



PNCIMA

INITIATIVE

PNCIMA INITIATIVE ENGAGEMENT STRATEGY

May 30, 2010

Canada

**North Coast – Skeena
First Nations Stewardship Society**



**Coastal First Nations –
Great Bear Initiative**

INTRODUCTION

Purpose of this Document

This document outlines a strategy for how interested and affected parties can participate in the development of an Integrated Management Plan for the Pacific North Coast Integrated Management Area (PNCIMA). The document also summarizes input received to date from interested and affected parties regarding their participation, and describes how this input has been incorporated in the draft strategy.

Two background documents provide additional information and context for this Engagement Strategy. 'The Context for the PNCIMA Initiative Planning Process' describes why integrated management is important, and the governance arrangements and legislation that guide the PNCIMA initiative. 'The PNCIMA Initiative Planning Process Overview' outlines the planning process steps, outputs and timelines. Both documents are available on the PNCIMA initiative website (www.pncima.org).

The Engagement Strategy is intended to be a "living" document, which the PNCIMA Planning Office will continue to modify as more is learned about what is working and what can be improved. Ongoing public feedback about their experience with the collaborative PNCIMA planning process will be critical to informing these modifications.

Background

Canada's *Oceans Act* is the legislation that guides integrated management planning. It emphasizes collaboration between the Minister of Fisheries and Oceans and other ministers, boards and agencies of the Government of Canada, provincial and territorial governments, affected aboriginal organizations, coastal communities and other persons and bodies, including those bodies established under land claims

agreements.¹ By working together to plan how resources may be used and conserved, an integrated management plan can be developed that will have long term value.

A collaborative approach to planning for PNCIMA is intended to:

- promote a shared understanding of the PNCIMA region and oceans management;
- strengthen relationships; and
- contribute to well-informed recommendations for an integrated management plan.

The planning process will involve sharing interests, identifying opportunities to pursue common or compatible objectives, and proposing strategies and plans for reconciling divergent objectives. Recommended strategies and plans will support existing authorities with mandates related to oceans management.

Initial Engagement and Feedback

The PNCIMA initiative held its introductory Forum March 26-27, 2009 in Richmond, British Columbia. Attended by over 300 people, in addition to approximately 80 more people who participated through webcasting, the Forum launched the integrated management planning process for the Pacific North Coast and provided an opportunity to learn and contribute to defining the process. The Forum was preceded by five preparatory meetings in the communities of Skidegate, Masset, Prince Rupert, Kitimat and Port Hardy.

Generating ideas for an engagement strategy was a central objective for the PNCIMA Forum and associated meetings. Participants at these meetings suggested that the way their perspectives are acknowledged and considered throughout the PNCIMA initiative should be fundamental to its resulting outputs and recommendations. The Executive Summary from the 2009 PNCIMA Forum identified the following themes regarding stakeholder engagement:

- **Relationships and Trust:** The success of the PNCIMA initiative will depend on the ability to develop relationships and especially trust.

- **Representation:** Addressing the concept of representation is an important first step in establishing trust and relationships. Representation is a responsibility suggesting a need for accountability when expressing the interests of stakeholders and in reporting back results.
- **Complexity – Scale and Issues:** The scale of engagement is important. It speaks to ownership, accountability and influence over the issues most relevant to participants' area and the decisions which result.
- **Roles and Responsibilities:** The various roles of different levels of government and of stakeholders within the process have to be clarified and communicated.
- **Capacity:** The process should be appropriately funded and resourced to allow for its potential to be realized. Consistent and equitable participation across sectors is important.
- **Timeline:** A timeline for the initiative is needed. There is a need for a "roadmap" that will help participants to identify where they may access the process and be accessible to others. The "roadmap" also needs to track where parallel processes and stakeholder engagement may be happening.
- **Communication:** Participants in the process must feel as though they are contributing, are heard by others, and are respected for their contributions. Effective communication among stakeholders and with governments is necessary to develop a plan that has broad support and understanding.

Stakeholders also suggested a number of principles for the planning process. See Appendix A for the principles suggested by stakeholders and how their suggestions relate to some of the principles already proposed for the PNCIMA initiative from Canada's *Oceans Act* and *Oceans Strategy*.

Numerous multi-stakeholder meetings have been held since the Forum. A focal point of discussions in these meetings was to support understanding of how governments, First Nations, and stakeholders would work together in the planning process. To clarify this, a process structure was drafted, outlining three basic components (Fig. 1):

- 1) A multi-stakeholder Integrated Oceans Advisory Committee (IOAC), to help provide guidance on the planning process, its outputs, and implementation of the integrated management plan;

- 2) A Planning Office, to play a technical and administrative role in the planning process, and work with the IOAC on developing planning products; and
- 3) A governance framework, to support the work of the IOAC and Planning Office by providing strategic direction and executive oversight. The governance framework consists of several bodies that coordinate the input of federal governments, provincial governments, and First Nations governments on oceans management. This includes a Bilateral Coordination Steering Committee of federal agency executives and First Nations leaders, which is specific to the PNCIMA initiative and provides direction to the Planning Office.

The IOAC is described in more detail in section 2 of this document. The Planning Office and governance framework are described in more detail in the ‘PNCIMA Initiative Planning Process Overview’ document available on the PNCIMA initiative website (www.pncima.org).

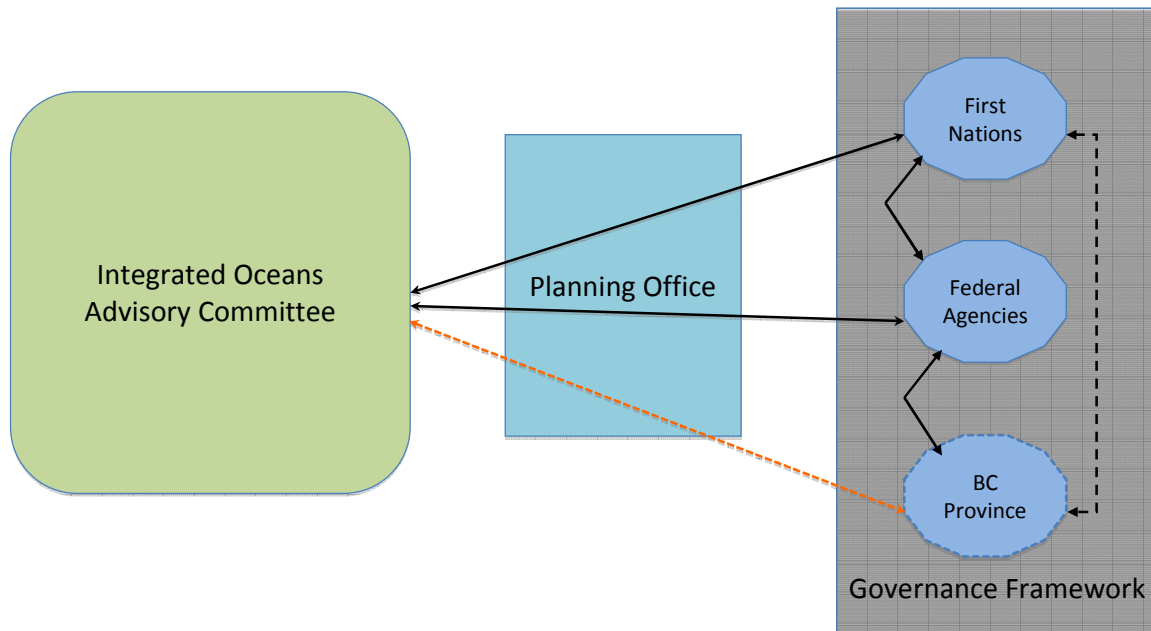


Figure 1 – Basic planning process structure components. Dotted lines reflect the Provincial Government’s current participation as an observer to the PNCIMA initiative.

The process structure was discussed in meetings with stakeholders in the fall of 2009, and informed the development of a subsequent draft Engagement Strategy. This draft Engagement Strategy was circulated for public review in March and April 2010. Nine community meetings were held to invite feedback on the options for public and stakeholder participation in the PNCIMA planning process.

The public review generated significant feedback on the Engagement Strategy as well as other topics. This feedback has informed revisions to the Engagement Strategy, and will also inform the development of other documents, such as work plans and Terms of Reference for different committees. The full scope of public feedback is summarized in video recordings and notes from each meeting and a Proceedings Report, all available at www.pncima.org.

Modifications to the Engagement Strategy made in response to public feedback include:

- Facilitating more localized discussion and input throughout the planning process;
- Clarification of the Integrated Oceans Advisory Committee's (IOAC) roles and responsibilities;
- Clarification of how a Working Group gets created;
- Examples of how the different options for participation relate and link to one another;
- Clarification on the importance of diverse communication mediums (e.g., internet, mail, word of mouth, community bulletins, in person meetings) as ways to engage the broader public.

Together, all of these meetings have provided an indication of community and stakeholder expectations and guidance for the PNCIMA initiative. The following Engagement Strategy, as well as the 'PNCIMA Initiative Planning Process Overview' document, addresses this input from stakeholders.

HOW TO GET INVOLVED

Stakeholder participation is critical to the success of the PNCIMA planning process. To achieve effective participation, numerous options, or “mechanisms”, are available (Figure 2). Stakeholders can determine which mechanisms are the most appropriate means of participation for them, recognizing that participation in one mechanism does not preclude participation in another. This approach to participation acknowledges that stakeholders may choose to participate to varying degrees at different points in the planning process, given that some mechanisms entail significantly more time, responsibility, and commitment than others.

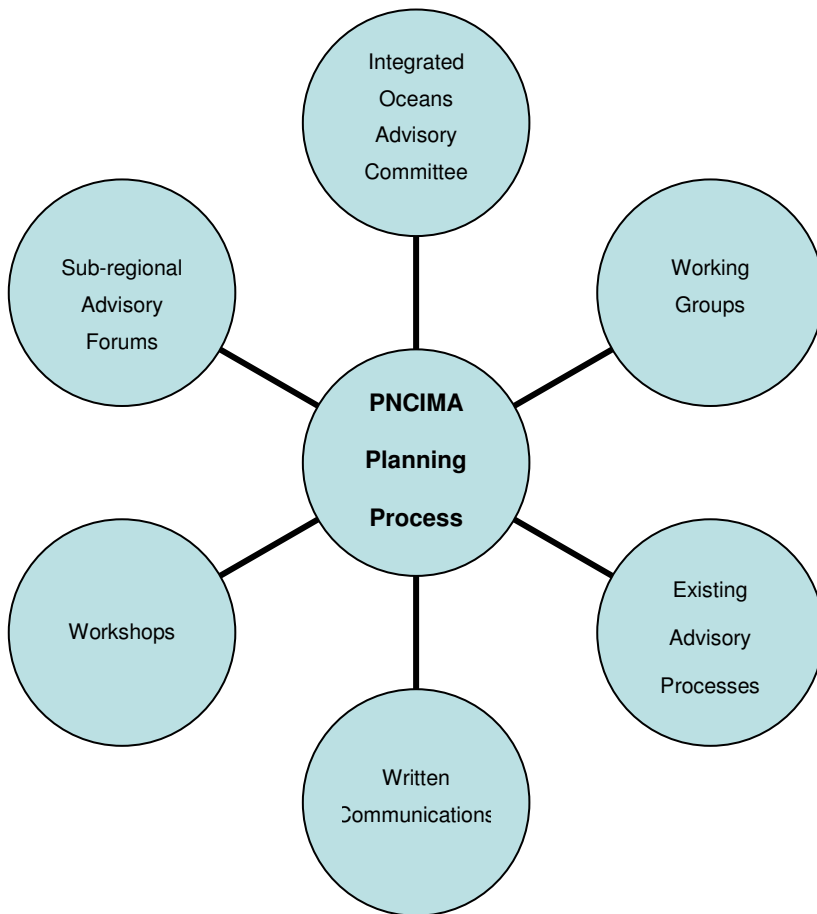


Figure 2 – Options for participating in the PNCIMA planning process

PNCIMA Integrated Oceans Advisory Committee

The Integrated Oceans Advisory Committee (IOAC) will be an ongoing, multi-sector advisory body that will help provide guidance on the planning process, its outputs, and implementation of the integrated management plan. The IOAC will advise government agencies that have legislative mandates relevant to elements of the PNCIMA plan.

Who can participate:

The composition and size of the IOAC reflects balanced consideration of inclusivity and efficiency (see Appendix B). The IOAC will consist of participants from:

- industry;
- coastal communities;
- recreational groups;
- environmental non-governmental organizations; and
- other interested parties

First Nations and federal and provincial governments can participate as *ex-officio* members in order to provide feedback on IOAC discussions, but are not “signatories” to IOAC recommendations.

The PNCIMA Planning Office will work with the IOAC at the outset of the planning process to explore options for financially supporting members’ participation.

Role:

The IOAC will work collaboratively with the PNCIMA Planning Office on recommendations for an integrated oceans management plan for consideration by governments. The IOAC will seek to provide consensus recommendations. Where consensus cannot be reached, options will be reported that accurately reflect people’s different perspectives.

The IOAC will receive support from the other engagement options outlined in this document in order to broaden input. For example, recommendations developed by the IOAC will be brought to the existing sectoral advisory processes for their review and feedback, which will inform the IOAC’s work.

Throughout the planning process, advice and recommendations from the IOAC will be shared with the PNCIMA Bilateral Coordination Steering Committee. This will provide an opportunity for First Nations, federal agencies, and provincial agencies (should the Province of BC choose to participate) to review recommendations. Outcomes of this review will be shared with the IOAC, providing an opportunity to resolve differences on outstanding issues through dialogue, and to work towards the submission of an integrated management plan that has broad support across all of the sectors and interests participating in the process.

Responsibilities:

The IOAC will provide advice and support on:

- Work plans;
- Communication and engagement activities to sectors and public;
- Prioritization of key issues and establishing working groups;
- Information and science requirements;
- Identification of process support needs, including funding for engagement and scientific advice.
- Review of a resourcing and partnering plan.
- Incorporation of results, input, or recommendations from Working Groups, workshops, Sub-regional Advisory Forums, and other means of engagement into an integrated management plan;
- Implementation of the integrated management plan(s);
- Evaluation of the planning process.

Meeting Frequency:

The IOAC will meet in person every few months or more often as needed, throughout the planning process.

Working Groups

Working Groups will be formed on a time-limited basis to provide advice and recommendations on specific issues and/or products being considered in the development of the integrated management plan(s).

Working Groups may be specific to a topic or to a geographic portion of the PNCIMA area, as appropriate.

Examples of Working Group topics could include specific user group conflicts in an area, marine spill risk hazards along major shipping lanes, protected area criteria, or ecosystem-based management definition.

Working Groups will be convened based on work plans developed by the Planning Office and reviewed by the IOAC. The Planning Office will seek advice from the IOAC regarding Working Groups' proposed scope of work, Terms of Reference, and membership. The Planning Office will then be responsible for establishing the Working Group and confirming its Terms of Reference, including scope of work, duties, timelines, resources, and membership.

Working Groups will be informed by the other engagement mechanisms in order to reflect broader input. For example, results or input from relevant workshops or Sub-regional Advisory Forums (described below) could be provided to Working Groups to inform their work.

Who can participate:

The composition of participants on Working Groups will depend upon the nature of the task the Working Group addresses (e.g., independent expert panel or committee of participants from governments, communities, academia, and stakeholder organizations with expertise related to the specific issue(s) being addressed). Working Groups' composition and size will enable them to work effectively.

The Planning Office will work with Working Groups as they are convened to explore options for financially supporting the participants' attendance.

Role:

Working Groups will provide advice and recommendations on specific issues and/or products being considered in the development of the integrated management plan(s).

Responsibilities:

- Reviewing and developing information products related to specified planning issues;
- Identifying options for addressing issues;
- Developing advice/recommendations for the IOAC and Planning Office.

Chairs will be nominated for Working Groups. Their primary role will be to coordinate the activities of the Working Group. In addition, they will serve as a two way communication link between the IOAC and their Working Group. This will entail attending certain IOAC meetings to communicate Working Group results to the IOAC and bringing IOAC feedback on results back to the Working Group.

Meeting Frequency:

Working Groups will meet monthly or more often as needed to complete work on a defined issue within specific timeframes.

Sub-regional Advisory Forums

Local perspectives and knowledge are key to the PNCIMA planning process. This sentiment has been strongly expressed in many coastal communities throughout PNCIMA. In order to provide broader and recurring opportunities for localized input throughout the planning process, Sub-regional Advisory Forums will be held every 6 – 12 months in each of four regions of PNCIMA: Haida Gwaii, the north coast, the central coast, and northern Vancouver Island.

Who can participate:

Sub-regional Advisory Forums will be open to all interested parties.

Role:

To enable discussions and input at a more local scale about issues of particular local interest, and to bring local knowledge forward to inform the planning process. The Forums will help the PNCIMA Planning Office and Steering Committee report out on the progress of the PNCIMA initiative and solicit feedback. This will also provide an opportunity for local communities to share their perspectives, interests, and knowledge directly with the Planning Office and Steering Committee. The Planning Office will relay input from Forums to Working Groups and the IOAC to inform their work and advice.

Forums may include presentations, question and answer periods, and breakout sessions that allow attendees to discuss key issues in small groups and provide feedback on plan products and local issues. There may also be presentations or participation from guest speakers with experience or expertise in marine planning at the Forums.

Frequency:

Sub-regional Advisory Forums will be 1 – 2 day events held every 6 – 12 months.

In addition to the Forums, it is anticipated that other topic-specific and area-specific meetings will take place in order to listen, inform, and invite input from interested parties throughout the planning process.

Existing Advisory Processes

Numerous advisory processes already exist that offer opportunities for stakeholders to provide input to management authorities regarding ocean resources and conservation. Many of these advisory processes are specific to a marine activity (e.g., a commercial fishing advisory board), while others are specific to an area (e.g., an advisory board for the proposed Gwaii Haanas National Marine Conservation Area Reserve and Haida Heritage Site). New initiatives, such as Environment Canada's proposed Marine Wildlife Area around the Scott Islands, are also expected to involve advisory processes.

The PNCIMA initiative will not duplicate the work or responsibilities of these processes. However, due to the scope of integrated oceans management planning, in some cases the PNCIMA initiative may identify and address issues that are relevant to the work of other governance or advisory processes. In these instances, effective communication and engagement between PNCIMA and other advisory processes will be important to avoid duplication of efforts, ensure consistency in management plans, and develop plans with broad support among First Nations, governments, and stakeholders.

Who can participate:

Members of existing advisory processes.

Role:

The PNCIMA initiative will look to existing advisory processes:

- as points of contact for identifying participants in PNCIMA planning activities;
- to share information and report out on progress; and
- to review PNCIMA work that is relevant to their mandate and interests.

Recommendations arising from PNCIMA discussions will be brought to existing advisory processes for their response and comment, which will inform the work of the IOAC and Working Groups within the PNCIMA initiative.

Frequency:

Existing advisory processes will be contacted as necessary in accordance with each process' meeting schedule.

Workshops

Workshops will be convened to conduct in-depth analysis and promote discussion about specific topics. For example, the Planning Office held a 1.5 day workshop in Prince Rupert in February 2010. Participants from industry, academia, communities, First Nations, and government reviewed pilot work on a report discussing the socio-economic and cultural features within PNCIMA. Participants identified relevant data sources, described socio-economic trends in marine activities and their communities, critiqued draft sections of the report, and helped draft plans and content for other sections of the report.

Who can participate:

Participants will typically be invited based on their interest, experience, and expertise in the topic.

Role:

To share information, help in direction-setting, and/or provide advice on problem solving on selected topics. Input from workshops can inform or help scope the work of Working Groups and the IOAC.

Frequency:

Workshops will be held on an as-needed basis. Workshops will likely be 1 to 3 day in-person meetings emphasizing interaction among attendees.

Written communications

The PNCIMA Planning Office will use a range of methods to communicate with the public and solicit written feedback.

Who can participate:

Anyone interested can sign up to receive information and updates from the Planning Office, and may send comments and questions to the Planning Office.

To sign up for information and updates, email or write to:

- info@pncima.org, or
- PNCIMA Coordinator, 401 Burrard Street, Vancouver BC, V6C 3S4

Role:

Written communication to and from the public is intended to keep all interested individuals or groups up to date on the planning process, and to provide opportunities for their feedback.

Ways of communicating:

The PNCIMA website will serve as a central source of information for any interested person to keep up to date on the process and send in comments on draft products as they are available.

The website may also be used to conduct polls, surveys, and other mechanisms for gathering comments. Polls and surveys may be employed to invite public input on important planning issues. They can also be another way of gathering feedback on documents circulated for public review. Video webcasts will be used as education and feedback tools to allow for interaction and dialogue without the costs and time required to travel for face-to-face meetings.

The PNCIMA Planning Office will also make use of other means of communication to engage people, including word of mouth, mail-outs, newspaper articles and ads, and other means for distributing information in communities (e.g., libraries, post offices, Chambers of Commerce, DFO field offices, etc). To the extent possible, use of these different means of communication will be tailored to each community based on community feedback about what works best.

Frequency:

Information, updates, and invitations for public review of documents will be circulated by the Planning Office on an ongoing basis. Individuals may send in comments or questions at any time during the planning process.

If You...	Then you might participate through...
<ul style="list-style-type: none"> • Are interested in keeping updated on the progress of PNCIMA planning from time to time • May provide occasional comments or input on aspects of PNCIMA planning electronically. • Are focused on other things and have little time and attention that you are willing to give the initiative. 	<ul style="list-style-type: none"> • The PNCIMA Website • Polls, surveys, and other mechanisms
<ul style="list-style-type: none"> • Are interested in keeping updated regularly on the general progress of the PNCIMA planning, or on specific planning topics • Are likely to provide comments or input on aspects of PNCIMA planning. • Are focused on other things but have some time and attention that you are willing to give the initiative. 	<ul style="list-style-type: none"> • Polls, surveys, and other mechanisms • Website and submissions • Forums and Workshops
<ul style="list-style-type: none"> • Are participating in an existing sectoral advisory process or in an existing geographic planning advisory process • Are likely to provide comments or input on aspects of PNCIMA planning. • Are focused on other things but have some time and attention that you are willing to give the initiative. 	<ul style="list-style-type: none"> • Existing advisory processes • Polls, surveys, and other mechanisms • Website and submissions • Forums and Workshops
<ul style="list-style-type: none"> • Could provide leadership to and from a sector or an existing advisory process • Have recognized expertise on a priority topic relevant to the initiative • Are willing to focus time and attention on a regular basis towards the initiative. 	<ul style="list-style-type: none"> • Integrated Oceans Advisory Committee • Working Groups • Existing advisory processes • Forums and Workshops

Figure 3 - Participation Map

Linking the different options for participation

This Engagement Strategy describes a number of different options, or mechanisms, to participate in the PNCIMA planning process. It will be important that these mechanisms are linked to each other, so that input from one informs another. This will be a key responsibility of the Planning Office. For example, as work with the IOAC and Working Groups progress, it will be presented for broader discussion and local-level refinement through the Sub-regional Advisory Forums.

The Planning Office is also responsible for assessing how well Working Group and IOAC advice accounts for feedback from broader public engagement, and for ensuring that this feedback is considered and reflected in the final synthesis and completion of the draft integrated management plan.

APPENDIX A: STAKEHOLDER INPUT TO PNCIMA PRINCIPLES

Table 4 illustrates how the input received from stakeholders about principles has been translated into the principles proposed for the PNCIMA initiative.

Stakeholder input	Current principle
Transparency	Transparency: Recommendations will be made openly, with information and results shared with all participants. Participants will provide their views openly with others in a way that reflects their understanding of the needs and interests of their sector.
Clarity	
Accountability	
Inclusiveness	Inclusiveness: A diversity of stakeholder interests will be included and engaged in a meaningful way in the PNCIMA initiative and stakeholder interests will be considered equally in all recommendations or decisions.
Interest Based	
Collaborative	
Consistency	Consensus: Participants in the PNCIMA planning process will seek to develop recommendations through consensus.
Responsiveness	Efficiency: Issues will be addressed in a timely manner.
Commitment	Respect for existing authorities: Parties bring different authorities and mandates to the PNCIMA initiative. The planning process will respect, and work to benefit from, these authorities.
Accessibility	Accessibility: Reasonable steps will be taken to determine how stakeholders wish to be engaged and to provide them with relevant, understandable information by utilizing innovative technology and by providing a variety of opportunities for engagement.

Table 4 – PNCIMA initiative principles

APPENDIX B: INTEGRATED OCEANS ADVISORY COMMITTEE COMPOSITION

The IOAC will consist of participants from the breadth of marine sectors. In order to determine the number of participants from each sector, several factors were taken into consideration: (1) a small group size for the IOAC that can work effectively together, (2) the size and diversity of the sector, (3) the distinctiveness of perspective that each participant can bring to discussions, and (4) the degree of existing coordinating arrangements and cohesion within the sector.

- Commercial fish harvesting (2)
- Local communities¹ (through Regional Districts) (4)
- Marine conservation (1)
- Marine recreation (other than fishing) (1)
- Marine tourism (1)
- Recreational fish harvesting (1)
- Renewable energy (1)
- Non-renewable energy (1)
- Shellfish and finfish aquaculture (1)
- Shipping and transportation (1)

Ex-officio participants from federal government agencies and First Nations will be designated to the IOAC by PNCIMA Steering Committee members to achieve ongoing dialogue, and to enable appropriate federal and First Nations participation based on relevant IOAC agenda items.

Records of IOAC meetings will be made publicly accessible to help ensure the transparency of the planning process.

Sectors will also identify one alternate for each participant on the IOAC. In order to ensure efficient and effective meeting environments, alternates will attend IOAC meetings when regular participants cannot attend.

¹ One seat each is allocated for communities of Haida Gwaii, the north coast, the central coast, and northern Vancouver Island/adjacent mainland.

To identify participants and alternates, the Planning Office will consult with existing umbrella organizations, industry associations, and sectoral advisory processes where appropriate² and invite them to:

- Identify their level of commitment to participating;
- Identify their existing capacity and organization regarding participation;
- Assess the most appropriate options for their participation;
- Help reconcile the challenges of inclusiveness and effectiveness;
- Identify participants with the following qualities:
 - a) Commitment to the initiative's vision, purpose, principles and goals, including the commitment to working collaboratively and constructively.
 - b) Skills, knowledge and experience relating to oceans management issues in PNCIMA.
 - c) Experience in leadership roles for their sector and in multi-stakeholder collaborations
 - d) Well respected and having an existing legitimate and broad constituency base.

A key commitment of the Oceans Act is to work collaborate with all interested parties to develop integrated management plans for all ocean-related activities. Stakeholders and communities will engage with governments through mechanisms which may include an integrated stakeholder advisory committee, working groups, PNCIMA forums, and existing advisory bodies. Stakeholders and communities are being asked for their input on these and other ways to be involved.

² Where no existing representative community or sectoral bodies exist, or where modifications to existing advisory processes are necessary, the Planning Office will work with the relevant IOAC participants on a communication and outreach plan within the sector.