



CONFLICT RESOLUTION AND BRITISH COLUMBIA'S GREAT BEAR RAINFOREST

Lessons Learned 1995-2009

*How multi-interest governance led to resolution of a global
conflict over logging in Canada's coastal temperate rainforest*

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ABSTRACT

In March 2009, a plan to protect a globally significant temperate rainforest region on Canada's Pacific Coast was endorsed by the British Columbia Government, First Nations, environmental groups, forest companies and coastal communities. It took almost fifteen years of conflict, negotiation, multi-interest planning backed by independent science and the intervention of international forest products customers to reach this milestone. The following charts the path from conflict to consensus and explains how an unprecedented conservation outcome in the Great Bear Rainforest was achieved by its people and communities and how this will continue into the future. Of course the story wouldn't be complete without considering the lessons learned along the way; it concludes with an overview of what the experience and the process taught those involved. These lessons inform the continued collaboration between those involved in implementing the rainforest plan announced in March 2009, and they should prove useful for people elsewhere where high conservation value forests are at risk.

ABOUT THE AUTHOR

Patrick Armstrong is the President of Moresby Consulting Ltd. For over 20 years his work has been focused around communications and conflict resolution relating to the conservation and sustainable development of natural resources for producer companies and the marketplace. Since 1995 he has been involved in every aspect of the Great Bear Rainforest story from conflict to the outcome he writes about here. Among other things he helped negotiate the agreement that led to the creation of the Joint Solutions Project and represented forest companies in the public planning process for the Great Bear Rainforest. He has represented and advised member companies of the Coast Forest Conservation Initiative for almost ten years and currently represents Howe Sound Pulp & Paper Lp. in ongoing Great Bear Rainforest plan implementation discussions with government, First Nations and ENGOs.



Sunrise and perfect calm on a spring day near Bella Bella

INTRODUCTION

In February 2006 British Columbia Premier Gordon Campbell announced his government's decision to protect the ecological values of a vast tract of temperate rainforest on British Columbia's coast. "The agreement reached on these areas represents an unprecedented collaboration between First Nations, industry, environmentalists, local governments and many other stakeholders in how we manage the vast richness of B.C.'s coast...[these] interests have come together in a unique partnership that will support economic opportunity while preserving some of B.C.'s most spectacular wilderness areas and protecting habitat for a number of species, including the rare Spirit Bear. I want to thank all the groups who have shown vision, foresight and patience in bringing us to this historic day," said Campbell.

It took more than a decade of conflict, negotiation and planning to find the path to the premier's announcement. Hailed at the time by Greenpeace as welcome news for the Great Bear Rainforest and a good start to protecting ancient forests worldwide, the agreement was proclaimed a Gift to the Earth by the World Wildlife Fund. The forest and paper industry praised the ratification of the agreements as an achievement that would bring certainty for businesses operating in the area and certainty for customers seeking environmentally appropriate forest products. Coastal communities looked at the agreements as an opportunity to improve the social and economic wellbeing of towns dependent on the region.

First Nations, who have made the region home for thousands of years, looked forward to a new relationship with the British Columbia government and the coast's many stakeholders.

It would take three more years to fulfill the commitments made by Premier Campbell in 2006 and to take many of the steps required to secure the wellbeing of people, communities and the ecosystems of the Great Bear Rainforest. A lot of work remained to be done. As the months passed protected areas were legally designated, new laws governing ecosystem-based manage-

ment of forests were enacted, the government-to-government relationship between the B.C. government and First Nations was secured, a \$120 million (Cnd) fund financed by public and private sources to support conservation management and sustainable economic development in First Nations' communities was established, and collaborative measures for governance and adaptation were put in place. At the end of March 2009 Greenpeace senior forest campaigner Stephanie Goodwin said of the foundation being built, "It's a conservation model that other parts of the world can look to, a model that shows how protection of ecological values and human wellbeing can be advanced without undermining each other."



The Honourable Gordon Campbell, Premier of British Columbia, announces the Conservation Investments and Incentives Initiative fund January 21 2007



THE PLACE

The Central and North Coast of British Columbia was branded by environmental organizations as the Great Bear Rainforest during their campaign to increase protection of endangered old growth forests. The name is an apt one. Throughout the rainforest grizzly bears and black bears—including the rare white coat Kermode or Spirit Bear, a genetic variation of the black bear—range widely as they have done for millennia. Search Great Bear Rainforest in Google Earth and you will locate this remote place that traces a narrow strip of Canada's western coastline more than 400 kilometres as a bird flies south to north.

The 64,000 square kilometre Great Bear Rainforest (comparable in size to the German state of Bavaria) boasts the largest extent of undeveloped temperate rainforest in the world. Temperate rainforests are globally rare, found in only 11 regions worldwide. The Great Bear Rainforest contains one quarter of the global extent of this ecosystem.

In a natural state these forests are very old with an average age of 350 years and many individual trees 1,000 years old or older. Rarely disturbed by natural events like wildfire, the temperate rainforest sustains a biomass greater than any other terrestrial ecosystem in the world. In the Great Bear Rainforest the towering trees, fjords, islands, mountain slopes and estuaries support a rich diversity of plants and wildlife. Bears, wolves, mountain goats, Sitka deer, salmon and six million migratory birds are found here. The region's rivers and streams provide spawning and rearing habitat for 20 percent of Pacific salmon that are a primary food source for an array of wildlife as well as a cultural and commercial staple for coastal communities.

◀ The Anuhati Valley runs toward Knight Inlet within the Hunwadi/Anuhati-Bald Conservancy.



THE PLAYERS- First Nations

One way of understanding the ancient relationship between coastal First Nations and the temperate rainforest is the western redcedar tree. Called the tree of life by the Kwakwaka'wakw people the redcedar was used in almost every aspect of the daily life of coastal First Nations.

Bark stripped from living trees was used for making clothing and household utensils. Redcedar roots were used in basket making and branches were used to make rope, fish traps, bindings and open-weave baskets. The communal longhouses that sheltered families and provided meeting places were built from redcedar logs and planks hewn from living trees. Entire trees—some a metre or more in diameter—were used to make dugout canoes used for travel, fishing and commerce throughout the coastal waters. And redcedar is the material basis for the ceremonial and monumental art of coastal First Nations. Masks, totem poles, drums and regalia were and still are carved from redcedar.

There are 27 First Nations whose traditional territory—the land inhabited and used by a First Nation prior to European settlement—can be found within the Great Bear Rainforest. Outside of the northern city of Prince Rupert a large majority of the population of the region are First Nation. Their communities—places such as Klemtu, Hartley Bay, Bella Bella, Oweekeno, and Kitkatla—are mostly accessible by air or water and economically dependent on the region's resources.

The First Nations have asserted ownership of the region for which they claim rights to the resources and the land. Both the governments of Canada and British Columbia are subject to these claims which amount to a modern day treaty process. Looking back over countless generations of occupation and use of the Great Bear Rainforest and forward to the economic and

◀ A totem pole in Owekeeno Village.

social sustainability of their communities many of the First Nations have completed land use plans for their individual territories. These plans were the platform for First Nations in their government-to-government negotiations and are an integral part of the agreements ratified by British Columbia in 2006.

Government-to-Government

Part of the New Relationship forged between the government of British Columbia and First Nations is a commitment to creating new mechanisms for negotiating government-to-government agreements for shared decision-making in relation to land use planning and resource management. The goal is to “Ensure that lands and resources are managed in accordance with First Nations laws, knowledge and values and that resource development is carried out in a sustainable manner including the primary responsibility of preserving healthy lands, resources and ecosystems for present and future generations.”

In the Great Bear Rainforest government-to-government decision-making takes the form of strategic land use plans that integrate the results of the land and resource management planning process (LRMP) with the “laws, knowledge and values” and the social and economic aspirations of First Nations. The governance structure is based on a joint Land and Resource Forum (LRF) representing the physical and cultural geography of the region. The Joint LRF includes representation from Nanwakolas Council, Coastal First Nations and Tsimshian Stewardship Committee directly representing 17 First Nations governments: Mamalilikulla-Qwe’Qwa’Sot’Em, Namgis, Tlowitsis, Da’naxda’xw Awaetlatla, Gwa’sala-Nakwaxda’xw, Kwiah, Comox, Homalco, Wuikinuxv, Gitga’at, Haisla, Heiltsuk, Kitasoo/Xaixais, Metlakatla, Gitxaala, Gitga’at, Kitselas and Kitsumkalum. The provincial government also has agreements and undertakings with additional First Nations governments that are not part of the Joint LRF.

Environmental Organizations

In 1995 environmentalists began a campaign to protect the Great Bear Rainforest. Led by Greenpeace, ForestEthics, the Sierra Club, Rainforest Action Network and Natural Resources Defense Council the campaign took shape primarily focused on non-violent direct action and the global marketplace for coastal forest products. The battle would not be joined with governments and local opinion leaders as in the past, but it would draw upon the greening of the market for forest products.

In the mid 1990s using satellite imagery the World Resources Institute (WRI) completed and widely distributed an initial assessment of global forests reporting that only one-fifth of large intact forests remained in a natural condition worldwide. These remaining undisturbed forests were considered large enough to sustain wildlife populations and recover from the effects of wildfire and similar natural events. The assessment also found that the loss of intact forests worldwide was the result of human development spanning several centuries, accelerating dramatically since the Industrial Revolution. Among the remaining tracts of intact old growth forest the assessment ranked the coastal rainforests of British Columbia as not only rare (temperate rainforests occur on less than 1% of the earth’s surface), but threatened.

The WRI and other scientific assessments galvanized the campaigns of environmentalists who declared these rainforests a global treasure worthy of protection. Beyond its beauty and wildness the Great Bear Rainforest represented a legacy, and at the same time a metaphor for the global decline of nature. The campaign to save the Great Bear Rainforest would not only be local: it would be global. The campaign would take to the cities of Europe, the United States and Japan. It would leverage the global marketplace for forest products, alerting buyers and consumers to the contribution their purchases made to the global decline of old forest ecosystems and their responsibility to act as a catalyst for change.

Through demonstrations—sometimes jointly with First Nations—media stories, blockades of forestry operations and of the delivery of forest products

in ports around the world, web-based communications and meetings with business executives environmentalists effectively communicated an enduring story of the Great Bear Rainforest. They branded the region a living legacy of global significance, a brand that stuck and demanded action along the value chain from the forest to the customers and consumers of forest products. The strategy pursued here by environmentalists established a global environmental campaigning model for forest protection that is being replicated in other old growth forest regions. It also positioned environmentalists as key players in planning the conservation and use of forest ecosystems. Through the Great Bear Rainforest campaign environmentalists moved from conflict to working with others—forest companies, customers, First Nations, communities and governments—to draft a blueprint for protecting and sustaining old growth forests and the communities that depend on them.

To help create this new model, environmentalists had to take and manage risk. The traditional environmental campaign hewed to the high ground of opposing business and industry. Engagement was traditionally avoided due to a belief there was always potential risk of the environmental agenda being co-opted by corporations or governments. Engaging with companies was well outside the comfort zone of environmental activists. The ability for brand name environmental organizations, known for their hard hitting tactics, to work with companies to protect old growth forests seemed far fetched. Success required a set of principles that would guide the solutions; placing a logging moratorium on intact valleys while discussions on future use and protection of the temperate rainforests occurred; a focused negotiating strategy; and the ability to keep front-and-centre the interests of all parties involved in crafting a durable outcome. Despite success at raising profile and action on the issue, environmental organizations understood that for a meaningful outcome that would be sustained into the future, engagement with the forest companies and the provincial government, as well as with First Nations, local communities and the marketplace was essential.

1997 Greenpeace protest in the Great Bear Rainforest. >





Forest Companies

Notwithstanding the remote and wild nature of much of the Great Bear Rainforest, commercial logging had been taking place in the region for a century. In 1912 British Columbia's first wood pulp mill was built at Swanson Bay in the heart of the region. Along with commercial fishing, forestry and forest products became the region's economic mainstay. In more recent times this changed as local mills closed and trees harvested in the region were shipped south.

By the 1990s much of the timber harvesting rights in the Great Bear Rainforest were held by three companies: International Forest Products, MacMillan Bloedel (later Weyerhaeuser) and Western Forest Products. It was the international customers of these companies that would be targeted by Greenpeace and others.

In the early days of the Great Bear Rainforest campaign forest companies defended their practices, pointing to legal compliance, the contribution their operations made to economic development and the jobs they supported. Given that only about 12 percent of the Great Bear Rainforest was designated for commercial logging, the companies believed that environmental values could be accommodated while logging, governed by the laws of the day, continued. But in practice defending the status quo didn't work. Conflict over logging in the region blossomed and spread from the forest to a marketplace that was increasingly skeptical of the status quo. Forest companies were feeling the economic pinch as customers chose to buy elsewhere because of uncertainty in the region. It was time to reconsider things and develop a strategy designed not to defend current practice, but to secure a rapidly eroding social license to operate.

In 1999, against a backdrop of escalating marketplace conflict, a government sponsored planning process that environmentalists weren't participating in and the failure of public relations efforts to turn down the heat, the forest companies decided it was time to travel in a new direction. Among other

◁ Working as a faller requires knowledge, skill and experience along with physical fitness.

things this meant sitting down face-to-face with environmental groups to seek solutions, which in turn required a measure of empathy, understanding and innovation that had been missing. It meant foregoing argument in favour of dialogue.

At the time, Linda Coady, Macmillan Bloedel's environmental vice president declared, "British Columbia is on the cutting edge globally when it comes to new approaches to the changing relationship between natural resources, the environment and people. You can tell it's the cutting edge by all the blood on it." This underscores how difficult it was to make the change from confrontation—a War in the Woods that had been going on for years—to conciliation and eventually collaboration with environmentalists. Confrontation and debate with environmental activists was embedded in the DNA of the forest industry, and the path ahead was truly new and unknown.

Without knowing whether or not negotiating with environmentalists would succeed, or exactly how to proceed, the companies resolved to travel in this new direction. It helped that customers urged resolution of the conflict and, as Bill Dumont—chief forester for Western Forest Products in 1999—said, "Customers don't want their products delivered with a protester attached." Combine the interest of customers with objective (no wishful thinking) analysis by the companies and a willingness to move beyond entrenched positions to interests and the new direction became a reality. It took 18-months of difficult and at times tumultuous negotiation with environmentalists to come to an agreement that laid the foundation for resolution and the consensus agreements which underwrite the plans now in place for the Great Bear Rainforest.

As with the environmental groups, the companies had to take and manage risk inherent in collaborating with environmentalists. There were critics in the business community and coastal communities that charged the companies with bowing to environmental blackmail and caving in to the demands of activists. This was a legacy of the War in the Woods and combined with concern that protecting the environment would cost jobs and diminish

economic opportunities. It also underscored the need for ensuring that all affected interests were engaged in designing an outcome that enjoyed broad support and would be durable.



Selective logging using helicopters retains individual trees and stands of trees within the harvest site.

The Joint Solutions Project

The Joint Solutions Project (JSP) is a unique effort established in 2000 by a group of BC coastal forest companies and environmental organizations. The JSP began as a unique effort by a group of forest products companies and environmental organizations interested in exploring solutions to conflict arising over logging in the Great Bear Rainforest.

A key factor that allowed for these divergent parties to come together was that each party suspended some of their activities that were causing conflict. The involved logging companies (CFCI: Coast Forest Conservation Initiative) deferred logging in over one hundred intact landscapes in the Great Bear Rainforest and environmental groups suspended their active market campaigns targeting CFCI companies' operations in the region.

Another key success factor was the agreement to a set of principles upon which joint solutions would be developed:

- Planning must involve input from internationally recognized scientists and other relevant authorities.
- Planning must focus on protection of habitat for fish and wildlife.
- Planning must sustain natural forest characteristics.
- AAC will be an output of planning, not an input.
- Planning must adopt a precautionary approach.
- Planning must involve adaptive management.
- Planning must be based on the use of harvesting techniques that emphasize low environmental impact and high timber value.
- Planning must address the social, cultural and economic needs of First Nations and local communities and provide a basis for economic stability and diversification.

Looking forward, the JSP will continue to work with other interests in the Great Bear Rainforest to implement an ecosystem-based management framework that guides resource management intended to achieve ecological integrity and the wellbeing of people and communities that depend on the region.

Today the businesses and environmental organizations that make up the JSP include:

- British Columbia Timber Sales
- Catalyst Paper Corporation
- Howe Sound Pulp and Paper
- International Forest Products
- Western Forest Products
- ForestEthics
- Greenpeace
- Sierra Club BC

Developing and sustaining the relationship between the forest companies and the environmental groups was at times a challenge. In the early days of the JSP two of the companies involved left the negotiations, choosing to align their interests with local stakeholders. As a result, Greenpeace also stepped aside to campaign against the two companies. For a period of time it looked like brinksmanship might sink the JSP, but in the end the hiatus actually strengthened the JSP, by making it plain that joint solutions work was preferable to the alternative of renewed conflict.



A log barge under tow with wood from the Great Bear Rainforest destined for a sawmill on Vancouver Island.

Customers

In 1995 environmental organizations began drawing the attention of forest products customers in the UK, Germany and the United States to logging in the Great Bear Rainforest. Two years later Greenpeace launched an international market campaign pressuring customers to cease buying from companies logging old growth temperate rainforests. In Germany, the epicenter of the Greenpeace campaign, papermakers and magazine publishers were faced with how to respond to Greenpeace claims they were contributing to the destruction of ancient temperate rainforests.

With blockades of logging operations in remote logging camps, the boarding in Europe of ships carrying Canadian pulp and an escalating media campaign as a backdrop customer interests were brought to the fore, brought into the conflict. These interests would become pivotal in finding a resolution.

For a number of years the forest companies had been making market visits to inform customers about the situation on the Great Bear Rainforest. At the same time the companies and government organized tours of the rainforest for customers with the aim of mitigating the impact of market campaigns on their customer base. On occasion environmentalists were part of these exchanges, but often they were business-to-business interactions. One innovative approach sponsored by the Forest Products Association of Canada (FPAC) and the Verband Deutscher Papierfabriken (VDP) included visits to the rainforest by German journalists. These tours led to candid interviews with environmental groups, British Columbia forest companies, First Nations and local community leaders. The results were always unpredictable (at times quite critical of forestry in the Great Bear Rainforest), but ultimately built a bridge to a broader dialogue that proved critical to resolving the conflict and finding a solution.

The situation began to change rapidly when in 1999 the German papermakers and magazine publishers participated in a Greenpeace organized tour of

Spitzengespräch in the Rainforest

The decisive role played by customers in resolving the Great Bear Rainforest conflict can be seen in the involvement of senior executives from German papermakers and magazine publishers whose companies were members of the Verband Deutscher Papierfabriken (VDP) and the Verband Deutscher Zeitschriftenverleger (VDZ). In the mid 1990s the executives formed the Spitzengespräch to jointly address environmental issues important to their respective businesses including ensuring that British Columbia pulp used to make magazine paper in Germany was being produced in an environmentally appropriate manner.

On three occasions between 1997 and 2002 VDP and VDZ representatives traveled from Germany to see for themselves what was happening in British Columbia's coastal rainforests. They met with government and industry officials, First Nations, people in local communities and environmental groups. Meeting with people deep in the rainforest and in boardrooms in Vancouver provided the German delegation a unique perspective and the chance to encourage the protagonists to find a solution they could support. The option was for them to take their business, worth an estimated \$600 million annually to the B.C. economy, elsewhere.

At the end of the tour the German delegation met with environmental groups, forest industry officials and senior representatives of the provincial government at a meeting in Vancouver. They delivered a simple message: it was time for all involved to work together to find a means to end the conflict and to ensure that the social, cultural, ecological and economic values of the Great Bear Rainforest were sustained. Environmental activism, the interest of the marketplace, the interest of the forest industry, the interest of the Province, the values of First Nations and the interest of coastal communities had come full circle: it was time for local and global forces to coalesce around a common theme. It was time to get to work and collaboratively design an ecologically and economically responsible future for these coastal temperate rainforests.

the Great Bear Rainforest. Over four days the German delegation met with First Nations, toured active logging sites, visited a camp in the rainforest where scientific assessments were being carried out and spent time in old growth forests.

BC Government

In British Columbia 95 percent of forests are publicly owned. The Province allocates forest tenures where companies can operate, regulates forest practices, collects revenue from the tenure holders and seeks to protect the public interest in relation to forests. In short the provincial government is primarily the landlord, not the producer of forest products.

In the early 1990s the Province committed to managing public land and resources in a manner the government considered sustainable. This was a commitment made to the people of British Columbia who were then invited to participate in planning how the natural environment would be protected. This laid the foundation for multi-interest negotiations to plan and make decisions about the conservation and use of natural resources. To some inviting stakeholders to craft consensus decisions opened a Pandora's box, but in practice it opened the way to resolve conflicts, including that engulfing the Great Bear Rainforest.

Multi-interest planning—how it works

There have been almost 20 strategic land use plans, involving thousands of hours of negotiation and deliberation, completed in B.C. since 1992. Typically these processes require participation from two-dozen or more “interests” representing local communities, First Nations, small business, industry, wilderness enthusiasts and government technical experts. It takes years to complete the process, primarily because consensus among those involved is being sought. Planning results become recommendations to the provincial government and when those results reflect consensus agreements, they are almost always acted upon by the government. But reaching consensus often requires creative approaches to problem solving. At times something unexpected has to occur to break through to agreement.

After six years the planning process for the Great Bear Rainforest's Central Coast

region was stuck and fatigued. Collectively those gathered around the table—there were about 30 people representing numerous interests—couldn't see their way through to selecting protected areas and implementing ecosystem-based management in the forest. The clock was running down without an agreement in sight when it was suggested that the environmental groups and forest industry should go off on their own and see if they could find a solution. The Joint Solutions Project (JSP) went to work. A three-day mediated negotiating marathon ensued. Working around the clock—pouring over maps and the science recommendations of the independent Coast Information Team—the JSP came up with a map depicting new protected areas and a way forward to implement ecosystem-based management.

On the fourth day the recommendations agreed to by the JSP, were presented to the planning table where they were adopted, forming the core elements of a consensus recommendation to the government of B.C. and First Nations. At this point a key statement was crafted that framed the expectations of all those involved and upon which agreement hinged: “The recommendations of the Central Coast LRMP are based on certain expectations, we anticipate that adoption of our recommendations will:

- *enhance the ecological, economic and social conditions of the region;*
- *lead to greater stability in the forest sector in the region;*
- *improve investment in the region in all sectors; and,*
- *see markets for tourism, forestry, mining, and other products respond positively to these developments now and into the future.*

The LRMP process is based on planning for large regions and typically takes at least five years. In the case of the Great Bear Rainforest the LRMP process took more than ten years, requiring development of independent science through the Coast Information Team, adaptation and a reliance on interest-based negotiation to inform the collaboration as well as government-to-government negotiations between the Province and First Nations. In short it has been a complex undertaking that led to consensus agreements that are still being implemented through legal requirements, policies and through practice.



Community Stakeholders

Most British Columbians—about 90 percent—live in urban areas within a hundred kilometres of the Canada's border with the United States. In the small towns and hamlets where the remaining 10 percent live, the development of natural resources such as forests has traditionally been an economic driver of local economies.

Logging in the Great Bear Rainforest has been the mainstay of economies in coastal communities such as Bella Coola, Port Hardy, Port McNeill and Campbell River. An enduring outcome to any decision related to conservation and development in the temperate rainforest has relied to a large extent on the choices made by local communities.

◀ The Gitga'at First Nation community of Hartley Bay is south of Prince Rupert.

The March 31st 2009 Milestone

On March 31st 2009 an important milestone was reached when the BC government announced completion of the land use plan for the Great Bear Rainforest and implementation of a framework to guide ecosystem-based management (EBM). The measures announced include:

Protected Areas Network

About one third of the Great Bear Rainforest (2.1 million hectares) makes up a protected areas network that includes:

- 114 newly designated fully protected conservancies encompassing 1.37 million hectares.
- 21 Biodiversity, Tourism and Mining Areas encompassing 300,000 hectares that exclude commercial logging and hydro electric development but provides opportunity for tourism and mineral development
- Protected areas that existed prior to land use planning encompassing 430,000 hectares.

Ecosystem Based Management

Wherever development occurs in the Great Bear Rainforest it is subject to ecosystem-based management (EBM) rules and guidance governing resource use in the region:

- Achieve high degrees of ecological integrity by achieving overtime low risk to ecosystems and a range of ecological values including old growth forests, streams, rivers and wildlife habitat.
- Based on the best available information a key measure of ecological integrity is maintaining across the region 70 percent of natural old growth forests. An interim moderate risk regional target of 50 percent of natural old growth forest has been established in laws governing forest development.
- Achieve high degrees of human and community wellbeing through

innovative investments such as the Coast Opportunity Funds, fostering viable forestry operations and other forms of development and focusing economic development and employment opportunities within local communities.

- Establish an adaptive management framework to inform future decisions related to ecological integrity and human wellbeing.
- Use adaptive management and detailed planning to achieve desired conservation and development goals.
- Protect cultural values and features throughout the region.
- Respect the rights and interests of First Nations, communities, businesses and others with a stake in the region.

Ecosystem-based management (EBM) in the Great Bear Rainforest governs and guides management of land and resources within the region. While EBM approaches have been developed for landscapes and regions throughout the world, the approach for Great Bear Rainforest was tailor-made for the region by an independent group of scientists. The scientists produced a framework and a handbook to guide development and implementations of EBM defining EBM as: "An adaptive approach to managing human activities that seeks to ensure the coexistence of healthy, fully functioning ecosystems and human communities. The intent is to maintain those spatial and temporal characteristics of ecosystems such that component species and ecological processes can be sustained, and human wellbeing supported and improved."

In practice this means that:

- based on the best available scientific information 70% of natural old growth forest ecosystems needs to be maintained overtime across the region;
- decisions related to achieving ecological integrity measures such as old growth representation apply flexibility to take into consideration the potential impact on human wellbeing, taking into consideration ecological and human wellbeing timeframes;

- use planning tools to develop creative solutions for achieving ecological integrity and human wellbeing;
- practice adaptive management to apply improvements to knowledge as EBM is implemented; and,
- always consider ecological integrity and human wellbeing concurrently when making future management decisions while acknowledging that maintaining human wellbeing requires maintaining ecological integrity.



Forest ecologist Terry Lewis conducts a training session for foresters who are learning to implement EBM in the Great Bear Rainforest.

Coast Opportunities Fund

Achieving the Great Bear Rainforest Agreements required creative thinking and innovation. Not only did environmental organizations and forest businesses have to figure out how to work together, not only did First Nations and the province have to develop a new relationship surrounding governance and not only did a range of coastal interests have to plan and make recommendations, but the theory that conservation could attract investment had to be tested.

In 2008 the Coast Opportunities Fund was established with a \$120 million investment, half of which was raised through environmental organizations from private philanthropic sources and half from the federal and provincial governments. The fund is designed to support conservation management and environmentally responsible economic development initiatives for First Nations in the Great Bear Rainforest.

Looking ahead in the rainforest

The decisions announced by the British Columbia government March 31st 2009 and supported by companies, environmental groups, First Nations and coastal stakeholders announce new beginning. Through legal and policy mechanisms the system of EBM for the Great Bear Rainforest is being implemented. Moderate risk (as defined by ecologists) to ecosystems has been secured and a plan to get to low ecological risk put in place. The next important milestone is March of 2014 when low ecological risk and high levels of human wellbeing or further meaningful increments towards both will have been achieved.

Lessons learned along the way

Finding a solution in the Great Bear Rainforest was a pioneering effort. The solution was built one step at a time without a blueprint to guide all the players, but at this point the lessons learned can point the way for others in similar circumstances. Following are the key lessons learned:

- Establish a set of agreed principles to guide planning. Refer to the principles throughout the process as a measure of progress and to ensure things remain on track.
- Work diligently to differentiate between positions and interests. Be prepared to use mediation to identify common goals and interests, and as a means of resolving disputes when they arise.
- Clearly document agreements in writing in order to establish an institutional memory and reduce the likelihood of future conflicts.
- Avoid wishful thinking while remaining open minded. Recognize that all parties will be subject to scrutiny. Expect the unexpected, including within your own organization. Admit mistakes immediately.
- Practice empathy, recognizing that to do so includes both understanding another's situations, attitudes, concerns and motives and sharing your own. Getting to agreement tends to require more listening than speaking.
- Don't seek to undermine the power and influence held by others, make use of it by linking influence with accountability.
- If you plan to oppose something, be prepared to provide a constructive alternative.
- Relate what ever happens in the short term (and your response) to the desired long-term outcomes. Be strategic in your thinking, and take the long view.
- Do not expect quick results. Be prepared to invest sufficient resources, both human and financial.
- Deal with problems promptly when they arise, do not allow them to fester.
- Be prepared for changing personnel. Develop an effective and efficient means to transmit learning so that time is not lost in bringing new people up to date with what has already occurred.
- Utilize the best available information and make it widely available. Make sure that all parties have access to and utilize the same data sets on compatible platforms.
- Ensure that agreements between parties deliver something to and expect something from each interest — this is the rule of quid pro quo.
- Long lasting, sustainable outcomes require support from all stakeholders. Any group with the ability to influence the durability of the agreement must be included in the process. Expect to find allies in unexpected places, and problems arising from those you consider allies.



Tour group in the Great Bear Rainforest—including representatives of the Canadian forest industry, British Columbia provincial government, German buyers, Greenpeace, and German journalists.

GBR glossary of terms and phrases

Adaptive management Adaptive management, sometimes referred to as adaptive resource management, is a structured, iterative process of optimal decision making in the face of uncertainty, with an aim to reducing uncertainty over time via system monitoring. Key features of adaptive management include evaluating results and adjusting actions based on what has been learned, and feedback between monitoring and decisions.

Ancient forest Ancient forest—also known as old growth forest, primary forest, virgin forest, primeval forest, or frontier forest—is a type of forest in its natural state, which mainly has attained great age for the forest type and exhibits unique biological features such as large old live trees, large dead trees sometimes called snags and large downed trees. Such forests are often home to rare species of plants and animals making them ecologically significant.

CFCI — Coast Forest Conservation Initiative The Coast Forest Conservation Initiative (CFCI) is a collaborative effort of five British Columbia forest businesses committed to new approaches to forest conservation and management in B.C.'s Great Bear Rainforest. Its purpose is to support development of an ecosystem-based conservation and management plan for the region that contains one of the largest intact temperate rainforests in the world. The CFCI has been the major negotiating body representing forest industry interests in the Great Bear Rainforest.
www.coastforestconservationinitiative.com

CIT — Coast Information Team The Coast Information Team (CIT) was an independent, multidisciplinary group established and supported by the government of British Columbia, First Nations governments, the forest industry, environmental groups, communities and later the federal government, as part of the implementation of the 2001 CCLCRMP (Central Coast Land and Coastal Resource Management Planning) Phase I Framework

Agreement. The CIT operated under a joint Memorandum of Understanding between these parties.

The purpose of the CIT was to provide independent information and analyses for the development and implementation of ecosystem-based management in the north and central coastal region of British Columbia, including Haida Gwaii/Queen Charlotte Islands.

This information was intended to assist the sub regional Land and Resource Management Planning (LRMP) Central Coast and North Coast and Haida Gwaii/QCI land use planning tables and the several First Nations Land Use Planning (LUP) tables in developing practical recommendations to resolve land use and natural resource management issues.

The CIT worked with government technical planning teams on data acquisition and analysis in all three coastal areas to create regional-scale analyses and EBM guidebooks that could help inform land use decision-making and achieve a consistent approach to planning, management, and conservation at the sub regional, landscape, watershed, and site levels. The CIT became operational in January 2002, and completed its work in March 2004

The CIT developed an approach to ecosystem based management that considered both ecosystem integrity and human wellbeing.

The CIT provided clear principles, goals and objectives; ecological management targets; implementation tools (including an EBM planning handbook); and procedural steps to guide the implementation of EBM in coastal British Columbia.

The CIT was an ambitious undertaking of a size and complexity not previously attempted in British Columbia. Government, industry and ENG jointly funded the CIT. www.citbc.org

Conservancy In British Columbia a conservancy is Crown land designated under the Park Act or by the Protected Areas Act to protect and maintain biological diversity and natural environments; preserve and maintain social, ceremonial and cultural uses of First Nations; protect and maintain recreational values; and ensure that development or use occurs in a sustainable manner. Commercial logging, mining and hydroelectric power generations, other than local run-of-the-river projects are prohibited in conservancies.

EBM — Ecosystem based management In the Great Bear Rainforest ecosystem-based management has been defined as an adaptive approach to managing human activities that seeks to ensure the coexistence of healthy, fully functioning ecosystems and human communities. The intent is to maintain those spatial and temporal characteristics of ecosystems such that component species and ecological processes can be sustained, and human wellbeing supported and improved.

ENGO — Environmental non-governmental organization/s An ENGO is a non-profit organization that operates in the public interest on environmental issues. It can be single or multiple issue based. ENGOs function independently of any local, state or federal government and are organized on a local, national or international level.

First Nations First Nations is a term of ethnicity referring to Aboriginal peoples in Canada who are neither Inuit nor Métis. First Nations is a legally undefined term that came into common use in the 1980s to replace the term Indian Band. There are currently more than 600 recognized First Nations governments in Canada, with the majority in the provinces of Ontario and British Columbia. There are more than 200 distinct First Nations and a strong Métis presence in British Columbia, more than any other province or territory.

Great Bear Rainforest The Great Bear Rainforest is the name given by environmental groups in the 1990s to a Pacific region of the temperate rain forest eco-region located on the coast of British Columbia, Canada, from Vancouver Island north to the border with the US state of Alaska. The region was previously referred to as the Central Coast and North Coast of British Columbia. It is 64,000 km² (25,000 sq mile) in size and includes 1,000 year old Western Red Cedar and 90 metre Sitka Spruce.

JSP — Joint Solutions Project The JSP is collaboration between forest products producers and environmental groups focused on developing and implementing a model for conservation and management of globally significant coastal forests that fully integrates social, economic and ecological factors. The purpose of the Joint Solutions Project is to generate new solutions to old conflicts over coastal temperate rainforests.

LRMP — Land and Resources Management Plan Land and Resources Management Plans were completed throughout British Columbia to identify new protected areas, special management zones where important environmental, recreational or cultural values would be maintained; development zones where resources development would be concentrated and objectives and strategies outlining resource management and planning activities.

The Plans also had a role in identifying where provincial government policies needed to be revised. <http://www.ilmb.gov.bc.ca/slrp/index.html>

RSP — Rainforest Solutions Project ForestEthics, Greenpeace and Sierra Club BC make up the Rainforest Solutions Project. The RSP has been the major negotiating body representing environmental interests in the Great Bear Rainforest. The RSP www.savethegreatbear.org along with CFCI make up the Joint Solutions Project.

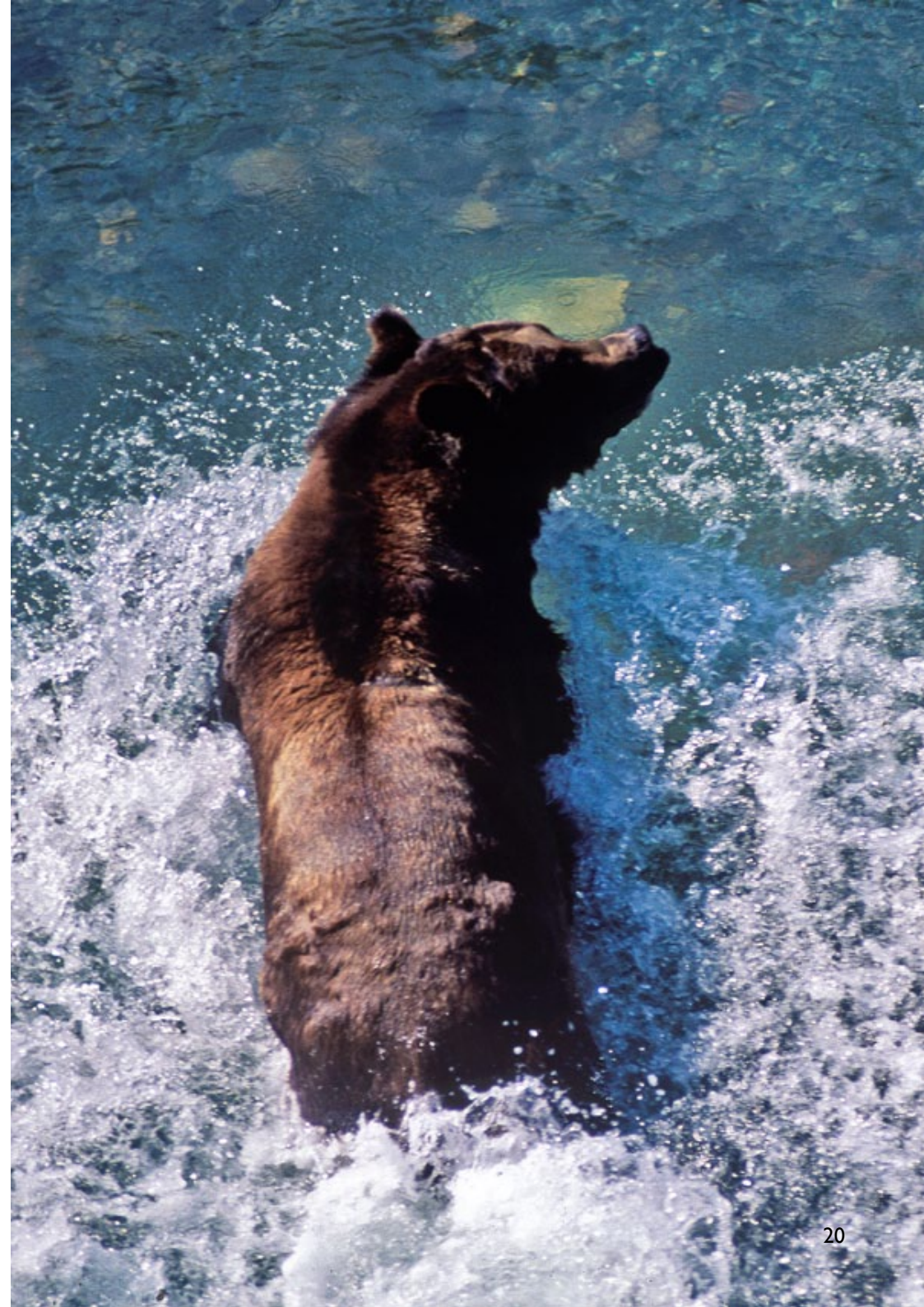
Social license Legal obligations are not the sole measure of societal expectations for a business. A business must be accepted by society in order to operate successfully, requiring community buy in along with on going, open and transparent communications with stakeholders.

Temperate rainforests High levels of precipitation (over 140 cm of rain annually, with many areas having far more) characterize temperate rainforests. Temperate rainforests are situated in a temperate zone (middle latitudes of the planet between the tropics and the polar regions) and the majority of temperate rainforests exist in close proximity to the ocean, have an abundance of epiphytic (not rooted in the soil) plants, high levels of biomass and heavy summer fog.

Turning Point Initiative Coastal First Nations (an alliance of First Nations on British Columbia's North and Central Coast and Haida Gwaii ¹), with the assistance of the David Suzuki Foundation, developed the Turning Point Initiative to undertake a new strategic approach to development of a conservation-based economy. It has been one of the major negotiating bodies representing coastal First Nations interests in the Great Bear Rainforest. www.coastalfirstnations.ca

¹ Wuikinuxv Nation, Heiltsuk Nation, Kitasoo/Xaixais First Nation, Gitga'at First Nation, Haisla, Metlakatla First Nation, Xwemalxkwu, Old Massett Village Council, Skidegate Band Council and Council of the Haida Nation

A large boar grizzly bear crosses the Kimsquit River while foraging in the spring. ›



BC's Great Bear Rainforest Timeline

1993	The marketplace is engaged by ENGOs in campaigns to stop old growth logging and reform forest management.	<p>Greenpeace, Coastal Rainforest Coalition, Natural Resource Defense Council and Rainforest Action Network begin to focus attention on buyers of forest products in Europe, the United States and Japan.</p> <p>Forest Stewardship Council founded at inaugural meeting in Toronto.</p>
1994-1995	Marketplace actions related to old growth logging expand and begin to dominate activist strategy.	<p>PacBell shareholder resolution to end the use of old-growth fibre in directory paper fails, but PacBell endorses significant changes in forestry in Clayoquot Sound.</p> <p>In the UK, Scott Paper decides it will no longer purchase pulp from BC.</p> <p>BC Premier Mike Harcourt leads a delegation to Germany and the UK to promote BC forest practices.</p> <p>Greenpeace stages protests at Canadian Embassies in the UK and Europe, leveraging the events with media and customers.</p> <p>Industry officials visit customers throughout Europe and, along with the Canadian government, host numerous customer fieldtrips to BC.</p> <p>The BC government and MacMillan Bloedel accept without conditions the report of the Clayoquot Sound Science Panel and the BC government signs an interim measures agreement with First Nations of the Nuu-chah-nulth Central Region. Controversy in Clayoquot Sound is significantly reduced.</p> <p>ENGOS launch their Great Bear Rainforest campaign focusing almost exclusively on customers. They demand an end to logging in old growth temperate rainforest specifically targeting 80 undeveloped watersheds in the Central and North Coast.</p>
1996-1997	The 64,000 square kilometer Great Bear Rainforest becomes the focus of a global environmental campaign.	<p>Environmental groups launch marketplace actions primarily in the UK, Europe and the United States. Customers are becoming increasingly concerned about logging in coastal old growth.</p>

**1996-
1997
cont'**

Industry and environmental groups engage in an increasingly polarized debate in the marketplace and through the media.

BC government implements a forest practices code to govern all forest practices on public land.

BC government launches a multi interest land and resource planning process for the Central Coast (CCLRMP). Environmental groups refuse to participate in the process unless logging is deferred in all undeveloped watersheds.

During May to July 1997, Greenpeace launches actions at Western Forest Products and Interfor operations in the Central Coast and blockades forest products shipments at ports in BC, the UK, Netherlands and Germany. Some First nations join the protests.

Targets of the market campaign include municipalities in the United States, tissue makers in Italy, German papermakers and magazine publishers, DIYs Home Depot and Lowe's and major US homebuilders.

**1998-
1999**

A de-escalation of conflict begins

The market campaign continued throughout 1998 and 1999 including the Greenpeace boarding at the Port of Long Beach of a shipment of newsprint from coastal BC destined for the LA Times.

The World Resources Institute published Last Frontier Forests report using mapping technology to depict the decline of old-growth forests worldwide. The Great Bear Rainforest was featured as one of the last areas of old growth forest in the world.

In 1999 an executive delegation from the German papermaking and magazine publishing industries toured the Great Bear Rainforest with Greenpeace. Following their four-day tour the German delegation met with ENGOs and provincial and industry officials where they demanded the parties work together to end the conflict.

The Home Depot announces global policy to eliminate sales of forest products from "endangered

**1998-
1999
cont'**

areas.” This was widely interpreted as an end to purchasing old growth products. This was among the first of many similar policies developed by major forest products buyers.

Recognizing a need for change in approach to the escalating conflict a group of coastal forest companies met for two days to develop a strategic approach to resolve the conflict. This meeting gave rise to the Coast Forest Conservation Initiative (CFCI)¹.

CFCI companies and environmental groups (Greenpeace, RAN, NRDC, ForestEthics, Sierra Club) reach an agreement to defer logging in intact areas in the Great Bear Rainforest, a commitment to ending market campaigns targeting CFCI companies and coastal forest products and a commitment to work together in the public planning process (CCLRMP).

2000

Some setbacks and creation of the Joint Solutions Project.

Two companies withdraw from the agreement and Greenpeace withdraws renewing market campaign targeting these companies.

A group of coastal community mayors supported by labour launch Operation Defend in response to the agreements between industry and ENGOs.

Joint Solutions Project (JSP)² formally established through a mediated agreement.

2001

First phase of Central Coast process completed and landmark protocol between the province and coast First Nations ratified.

As a result of reaction in key markets in Japan, the United States and Europe, company and Greenpeace reengage in JSP.

JSP companies and ENGOs negotiate with other stakeholders an interim land use agreement for the central coast including recommendations for protected areas, further planning, development of an ecosystem-based management approach and continued time-limited logging deferrals.

¹ In 1999 CFCI companies included Canfor, Interfor, NorskeCanada, West Fraser, Western Forest Products and Weyerhaeuser Canada.

² In 2000 participants in the JSP included NorskeCanada (now Catalyst Paper), Canfor, Weyerhaeuser Canada, Interfor, Western Forest Products, Greenpeace, Sierra Club BC, ForestEthics and Rainforest Action Network. Today many of the same players remain and some have changed. Rainforest Action Network has left the JSP; Weyerhaeuser's and Canfor's BC coastal operations are now part of WFP and Howe Sound Pulp and paper and BC Timber Sales are now part of the process.

**2001
cont'**

The province accepts the planning process recommendations and signs a land use protocol with Coastal First Nations (Turning Point Initiative).

A new provincial government is elected and pledges to complete all land use planning in the province within 18 months. The new government agrees to reconvene the Central Coast process to complete the plan there and begin a process for the North Coast.

With funding from industry, ENGOs and the provincial and federal governments the Coast Information Team (CIT) is created to provide independent scientific guidance for the development of ecosystem-based management. CIT products represent the “best available information” to be used by the planning processes to complete land and resource use plans for the region.

An executive delegation from Germany visits BC to congratulate the government and stakeholders and to encourage completion of the plans.

**2002-
2006**

Land use planning completed.

Both the Central Coast and North Coast planning processes continue their work leading to consensus recommendations in the spring of 2004.

The CIT (Coast Information Team) completes its work and delivers final products including the EBM Handbook that will guide implementation of EBM by early 2004.

In completing their plans, process participants ask the JSP to recommend a protected areas system and means for implementing EBM. The JSP recommendations are accepted and incorporated in the final consensus recommendations.

The province and twenty-four First Nations begin government-to-government deliberations based on the consensus recommendations of the public planning process.

Customer, ENGO and industry representatives tour the area and press for ratification of the plans.

**2002-
2006
cont'**

At the end of 2005 government-to-government discussions lead to agreements between the province and sixteen First Nations.

In February 2006, following nearly two years of government-to-government deliberations, the province ratifies land use plans that remain materially consistent with the recommendations from the public planning processes.

The province, First Nations and stakeholders agree to fully implement the plans and EBM by March 31st 2009.

**2006-
2008**

Elements of the coastal agreements are implemented.

An initial suite of legal requirements related to implementing EBM are developed through government-to-government deliberations and consultation with stakeholders.

Protected areas recommended by the planning process and government-to-government are legally designated.

The Coast Opportunities Funds of \$120 million is established to assist with economic development and transition in First Nations communities in the region. Half of the fund is made up of private philanthropic investment and half is derived through public funding.

The multi-interest EBM Working Group is established to guide implementation of new management practices.

The JSP agrees to a set of milestones to get to full implementation by March 31st 2009. Progress against the milestones is independently monitored and publicly reported.

World Wildlife Fund awards its most prestigious prize the Gift to the Earth to the province, ENGOs, CFCI and First Nations in recognition of their collective efforts towards conservation.

2006-2008 cont'		The JSP hosts a roundtable discussion in Vancouver to promote the coastal agreements with customers. This is the first substantive effort to jointly explain the innovative collaborative process to customers.
2008-2009	Reaching the finish line—March 31st 2009	<p>Three forest businesses operating in the Central Coast seek FSC certification for the Mid Coast Timber Supply Area (TSA).</p> <p>The goal of full implementation of the Coast Land Use Decision and the system of EBM is reached March 31st 2009.</p>
2009-2014	Implementation of March 2009 Agreements	Collaborative work between the parties ongoing to achieve the goal of securing high degrees of human wellbeing in communities in the region and low ecological risk throughout the Great Bear Rainforest.



POWER MAPPING THE POLITICAL GEOGRAPHY OF BC'S COASTAL LAND USE AGREEMENTS

Players:

- British Columbia Provincial Government: Premier's Office, Ministry of Agriculture and Lands—Integrated Land Management Bureau, Ministry of Environment, Ministry of Forests and Range.
- First Nations: Up to 27 First Nations.
- Coast Forest Conservation Initiative (CFCI)
- Rainforest Solutions Project (RSP)
- Coastal communities and stakeholders: Includes communities within the Central and North Coast and on northern Vancouver Island, area forest tenure holders and market loggers not part of the CFCI, tourism, recreation, mining interests, environmental groups not part of RSP.
- Philanthropic organizations/donors: Includes US and Canadian foundations that made investments in support of conservation gains in the region and the planning process (e.g., investment in ENGO participation in the LRMPs, support for independent science, endowment of Coast Opportunities Funds).
- Forest products customers: Primarily large forest products buyers in Europe, United States and Japan.

Collaborative Process:

- Land and Resource Management Planning: Provincially sponsored strategic planning process for the Central Coast and North Coast, 1997-2004.
- Joint Solutions Project: Formally established in 2001 following 18 months of negotiation between forest companies and ENGOs. The creation of the JSP led to a standstill in market campaigns targeting CFCI companies and coastal forest products as well as a standstill in logging and road building in 100 intact forest areas.

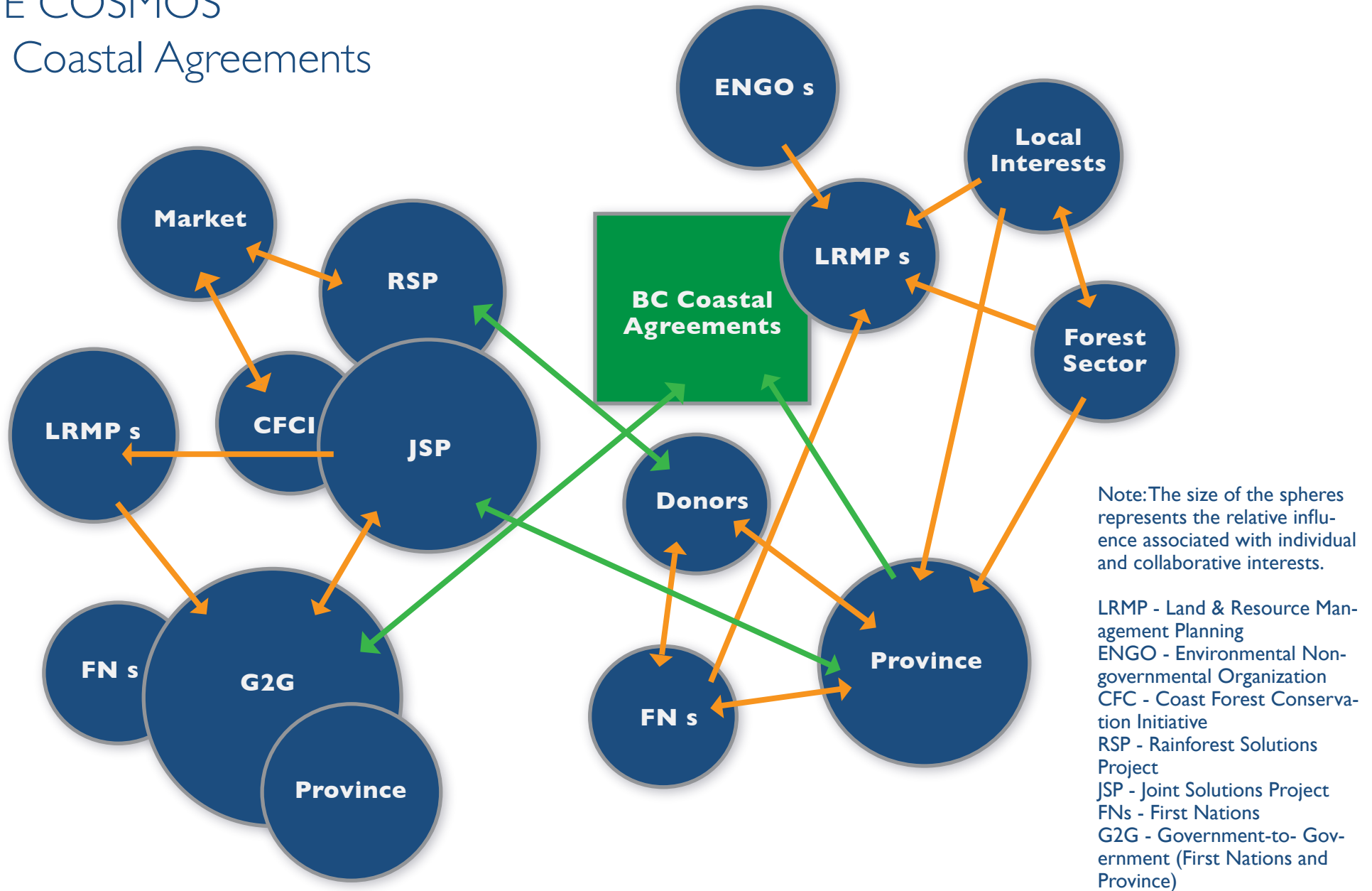
- Government-to-Government: Building on the 2001 joint land and resource management planning protocol between the Province and Coastal First Nations Turning Point Initiative and provincial New Relationship commitments a formal G2G process is established. While First Nations participated in the LRMPs, through G2G they engage directly with the provincial government through three formal Land and Resource Forums (LRF) created beginning in 2004. The LRF considers stakeholder input (e.g., LRMP consensus agreements, JSP perspective) and provides G2G recommendations to Cabinet.

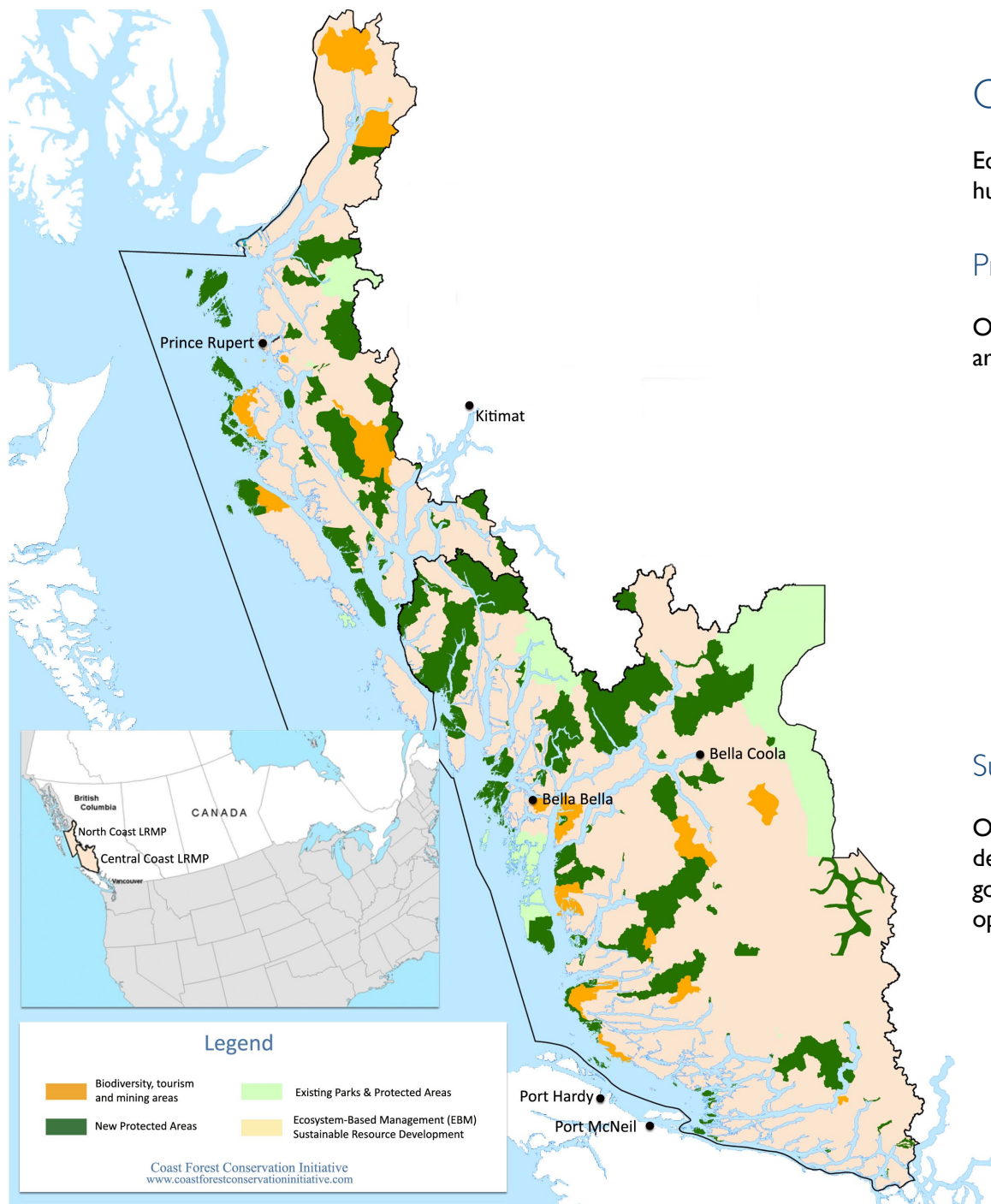
The results of planning March 31st 2009

- 67 new Conservancies and Parks pre-dating the LRMPs: Fully protected areas encompassing 28% of the region.
- 21 Biodiversity, Mining and Tourism Areas: Allow for mineral exploration and future potential mining development as well as tourism development, but excludes commercial logging and major hydro development. Encompasses 5% of the region.
- EBM operating areas: Encompassing two-thirds of the region these are lands open for sustainable resource development utilizing the system of EBM.
- Legal EBM management objectives: EBM management objectives established in law and primarily related to forest management, the maintenance of ecosystem integrity and support for social, cultural and economic wellbeing.
- Policies: Implementation and maintenance of an adaptive management framework to guide EBM, review and revision of legal EBM requirements, mechanisms for ongoing stakeholder engagement.
- Coast Opportunities Fund: A \$120 million fund for First Nations economic development and conservation programs endowed by a \$60 million private investment and a \$60 million public investment.
- Governance: G2G Land and Resource Forums and ongoing stakeholder collaboration between the province and stakeholders.

THE COSMOS

BC Coastal Agreements





Great Bear Rainforest EBM Matrix

Ecosystem-based management (EBM) is a new, adaptive approach to managing human activities in the Great Bear Rainforest, the EBM Matrix includes:

Protected Areas

One third of the region (21,120 square kilometers) is part of a protected areas network. Within this network there are two zones.

- Protected Areas encompass 28% of the region (approximately 2 million hectares). These areas are fully protected to represent the region's ecological diversity.
- A total of 21 Biodiversity, Tourism and Mining Areas cover 5% of the region (300,00 hectares). In these areas commercial logging and hydro development are excluded, mining and tourism development may be permitted. The primary use for these areas is biodiversity conservation and protection of key ecological and cultural values.

Sustainable Resource Development

Outside of the Protected Areas network the system of EBM is applied to guide development of all kinds. Ecosystem-based management legal rules and policies govern commercial forestry to enhance the ecological performance of logging operations and protect cultural values.

