall vision or mandate of the local round table.*

of Reference as a model but adapted it to match the city's own vision.

The scope of Terms of Reference also varies from case to case. Some local round tables have found that broad Terms of Reference have allowed them to direct efforts and resources at key issues as they emerge. Others have defined Terms of Reference more narrowly allowing the local round table to focus on one or two tasks and carry them out with a higher degree of commitment without diluting limited resources. In either case, care should be taken to ensure that Terms of Reference do not simply promote parochial interests—developing sustainability means meeting the needs of the local community while also acknowledging a responsibility to the surrounding region and beyond.

It is usually considered necessary for local round table members, once appointed, to review their Terms of Reference and occasionally to make refinements and improvements. Reaching agreement as a group on their mandate and any changes helps to develop collaborative decision-making skills, builds trust, and creates a sense of "ownership" of and commitment to work of the local round table. Some examples of Terms of Reference are included in Appendix 4.

### Identifying Projects and Tasks

Experience to date suggests that local round tables can take on a wide range of projects and tasks and make many valuable contributions to the achievement of local sustainability. The choice of project and the ambitiousness of the activities to be undertaken should be determined by the availability of funding and resources, the array of skills of members, and above all by the priorities of the local community.

Some local round tables are formed specifically to undertake a particular task, such as the completion of a strategic plan for the community or the development of a shared vision. A single focus helps to maintain the direction and commitment of the group but can also lead to difficulties in defining an on-going role once the initial task has been completed. Scope can also be limited by a formal mandate. For example, the Sunshine Coast Resources Council has expanded their Terms of Reference beyond resource management and land-use planning to include social and economic concerns, but their mandate limits their focus to Crown land.

The work of many local round tables is guided by the local community. Both the South Kalum Community Resources Board and the Kimberly Sustainable Communities Project for example, hosted a series of seminars and public forums both to educate the community and to receive input on key issues and local priorities.

*"The vision of sustainability will differ for each community, since each has different ecosystems, resources, people and priorities."*

"Choosing the Right Path", B.C. Round Table (1991)

Experience suggests that the likelihood of local round tables developing the authority to exert influence over long-term planning is often improved if short-term success can be achieved. Tangible products early in the process do much to establish credibility and build support within the community. Hands-on projects are also a powerful way to raise a local round table's profile, encourage community involvement in the process, and make practical, visible contributions to local sustainability. For example, the Salmon River Watershed Round Table overcame long-standing tensions between landowners and other users of the river and built support and momentum for their process by involving international students in a hands-on restoration project. Similarly, a streamside walk with local stakeholders, technical experts and the developer of a hydro-electric project was instrumental in fostering community support for the North Columbia Resources Council.

## 3.2 Functioning Effectively

Once established, a local round table has to cultivate its own style of operation and carve out a niche for itself within the local decision-making system. Local round table members must also gain familiarity and experience with consensus-based decision-making, agree on definitions of key terms, and secure adequate funding and resources to complete their task.

*Securing Funding and Administrative Resources*
Only in Manitoba have local round tables been provided with consistent provincial funding. In that province, the Department of Rural Development offers a one-time contribution of up to $2000 through the *Community Choices* program, with additional funds available if the local round table serves more than one municipal government. There is also a stipulation that the local government must support the initiative and provide matching funding. Additional support is provided through Department staff in the form of facilitation services, networking, and team building workshops (see Box 3 in Chapter 2).

In other provinces, local round tables have received little, if any, financial support from the provincial government or from provincial Round Tables, although other forms of support have been provided such as networking services, information, Round Table staff involvement in public forums and events, and the promotion of the local round table concept through publications and policy documents.

Local round tables generally require modest operational funding to cover expenses such as:
- correspondence and information distribution to the public;

- advertising of events and activities;
- logistics for events and activities (facilities rental, refreshments, day care for evening for meetings);
- administration costs (copies, long distance charges);
- hiring of technical or consulting expertise, or training of members to take on technical roles;
- compensation for members' expenses (especially in remote, rural areas where travel costs and communications costs are high); and
- access to information (E-mail access, library searches, purchase of reports).

To date, local round tables have struggled to secure adequate funding to support their activities, despite contributions in cash and in kind from the private sector, some governments and agencies, foundations, and community groups. The Skeena Round Table for example, identified the lack of provincial funding or any formal recognition from the B.C. Round Table as the major problem in securing funding or other kinds of support from local and regional sources. Although a few local round tables have been able to establish funding agreements, particularly for specific projects or initiatives, inadequate financial support for operations remains the most significant barrier to the success of local round tables.

The administrative and organizational demands of fundraising for local round tables can also be considerable and a part-time staff person is often needed to serve as a coordinator. These demands are greater if the scope of a local round table's activities is more extensive, and the geographical area of interest is large. Experience suggests that where local round tables rely on members' voluntary efforts, there is a tendency to run with the first funded project that comes along rather than be guided by the mandate of the organization. In addition, many groups including the Skeena Round Table, have discovered that valuable resources and effort are drawn away from other, more important tasks with diminishing returns—as more and more work is committed to fund raising, less and less effort is directed towards the local round table's substantive work resulting in a weakening of the organization's profile and attractiveness to potential funders.

To overcome these difficulties, a strong rationale has to be provided for support by the local community, including government, the private sector and non-government organizations, for it is these groups that will benefit from the local round table's work. However, requests for funding for a new organization with an unfamiliar profile and unproven track record can be counter-productive and lead to alienation of potential allies. Local round tables need to demonstrate that they can deliver consensus-based agreements on local issues, and that they can successfully carry out community vision-building initiatives and make

*"The Round Table believes that consistent support is needed to help local round tables or other types of multi-stakeholder committees adopt more effective decision-making approaches and learn to incorporate all aspects of sustainability into their operations."*

"Strategic Directions for Community Sustainability", B.C. Round Table (1993)

practical contributions with tangible results. Annual reports identifying a history of success and symbolic commitments of funding and support from diverse sources can contribute to a positive profile and a greater degree of legitimacy.

Some local round tables have argued that they should be used as a planning consultant and be eligible for funding under the local government's planning budget. However, some fear co-optation by government or other powerful interests in the community and have developed an explicit policy regarding the acceptance of targeted funding to avoid this danger.

### Providing Leadership and Secretariat Support

Local round tables represent new styles of decision-making and new approaches to governance. Supporting the development of new processes of this kind may require considerable skill as well as time and organizational capability. While the vision or projects undertaken by a local round table should drive the process, leadership from within the organization is a crucial factor in ensuring success.

In many cases, local round tables have coalesced around a central energetic or charismatic figure who provides a sense of direction and encourages commitment and motivation. In some cases, however, local round tables have failed to make a smooth transition to a different style of operation once a key individual leaves the scene. To overcome this problem, sub-committee structures can be used to provide opportunities for learning and development of leadership skills. For example, some local round tables have co-chairs who share the leadership position, and each sub-committee has a chairperson or co-chairs to guide its efforts. Other local round tables rotate the chairing of meetings although this can lead to difficulties with continuity.

Staggered terms of appointment and additional appointments help to ensure the renewal of enthusiasm and periodic injection of fresh blood. However, skills are limited and many key individuals in the local community may already be committed to a variety of projects and organizations. Recognizing the efforts of leaders and volunteers in public can bolster enthusiasm and commitment, but the rotation of responsibilities is essential if burnout is to be avoided. No single individual is irreplaceable, and local round tables should make particular efforts to develop a broad base of skills amongst all of its members.

In many cases, local round tables have relied heavily on the services of coordinators, or secretaries on a voluntary or contract basis, particularly during the early stages of formation. For example, the Nicola Valley Round Table hired a part time coordinator to look after logistics for the

*"Our major concern, at this time, is that as a grassroots organization trying to work up through the process of government assistance, we have been unable to access the financial means to initiate this program [a local round table] in our community."*

Roger McDonnell, Campbell River, 1991 submission

first year of operation. In other cases, secretariat support and technical services have been provided through regional offices of provincial agencies, such as in the case of the Bulkley Valley Community Resources Board. The direction and support provided by a secretariat and their availability often have a considerable influence over the effectiveness of the local round table it serves. This influence is particularly evident for planning projects where technical expertise and information management capabilities are in demand. However, there is a tendency for local round tables to be staff driven unless members take significant responsibility at a early stage.

There are also a variety of existing resources within the community that can be used to support the efforts of a local round table. For example, regional economic development officers may be able to assist with identification of issues, communication, information and strategic planning.

Neutral facilitators are often used in the early stages of formation. The support of an independent individual can be of assistance, particularly while working relationships are being built and a level of trust and mutual respect is being established. In other cases, such as the Skeena Round Table, local round tables have relied on their own abilities to reach agreement without the services of a neutral facilitator.

### Using Consensus

Consensus-based decision-making is one of the defining characteristics of local round tables. Consensus is preferable to voting because it does not create winners and losers, because it encourages in-depth discussion of issues and buy-in, and because it is less susceptible to domination by stronger or louder interests. Consensus decisions also tend to be enduring, are easier to implement, and are amended more easily if conditions change and the decision needs to be revisited. However, consensus is not without disadvantages—it is more demanding in terms of time and involvement, and an emphasis on reaching agreement helps to clarify common ground but can lead to avoidance of contentious issues, resulting in watered-down decisions. Establishing milestones for reaching agreement of progressively greater degree (for example, agreement on process to be used, agreement on information to be used, agreement in principle, agreement in full) can help to maintain forward momentum. Guiding principles for consensus processes are presented in Box 5.

However, for many local round table members, consensus is a new approach that requires patience and the development of new skills in working as a group. Many local round tables have used workshops and training opportunities to improve their group decision-making skills.

*Staggered terms of appointment and additional appointments help to ensure the renewal of enthusiasm and periodic injection of fresh blood.*

*"Consensus-based decision-making is seen as a means of complementing parliamentary democracy when difficult choices must be made among environmental, social and economic values."*

"Towards a Strategy for Sustainability", B.C. Round Table (1992)

Surprisingly, only a small percentage of the local round tables in Manitoba have taken advantage of free team-building workshops offered by the Department of Rural Development. Neutral facilitators are used extensively, although some local round tables have self-facilitated their discussions without outside assistance. In either case, participant commitment to the process and a willingness to assume responsibility for reaching agreement are keys to success.

When consensus cannot be achieved and an impasse is reached, it is important that fallbacks are clear (see Box 6). Common fallbacks include: deferring the matter to a sub-committee; asking all parties to provide a written statement explaining why they cannot live with the decision, or how all parties' interests are satisfied by the decision at hand; deferring the issue and seeking to resolve any remaining differences behind the scenes with "shuttle diplomacy" or informal mediation; or resorting to a vote. Some local round tables agree not to forward any recommendations that are not supported by a full consensus of all members, while others issue minority reports. Any of these fallbacks is acceptable, but the procedure to be followed in the event of an impasse must be agreed to by all participants and explicitly stated in Terms of Reference before the situation arises. In many cases however, participants are not able to anticipate the level of detail required until they experience difficulties first hand. While much frustration can be avoided by adopting procedures crafted by other round tables, some aspects of consensus-based decision-making may be best learned through practical experience.

Failure to reach agreement should not be seen as an outright failure. The process of seeking agreement itself serves to clarify the issues and pinpoint the critical questions to be resolved through other means. Consensus is not always the best decision-making approach. As one local

round table member put it, "We tend to see consensus as a sacred thing—but it is not!" Administrative decisions for example, do not need the full agreement of all local round tables members. Training in consensus based decision-making provides guidance not only on how to use the process effectively, but also when a different style of decision-making may be more appropriate.

The B.C. Round Table's operating procedures, which include a detailed section on consensus, steps to be taken in the event of an impasse, and decisions for which consensus may not be required, are included in Appendix 5.

*When consensus cannot be achieved and an impasse is reached, it is important that fallbacks are clear.*

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***Box 6: Fallbacks: What to Do if Consensus Cannot be Reached?***

For the Anahim Round Table, the procedures in the event of disagreement were specified in the Rules of Procedure as follows:
- those disagreeing must provide a written description of the interests not accommodated by the agreement at hand, proposals for how those interests could be accommodated and a description of how these alternative proposals, in turn, accommodate the interests of others.
- in response, those agreeing with the original proposal should document how it meets the interests of those disagreeing, as well as how it could be amended to better meet these interests; and
- if disagreement persists, parties "agree to disagree" and describe areas of disagreement in as much detail as possible to provide government decision-makers with relevant information.

For the B.C. Round Table, facilitators or mediators may be used to resolve disagreements within task forces or sub-committees. If agreement cannot be reached, a further attempt is made to reach agreement either through a discussion of the full round table or through a special sub-committee struck for that purpose. If consensus cannot be achieved through these methods, the round table may still report to Cabinet but report the areas of disagreement.

Further information on fallbacks is included in the B.C. Round Table's publication *Reaching Agreement Volume I: Consensus Processes in British Columbia* and in Appendix 5.

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# 3.3 Exerting Influence

Experience suggests that local round tables require a considerable period of time to cultivate a style of operation and decision-making that meets the needs of their members and that is adapted to local conditions. However, once this "acclimatization" period is over, the true challenge for local round tables is participating effectively in local governance and exerting influence over local decisions in ways that help achieve sustainability.

### Getting a Round Table on its Feet and Getting Projects and Activities Underway

Local round tables represent experiments in local governance. Members of local round tables require time to become familiar with collaborative

problem solving, making decisions by consensus, choosing issues to be addressed, and identifying opportunities that will allow the organization to build steadily on success. This "settling-in" period may cause frustration for those who are action-oriented and impatient to make change. However, experience suggests that careful groundwork is essential to ensure longer-term success.

Many local round tables have discovered that the process of reaching agreement on procedures provides an opportunity to learn to work together more efficiently. For example, it is often useful to spend a few minutes reviewing what went well and what could be improved at the end of each meeting. The process of learning takes time however. The Haldimand-Norfolk local round table in Ontario spent the majority of the first six months on organizational tasks and learning by members. To avoid disillusionment during this challenging early phase, it is often important to put the "doers" to work while the more "process-oriented" members are finalizing ground rules.

For local round tables with more fluid membership, formal structures and rules of procedure are less critical. However, clearly articulated objectives and a common understanding of the process to be followed are required to maintain commitment and a shared sense of direction.

The first steps of local round tables are also crucial in establishing credibility. Education is vitally important, both for members and for the community at large, and taking the time to create a vision which all parties can buy into can be a valuable first project. For example, the Salmon River Watershed Round Table spent a year on information sharing before a mission statement was developed. They then completed an information video, got individuals and groups involved in hands-on restoration projects, organized a conference on river stewardship and have been involved in various water quality and fish stock monitoring projects. This kind of educational activity helps to cultivate solid working relationships and raises the profile of the local round table. Public forums, newsletters and other educational vehicles should be used to help "prepare the ground" before any recommendations or decisions on contentious issues are made.

### Building Linkages with Local, Provincial and Federal Governments

Local round tables are intended to complement existing decision-making structures and serve in an advisory capacity to government. Some local round tables have been appointed by local government with their active support and encouragement. For example, the Town of Creston provides office space, office equipment and operating funds. In other cases, local

round tables have been formed despite active resistance from local governments or other organizations. The ability of local round tables to contribute to local governance is often determined by the history of this relationship.

Where local round tables have been established by the community, independent of government, officials are often unclear how these organizations will mesh with existing governance structures. The sudden emergence of a relatively informal organization without elected members but which may develop considerable stature and authority is both unfamiliar and potentially threatening. While a track record of success is the most convincing evidence of all, much work is required early in the process to clarify how local round tables can support the efforts of elected government by undertaking research, providing independent advice, and achieving consensus amongst diverse interests on complex or hotly-disputed issues. The increasing public profile of local round tables, both within Canada and internationally, may assist with this educational task (see Box 7).

At the same time, true empowerment for local round tables means sharing power and not just carrying the burdens of decision-making for sustainability. Local round tables should be wary of being used as an excuse to delay decisions on contentious issues, or to divert resistance of reaction to unpopular decisions away from city hall or regional boards. Local round tables should also not be seen as a replacement for all other forms of public involvement, although they can provide valuable assistance with these processes.

> *"Many would argue that there are trade-offs with increasing public access and citizen involvement: increasing complexity, delays and longer decision-making timeframes. But bringing the government and the people together can improve not only the quality of decision-making, but also the acceptance and relevance of the decisions."*
>
> M. Beazley, 1992, in "Conveying Our Future", UBC Centre for Human Settlements

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**Box 7: Reflections on Canadian Local Round Tables: A Visitor's Viewpoint**

In 1993, a representative of the United Kingdom's Global Environmental Research Centre visited a number of Canadian provinces to research Canadian experiences with round tables at the national, provincial and local level. The results of this work, which have been published by the Local Government Management Board in Britain, includes the following quote:

"...almost all involved [in local round tables] emphasized how important their local round table has been as a way of bringing the community closer together, making it more aware of its own strengths and weaknesses, and of building agreement on the long term future of the community. Local government was seen as a natural partner, which itself benefited considerable from the process. In this context, advantages were seen to be increased credibility and political legitimacy resulting from broader public involvement, greater participation by talented and influential individuals, the mobilization at relatively low cost of a wide range of outside talent to help develop long-term plans and the provision of a longer term perspective than local politicians could themselves realistically hope to offer." (Gordon, J. 1994)

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The challenge of developing a relationship with government becomes

more complex for local round tables whose geographical boundaries include more than one municipal government or regional district. For example, the Howe Sound Round Table operates within the watershed boundaries which fall under the jurisdiction of five municipal governments, three regional districts, the Islands Trust, and two First Nations. In such cases, there is often a lack of horizontal communication between local governments and local round tables may be able to provide a valuable bridging function on sustainability issues.

Various methods can be used to maintain close linkages with government over time. Some local round tables have included local government officials as members. For example, the Capital Regional District Round Table is chaired by a director of the regional board, and municipal representatives are included on both the Town of Creston's Round Table and the Boundary Round Table. Another approach, used by the Bulkley Valley Community Resources Board, is to invite elected officials to participate as *ex officio* members who are encouraged to contribute to discussions but who do not participate in consensus decisions. A third approach used by the Salmon River Watershed Round Table, and the Williams Lake River Valley Project is to establish a liaison committee of local government officials and have regular information-sharing meetings. Liaising becomes particularly important when municipal councils change as a result of elections. Local round tables should also consider building relationships with agency staff in provincial ministries, for example, through the Inter-Agency Management Committees established in many areas of B.C.

### Building Linkages with First Nations

Building linkages with First Nations is particularly important in British Columbia where many issues of aboriginal title and rights remain unresolved and where the treaty-making process has only recently gotten underway. Local round tables can play a valuable role in establishing working relationships with aboriginal peoples and identifying common ground. The Anahim Round Table, for example, cites the involvement of First Nations as one of the keys to reaching agreement on long-term planning issues.

Although their involvement is recognized as being important, many First Nations representatives have been hesitant or unable to participate fully in local round table processes for practical, and in some cases political, reasons. For example, the many demands on First Nations staff and decision-makers at the present time should be acknowledged, including the difficulty of one individual representing the diverse interests of many bands and communities with differing goals and aspirations, limited resources, and a rapidly evolving political situation.

Despite these difficulties, a number of approaches have been used to involve First Nations successfully in local round table processes. For example, the Howe Sound Round Table has two aboriginal participants at the table, one from each of the two First Nations within the Sound. In the case of the Salmon River Watershed Round Table, the representative of one band participates as a member but speaks only as an individual, while another band prefers to bring their issues forward through participation on a government liaison committee.

Whatever strategy is adopted, there is no substitute for face-to-face contact. Explicit recognition of First Nations as governments and the adoption of traditional territories as the geographical boundaries of the local round table may also be critical factors in the building of working relationships with aboriginal communities. It may also be important to clarify, perhaps in the Terms of Reference, that participation is understood to be without prejudice to claims or treaties.

First Nations involvement in local round tables initiatives in other provinces has been limited. For example, aboriginal peoples have not participated in any of the local round tables in Manitoba to date. Many of the local round tables in Ontario have been formed at the municipal level and thus First Nations have not been involved.

### Balancing Authority and Accountability
The authority of local round tables is informal and flows solely from their ability to influence the public agenda and decision-makers. Where local round tables have gained the support and allegiance of key interests in the local community, their impact may be considerable. However, in cases where the consent of the local community is lacking, local round tables may have struggled to exert influence beyond that of the individual members and the community with whom they interact directly.

As local round tables develop authority and stature, there is a need for mechanisms to ensure accountability. Local round tables should be held accountable to:

- the government(s) to whom they report or submit recommendations, or on whose behalf they undertake activities;
- the community which they serve; and,
- their own terms of reference, mandate, vision, or goals.

Accountability to government becomes particularly important in cases where city hall, a regional board, or provincial-level organizations have been responsible for the establishment of the local round table and its

*"There is a general understanding within Shuswap communities that the well-being of the community depends on the well-being of the surrounding environment; communications between Bands and the forces of development must be struck."*

Robert Hutton, Shuswap Nation Tribal Council, submission 1991

terms of reference and continue to support activities through funding and other resources. In this case, council, the board, or a provincial ministry has the ability to limit terms of appointment for elected members, restrict funding, or even terminate the activities of the local round table.

In other cases, local round tables are not directly accountable to government, but also lack any formal authority to implement decisions or recommendations. In other words, where local round tables have been established independently, government is under no obligation to respond to recommendations unless a request has been made to the local round table for advice or assistance. Despite the lack of a formal mechanism, many local round tables have developed close working relationships with government, and in some cases city councils or regional district boards have some influence over projects and appointments of members through sub-committees, government liaison committees or appointments committees. More formal accountability to government is only required if the local round table is asked to adopt a more official role. In this case, a commitment should be expected from city council or the regional board to provide funding and/or other forms of support, and to respond to recommendations in a timely and public manner.

Accountability to the community can be achieved through open lines of communication, and periodic public review of mandates, Terms of Reference, priorities, and recommendations. Public forums have been used by the South Kalum Community Resource Board for example, not only as an educational tool, but also as a way of receiving advice and endorsement from the community on priorities for action. Other local round tables have made extensive use of newsletters, publication of annual reports, broadcasting of recorded messages by telephone, local media, videos, establishment of a resource centre, open seats at the table, and a fixed period during meetings for presentations from groups or individuals.

Ensuring public access to the local round table process, and taking on the responsibility for seeing that the community is well informed of the activities planned and underway are critical for maintaining credibility and legitimacy.

Regular communication also helps to maintain close liaison with government, and avoids councils, regional boards, or provincial ministries from being surprised by local round table recommendations. If this supporting work is done successfully, there is a greater likelihood that local round tables decisions will reflect the true priorities of the community. This in turn will increase the comfort level of government in accepting recommendations.

*The authority of local round tables is informal and flows solely from their ability to influence the public agenda and decision-makers.*

The need for active communication also applies to individual members of local round tables who have a responsibility to report back to their community and solicit input and advice from their constituency, and from their network of colleagues, neighbours and friends.

Local round tables and members themselves should also be held accountable to their own terms of reference and mandate. This is perhaps best achieved by a public forum held specifically to review and endorse the Terms of Reference. All members of local round tables, as well as any individual or group in the community should also be free to challenge the actions of local round tables for consistency with their mandate. Such challenges should be addressed swiftly and formally at the next meeting. A number of local round tables have also formalized their organization by becoming a registered society.

## Producing Tangible Results

The most convincing evidence for supporting local round tables is their demonstrated ability to produce practical positive results. Despite many organizational challenges and the early stages of many local round tables, there are clear signs of success.

In British Columbia, for example, the North Columbia Resource Council's proposal for the development of a hydro-electric project, crafted by consensus with the developer and other landowners, was adopted by local government. The Kamloops LRMP's policy on livestock grazing on Crown land has been a success, and the Anahim Round Table's report on land use was completed and signed off by all participants and is now being implemented. The Capital Regional District Round Table resolved a contentious issue over secure bicycle parking and issues related to blue box recycling programs and is now engaged in an ambitious process to establish environmental priorities for the Victoria region. The Salmon River Watershed Round Table has completed public education initiatives and river bank restoration projects, and has now been asked by the regional district to undertake an interdisciplinary review of a proposed golf course/residential development. There are numerous other examples of local round tables successes in the areas of public information and education, conflict resolution, development of strategic plans, visions and long-term planning proposals, and collaborative, hands-on initiatives. Experience suggests that recommendations are more successful when advice is also included on how recommendations should be implemented by the responsible authorities.

Local round tables in other provinces have also been successful. For example, in Ontario, the Guelph Round Table has produced a series of

*"Sustainability at the local level is, after all, the essence of local round tables. But one of the challenges we have faced is finding the right mix of rousing old fashioned sleeves up community work and what some would consider unproductive high-brow visioning. In our case, that balance has harnessed the power and energy that can only come from a grassroots organization."*

Dr. Gordon Edwards,
Chair of Owen Sound
Round Table, Ontario

challenge papers as part of a process to develop a "Green Plan" for the city and has facilitated disputes on issues such as pesticide spraying, fast food packaging and wetland conservation. The Haldimand-Norfolk Round Table has produced a household waste reduction booklet and is now working with the Regional Planning and Economic Development Department and local tourist organizations to promote all-season tourist activities that are consistent with the achievement of sustainability. A number of other local round tables in Ontario have produced discussion documents, public information materials and have convened public forums, workshops, environmental trade fairs and outdoor educational events. In Manitoba, 23 local round tables have completed community strategies and are now in the process of developing and implementing action plans.

# 3.4 Adapting to Change

Local round tables have been developed in response to a perceived need—to change the nature of local governance by more active citizen involvement, making it more responsive to local concerns, more capable of dealing with long-term planning issues, and more flexible in dealing with choices and trade-offs resulting from the integration of environmental, economic and social issues. However, demands for new and improved structures of local governance can be expected to change as local issues change, and as incremental improvements to municipal, regional, provincial and federal government systems are made. The role of local round tables and their contribution to local decision-making can be expected to evolve.

### Learning as Organizations
The effectiveness of local round tables in helping to achieve sustainability will be determined by the ability of the organization to learn from experience. Successful local round tables not only cope with change over time, but anticipate such changes and look for new opportunities to improve their effectiveness.

Local round tables can improve their ability to learn through strategies such as:

- creating a shared sense of responsibility amongst all members for the successes and failures of the organization;

- looking beyond single events to identify underlying trends and search for strategies that have broader influence on attitudes and values;

- be purposeful in evaluating the impacts of past decisions and actions and learn from direct experience—if you can't measure results, you

can't tell success from failure; and,

- be ready to address the difficult questions and contentious issues— understanding differences can be just as important as identifying common ground.

Many local round tables use these and other strategies to improve their effectiveness. Reporting on the outcomes of complex debates, for example, even if agreement is not reached, is a powerful way to educate the broader community and pinpoint the crux of an issue that remains to be resolved. Committing time and effort to annual reports and using surveys and questionnaires allows for systematic measurement of results. And finally, using "state of sustainability" reporting frameworks, such as the one developed by the B.C. Round Table can help to identify trends and help resist a preoccupation with single events.

## Managing Transition

Many local round tables face considerable difficulties adapting to new challenges once they have completed their initial task. While many Terms of Reference are broad and provide latitude for a variety of activities, local round tables often have difficulty redirecting energies and adapting their style of operation to make the transition from, for example, planning to implementation of the plan or monitoring. There can also be hesitancy or even resistance from funding sources and other community organizations who fear that the local round table may be simply justifying its own existence.

Once the initial hurdles of formation have been overcome and progress made, local round tables represent a pool of skill and experience which should not be squandered. Members of the round table have established solid working relationships, have developed a network of communication linkages with the community and with their respective constituencies, and collectively enjoy a positive public profile as a result of their success. Although implementation of an action plan may be a technical task for which the local round table is not well equipped, the inclusion of additional members, the involvement of government staff as technical advisors, or the use of sub-committees can augment existing skills.

The Anahim Round Table recently completed a complex resource management plan by consensus and under conditions of considerable political pressure and public scrutiny. The details of implementation of the plan have yet to be completed. Further issues may arise related to the application of resource management guidelines, emerging economic issues related to tourism and recreation, and other unanticipated

*"Each community should have at least one multi-stakeholder advisory forum with a broad perspective, such as a local round table, to help build consensus and resolve conflict.*

"Strategic Directions for Community Sustainability", B.C. Round Table (1993)

outcomes as a result of the local round table's earlier work. For this local round table and others facing transition, there appear to be many advantages to an on-going role, providing the terms of reference can be amended and a clear sense of direction agreed upon.

### Integrating Local Round Tables with other Processes and Initiatives

The number and diversity of initiatives and processes for collaborative problem-solving, joint planning and consensus-building have blossomed over recent years across the country. In some cases, this has resulted in serious duplication of effort. In the worst cases, scarce resources and efforts are being wasted as parallel initiatives pull in different directions. Where existing community organizations can fulfill the same role, the formation of a local round table is unnecessary. However, research completed by the B.C. Round Table suggests that in B.C. at least, traditional community organizations are rarely sufficiently broad based to address sustainability issues, and fail to meet all of the criteria for local round tables outlined in Chapter 1. Therefore, it may be more efficient to combine existing organizations under one roof and take advantage of existing lines of communication, conserve limited skills and resources, and avoid duplication or overlaps.

The same principles apply once a local round table has been formed. Participants at the workshop hosted by the B.C. Round Table emphasized that local round tables represent a pool of experience, and have often developed a sense of shared trust and solid working relationships amongst diverse interests. While a local round table cannot become a jack of all trades, it can often be adapted to assume new roles as the community takes on additional responsibilities for governance. Local round tables may be able to assist with, for example, the planning and management of public involvement processes on topics related to sustainability, coordinating research activities, and establishing a resource centre for local information on sustainability topics.

*The number and diversity of initiatives and processes for collaborative problem-solving, joint planning and consensus-building have blossomed over recent years across the country.*

# CHAPTER 4

# *Conclusions*

Local round tables across the country have shown great promise and many have already produced impressive results. However, experience suggests that there is no single formula for success. The five criteria defined by the B.C. Round Table—broad mandate, multi-stakeholder, continuing bodies, operation by consensus, and advisory—have been met in a variety of different ways, each with their own strengths and weaknesses. Local round tables can build on the experience of other community processes, but ultimately the mandate, particular format and style of operation adopted should be determined by local conditions, and by the preferences of the communities and individuals involved.

Many barriers face those working to establish a local round table in their area or region. Success is more likely when the following issues have been addressed.

- *Preparing the ground:* Considerable work is required in advance of the formation of local round tables to prepare the ground. Discussions need to involve the community, other organizations active in the area, and particularly local governments and First Nations to overcome potential resistance and to ensure buy-in. The success of local round tables in other areas need to be highlighted, and the potential benefits of this approach explained.

- *Establishing a clear mandate:* Terms of Reference should articulate clearly the scope of issues to be addressed. Some local round tables direct their efforts towards long-term planing and the creation of a community vision; others assist in the development and implementation of local plans. Whatever activities they engage in, the mandate of local round tables must be clear both for members and for the community they serve. Terms of Reference should be reviewed periodically by members and by the community and amended to reflect changing conditions.

*"Future generations of people around the world have the right to share the bounty and beauty of nature, while at the same time enjoying economic prosperity. The work of local round tables is one means of achieving the transformation that is necessary so that future generations can exercise that right."*

"Local Round Tables on Environment and Economy: A Guide", Ontario Round Table (1991)

*Once established, local round tables face considerable organizational challenges. Members may be unfamiliar with consensus-based decision-making, and staffing and resources are often limited.*

- *Defining boundaries:* Local round tables are often most effective in focusing their efforts within a well defined geographical area. Many local round tables have found that a bio-regional or watershed perspective encourages the integration of social, economic and environmental issues. In British Columbia in particular, the adoption of First Nations traditional territories can encourage the involvement of aboriginal peoples.

- *Establishing close links with the community:* It is essential that close links are maintained with members' constituencies and the community at large. These links are more difficult to maintain when members participate as individuals rather than as formal representatives of stakeholder groups. Extensive use must be made of newsletters, public forums and other two-way communication tools.

- *Ensuring a neutral process and fostering leadership skills:* Experience suggests that an independent facilitator can assist local round tables work through the challenging early stages of formation. The neutrality of a facilitator also helps to dispel fears of bias or manipulation as the local round table is finding its feet. Over time, opportunities should be provided for members to develop skills in these and other areas of leadership, for example through co-chairing meetings, or the establishment of sub-committees.

Once established, local round tables face considerable organizational challenges. Members may be unfamiliar with consensus-based decision-making, and staffing and resources are often limited. Attention to the following will help avoid unnecessary frustration and waste of valuable time and effort.

- *Agree on procedures first;* Reaching agreement on procedures up front provides members with the opportunity to develop their skills in consensus on relatively non-contentious issues. Local round tables may also find it useful to develop a common understanding of key terms such as sustainability.

- *Identify local priorities:* Voluntary organizations rarely have the staff or resources to address all aspects of sustainability simultaneously. Local round tables should engage the community in identifying priorities for action through public forums or workshops. These efforts also help to build local support, strengthen communication linkages, and establish accountability to the community.

- *Build success incrementally:* Scepticism in the local community is best overcome by demonstrating positive, practical results. Local round tables can build support one step at a time through educational forums, hands-on projects, and the preparation and distribution of information on sustainability. Small steps involve less risk than bold leaps, provide a focus for members impatient to get to work, and are

often more valuable in generating local support and buy-in.

- *Create networks and linkages*: Local round tables can derive new ideas, practical support from other similar organizations in neighbouring regions. Creating linkages with these and other organizations also helps local round tables keep up to speed with emerging issues and concerns, and maintains accountability to the local community. Linkages with provincial agencies and government departments allows the local round table to tap into technical resources to support planning activities.

Local round tables have had varying levels of success with the acceptance and implementation of recommendations by governments and other authorities. In some cases, difficulties have reflected on-going scepticism or resistance from city councils or regional boards. In other cases, local round tables have been unable to generate sufficient community buy-in to support their decisions or recommendations. Considerable effort must be directed towards communication and liaison at all stages to raise the profile of the local round table and build support for consensus outcomes. Some local round tables report to the community first, and only deliver their decisions to government once community endorsement has been obtained. A solid track record of small successes also helps to build credibility and increases the likelihood of more substantial recommendations being accepted by those responsible for implementation.

Ultimately, local round tables represent new forms of community governance and they will continue to evolve as experience is gained over the coming years. Communities across the country have been looking for better ways to involve stakeholders in local decision-making, and new approaches will emerge as linkages with existing government structures are refined. Many challenges remain, but the local round table model has already demonstrated considerable potential and various adaptations of the approach have made practical and lasting contributions to sustainability. Communities across the country should be encouraged to consider the local round table approach and build consensus amongst all interests on long-term plans for a brighter future.

*"The real world of interlocked economic and ecological systems will not change; the policies and institutions concerned must."*

"Our Common Future", WCED (1987)

# CHAPTER 5

# *Next Steps*

Participants at the May 1994 workshop in Vancouver were unanimous in their calls for on-going support for local round tables. In particular, participants highlighted the need for networking to promote the exchange of ideas and information through a central organization. A network could also maintain a roster of facilitators, distribute information on sustainability, and provide updates on the activities of local round tables across the country. There was also strong support expressed for an annual conference of local round table representatives for the exchange of ideas and practical experience.

In British Columbia, the networking role could be taken on by a government agency, by a provincial level-organization such as CORE or the Fraser Basin Management Program, by a provincial-scale non-profit association, or through some combination of these approaches.

Provincial round tables across the country will continue to promote the local round table concept in the years to come. A list of round tables, including national, provincial and local round tables in British Columbia, Manitoba, Saskatchewan and Ontario is provided in Appendix 6.

Although the B.C. Round Table has now been phased out, past members will remain active in promoting the concept in their local regions and communities and will serve as catalysts and advisors for local round table initiatives. The National Round Table is also committed to maintaining its coordinating role and will continue to provide information to communities in all areas of Canada.

*"...understanding that we are involved in a brand new paradigm is very difficult to grasp. We have a long way to go in getting a fully shared concept."*

Prince Edward Island Round Table on Environment and Economy

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# Appendix 2: Participants at the Local Round Tables Workshop,

*Coast Plaza Hotel, Vancouver, May 14-15, 1994*

**Cathy Alpaugh**
Graduate Student, Queens University

**Susan Anderson**
British Columbia Federation of Labour

**Dorothy Argent**
Salmon River Watershed Round Table

**Yves Bajard**
National Centre for Sustainability

**Gerry Bloomer**
South Kalum Community Resource Board

**Mark Boreskie**
Manitoba Rural Development

**Bob Boxwell**
Ladysmith / Nanaimo Round Table

**Gordon Carson**
Robson Land and Resource Management Program

**Brad Clarke**
Kingfisher Local Round Table

**Penny Cochrane**
British Columbia Hydro

**Darlene Collins**
British Columbia Round Table

**Renie D'Aquila**
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**Lee Doney**
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**Kenton Dryburgh**
Capital Regional District Round Table

**Lorne Eckersley**
Creston Valley Community Project

**Sarah Flynn**
Commission on Resources and Environment

**Irving Fox**
Smithers

**Hans Fuhrmann**
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**David Greer**
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**Julian Griggs**
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**Eric Gunderson**
Williams Lake River Valley Project

**Mike Halleran**
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**Gerald Hodge**
Community Economic Development

**Rob Hutton**
Shuswap Nation Tribal Council

**Barry Janyk**
Sunshine Coast Resource Council

**Mil Juricic**
Nicola Watershed Round Table

**Gordon Kaytor**
Peachland Voters Association

**Leslie Kemp**
Social Planning and Research Council

**Kathryn Kuczerpa**
Kimberley Sustainable Communities Project

**Margaret Landucci**
South Surrey / White Rock Round Table

Graham Lea
British Columbia Round Table

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British Columbia Round Table (staff)

Patricia Lepp
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Ron Liddle
Boundary Round Table

Sarah Lotz
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Doug MacLeod
British Columbia Round Table (staff)

Greg Mallette
Fraser Basin Management Program

Rozlynne Mitchell
British Columbia Round Table

Susan Mulkey
Commission on Resources and Environment

Denis O'Gorman
Commission on Resources and Environment

Stephen Owen
Commission on Resources and Environment

Bert Parke
Salmon Arm Round Table

Loni Parker
North Columbia Resource Council

Bob Pasco
Fraser Basin Management Program/Nlaka Pamux
Nation Tribal Council

Kim Pollock
IWA

John Pyper
Ministry of Aboriginal Affairs

Mark Roseland
School of Resource Environment Management

Patricia Ross
Matsqui Healthy Communities

Harriet Rueggeberg
H.I. Rueggeberg and Associates

Sandy Scott
National Round Table

Rhonda Smith
Golden Healthy Communities

Guenter Stahl
Bulkley Forest District Manager

Linda Thorstad
Fraser Basin Management Program

Jeremy Triggs
Comox Valley Community Round Table

Larry Trunkey
Ministry of Small Business Toursim and Culture

Caroline Van Bers
Dovetail Consulting

Len Vanderstar
Skeena Round Table

Tracy Wachman
Howe Sound Round Table

Maria Wellisch
MWA Environmental Consultants

Lloyd White
Slocan Valley Forest Products

Joyce Wiggins
Kamloops Land and Resources Management Plan

Rick Wilson
British Columbia Round Table (staff)

Steve Wood
District of Campbell River

# Appendix 3: Case Studies

# Case Study 1: Anahim Round Table

*Origin*
The Anahim Round Table (ART) was initiated by the Commission on Resources and Environment in the summer of 1992 as a pilot project to test a shared decision-making approach to local resource management issues. Two community resource associations had already established in the area to influence resource agency decision-making. The Commission selected the Anahim Lake area for pilot project status for two reasons: the community was highly interested in natural resource management issues and in involving all interest groups in a negotiation process to resolve these issues cooperatively.

*Focus*
The goal of the ART was "to jointly create a community-based resource management plan which sustains environmental, social, and economic values". The Table adopted seven specific objectives related to this goal. The terms of reference specified that the final report be consistent with the goals and objectives and provide a framework for sustainable resource management in the ART interest area.

*Membership*
The Table established membership guidelines in their Rules of Procedure. Table members represented self-defined sectors of interest. Visitors were welcome and able to make presentations to the Table. If visitors had concerns not represented by a permanent member of the Table, they were given negotiator status during negotiations of interest to them.

*Operating Methods*
The Table used a consensus rule of decision-making which was defined as "agreement on a package of issues and solutions". This definition was defined further to mean that "participants may not agree with each part of the package in isolation yet agree to the full package". Some participants were able to make agreements on behalf of their constituencies, while others had to receive approval from their constituencies or a higher authority to ratify an agreement. Procedures in the event of disagreement were specified in the Rules of Procedure as follows:

- those disagreeing must provide a written description of the interests not accommodated by the agreement at hand, proposals for how these interests could be accommodated and a description of how these alternative proposals, in turn, accommodate the interests of others;

- in response, those agreeing with the original proposal must document and explain how it meets the interests of those disagreeing as well as how it could be amended to better meet these interests; and

- if disagreement persists, parties "agree to disagree" and describe areas of disagreement in as much detail as possible to provide government decision-makers with relevant information.

*Reporting Relationships*
The final report of the ART was signed-off by Round Table members and released as a public report of the Commission. The district manager of the Ministry of Forests and the regional manager of the Ministry of Environment were among those who signed off on the report. Government agency Table members agreed at the outset of the process to acquire as much authority on behalf of their agencies as possible. If agency members did not have the required authority, recommendations to those who did were included in the report. If a portion of the agreement required and received agency approval from a non-ART member, the authority's name was included in the text of the relevant portion of the report.

### Current Projects

The "Anahim Round Table Resource Management Plan", a consensus document, was released in January 1994. The time-frame for the recommended plan is 10 years with a provision for a 5 year review in addition to reviews three times a year to address the following:

- issues arising from the application of the guidelines
- new issues and guideline requirements such as continued growth in tourism, recreation or mushroom harvesting
- major development plans such as the five year plan for the forthcoming forest license
- any other issues ART participants agree to discuss

### Past Successes, Barriers, and Future Challenges

Strong participation and support from government agency officials and First Nations were key to the success of the ART process. One obstacle facing the ART was the absence of a regional land allocation plan from which to work. This was overcome in part by forwarding ART recommendations and concerns regarding protected areas and special management areas to the CORE Cariboo-Chilcotin Regional Table and the Commission.

To continue meeting for the purposes noted above, the ART needs on-going financial and administrative support. The ART, therefore, recommended that government provide logistical, record keeping, and facilitation support through either a new neutral agency or the Interagency Management Committee. This recommendation has not yet been acted on. The ART is also currently dealing with challenges related to translating the management guidelines outlined in the report into operational plans by, for example, reviewing development plans to ensure they adhere to relevant guidelines.

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# Case Study 2: Bulkley Valley Community Resources Board

## Origin
The Bulkley Valley Community Resources Board began several years ago as an idea at a local environmental group's conference. People were concerned that communication between those who made resource decisions impacting communities and the local people living in them had no proper way for input into the decisions before they were made. The result was confrontation, polarization and reaction rather than constructive, cooperative planning between two groups.

A document entitled "Bulkley Valley Community Resources Board Agreement" (October 11, 1991) was prepared by a steering committee, and discussed at public meetings, and became the basis for the Board. This document was published in the January/February 1992 edition (Vol. 8, No. 1) of "Forest Planning Canada"

## Focus
The Board is to assist the Ministry of Forests in preparing a forest land management plan for the Bulkley Timber Supply Area, to monitor and evaluate the implementation of the plan, to review any proposed changes, and to cooperatively develop a new plan when the current plan expires.

## Membership
To include all members of the community, a unique method developed in which board members are chosen as individuals, not as representatives of special interest groups. Though the board has only twelve positions, anyone can nominate themselves by filling out the nomination form. This involves choosing, from a set of sixteen statements, those which best represent the individual's perspectives about the forest and its management.

A nomination meeting was convened by a Committee of Facilitators comprised of the District Manager for the Ministry of Forests, the chair of the Driftwood Foundation (a local environmental group), and a local forester from SHARE SMITHERS. The selection committee had selected a set of candidates based on two criteria: (1) a balanced array of the sixteen perspectives, and (2) the ability of a nominee to tolerate other people and other ideas. Additionally, at the nomination meeting all nominees voted to select board members, and those selected by the nominees themselves matched the slate identified independently by the selection committee.

The sixteen perspectives are documented as part of the "Bulkley Valley Community Resources Board Agreement".

## Operating Methods
Decisions are made by consensus, and "fallback" procedures are documented. The Ministry of Forests provides a liaison officer, secretarial and drafting facilities, meeting facilities, necessary documentation and information, and funding to publicize the Board's work.

## Reporting Relationships
The Board is the vehicle for representing the value perspectives of the community in the development of the Forest Land Management Plan, and is accountable to the people of the Bulkley Forest District. This accountability is achieved through consultation with the community, including public meetings, special meetings, written advice, open Board meetings, and public access to all information used.

The Ministry of Forests provides a direct written response to all Board recommendations, including reasons for non-acceptance if the recommendations cannot be followed.

## Current Projects
The Board is working on several preliminary steps to the land and resource plan, and getting public reaction to these preliminary decisions before agreeing on the final plan.

## Past Successes, Barriers, and Future Challenges
Getting to the final plan is not easy and this community process has several problems. It takes time to get people familiar with both the scientific and bureaucratic languages, and more time to become familiar with using these tools, always remembering that it is the community values rather than the technical information that is the main drive for the Board. Arriving at decisions and concrete results is slow, and this is discouraging to those who desire hard deadlines.

Probably the most important advice in getting a board to become a solid sustainable entity is that it must come from the community and not be directed or helped to begin as a handed-down program from the government. If the Board were to become legislated and given bureaucratic status, it would lose its link with the community and become irrelevant to the citizen. Each community should be their own leader in how these boards are set up and run. This again takes time and cannot be achieved under a program not directed by those living in the community.

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# Case Study 3: Capital Regional District (CRD) Round Table

*Origin*
The CRD Round Table on the Environment was initiated in 1990 by resolution of the Capital Regional District Board, amalgamating the Waste Management Advisory Committee and Healthy Communities 2000.

*Focus*
The Round Table is a community–based advisory body that provides input to the CRD Board of Directors on environmental issues.

*Membership*
A total of 21 members represent conservation/environmental groups, business, professional and labour associations, academic, scientific or research institutions, youth and seniors, citizens at large, and the CRD. Geographic representation of the region is considered in making the appointments.

Members are sought annually by advertisement in local newspapers and serve for two years without remuneration. Half the membership changes on alternate years. A selection committee is established by the CRD Chairman, and consists of the Chair of the Round Table, a senior staff representative and a Director at Large. Members are appointed by the CRD Board. The Chair of the Round Table is a member of the CRD Board, and is appointed by the Board Chairman.

*Operating Methods*
The Round Table is supported by CRD staff, meets at least six times per year, and uses subcommittees to address specific issues. It started operating by consensus in May 1993.

*Reporting Relationships*
The Round Table reports and makes recommendations to the CRD Chairman. It holds annual joint meetings with the CRD Board and the CRD Environment Committee.

*Current Projects*
The Round Table's main project is to develop a process to establish environmental priorities for the region that will be consistent with regional values and goals.

*Past Successes, Barriers and Future Challenges*
During 1993 the Round Table was involved in reviewing the values and goals shared by the residents of the region, and in assisting the Task Force for Implementation of the Healthy Atmosphere 2000 Report.

During a review of the Round Table's mandate and operating procedures, some difficulties were encountered when it was proposed that the Round Table should be merged with another advisory body, a move which the Round Table opposed. The review led to a full examination of current practices, and changes were made to formalize a comprehensive reporting procedure between the Round Table and the Board. The CRD Round Table is focused on setting out the process for establishing environmental priorities by the end of 1994.

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# Case Study 4: The Howe Sound Round Table

*Origin*

Howe Sound, a long narrow fjord measuring approximately 25 miles long, is situated on the doorstep of Vancouver, British Columbia. There has always been intense competition between a number of users for Howe Sound, including residential, recreation, fisheries, forestry and industrial activities. Six municipalities, three regional districts and an Islands Trust separate this clearly defined geographic area into a number of unrelated political districts.

In the past, many felt that decision–making and planning was carried out in an ad hoc, crisis–by–crisis and confrontational manner, with little consideration given to the interrelationship of decisions made by different communities.

In 1991, the Save Howe Sound Society, a community–based environmental organization undertook the initiative of establishing a local round table. Initial communication with other organizations and joint meetings with local mayors and government officials indicated a great deal of interest and support for a process that would bring the different perspectives together.

In April 1992, 70 community delegates from industry, native groups, government, business, recreation, environment, health and education organizations were brought together at a conference to discuss the formation of the Howe Sound Round Table (HSRT).

At the end of the day, conference participants agreed that a regional process that would involve the collaboration of all stakeholders in the region was required if we were to develop a collective vision of Howe Sound's future and reach our common goal of sustainability.

Conference delegates identified four broad objectives for the HSRT:

* to promote and coordinate environmental/economic and social sustainability policies and initiatives, through an advisory process involving all interest groups;
* to foster public participation in government decision making;
* to assist in dealing with site specific issues at the regional level;
* to promote public education on the principles and role of environmental/economic and social sustainability in the region.

A broadly based Steering Committee was appointed to address issues of funding, terms of reference, linkages with local governments and membership.

Between May 1992 and May 1993 the Steering Committee met numerous times with community representatives and government officials.

During the discussions that followed a number of issues were identified:
* In times of fiscal restraint, some local governments were resistive to committing operational funding when, in their view, the economic benefit to their communities, was difficult to quantify. They questioned whether a larger community should be expected to pay a greater portion of the funding, based on their population base.

* Some elected officials raised questions about the role of a local round table within the context of representative government.

- Others wondered who the local round table would be responsible to, who it would report to, and how?

- Would the round table mandate recommendations that a community did not want or was unable to implement?

- How could the different communities be assured that their community would be geographically represented on the round table? How could various organizations and interests be assured that they would be represented?

The Steering Committee addressed these issues and others in the Terms of Reference for the HSRT. As well, they embarked on a community education and information program regarding what a local round table is and what the benefits of such a process are to the community.

Having completed the Terms of Reference, the Steering Committee developed criteria for membership on the round table and began the nominations process. Over 60 nominations for membership were received from individuals and organizations around Howe Sound. Following a rigorous screening process, 18 initial members were appointed in June 1993. All attempts were made to balance membership in terms of gender, geographic representation and interest or perspective.

In July 1993 over 100 community delegates attended a Launch Forum to meet with the newly appointed round table members, review the round table's mandate and discuss issues.

This concluded the mandate of the HSRT Steering Committee and provided a community launch for the round table.

## Focus
The Howe Sound Round Table serves as an advisory body, a resource to the communities, governments and organizations in Howe Sound focusing on policy, programs, plans and initiatives affecting the sustainability of the region. The HSRT provides a community perspective on planning for sustainability, through a forum which assists stakeholders to meet their objectives while respecting the interests of others, and protecting the integrity of the natural environment.

Our Mission Statement is as follows:

- The Howe Sound Round Table is a community–based advisory body which promotes environmental, social and economic sustainability.

## Membership
The Howe Sound Round Table is comprised of a range of individuals residing in Howe Sound who are able to represent the diverse interests of individuals, organizations and communities in the area. General criteria for membership are based on the premise that members shall:

- reside, work, or have an interest in the Howe Sound Sub–Region;
- have a commitment to the concept of sustainability;
- have a demonstrated record of community involvement;
- be committed to consensus–based decision making;
- be willing to look beyond the interests of a specific interest group;
- have a broad knowledge of the Howe Sound Sub–Region;
- be willing to devote up to three days per month, or as necessary, on a voluntary basis for a full term of appointment.

As the success of the HSRT depends on the development of trust and understanding and the building of consensus, no alternates are appointed.

Appointments are made through a Community Appointments Committee (CAC), consisting of 3 Round Table members or a representative from the Commission on Resources and Economy (CORE), one representative from the B.C. Round Table and members from the local municipalities and regional districts.

All attempts are made to address representation of the community in terms of interests/perspectives, geography and gender.

In order to ensure that the full range of interests in the community are fully represented and yet realizing the problems with large groups of individuals, it was agreed that the round table membership shall not exceed 24 members.

The HSRT is incorporated under the *Societies Act*.

### Operating Procedures
Operating Procedures have been documented, including the requirement to make all decisions by consensus. Working sub-groups are appointed for specific projects and may include non-members. These sub-groups report to the round table as a whole Consensus from the round table must be reached prior to reporting to the community or proceeding with an issue/project.

A chair and vice-chair are appointed by the round table members. Two Round Table Coordinators; non members; have been appointed whose responsibilities include the scheduling and preparation of meetings; communications/liaison among members, the community and the press, planning and management of projects and initiatives which the round table has chosen to undertake; and research and record keeping.

A facilitator is retained on an "as required" basis.

### Reporting Relationships
The HSRT reports to the community and/or to the appropriate body of government, as is required.

### Current Projects
Since the initial members accepted their appointments last July, much of the table's energy and work has been directed towards administration and operating issues, identifying objectives, researching projects and setting priorities and time frames. Current projects include the following:

"**Shared Stewardship for Sustainability (S3)**" The Howe Sound Round Table has recently received funding from the Department of Fisheries and Oceans to undertake a collaborative process to address the sustainability or water resources and aquatic habitat in Howe Sound.

The HSRT is the convenor and facilitator of the S3 initiative, which includes community workshops and the preparation of draft reports on sustainability in Howe Sound. The process is guided by professional facilitators under the direction of the HSRT.

As a first step, the HSRT met with a group of key stakeholders to identify some of the frustrations with current management and planning approaches, and to encourage their active participation. A public forum is being hosted to launch the initiative, and a series of community meetings to hear what the residents of Howe Sound wish to see for the future.

At the end of the community workshops in July, the HSRT will compile all of the input from stakeholders,

community groups and individuals and prepare a Draft Summary Report which will be released for public review and comment.

The objectives of the S3 initiative and Draft Final Report are to identify:

- key issues for the planning and management of water resources and aquatic habitat for sustainability;
- common concerns and agreement on priorities for action in the months and years ahead;
- proposals for a new approach to planning that is based on cooperative partnerships and an ethic of stewardship of resources for present and future generations.

**A review of development plans** in Howe Sound is underway, with a workshop planned in the new year.

**A boat trip to areas of concern** is scheduled for late May that will bring together members of the round table, community and press. The tour will include areas of concern; special projects underway, etc.

## *Past Successes, Barriers and Future Challenges*
The HSRT's initial success was due to its developmental strategy. It came together as an initiative of the community and received its mandate from the community. All interests were included in its development and remain involved in its ongoing coordination and operation. Over time its mandate will evolve and adapt in order to meet the changing needs of the community.

Many of the operational issues that remain unresolved are not unique to the Howe Sound Round Table and remain as future challenges. As with many other local process, the Howe Sound Round Table continues to seek ways in which to:

- develop and maintain a balance in representation;
- meet basic funding requirements;
- build credibility in the community as well as recognition from government;
- balance the fragile relationship of learning to work together, while developing long and short term goals.

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# Case Study 5: The Salmon River Watershed Round Table

The Salmon River Watershed Roundtable is a grass roots drive, multi-party partnership working to restore and maintain the watershed of the Salmon River in the South Central interior of British Columbia in ways which are sustainable socially, environmentally and economically.

## Origin and Development

The Salmon River Watershed Roundtable has evolved over the past two years from the Salmon Arm District's Environmental Management Committee (EMC), which itself was conceived in 1991 as an advisory committee to the City of Salmon Arm. The EMC was tasked with the responsibility of dealing with a broad array of environmental and land use issues in and around the District of Salmon Arm. These issues included water quality, water flows, stream rehabilitation, erosion and watershed management planning.

Early on, the focus was on the Salmon River and the foreshore area of Shuswap Lake around the river's mouth. In May of 1992 the EMC supported the formation of an action arm which was to focus on immediate restoration and enhancement projects along the river course; this body was called the Salmon River Restoration Committee (SRRC). The SRRC was primarily initiated by, and continues to be, the forum for grass roots involvement of the five First Nations communities which share an interest in the watershed. More recently the SRRC has begun to increase its membership among the non native landowners in the valley.

By the fall of 1992 the EMC's main initiative was the Salmon River Watershed Project with the district participating as an equal partner with a broad-based coalition of watershed residents and other stakeholders.

Over a period of a year, commencing in the spring of 1993, the EMC and the SRRC embarked on a strategic planning process which led to plans in five strategic directions:

1) education and awareness, 2) legislation, 3) field action, 4) creating a management plan, and 5) administration. These strategic directions were combined with existing concepts and operating procedures about broad based landowner and other stakeholder participation, consensus based planning, grass roots orientation and non-hierarchical organization.

The results included several changes in overall organization of both main committee groups. The primary purposes for these changes were:

I.    to provide a better mechanism for developing a long range watershed stewardship plan;

II.   to develop a strong and recognizable organization for funds acquisition and communications;

III.  to provide for effective action; and

IV.   to create a legitimate body for multi-party consensus based planning.

The Salmon River Watershed Roundtable (SRWR) was the outcome of this exercise and has been operating in its current form since the winter of 1993-94.

## Focus

The SRWR is committed to balance and sustainable land use within the watershed. This it to be obtained through a two pronged effort. One is a watershed stewardship plan to be developed jointly by all stakeholders and which is based on principles of social, environmental and economic sustainability. The other is implementation of obviously desirable restoration actions while the plan is being developed.

The Mission Statement of the SRWR is:

*"To be a catalyst to achieve and maintain a healthy Salmon River Watershed through coordinated management of all resources, respect for all concerns and cooperative, positive action."*

The purposes of the watershed stewardship plan are:

To support human and nonhuman activities in the watershed which are sustainable over the long term.

To be comprehensive both geographically and socially by covering the entire watershed and integrating the natural, human and managerial aspects of the entire watershed community.

To identify critical ecosystem objectives (with respect to humans and non-humans) which can be related to variables capable of being monitored over time so as to determine whether conditions are moving closer to or further from the objectives.

To be evolutionary as information on monitored variables and from other sources becomes available and as the long term vision of the stakeholders evolves.

To be created and modified through consensus based planning and to involve broad stakeholder participation in all aspects of plan creation, implementation, and modification.

To include procedures to keep members of the watershed community informed of facts, issues, plans, developments and results as they unfold.

## Membership

The SRWR is composed of landowners, First Nations people, citizens, representatives of government, businesses and others who share a vision of sustainability for the watershed. The members reflect the wide diversity of landowners in the Salmon River watershed, as well as others who do business or have regulatory authority within the watershed. The Roundtable is open to all interested individuals and does not have a formal nominating procedure for selecting members.

## Operating Methods

The Roundtable is grass roots driven and operates through consensus. It is organized into implementation, administrative and planning committees (which may have subcommittees) and a resource centre. These groups formulate suggestions within their respective areas of responsibility, refer them to the Roundtable for decision and carry out any resulting initiatives. Committee members do not receive payment for their services. However, there is one paid staff member, the Watershed Resource Coordinator.

The committee structure is as follows:

**Salmon River Restoration Committee** (Field Action sub-committee) is the implementation arm of the Roundtable.

**Planning Committee** (Awareness & Education, GIS, Watershed Management Plan and Legislation sub-committees).

**Executive Committee** is the administration arm of the Roundtable.

**Watershed Resource Centre** is the information and communication "hub" of the Roundtable.

### Reporting Relationships

The Roundtable minutes are distributed to all members; currently about 130. Formal reporting is made to all funding agencies as appropriate and required. A newsletter, *River Reflections* is distributed to all members, households in the watershed and appropriate agencies and other organizations. The newsletter and other prepared material will be used to inform all residents in the valley and other stakeholders of:

- the Salmon River Watershed Project;
- the opportunity to become involved;
- particular plans and issues;
- information available on various critical social, environmental and economic relationships in the watershed;
- the concepts of sustainability and ecosystem and consensus based planning; and
- processes to be followed in developing a stakeholder created and implemented stewardship plan.

### Current Projects

1. **Watershed Resource Centre** – the centre provides information for citizens, property owners, researchers, and others and provides linkages to government on issues and programs related to ongoing watershed stewardship. Information media include: video, newsletter, information display board, electronic bulletin board and various reports and brochures. Funding and in-kind support comes from a wide variety of government, industry, and First Nations, foundation and volunteer sources.

2. **Awareness and Education Program** – this program is an initiative of the Awareness and Education sub-committee and operates primarily from the Watershed Resource Centre. The program will serve to inform all residents and other watershed stakeholders of: the Salmon River Watershed Project; the opportunities to become involved in watershed initiatives; information on human and non-human, natural and managerial aspects of the watershed; the concepts of sustainability; the ecosystem and consensus based planning approaches; the processes to be followed in developing a stakeholder- created and implemented management plan.

3. **Voices of the River Video** – the video tells the story of the Salmon River Watershed Project, completed in the fall of 1993. This video is being utilized to educate watershed stakeholders and other groups on the purpose, origins, processes and plans of the Salmon River Watershed Roundtable.

4. **Salmon River Restoration Planning** – this is an ongoing project whereby a series of steps and initiatives are taken to restore resource capability and develop sustainable use practices. The steps are identified as: establishing a framework for planning; defining the problem; assembling the data; analyzing the watershed; defining the options; choosing the action plan; implementing the plan; and, monitoring the results.

5. **Salmon River Restoration Projects** – these are ongoing projects involving river bank stabilization and erosion control measures using conventional and low-cost, high-end technologies which are labour

intensive. Projects are located on private and First Nations lands and funding or equipment is provided through government, landowners and the private sector.

6. **Stewarding Our Watersheds Conference (June 23-26, 1994)** – this event is being organized jointly with the Department of Fisheries & Oceans, Environment Canada, Ministry of Agriculture, Food & Fish and the District of Salmon Arm. Its main theme is the cooperative stewardship of local and regional watersheds through multi-stakeholder participation. People from around B.C., other provinces, and the U.S. will share experiences and tools that work.

7. **Lake Rainbow Trout Stock Monitoring** – this project consists of using a fish counting fence to determine whether lake trout actually spawn in the river. This knowledge will help determine priorities for future habitat restoration initiatives.

8. **Water Use Survey** – this project-in-progress will canvass riverside property owners to assess the scale and pattern of groundwater use along the entire river length.

9. **Water Quality Assessment** – conducted by an outside consultant, this survey is determining the state of water quality at various locations throughout the watershed.

10. **Ecosystem Objectives** – the SRWR has formed a partnership with the federal-provincial Ecosystem Objectives Steering Committee in developing its watershed management plan. The Steering Committee is charged with the task of promoting ecosystem wide and public participation processes in all planning activities. The Salmon River Watershed Project will serve as a pilot project for the Steering Committee in developing procedures for possible adoption elsewhere in British Columbia and the nation.

*Past Successes and Barriers*
The Salmon River Restoration Committee has held two successful youth exchange programs through the Cascadia Quest/Peace Trees program. In this program, youth from around the world (about 18 countries) work with local native and non-native youth in hands-on restoration and cross-cultural projects.

Recently, the SRWR has participated in the review of a land use development request. The Columbia-Shuswap Regional District felt the Roundtable, with its broad stakeholder representation and interdisciplinary approach to problem solving, to provide a good forum for such a review. This could be the forerunner of a very desirable integration between watershed level and regional planning.

First Nations involvement in the Roundtable has led to some very significant successes. However, the relationship between the SRWR and the First Nations communities in the watershed needs to be strengthened. First Nations people were early leaders in the development of the Salmon River Restoration Committee and continue to be involved. These native participants greatly influenced both the attitude and structure of the Roundtable. Each of the five bands in the watershed have designated official representatives to the Roundtable. At the same time it is important to recognize that some First Nations people in the watershed are hesitant to become involved in the Roundtable due to such factors as cultural differences, suspicion based on past relationships with non-natives, concern over prejudicing land claims and so on.

*Future Challenges*
The key challenges facing the SRWR are:

1. Continuing to build and maintain wide participation among all stakeholders, First Nations, landowners, agencies, etc. While past successes in this regard have been impressive, continued effort is needed.

2.     Maintaining and expanding the funding base for restoration, communications, research and planning activities.

3.     Continued building on the Roundtable's role in integrating governmental planning at the First Nations, regional, provincial and federal agency level for activities and concerns within the watershed.

# Case Study 6: Skeena Round Table

## Origin

The Skeena Round Table, established in 1989, was one of the first community round tables in British Columbia. It was formed as a grassroots response to recommendations of the British Columbia Task Force on Environment and Economy.

## Focus

The Round Table's purpose is to find ways of achieving community sustainability within the drainage basin of the Skeena River in northwestern British Columbia. Its goal is to create better public understanding of local and regional issues, and its emphasis is for its members to arrive at a consensus on the facts of priority local and regional issues. The Round Table recognizes two basic realities:

- that consultation and consensus building at the community level is the key to resolving local resource conflicts and developing a vision of the future, and
- that the changes needed in society to achieve sustainable development will be inspired by citizens at the grassroots level, not by big business or government.

## Membership

A diverse membership brings together people from industry, commerce, resource development, tourism, environmental groups, and government agencies. The membership is drawn from many communities across this extensive region, including Kitimat, Terrace, Kitwanga, Hazelton, Prince Rupert and Smithers.

## Operating Methods

An executive coordinates administrative matters, and subcommittees are used to examine priority issues such as forest management and employment opportunities. Decisions are reached by consensus, but procedures have not been documented. An outside facilitator has never been necessary.

## Reporting Relationships

The majority of communities in the Skeena Basin recognized the Round Table's role and provided written support, however some municipal governments were reticent to provide support because the Skeena Round Table was not formally recognized or funded from either the B.C. Round Table or the provincial government.

## Current Projects

The Round Table is currently inactive, but in the past has focused on four main activities:

- Research and public disclosure of the facts about priority resource issues and conflicts to assist in better public decision making
- Developing public education materials on sustainable development
- Encouraging better inventory of resources
- Identifying and encouraging economic development opportunities in the basin which can achieve the principles of sustainability and high employment.

Three major projects are of note:

- **"A Quantum Leap Toward a Sustainable Society"** – This is a proposal to create employment for sustainability using social assistance funding. Another organization has been established to pursue this project.
- **Public empowerment in land and resource management planning** – The Round Table recognized the need for community–based resolution of land use conflicts through a consensus process, and worked with other groups in Smithers to help establish the Bulkley Valley Community Resources Board.
- **Pulpwood Agreement 17** – The Round Table investigated a proposal by government to allot cutting rights for pulpwood, and alerted the public to conflicts associated with the location of the timber in areas designated as inoperable for harvesting and environmentally sensitive.

### Past Successes, Barriers and Future Challenges
The Round Table members believe that the following factors have contributed to its successes:

- **Membership** broad representation of perspectives, the energy and enthusiasm of individuals, willingness of members to cover most of their expenses, personal contacts in the community, and the professional and technical abilities of members to deal with complex issues and administrative operations.
- **Community Infrastructure Support** use of facilities for meetings, and support of employers and area businesses and government agencies to partially cover administrative costs.
- **Financial Assistance** lack of funding is a major problem for the Round Table, but corporate donations and a grant from the federal Green Plan were critical in the success achieved to date..
- **Consistency During Leadership Change–over** experienced a smooth transition in executive positions and organizational accountability.

The members believe that the following factors have been significant barriers to success:

- **Lack of Recognition by Provincial Government/B.C. Round Table** – a disjointed relationship has existed with the B.C. Round Table, and the lack of formal provincial recognition and funding of the Skeena Round Table created a "legitimacy" difficulty when seeking local funding and when seeking endorsement by municipal governments. This impasse is considered the most significant difficulty encountered. The Round Table also believes that the B.C. Round Table should have fostered reports from local round tables to the provincial Round Table as a "bottom-up" process.
- **Lack of Funding** – funding for an executive director and other operating expenses was desperately needed to run effectively, and membership burnout took its toll because fund raising became a major focus and was unsuccessful in meeting needs.
- **Size of Region** – the Skeena Basin covers a large portion of northwestern British Columbia, and problems with travel time and communications could have been resolved if sufficient operating funds were available.
- **Scope of Issues and Other Local Initiatives** – some of the issues were extremely complex and had resulted in polarization of entire communities (e.g. coastal versus interior fisheries), and a variety of new government initiatives began to deal with local issues which had been pursued by the Round Table (land use planning, fisheries) resulting in members concentrating at the local rather than the regional level.

The Round Table is fairly inactive at the moment, but hopes to revive its activities if it can attract financial support.

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# Case Study 7: Slocan Valley Pilot Project

*Origin*
The Commission on Resources and Environment initiated the Slocan Valley Pilot Project (SVPP) in the fall of 1992 in order to test a shared decision–making approach to local resource management issues. Following a scoping and assessment phase to identify and assess the willingness and commitment of any interested parties to participate in the Slocan Valley planning process and to use a shared decision–making approach, consensus was reached to proceed with the Slocan Valley pilot project. The convening meeting was held March 1 – 2, 1993 in New Denver. Since that time the negotiating Table has met monthly. The Table consists of representatives of 11 different sectors plus a provincial government representative. Each sector has a special interest in a particular aspect of land/resource management, as follows: Agriculture, Forest Independents, IWA, Local Government, Mining, Outdoor Recreation, Slocan Forest Products, Tourism, Watershed, Wildcraft, and Wilderness.

*Focus*
The purpose of the Slocan Valley Pilot Project is to facilitate community participation in developing and advocating the implementation of land and resource management plans which are environmentally, economically and socially sustainable. The project will use interest–based negotiation to reach consensus and be guided by the principles of C.O.R.E.'s draft Land Use Charter while understanding that specific aboriginal title and inherent rights have yet to be determined.

The final product of the Table will consist of (1) a report and maps that document a plan for land and resource management for Crown lands within the planning area, and (2) policy recommendations to Cabinet on matters the Table considers relevant to the purpose and scope of the pilot project. The plan will be subject to formal periodic review.

*Membership*
Participant individuals and groups are represented at the Table by sectors. A sector is a constituency of participants which contributes a unique perspective to the issues being negotiated. Sectors are established by: a) constituencies of participants who share common values and perspectives requesting recognition as a sector; and b) the Table accepting the sector as having a perspective which can contribute to the negotiation.

Sectors are organized by their steering groups. Steering groups inform, instruct and support sectoral spokespersons at the Table. Spokespersons are chosen by sectoral steering groups and constituencies to represent the perspectives of sectors at the Table. Designated spokespersons are recognized to speak to issues at the Table. Sectors may also designate alternates to serve in the place of spokespersons.
The provincial government representative does not sit as a sectoral representative at the Table but plays the following role:

- serves as a conduit for information to and from the Table and Cabinet;
- acts as a sounding board for Cabinet;
- provides the Table with information on:
    - (a) policy, for example, the Forest Practices Code, PAS, tenures compensation, viable forestry industry, joint stewardship/treaty negotiations;
    - (b) financial feasibility;
- serves a corporate role as representative of government:
    - (a) communicates "government interests" – e.g., conservation, community stability (all levels), healthy economy and environment;
    - (b) integrates interests of agencies/ministries. Integration happens at corporate (Cabinet) level;

- provides technical support within financial and staffing constraints, e.g., information collection, option analysis (not evaluation of options), and describe opportunities and constraints to aid effective dialogue and negotiation at the Table.

### Operating Methods
The SVPP applies a shared decision–making model to the planning process and uses a consensus building process for all of the Table's deliberations. A neutral mediator guides and expedites meetings.

In order to keep the negotiation process manageable, constituent groups and organizations with related interests are formed into sectors, which select an individual or team to represent the sector in the negotiation process. Each interest group or sector chooses its participant(s) on the understanding that, subject to ratification, the representative is in a position to make decisions and commitments on behalf of those they represent. Terms of reference and ground rules (including negotiating principles) guide the process, and can be amended at any time by consensus of the Table.

### Reporting Relationships (Approval Process)
The provincial government representative at the Table serves as a conduit for information to and from the Table and provincial government, including Cabinet. The provincial government representative informs the Table where the provincial government would expect to support consensus decisions of the Table, which would be cases where the recommendations fall within current legislation, conform to the emerging provincial land use strategy and regional table recommendations, and do not involve significant incremental costs. Where consensus recommendations fall outside stated government goals or ministry policy or involve significant incremental costs, the government representative checks upwards to the ministry executive or ministerial level to provide a direct line of communication in order to work out an agreement the government can support. Where government is not in agreement with a decision the Table is making, the government representative informs the Table. Where the Table has made consensus decisions which, if implemented, would be precedent–setting and raise policy matters of broad provincial consequence, such decisions may be delivered as recommendations to Cabinet.

The Table will forward its final product to the Commissioner, who will prepare a report to the public and to Cabinet outlining the parties' consensus recommendations, areas of disagreement, and possible options and implications.

### Current Projects
The SVPP Table is currently working on developing a land/resource management plan for the planning area, which will include management objectives, guidelines and strategies, and policy recommendations.

### Past Successes, Barriers and Future Challenges
The participants in the pilot project have successfully created an operating body which enables them to work together to develop a land/resource management plan. In doing this they overcame a high level of distrust and polarization over resource management issues that had continued over two decades.

The greatest challenge for the Table is to successfully negotiate a plan which achieves consensus. This will require sectors to move from positional bargaining to an outcome in which they achieve as much of their interests as possible and as is consistent with other sectors' interests being met.

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# Appendix 4: Samples of Terms of Reference for Local Round Tables

## Howe Sound Round Table

The Howe Sound Round Table (HSRT) has amended its Terms of Reference, as initially proposed by the Steering Committee (see *Proposal to Establish a Local Round Table for the Howe Sound Sub-Region*, February 1993). These terms of reference will be reviewed by the HSRT on an annual basis.

### 1.0 Mandate / Mission Statement

The Howe Sound Round Table serves as an advisory body—a resource to the communities, governments and organizations in Howe Sound—focusing on policy, programs, plans and initiatives affecting the sustainability of the area. The HSRT provides a community perspective on planning for sustainability through a forum which assists stakeholders to meet their objectives while respecting the interests of others, and protecting the integrity of the natural environment.

The formal mission of the Howe Sound Round Table is as follows:

* The Howe Sound Round Table is a community-based advisory body which promotes environmental, social and economic sustainability.

The work of the HSRT is guided by the principles of sustainability set out by the B.C. Round Table on the Environment and the Economy and the principles set out in the Commission on Resources and Environment's *Land Use Charter*.

The mandate of the Howe Sound Round Table may evolve over time.

### 2.0 Objectives

The work of the HSRT will be directed towards the following objectives. The objectives have been numbered for ease of reference only—they are in no particular order of priority. The HSRT may establish strategic priorities from amongst these objectives according to the availability of resources and funding.

**Objective 1:**
Provide recommendations on environmental, economic and social sustainability with respect to specific initiatives or issues.

*Rationale:* The HSRT offers a unique, integrative perspective on public and private initiatives for the use and sustainability of Howe Sound. The diverse range of interests reflected in the membership of the HSRT provides the basis for a balanced viewpoint on contentious issues.

**Objective 2:**
Review, develop, support and promote policies and initiatives for environmental, economic and social sustainability for Howe Sound.

*Rationale:* A broad base of community support provides the foundation for the HSRT to take pro-active initiatives to encourage progress towards sustainability and to develop broad guidelines for existing planning authorities. The diverse range of interests reflected in the membership gives the HSRT a unique vantage point with respect to long-term planning and management.

**Objective 3:**
Assist with consensus-based processes for resolving site-specific issues within Howe Sound.

*Rationale*: The HSRT is in a unique, objective position to assist with the resolution of conflicts within the Howe Sound region by applying the principles of sustainability. Although the HSRT may decline to get involved in some disputes, advice could be offered regarding alternative dispute resolution processes.

**Objective 4:**
Consult with and consider submissions from concerned individuals and groups on issues and problems related to sustainability.

*Rationale*: The HSRT should encourage communities and individuals from throughout the region to articulate their concerns and suggestions regarding sustainability issues. The HSRT can provide a sounding board for proponents of new initiatives, facilitate discussion over local government proposals, and provide a regional forum for all parties to explore the wider implications of local planning and management activities.

**Objective 5:**
Promote public education and action on the principles of environmental, economic and social sustainability in Howe Sound, as well as the roles and responsibilities involved in achieving this goal.

*Rationale:* The HSRT should encourage the integration of sustainability principles and processes into all formal and informal learning environments and educate all people on their role in that process.

**Objective 6:**
Encourage a bioregional or watershed perspective through inventory, monitoring and assessment of economic, environmental and social systems in Howe Sound.

*Rationale*: The HSRT is in a unique position to initiate, encourage and integrate the assessment inventory, and monitoring of environmental, economic and social systems in the Howe Sound through state of environment reporting, state of sustainability reporting, and other techniques. The HSRT should keep up to date with both recent developments on a local scale and events in other parts of the world as they pertain to the Howe Sound Sub-Region.

## 3.0 Reporting Relationships and Corporate Status

The Howe Sound Round Table is be an independent body that remains at arms length from all levels of government. The legal status of the HSRT is determined under the *Societies Act*,.

The HSRT will make recommendations to the appropriate decision-making body and to the community. The HSRT shall seek to be included as part of the referrals process at the federal, provincial and local levels where appropriate.

## 4.0 Internal Decision-Making and Meeting Format

The HSRT will operate by consensus.

To avoid excluding certain members of the community, careful consideration will be given to the scheduling of meetings so that all members can participate equally. Meetings will be chaired by members of the HSRT and/or, as resources dictate, facilitated by the Coordinator, according to an agenda. In the event of an impasse, the matter will be referred to sub-committee as required to explore issues in greater depth before reporting back to the HSRT.
The HSRT may appoint a chair and other officers as required.

The HSRT shall adopt an open-forum policy to guide its interaction with the public.

The HSRT recognizes that strong linkages need to be established with local governments, First Nations, organizations, and interest groups. The HSRT may invite outside resource persons to participate in discussions of issues where special expertise or knowledge is required.

All meetings of the HSRT shall be open to the public unless otherwise determined in advance. An *in camera* meeting may be held at the request of any member.
Individuals or groups wishing to make a presentation to the HSRT may arrange to do so through a written request in advance. A period of up to 20 minutes may be set aside at all meetings for up to 3 presentations (3 minutes for each presentation, plus time for questions).

## 5.0 Communications

Requests for information will be handled by the Coordinator and deferred to the HSRT as required. Press releases will be generated by the HSRT following significant accomplishments, and meeting summaries will be provided on request.

All formal communication with the public and the media will be approved by the HSRT. Sub-committees and individual members will not represent the HSRT without prior consent from the HSRT.

The HSRT will strike a standing committee to develop a communications strategy.
The HSRT may advertise in the local press or through other channels as required.
Summaries of all HSRT meetings will be sent to local governments and First Nations.

## 6.0 Sub-committees of the HSRT

The HSRT may establish sub-committees to address specific issues or carry out tasks as required.
Sub-committees shall not issue press releases or other communications without the approval of the HSRT.

## 7.0 Geographical Scope

The HSRT shall consider issues affecting the area defined by Howe Sound and its watershed. The HSRT recognizes that some communities and issues span the boundaries of the watershed and that others lying adjacent to the watershed may be involved on a case by case basis.

## 8.0 Membership

The Howe Sound Round Table shall be comprised of a range of persons residing in Howe Sound who are able to represent the diverse interests of individuals and communities of the area. General criteria for membership will be based on the premise that members shall:

* reside, work, or have an interest in the Howe Sound Sub-Region;
* have a commitment to the concept of sustainability;
* have a demonstrated record of community involvement;
* be committed to consensus-based decision-making;
* be willing to look beyond the interests of a specific interest group;
* have a broad knowledge of the Howe Sound Sub-Region;
* be willing to devote up to three days per month, or as necessary, on a voluntary basis for a full term of appointment.

As the success of the HSRT will depend on the development of trust and understanding and the building of consensus, no alternates shall be appointed.

## 8.1 Nomination Procedures
<u>(a) Appointment of Initial Membership</u>

Initial appointments to the HSRT shall be made by a Nominations Sub-committee of the Steering Committee. The Nominations Sub-committee shall include:

- Steering Committee members;
- one representative from CORE;
- one representative from the B.C. Round Table;
- one or two additional members (at the discretion and invitation of the selection committee).

The Selection Committee shall:

1. Establish a set of criteria to be used in membership identification.
2. Establish a process for membership identification.
3. Identify potential members.

The overall objective of the Nominating Sub-committee shall be to appoint a set of members which:

- reflects a diversity of background, experience, perspective, and interest;
- is representative of the various interests of the area but is not made up of representatives for any single interest (all HSRT members will be expected to participate as individuals;
- maintains a good balance of interests as well as representation from all geographic areas within the Sub-Region, both rural and urban;
- is representative of the broad interests of the Howe Sound area, including social, cultural, economic and environmental.

<u>(b) Subsequent Membership Appointments</u>

Subsequent appointments to the HSRT shall be the responsibility of the Community Appointments Committee (CAC). Terms of Reference for the CAC are attached.

## 8.2 Role of Elected Officials
No individual who is an elected official at the time of appointment shall be a member of the HSRT. This is in recognition of the fact that in most cases, elected officials will not be in a position to be able to commit their council, party, or legislative body to a positive direction or decision without formal ratification. However, the HSRT does recognize the need for local governments to be an integral part of the HSRT process and recommends that:

- local governments be directly involved in the distribution of information related to the Community Appointments Committee's nomination process;

- local governments jointly participate in the announcement of new members to their communities;

- local governments and their staff meet with HSRT members on a regular basis and be invited to participate in HSRT activities whenever it is deemed appropriate; and,

- the HSRT assume responsibility for providing on-going communication and interaction with local government bodies.

### 8.3 Rotating Membership
To ensure that the HSRT maintains continuity, one third of the members would be replaced on a rotating basis. Initial appointments shall be made for staggered terms. Standard terms of appointment would be two (2) years. No member shall serve more than three consecutive terms.

### 8.4 Size
The HSRT must be sufficiently large to ensure that the full range of interests in the community are fairly represented. However, working in large groups can be problematic, particularly when decisions are made by consensus. The maximum size of the HSRT shall be twenty-four (24) members.

### 8.5 Conflict of Interest
The Howe Sound Round Table shall adopt the following conflict of interest guidelines:

- Prospective members of the HSRT are obliged to disclose all details of their involvement in the Howe Sound area at the time of their nomination;

- In the event of an apparent conflict of interest arising after appointment to the HSRT, the member will be responsible for the disclosure of all relevant information for consideration by an ad hoc sub-committee of the HSRT;

- In the event that a conflict of interest is declared, the member will be asked to stand aside from decisions in which the conflict of interest applies.

## 9.0 Secretariat

To support the work of the HSRT, a Coordinator / Facilitator shall be contracted on a limited term basis. The work of the Coordinator shall be guided by Terms of Reference as established by the HSRT.

## 10.0 Funding

The HSRT shall seek to obtain funding to support its mandate. In addition to funding, some requirements may be met by donations in kind by supporting organizations.

### Research Funding
The Howe Sound Round Table may initiate research in particular areas or on specific issues. The HSRT may contract professional researchers to provide the necessary skills and expertise and will seek funding to support these activities.

# Slocan Valley Round Table

(Note: The Terms of Reference refer to a set of ground rules which are not included in the Round Table materials. The ground rules contain a Code of Ethics and a set of rules to guide the procedures of the pilot project both at and away from the negotiating table.)

## 1.0 Introduction

This document is intended as the working Terms of Reference to guide the Slocan Valley Pilot Project.

The Slocan Valley Pilot Project is one of the local processes the Commission on Resources and Environment (C.O.R.E.) has agreed to help design, implement and support with the objective to test and evaluate the shared decision-making approach in the context of community-based planning for land-use management and related resource and environmental management. A close working relationship with C.O.R.E. will be promoted to ensure coherent implementation of the Commission's goals, principles and strategies. Communication protocols with the C.O.R.E. process in the West Kootenay Region will be established.

The final product will consist of (1) a report and maps that document a plan for land and resource management for Crown lands within the planning area, and (2) policy recommendations to Cabinet on matters the Table considers relevant to the purpose and scope of the pilot project. The plan will be subject to formal periodic review as a component of implementation.

## 2.0 Purpose

The purpose of the Slocan Valley Pilot Project is to facilitate community participation in developing and advocating the implementation of land and resource management plans which are environmentally, economically and socially sustainable. The project will use interest-based negotiation to reach consensus and be guided by the principles of C.O.R.E.'s draft Land Use Charter while understanding that specific aboriginal title and inherent rights have yet to be determined.

## 3.0 Objectives

To achieve this purpose, the following objectives will direct this planning process:

(1) To provide an opportunity for those with authority to make a decision and those who will be affected by that decision to jointly seek an outcome that accommodates rather than compromises the interests of all concerned.

(2) To seek consensus among participants when developing recommendations on the use and management of resources by using an interest-based negotiation process.

(3) To assemble and use the best existing biological, physical and socio-economic information necessary to develop the plan.

(4) To use integrated planning principles to identify interests, needs and goals, select and evaluate scenarios, and recommend strategies for sustainability.
(5) To develop a planning process with enough flexibility to allow for incorporation of new directions in integrated resource planning.

(6) To provide a mechanism for ensuring that the final plan will be implemented, monitored, evaluated and updated as required.

## 4.0 Scope

The scope of the pilot project will be to address the range of issues and interests of the sectors at the Table.

## 5.0 Planning Area

The interest area of the pilot project is the Slocan River drainage.

## 6.0 Planning Sequence

The general planning sequence will follow the steps outlined below. At each step the tasks identified by the Milestones working group have been added.

Step 1:    Preliminary Organization - C.O.R.E. agrees to assess the Slocan Valley community as a pilot project of the Commission; agency commitments are defined and interagency technical support team formed; public participation assessment conducted; Slocan Valley Pilot Project Table convened.

 • Table convened

Completion June - July, 1993

Step 2:    Terms of Reference - develop Terms of Reference document which defines the purpose, the scope, the planning area, outlines the planning process, the potential land and resource management issues and interests, identifies the participants, the requirements for public participation, and provides a general schedule of tasks to be completed. Develop ground rules.

 • Purpose and Scope — being refined by working group
 • Planning Area identification
 • Identification of issues and interests — preliminary list completed, may require revision (e.g., addition of private land management)
 • Identification of participants — inclusion of missing sectors
 • Ground rules — being refined by working group
 • Scheduling of meeting dates to December 31, 1993

Completion by July - August, 1993

Step 3:    Information Assembly - identify required data related to the land use and resource and environmental management issues to be considered in the Slocan Valley pilot project; gather information and inventories for each resource and develop database; determine, for each resource, key indicators which measure the condition of use of a particular resource in quantitative or qualitative terms; these indicators will be instrumental in:

 1.   describing the present state of the resource;
 2.   defining resource objectives and targets (future state) and
 3.   assessing the effects of proposed land/resource management strategies and guidelines.

 •   Identification of available data/information
 •   Identification of additional data needs
 •   Presentation/finalization of resource data

- Scheduling of tasks and assignments

Completion by August - September, 1993

Step 4:    Stratification into Planning Cells - divide the planning area into cells or zones which are identifiable land areas for which distinct resource management objectives and strategies will be defined. Map conflicting and compatible uses for planning cells or zones.

- Identification and mapping of sectoral interests
- Discussion/introduction of land use/resource zoning
- Development of initial map of potential land-use zones

Completion by September - October, 1993

Step 5:    Scenario Development - the emphasis in establishing priorities for planning sequence will be on areas of high conflict. Develop sets of area-specific management objectives and strategies (scenarios) for each valued resource and planning cell. Scenarios may explore varying intensities of resource use/conservation or reflect contrasting visions for particular areas, and may develop options for accommodating conflicting interests. Develop strategic resource management guidelines for the planning area and specific resource management standards for each planning cell that reflect the identified priority or integrated resource uses.

Note: Concern expressed that this step should precede/be incorporated with Step 4 to assist in the understanding/implications of land-use designations.

- Development of land-use guidelines associated with identification of potential land-use zones

Completion by September - October, 1993

Step 6:    Scenario Evaluation - analyze land use and resource management scenarios and guidelines and assess short and long term environmental, economic and social consequences, using multiple accounts analysis.
- Assess the environmental, economic and social implications of the developed scenarios
- Revision of scenarios to achieve desired balance

Completion by November - December, 1993

Step 7:    Scenario Selection - upon review of the scenario analysis, select consensus recommendation. If there is no consensus recommendation, areas of agreement, points of dissent and possible options will be described.

- Following evaluation of scenarios, select consensus option


Step 8:    Preparation of Plan, Implementation, Monitoring - draft and finalize a plan, summarizing the issues studied, the scenarios considered, and the resource management standards and guidelines adopted. The plan will contain a description of the mechanisms and time frames for its implementation and monitoring, and for formal periodic review and updating. Plan approval process will be as set out in section 11 of Terms of Reference.

- Finalize plan and identify monitoring and review process

## 7.0 Principles For Participation

### 7.1 Public Participation

The Commission on Resources and Environment has publicly assessed the willingness and commitment of any interested parties to participate in the Slocan Valley planning process and to use a shared decision-making approach. This assessment has been conducted by an independent and impartial consultant. Consensus was reached to proceed with the Slocan Valley pilot project.

The planning process must satisfy the needs of the participants, which includes interest groups, the general public, aboriginal groups and government agencies. In order to achieve this, the participants must be involved in the development of the planning process. This includes the defining of roles and the determination of methods for participation.

Criteria for participation must ensure that:

(a)   interest groups working as sectors, together with the corporate government representative, are included at all stages of the planning process;

(b)   the process must ensure that decisions are based on participation and consensus;

(c)   the roles and methods for participation of the general public must be clearly defined;

(d)   all interests in land and resources, including those of aboriginal peoples, must be integrated into the process to the greatest extent possible; and

(e)   the approval process for the plan must be clearly defined.

### 7.2 Corporate Government Representation

The role of the provincial government representative will be as set out in Appendix A.

## 8.0 Protocol For Liaison With West Kootenay Boundary Regional Process

The Slocan Valley planning process is intended to be part of a hierarchical or nested planning framework. It is intended to provide baseline information for strategic plans and to guide operational plans. The pilot project will not take precedence over broad designation issues addressed at the regional level. Where its consensus recommendations are accepted by government, the government will use the pilot project plan to guide decisions that are required to be approved by government.

A primary focus of the SVPP Table is to carry out land and resource management planning which produces management decisions to be recommended to government. A management decision in this context is a course of action which results from assessing and prioritizing resource values. The management decision determines what activities may or may not be carried out and how permitted activities will be carried out, regardless of how the land is currently designated for use. The West Kootenay-Boundary Regional Table, by comparison, is engaged in land-use planning, and is recommending designations or uses of land based on broad criteria. The provincial government may allocate or reallocate rights in Crown land and resources based on the land-use designations recommended by the Regional Table or management recommendations made by the SVPP Table.

In working out a relationship between the West Kootenay-Boundary Regional Table and the Slocan Valley Pilot Project, the Regional Table has been asked, and it is expected that it will agree, to consult the SVPP Table on land designation issues within the boundaries of the Slocan Valley. Conversely, the local Table may make recommendations on land designation issues to the regional Table, which has ultimate responsibility to prepare recommendations to Cabinet for regional land use designations. While it is not part of the SVPP Table's mandate to negotiate and make recommendations concerning the contractual terms of existing tenure licenses, it is open to the Table to make recommendations to the West Kootenay-Boundary Regional Table on land designations which

affect areas of land subject to existing legal rights allocated by the provincial government.

It is recognized that fine-scale land designation issues (i.e., less than 250 hectares) may be negotiated at the local level without being referred to the Regional Table. For more discussion on the relationship between the Slocan and Regional Tables, refer to the Bill Bourgeois memo dated September 22/93.

## 9.0 Shared Decision-Making

The SVPP will apply a shared decision-making model to the planning process. It will engage in a consensus building process for all of the Table's deliberations. A neutral mediator will be appointed subject to approval by the Table participants, and will guide and expedite meetings.

The participants in the planning process must strive to develop a plan that is acceptable to all resource interests.

### 9.1 Shared decision-making
Shared decision-making means that on the set of issues to be addressed in the pilot project, for a defined period of time, those with authority to make a decision and those who will be affected by that decision are empowered to jointly seek an outcome that accommodates rather than compromises the interests of all concerned. Decision-making shifts to a negotiating team and when consensus is reached, it is expected that the decisions will be implemented.

The cornerstone of a shared decision-making process is its cooperative, problem-solving approach. The process will involve the participants in the design and development of the process itself, as well as the negotiation of the substantive issues, in order to provide the best opportunity for an enduring agreement.

The shared decision-making process depends on the representation of all parties with a key interest or stake in the outcome including:

- those who have the authority to make a decision,
- those directly affected by the decision, and
- those who could delay or block the decision.

### 9.2 Sectoral representation
In order to keep the negotiation process manageable, constituent groups and organizations with related interests will form into sectors, which will select an individual or team to represent the sector in the negotiation process. Each interest group or sector will choose its participant(s) on the understanding that, subject to ratification, the representative will be in a position to make decisions and commitments on behalf of those they represent. Sectoral representation is addressed in detail in the ground rules.

### 9.3 Consensus
Decisions will be made on a consensus basis. Consensus is defined in the ground rules.

## 10.0 Procedural Items

### 10.1 Meetings
Scheduling: The SVPP will meet monthly. Working groups will meet between meetings on an "as needed" basis.

### 10.2 Funding
C.O.R.E. will provide funding for support of the planning process within its budgetary limits. Other government

agencies and participants will fund the process to the level of their budget limits.

**10.3 Terms of Reference**
Amendments to the SVPP Terms of Reference can be proposed by any member at the Table and will be decided upon by consensus of the Table.

**10.4 Ground Rules**
The ground rules, including negotiating principles, will be formulated and adopted by consensus of the Table, and may be amended by consensus.

## 11.0 Approval Process

The provincial government representative at the Table serves as a conduit for information to and from the Table and provincial government, including Cabinet.

The provincial government representative will inform the Table where the provincial government would expect to support consensus decisions of the Table, which would be cases where the recommendations fall within current legislation, conform to the emerging provincial land-use strategy and regional table recommendations, and do not involve significant incremental costs. Where consensus recommendations fall outside stated government goals or ministry policy or involve significant incremental costs, the government representative will check upwards to the ministry executive or ministerial level to provide a direct line of communication in order to work out an agreement the government can support. Where government is not in agreement with a decision the Table is making, the government representative will inform the Table. Where the Table has made consensus decisions which, if implemented, would be precedent-setting and raise policy matters of broad provincial consequence, such decisions may be delivered as recommendations to Cabinet.

The Table will forward its final product to the Commissioner, who will prepare a report to the public and to Cabinet outlining the parties' consensus recommendations, areas of disagreement, and possible options and implications.

## 12.0 Interim Measures

The Table adopts the reference to Interim Measures on page two of letter from Stephen Owen dated June 10/93, with clarification that the Table will address the treatment of looper damage areas in the vicinity of Wragge Creek, and with clarification that interim measures refers to forestry logging and road building and not mining - any referrals for mining road building would come to the Table via the government representative. Also that woodlot owners have the opportunity to bring proposed activities with regard to interim measures to the Table. Noted that the mining sector stood aside on consensus decision.

*Statement from Stephen Owen letter dated June 10/93:*

The Ministry of Forests is willing to defer operations in sensitive watersheds and viewscapes during 1993, with the qualification that it will conduct salvage operations in the Wragge Creek looper damage area but will maximize the maintenance of visual quality. Slocan Forest Products is willing to suspend operations in sensitive watersheds and viewscapes during 1993 in order to reduce the level of potential conflict and allow all-party negotiations on resource and environmental management to proceed. *[Clarification by SFP: i.e., areas in SVWA letter dated March 26/93 classified as either "H" or "V".]*

## *Appendix A:* *Roles of the mediator, commission staff, sector spokespersons, and the government representative in the Slocan Valley Pilot Project*

### Mediator

The mediator provides mediation services for the Slocan Valley pilot project by:

- acting as mediator for the negotiation Table with the objective of facilitating consensus;
- communicating with sector representatives;
- providing orientation to the Table designed to provide participants with an understanding of the Commission's shared decision-making process and the set of skills necessary for effective participation, as needed;
- facilitating meetings and integrating results of smaller working groups/task forces, as needed.

In conjunction with Commission professional staff, the mediator develops and implements strategies to facilitate the mediation process for the pilot project.

Specific tasks of the mediator are as follows:

- assist Table to keep focused and on track with procedural and substantive discussions;
- assist with creation of procedural framework for discussions;
- guide Table with framework for interest-based negotiations, including defining of goals, clarification of issues, the development and expression of interests (and conversion of positions to interests), formation of options, consensus decisions and packaging of agreements;
- assist Table to identify principles and criteria that will guide decision-making;
- assist with establishing realistic and attainable meeting objectives;
- establish and maintain productive and supportive tone for the process;
- assist Table to communicate effectively with each other;
- ensure that areas of misunderstanding or confusion are clarified, and that information flow is accurate and constructive;
- ensure ground rules are followed;
- attend to emotions as they arise;
- keep track of Table consensus decisions made throughout the process;
- assist spokespersons in negotiations with their respective sectors in a way that maintains flow of information and facilitates sector commitment to decisions;
- initiate and manage between-meeting contacts in a manner that moves negotiations forward;
- respond to crisis situations effectively;
- monitor group and individual needs related to the work, during and between Table meetings;
- remain unbiased in all contacts with parties to the negotiation and not advance the interests of one party over the other;
- respond to the media on behalf of the Table as required;
- assist with coordination of working groups and other sub-committees of the Table;
- assist Table to reach the highest degree of consensus, and ensure closure on issues;
- maintain contact and coordination between all parties to the negotiations.

## Commission Associate

The Commission has the responsibility, under the *Commissioner on Resources and Environment Act*, to facilitate the development, implementation and monitoring of community-based participatory processes to consider land use and related resource and environmental issues.

The Associate is responsible for the pilot project design, implementation and evaluation, and coordinates the pilot project in all aspects, including the following areas specifically in support of the Table:

- liaison with outside contractors and government staff involved with the pilot;
- provision of sector organization services;
- coordination of information assembly;
- coordination of and provision of required technical support services;
- monitoring and administration of the budget;
- administration of participant assistance;
- provision of necessary administrative support services;
- logistical coordination of meetings;
- preparation of meeting summary notes (issues and decisions);
- assistance with mediation and/or facilitation of the Table or working groups as required.

The Associate also communicates the Commission's interests to the Table when there is a need to do so, including the following needs:

- the pilot project is completed in a way which builds public and government confidence in the process and its outcome, and generates products which actively address the substantive issues and are capable of implementation;
- the pilot project is completed in a focused, timely and cost-effective manner;
- the pilot project proceeds in a manner that is consistent with the legislated obligations of the Commissioner;
- the Commission supports the negotiation process by providing an organizational and technical framework to guide the participants;
- the Commission respects the different values and perspectives of the participants while facilitating a common, task-oriented agenda;
- the Commission works effectively in partnership with the negotiation Table without either imposing on the Table or compromising the Commission's statutory mandate, independence and impartiality.

## Sector Spokespersons

The sector spokespersons are chosen by sectoral steering groups and constituencies to represent the perspectives of sectors at the Table. Their role is as follows:

- work to build trust, seek common ground, clarify and facilitate productive communication;
- shift from positions to interests and encourage others to do so;
- look for mutually acceptable outcomes;
- clarify and assert interests of their sectors and listen while others do the same;
- represent Table's work to their sector and the public in the spirit of collaboration;

- negotiate with other sectors toward consensus at the Table;
- ensure communication flow between their sector and Table;
- negotiate in good faith, offer relevant information;
- read and keep up to date on information being exchanged;
- communicate any problems to the Table and mediator;
- come to the Table prepared;
- participate in working groups and other sub-committees of the Table;
- participate in public outreach events; and
- respond to the media on behalf of their own sector.


## Government Representative

The role of the government representative at the Table is different from sector spokespersons' role. The role is as follows:

- serve as a conduit for information to and from the Table and Cabinet;
- act as a sounding board for Cabinet;
- provide the Table with information on:
  a) provincial policy, for example, the Forest Practices Code, PAS, tenures compensation, viable forestry industry, joint stewardship/treaty negotiations;
  b) financial feasibility;
- serve in a corporate role as representative of government:
  a) communicate "government interests" - e.g., conservation, community stability (all levels), healthy economy and environment;
  b) integrate interests of agencies/ministries. Integration happens at the corporate (Cabinet) level;
- provide technical support within financial and staffing constraints, e.g., information collection, option analysis (not evaluation of options), and describe opportunities and constraints to aid effective dialogue and negotiation at the Table.

# Appendix 5: Consensus Procedures for the British Columbia Round Table on the Environment and the Economy

## A. Preamble

The recommendations which follow are made with reference to the Terms of Reference, especially, bearing in mind that membership of the Round Table is broadly based, reflective of a full spectrum of economic and environmental interests and that members sit as individuals, not as representatives of industry sectors or specific interest groups. Members will, however, be expected to express the opinions of their representative groups.

## B. Consensus

### Consensus Goals

The goal of the Round Table is to arrive at all decisions by consensus. For matters of substance associated directly with its mandate, the Round Table strives for unanimity. Unanimity should be read here as meaning no substantive disagreement and this implies no public expression of dissent.

### Principles of Consensus

Each member has an obligation to articulate interests, propose alternatives, listen to proposals, and build agreements by negotiating packages of recommendations within reports.

Each member has the right to expect:

(i)     adequate time to become informed and discuss issues appropriate to their relative complexity and importance;

(ii)    a full articulation of agreement and areas of disagreement, if any; and

(iii)   an opportunity for appeal on grounds of new information or contravention of established principles and procedures.

When unable to support a consensus a member has an obligation to demonstrate that:

(i)     the item at issue is a matter of such principle/importance that he or she would be substantively and adversely affected by the proposed decision; and

(ii)    it justifies holding up proceeding.

The Round Table has an obligation:

(i)     to hear and address interests and proposals pertinent to its mandate when presented by its members;

(ii)    to creatively seek solutions where disagreements occur;

(iii)   to accommodate or balance the views of the members while weighing the collective public interest of the matters before it; and

(iv)    to clearly state the issues in disagreement and the reasons why the disagreement exists.

### Definition of Consensus

One definition of consensus is unanimity. In practice, however, where the challenge is a balancing of interests and issues, it is necessary to provide for differing levels of support between members and issues in constructing a viable set of agreements. Factors for the Round Table to weigh in crafting agreements are:

(i)    the relative importance of the issues to individual members;

(ii)    the relationship of the issue in dispute to the total package (set of other issues in a report); and

(iii)   the provision of specific assurances that respond to residual concerns

In putting the consensus principles into practice, it is recognized that many administrative matters (e.g. location, timing of meetings, budget approvals) and other matters which are not central to the substantive purpose of the Round Table, merit the application of less demanding rules of consensus.

### Consensus and Round Table Decision–Making Procedures

The Round Table uses consensus based decision–making processes in addressing all substantive aspects of its mandate.

The Round Table's terms of reference are given by Cabinet through the two responsible Ministers. It is the practice of the Round Table to address this mandate through the deliberations of the full Round Table; an Agenda Committee; core groups and task forces, and such other subsidiary bodies as the Round Table may establish. Appointments to Round Table bodies are made by the Chair of the Round Table.

### Core Groups and Task Forces

The terms of reference for core–groups, task forces and any other subsidiary bodies are established by the Chair of the Round Table. Each of these bodies will pursue the goal of consensus and associated principles as defined above. Recommendations will be forwarded from the core group or task force to the full Round Table.

### Disagreements Within Core Groups or Task Forces

Where there is disagreement in a core group or task force, its Chair may request more time or assistance in reaching agreement from the Chair of the Round Table.

Assistance may include the provision of facilitation or mediation. Where there are unresolved disagreements, these will be reported to the Chair of the Round Table, who may have the matter proceed directly to the Round Table or strike a sub–committee of the full Round Table to seek an agreement and, if no agreement is reached, to report back to the Round Table. At the discretion of the Chair of the Round Table, disagreements over meeting schedules, expenditures and administration, will be resolved by the Agenda Committee.

### Disagreements Within the Full Round Table

At the full Round Table, if areas of disagreement still exist, the Chair shall either submit those areas to the Round Table for full discussion or make one further attempt to reach unanimity by referring such areas to a special sub–committee of the Round Table established for that purpose. The sub–committee shall report back to the Round Table established for that purpose and if unable to resolve the dispute then at that point the Chair shall submit the matter to the full Round Table.

Whether the matter has gone directly to the Round Table or has been submitted after the committee's report, the Round Table, through full discussion, shall endeavour to resolve such areas of disagreement. If in the final analysis the Round Table is unable to resolve such areas of disagreement then the Round Table may still report to Cabinet but report the areas of disagreement.

### Absence When Decisions Are Made

When members do not attend a core or Round Table meeting, they will be assumed to have given their assent to action items on the agenda circulated in advance unless they have given the Chair appropriate notice of disagreement prior to the meeting.

## C. Quorum
A quorum exists when 50% + 1 members are in attendance at any meeting – plenary or core group.

## D. Attendance at core group meetings
Members of the Round Table may attend any core group meeting. They will not be considered in achieving a quorum or consensus.

## E. Core groups reports
It is recommended that core groups report to the plenary of the Round Table. In order to develop consistency and to save time, the Chair of each core group will outline the agenda of the core groups's meetings and detail the recommended action to be taken from the decisions reached by the core group; there will NOT be a verbatim report of meetings. The intention is that core groups will have thoroughly considered all aspects of topics placed before them.

Discussion at plenary sessions of the Round Table will centre around clarification of core group recommendations, solutions to objections and the achievement of consensus.

## F. Communications
The Round Table recognizes the need to keep the public informed. To that end, the following apply:

- It is assumed that all members of the Round Table will follow the long-standing ethical tradition that information obtained during meetings will NOT be used for personal, corporate or interest group gain.

- All public statements on behalf of the Round Table will be made by the Chair or a designate of the Chair.

- Only reports and documents approved by the Round Table are official.

- Persons presenting information to the Round Table that is considered confidential or sensitive should declare it so, prior to its disclosure. The determination of confidentiality and method of information protection in these situations rests with the Chair. Unless invited by the Round Table or unless specifically identified by the author as confidential, all written submissions to the Round Table will be accessible to the public.

- In public discussions, members of the Round Table will make it clear that they are expressing their personal opinions and not those of the Round Table.

- Information concerning recommendations by the Round Table to Cabinet will be made public by the Round Table as soon as Cabinet has had sufficient time to review the recommendations.

- Guests may attend the Round Table or core group meetings at the invitation of the Round Table Chair.

- Round Table meetings in which interest groups are making submissions will be open to the public; the Round Table will give prior notice of such meetings.

- Following each Round Table meeting a summary of topics discussed with the agenda will be made available to the public.
- Internal working documents prepared for the Round Table are for internal use only.

- Summaries of meetings will be made wherein only decisions made and resulting action to be taken will be detailed.

## G. Preparation of round table agenda

The Chair and the chair of each core–group form the Round Table Agenda Committee. They will be responsible for the preparation of the Agenda for meetings of the Round Table plenary and where necessary, the core groups.

Any member of the Round Table may submit agenda items through the Chair.

## H. Frequency of meetings

The Round Table plenary will meet quarterly and core groups will meet as required.

## I. Agenda committee

The Agenda Committee is constituted of the chair of each core group and is chaired by the Chair of the Round Table. The terms of reference for the Agenda Committee are:

(i) to schedule agenda items for the Round Table and ensure there is sufficient time for appropriately addressing them;

(ii) to ensure that adequate materials are circulated in advance to facilitate discussion and consideration of issues;

(iii) to decide on matters of expenditure and general administration when no agreement can be reached at the core group or Round Table level when referred by Chair;

(iv) to undertake functions as assigned by the Round Table by consensus; and

(v) to make recommendations to the full Round Table. The Agenda Committee does not prejudge the merits of materials generated by core groups in developing its agenda for the Round Table.

### Addendum

At its meeting on January 28–29, 1994, the Round Table accepted a report from its Task Force on Consensus Procedures, with the intention that the report and its recommendations would be used to redraft the Round Table's Operating Procedures. The Task Force's recommendations are listed below:

(1) To assist the Chair and all members of the Round Table, one member should be chosen by consensus each year to be the "Keeper of Procedures". This member will be responsible for advising on the interpretation of existing procedures and the need for new procedures as they become evident.

(2) All complaints with regard to breach of Round Table procedures should be submitted to the Chair of the Round Table. If the complaint cannot be readily resolved then it should be detailed in writing for distribution to the full Round Table.

(3) Before making a decision on the complaint the Chair may seek advice from the "Keeper of the Procedures".

(4) An appeal to the Chair's decision can be made to an individual who is not a current member of the Round Table and who is selected from time to time by the Round Table. The decision of this individual would be final.

(5) There would also be a right of reference to the individual referred to in paragraph (4) by the Chair should the Chair want to obtain the ruling.

(6) Round Table members communicating with government agencies, non governmental organizations and members of the public regarding issues which have received consensus of the Round Table will not express dissent on those issues or advance opposing views.

(7) A Round Table member wishing to substantively alter Round Table reports or recommendations after consensus of the Round Table has been reached will send a written request to the Chair of the Round Table detailing the reasons for the request. The member will not take any further steps prior to receiving a response from the Chair.

(8) Round Table staff approached by a member wishing to substantively alter Round Table reports or

recommendations after consensus of the Round Table has been reached will refer the matter to the Chair of the Round Table.

(9)  A Round Table member may attend meetings of committees or task forces (other than special committees constituted to deal with procedural matters) whether or not a member of the committee or task force. A Round Table member's primary responsibility is to attend meetings of committees or task forces of which the individual is a member. An individual who is not a member of a committee or task force may attend meetings provided the meetings do no conflict with meetings of committees or task forces of which that individual is a member.

(10)  Round Table members who are not members of a committee or task force may communicate with stakeholders, including government, on matters before that committee or task force, provided that the member is or becomes well informed, reports any substantive comments to the committee or task force and does not interfere with or in any way undermine its work.

# Appendix 6: Contacts list for national, provincial, regional and local round tables

**National and Provincial Round Table Contacts**

**British Columbia Local Round Table Contacts**

**Manitoba Local Round Table Contacts**

**Ontario Local Round Table Contacts**

**Saskatchewan Local Round Table Contacts**

(Our apologies to any Round Tables that have been missed inadvertently)

## NATIONAL AND PROVINCIAL ROUND TABLES:

| | | |
|---|---|---|
| National Round Table on the Environment and the Economy | Ronald Doering | 613-992-7189 |
| Manitoba Round Table on the Environment and the Economy | Bob Sopuck | 204-945-1124 |
| New Brunswick Round Table on the Environment and the Economy | David Besner | 506-453-3703 |
| Newfoundland and Labrador Round Table on the Environment and the Economy | Tom Graham | 709-729-0027 |
| Nova Scotia Round Table on the Environment and the Economy | Dr. Chang Lin | 902-424-6346 |
| Ontario Round Table on Environment and Economy | Ken Ogilvie | 416-327-2032 |
| PEI Round Table on the Environment and the Economy | Andre Lavoie | 902-368-5032 |
| Table ronde québécoise sur l'environnement et l'économie | Pierre Paradis | 418-643-7860 |
| Yukon Council on the Environment and the Economy | Ken Carradine | 403-667-5939 |

## BRITISH COLUMBIA:

### Provincial Contacts:

| | | |
|---|---|---|
| Commission on Resources and the Environment | Craig Darling | 604-387-1210 |
| Fraser Basin Management Program | Linda Thorstad | 604-660-1177 |

### Local Round Tables:

| | | |
|---|---|---|
| Anahim Lake Round Table | Mike Holte | 604-742-3541 |
| Boundary Round Table | Ron Liddle | 604-447-9263 |
| Bulkey Valley Community Resource Board | Tim Toman | 604-847-2159 |
| Capital Regional District Round Table | Kenton Dryburgh | 604-338-3764 |
| Comox Valley Community Round Table | Jeremy Triggs | 604-339-5633 |
| Comox Valley Environment Council | Don Woodcock | 604-338-1970 |
| Cowichan Visions Round Table | Greg Goodwin | 604-387-0279 |
| Creston Valley Community Project | Lorne Eckersley | 604-428-2994 |
| Dawson Creek Land and Resource Management Program | Stan Gripich | 604-784-2350 |
| Fort St. James Land and Resource Management Program | Earl Wilson | 604-996-5261 |
| Howe Sound Round Table | Shirly Carter | 604-986-4566 |
| Kamloops Land and Resources Management Plan | Joyce Wiggins | 604-523-9955 |
| Kelowna Federation of Residents Association | Tom Rothery | 604-746-4489 |
| Kelowna Grassroots Group | Robert Hobson | 604-291-5850 |
| Kimberly Sustainable Communities Project | Kathryn Kuczerpa | 604-427-4229 |

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|---|---|---|
| Kingfisher Local Round Table | Brad Clarke | 604-838-6326 |
| Kispiox/Lakes Land and Resource Management | Tan Calhoun | 604-847-7505 |
| Ladysmith / Nanaimo Round Table | Bob Boxwell | 604-758-7777 |
| Nahatlatch Project | Phillip Campbell | 604-867-9211 |
| Nicola Watershed Round Table | Mil Juricic | 604-378-6670 |
| North Columbia Resource Council | Loni Parker | 604-837-5454 |
| Peachland Voters Association | Gordon Kaytor | 604-767-2047 |
| Penticton Grassroots Group | Tim Wood | 604-492-3043 |
| Pitt Meadows Round Table | Ken Weisner | 604-465-2413 |
| Prince George Land and Resource Management Program | Jeff Burrows | 604-565-6814 |
| Richmond Advisory Committee | Brent Zaharia | 604-276-4047 |
| Robson Land and Resource Management Program | Gordon Carson | 604-566-4628 |
| Salmon Arm Round Table | Bert Parke | 604-955-2344 |
| Salmon River Watershed Management | Peter Scales | 604-533-6136 |
| Salmon River Watershed Round Table | Dorothy Argent | 604-832-0153 |
| Saltspring Community Round Table | Sheila Harrington | 604-537-9971 |
| Skeena Round Table | Len Vanderstar | 604-847-6336 |
| Slocan Valley Pilot Project | Hans Fuhrmann | 604-226-7316 |
| South Kalum Community Resource Board | Gerry Bloomer | 604-639-9400 |
| South Surrey/White Rock Round Table | Margaret Landucci | 604-531-0579 |
| Sunshine Coast Resource Council | Barry Janyk | 604-885-4747 |

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|---|---|---|
| The Rivers Committee<br>Prince George | Al Demers | 604-561-4231 |
| Vanderhoof Land and Resource<br>Management Program | Dave Borth | 604-567-6363 |
| West Arm Land Use Forum | Akawashi | 604-352-9600 |
| Williams Lake River Valley Project | Eric Gunderson | 604-398-4250 |

## MANITOBA:

### Provincial Contact:

| | | |
|---|---|---|
| Department of Rural Development | Mark Boreskie | 204-945-3186 |

### Local Round Tables:

| | | |
|---|---|---|
| Altona Community Round Table | Jake Sawatzky | 204-324-6468 |
| Arborg Area Round Table | Rob Fridfinson | 204-376-2342 |
| Armstrong Round Table | Leonard Evanchyshin | 204-278-3377 |
| Birtle and Area Round Table | Gordon Bulock<br>Glen Hodgson | Town of Birtle<br>Box 57<br>Birtle MB<br>R0M 0C0 |
| Carman-Dufferin Community<br>Round Table | Ron Funk | Box 160<br>Carman MB<br>R0G 0J0 |
| Cartier Round Table | Aurele Remillard | Box 117<br>Elie MB<br>R0H 0H0 |
| Churchhill Tree Line<br>Round Table | William Erickson | Box 459<br>Churchill MB<br>R0B 0E0 |
| Community Development Committee<br>of Notre Dame de Lourdes | Pierre Marcon | Notre Dame<br>de Lourdes MB<br>R0G 1M0 |
| Dauphin Community Round Table | Jim Puffalt | 204-638-3938 |
| Del-Win Round Table | Lionel Laval | 204-747-2148 |

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|---|---|---|
| Gilbert Plains Economic Development Board | Dave Duncan | 204- 548-2673 |
| Gimli and District Community Development Round Table | Ross Forfar | Box 88<br>Gimli, MB<br>R0C 1B0 |
| Glenboro Community Round Table | Charlotte Oleson | P.O Box 219<br>Glenboro MB<br>R0K 0X0 |
| Grandview and District Promotions | Larry Bohanovich<br>Marie Mitchell | 204-546-2330<br>204-546-2667 |
| Hamiota Round Table on Community Development and Enhancement | Ed Brethour | 204-764-2442 |
| Healthy Flin Flon | Dr. Graham Craig | Flin Flon City Hall<br>Flin Flon MB<br>R8A 1M6 |
| La Broquerie Municipality Community Round Table | Barry MacNeil | 204-424-5448 |
| LGD of Grahamdale Round Table | Tracy Filion | P.O. Box 160<br>Moosehorn MB<br>R0C 2E0 |
| Lord Selkirk Community Adjustment Committee | Gail Halliwell | 221 Mercy st.<br>Selkirk MB<br>R1A 2C8 |
| McCreary Round Table | Mildred Allen | 204-835-2591 |
| Manitou Round Table | Jacalyn Clayton | 204-242-2515 |
| Melita & Area Economic Development Committee | Ron Nestibo | Box 666<br>Melita MB<br>R0M 1L0 |
| Minnedosa and District Round Table | Gord Thompson | 204-874-2167 |
| Montcalm Community Round Table | Phillipe Sabourin | 204-758-3512 |
| Morris Into the 90's Round Table | Dale Rempel | 204-746-2531 |
| Neepawa and Area Round Table | Jim Pollock | Neepawa MB<br>R0J 1H0 |

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|---|---|---|
| North Cypress/Carberry | Garry Sallows | 204-834-2011 |
| North Norfolk / Macgregor Community Round Table | Dan Sawatzky | Box 22 Bagot MB R0H 0E0 |
| Pinawa Economic Development Advisory Board | Carol Edwards | 204-753-2331 |
| Rapid City Community Round Table | Bob Tinkess | 204-826-2679 |
| Reston and Area Economic Development Committee | Myles Van Damme | 204-877-3713 204-877-3561 |
| Reynolds-Whitemouth Round Table | Rita Bell | Box 248 Whitemout MB R0E 2G0 |
| Riverton-Bifrost Community Round Table | Keith Eliason | Box 250 Riverton MB R0C 2R0 |
| Roblin Community Round Table | Lloyd Pierce | 204-937-2156 |
| Rock Lake Round Table | Doug Cavers | Box 310 Crystal City MB R0K 0N0 |
| Rossburn Economic Development Committtee | Nick Lysyshin | 204-859-2134 |
| Shoal Lake Round Table | Bill Lewyky | 204-759-2484 |
| Southpark Community Round Table | Bev Turnbull | 204-636-2925 |
| St. Pierre Round Table | Rene Desharnais | 204-433-7623 |
| Stoney Mountain Round Table | Jim Ward | P.O. Box 902 Stoney Mountain MB R0C 2Z0 |
| Swan Valley Round Table | (no contact name) | Box 28 Morris MB R0G 1K0 |
| Somerset - Lorne Round Table | Margaret Lussier | Village of Somerset Box 187 293 Carlton Ave Somerset MB R0G 2L0 |

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|---|---|---|
| Souris River Round Table | Edgar Hammermister | 204-776-2133 |
| Strathclair and Area Round Table | Debby Lee | 204-365-2196 |
| Southeast Angle Community Corporation Round Table | Len Friesen | 204-437-2552 |
| Ste. Agathe Round Table | Albert Dumesnil | 352 Main St. Adolphe MB R5A 1B9 |
| St. Georges Economic Development Committee | Ginette Vincent | Box 11 St. Georges MB R0E 1V0 |
| Ste. Anne and District Community Round Table | Norman Dupas | c/o Village of Ste. Anne P.O. Box 1150 Ste. Anne MB R0A 1R0 |
| The Stonewall Round Table | Ross Thompson | Town of Stonewall Box 250, 337 Main St. Stonewall MB R0C 2Z0 |
| Turtle River Economic Development Round Table | Eric Altenberg | 204-447-2275 |
| Treherne - South Norfolk Round Table | Ray Timmerman Barry Nunn | Box 344 Treherene MB R0G 2V0 |
| Virden and District Round Table | Rick Plaisier | 204-748-1932 |
| Wawanesa & District Round Table | Warren Ellis | Village of Wasanesa Box 278 Wasanesa MB R0K 2G |
| White School Round Table | John Ross | P.O. Box 10 Killarney MB R0K 1G0 |
| Winkler and District Round Table | John Krahn | 204-325-9524 |

| Winnipegosis and District Community Round Table | Ed Loewen | Village of Winnipegosis P.O. Box 370 Winnipegosis MB R0L 2G0 |

## ONTARIO:

### Provincial Contacts:

| Ontario Round Table on Environment and Economy | Ron Nielsen | 416-327-7029 |

### Local Round Tables:

| GREENPRINT: A Round Table for the Environment in Ottawa- Carlton | George A. Neufeld | 613-787-2000 |
| Haldimand-Norfolk Round Table on the Environment and the Economy | Tom Campbell | 519-426-3387 |
| London Round Table on the Environment and Economy | Catherine Fletcher Jim Braidwood | 519-438-6192 519-646-6100 |
| Muskoka Round Table on the Environment and Economy | Donald Marshall | 705-769-3142 |
| Sarnia-Lambton Round Table | Gerry McCartney | 519-336-2400 |
| Stratford Round Table on Environment and Economy | Mike Jorna | 519-271-4500 |
| The Guelph Round Table on the Environment and Economy | Graham Knowles | 519-843-5156 |
| The Peterborough Committee on Sustainable Development | Clifford Maynes | 705-745-3521 |
| The Round Table on Environment in Owen Sound and Area | Gordon Edwards | 519-376-7915 |
| The Sudbury Round Table on Health, Economy and Evironment | Bob Rogers | 705-474-1000 |

## SASKATCHEWAN:

### Provincial Contact:

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|---|---|---|
| Community Environmental Management Program, Environment and Resource Management | Riaz Ahmed, MCIP | 306-787-1521 |

### Local Round Tables:

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|---|---|---|
| Creighton-Denare Beach Regional Development Corporation | Catherine Hynes | 306-688-3538 |
| Estevan and Area Committee | Diane Wright | 306-634-1880 |
| Mid-Lakes Community Coalition | Linda Pipke | 306-567-2885 |