Connecting Lands and People

Community Forests in British Columbia

DOGWOOD *initiative*

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Noba Gmeiner Anderson
Will Horter

October 2002

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Connecting Lands and People: Community Forests in British Columbia was written by Will Horter (Executive Director, Dogwood Initiative), and Noba Gmeiner Anderson (Consultant Program Adviser, Dogwood Initiative).

This is the first report of a 2-part series. The second report is titled *'Solutions for Lands and People: Catalyzing Community Forests in British Columbia'*

The opinions expressed herein are those of the authors and Dogwood Initiative and not the collective voice of all British Columbia community forest proponents.

Cover photos: Noba Gmeiner Anderson, Ursula Heller, Richard Trueman
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FOREWORD

Connecting Lands and People is a timely and important document for British Columbians. Indeed, anyone interested in the "how tos" for developing sustainability on the ground will benefit from a close read of this report.

Like so many governments around the world, the new provincial government in British Columbia is enthralled by the false promises of privatization and corporate control, and is rapidly alienating the public forests from public oversight. Out of public view, however, is a burgeoning global movement for an alternative, rooted in greater community control. This movement is little understood, and its environmental and economic potential vastly underrated.

For the academic or policy advocate, this report provides many insights into the social preconditions for ecosystem-based management, into a basis for the resolution of differences between First Nations and non-native people, and into entrepreneurial strategies for hard-pressed rural communities facing resource depletion and corporate dependence. Above all, we can begin to see workable new roles for governments that are willing to address the need for a sustainable future. The obstacles are aplenty—from biased stumpage systems to over-allocated corporate tenure rights. Nowhere is the necessary process of land reform an easy one.

B.C. communities are central to the struggle for sustainable community control. Communities and the people in them, provide the passion, creativity and the drive that makes a sustainable future possible. People all over British Columbia share a strong love of place and commitment to strengthening community. These same people are developing alternatives to the status quo—which is clearly not working for rural communities. To these ends, some have embarked on the community forest journey.

These community forest leaders, however, are finding that the business of actually managing a community forest is quite a daunting reality — if indeed they have been fortunate enough to attain some form of community control. Community leaders know, intuitively, that community forests work; though the learning curve is steep, and the process challenging. The regulations, the studies, the proposals, the lingo—the paperwork!

The bigger vision in British Columbia is clear. Significant tenure redistribution from corporations to communities and First Nations is required in order to make community control a reality. Locally, communities know this. Provincially, through the newly formed BC Community Forest Association, people are mobilizing collectively—working together to change the political

landscape. This group is helping to coordinate and assist existing community forests, as well as reaching out to communities still seeking local control.

It is an exciting time to be involved in the community forest movement in BC. Models and success stories now exist. People with skills and experiences from which to learn are stepping forward. Now is the time to share and, most importantly, to implement real reforms based on our collective experience.

Connecting Lands and People shows how our obstacles can be overcome and how more success stories can be written. Please join us. We are only as effective as the people we can mobilize!

Michael M'Gonigle, *Eco-Research Professor of Environmental Law, and director of the POLIS project on ecological governance at the University of Victoria, is a co-founder of Forest Futures.*

Dennis Morgan, *Chair of the British Columbia Community Forest Association, and Executive Director of the Bamfield/Huu-ay-aht Community Forest Society.*

ACKNOWLEGEMENTS

EXECUTIVE SUMMARY

Connecting Lands and People is a report on the status of community forest initiatives in British Columbia—the types of community forest initiatives, their obstacles, their successes, and the keys to those successes. Above all, we have identified one fundamental lesson: community forests succeed because of the passion and commitment of people. The report shares some inspiring stories, along with the insights and wisdom gathered from research and our interviews with community forest leaders throughout British Columbia.

The community forest movement, while advocating local control of local lands, has the potential to transform the future of British Columbia—rural and urban communities, local and provincial economies, and also the environment. However, despite growing interest, there are significant obstacles (both political and human) that must be overcome before community forests can thrive.

The provincial government and corporations are grossly mismanaging public lands in British Columbia. Remember, 96% of the land in British Columbia is publicly owned, and 15 large corporations have logging licences that give them a virtual monopoly over most of the forests on these lands. These corporations not only control the land, they have influence over decisions made at all levels of government. Their combined mismanagement has devastated the land, water, and forests. This has resulted in high unemployment, failing economies, and communities in crisis.

Aboriginal peoples and rural communities are demanding reforms. In country after country—across Asia, Africa and the Americas—governments are recognizing community-based land rights and are granting jurisdiction over large areas to indigenous peoples and rural communities. In some countries, these reforms have occurred only after guerrilla uprisings, violent coups, or prolonged political instability.

The people of British Columbia have chosen a more peaceful, proactive approach. We are using political, financial and legal means to take back control of our lands and resources. To date, most of these efforts have focused on acquiring control of public forests through a form of land tenure known as a "community forest."

The Community Forest Movement in British Columbia

The movement for local control of lands and resources is happening all over the globe. Compared to some countries, British Columbia is in the fledgling stages. The devolution of control to local communities usually occurs in four

ways: (1) primary jurisdiction; (2) sharing jurisdiction; (3) co-management agreements that delegate some decision-making authority; and (4) tenure (in new and traditional forms) to communities and indigenous peoples.

In British Columbia, however, there are very few examples of the first three categories.

There are two forms of primary jurisdiction: private land and First Nation lands. A small number of private, municipal forestlands exist, but this form of community control is unlikely to expand significantly due to lack of private land in the Province. Additionally, the ongoing failure to resolve First Nations' land claims has settled control issues on only a small proportion of the land base (e.g. Nisga'a lands). There exist no real, working models of shared jurisdiction, and co-management arrangements have mostly resulted in a more formal "advisory" relationship.

The fourth category—"tenure"—is the only method that has really been implemented. Of the handful of tenures granted to local community initiatives before 1998, most were standard industrial tenure arrangements designed for big corporations that communities then attempted, with great difficulty, to adapt to their specific needs. The creation of the Community Forest Pilot program, in 1998, provided the first real opportunity for a few rural communities and First Nations to acquire land tenures that addressed their needs. However, only 11 communities (out of more than 100 First Nations and communities that expressed interest) have even been offered a Community Forest Pilot under this program. Of these, only seven have been finalized.

While the Community Forest Pilot program is a positive step, the program is operating in the margins of real reform. To obtain a Pilot, a community must find land or a timber supply in their area that is not already allocated to a major tenure holder—big corporations. Unallocated land is very rare, and the corporations have tied up virtually all of the timber supply in tenure agreements. Significant tenure reform in British Columbia, which will reallocate the control of our public lands from a few corporations to aboriginal peoples and rural communities, is necessary to create real opportunities for community forests.

Obstacles to Community Forests

Our research identified two primary categories of obstacles to both the acquisition and implementation of community forests: (1) limited human capacity, and (2) political/policy obstacles.

Mobilizing a large number of skilled, committed people is always a challenge—although it is one that many communities are willing to face. It takes time and co-ordination to effectively develop the human resources required, both at the local and provincial levels.

The second major set of obstacles are political and policy related. Laws are written, and continue to be written, in a way that makes sustainable community forestry very difficult.

Political obstacles to *acquiring* local control include:

- **Near-total allocation of forestlands** — almost all of the land and wood supply in the Province has been allocated to industry, leaving very little available to community forests.

- **Centralized decision-making** — the provincial forest management framework is based on centralised, micro-management of forestry decisions—which is completely counter to local control.

- **Limited mechanisms for control** — acquiring a tenure is currently the most practical option for local control of forest stewardship. However, many communities do not want to become logging operators (as necessitated by tenure). Rather, they want to share jurisdiction or have delegated decision-making authority over management decisions. No real options exist for these alternative decision-making relationships.

- **Timber revenue bias** — the current forestry regime favours high-volume timber extraction, which deters communities from emphasising other non-timber objectives.

Policy obstacles to *implementing* community forestry on the ground include:

- **Biased stumpage system** — the stumpage appraisal system is designed for industrial forestry and does not allow for the increased labour and associated costs of community forestry.

- **Unsustainable logging rates** — provincial rules set cut levels too high and require a minimum amount of logging every year. These policies override community decisions about logging rates and force communities to log, sometimes even at an economic loss.

- **Restrictive tenures** — most community forest tenures are small, short-term, volume-based tenures. All of these features limit a community's ability to

plan for the long term, get third party wood certification, maintain community morale, and attract the capital necessary to achieve community goals.

- **Lack of available markets** — the lack of competitive markets for logs and the domination of wood processing by relatively few manufacturers (primarily focussed on high-volume, low-value exports) seriously inhibits the profitability of community forests.

Lessons from British Columbia's Community Forests

Despite the obstacles, some communities have managed to secure community forest tenures. The third part of *Connecting Lands and People* shares stories from these communities, and draws lessons from their experiences. We have divided these community lessons into two sections—securing local control and implementing community forestry. Key lessons from communities that have secured control are divided into three categories:

- **Attributes of the forest** — the land must be able to support the community's intended use over the long term. Therefore, the current state of the land, as well as its overall productivity and resiliency, must form the foundation of community decisions.

- **Effective communities** — numerous factors affect a community's ability to work together and secure local control of land. In communities that have succeeded in acquiring local control, several features are common: visionary leaders, a sense of community (both geographic and social), a widespread desire for local control, an interest in forests and forest practices, and a love of place. Meaningful First Nation involvement, ongoing volunteer support, and a track record of community involvement in land-use issues are also import factors for success.

- **Effective community organizations** — organizing the community's efforts through some effective structure is also essential. A wide range of governance structures exists among the various community forest initiatives (e.g. non-profit societies, co-operatives, First Nation bands, municipalities, and open as well as closely-held corporations). Although the structures vary, factors for success do exist, including: an effective governance structure with clearly defined roles, meaningful community representation, leaders with common goals, a sense of pragmatism, and access to a wide range of skills.

There are a few basic requirements to implementing a community forest. A solid business plan and effective general manager provide a good starting point. Additionally, important community attributes include strong and diverse rela-

tionships, local processing of the wood (thereby adding to its value and creating jobs), and a balance between work done "in-house" and work contracted out. Finally, as with most businesses, access to sufficient financial capital is crucial to success.

The community forest movement in British Columbia has huge potential. It allows rural communities to practise sustainable forestry, employ more people, and develop and support strong communities. However, major changes are needed to make community forests a reality in British Columbia.

Connecting Lands and People focuses on community stories and the challenges local people face in the realizing of their dreams. A follow-up report entitled *Solutions for Lands and People: Catalyzing Community Forests in British Columbia* provides a solutions-oriented "road map" for the success of community forests and local land-control in British Columbia. ✠

FINDINGS

THE 5 KEYS TO A SUCCESSFUL COMMUNITY FOREST

1. Viable Forest   A forest with sufficient stocking and volume of merchantable species in a balanced *age class distribution* to sustain the community forest over the long term.

2. Available Land   Guaranteed long-term access to land of a manageable (yet viable) size within meaningful proximity to the managing community over which the community authority makes management decisions including the setting of harvest levels.

3. Sense of Community   Developing a clearly defined community with a strong sense of place, a desire for local control, and a commitment to dedicate volunteer time and support.

4. Effective Governance and Organization Creating a transparent, inclusive and efficient internal governance structure that is trusted by the community, comprised of leaders with common goals and the ability to draw out and build internal community capacity.

5. Political Support   Developing a sophisticated political strategy to build alliances and influence key decision-makers within all levels of government to create the political will and active support necessary for community control over public resources.

Suggested Solutions

Throughout Part B of this report, (Obstacles to Community Forests), we have made a *suggested solution* to each identified obstacle. These solutions constitute our findings. They are collected in this section in the same order in which they appear in the text. These suggested solutions foreshadow the second report *Solutions for Lands & People: Catalyzing Community Forests in British Columbia,* where the reader will find these ideas further elaborated and integrated into a much more thorough solutions-oriented road map.

Solutions Pertaining to Building Human Capacity

1   All supporters of community forests need to ensure sufficient financial and technical support is available at the local level to train, mentor, advise, and sometimes pay for the skills needed to make local control initiatives succeed. Environmental groups, funders and concerned individuals need to provide more resources, including financial support, to local initiatives. Supporters should also coordinate their efforts and demand government provide more resources to support local initiatives.

Solutions Pertaining to Securing Local Control

2   The current practice of giving priority to First Nations initiatives should continue. However, additional lands should be made available to non-native community forest initiatives if First Nations are not negatively affected.

3   Although socially constrained lands should be managed locally, community forest initiatives should not be "ghettoized" into operating only in socially contentious areas. Productive, uncontroversial, forested lands should be made available for community forest initiatives.

4   Communities should illustrate how their proposal supports the broader political objectives of the provincial government.

5   A significant tenure take-back and redistribution is required to make more land available for community forests. Legislation should be enacted that allows community forests the opportunity to manage larger areas as their capacity increases over time.

Community forest advocates and the larger labour, First Nations and environmental groups need to co-ordinate and jointly demand these reforms. The creation of the British Columbia Community Forestry Association (BCCFA) should help co-ordinate the efforts of advocates within the community forest movement and with potential allies in other sectors. However, the BCCFA needs financial support to fulfill its important role.

6   Within a framework that ensures strong environmental protection, community forest operations need more flexibility and autonomy from provincial bureaucratic intransigence. Existing laws need to be amended, and new policies need to be implemented that set broad management objectives, yet devolve decision-making and implementation authority to local actors. Public oversight should not be weakened. Rather, it should be modified to facilitate more local decision-making.

7   Community forests need the option to receive larger, longer-termed, area-based tenures.

Alternative mechanisms through which to acquire local control—other than through tenure arrangements—need to be enabled through legislation. Communities need to promote both existing and new local-control mechanisms to government.

8   Government agencies, other than the Ministry of Forests, should be responsible for overseeing the development and implementation of community forests and other initiatives for local control.

Legislation should be enacted that allows local forestry initiatives (besides Pilots) to set their own logging levels (within a provincial framework).

Communities need to document the potential non-timber benefits that could be generated from their alternative management approaches. Through comparison of the full scope of economic benefits (such as increased employment and a reduced dependence on the social safety net), community forestry can be seen as a more rational, economic approach than traditional industrial management.

Solutions Pertaining to On-the-Ground Community Forestry

9 The stumpage appraisal system, with which the Crown appraises, collects and shares revenue from public forests, needs to be completely transformed in order to reflect the higher costs of community forests. These reforms need to accommodate increased costs for inventories, planning, transportation, public outreach, democratized governance and on-the-ground operations.

10 The government should exclude all community forests (regardless of tenure-type or decision-making structure) from minimum cut-control restrictions.

11 The Community Forest Pilot Agreement legislation needs to be amended to allow boundary alterations.

12 Once community forest operators have proven their ability to manage their local lands, community forest agreements need to be amended to grant long-term authority over local resources.

13 Current forest tenures managed by communities should be converted to area-based licences if affected First Nations give consent, and/or if their land-claims have been resolved.

14 The government should establish transparent regional log markets where the vast majority of timber is sold competitively. Log markets will generate accurate timber values, provide indicators of logging costs, ensure ease of access to wood for all B.C. wood processors and provide confidence to British Columbians and trading partners that the full value of logs is being collected.

The government should be responsible for all scaling. Scalers would be responsible for scaling, sort-coding, and making decisions about any bucking or cutting necessary to maximize the value of the log.

Logs should be sorted into as many sorts as buyers demand. A variety of sort sizes should be made available to allow for small processors to participate. ✤

INTRODUCTION

At first people refuse to believe that a strange new thing can be done, then they begin to hope it can't be done, then they see it can be done, then it is done and all the world wonders why it was not done centuries before.—Frances Hodgson Burnett, The Secret Garden

Huu-ay-aht youth James Williams and elder Ralph Johnson, at Anacla village, near Bamfield, Vancouver Island.

INTRODUCTION

Control is power:

the power to

make decisions

about our land,

our lives,

our future.

People and communities in British Columbia, and around the world, are demanding more local control over decisions that affect their livelihood, their lives, their forests, and their future. Many people are realizing the best way to ensure their community or First Nation has input into decisions is to secure control over the land or resources.

In British Columbia, as in the rest of the world, this trend toward local control is not simply a matter of land-use policy; it is part of a much larger process of socio-economic democratization. The central question for many rural communities and First Nations is who controls our land, and how is this control exercised? Control is power; the power to make decisions about our land, our lives, our future.

By raising these simple questions the **community forest** movement challenges the accepted wisdom of centralized resource management. The conventional belief is that communities have neither the expertise nor the sophistication to engage in long-term sustainable management; that these qualities reside exclusively in central government and corporate officials. First Nations and communities in British Columbia, and in the rest of the world, are confronting these generally accepted assumptions.

The struggle is not easy, nor will solutions be swift. But community by community, forest by forest, change is happening. Sustainable local models are being implemented, and they are succeeding.

This report is based on the presumption that increased local control is an improvement on the existing regime of land management. There are already success stories in British Columbia and around the world that support this proposition, and there can be little doubt that the current management of resource industries has been inadequate. While community forestry is not the only response to the mismanagement of the Province's resources, it has the potential to be an important component of changes that are long overdue.

This report is the result of a project to investigate community forests in British Columbia, to consider the successes achieved, to identify the obstacles that stand in the path of community forest initiatives, to draw lessons from experiences so far, and to begin developing a strategy to make community forests work in British Columbia, for the benefit of the British Columbians most directly affected by the forestry industry. ✾

1   Purpose of the Report

Community forests are as diverse as communities. No two are alike. So what common threads distinguish community forestry initiatives? What makes some succeed and others fail? What obstacles do they face? What are the most important keys to their success?

These are basic questions. While support for community forestry is growing in British Columbia, there has been surprisingly little coherent analysis to assess the status, opportunities, and obstacles facing community forests. Without a realistic status report, it has been difficult to determine what benefits community forests can bring, or to develop a road map—an effective strategy for the growth of community forests across the Province.

This document provides just such a status report, and the following report entitled *Solutions for Lands and People: Catalyzing Community Forests in British Columbia* sets out the strategic options available. The goals of this project were:

- To record and report on the range of existing B.C. community forests;

- To better understand what barriers inhibit existing community forest initiatives;

- To identify the practices that contributed to successful initiatives;

- To share the stories of community-based initiatives with decision makers, community and labour organizers, First Nations, government, environmental organizations, and other communities that aspire to acquire local control; and

- To set out a strategy for the success of the community forest movement. That strategy appears in the second report, *Solutions for Lands and People: Catalyzing Community Forests in British Columbia.*

2   Structure of the Report

This report appears in three main parts with several appendices for further reference. Where applicable, the text refers the reader to the appendices. Throughout the report, certain terms in the body of the text are in boldface, denoting that they are defined in the Glossary in Appendix 3.

PART A   is a general overview of community forests in British Columbia, describing models of community-based management across the Province. This section also illustrates how British Columbia figures in the worldwide trend of increased community and indigenous involvement in forest management.

PART B   is a summary of the socio-economic, political, and legislative

DAWN STRONSTAD

Youth trail-building crew in the Burns Lake community forest.

obstacles that lie in the path of communities wishing to acquire control and to implement sustainable forestry. The importance of understanding the hurdles that must be overcome for community forests to succeed cannot be overstated.

PART C draws lessons from research conducted by Dogwood Initiative to identify the critical requirements for acquiring local control and for implementing a local management regime that works. We hope our insights will assist communities in the pursuit of their local control initiatives.

The proposed road map for success is set out in the second report, *Solutions for Lands and People: Catalyzing Community Forests in British Columbia.* In it we draw on the experiences of rural communities—and our analysis in Parts B and C of this report—to summarize the keys to sustainable community forestry "on the ground," and to explain how the existing obstacles may be overcome. We hope this road map may help communities work on their own and in concert to move community forests from the fringes of the provincial land management system to the mainstream.

3   Methods and Procedures

How many community forest initiatives exist in British Columbia, and where? At what stages are they in their development? What are the keys to their success? What are the their major obstacles and challenges at the provincial level? At the local level? What are their needs and how can they be met? What can other communities seeking local control learn from the existing models? How can community forests be supported and expanded in British Columbia? These are the basic questions with which the project began.

a] Background Research

It was with these questions and the five goals highlighted above that we, researchers from Dogwood Initiative (formerly known as Forest Futures), began our reconnaissance of the province. Most of our survey consisted of interviews in and site visits to communities around British Columbia that have launched community forest initiatives.

Prior to beginning this research, we were familiar with the issues facing community forests in British Columbia, and with the literature on this subject. We were, however, surprised to learn that the B.C. Ministry of Forests had commissioned two reports on the recently enacted Community Forest Pilot Agreements.[2] Both reports provided interesting insights into the initial stages of this program. However, neither report was formally published, posted or

distributed. Many believe these reports were not released—especially the second report—because their contents point to major failings within the Ministry of Forests with respect to its community forest program and to the Ministry's forest **tenure** policies. These reports, and their unpublished state, underscore the need for an uncensored community forest status report. This is what we attempt to do here.

b] Community Interviews

Our research task was to assess the current status, impediments and opportunities facing community forests in British Columbia. While we were interested in exploring the stories and, as we call them, the *lessons learned* from all the community forests in British Columbia, we focused our research primarily on the more recent and less studied of the community forest models—the Community Forest Pilot Agreements. This choice resulted from a number of factors:

1. Limitations of time and funding;

2. Very little was known about these communities and their work outside their local areas; and

3. The implementation of the pilot legislation would influence the development of future community forest initiatives.

The majority of our research consisted of visits to community forests and interviews with community forest leaders. For these interviews we built upon the two unpublished Ministry of Forests reports cited above. This approach gave us a set of questions to use as the foundation for our questionnaire, as well as the original answers obtained for those reports and other preliminary information for the seven Community Forest Pilots the reports covered.

Of the ten Pilots in place when our project began, we were only able to visit seven. We met in person with leaders from the remaining three, but not in their own communities. Among the Pilots we did visit were the two new Community Forest Pilots that had been awarded after the Ministry of Forests' reports. To ensure consistency, we used the same questionnaire in all communities. *(See questions in Appendix 4.)*

Despite the importance of Community Forest Pilots to community forestry, we felt our assessment would be incomplete without the stories and lessons from community forests that have different forms of tenure and have been in existence a little longer. Our contacts and budget enabled us to visit two of these communities. To the extent appropriate, we used the same questionnaire in each case. We also did some preliminary research into the models in North

Cowichan, Chilliwack, and Mission through interviews with people familiar with those operations and by reading available literature, and were able to meet with the leaders of more than two dozen communities still seeking some form of management authority.[3]

There are a number of communities and leaders we were unable to visit or interview. These include a handful of community forest initiatives based on conventional forest tenures (**Tree Farm Licences** or **Forest Licences**) such as Alexis Creek, Tl'azt'en Band, Mowachaht-Muchalaht First Nations, Mission, Nemaiah First Nations (now known as the Xeni Gwet'in), Princeton, Takla Lake Band, and Ulkatcho Band.

Besides these conventional tenures, there are other efforts to promote, or implement, community forestry that have not been included here. A few notable examples include efforts in the Slocan Valley (dating back several decades), Bella Coola, Oona River, Malcolm Island, Clayoquot Sound (Iisaak Forest Resources), and the central coast of British Columbia.[4] The unique histories of some of these efforts were too expansive to describe well within the confines of this paper. However, some of the analysis in Parts B and C draws from their experience.

Overall, we met in person with over 75 community forest leaders in their own communities or at other locations throughout British Columbia. These leaders ranged from project developers to forest managers, board members and band members to municipal leaders, and consultants and staff to volunteers. *(See endnote for a list of communities.)* [5]

Not all of the points and observations in this paper pertain to all of the various community forest initiatives. This is a compilation of the key issues raised by the communities with whom we had contact throughout our survey. Finally, we should affirm that all of the opinions in this report are those of the authors, and not necessarily those of the community forests leaders across the Province. ✠

COMMUNITY FORESTS
IN BRITISH COLUMBIA

*The future belongs to those that believe in
the beauty of their dreams*

— Eleanor Roosevelt

Harrop/Procter residents celebrate the arrival of the first logging truck
from the community forest with champagne and mixed emotions. PHOTO: URSULA HELLER

COMMUNITY FORESTS
IN BRITISH COLUMBIA

Three essential features define a community forest: the community makes the management decisions; the community benefits; and the forest is managed for multiple values.

R ecent literature[6] on community forests indicates that "Three essential features define a community forest: the community makes the management decisions; the community benefits; and the forest is managed for multiple values."[7]

In its most basic form we define community forestry as local people making local decisions over local lands for the long-term benefit of local people.[8]

Community forestry,[9] in broad terms, enables management decisions about forestry operations to be made locally, within the broader context of provincial rules. This may sound like a simple vision, but community forests are a recent development in British Columbia, and there are only a few, isolated examples of local forestry management to be found in the Province. Now that a range of these initiatives have begun operating, it is time to look more closely at them, to see whether they are achieving their goals, and how they might be improved.

1   COMMUNITY FORESTRY IS NO SMALL TASK

Moving a community forest from concept to implementation is a huge undertaking. Imagine the difficulties of starting a community organization while simultaneously developing a new business. Add to this the difficulty of doing so in a political and policy climate not sympathetic to your interests. This is an enormous task.

Yet, because of the ongoing forestry crisis, the depressed lumber markets, and the lack of political support facing most rural areas, many communities see few alternatives. Spurred by the failures of the current forest management and the potential for increased autonomy for local communities, the support for community forests is growing across British Columbia. Recent polls show that only 13% of British Columbians trust timber companies and 85% support more local control over forest management.[11] Despite the inevitable hurdles, many rural residents feel the opportunity to manage lands according to community values and for long-term benefit is too compelling to pass up.

GOALS OF THE COMMUNITY FOREST PILOT PROJECT

The Community Forest Pilot project initiative was developed to give BC communities the chance to manage local forests to reflect local priorities, and to strengthen economies, encourage new business ventures, provide youth with jobs, and to maintain values recognized as important to that community. Communities can manage forests based on community values and needs.— *Harrop/Procter Community Forest Annual Report*[10]

There are four categories of legal mechanisms used to facilitate increased community control over local lands and their stewardship—each reflecting a different degree of authority being exercised by local interests:[12]

1. Primary Jurisdiction/ownership: First Nations (through treaties or other legal agreements or rulings) or communities (e.g. **fee simple ownership**) have principal legal decision-making authority over lands. These interests are entrenched in law.

2. Shared Jurisdiction: First Nations and government share decision-making over land management (e.g. co-jurisdiction) on a government-to-government basis.

3. Co-management: Local people or First Nations are delegated a role in some aspects of decision-making related to resource extraction/land-use approvals/planning issues (e.g. Community Resource Boards).

4. Tenure/licensing: Local communities and First Nations are granted the authority to operate on and manage an area of public land as a business.

To varying degrees, all four approaches are under way in British Columbia. This report concentrates on the latter two approaches. Although brief summaries of the current status of the first two categories are included in this Part under topic 4, *Types of Community Forests in British Columbia*, there are few examples of primary and shared jurisdiction in British Columbia. Because of its complexity a full analysis of First Nations' struggle for the recognition of their aboriginal rights and title is beyond the scope of this report.

RICHARD TRUEMAN

Ninety-six per cent of [B.C.] is publicly owned, yet a small handful of logging companies have been given logging licences that result in a virtual monopoly on British Columbia's forests.

Minimally processed wood heading East out of British Columbia through McBride.

2   Provincial Overview

British Columbia's economic and environmental future will be determined by who controls the landbase. Ninety-six per cent of the Province is publicly owned, yet a small handful of logging companies have been given logging licences (tenures) that result in a virtual monopoly on British Columbia's forests. By controlling land and resources, extraction industries have a stranglehold on British Columbia's economy and political climate.

Many people believe the existing forestry regime is not benefiting the majority of British Colombians. As mill closures and corporate decisions turn more communities into ghost towns, a growing number of British Columbians are concluding that the Province's future is tied to reallocating control of land and resources. Polls show that 63% of British Columbians are concerned about corporate dominance and support a move toward community forests.[13] More recent polls show 85% of people believe communities need to be more involved in forest management.[14] Public opinion has provided fertile ground for the growing community forest movement.

There is a real opportunity for sustainable, locally-controlled land management in British Columbia. The combination of vast public lands, unresolved aboriginal lands claims, limited population, a diversifying economy and ongoing crises for extractive industries, create an opening for major structural reform. Given these trends, many progressive activists feel if it can't happen in British Columbia it is unlikely to happen anywhere in the developed world. In other parts of the world, particularly in Asia and Africa, governments and local people have been experimenting with community forests for decades. British Columbia has much to learn from their successes.

3   Local Control of Forests and Global Land Reform

The growing demand for local control of resources is not unique to British Columbia. There is a significant transition going on worldwide; indigenous and community control of the world's forests is growing at an unprecedented rate. The experiences of community forests in other countries illustrate the opportunities for local control here in British Columbia.

Over the past few decades, hundreds of initiatives to strengthen local control over natural resources have been implemented in Africa, Asia and the Americas.[15] This shift presents a real opportunity to dramatically improve the

livelihood of communities that depend on forests, while simultaneously improving environmental protection.

In both 'developed' and 'developing,' countries local people are turning to community forests as an alternative to industrial forestry. Community forestry is growing because the root causes of forest loss and degradation and rural poverty are the same worldwide—industrialization, over consumption, trade liberalisation and subsidies. In the 'developed' world, community forestry is a response to concerns about the impacts of industrial logging and the resultant socio-economic insecurities of forest communities.[16] In 'developing' countries, community forestry is focused on meeting the basic subsistence needs of local communities.[17]

In countries on every continent, local people and indigenous groups are pressuring government and industry for more control over their lands and resources.[18] These demands have prompted land-use conflicts in many nations. Countries around the world are responding by reallocating control over land and resources to communities and indigenous peoples through a variety of means. Their are four general approaches to devolving control around the world.

Canadian Forest Products' Prince George Pulp Mill.

a] Primary and Shared Jurisdiction in Other Countries

Some nations have changed their laws to recognize community-based property rights of forest-dependent communities. This process of recognizing community property rights was spurred by the growing public demand for rights to local self-determination and cultural sovereignty. Situations where indigenous people or local communities have primary or shared jurisdiction include:

- Colombia reformed its laws in 1995 to allow indigenous groups to register rights to territories they have historically occupied.[19]

- The Philippine Supreme Court recently provided legal recognition to indigenous concepts of ownership, bringing potentially as much as 20% of the nation's total land mass, including well over a third of the public forest estate, under local control.[20]

- In September 2001, the Inter-American Court affirmed the collective right of the Mayagna peoples of Nicaragua to their land, resources, and environment by "declaring that the community's rights to property and judicial protection were violated by the government of Nicaragua when it granted concessions to a foreign company without either consulting with the community or obtaining their consent." [21]

URSULA HELLER

INDIGENOUS PEOPLES AND LAND REFORM

International conventions and national political movements are driving governments to recognize the traditional ownership claims of indigenous peoples and recognize legal ownership and land use rights held by them and other local communities.

This growing recognition of rights for indigenous and other local communities is not simply an issue of justice. There is also an increasing convergence of economic development and environmental protection agendas. In addition, biologists … [are] acknowledging that the traditional management practices of these indigenous peoples can be positive for biodiversity conservation and **ecosystem** maintenance. There is growing evidence that local community-based entities are as good, and often better, managers of forests than federal, regional and local governments.—*Andy White and Alejandro Martin,* Who Owns the World's Forests?[22]

b]   Co-Management Initiatives in Other Countries

Co-management approaches between governments and indigenous and local communities are also increasing. For example, Nepal and India, have enacted innovative legislation to devolve rights to local communities to manage and benefit from forests that are still officially considered public land.[23] In India, it is estimated that 36,075 communities in 22 separate states are locally managing 10.2 million hectares of forest.[24] Nepal is widely regarded for one of the most progressive community forest programs in the world, with about 61% of the nation's forests being managed by almost 9,000 local user groups.[25]

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The move towards co-management is also actively under way in Tanzania, Gambia and Cameroon and in most of sub-Saharan Africa. In Africa, Tanzania is the leader in devolving management to local communities. Villages in Tanzania now control 19 million hectares of forest with other areas being transferred to local control.[26] These reforms have been effective because community groups have the authority to create and enforce local rules. This gives the community both the power and the responsibility to manage local resources.[27]

These reforms are of particular interest in British Columbia because a significant expansion of shared jurisdictional and co-management initiatives is a likely outcome of the ongoing struggle for both community control and First Nations title and rights.

c]   Communities with New Forms of Tenure

Many countries throughout the "developing world" are shifting away from industrial logging concessions. This trend is in an attempt to recognize indigenous and communal land rights, diversify and expand rural economic development, and resolve longstanding land-use disputes. For example, in Guatemala in 1998 new legislation facilitated the granting of four innovative management concessions (tenures) allowing local communities to manage timber and non-timber values.[28] Laos has also launched a pilot program granting 50 villages fifty-year management tenures. Recent research shows this approach has increased government revenues.[29]

British Columbia also has examples of similar innovative tenures. Iisaak Forest Resources, a joint venture between the Nuu-chah-nulth First Nations and Weyerhaeuser, is actively implementing ecosystem based logging in Clayoquot Sound.
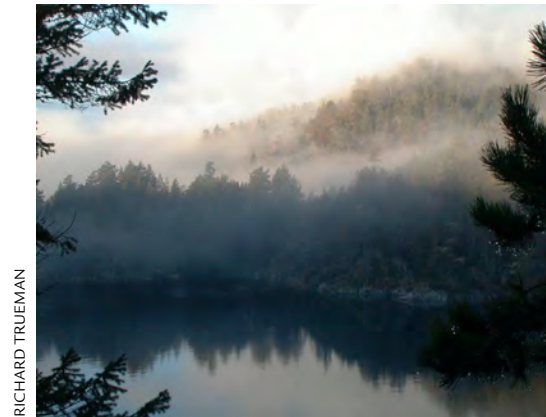
LAND REFORM IN OTHER COUNTRIES

Country	Key Reform
Nepal	Legislation enacted beginning in the mid-1970's reinforced the rights of local users and the 1993 Forestry Act began handing over public lands to communities.[30]
Mexico	Most of Mexico's forests are owned by indigenous and community groups. Reforms in the 1980s and 1990s suspended commercial concessions and created opportunities for indigenous/community management. 500 community-based operations are under way.[31]
Brazil	In 1988, Brazil's constitution recognized rights over land areas that indigenous groups traditionally occupied.[32]
Colombia	Colombia's constitution of 1991 recognizes and outlines a framework for collective territorial rights for indigenous groups and traditional communities.[33]
Zambia	In 1995, Zambia legally recognized customary tenure but with strong encouragement to convert to modern leaseholds and title. [34]
India	Over 10 million of 65.2 million hectares of public forests are co-managed by local groups.[35]
Australia	The Australian government returned ownership rights in 1996 to traditional Aboriginal groups. Portions are then leased back to the government for national parks.[36]
Bolivia	In 1996, Bolivia ruled that ancestral rights of community groups take precedence over forest concession holders where these rights overlap. Subsequently, the government reformed other laws to strengthen community rights.[37]
Mozambique	In 1997, title to lands became available based on customary rights.[38]
Philippines	The constitution of 1987 protects ancestral domain rights. New legislation provides legal recognition to indigenous concepts of ownership.[39]
Tanzania	In 1997, customary tenure is given statutory protection whether registered or not. Title to land based on customary rights becomes possible.[40]
Uganda	The Ugandan government has initiated an ambitious program of devolving land control to district and local councils.[41]
Guatemala	In 1998, the government granted local communities (partnered with NGOs) four concessions. Non-timber resources are managed locally under the same concessions with some on-site manufacturing.[42]
Borneo	The High Court acknowledged indigenous customary land rights and granted an injunction in declaring a major company's title to a disputed area null and void.[43]

The examples on the previous page illustrate that local control is a global trend that has largely been confined to the "developing world." British Columbia has the potential to expand these efforts to an industrialized country. In British Columbia, we are uniquely positioned because of our vast public lands and the unresolved question of aboriginal title. How we collectively as citizens respond over the coming years will determine whether historians look back on British Columbia as a success story for ecological and economic **sustainability**, or as another unwitting victim of industrial resource extraction.

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MANAGEMENT CONTROL ACROSS CANADA

Canada is unique among forest nations in that 94% of its forests are publicly owned, with 71% of the forests under provincial jurisdiction and 23% under federal jurisdiction. Only 6% of Canada's forests are private land, dispersed among an estimated 425,000 private landowners, mostly small woodlot owners.

Most forest tenures are between forest companies and provincial governments and grant access to Crown timber for varying periods, typically ranging from 5 to 25 years.

The main purpose of Crown forest tenures has been to facilitate the logging of Canada's extensive areas of primary forest.... Canada's forest tenures were not designed to provide opportunities for local community control of forests. Most Crown forest tenures were initially granted to large forest corporations in exchange for commitments from these companies to invest in Canada and develop a forest industry infrastructure. As a result of the existing tenure structure, and economic forces operating in the forest industry, the trend in recent decades has been towards increased concentration of forest tenures among a few, large forest companies, largely to the exclusion of community-based forestry and other smaller-scale forest tenures. As a result, there are few examples of community forests in Canada, despite Canada's extensive forests and long history of forest management.—*International Network of Forests and Communities*[44]

4   TYPES OF COMMUNITY FORESTS IN BRITISH COLUMBIA

There is a small, but growing, range of models of local authority over forest management decisions in British Columbia. As in other jurisdictions facing land reform pressures, the B.C. government has attempted to quell demands for local control by granting various degrees of management authority to community-based interests. The degree of local authority varies greatly—from sole and shared jurisdiction (generally resulting from legal agreements recognizing aboriginal title or rights or fee simple ownership), to co-management and various forms of tenure arrangements.

Until the creation of the Community Forest Agreement legislation in 1998,[45] there was no legal means specifically designed to facilitate community forests. In this policy vacuum, some local groups acquired traditional tenures or private lands. Others, such as the communities on the Central Region Board in Clayoquot Sound, were able to develop special rules that granted community and First Nations interests an enhanced role in management and planning.

The nature and size of community forests models vary considerably among communities, as do organizational structures and approaches to logging practices.[46] The following sections categorize and summarize the examples of local control initiatives according to the degree of authority held and exercised over local resources.

a]   Primary Jurisdiction Models

There are generally two situations where the primary jurisdiction or overriding authority rests with communities or First Nations: (1) lands privately owned by municipalities, community organizations or First Nations, or (2) First Nations lands over which aboriginal title and rights issues have been resolved.

i]   *Private Municipal Lands*

A few scattered municipalities have acquired private forestlands and operate them as community forests. Generally, these lands are owned in fee simple. Examples include North Cowichan and Chilliwack.

The municipalities have primary jurisdiction because they have the authority to make the management decisions and benefit from any profits. Currently, private lands are not subject to provincial forestry regulations or fees

Fort St. James is one of B.C.'s seven communities with a signed Community Forest Pilot Agreement.

Local Land Control Initiatives in British Columbia

Alaska (US)

British Columbia

Pacific Ocean

Alberta

United States

Legend

▲ Community Forest Pilot Agreements

● Forest Licences

■ Tree Farm Licences

◆ Municipally Held Private Lands

▼ Resolved First Nation Land Claims

⬠ Shared Jurisdiction Models

⬡ Co-management Models
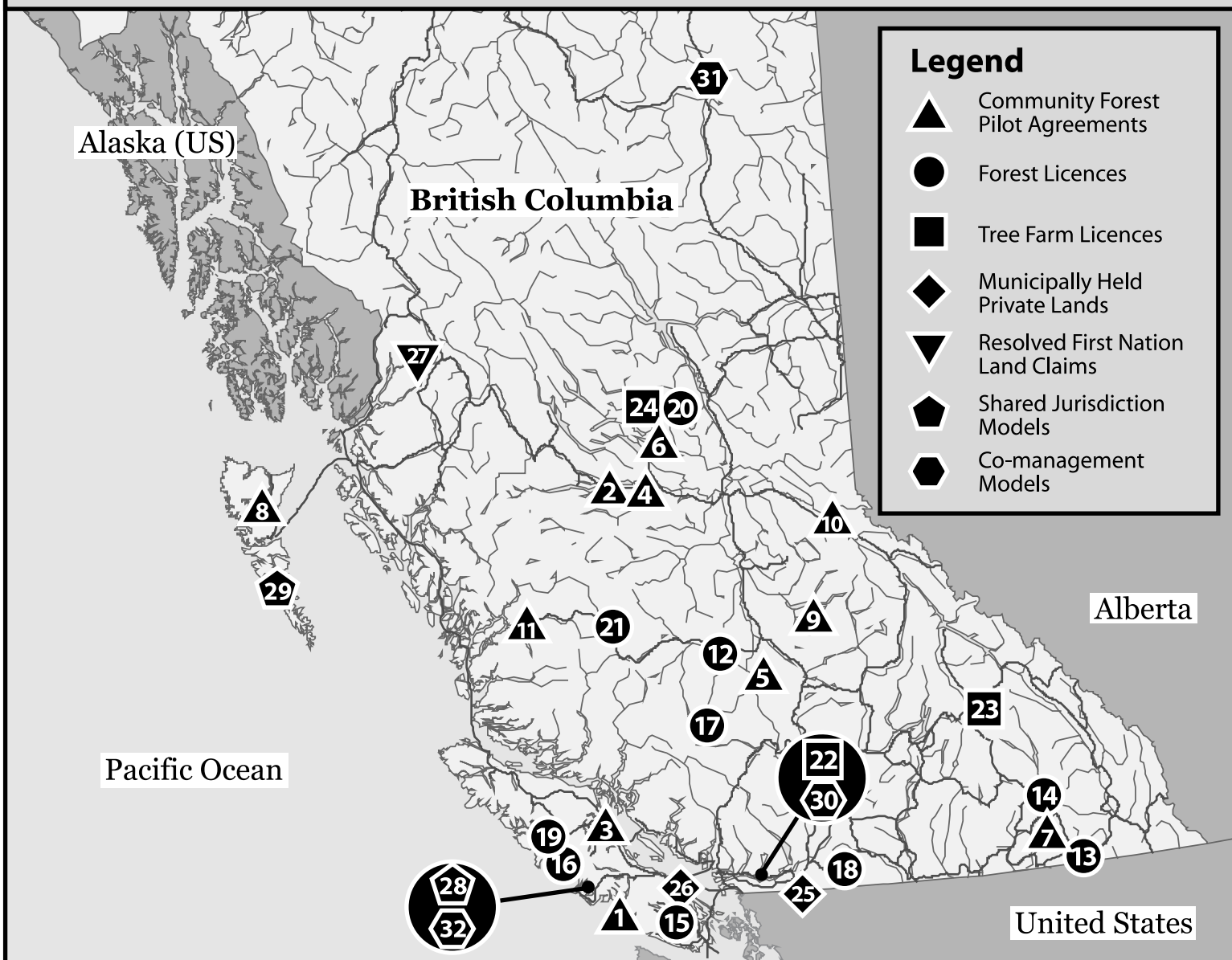
Community Forest Pilot Agreements
1. Bamfield / Huu-ay-aht *
2. Burns Lake *
3. Comox Valley (North Island Woodlot Corp.)
4. Cheslatta Carrier First Nation *
5. Esketemc First Nation *
6. Fort St. James *
7. Harrop - Procter *
8. Haida Gwaii (Island Community Stability Initiative)
9. Likely / Xatsu'll First Nation
10. McBride *
11. Nuxalk FIrst Nation

* Denotes Community Forest Pilots
   with final agreements as of August, 2002.

Forest Licences
12. Alexis Creek
13. Creston
14. Kaslo
15. Lake Cowichan
16. Mowachaht - Muchalaht First Nation
17. Xeni Gwet'in First Nation
18. Princeton

19. Tahsis / Zeballos / Gold River
20. Takla Lake First Nation
21. Ulkatcho First Nation

Tree Farm Licences
22. Mission
23. Revelstoke
24. Tal'azt'en First Nation

Municipally Held Private Lands
25. Chiliwack
26. North Cowichan

Resolved First Nation Land Claims
27. Nisga'a Agreement

Shared Jurisdiction Models
28. Clayoquot Sound Central Region Board
29. Gwaii Haanas Agreement

Co-management Models
30. Indian Arm Provincial Park / Say-Nuth-Khaw-Yum
    Heritage Park Management Agreement
31. Muskwa - Kechika First Nation
32. Regional Aquatic Management Society

(**stumpage**) that apply to **Crown land**. However, the provincial government has the authority to regulate private lands at some point in the future if it so chooses.[47]

Given the limited amount and high value of private forested land available in British Columbia, expanding community forests by this means is neither feasible nor desirable for most communities. As a result, expansion of this category of community forests is limited.

In addition, many people are philosophically opposed to this approach, arguing that communities should not be required to buy back public land. By its very nature, many people believe all public land belongs to the people of British Columbia and should be made available to communities and First Nations.

ii] First Nations lands over which aboriginal title and rights issues have been resolved

The land claims of most First Nations remain unsolved. Therefore, the primary jurisdiction over decision-making remains unresolved for most provincial forestlands. Currently, the Nisga'a agreement is the most high-profile example of First Nations gaining authority over lands and resources resulting from recognition of aboriginal rights and title.

The Nisga'a Final Agreement clarified jurisdictional questions related to resource issues, including forestry, over approximately 2020 square kilometres in the Nass Valley in western British Columbia (north of Terrace). On these lands, under the agreement, the Nisga'a will ultimately control all forest decision-making. The Final Agreement gives the Nisga'a an unprecedented amount of authority over forestry on their lands. After a five-year transition period, the Nisga'a may establish rules and standards governing forest practices on Nisga'a lands, with the proviso that they must meet or exceed provincial standards.[48] However, the legacy of unsustainable logging in the Nass Valley will limit the Nisga'a future options.

As other First Nations' land claims are resolved through the courts, treaties or other forms of legal agreements, this category of local control should increase appreciably. In the future, recognition of aboriginal rights and title may result in terms in which First Nations authority over lands and resources differ from the Nisga'a model. In fact, many First Nations philosophically reject the land selection model that the Nisga'a agreed to.

b]   Shared Jurisdiction

Shared jurisdictional models in British Columbia can only result from government-to-government negotiations between First Nations' and Canadian governments. While none of the existing agreements truly share power equally between First Nations and government, they have allowed some First Nations to exercise significant control over some decisions prior to the resolution of larger land claims.

The distinctions between co-management and shared jurisdiction are subtle but important. Under a co-management arrangement a decision making role is delegated. Conversely, in a shared jurisdictional model, two equal parties come together to decide how to share decision-making.

To date, the following two examples come closest to true shared jurisdiction:

*   *The Gwaii Haanas Agreement* — a mutual agreement between the Council of Haida Nations on Haida Gwaii (Queen Charlotte Island) and the Government of Canada. This Agreement acknowledges the existence of two distinct yet equal land designations for Gwaii Haanas as both a Haida Heritage Site and a national park.[49] The decision-making structure set out is an equal process; **consensus** decisions result in a recommendation to both governments. The Agreement does not explicitly place final decision-making in the hands of the Canadian Government as do many such agreements.[50]

*   *The Clayoquot Sound Central Region Board (CRB)* — recognizes and implements a government-to-government relationship between representatives from all five central region Nuu-chah-nulth First Nations and the provincial government. Several elements distinguish the CRB from other so-called shared decision-making models: (1) All plans, permits and decisions related to resource-use and land-use planning must be reported to the CRB; (2) Recommendations about these decisions cannot be made by the Board without approval from First Nations' representatives on the Board; and (3) If the CRB's recommendations are not implemented to its satisfaction, the CRB may refer the matter indirectly to Cabinet, and the Ministers of British Columbia. [51] *(See Appendix 1 for more details.)*

First load of logs from the Burns Lake Community Forest.

c]   Co-Management Models

Co-management is essentially a delegated form of sharing power. Co-management is said to exist when government devolves or delegates authority to make certain types of management decisions to some other entity. However, the extent of the power sharing varies widely from agreement to agreement.[52]

Some co-management or quasi-co-management models exist in British Columbia. They are particularly important for communities that do not want to become loggers or take on the myriad responsibilities of a licensee. Co-management is often the preferred option for communities or First Nations that just want the authority to make management decisions over local lands, to set planning priorities and to approve on-the-ground operations.

Co-management agreements are a means by which to do just this. Co-management agreements go by many names, including "**Interim Measures Agreement**s, "Memoranda of Understanding" and "Park Management Agreements." Unfortunately, the term co-management is used quite loosely in British Columbia. Some relationships conventionally referred to as co-management in fact are advisory bodies with no real decision-making authority. They do, however, have notable common features, described by Jessica Clogg, staff lawyer, West Coast Environmental Law as follows:[53]

- They recognize that the management agreement reached is without prejudice to aboriginal title and **treaty** negotiations.

- They generally provide for the creation of a management board with representation by the First Nation and the provincial or federal government. These boards generally make decisions on a consensus basis.

- They set out the responsibilities of the board, which range from an advisory capacity to management responsibility over the area.

Some people have rightly questioned whether any of the existing co-management agreements constitute true community forests due to their inherent lack of real community decision-making authority. In some cases, nonetheless, these agreements can be important stepping-stones to more significant control for First Nations and communities.

i]   *Community resource boards*

One form of co-management, developed specifically in response to the demand for more community control, is the community resource board. While these boards do not give communities direct land control, they do allow for community interests and values to be included in land-use decisions. These boards range from relatively powerless advisory roles to politically significant authority over management functions.

Community resource boards were initiated in many communities to provide a formal structure through which to engage in land-use planning. The boards were intended to provide a hands-on opportunity to reconcile competing interests and help advise government on land-use decisions. To date, most community resource boards have been advisory bodies with no real decision-making authority. They are usually composed of some combination of elected and appointed members.

ii]   *Other co-management agreements*

The following are examples of co-management agreements, each of which was implemented in response to political pressure from communities and First Nations:

- *Muskwa-Kechika Advisory Board* — a board in British Columbia's northeast with broad-based representation of many diverse stakeholders, serving in an advisory capacity to the provincial government around stewardship of special management areas.[54] *(See Appendix 1 for more details.)*

- *Regional Aquatic Management Society* — assists with regional management of aquatic resources on the central west coast of Vancouver Island. The Society is comprised of representatives from the Nuu-chah-nulth, the provincial government, and the Canadian government with participation from regional and municipal governments, fishermen, and environmentalists.[55]

- *The Indian Arm Provincial Park/Say-Nuth-Khaw-Yum Heritage Park Management Agreement* — Through the Agreement, the Tsleil-Waututh First Nations were able to identify areas of exclusive or priority use and jointly prepared a management plan for the park. Although the First Nations has two of five seats on the board, the Minister of Parks has the final say regarding park management.[56]

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d] Tenure/licences

Until recently, communities have been trying to adapt standard forms of industrial tenure to their needs. The various forms of tenure currently being used by community forests are set out in the subsections below.

i] *Community Forest Pilot Agreements*

Community Forest Pilots are the only form of tenure specifically designed for community forests. In January 1998, the Ministry of Forests invited expressions of interest to participate in a proposed Community Forest Pilot program. Over 100 communities submitted letters of interest. After the introduction of new legislation, the Ministry received 27 full applications within a restrictively short four-month application time window. Many other interested communities were dissuaded from applying by the short application deadline, anticipated high cost of preparing a full application, and strict requirements of the program.

According to the communities that kept track of their costs during proposal development stage alone, the full costs incurred (hard costs plus in-kind contributions) started no lower than $136,000 and reached as high as $215,000.[57]

The most restrictive requirement of this program is that a community can only apply for land or timber that has not already been allocated to another licensee. Since most of the Province's forestlands are already allocated to the ten major industrial forestry companies and those companies and the government are unwilling to surrender control of those lands without compensation, this condition excludes most prospective applicants.[58]

By the summer of 2002, eleven Community Forest Pilot Agreements (CFPAs) had been awarded "in principle" across British Columbia. An award in principle means the provincial government responded favourably to a community

The McBride community forest—one of the new Community Forest Pilot Agreements—encompasses the Robson Valley walls on either side of the community.

REQUIREMENTS OF COMMUNITY FOREST PILOT AGREEMENTS (CFPA)

CFPA holders must comply with legislative requirements of the Forest Practices Code, Forest Act, and all other applicable acts and their regulations. This includes preparing management and operational plans, cutting permits and road permits. Community Forest Pilot Agreement holders are also responsible for the costs of road building, harvesting, reforestation and payment of stumpage.—*Ministry of Forests,* "Community Forest Pilot Agreements" *fact sheet*[59]

The Village of Procter (shown here) along with neighbouring Harrop jointly hold one of British Columbia's Community Forest Pilots. Their community forest rises above the community, encompassing the source of their drinking water.

PHOTO: HARROP/PROCTER WATERSHED PROTECTION SOCIETY.

application and invited that applicant to negotiate final terms of a tenure agreement with the provincial government.

The current Community Forest Pilots vary in size from 418 hectares (ha) to 60,860 ha. *(See the Community Forest Pilot Agreements section below for more details.)* The organizational structures of the Pilots range from community corporations to co-ops, First Nation band councils to town councils, and from societies to joint partnership arrangements. The Pilots are distributed around the Province and throughout diverse ecosystems. Eight of the 11 pilots are either First Nation initiatives or have meaningful First Nation involvement. The pilots have adopted a broad range of forest management styles ranging from relatively status quo industrial forestry to innovative **ecoforestry** practices.

As of August 2002, only three of the 11 pilots had begun logging activities: Harrop/Procter, Burns Lake, and the Esketemc First Nation in Alakali Lake. Three more have signed tenure agreements with the provincial government: Fort St. James, Bamfield/Huu-ay-aht and McBride. The Bamfield/Huu-ay-aht Community Forest is in the final stages of Forest Management Plan development and will soon embark on their first **Forest Development Plan** with some harvesting occurring in the fall/winter of 2002.

The remaining five have not signed tenure agreements with the provincial government. The communities of Haida Gwaii, Comox Valley and Nuxalk First

Nation in Bella Coola have been delayed due to internal issues. The communities of Likely and Xatsu'll, which submitted a joint application, were only recently offered their licence, so they are still negotiating their agreement.[60] The eleventh CFPA, awarded to the Cheslatta Carrier First Nation outside of Burns Lake, was signed on July 31st, 2002. It will take some time for their tenure to be finally granted.

In addition to these initial eleven agreements "in principle", direct invitations to apply for a CFPA have been made to three First Nations: the Cowichan Tribes in Duncan, the Carrier Sekani Tribal Council based in Prince George,[61] and the Westbank First Nation in Kelowna.

ii]   *Forest Licences*

Ten Forest Licences were awarded to community bodies (i.e. municipalities, community societies, corporations or band councils) in the mid to late 1990s. *(See the Community-Held Forest Lands chart below for details.)* A few more are currently being negotiated. Forest licences are conventional, industrial, **volume-based**, short-term (5 to 15-year), non-replaceable licences, with very little authority to manage specific lands. They are, therefore, not ideal for community forest initiatives. Their limitations are discussed later in this report.

A few of these initiatives have been highlighted throughout this report. In particular, we address Creston, Kaslo, and to a lesser degree, the joint licence held by the communities of Tahsis, Zeballos and Gold River. Their **Allowable Annual Cuts** are set at 15,000 m³, 10,000 m³, and 40,000 m³ respectively.

iii]   *Municipal Tree Farm Licences*

A few municipalities hold Tree Farm Licences (TFLs), which in theory could enable community forestry on the lands within the licence. However, even though TFLs are area-based and confer the broadest range of management rights of any standard industrial tenure, the licensee has little control over the type of products it wishes to manage for, the forest practices it wishes to apply, or the rate at which it wishes to log timber.[62] These 25-year, replaceable licences require municipalities to pay stumpage, follow standard provincial forestry regulations, and log a **volume** of wood annually (the Allowable Annual Cut, or "AAC") that is pre-determined by the Ministry of Forests.

There are three community-held Tree Farm Licences in the Province. Tanizul Timber Limited TFL 42, owned by the Tl'azt'en Nation 50 kilometres northwest of Ft. St. James (1983),[63] the Mission Municipal TFL 26 (1958) and the Revelstoke Municipal TFL 56 (1993). *(See chart on opposite page for details.)* Lessons from the Revelstoke model are highlighted throughout this report.

A small-road-side landing in the Creston community forest—one of the many communities trying to make a traditional Forest Licence work for the community.

COMMUNITY-HELD FOREST LANDS

Community	Structure (type)	Type of Tenure	Area (ha)	AAC (m3)	Year Tenure Acquired	Logging as of August 2002
North Cowichan	Municipal	Private Municipal Land	5,000	N/A	1946	Yes
Mission	District	TFL 26	10,414	41,200	1958	Yes
Tanizul Timber Limited	First Nation Board	TFL 42	49,394	120,000	1983	Yes
Revelstoke	Municipal	TFL 56		88,000	1993	Yes
Lake Cowichan	Co-op	Forest Licence 15 year	N/A (vol. based)	15,000	1994	Yes
Tahsis/Zeballos/ Gold River	Corp.	Forest Licence 15 year	N/A	40,000	1997	Yes (on hiatus)
Creston	Corp.	Forest Licence 15 yr	N/A	15,000	1997	Yes
Kaslo	Society	Forest Licence 15 yr	6,100	10,000	1997	Yes
Alexis Creek	First Nation	Forest Licence 5 yr	N/A	60,000	1996	Yes
Mowachaht-Muchalaht First Nations	First Nation	Forest Licence	N/A	20,000	1996	Yes
Xeni Gwet'in First Nation	First Nation	Forest Licence	N/A	50,000	1996	Yes
Princeton		Forest Licence	N/A	20,000	1996	Yes
Takla Lake Band	First Nation	Forest Licence 8 yr	N/A	80,000		Yes
Ulkatcho Band	First Nation	Forest Licence 5 yr	N/A	140,000	1994	Yes
Burns Lake[64]	Municipal	CFPA	23,325	23,677	2000	Yes
Harrop/Procter	Co-op & Society	CFPA	10,860	2,603	2000	Yes
Esketemc First Nation	Band Council	CFPA	25,000	17,000	2001	Yes
District of Fort St. James	District	CFPA	3,582	8,290	2001	No
Bamfield/Huu-ay-aht	Society	CFPA	418	1,000	2001	No
McBride	Municipal	CFPA	60,860	50,000	2002	No
Cheslatta Carrier First Nation	Band Council	CFPA	25,000	Not yet agreed	2002	No
Likely/Xatsu'll	Corp.	CFPA	Not yet agreed	Not yet agreed	Out-standing	No
North Island Woodlot Corp. (Comox Valley)	Corp.	CFPA	Not yet agreed	Not yet agreed	Out-standing	No
Nuxalk First Nation	Band Council	CFPA	Not yet agreed	Not yet agreed	Out-standing	No
Island Community Stability Initiative (Haida Gwaii)	Multi-community board	CFPA	Not yet agreed	Not yet agreed	Out-standing	No

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Cortes Island—one of many BC communities actively seeking local tenure.

iv]   *Community-held woodlot licences*

Woodlot licences are small, area-based tenures, usually issued to private individuals for management in conjunction with their own private woodlands. The Crown portion of the woodlot may not exceed 600 ha in the interior and 400 ha on the coast. These licences are of limited utility for community forests for two main reasons. First, they are too small for any meaningful community forest. And second, the administrative and operational requirements similar to those of large licensees and do not allow a community sufficient management autonomy. However, approximately 25 communities hold woodlot licences.[65] They are not included in this report.

However, it is important to note here that the newly formed British Columbia Community Forest Association is working with the Federation of B.C. Woodlot Owners because of their experience in small tenure management, development of extension programs, and general political involvement.

v]   *Communities still seeking tenure*

Dozens of communities continue to seek more local control in a variety of forms. *(See map on opposite page.)* Most of these initiatives are in the initial stages of planning and organizing. Since community forests are still a new phenomenon, this is no surprise. However, a few communities have completed extensive community planning and local organizing. As a result, some local initiatives have developed broad local support and built alliances with other constituencies such as local value-added manufacturers and First Nations.

While collectively the community forests movement has yet to develop sophisticated provincial political strategies, some initiatives have begun to develop more sophisticated lobbying tactics. Cortes Island is at the vanguard of these communities and is highlighted throughout this report.

However, it is worth restating, other community forest initiatives exist in various forms all over the Province. Where relevant, some of these initiatives are highlighted in Parts B and C.

Communities With Interest* in a Community Forest

British Columbia

Alaska (US)

Alberta

Pacific Ocean

* All communities have officially expressed interest to the provincial government.

United States

1. 100 Mile House
2. Alberni-Clayoquot
3. Alexis Creek
4. Alkali Lake / Esketemc First Nation
5. Bella Bella First Nation
6. Big Creek
7. Boundary Economic Deleopment Commission
8. Brave Engineering
9. Broughton Island
10. Burns Lake
11. Campbell River
12. Canadian Overseas Log and Lumber Ltd.
13. Canim Lake
14. Central Coast Regional District
15. Chemainus First Nation
16. Cherry Ridge
17. Cherryville
18. Chetwynd
19. Cheslatta Carrier First Nation
20. Chilliwack
21. Clayoquot Sound Central Region Board
22. Coast Forest Management Ltd.
23. Cortes Island
24. Cowichan Lake
25. Cranbrook
26. Denman Island
27. Ditidaht First Nation
28. Elkford
29. Elphinstone Mountain
30. Enderby
31. Forest Renewal BC
32. Fort Fraser
33. Fort Nelson-Liard
34. Fort St. James
35. Gambier Island
36. Germansen Landing
37. Gitanyow Development Corp.
38. Gold River
39. Golden
40. Grand Forks
41. Harrop - Procter
42. Hazelton
43. Heiltsuk First Nation
44. Hixon
45. Hope
46. Hornby Island
47. Huu-ay-aht First Nation
48. Islands Trust
49. Kaslo
50. Kimberly
51. Kitimat
52. Kwakwaka'wakw Mainland Forest Alliance
53. Ladysmith
54. Lantzville
55. Likely
56. Lillooet
57. Little Fort
58. Logan Lake
59. Long Beach
60. Lumby
61. Malcolm Island
62. Maple Ridge
63. McBride
64. Merritt
65. Merville
66. Mission
67. Monashee
68. Mount Currie
69. Mount Waddington
70. Nakusp
71. Nanaimo
72. New Gen Resources Consultants
73. Nisga'a Economic Enterpises Inc.
74. Noostel Keyoh Development
75. North Island Woodlot Corporation
76. North Thompson
77. Nuu-chah-nulth Uchucklesaht First Nation
78. Nuxalk Nation
79. Omineca Community Forest Ltd.
80. Oona River
81. Osoyoos
82. Pacheedaht First Nation
83. Pemberton
84. Plateau Road Residents Association
85. Port Alice
86. Port Hardy
87. Powell River
88. Prince George
89. Princeton
90. Qualicum Beach
91. Queen Charlotte Islands
92. Quesnel
93. Roberts Creek
94. Rosswood Community Association
95. Salmo & Ymir
96. Salmon Arm
97. Saturna Island
98. Sayward
99. Shuswap First Nation
100. Sicamous
101. Skeetchestn Band
102. Sliammon First Nation
103. Slocan Valley
104. Sooke
105. Squamish First Nation
106. Stewart
107. Sto:lo Nation
108. Summerland
109. Tahsis
110. Terrace
111. Thomas and Norwell Forestry Consulting
112. Tofino
113. Trail
114. Tumbler Ridge
115. Uchucklesaht
116. Ucluelet
117. Upper Skeena
118. Valemount
119. Vanderhoof
120. Wells
121. Whistler
122. Williams Lake
123. Xeni'gwet'in First Nation
124. Xaxli'p First Nation
125. Youbou
126. Yun Ka Whu'ten Holdings Ltd.

THE BRITISH COLUMBIA COMMUNITY FOREST ASSOCIATION

In March 2002, at a community forest forum in Victoria, representatives from 10 community forest organizations formed the British Columbia Community Forest Association (BCCFA). The BCCFA is a non-profit society, with the mission to promote and support the practice and expansion of sustainable community forest management in British Columbia. The Association will act as a unified voice for the interests of all B.C. communities engaged in community forest management, as well as those seeking to establish community forests.

Representatives from BC Community Forests. *(Left to right)*, *back row:* Ramona Faust (General Manager, Harrop-Procter), Heather Pinnell (Forest Manager (RPF), Harrop-Procter), Bruce Ellingsen (President, Cortes Ecoforestry Society), Roger Oliver (Director, Harrop-Procter), Dennis Morgan (Manager, Bamfield/Huu-ay-aht Community Forest Society), Jim Smith (Manager, Creston Valley Forest Corporation), Gerald Nyse (Kitimat Village), Mike Fuller (Director, Burns Lake Community Forest), Carol Feagan (Director, Harrop-Procter), Irvine Johnston (Esketemc First Nation Community Forest), Gary George (Wetsu'weten First Nation), Rob Duncan (Harrop-Procter)

Front row: Jennifer Gunter (Kaslo and District Community Forest Society), Kymm Hlady (Bamfield/Huu-ay-aht Community Forest Society), Susan Mulkey (Kaslo and District Community Forest Society), Paul Jean (Chair of Burns Lake Community Forest and Mayor), Rami Rothkop (Director, Harrop-Procter), Brian La Point (Esketemc Community Forest), Len Apedaile (Comox Valley Community Forest), Pat Chelsea (Esketemc First Nation Community Forest), Ken Guenter (General Manager, Burns Lake Community Forest) 🪷

$\boxed{\text{PART B}}$

OBSTACLES TO
COMMUNITY FORESTS

*It is the political will of the people that makes and
sustains the political will of governments.*

— James P. Grant, former Executive Director, UNICEF

Community forests reach communities. Here Dawn Stronstad, Burns Lake
Community Forest forester *(left)* and her team are committed to youth education. PHOTO: BLCComFor

OBSTACLES TO COMMUNITY FORESTS

The provincial policy framework neither supports community forests, nor allows for its added costs of operation.

From our research, it is apparent that there are two categories of obstacles facing community forestry initiatives. First, in many communities, there is a shortage of internal human capacity needed to secure and then implement local control. Second, the provincial policy framework neither supports community forests, nor allows for its added costs of operation. This part elaborates on these obstacles, drawing examples from our community interviews and analysis of the provincial government's policies and legislation. Periodically, we suggest solutions for how these obstacles can be addressed.

1   LIMITED HUMAN CAPACITY

The first major obstacle to the success of local land initiatives is the lack of internal community capacity. Put simply, highly-skilled people are required to initiate and complete a campaign to acquire local land control. As some provincial success stories demonstrate, this obstacle can be overcome through focused effort at the local level. That effort, however, requires significant mobilization of people and their abilities and it remains a significant impediment to the success of community forest ventures throughout most of British Columbia.

Communities and First Nations across the Province have vastly unequal levels of technical, legal, and political skills. Some places have a wealth of highly-skilled and experienced people (many of them retired, semi-retired, or under-employed), who are willing and able to volunteer, sit on boards, and fill staff and contract positions. For example, communities such as Harrop/Procter, Creston, Kaslo, Burns Lake, Bamfield/Huu-ay-aht and others have been very fortunate to have in their midst **Registered Professional Foresters**, forest technicians, business people, and volunteers or staff with fundraising, interpersonal, leadership skills and general forestry knowledge. Where available, skilled volunteers have made significant contributions to all aspects of advancing community forest initiatives.

GOVERNMENT DOWNSIZING

Government downsizing is leaving many communities with fewer resources, both human and technical. Government cuts are affecting community forests. As a result of major staffing cuts, local Ministry of Forests' offices are closing in many towns across British Columbia. Over 1,300 full-time equivalent jobs will be lost in the next few years within the Ministry of Forests alone.[66] The workforce in the new Ministry of Sustainable Resource Management is also being cut by 36%.[67] The effect of these cuts on community forests could be substantial. For example, the Ministry of Forests liaison for the Community Forest Pilot program will likely be let go early in 2003.

For many towns, the cuts are a double hit. First, the community suffers from the spin-off effects of reduced employment. Second, fewer government staff means less on-the-ground support and access to resources. Professional jobs are leaving town. In addition to the services they provide at work, many government staff are valuable leaders and volunteers in the community. For example, the loss of 29 professional government jobs in McBride in 2003, a town of 700, will have a huge social and economic impact.[68] Many of these government employees will leave town if there are no alternatives available. In areas that are losing Ministry of Forests' offices, there will be not only less supervision of logging, there will also be fewer resources available to help community forests.[69]

Robson Valley Forest District in McBride—one of the many Forest Service District offices being closed this year. This office provided significant support for the McBride Community Forest.

It is astonishing that so many communities have been able to accomplish so much with so few financial resources through relying on volunteers.

Ken Guenter, Mike Pritchard and Dawn Stronstad provide valuable local expertise to the Burns Lake community forest.

In other communities, necessary skills are scarce. Communities lacking home-grown skills have compensated in a number of ways. For example, in Esketemc and Fort St. James, the community sought and hired a forester from outside the community and have benefited from doing so. Other communities in this situation have decided to hire locally and with less than ideal results. When volunteer skills are not available locally, potential initiatives have been seriously inhibited by the lack of available funding to hire the necessary services. In still other communities, there is a very strong and skilled board and staff, but so far they have not been able to generate much interest and involvement from the community at large.

Finally, although government staff levels are relevant to political obstacles below, the cutbacks that began in 2002 have also had a particularly significant effect on human capacity in many rural communities. As the number of Ministry of Forests' employees in rural communities diminishes, so will the pool of knowledgeable people. Opportunities for mentoring, bureaucratic championing of local initiatives, and other forms of assistance to these community leaders will disappear. The government cutbacks may raise the hurdle of limited human capacity even higher.

As with many obstacles, this limitation may also be an opportunity. As Ministry of Forests' employees are cut and regional offices are closed down, some community forests may be able to hire these skilled forestry employees and keep them in their communities. However, the limited financial capacity of most communities will make this difficult.

The importance of human resources cannot be understated. The task of developing, acquiring and implementing community land-control initiatives is enormous. It requires a complex balance of technical, business, political, and human skills. Few, if any, individuals have strong skills in all these areas. Therefore, the success of an initiative requires the effective coordination of different people (mostly volunteers) possessing complementary but distinct skills. This is a difficult task at the best of times, even amongst well-resourced organizations. The Bamfield/Huu-ay-aht relied exclusively on volunteers until 2002, when they hired their first staff. It is astonishing that so many communities have been able to accomplish so much with so few financial resources through relying on volunteers. This is a testament to the passion and the dedication of those involved in the community forest movement.

The specific types of skills needed to make community forests succeed are detailed in Part C and in the follow-up report on solutions.

SUGGESTED SOLUTION

All supporters of community forests need to ensure sufficient financial and technical support is available at the local level to train, mentor, advise, and sometimes pay for the skills needed to make local control initiatives succeed. Environmental groups, funders and concerned individuals need to provide more resources, including financial support, to local initiatives. Supporters should also co-ordinate their efforts and demand government provide more resources to support local initiatives.

2   POLITICAL AND POLICY OBSTACLES

Significant political and legislative obstacles exist that prevent community forestry from flourishing. Given the relatively minor role community forests have played in British Columbia's larger forest industry, it is not surprising that provincial policies and legislation have been written—and continue to be written—in ways that discriminate against community forestry and promote the current industrial model.

There are two categories of obstacles at the provincial policy level. First, communities lack of access to land. Second, if a community acquires control (perhaps through a tenure) the initiative then faces a policy framework that poorly accommodates local needs.

Together, these restrictive policies constrain available land, create unnecessary bureaucratic burdens, and set thresholds that are unattainable by local initiatives. Each of these issues will be explored more fully in the following subsections, organized under (a) policies that inhibit securing control, and (b) policies impeding on-the-ground forestry. Throughout these sections, potential solutions are suggested. These brief notes emphasise that the status quo does not have to stay in place, and they foreshadow the more comprehensive solutions in our follow-up report.
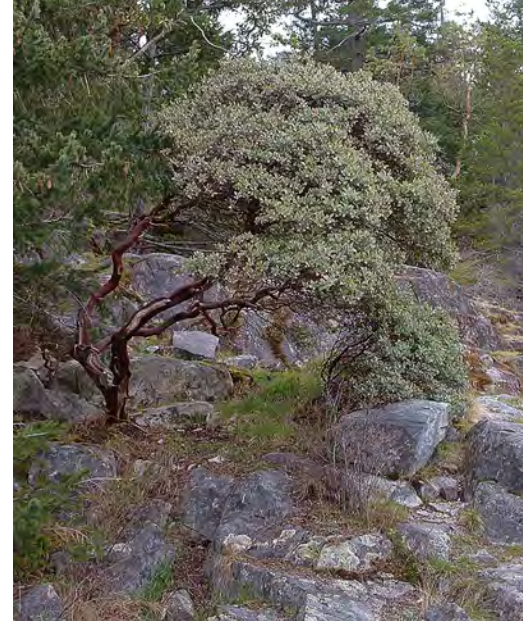
In many cases, the granting of community forest tenure is really the government's response to a specific, local, political problem rather than part of a broader program to foster community forests.

a]   Policies that Inhibit Securing Control

Numerous assumptions and political choices that inhibit the growth of community control initiatives are built into provincial policies. In many cases, the granting of community forest tenure is really the government's response to a specific, local, political problem rather than part of a broader program to foster community forests. Following a brief discussion of current political trends influencing government decisions on local control, this section describes the following policy obstacles:

- Allocations of land and wood supply;
- Centralized decision making;
- Limited legal means for local control; and
- Inherent timber bias and dependence on timber revenue.

i]   *Political trends around community control*

In recent years, community forests have been awarded not solely on merit, but also because of political considerations. This may be obvious, but little has been reported on which political considerations seem to be most influential. More than 100 communities formally expressed interest in acquiring a pilot tenure, yet only eleven pilots have been awarded. How does government differentiate one proposal from another and make decisions?

In our analysis of the granting of recent tenures a few trends emerged. Proposals that include First Nations and proposals for areas with political profile or major social constraints seem to have a big advantage in the government selection process.

UNEVEN PLAYING FIELD

Indigenous and other communities are increasingly acknowledged for being important stewards of the global forest estate. This relatively new development provides an historic opportunity for sustainable forest conservation and economic development ... Unfortunately, in addition to contending with historic political discrimination, community management is often doubly disadvantaged from a policy perspective: first because the policy frameworks of most governments privilege agriculture over forestry, and second because most forest policies privilege large producers over small. Performing on these "unlevel playing fields" is very difficult, effectively competing even more with established enterprises.—*Andy White and Alejandro Martin*, Who Owns the World's Forests?[70]

First Nations involvement preferred

There is a strong tendency to use Community Forest Pilots to devolve control to First Nation initiatives and First Nation partnerships. Recently, the majority of tenures and jurisdictional authorities that have succeeded in acquiring enhanced control have involved First Nations. In addition, recent amendments to the *Forest Act* have created new mechanisms to grant tenures to First Nations. [71] Under these amendments, the government may invite a First Nation to apply for a licence or CFPA, and can directly award these to the First Nation.[72]

In recognition of this preference for First Nation initiatives—and in the realization that common objectives exist—new partnerships are forming between First Nation and non–First Nation communities to acquire joint community control. In some communities, this is a positive move and in others, First Nation involvement has been a divisive issue or has meant just a token inclusion.

Any new initiatives clearly have a much better chance of securing control where there is meaningful First Nations involvement.

A paddle dance, to bid safe journey, performed by Klahoose youth at the Memorandum of Understanding signing between the Cortes Ecoforestry Society and the Klahoose First Nation, July 1999. PHOTO: RICHARD TRUEMAN

SUGGESTED SOLUTION

The current practice of giving priority to First Nations initiatives should continue. However, additional lands should be made available to non-native community forest initiatives if First Nations are not negatively affected.

"Socially contentious" lands

Controversy draws government attention. The government is using community forests to offload management of socially contentious areas onto communities. Where land has been made available for community forests, it is almost without exception located in areas that are inaccessible or undesirable to industry due to local or "social" reasons. These areas have often been the subject of significant political and financial pressure. In British Columbia, as everywhere, the squeaky wheel gets the government grease.

It is not surprising that community forests are granted to appease "uppity" locals or to facilitate logging in forests that would otherwise incur dramatic community opposition. These areas are commonly **domestic watersheds** and

Any new initiatives clearly have a much better chance of securing control where there is meaningful First Nations involvement.

The proposed Cortes Island community forest includes both private and Crown lands that are checker boarded in amongst residential lands. MAP PRINTED WITH PERMISSION FROM THE CORTES ECOFORESTRY SOCIETY.

community viewscapes. Often they are lands in the backyards of communities with a track record of creative resistance. For example:

• In Clayoquot Sound, government has approved innovative tenures and enhanced local decision-making partly as a result of the major campaigns waged over logging in the region in the early to mid-1990s.

• The McBride community forest in Robson Valley is operating on lands adjacent to residential areas that come attached with other community priorities. Unlike most community forests, McBride is located within some of the largest intact stands in the Valley.

• The Kaslo community forest includes streams that provide drinking water for many people including those that live in the Village itself. Due to the steep topography, the logging in the community forest is very visible from residential areas and the highway. This makes it a less socially acceptable place for large companies to operate.

• First Nations and local activists in Harrop and Procter and on Cortes Island have a long history of resistance. The land included in the Harrop/Procter community forest and the land currently under consideration for local control on Cortes, had in both cases, been tenured to industrial operators for years. However, no logging ever took place due to public pressure. The only option available to government and industry in these situations was to negotiate some form of local control. Harrop/Procter has already succeeded in securing a Community Forest Pilot, and the Klahoose First Nation and Cortes Ecoforestry Society are well positioned to succeed.

CRESTON'S SOCIAL ACTIVISM

Creston has a conventional Forest Licence and is operating in a socially contentious area that has already been heavily cut. These lands lie immediately adjacent to the community and include the community's drinking water supply area. Community residents have a track record of successfully blockading commercial activity in their drinking water supply. No logging has happened to date in that part of the community licence.

Since in other areas Creston is practising forestry in an ecologically sensitive manner,[73] the community can selectively extract trees between previously clearcut blocks that conventional forestry operators would not be allowed to access. Government benefits because Creston is then paying stumpage fees to the Crown that would otherwise not be collected for decades to come. In the process, the community forest is creating valuable local employment.

In short, if Creston were doing conventional forestry, it simple would not be in operation. Local residents, orchard operators, and the local brewery, all of which depend on clean water, simply would not tolerate industrial activities in their watershed.

It is clear from the provincial experience that communities with a history of creative resistance to conventional industrial forestry are more likely to succeed in securing local control. Not surprisingly, the possibility that non-locally controlled operations will be met with roadblocks and other protests increases community's chances of acquiring tenure or other forms of control.

The Community Forest Advisory Committee,[74] established by the government to make recommendations on the Pilot program, did allocate some experimental Community Forest Pilots. However, these have tended to be rather low-risk allocations. In the case of Bamfield/Huu-ay-aht, they were largely selected because the proposal was for a small land-base with a small annual cut, focused on education and recreation, and because of First Nation involvement.

To conclude, it appears that government is using community forests to offload socially contentious areas onto communities. These areas are not ideal for industrial loggers, so they are willing to give up portions of their tenure in exchange for rights elsewhere. The land is still logged, but through more socially acceptable approaches such as pilot tenures.

Communities prefer to log these areas themselves rather than see industrial logging. However, community forests should not be marginalized to socially contentious lands. For the same reasons that make them controversial, socially contentious areas are often not the best places for community logging operations. They may, instead, be important areas for biodiversity, protection of drinking water, viewscapes, and recreation.

Selective logging with a small skidder in the Creston community forest. The community would not accept a heavier-handed logging approach in their back-yard.

SUGGESTED SOLUTION

Although **socially constrained lands** should probably be managed locally, community forest initiatives should not be "ghettoized" into operating only in socially contentious areas. Productive, uncontroversial forested lands should be made available for community forest initiatives.

Other political considerations

Like most government decisions, Community Forest Pilots have been awarded, at least in part, on political grounds rather than solely on merit. Many applicants, including the Skeetchestn Indian Band and the town of Gold River, expressly stated they had heard that the selection process was predetermined and were therefore not willing to invest the perceived wasted effort.[75]

Not all "political considerations" are negative for communities. One con-

Community forests should not be marginalized to socially contentious lands.

sideration included in the pilot approval process was the desire to test different models of various sizes throughout the Province. In theory, this consideration has merit because it allows for experimentation, innovation and adaptive management. However, political issues unrelated to the merits of a particular proposal easily corrupt the desire for diversity.

SUGGESTED SOLUTION

Communities should illustrate how their proposal supports the broader political objectives of the provincial government.

ii]   *Allocations of land and wood supply*

The dearth of unallocated land is the biggest constraint on securing community forests. Without land there is no community forest. Unfortunately, there is little untenured land and wood supply available in British Columbia. Therefore, meaningful opportunities for community forest are extremely limited.

Currently, 79% of the provincial AAC is allocated to major tenure holders. No more than half of one per cent (0.5%) of the provincial AAC is set aside for community ventures.[76] For the past few decades, successive provincial governments have not corrected this disparity. The B.C. government has been unwilling to take back the wood supply currently allocated to existing tenure holders. As a result there is little land and forest available for community forestry initiatives.

This lack of available land means that communities wanting to apply for a pilot or another form of tenure may do so only if there is unallocated land or volume in their area. This has consequences. For example, the primary reason only 27 of the 100 or more interested communities submitted full proposals to the Community Forest Pilot program in 1998 was the lack of unallocated local land or volume. The communities of Enderby, Logan Lake, Kimberley, Vanderhoof, Kitimaat, Sayward, Denman Island, and Upper Skeena, among others, indicated that they would have applied for a pilot if this limitation had not been imposed.[78]

Some regions do have a small amount of unallocated volume that has been freed up through 5% **tenure take-backs** [79] or from licensee **undercuts**.[80] However, it is not uncommon for the Ministry of Forests staff to withhold this information from community and First Nations groups who may be inter-

The quintessential community forest image: to the right—a community residence, to the left—the community forest, and above—conventional forestry—the motivation for community control. This is the Bamfield/Huu-ay-aht community forest.

CORPORATE CONCENTRATION IN BRITISH COLUMBIA[77]

Rank	Corporation	AAC (million m³)	% of Prov. AAC	Accu-mulated % (Prov. AAC)
1	Canfor	8.3	11.0%	11%
2	Weyerhaeuser	7.2	9.3%	20.3%
3	Slocan	6.2	7.6%	27.9%
4	West Fraser	4.8	6.3%	34.2%
5	Doman	4.1	5.4%	39.6%
6	Interfor	3.5	4.5%	44.2%
7	Riverside	2.3	3.4%	47.5%
8	Weldwood	2.0	2.7%	50.2%
9	NWBC Timber & Pulp	2.1	2.7%	52.9%
10	Louisiana Pacific	1.8	2.4%	55.2%
11	Tolko	1.6	2.2%	57.5%
12	Robert Stewart	1.4	1.9%	59.2%
13	TFL Holding	1.2	1.7%	60.9%
14	Pope and Talbot	1.2	1.6%	62.5%
15	Abitibi	1.2	1.6%	64.1%
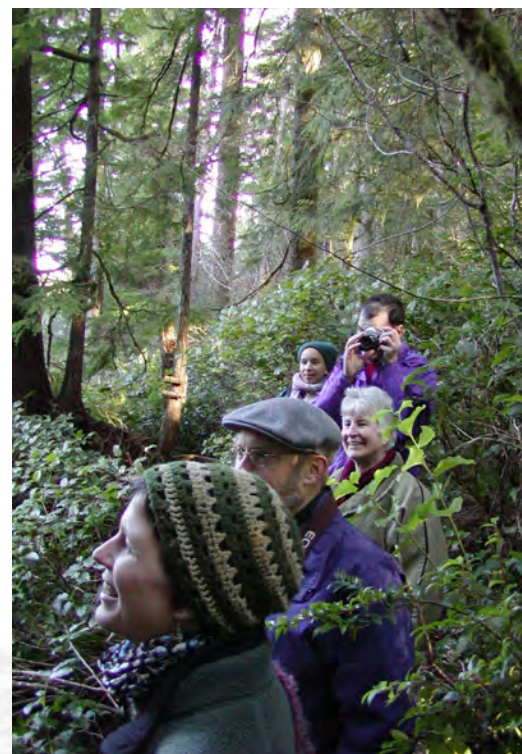
ested in applying for community licences. For example, this has been reported to have happened on at least a few occasions in the Mackenzie Forest District.

Without a significant tenure reallocation there is little room for communities or First Nations to acquire control of forested land. As a result, even when new initiatives such as the pilots are created, the areas and volumes available are very small because the timber supply is already over-committed to the major tenure holders. For example, through the Pilot Agreement process, Bamfield/Huu-ay-aht could only apply for management control over their immediate backyard of 418 ha. Although the Bamfield and Huu-ay-aht communities are surrounded by forest, it was allready allocated to Weyerhaeuser as part of Tree Farm Licence 44.

For community forests to become anything more than an exciting experiment on the margins of the industry, there needs to be a significant transfer of tenure control from large corporations to small community-based operations.

Lack of access to public land and wood supply is the largest single policy obstacle to community forestry. For community forests to become anything more than an exciting experiment on the margins of the industry, there needs to be a significant transfer of tenure control from large corporations to small community-based operations. This may appear to be a formidable task, but exciting trends in British Columbia and around the world illustrate that such a transfer is possible.

SUGGESTED SOLUTION

A significant tenure take-back and redistribution is required to make more land available for community forests. Legislation should be enacted that allows community forests the opportunity to manage larger areas as their capacity increases over time.

Community forest advocates and the larger labour, First Nations and environmental groups need to co-ordinate and jointly demand these reforms. The creation of the British Columbia Community Forestry Association (BCCFA) should help co-ordinate the efforts of advocates within the community forest movement and with potential allies in other sectors. However, the BCCFA needs financial support to fulfill its important role.

BLCOMFOR

OONA RIVER COMMUNITY FOREST PROPOSAL

In 1993, one of the first communities to complete a feasibility study was Oona River, a small community on Porcher Island off British Columbia's north coast near the mouth of the Skeena River.[81] Suffering from both collapsing forest and fish stocks, the community proposed six, long-term (99 year), area-based community tenures based on watershed boundaries. The proposal recommended managing for values other than timber and the development of non-timber services and products. The proposal calls for the development of more ecologically appropriate alternatives to the AAC. While the proposal was favourably received, the government refused to implement it as it [would] interfere with existing tenure arrangements.—*Egan et al,* When there's a Way, there's a Will[82]

iii] Centralized decision-making

Community forests are the antithesis of centralized decision-making. In fact, the local control movement is a direct challenge to the conventional, centralized regimes of forest management in British Columbia and around the world.

A former Forests Minister once described the British Columbia forestry regime as a "Soviet-style system."[83] While this is clearly hyperbole, it is also apparent that British Columbia forest management regime is centrally controlled. All important decisions about who gets tenure, what the **rate of cut** should be, and how to protect wildlife, fish and forests are set by politicians and bureaucrats in Victoria.

Community forestry runs counter to this philosophy. The premise of community forests is that management decisions should be made locally, within the broader context of provincial rules that set limits.

Almost without exception, communities have sought local control for two primary reasons: to create more jobs, and to practice better forestry. However, in many cases they have not been afforded the flexibility required to do so. Burns Lake, for example, would like to harvest and plant their own seeds, but the government policy requires them to plant genetically selected stock. Many of the community operators report they do not even know what paperwork Victoria requires of them. The small size of community forest operations does not allow them to hire "specialists" to keep track of all their required paperwork. This is an indicator of rigid top-down legislation created to satisfy industrial operations.

Communities want to develop new approaches. However, to do this, they need more political flexibility and better communications with the politicians and bureaucrats in Victoria. Community leaders sense that the provincial government does not know how to handle these new community tenure arrangements. "Our toolkit currently has only a chainsaw," stated one community leader.

Downtown Cortes Island—one of many rural B.C. communities that wants more autonomy over local decision-making.

Almost without exception, communities have sought local control for two primary reasons: to create more jobs, and to practise better forestry.

MALCOLM ISLAND (SOINTULA)

In 1903, Malcolm Island, off Vancouver Island's Northeast coast, was originally granted in its entirety to Finnish communist settlers in the form of a co-op unique to British Columbia called Klevan Khansa. As long as the co-op provided all public services for people, it would maintain control of the whole island, including all land-management decisions. When, decades later, the co-op was not able to uphold its obligations, the Island was ceded back to the Crown.

Under Crown management, industrial forestry came to the island. "Interfor was here for years and they did a pretty good rape job," says Donna Gross, a community organizer and member of the Malcolm Island Community Forest Steering Committee. Over 50% of the remaining forests are less than 60 years old, and less than a third of the old-growth forests remain.[84]

In the early 1990s, the residents rewrote the original Klevan Khansa land grant in modern English and submitted it to government. "We wanted control of our island back!" says Donna. Government denied this request.

In 1996, the locals commissioned a community forest feasibility study[85] and wanted to apply for a Community Forest Pilot Agreement. But, like many other communities, they had no unallocated Crown land and were not eligible for the program. They were also denied a community woodlot.

After decades of community organizing, after so many refusals, "This island is enormously demoralised," says Donna Gross. "The community recognizes that its proposal is not feasible within the current tenure structure, thus they are proposing reforms to the tenure system for the establishment of a new tenure arrangement based on the implementation of **ecosystem-based** principles."[86]

SUGGESTED SOLUTION

Within a framework that ensures strong environmental protection, community forest operations need more flexibility and autonomy from provincial bureaucratic instransigence. Existing laws need to be amended, and new policies need to be implemented that set broad management objectives, yet devolve decision-making and implementation authority to local actors. Public oversight should not be weakened. Rather, it should be modified to facilitate more local decision-making.

iv]   Limited mechanisms for local control

There is currently only one realistic option for communities wanting to gain more local control—acquiring some form of tenure. The limited range of legal avenues results from the centralized philosophy underlying provincial policy generally, and from the domination of large-scale industrial interests. Besides

the experimental Community Forest Pilot program, there is no simple legislated means by which communities can enhance their decision-making role in the stewardship of local lands. Communities interested in making management decisions—but not interested in becoming loggers themselves or being responsible for managing a business—have little recourse.

Although tenure is currently the most effective legal mechanism for community control, the limited tenure options have impeded the development of those community forests that have succeeded in getting tenure. The small size, unavailability of area-based tenures, and the limited duration of many tenures has inhibited the success of many community forests.

Enhanced local decision making

In some areas—usually after prolonged, high profile, combative campaigns—First Nations, communities and environmental groups have succeeded in forcing government and industry to create special jurisdictional authorities composed of local representatives to oversee planning and management decisions. The Central Regional Board in Clayoquot Sound[88] and the Muskwa-Kechika in northeastern British Columbia[89] are the best known of these jurisdictional authorities. These examples are rare exceptions, and have not been given sufficient authority to implement local control of land-uses. From our interviews, it appears that the government is not keen to pursue even such limited models further.

Clearcutting by Mike Jenks on private land bought from MacMillan Bloedel catalyzing the Cortes community into action. The community is now attempting to gain control of most private forestlands on the island. PHOTO: RICHARD TRUEMAN

Creative alternative models—such as **trusts**—have been suggested, but the legislative and policy changes necessary to implement these new models have not yet occurred. For example, the Community Ecosystem Trust[90] developed by the Eco-research Chair at University of Victory has promise. This approach seeks to reconcile and integrate both "Aboriginal title" and "Crown sovereignty" in a new *intermediary* land status based on trust principles.[91]

COMMUNITY ECOSYSTEM TRUST

The Eco-research Chair at the University of Victoria has proposed legislation that would enable communities meeting certain requirements to opt into a Community Ecosystem Trust (CET) arrangement. The CET "would enable the Crown and First Nations to transfer their 'title' to community management authorities" who would act as trustees charged with managing the ecosystem for the benefit of defined beneficiaries. These beneficiaries could include local First Nations and non-native communities, future generations, and possibly all citizens of British Columbia."[92] The CET process seeks to appeal to those communities that are ready to achieve high conservation values, and strengthen community by focusing on solutions.

Under the CET framework, the provincial and federal governments would need to establish a trust charter that sets overarching objectives for sustainable ecosystem governance. In the process, the roles of government agencies shift away from hands-on management and "policing." Instead, central governments would facilitate communities in taking over the management of their trust area.[93]

For British Columbia, the CET offers a new way to resolve old conflict between settlers and First Nations and between corporate and community values. Additionally, this "...approach could be implemented without tenure redistribution. This is because rights to harvest timber are not necessarily affected by changes related to who exercises jurisdictional authority flowing from underlying title."[94]

One further positive trend is the acknowledgement in the Community Forest Pilot legislation that Pilot Agreements would include resources other than just timber. With more promotion, these ideas might form the basis for viable, non-tenure forms of control.

SUGGESTED SOLUTION

Community forests need the option to receive larger, longer-termed, area-based tenures.

Alternative mechanisms through which to acquire local control other than through tenure arrangements need to be enabled through legislation. Communities need to promote existing and new local-control mechanisms to government.

v] *Inherent timber bias and dependence on timber revenue*

Historically, the economic development of British Columbia was directly tied to timber extraction. More logging equated to more revenue to the Crown and more jobs created in communities. The historical correlation between revenues, jobs, and rate of logging encouraged the government to emphasise policies that promoted logging. However, with increased mechanization and integrated management, these connections have broken down during the past few decades.

Unfortunately, the Ministry of Forests continues to operate as if timber extraction is the primary social goal. This strong **timber bias** extends to community forests. Communities that do not hold timber extraction as their first priority are bucking an entrenched system. In some cases, there may be far more community benefits derived from using the forest primarily in ways other than timber extraction. These may include research and education, recreation and tourism, and the collection of medicinal herbs. There is very little room for such priorities within the present mandate of the Ministry of Forests.

Since, to date, the primary means of securing local control has been through some form of tenure, approval of which is controlled by the Ministry of Forests' executive, the Ministry's timber bias is a real obstacle. This may change. As pressure for local control broadens beyond forestry, and as community activists demand an enhanced decision-making role over water, agriculture, mining, oil & gas exploration, arguments in favour of other agencies' oversight of new initiatives should gain momentum. For example, First Nations-led initiatives could be managed through a variety of ministries other than the Ministry of Forests.

Communities that do not hold timber extraction as their first priority are bucking an entrenched system.

Lumber stacked on the Cowichan Bay dock on southern Vancouver Island.

Ken James—of the Youbou TimberLess Society—is exploring options for local land-control in the Cowichan Valley on southern Vancouver Island.

However, even if the Ministry's timber bias can be overcome in the pursuit of more local control of general land uses, community forests initiatives will still need to overcome government's dependence on timber revenues. A significant percentage of the government's general revenue comes from forestry. In the past decade (1992-2001), forestry contributed an average of more than $1.3 billion per year to government coffers.[95] Because community forests may require some revenue sharing and will generally operate at reduce logging levels, they will produce less revenue for government. Politicians and high-level bureaucrats must be convinced that the reduced revenue will be offset by enhanced economic efficiencies at the local level.

SUGGESTED SOLUTION

Government agencies, other than the Ministry of Forests, should be responsible for overseeing the development and implementation of community forests and other initiatives for local control.

Legislation should be enacted that allows local forestry initiatives (besides Pilots) to set their own logging levels (within a provincial framework).

Communities need to document the potential non-timber benefits that could be generated from their alternative management approaches. Through comparison of the full scope of economic benefits (such as increased employment and a reduced dependence on the social safety net), community forestry can be seen as a more rational, economic approach than traditional industrial management.

THE SOCIAL ROLE OF FORESTRY

[In Mexico] some communities hold strong cultural values that lead them to invest profits in social services and infrastructure and conservation of biodiverse areas. The forest sector has an enormous potential to provide economic, environmental and social services, with opportunities in timber and non-timber forest products and small-scale tourism, but the sector has yet to receive equal treatment …. It is clearly time to reconsider the role of social forestry in Mexico as a development strategy that addresses poverty alleviation, economic development and environmental protection.—*A. Molnar and A. White,* Forestry and Land Management in Mexico: A Comprehensive Development Agenda for the New Era[87]

b]   Policies Impeding On-the-Ground Community Forestry

If a local group does acquire control in some form, then they are faced with a set of rules, fees, and centralized markets that have been created to support and perpetuate large, industrial, vertically-integrated operators. The policies that inhibit the successful implementation of community forestry, once control has been acquired, include:

- Biased stumpage system;
- Unsustainable logging rates;
- Lack of available markets; and
- Restrictive Tenures.

i]   Biased stumpage system

The system for how the Crown appraises, collects and shares revenue from public forests significantly undermines community forestry. In its current form, the stumpage appraisal system discriminates in favour of industrial logging and road building and does not adequately recognize the added costs of lower-impact logging methods. In order to encourage better logging practices, it is important that the government recognize these higher operating costs.

The provincial government legally owns the land and the trees in British Columbia. Therefore, when trees are logged, the government collects an economic rent on its trees. This economic rent is known as stumpage. The system through which stumpage is calculated is the stumpage appraisal system.

Stumpage equals the economic rent of a tree. Economic rent = (market value minus all appraised costs). Appraised costs include all costs of planning, logging and transportation of logs to a mill.

URSULA HELLER

The stumpage system does not adequately accommodate more labour-intensive logging practices.

PERVERSE DISINCENTIVES—BURNS LAKE BEETLE LOGGING

In Burns Lake, the stumpage system is currently driving the management plan. "We want different [cost] allowances because we want to do different forestry," says Ken Guenter, General Manager. Burns Lake is in the heart of the most beetle-infected region in British Columbia. Some large licensees in the region require only 10% of the trees in any area to be infected before they become candidates for clearcutting. In comparison, Burns Lake, intent on doing low-impact forestry, have been trying to fall and harvest or fall and burn only the trees specifically infected with beetle kill. The associated costs of access and removal of single trees are much higher. For example, 30 m³ of logs are required to pay for the costs associated with cutting down one "fall-and-burn" beetle tree.

Most community forest operators indicate that if the stumpage policies were changed to recognize the true costs of more responsible forestry, they would gladly move towards gentler forest practices.

The cost appraisal system is based on an assumed operator's minimum cost-logging. Yet, not all *real* costs are allowed to be accounted for in the stumpage appraisal system. Therefore, operators wanting to do more planning, more inventories, more consultation and generally better forestry, for all intents and purposes, cannot get these additional costs recognized in the existing system.

As a result, there is little economic incentive for operators who, for ecological and long-term economic reasons, want to use lower-impact practices. In fact, some community forest operators have resorted to planning and building roads they do not need so they can take advantage of the existing incentives for expensive, high-impact roads building.

Under the current stumpage appraisal system, community forest managers have difficulty breaking even while using sustainable forestry practices. Most community forest operators indicate that if the stumpage policies were changed to recognize the true costs of more responsible forestry, they would gladly move towards gentler forest practices. However, until these changes occur, operators will continue to attempt to make the best of a bad situation.

Here are some examples of how the stumpage system hinders community forestry:

1. The higher costs of systems such as **single-tree selection,** which requires more labour-intensive, labour-intensive activities (selecting and marking individual trees for harvesting), are not taken into account.

2. Conversely, stumpage is adjusted to reflect the high costs of constructing new roads, but not for less invasive skid trails or longer **haul lines** that cause less damage to the remaining forest.

3. The increased costs associated with comprehensive inventory and wildlife data collection—which is required to ensure that negative impacts to wildlife are reduced—are not fully accounted for under the current system.

4. Currently, only those costs equal to transporting to the closest mill are included in stumpage appraisals. Some community forests are unable to sell their logs to the closest mill; therefore their full transportation costs are not included.

5. No allowances are made for the increased costs associated with the more expansive public consultation most community forests undertake to ensure a more informed citizenry.

6. Stumpage calculations do not allow for the higher costs that arise from managing controversial or socially-contentious lands, including the higher costs of planning and operating.

7. There is no administration allowance (which gives an additional credit against stumpage) available to community forests that log over 3,000 m³ annually. In contrast, there is an administration allowance available for woodlots and other small operators.[96] This administrative allowance would help to offset the higher costs of managing a community endeavor.

The biases in the stumpage system compound the competitive disadvantages community forests already face because they have less timber with which to offset their capital costs.

The majority of community forest operators do not want economic breaks or special allowances simply because they are community forests. Rather, they want a stumpage appraisal system that recognizes the real costs and obligations of their lower-impact forest management system.

SUGGESTED SOLUTION

The stumpage appraisal system, with which the Crown appraises, collects and shares revenue from public forests, needs to be completely transformed in order to reflect the higher costs of community forests. These reforms need to accommodate increased costs for inventories, planning, transportation, public outreach, democratized governance and on-the-ground operations.

Every few minutes, a loaded logging truck rolls through McBride and beyond—not stopping for local processing.

ii]   Unsustainable logging rates

Government policies, designed to maintain logging rates during economic downturns, hurt community forests. Current laws require tenure holders to log a minimum amount per year.[97]

Under current rules, it is not possible for communities to fully practice ecoforestry or to use forestry practices with significantly lighter impact. This is because ecoforestry methods usually result in substantially lower rates of logging.

One purported benefit of the Community Forest Pilot legislation is that it allows communities to establish their own logging levels. In practice, this flexibility has been limited. The Ministry of Forests has resisted approving some licences with a reduced AAC. This is one of the areas in which supportive staff in the local Ministry of Forests' office can help a community forest initiative.

For some, the process of negotiating rates of cut has not been smooth. Although they were ultimately successful, Harrop/Procter had difficulty negotiating a reduced logging rate. Only 13% of Harrop/Procter landbase was "**operable**" according to the criteria used to generate the community plan.[98] As a result, the communities proposed to log one-third of the volume that the Ministry had set for the area. This reduction was necessary to implement their ecosystem-based plan. The Ministry of Forests had concerns with their proposal. The conflict over appropriate criteria was one of the main reasons for the disagreement about appropriate logging rates.[99]

On the other hand, the Bamfield/Huu-ay-aht Community Forest, through persistent albeit amicable negotiation, was able to set a cut level lower than provincial criteria would likely have determined.

Other community foresters are still in the throes of these negotiations. Most would prefer to have a larger area from which to take their cut, giving them the flexibility needed to do better forestry.

Government's minimum **cut control** policies pose other problems for community forest operations, just as they do for major licensees. All licence holders are required to log within their quota even if the market is flooded and prices suppressed. If they log below their cutting targets over the five-year period, the government has the option to take away the volume of this "undercut" and reduce their AAC proportionally in future years. The provincial government seldom exercises this authority, which is good news for community forests, but it remains a threat.

Because of their precarious political support, community forests starting operations under their probationary pilot licences are unlikely to dismiss the undercut rules, despite the lack of enforcement. As a result, when commodity prices are low they may be forced to liquidate their natural capital (their for-

Jim Smith, General Manager of the Creston community forest, standing in an intermediate cut stand in the Creston community forest. The stumpage appraisal does not sufficiently recognize the costs of practicing better forestry such as this. PHOTO: HOWARD SMITH

ests) at an economic loss. This could make the difference between success and failure. The requirement to log a set volume in down markets puts small operations are at a great disadvantage compared to larger companies. Small operators do not have much flexibility to log only profitable species. Their small size and limited **timber profile**,[100] when combined with cut controls, forces them to log at a loss. Depending on the length of the downturn, this could drastically affect a community forest's liquidity and survival.

SUGGESTED SOLUTION

The government should exclude all community forests, (regardless of tenure-type or decision-making structure) from minimum cut-control restrictions.

iii]   Restrictive tenures

Even after local initiatives overcome various hurdles and acquire some sort of tenure, they still face major obstacles. Limitations built into the tenures hinder the success of local operations. The limited size of the tenures granted, along with the lack of long-term commitments and a designated area for management have encumbered some local projects.

Limited size

As explained in the previous section on securing local control, the scarcity of unallocated wood supply limits the size of community forests. Although size varies considerably, many community forests are operating on areas smaller than they may require to be economically viable.

Vertically-integrated major tenure holders operate over vast holdings because it is economically beneficial to do so. In contrast, the Bamfield/Huu-ay-aht community forest received a licence for 418 ha bordered by Weyerhaeuser's TFL 44. Fort St. James also has a very small licence, covering only 3,582 ha, due to the nearly exhaustive allocation of timber volume in their area. It remains to be seen whether these community forests can succeed economically with such small holdings. The Bamfield/Huu-ay-aht Community Forest is attempting to add another eight hectares of Crown land to their tenure, but current legislation does not allow that to happen.

Other communities with sizable holdings would like the opportunity to expand their operations. McBride, for example, has just negotiated its Com-

A cable corridor in a recently logged stand within the Harrop/Procter community forest. PHOTO: URSULA HELLER.

In the Bamfield/Huu-ay-aht community forest, old "corduroy" roads such as this one are being mapped for reactivation in their planned ecoforestry operations and for use as recreational/interpretive trails. Timber production is not their top priority.

munity Forest Pilot Agreement with the provincial government for an area of 60,860 ha (with an accompanying rate of logging of 50,000 m³ per year). To expand their operation, they were interested in rolling the entire local Small Business Forest Enterprise Program AAC of 100,000 m³ into their community forest. Although this does not currently seem feasible due to lack of government support, they may pursue this idea again in the future.

For most communities interested in expansion, options such as this are not currently possible due to the nearly complete commitment of the wood supply throughout the Province. As noted in the Bamfield/Huu-ay-aht case, even where wood supply is available, Community Forest Pilots have difficulty expanding because the associated legislation does not allow for easy changes to Pilot boundaries.

Regardless of size, both community forests and major tenure holders require a certain amount of 'throughput' and business to be viable as a full-time operation. The size of a community forest's land-base needs to be both large enough to be economically viable, yet small enough for successful community management. This size will change relative to the community's experience and capacity. Community forests should therefore be given the opportunity to manage larger areas as their capacity increases over time.

SUGGESTED SOLUTION

The Community Forest Pilot Agreement legislation needs to be amended to allow boundary alterations.

Long-term security

Community forestry is a complicated long-term venture. To secure the necessary financing, build the required community and political support, generate the obligatory plans and planning framework, and develop the needed governance structures, proponents of community forests need to know they have sufficient time to achieve their objectives. So far, few community forest operations have received a long-term secure tenure.

With the exception of the three community Tree Farm Licences in Revelstoke, Mission, and Tanizul, all existing community forest licenses are short-term in nature. Creston, Kaslo, and the Tahsis/Zeballos/Gold River collaboration all hold fifteen-year non-replaceable Forest Licences. All 11 pilots hold only five-year probationary licences.

Short-term licences are inadequate for community forests. Communities need more tenure security for a number of key reasons:

- The philosophy underlying community forestry is to ensure the long-term environmental, social and economic sustainability of the community. To achieve this goal, communities need to think and plan in longer time frames.

- Long-term planning for forests and other values is expensive. Why invest the money in planning if you may never have the chance to implement it?

- Building relationships with contractors, suppliers, and customers takes time. Many potential partners are wary of working with operators who have only short-term commitments.

- Without a long-term commitment from government, community forests have difficulty raising capital from more conservative lenders such as banks.

- Without a guaranteed long-term and steady wood supply, local value-added manufacturers are less inclined to start up businesses. This limits community foresters' ability to plan and develop cooperative business relations with subsidiary businesses and therefore increase local employment.

- Lack of security limits community morale and commitment. Successful community forests rely on the dedication of volunteers. Short-term tenures make it more difficult to develop the needed volunteer skills and commitments.

- Short-term agreements make it harder to obtain Forest Stewardship Council certification.[103]

Long-term security allows communities to plan for future generations. PHOTO: JENNIFER GUNTER

SUGGESTED SOLUTION

Once community forest operators have proven their ability to manage their local lands, community forest agreements need to be amended to grant long-term authority over local resources.
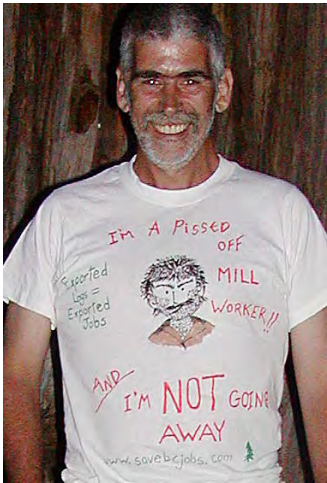
Darreld Raynor—laid-off Youbou mill worker and Youbou TimberLess Society member.

YOUBOU TIMBERLESS SOCIETY—EXPORTED LOGS = EXPORTED JOBS

In 2001, after 75 years of operation, one of British Columbia's first sawmills sawed its last log. TimberWest closed its Youbou mill, near Duncan, on Southern Vancouver Island. Now, rather than being processed locally, timber is leaving the valley on an exodus of logging trucks. In November 2001, former Youbou employees counted 450 loaded trucks headed out of their community.

"This represents about 9,000 cubic metres per day or 1.8 million cubic metres per year, enough to…provide 200 well paid sawmill jobs and probably 400-600 jobs in spin-off industries", states the Youbou TimberLess Society's website. "Put another way, over a three-year period these jobs could put as much as $90 million into the local economy."[101]

In return for the privilege of harvesting public forests, TimberWest was legally required to process wood at designated mills including the Youbou mill. The government allowed TimberWest to retain the wood supply **appurtenant** to the closed mill, even though government had the authority to take back and redistribute this wood.

In response to this betrayal, ex-Youbou workers formed the Youbou TimberLess Society (YTS). The YTS was born out of deep disenchantment with the existing forest policy regime. "We are not a bunch of radicals asking for a handout, nor are we suggesting that companies be denied the right to profits, provided, that is, that profits are not at the expense of our heritage. We believe that an environmental ethic can coexist alongside a work ethic," says Ken James, former mill worker and YTS executive member.[102] The Society wants sustainable jobs for a real future, and is currently investigating options for local community control. In Ken James' words, "the only way we will have security over our future is to have direct control over the land around us."

Area-based tenures

To plan for the long-term, community forests need a defined area of operation. Prior to the launch of the Pilot program, most community forests were granted **volume-based licences**. This has limited their success.

For example, in the late 1990s, Kaslo community forest board told government that an area-based licence would be preferable to their existing volume-based Forest Licence. To date, the government has offered them no acceptable legal mechanism through which to acquire an area-based licence. Although not ideal, their current volume-based tenure remains their most secure option. Government's actions have made it clear that they will only be able to secure an area-based tenure through political pressure.

Tahsis, Zeballos and Gold River jointly requested that their volume-based Forest Licence be converted into three distinct area-based tenures adjacent to their communities. To date, they have had no response from government.

In other cases, the difficulty communities have faced in their interactions with the Ministry of Forests have hindered what may well have been good intentions on the part of the Ministry. Some communities and First Nations have requested a specific volume or AAC, not realizing that this may result in the Ministry allocating volume too large to be sustainably logged on the associated landbase. The community is then faced with an unenviable choice: either accept a tenure with a built-in requirement to log unsustainably, or turn down the opportunity for a community forest. Some people believe this is a deliberate tactic that has been used against First Nations in the Vancouver and Kamloops regions to promote internal dissension.

SUGGESTED SOLUTION

Current forest tenures managed by communities should be converted to area-based licences if affected First Nations give consent, and/or if their land-claims have been resolved.

iv] Lack of available markets

The provincial government's refusal to create regional log markets has also hampered the success of community forestry. Except in the few areas where there is a community log market, such as Revelstoke and Creston, small operators (including community forests) generally must sell their logs to the nearby mills. Without a proper market with competitive bidding, and with their small volume of wood, the community forests are unable to obtain the best price for their wood.

Area-based management better accommodates special features like this ancient Yew tree, estimated to be well over 1,000 years old.

THE LUMBY EXPERIMENT

Only the Vernon Forest District office, under Jim Smith, attempted to create a log market. The project was a success, running from 1993 through 2001, and was only shut down due to a lack of support from the Ministry of Forests.

How successful was Lumby? "Over a six year period, the Vernon Log Yard generated more than two and a half times as much revenue per volume logged than stumpage from tenured companies in the same forest district over the same period." This is revenue that community forests cannot realise, in the absence of such markets.[105]

In 1992, the government-created Forest Resources Commission stated, "that the establishment of a Province-wide log market represents the only way that the Province can realise the full value for its resources".[104] Aside from the Vernon Log Yard (also known as "Lumby"), the government has never acted on this recommendation. This inaction is especially detrimental to community forests.

Large forest companies with tenure on public lands, log the vast majority of trees in British Columbia. Logs are sold or bartered between companies when one forest company needs to acquire a different grade or species mix of logs suitable for their mills. Since each mill is set up to cut a certain size and type of log, companies sell or barter the logs that do not fit this profile to other companies for logs that do. On British Columbia's coast these transactions are consolidated by the Ministry of Forests and are generally referred to as the Vancouver Log Market. It is anything but a real market, since there is no competition among the bidders for logs. ✖

Many community forest proposals follow watershed boundaries.

SUGGESTED SOLUTION

The government should establish transparent regional log markets where the vast majority of timber is sold competitively. Log markets will generate accurate timber values, provide indicators of logging costs, ensure ease of access to wood for all B.C. wood processors and provide confidence to British Columbians and trading partners that the full value of logs is being collected.

The government should be responsible for all scaling. Scalers would be responsible for scaling, sort-coding and making decisions about any bucking or cutting necessary to maximize the value of the log.

Logs should be sorted into as many sorts as buyers demand. A variety of sort sizes should be made available to allow for small processors to participate.

LESSONS ABOUT COMMUNITY FORESTS

*We all have a community forest, and it is time
to take back the management and planning of these forests.
What are we waiting for?*

—HERB HAMMOND

Sheri Lim (intern), Murry Dosenberger (road builder), and Heather Pinnell (forest manager). PHOTO: URSULA HELLER

LESSONS ABOUT COMMUNITY FORESTS

Ultimately it is the passion, patience, persuasive ability, inspiration, strategic thinking, and chutzpah of the people involved that enable some communities to overcome significant political and policy obstacles and secure control of their forests.

I n Part A of this report, we reviewed British Columbia's range of community forest options and experiences so far. Part B identifies the obstacles that stand in the way of successful community forestry. Before discussing various factors necessary to move community forests forward, as we do in a report following this one, it is useful to consider the lessons that existing community forests can provide.

As readers may infer from Part B, lessons from the experience of British Columbia's experience with community forests fall naturally into two categories: communities' success in acquiring some means of control over local forests; and their success in implementing whatever form of control they do secure. This part is therefore divided into the lessons related to securing control and lessons about implementing control.

1   LESSONS ABOUT SECURING CONTROL

The commitment and availability of "human resources" is a crucial factor in determining whether a community can successfully secure control over their local land base.

In pursuing the goal of increased control, there is no checklist, no yellow brick road for community forest activists to follow through the intricate web of provincial politics and policies. This web is complex, changing with the evolving political landscape. Ultimately it is the passion, patience, persuasive ability, inspiration, strategic thinking, and chutzpah of the people involved that enable some communities to overcome significant political and policy obstacles and secure control of their forests.

Securing local control is an attainable, albeit difficult, goal. Success depends on the complex interplay of many factors—some unique to the specific community, others depending on political opportunities at the provincial level. Although there is no obvious formula, there are factors or attributes that have proven to be important. There are stories and experiences from which to learn. The details of the interplay between these attributes will, of course, be unique

to every community.

We have grouped the essential attributes or characteristics into the following categories to better explain and more effectively share the lessons learned to date:

1. Attributes of the Forest;
2. Effective Communities; and,
3. Effective Community Organizations.

The first section, "Attributes of the Forest", applies only to forested ecosystems. However, many of the findings explored in the subsequent two sections, "Effective Communities" and "Effective Organizations," are applicable to any kind of community struggle to gain increased control over local lands.

a]   Attributes of the Forest

Before pursuing control of land for the purpose of establishing a community forest, a community must ask whether its forestry objectives can be achieved on the available land. There is no particular type or quality of forest that is required. Forestry takes place all over the world and in many different ecosystems. However, any responsible planning of forestry activity needs to be informed by what is ecologically sustainable on the proposed site. This information is crucial to decisions about implementation of a community forest (the subject of the next topic in this part, "Lessons About Implementing Community Forestry 'on the ground'").

The first question any community must evaluate in deciding whether to launch a campaign to acquire a community forest is the interplay between the ecological limits of the forest and its economic potential.

The type of forestry chosen in any responsible operation is ultimately dependent on the type, availability, and economic potential of natural resources. To maintain long-term economic and environmental sustainability, the type and intensity of logging needs to be completely informed by the nature of the forest ecosystem.

A suitable forest must have a sufficient stocking and volume of merchantable species in a balanced age class distribution to sustain the community forest over the long term.[107]

In other words, if the community's goal is to harvest trees on an annual basis over the long term, the forest needs to contain enough merchantable trees of all ages to support that activity. In forests that have been degraded, the motivation for community control may be to establish restoration projects that will restore the forest's health in the long run. Given British Columbia's

The forest sustains us; we do not sustain the forest. We recognize that diverse ecosystems are required to maintain healthy communities, which in turn, are required to support strong local economies.

— SILVA FOREST FOUNDATION[106]

history of over cutting, restoration will be a large component of community forest proposals for many communities.

The following inter related issues are important in evaluating the suitability of a potential land for a community forest:

- **Productivity**—Is the forest of sufficient size and productivity to maintain an economically viable operation? Does the forest grow fast enough to provide a long-term, sustainable supply of wood given its ecological limitations?

- **Resiliency—**Can the forest maintain the healthy function of its systems with some extraction?

- **Suitable soil and terrain**—What ecologically sensitive areas (steep slopes, shallow soils, sensitive areas, etc.) exist, and where are they located?

- **Location**—Is the forest within meaningful proximity to the managing community?

- **Representativeness**—Is this specific forest one of the last remaining examples of an ecologically-endangered ecosystem at the regional, provincial, national or global level?

- **Access—**How accessible is the forest for logging? Are expensive roads necessary, or can logging be planned using alternative techniques?

A generally healthy forest is an asset, although *productivity* and *resiliency* are more important than the current health. The life cycle of an ecosystem is longer than a human life and is therefore difficult for most of us to conceptualize. Regardless of its current state, if the forest has the ability to regenerate, then it can become a viable community forest for generations to come.

FINDING TREES FOR COMMUNITY FORESTS

Some communities have inherited a land base that has already been heavily logged. The Likely/Xatsu'll communities will be hard pressed to log their current AAC 40 years from now, due to a history of industrial over-cutting. The provincial government offered the communities only half of the volume they requested, because there was not enough unallocated wood supply in the Horsefly Forest District. Even with this reduced allocation, community organizers have been extremely challenged to find a nearby healthy forest that will support this rate of cut over time. Since there was so little replanting by logging companies in the 1960s and 1970s, in a few decades there will not be enough standing volume to support current logging rates.

Water is life. To protect water at all levels throughout time and space is an indicator of good forestry practices. Many communities seek local control for drinking water protection.

b]   Effective Communities

Many of the most important conditions for successful community forests depend on a variety of subtle attributes acting in coordination. In Jennifer Gunter's words, the "elements of a successful community forest do not exist in isolation. Success in community forestry is likely to occur where there is a synergy of a number of necessary and beneficial conditions."[109] The following subsections describe some of the attributes identified by our research and our discussions with community forest activists.

i]   *Widespread desire for local control*

A general passion for local control is perhaps the biggest single indicator of success of community forestry. A community with a strong desire for local control—and that sees no other acceptable option—is formidable. Community control has been achieved in areas where it is made clear to the government that no other options are feasible. The community must make government and industry see that enhanced community control is the only locally acceptable option.

Popular support for community control varies from place to place. However, to have an impact, this support needs to be actively focused on political opportunities. Building broad political support for its own sake may have ancillary local benefits, but unless the support can be illustrated politically to key decision-makers it will be ineffective. Different communities have used a

We have given our community responsibilities away to institutions: government and politicians, schools, companies. Centralized institutions tend to see people and forests as problems. Those who desire power over/control over others often control institutions. This is not balance. This divides and conquers communities and destroys forests. The further we are from each other…from the forest…the easier we can rationalise harm to each other…to the forest. —*Herb Hammond*[108]

RICHARD TRUEMAN

variety of methods to generate and illustrate strong local support:

- In Harrop/Procter, local organizers twice went door-to-door to discuss their plans with every local resident: once in the proposal development stage and again three years later after their proposal was approved. Their success in generating broad support is illustrated by the fact that in 1998/99, the Harrop/Procter Watershed Protection Society enjoyed support from 359 adults in a community of approximately 450 adult residents.

- On Cortes Island, up to half of the adult population has attended public community forest meetings. As a result, the Cortes Ecoforestry Society— one of the proponents of the local initiative—currently enjoys a membership base of 485 members, approximately 350 of which are residents or landowners. This represents roughly half of the Island's voting population. In the 1999 election, the Regional District candidate who supported the "Cortes Initiative" won more than 80% of the votes, defeating the candidate opposed to the initiative.

- In the town of Likely, when a Ministry of Forests' representative came to assess the level of local interest in the community proposal, one-third of the community attended the meeting in support of the proposal.

Popular support, by itself, is necessary but insufficient. Where it is demonstrably strong, public support provides legitimacy and prevents political isolation. But, members of the community have to be prepared to use a variety of political, legal and financial tactics to let government and industry know their commitment to gain local control is serious. Strong grass-roots support is also invaluable later, in implementing a community forest.

The breadth and depth of support illustrated in the examples above is much harder to generate in larger communities. These communities are more diverse and complex, so it is difficult to develop equivalent levels of active support. Burns Lake, for example, has a diverse and very competent board and staff. They have found it quite difficult, however, to generate public support or interest in the community forest operation. This may be in part due to the local demographics. Burns Lake proper has approximately 2,500 residents with

an additional 1,200 people living on adjacent First Nation reserves. The town, however, is the economic centre for a much larger area serving about 7,000 people in total. The large, dispersed, and varied population of the Burns Lake community is one reason local organizers speculate it has been difficult to generate broad engagement in the community forest.

Keeping unified through the complex process of securing control is a major achievement. As the pressure for change increases, communities are often faced with government and industry counterproposals that are improvements on the status quo, but stop well short of community aspirations. These proposals often split the community and create internal dissension between those willing to settle for smaller reforms and those who want community control.

In the mid 1990s, activists in the Slocan Valley in the west Kootenays faced just such a dilemma. There was widespread support for a valley-wide ecosystem-based plan developed by the Silva Forest Foundation. The government offered a pilot on Perry Ridge, a contentious watershed where logging by the Ministry of Forests small business program was facing stiff opposition. In addition, the government's offer included only a small piece of the larger watershed. Although there was some support for accepting the pilot, most leaders in the community rejected the government proposal.

Despite the challenges, people need to remember that local pressure has led to creative tenure arrangements and enhanced local decision-making. In fact, it is the only thing that ever has. For example, local efforts led to innovative

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CORPORATE DIVIDE AND CONQUER STRATEGIES

[Companies'] favourite method is a "divide and conquer" strategy heavily dependent on co-optation: First identify the "radicals" who are unwilling to compromise and who are demanding fundamental changes .... Then, identify the "realists"—typically, organizations with significant budgets and staffs working in the same relative area of public concern as the radicals. Then, approach these realists . . . start a dialogue and eventually cut a deal, a "win win" solution that marginalizes and excludes the radicals and their demands. Next, go with the realists to the "idealists" who have learned about the problem through the work of the radicals. Convince the idealists that a "win-win" solution endorsed by the realists is best for the community as a whole. Once this has been accomplished, the "radicals" can be shut out as extremists, the PR fix is in, and the deal can be touted in the media to make the corporation and its "moderate" non-profit partners look heroic for solving the problem.– *Denise Deegan,* Managing Activism: A Guide to Dealing with Activists and Pressure Groups[110]

proposals by industry to give back tenure on Haida Gwaii (the Queen Charlotte Islands) and Cortes Island, and to co-management discussions on British Columbia's central and north coast. Communities seeking community forests should keep in mind that, inevitably, focused community passion gets the attention of provincial politicians.

ii]   *Visionary leaders*

Without exception, a few key local leaders have driven every community forest initiative. These people contribute, often over many years, an astounding amount of time (usually volunteer) and personal resources. They act as community catalysts and as contact points for the outside world. They provide continuity, and are forces of tremendous persistence. Their vision, dedication, skills, and credibility in the community make the difference.

To be successful, these leaders must also be known and respected by the greater community. They must develop a wide range of skills including fundraising, business management, board development, political savvy, people management, mapping, and the ability to inspire and engage others. We found that these leaders often engaged other community members who had complementary skills. They tend to be long-time residents, municipal leaders, community activists, professionals, and hereditary or elected leaders in First Nation communities.

Mary Clare Preston (left) and Noba Anderson at a public ecoforestry presentation on Cortes Island. Behind, residents review local community forest maps.

PHOTO: IRENE BLUETH

In Likely, Robin Hood and Wayne Henke stand out as two community forest leaders. Robin has a woodlot that he has operated for many years and has been an active community member in many other functions. Wayne is one of the main silviculture operators in the area. Both are respected businessmen and community employers.

In McBride, Ron Hammersteadt, a respected local forester with contracts around the globe and a business in town, was asked by the municipal council to write the initial Community Forest Pilot application. His involvement in the project added significant credibility to the community process.

In the Comox Valley, it was the local woodlot association that became the umbrella organization and the advocate for the community forest proposal. The woodlot association enjoys the active participation of many well-respected, extremely knowledgeable and experienced foresters and woodlot operators.

iii]   A shared concern for the state of local forestry

Communities seek and acquire local forest tenures for two primary reasons. First, they believe they can manage local watersheds better than existing forest companies. Second, they believe that more local benefits (such as jobs) will be created and maintained under local control than under industrial management.

Many community forests are achieving these goals: the forest is managed in a more responsible fashion and local jobs are being created in the process. This is unquestionably the case so far in Creston, Harrop/Procter, and Burns Lake.

Often the desire for local control arises from concerns about potential industrial management. Recent polls show that only 13% of British Columbians trust timber companies.[111] In the early 1990s, in the communities of Harrop and Procter there was a very strong movement to protect their drinking water supply. When these areas were excluded from the adjacent park, the community's drinking water supply remained in the control of the Ministry of Forests through the Small Business Forest Enterprise Program. Many residents did not want to see any logging in these watersheds, yet realized that if they themselves did not log, others would, and probably in a less-than-desirable manner. When asked what makes Harrop/Procter unique, board member Dave Miller replied, "We do not see water protection and logging as mutually exclusive activities. Our fundamental premise is to protect our drinking water supply. Everybody depends on water. We realized it is in our interests to control the way the watershed is logged. It was as if in one breath, in one combined thought, the people of this community said 'We want to protect our drinking water, so let's go log!' However, logging in a way that truly protects our water

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Comunities with a strong sense of themselves as a cohesive unit have been more successful in their endeavours.

Downtown Procter—where the community gathers three days a week—Susan (left) and Rosie.

PHOTO: URSULA HELLER

has to be a continuing and conscientious process of vigilance over day-to-day operations."

The Harrop/Procter Community Co-op is now logging following a comprehensive ecosystem-based plan developed by the Silva Forest Foundation[112] and enjoying enormous community support. Other logging companies would have been met with protestors on the road.

In the town of Likely, the logging history is substantially different from that of Harrop/Procter. Where the Harrop/Procter community forest has not been previously logged (at least not industrially), the forests surrounding Likely were heavily logged. Although there is little healthy forest available nearby, residents of Likely believe they can log their forests better than major industry, and in doing so can control their own economic destiny and maintain a better environment.

iv]   Sense of community

What is a community? Who gets to participate in decisions? Who gets excluded? These questions are central to the effectiveness of community initiatives. There are many definitions of community, but the essential characteristic for our purposes is not the definition, but local people's sense of themselves as a collective body.

Generally, there are three approaches to defining community. Some define community in relation to 'User Groups' or the people who traditionally use a resource. Others define community by political boundaries such as municipal lines. And others define community by ecological boundaries. No one definition works in all contexts. Our research found that there are two aspects of community that operate in combination and separately: geographic isolation and social cohesion. Although the definitions of community may vary, communities with a strong sense of themselves as a cohesive unit have been more successful in their endeavours.

Geographic isolation

Geographic isolation helps define a community. People know if they are in or out. People know who belongs and who doesn't. What is important is that the people living near one another define themselves as a part of a larger collective that has shared interests in acting together. On islands such as Cortes, the geographic definition of community is clear.

However, even if the boundaries of a community are well-defined geographically, the natural location for a community forest may not be clear. If a
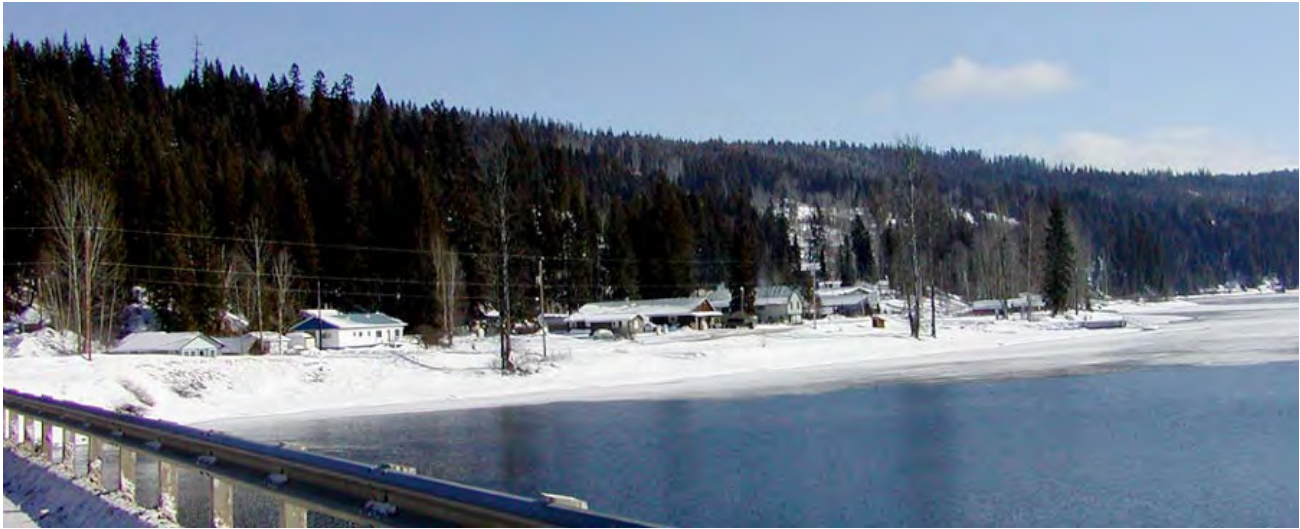
Downtown Likely, a community of 250 people at the end of the road and geographically isolated.

community is geographically defined simply by its great distance from other communities, it may not be clear where a community forest would be ideally located. Should it encompass the community's drinking water source or encircle the community? Should it lie to the north or to the south? The town of Likely faced just this scenario. At the end of a road a half hour's drive from the next community, Likely has opted to locate its licence immediately adjacent to the village.

Some non-island communities that are geographically isolated by lakes, mountains or great distances also benefit from the sense of defined boundaries afforded to island communities. For example, the communities of Harrop and Procter are almost as geographically confined as an island, bounded on one side by a lake and on the other by slopes rising to a mountainous park, making them accessible only by ferry. The community is therefore well defined geographically, as is its community forest land-base: on the slopes behind the town of Procter, up to the boundary of the park that starts at the top of their

Ferry to Cortes Island, winter resident population of 1,000.

MUNICIPAL INVOLVEMENT

All community forest initiatives located near incorporated towns and villages[113] include substantial involvement of the related municipal government. This results in different organizational dynamics from those found in smaller communities lacking an elected council.

Harrop/Procter residents celebrate the arrival of their first logging truck from the community forest with champagne and mixed emotions. PHOTO: URSULA HELLER

watershed. This clear delineation of the community forest site helps to minimize disputes about possible locations. When the location is obvious to community residents, the inclination of the community to identity with the initiative is enhanced.

However, even in areas with clear geographic boundaries, the social definition of community can complicate matters. Does one include year-round residents, absent landowners, renters, those with a mailbox in the community, First Nations members, non-native individuals, et cetera? Each community must decide for itself.

BAMFIELD AND ANACLA

Bamfield and Anacla are communities on the edge; on the edge of the sea, on the edge of the forest, and on the edge of change. The economy of the area has always been dependent on fishing, first the commercial fishery and now the sport fishery, but ironically we have never made great use of the abundant and productive forests that surround us. As the fishing industries slide into uncertainty, we seek to diversify our economic base.—Bamfield/Huu-ay-aht Forest Management Plan

Social cohesion

Communities with a strong sense of collective spirit and a history of working together have a strong headstart in any kind of community venture. Social cohesion is an intangible; it is hard to quantify. Communities that regularly hold dances, festivals, markets, classes and fairs, or that organize group projects such as trail-building and community mapping, seem to have a stronger community spirit and are better able to launch an initiative for community control.

It should not be surprising that communities with a history of organizing collectively and a social infrastructure are better suited to organize and implement a community forest program. This necessary social cohesion can also arise when a community is threatened and in survival mode. In these types of communities, the community forest organization is usually a grass-roots body. This is particularly true in small, unincorporated communities with no elected municipal council. For example, the Bamfield/Huu-ay-aht Community Forest Society represents the villages of Bamfield and the neighbouring Huu-ay-aht First Nation community of Anacla (totaling approximately 350 people). It was created because there was no existing body accountable to both communities. The Society, with general support and active participation of community members, is trusted to manage the community forest operation.

In general, smaller communities are easier to mobilise. There is a greater interdependence amongst community members, and residents generally have a greater appreciation for the benefits of working together. There is also often better informal communication among members of a smaller community than of a larger town or village, allowing friendly community coercion to influence participation. Finally, small, rural communities acutely feel both the benefits and the negative effects of land-use decisions that may directly affect their land and their economic stability.

That said, community forest representatives have been vocal in arguing that community forests should not be seen as a cure-all for troubled rural communities, but rather one component of a diverse local economy.

v]   Love of place

"Love of place" is a major motivator for local people seeking community control. Local people want sustainable land stewardship as well as community stability. They want to steward their forests to optimize long-term benefits so people will continue to be able to live in that place. Many local residents value

Brian Janecke, a McBride community activist, overlooking the McBride community forest in the Robson Valley.
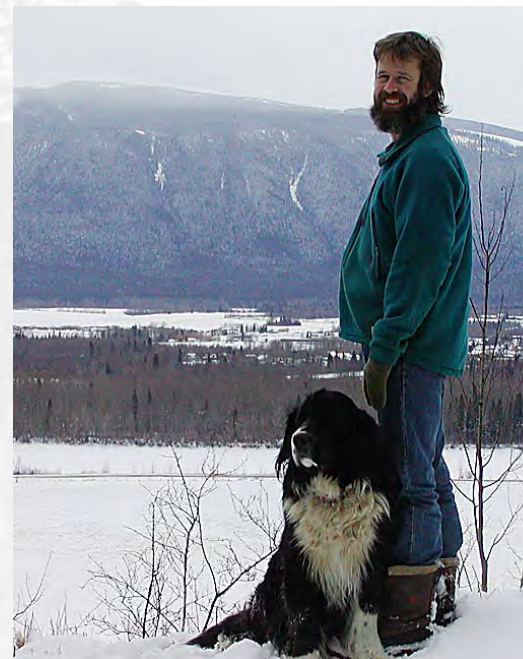
When a native community does not initiate a community forest application, it is essential to include the affected First Nations in the planning early on

the lifestyle that healthy, natural ecosystems offer. People have an attachment to the particular rivers and streams, meadows and gullies that surround their communities. These are the places kids play, people fish, and locals hike and explore.

In virtually every community we visited, people mentioned their love for the natural state as a motivating force behind their efforts. In the communities of Harrop/Procter, Kaslo and Cortes, for example, many residents moved there specifically to build a vibrant community. In the town of Likely, many residents spend much of the winter snowmobiling so they can be out on the land. In native communities such as the Xatsu'll First Nation, a map of their traditional territory fills an entire wall in their band office: a two-dimensional representation of their homeland; an area over which they are working to regain some control. Kaslo is known as a "little Switzerland," and people there express a spiritual connection with the **landscape**. As Jennifer Gunter writes, "strong identification with forest ecosystems comes naturally when the environment is a primary reason why people live in a community."[114]

vi]   First Nation involvement

Global trends illustrate that First Nations' involvement greatly enhances chances of acquiring local control. Eight of the 11 Community Forest Pilot Agreements that have been offered to date are either led exclusively by First Nations or are partnerships with First Nation. In addition, the provincial government has directly invited an additional three Community Forest Pilot ap-

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CHESLATTA CARRIER FIRST NATION—THE MOST RECENT PILOT AGREEMENT

Whereas most Community Forest Pilots have taken well over a year between initial offer and signing of the final agreement, the newest Pilot Agreement with the Cheslatta Carrier Nation is expected to take less than half a year. Although there are other factors hastening this agreement, there is no doubt about the government's desire to fast-track First Nation land agreements. On July 31, 2002, the Cheslatta Nation was awarded a conditional Community Forest Pilot Agreement of about 25,000 ha, encompassing an area they were forcibly removed from 50 years ago. Chief Richard Peters declares that "The Cheslatta people have come full circle since they were chased out of their villages on Cheslatta Lake in 1952. Today we can go back home and resume our stewardship of the land we love."[115] Cheslatta Forest Products Ltd., which was created earlier this year, will process the wood from this Community Forest Pilot, adding extra benefits to the venture. Both parties expect to reach a final agreement later in the summer of 2002.

Ceremony and signing of the Memorandum of Understanding between the Klahoose First Nation and the Cortes Ecoforestry Society, Cortes Island, July 1999. Standing—former Klahoose Chief Kathy Francis. PHOTO: RICHARD TRUEMAN

plications from the Cowichan Tribes, the Carrier Sekani Tribal Council, and the Westbank First Nation. In British Columbia, First Nations should be the biggest beneficiary of the move to enhanced local control. However, options for First Nations control should not be limited to acquiring tenure. Rather, First Nations' constitutionally protected interests will inevitably result in a variety of measures to increase their involvement in managing and sharing the benefits of activities within their traditional territories. Although the current and previous federal and provincial governments have resisted this process, First Nations will continue to use political, legal, and financial levers to promote their interests.

Some First Nations have, however, been understandably reluctant to seek or support community forest ventures, due to potential implications for their assertions of rights and continuing treaty negotiations. Although the community forest agreements with non-natives to date have explicitly stated they are without prejudice to rights or treaty negotiations, there is a risk courts may not accept these "without prejudice" clauses. This possibility has inhibited some collaboration.

Where they have occurred, collaborative community forest proposals between First Nations and non-native communities have been very successful in getting tenures. In fact, these joint efforts have sometimes helped to build bridges between First Nations and non-native local interests.

In many cases, Pilot Agreements are being used as one of many tools in related treaty processes. The Carrier-Sekani Tribal Council, for example, has been offered a Pilot Agreement with an associated AAC of 100,000 m^3. This volume is then to be split equally among the six Nations that form the Tribal Council.

When a native community does not initiate a community forest application, it is essential to include the affected First Nations in the planning early on. In Burns Lake, the Office of the Wet'suwet'en Hereditary Chiefs supported the proposal from the outset. In addition, the Burns Lake Band wanted to participate in the community forest. However, they would only agree to participate on the condition that the board operates on a consensus model. The board agreed and now also has a dispute resolution process for the occasions when consensus is not reached.

Some initiatives are developing creative alternatives for collaboration with First Nations. On Cortes Island, a Memorandum of Understanding (MoU) was signed in 1999 between the Klahoose First Nation and the Cortes Ecoforestry Society (representing much of the non-native population). This MoU clarified the rights and responsibilities of both parties as they continued their pursuit of joint community control. The document is extremely innovative. For example, it affirms that each party will manage any land coming under their control according to the ecosystem-based plan jointly developed for the island. This MoU could serve as a model for other communities wanting to build similar partnerships.[116]

In some cases, the lack of meaningful First Nation engagement has been the single biggest obstacle to the success of community forests. The North Island Woodlot Corporation, which proposed the Comox Valley community forest, faces significant difficulties because it was unable to involve or elicit comment from the local First Nation in the development of its proposal. First Nations did not become involved until after the proposal was awarded in principle by the provincial government. Little Crown land is available in the Comox Valley due to the E & N land grant.[117] The lands offered in principle to the North Island Woodlot Corporation as a Pilot Agreement are also key areas of interest at the treaty table. Consequently, the First Nations have objected to the proposal. Despite ongoing efforts to accommodate First Nation concerns and to develop an interim agreement with 50/50 participation, the Comox Valley proposal has yet to be finalized.

As discussed earlier, government has clearly indicated that First Nations proposals will be given priority. Various signals from the provincial government, including the recent amendment to the *Forest Act,*[118] and direct invita-

In some cases, the lack of meaningful First Nation engagement has been the single biggest obstacle to the success of community forests.

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tions to First Nations to apply for Community Forest Pilot Agreements, indicate that meaningful First Nation partnerships will be almost a prerequisite to securing a community forestry tenure in the near future. Some people within the community forest movement are worried that government may grant Pilots to First Nations who do not yet have the capacity to operate them. The failure of these Pilots will then discredit the larger community forest movement.

vii]   Ongoing volunteer support

Although a few champions are required, community forests will not succeed without a larger circle of volunteer support. In addition to the time and energy of volunteer board members, successful community initiatives often draw on a wide range of skills from people who are willing to volunteer time. The breadth of locally available skills is often quite large. However, finding and coordinating these volunteer skills is no small task.

In order to avoid burn-out, the leaders and volunteers need to draw others in, delegate and ultimately find a way to fund their activities. This is a difficult management task even in well-resourced non-profit organizations.

In most current community forest initiatives, it was the same core volunteers, steering committee, or advisory group that remained constant from the start of the initiative through tenure acquisition and implementation, a process that in some cases has taken more than a decade (e.g. Cortes Island and the Slocan Valley). This continuity, at times a generation or more in length, affords a living memory of local experience and knowledge. Almost without exception, however, the community becomes overly dependent on that core group—a problem when burn-out begins to take its toll.

Harrop/Procter, perhaps one of the most volunteer-based community forests, estimates they enjoy a contribution of 350 volunteer hours each month from their two boards and the community at large. The workload is shared among many, but even here, with high community involvement and sixteen board members, this initiative still ends up with a few overworked volunteers and staff members. The general manager, for example, puts in an estimated 35 volunteer hours per month above and beyond her full-time job.

Communities that keep records of their in-kind contributions estimate that over $100,000 worth of volunteer time and services is required to develop the

Communities that keep records of their in-kind contributions estimate that over $100,000 worth of volunteer time and services is required to develop the community forestry proposal alone.

Garbage clean up at Williams Beach—one of the three small public land parcels that jointly comprise the Comox Valley community forest application.

PHOTO: SIBYLLE WALKEMEYER

community forestry proposal alone.[119] Additional support is then needed to influence decision-makers to approve some form of community control, and then still further to implement sustainable local control.

In most communities, volunteer burn-out is a real challenge. This is an issue that needs to be addressed by any aspiring community forest group. To be successful over the long term, community forest initiatives need to develop ways to foster and train new generations of leaders on a continuous basis.

viii]   A track record in land-use issues

Without exception, all communities that succeeded in getting tenure had planned, at least conceptually, for some sort of alternative management regime long before community forest legislation was created. In some cases, this formal planning process dates back decades and ranges from informal kitchen-table discussions to extensive mapping and formal feasibility studies.

In Burns Lake, the Village Council applied for and was granted a Tree Farm Licence in 1972. Before the TFL could become operational, a change in provincial government led to its cancellation. Despite this setback, the work was not wasted. Almost thirty years later, the earlier efforts helped in their successful application for a Community Forest Pilot.

The communities of Harrop and Procter had been campaigning since the early 1990s to have the watersheds that filter their drinking water be included in the adjacent provincial West Arm Park. When those lands were excluded from the protected area, the community developed an ecosystem-based plan for their community watersheds. This plan, prepared with the assistance of the Silva Forest Foundation, was used as the basis for their pilot application. Similarly, Bamfield was working toward a community woodlot when the Community Forest Pilot opportunities were announced. With the woodlot experi-

Burns Lake has been attempting to gain control of their own back yard for over three decades.

[Community forestry] poses challenges: as with any form of social organization, procedures for making decisions, laying down and enforcing rules, and resolving disputes all need to be worked out. This seems like a lot of work...to be successful, therefore the benefits of self-organizing must be greater than the costs.—Global Forests, Global Citizens[120]

ence behind them, the community members decided a community forest was a much better option for them.

The lesson from these examples is that generally the struggle for local control is not a short-term process. Sometimes it takes years, if not decades, to achieve success. Communities that recognize this fact and treat the process as a continuous learning experience are more likely to succeed in the long run.

c]   Effective Community Organizations

Aside from the obvious lesson that poorly-run organizations are unable to operate effectively, an interesting message arose in many of our interviews: perception is reality. How board members, members at large and the community beyond perceive a community organization is, for all intents and purposes, the organization's reality. When that organization is responsible to a wide range of community interests, and relies on the community's support to push its initiatives forward, perception is especially important. This message underlies much of what we learned about effective organizations.

i]   An effective internal governance structure

A wide range of governance structures exists among the various community forest initiatives. Some initiatives have formed a non-profit society, others are co-ops, several are run by a municipality or band council, and some have formed a corporation with a board that represents different constituencies. To oversee the process of developing a proposal, coordinating an effective political strategy to acquire control and then implementing a business plan, a community forestry organization must be sufficiently flexible to adapt its internal priorities to accommodate evolving challenges. This is a formidable task.

The governance model chosen for a community forest must fit the needs of the community. It must engender trust among those constituencies important to the success of the endeavour and it must assist the community in attaining its forest management goals. Also, the governance structure has to be compatible with the values of the community. As illustrated by the following examples, communities govern themselves in many different ways:

- The community forests in Revelstoke, Mission, North Cowichan, Burns Lake, McBride, and Fort St. James are run by municipally-owned corporations with varying levels of municipal involvement in management decisions.

- Cowichan Lake is a municipal co-op.

- Kaslo is a consensus-based non-profit society. The society is run by an appointed board with two appointees from local and regional government.[121]

Perception is reality.

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In Fort St. James, it is the District that holds the community forest license.

*Large industrial interests should not be built into licences. Their direct involvement is antithetical to **community** forestry.*

- Bamfield/Huu-ay-aht is a society jointly representing interests from the village of Bamfield and the Huu-ay-aht First Nation community of Anacla.
- The town of Likely and the Xatsu'll First Nation in Soda Creek each hold a 50% share in their joint community forest corporation.
- Harrop/Procter has both a society, dedicated to research and education, and a co-op, which acts as the business arm. To provide a link between the two organizations, the two boards share half of their directors.
- In the Comox Valley, the North Island Woodlot Corporation (the business arm of the North Island Woodlot Association), is the proponent of the community forest.
- Shares in the Creston Valley Forest Corporation are held equally by the Lower Kootenay Indian Band, the East Kootenay Environmental Society, the municipality, the Regional District of Central Kootenay, and the Creston Economic Development Society.
- For both the Esketemc and Nuxalk community forests, the band holds the tenure agreement/agreement in principle.
- On Haida Gwaii (the Queen Charlotte Islands), the Island Community Stability Initiative is a non-profit society with representation from both native and non-native communities.

ii]   Meaningful community representation

Whatever the chosen governance structure, true community representation and transparency are needed. Surprisingly, our survey revealed that inclusive governance does not exist to the extent we expected in many community forest operations. There is a tension between efficiency and complete transparency. The governance structure must be streamlined to ensure timely, rational decision-making. However if the organization's leadership is not truly operating in the best interests of the whole community, it is questionable whether the venture is really a community forest at all. If this happens, the necessary community support will slip away, as will the support needed to fight to maintain or improve rights to local lands.

Experience indicates that large industrial interests should not be built into licences. Their direct involvement is antithetical to *community* forestry. By the very legal nature of a standard corporation, profits to shareholders are the primary, if not sole, objective. In contrast, true community bodies may decide that financial profit is either not required or is not the primary goal, as long as people are working and the community at large is benefiting. In their first year

of operations, Burns Lake only made a profit of 50¢ per cubic metre of wood harvested. This was acceptable to them because they were putting people to work and doing the best forestry they could under the conditions. However, this low rate of return could have created tension for partners focused primarily on profits.

When a community licence is directly tied to or managed by a large, industrial operator, the initiative will almost inevitably come under heavy public scrutiny. This is because the control is largely handed over to an external body that often does not hold community well-being at its core. Two examples of difficulties in the community when external logging companies are involved:

- Cowichan Lake community forest is a co-op, but it has hired TimberWest to log the forest and keep records. Some dissension is emerging on the co-op board over TimberWest's role and record keeping. Since the co-op itself is not overseeing the operations, community mistrust is beginning to undermine the initiative.

- Tahsis, Zeballos and Gold River jointly hold a Forest Licence, the operation of which has been contracted out entirely to Doman-Western Lumber Ltd. Last year Doman-Western fell victim to the difficulties in the forest industry. It stopped operations and shut down the mills in Gold River and Tahsis. The three communities are now debating whether to find another third party to run the operation, or to divide their volume-based licence into three area-based tenures closer to their own communities.

Communities (such as Kaslo and Revelstoke) that manage their own forestry operations yet practice more industrial-type logging have experienced either reduced community buy-in or significant community criticism. Because their governance structures are not as transparent as others, they must always work to ensure the operations satisfy the community's values.

The more transparent and responsive to community interests the organization is, the stronger it will be in the long term and the more able to weather downturns in the industry or changes in government policy.

iii] Leaders with common goals

Any community organization is bound to include a wide range of interests. However, regardless of structure (society, co-op, band council, corporation, or otherwise), to have a functional governance board it is critical that the leaders share common goals.

Many communities have developed policies to promote a shared vision. For example, some organizations have developed a set of principles that all pro-

The Huu-ay-aht First Nation in Anacla and the community of Bamfield jointly hold their community forest tenure.

spective board members must sign prior to assuming their board positions. Past experience often helps to establish common goals. Many members of the Kaslo community forest planning committee were part of the Kaslo and Area Round Table (KART), a multi-sectoral community-based resource advisory group. This past organizational experience has been an asset for the Kaslo board, facilitating the ability of Board members to work together.

Needless to say, organizations without well-articulated and common goals have had difficulties. Community forest initiatives with divided boards have proven to be ineffective. These schisms may result from conflicts between individuals or may represent very real differences within the community. Regardless of their cause, community forests governed by inefficient or split boards are unlikely to succeed. Therefore effective community organizations need to recruit, train and mentor individuals within a culture that promotes a shared vision.

iv]   Willingness to be "pragmatically opportunistic" [122]

Communities must recognize that we do not live in an ideal world. Some pragmatism is needed. Sometimes compromises and trade-offs must be made.

Leaders within individual communities have to make difficult decisions. For example, "The Forest Licence was not the ideal tenure for Kaslo, but the residents understood the benefits of taking advantage of the opportunity and

Dave Johnson, board member of the Harrop/ Procter Watershed Protection Society board and local mill operator milling community forest wood. PHOTO: URSULA HELLER

the potential costs of turning it down .... They believe, however, that once a better tenure is available the organization will be experienced and well prepared."[123] To date, no better tenure options exist for them. And many board members and residents at large are far from satisfied with the requirements of their current industrial licence. Was this trade-off the right decision to make five years ago? Opinions differ.

The decision of Harrop/Procter residents to log their own drinking water supply was a bittersweet one. Yes, it would bring community control of these lands and create local employment, but the first and preferred option to many was for outright protection. This community chose to be "pragmatically opportunistic." For them, the results are quite positive so far, although not without tradeoffs.

On Cortes Island, community forest leaders are currently faced with an incredibly tough decision. Do they try to adapt their community vision to fit within the restrictive regulatory bounds of a Community Forest Pilot Agreement? Or do they stick to their ideal vision of a more meaningful and long-term Trust/Interim Measures-type arrangement. If they choose the latter option, they are faced with the need to push for implementation of a model that does not yet exist in British Columbia. Do they decide to be opportunistic in this case and apply for a Pilot Agreement? Or would this decision not be pragmatic in their current situation?

To date, Burns Lake community forest operators have not been able to follow their proposed forest management plan due to a massive beetle infestation in the area. Virtually all of their logging has been "beetle chasing"—increased rates of logging to reduce the impact of the current beetle problem.[124] Burns Lake applied to double their AAC accordingly. The community forest manager, Ken Guenter, is the first to admit that these are far from ideal circumstances. He would much rather be cutting less and following their community forest management plan. For Burns Lake, flawed community forestry is still better than the alternative.

v] *Support from the Ministry of Forests*

Staff in the Ministry of Forests can really help community forests, both formally and informally. In Burns Lake, McBride, and Bamfield it is clear that community forest efforts benefited from the support given by a few key staff within the local Forest Service offices. Staff have provided maps, fast-tracked paperwork, fostered internal Ministry support, and generally smoothed the way to the creation of these community forests.
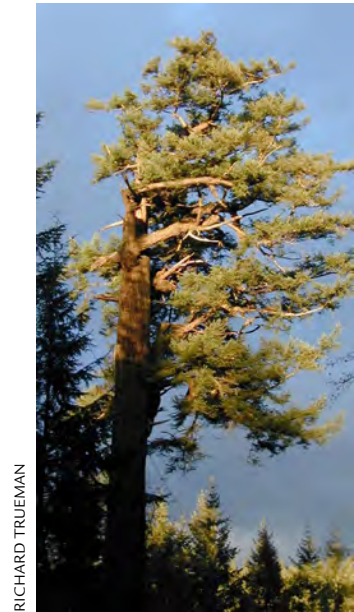
In some communities, Ministry staff have also helped by identifying unallocated timber and helping communities prepare their applications. For example, the Ministry of Forests District Manager in Burns Lake, Bob Murray, has been especially helpful to the entire Burns Lake community forest application process. He has also been instrumental in activating the other two Community Forest Pilot opportunities in the Lakes District (the direct invitation to the Carrier Sekani Tribal Council and a competitive opportunity awarded recently to the Cheslatta Carrier First Nation).

Conversely, many community forest proponents identified a lack of local Ministry of Forests support as a major hindrance. Some communities had to pay consultants for basic maps and assistance with their applications. Where the Ministry of Forests has not helped, communities have had to be more resourceful in finding allies elsewhere.

We don't know enough to know what we don't know.

vi]   Available technical knowledge and skills

Even in communities with skilled and willing supporters, there is still a great need for capacity development. Most communities need guidance on matters as straightforward as starting a society, developing a business plan or picking a board, and as complex as preparing forest management and development plans.

Many communities were mistaken in their internal assessment of their in-house capacity. Some initially thought they had the required skills internally only to learn otherwise as they started operations. Kaslo, for example, did not have the initial funds to hire staff with the expertise and experience that they would have ideally liked. A few board members have expressed regret they did not invest in the appropriate personnel at the start.

Robin Hood of the Likely and Xatsu'll community forest believes that their efforts will be more successful if they initially hire someone from outside the community to help them get started. "We don't know enough to know what we don't know," Robin says. Because land-use decisions have been so centralized and so far removed from the hands of local decision-makers for so many decades, many communities begin in precisely this position.

The newly-formed British Columbia Community Forest Association aspires to facilitate the delivery of capacity building support. In the meantime, community organizations need to continue to look within their own communities for resources, to seek external support from environmental groups and government, and to network with other community forest groups.

A Harrop/Procter trail building crew.
PHOTO : HARROP/PROCTER WATERSHED PROTECTION SOCIETY

2 IMPLEMENTING COMMUNITY FORESTS "ON THE GROUND"

The major hurdle facing most community forest proponents is securing control. There are well over one hundred communities in this situation. However, there are only a few community ventures that have acquired some form of control—through a tenure, co-management agreement, interim measures agreement, community management agency, or other means.

Successfully operating a community forest poses a new set of challenges and opportunities. Of course, many attributes of the forest, community, and organization outlined earlier are also important for successful implementation. In this section we are assuming the community has already created an organization and developed a plan for the forest.

The following eight sections outline the issues specific to implementation that arose during our interviews. We identified the following requirements for success:

- a thorough business plan and sound business skills;
- an effective general manager;
- strong relationships and beneficial partnerships;
- support from local industry;
- maximize value-added processing within the community;
- diversification into new revenue streams;
- balancing "do it ourselves" with contracting out; and,
- access to financial capital.

The major hurdle facing most community forest proponents is securing control.

Well-developed business skills are particularly important to community forests because they will be operating within the context of an economic system that does not support community forest ventures. There is little room for mistakes.

a]   A Thorough Business Plan and Sound Business Skills

Like any new business, in order to succeed, community forests need a well-thought-out business plan. A good business plan sets out objectives and timelines, identifies the strengths and weaknesses of the business, and describes the basic elements of operation, including sources of capital, sources and cost of supplies, transportation links, available markets and customers, etc.

The development of a business plan was a real challenge for all communities. Although all communities applying for a Community Forest Pilot submitted a business plan, their depth and detail varied greatly. There were too many unknown variables, a lack of adequate data and insufficient time to conduct market research or properly deal with important issues. Two communities paid a consultant to develop a business plan on their behalf. The other communities developed business plans on their own, sensing that either they had the required internal capacity or that they simply could not afford the cost of hiring an external professional. As a result, some of the business plans were very basic in nature.

In addition to a sound business plan, ongoing business skills are essential to a successful operation. Well-developed business skills are particularly important to community forests because they will be operating within the context of an economic system that does not support community forest ventures. There is little room for mistakes.

A sound business plan includes developing markets for locally processed wood.
PHOTO: URSULA HELLER

b]   An Effective General Manager

An effective general manager is a key component to successfully implementing a community forest initiative on the ground. To be effective, a general manager must have a broad range of skills as well as an ability to find and mobilise those that he or she lacks. Finding and compensating effective general managers has been a significant challenge for some community forest initiatives.

In some community forests this person is a local. In others, the manager has been hired from outside the community. For example, Bamfield/Huu-ay-aht, Kaslo, Burns Lake, and Harrop/Procter all hired locally, while in Alkali Lake and Fort St. James significant help has been hired from outside the community. Regardless of the community, a manager who can pull together a team that has good business skills, forest management skills, community outreach and social skills, fundraising capabilities, and political astuteness is a priceless asset.
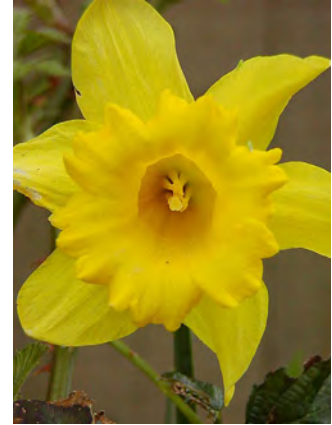
c]   Strong Relationships and Beneficial Partnerships

Partnerships and strong working relationships both within the community and beyond are critical in many spheres.

A good relationship between board, staff and contractors is critical to the smooth functioning of the initiative. Collaboration between contractors is also beneficial. In the first year of operation in the Burns Lake Community Forest, for example, there were eleven harvesting contractors and 26 different operators in all. This quickly became too unwieldy. Time spent working out contracts with each individual operator was too onerous for management. Now, in year two of operations, operators are encouraged to team up and apply for contract work in the community forest as a functioning unit. This contract amalgamation has both greatly simplified administration as well as efficiency in the bush.

Although partnerships can, in some circumstances, be very beneficial, they should only be pursued under mutually beneficial conditions. Relationships gone awry can tax even the strongest organizations. These problems can be a major drain on volunteer-run community efforts, particularly because in small, close-knit communities rocky relationships can build into major disputes.

d]   Support from Local Industry

Collaboration with neighbouring licensees, especially for smaller operations, may be important in the development of value-added businesses. In the short term, most community forest initiatives will have to rely on nearby large industrial processors. Although not ideal, all community forest operators currently sell the vast majority of their logs to large mills that do not pay them a premium for logging in a more ecologically or socially responsible manner. This is because new log markets, small mills, and other value-added facilities do not exist to a sufficient degree or are too small to handle available volumes of supply.

In Creston, for example, most of the wood cut from their community forest is sold to a local mill, Wynndel Box and Lumber, owner of one of the two large mills in town. Creston is very much committed to keeping processing jobs as local as possible. After three years in operation, however, Creston still finds it a challenge to encourage smaller operators.

The Board of the Bamfield/Huu-ay-aht Community Forest has decided, for now, not to assume the up-front costs of a small local mill, preferring to see community members take on this initiative using a dependable supply of wood from the Community Forest. In this case, it is not clear whether the low annual volume (1,000 m³) can support even a small mill, leaving the owner to find other suppliers—difficult to do, since Weyerhaeuser's TFL 44 surrounds the two communities.

In Harrop/Procter, the long-term vision is to have very few unprocessed logs leave the community. They realize the real community advantage is going to come from maximizing the number of local jobs through local processing. The community Co-op currently sells as much wood locally as possible. However, the current reality is that the majority of the wood harvested and sold during their first year of operation (2001), was shipped as logs to area mills.[125]

Although community forest ventures are attempting to implement alternatives to standard industrial logging techniques, many community forest advocates are nervous about being too vocal about the problems associated with industrial forestry. At times, community forest operators find themselves in a compromised position. They do not feel free to openly criticise the current corporate oligopoly, because they need to maintain good relations with local industry to maintain a market for their wood.

One operational community forest has been unofficially boycotted by one of their major local mills. This conflict is one of the community's single biggest obstacles to success. As a result, they have been forced to ship their wood further a field, incurring higher costs they can ill afford.

e]   Maximizing Value-Added Processing within the Community

Local job creation is one of the priorities for community forest initiatives. Although some jobs are created through proper planning and low-impact logging, one effective way to create jobs is to process the logs locally. Many communities believe that local milling and other forms of labour-intensive processing are vital to the success of their efforts.

Most community forestry operations are more interested in optimizing local prosperity than in maximizing their profit. At the end of the day, the goal of most community forests is to sustainably use local resources to optimize benefits over the long term. This does not necessarily mean maximizing profits for the community forest. Some organizations sell wood at a discount to local manufacturers and artisans in order to support successful community businesses. For example, the North Cowichan Municipal Forest promotes local use of their logs by refusing to export raw logs, and by giving local manufacturers a three per cent preference when bidding on their wood.[126] These kinds of initiatives are harder for community forests to implement when they have stumpage payments to make.

There are a number of ways to add value to wood. The five main ones are:

- adding value to the living tree;
- sorting on the stump and at roadside landings;
- log sorts and log markets;
- local milling; and
- supporting value-added manufacturers.

Most community forestry operations are more interested in optimizing local prosperity than in maximizing their profit.

i]   Adding value to the living tree

To a certain point, the longer a tree is left standing, the more valuable it becomes. This simple statement underlies a potentially sophisticated and lucrative approach to logging, especially effective for smaller logging options. By selectively logging, one can take advantage of the exponential growth of mature trees, with which comes increased quality and market price.

Merve Wilkinson, operator of a private woodlot on Vancouver Island, puts it this way: "You keep your forest in balance, and you don't have to cut too many trees to get your annual income because the big ones give a lot of volume …Other than for thinning, it's wrong to remove young trees—those from 60 to 80 years old—because in another 50 to 60 years they will have increased their volume 5.5 times."[127]

Merve Wilkinson of Wildwood (a Vancouver Island ecoforestry model on private land) has been dedicated to ecoforestry education for decades. Merve recently won an Order of Canada award for his work. PHOTOGRAPH FROM MERVE WILKINSON'S COLLECTION

ii]   Sorting on the stump, and at roadside landings

Sorting on the stump, before selecting the trees to cut, or at roadside landings, just after cutting trees, is an efficient way to get the most value from the forest. Selective loggers such as Merve Wilkinson sell much of their wood before they cut a tree down. Buyers can make special requests for certain types of wood or wood dimensions, and the logger selects the appropriate tree for cutting. Likewise, trees recently cut can be sorted for specific buyers instead of being shipped to more distant log sorts, only to be sorted again.

Harrop/Procter and Bamfield are exploring options for sorting on the stump and "on the roadside." This will enable timber-frame homebuilders, craftspeople, and others to select specific trees and make the most of the forest operation.

iii]   Log sorts and log markets

Some communities may want to establish their own log markets as a way to retain value locally. Revelstoke and Creston currently have such markets. A market needs a certain volume of logs to be viable, however, and most of the existing community forests do not have that volume. Once the provincial government starts to allow larger community forests, or enables the creation of more community forests, we may see more individual and jointly-run community log markets.

This would be a significant development, because aside from the few community markets in British Columbia, there are no open, competitive markets for logs. Small operators including community forests must sell their logs to nearby mills. Not only does this situation make it difficult for small wood buyers in each community; it also makes it difficult for community forests, with their small volumes, to obtain an optimal price for their wood.

iv]   Local milling

The difficulty of establishing local log sorts or markets prevents local woodworkers from bidding on logs. It likewise hinders the establishment of local mills. Until community forests reach a sufficient size and number, an interim solution is roadside sorting. Burns Lake, for example, is able to sell five per cent of its volume to two local sawmills. These sawmills, which were re-opened due to the creation of the community forest, employ as many as 14 people. Harrop/Procter was also able to set aside a certain amount of cedar for a local mill, which in turn supports the community co-op.

McBride, a town with significant value-added expertise, is poised to process much of its community wood locally. McBride's small, private mills are hungry for wood.

Canoe and totem carved by Ed Johnston Sr. in the Huu-ay-aht community of Anacla. The Bamfield/Huu-ay-aht Community Forest has a commitment to supply such value-added operations.

v]   *Supporting value-added manufacturers*

Many community forests emphasise local value-added jobs, trying to make as much wood available to community members as possible. Value-added wood-working—from wooden spoons to timber-frame houses—is a growing industry in British Columbia. The growth of community forests will likely support continued growth in this industry.

(For interested readers, Appendix 2 offers an expanded overview of each of these value-added options, with further examples from our survey of community forests in British Columbia.)

(f)   Diversification into New Revenue Streams

The maintenance of a variety of community values is at the very core of community forestry. Although these values include timber production, many communities believe other values such as clean water, a healthy ecosystem, 'visual quality' (a spiritually uplifting view), and recreational use of the land are just as important as timber extraction, if not more so.

Some communities are exploring avenues to generate income through sources other than logging. The options being considered by some community forests include research, tourism, education, and non-timber forest

RICHARD TRUEMAN

The Bamfield Marine Sciences Centre has been a significant supporter of the Bamfield/Huu-ay-aht community forest. Bamfield is also home to the U.S.-based School for Field Studies that operates an undergraduate-level, inter-disciplinary Field School. Student research projects from SFS have contributed greatly in forest and stream-related areas.

At Williams Beach, one of the three proposed parcels that jointly comprise the proposed Comox Valley community forest, the local community has developed a network of flagged walking trails.

products. Many community forest proponents indicated that the provincial government needs to provide more support—possibly through the government's newly created **Forest Investment Account**—for value-added development and niche-market research.

i]   Research

McBride, due to its location in the northern interior "wet belt," is very well suited to attract forest research institutions. McBride has been actively encouraging forest research in the area and is working in collaboration with the College of New Caledonia, the University of Northern British Columbia, and the International Union of Forestry Research Organizations. Bringing outside researchers into their forest is a high priority as an additional source of revenue, inspiration and cutting-edge science.

ii]   Demonstration forests

In the Comox Valley, logging is not the organization's main focus. Because the community forest is so small (715 ha) and is located in the suburban/urban transition zone, the community plans to use its forest largely as a low-impact demonstration forest for small-scale woodlot forestry, as well as for recreation and non-timber forest product research.

iii]   Education

Bamfield/Huu-ay-aht is working very actively in conjunction with the Bamfield Marine Sciences Centre and the School for Field Studies (two upper-level educational institutions) to develop ways to use the community forest as an education tool. Both of these institutions are based locally and both have been quite involved in lending research support to the community forest effort. As part of their field training, students at both institutions have collected much of the initial inventory data for the community forest. Bamfield/Huu-ay-aht is also committed to working with the Pacific Rim National Park on ecotourism development.

In 2000, the Kaslo and District Community Forest Society initiated the Forest Stewardship Education Project in 2000 in partnership with JV Humphries School. The primary goal of this work was to increase the sense of

stewardship of the residents of Kaslo and District and enhance their capacity to responsibly participate in land- and resource- use decisions. The first phase of this project consisted of the development of age-appropriate curriculum for JVH that aims to develop the ecological literacy and stewardship capacity of the youth of Kaslo and District. The second phase focused on forging strong links with school teachers, doing public education in the community as a whole and networking with other community forest organizations in the Columbia Basin. The "Winter in the Forest Festival" and a public workshop were the key public education activities.

iv]   Non-timber forest products

Harrop/Procter has developed a line of medicinal and culinary botanicals to complement their timber products. To date, the majority of their herbs have been locally farmed and cultivated. However, they have set test plots within the community forest for wild medicinal plants and are investigating growth conditions and marketability. Developing non-timber products has proven to be more difficult than initially anticipated.

v]   Alternative markets and customers

As indicated above, provincial policies discriminate against community forestry. Despite the best efforts of the existing community forest models, a significant majority of the economic benefits derived from local forests continue to leave local communities. One of the significant hurdles facing community forest is the lack of well-developed markets.

Those communities that have been more conveniently located or have been more successful in developing customers have fared better. Creston, for example, partly as a result of its location close to the U.S. border, has been able to sell about one third of its wood (all of lower value) into U.S. markets. They sold wood to the United States when there was either no market or buyer in British Columbia that would offer to pay a break-even price. No community forests, however, have yet been able to develop significant non-industrial markets.

Ramona Faust, Harrop/ Procter General Manager, with medicinal and culinary herbs produced by the community co-op. They are cultivating garden herbs and investigating the viability of ethno-botanicals from the community forest.
PHOTO: URSULA HELLER

Locally milled wood
stacked ready for market.
PHOTO: URSULA HELLER

g]   Balancing "do it ourselves" with Contracting Out

Because of the plethora of skills required to successfully implement community forestry on the ground—political, technical, business, managerial, financial, strategic—few initiatives have been able to "do it all themselves." As a result, most community forests have combined in-house work with contract services. The on-the-ground operational forestry planning is usually done in-house. Much, if not all, of the **cruising** and **layout** of **cutblocks** is also done in-house depending on the size of the area and the number of staff.

Burns Lake, for example, relies primarily on in-house skills rather than hiring outside contractors to do their planning. This way, those with the comprehensive, long-term vision for the local community do the planning work. This ensures that the organization's vision, as informed by the broader community, is implemented to the greatest degree possible on the ground.

The Creston community forest, now in its third year of operation, is experimenting with giving operators more independence. By giving increased responsibility to good local operators, they are cutting costs, empowering their contractors, and creating work in the community. The community is beginning to trust certain operators for their expertise and consistent quality of work. This is of great value to the operation, as local skills are being fostered and meaningful jobs are staying in the community.

Given trust, this less prescriptive approach is at the centre of both community forestry and ecoforestry. Decentralized control is necessary because community members need to be as involved as possible with stand-level harvesting decisions. The best use of an eco-forester's time is to walk the woods. Only with a thorough understanding of the dynamics of a particular stand can the forester make the best management decisions about that stand. Decentralized operational forestry also empowers local workers, and encourages them to spread the community vision of improved forest practices.

The best use of an eco-forester's time is to walk the woods.

h]   Access to Financial Capital

Financing their operations is a challenge in almost every community forest. Some initiatives have had great difficulty securing financing. Even if, or when, funds are secured, they are rarely sufficient to hire adequate staff or to do the kind of long-term planning that the community organization deems necessary.

Even if **alternative fiscal arrangements** are negotiated for revenue sharing, decreased stumpage, or a time-limited stumpage credit, community forest endeavors—as with any business—still require financing up front, and may not all wish to immediately rely on logging for the necessary funds.

Heather Pinnell (Forest Manager & RPF for Harrop/Procter), Jim Smith (Forest Manager of the Creston community forest) and Justin Banbury (faller) at a landing in the Creston community forest. Justin has been selecting trees for falling within guidelines, thereby eliminating the need to mark trees beforehand. Justin is gaining great pride in his work, pride afforded to him through this relationship built on trust.

Traditional lending institutions such as banks have been reluctant to support new ventures. The lack of secure, long-term tenure was often cited as a major impediment to securing financing from traditional institutions. Harrop/Procter and Kaslo have received loans from *Community Futures*, although not from any banks to date. Harrop/Procter, Likey/Xatsu'll, Cortes and others also raised venture capital from individuals and local investors. A few have been partially supported by private foundations that have identified these communities as models for more far-reaching change.

The Ministry of Forests current "log it or lose it" cut-control policy, which requires licensees to log a minimum volume of wood each year, exacerbates community financial problems. Because community forests are required to log this minimum volume in their first years of operations, they are forced to accelerate operations more quickly than is effectual. Large start-up funds would not be so critical if the organization and the business were able to grow more gradually. A longer initial planning period with greater flexibility in their cut control would greatly benefit these ventures. ⌘

CONCLUSION

Man did not weave the web of life—he is merely a strand in it.
Whatever he does to the web, he does to himself.

—Chief Seattle, 1854

PHOTO: RICHARD TRUEMAN

CONCLUSION

I nterest in community control of lands and resources is growing rapidly in British Columbia. However it is going to take energy, collaboration, creativity, and some measure of courage to make community forests a more universal solution.

It is becoming increasingly obvious that the big corporations are not acting in the best interests of the people—the old-fashioned model of corporate dominance is not working anymore. Town after town is going into crisis as the corporations shut down mills and lay off workers.

Workers in forest-dependent communities have traditionally supported the large corporations. But the loyalty of these people is disappearing, along with their incomes and homes, as once prosperous communities turn into ghost towns. Change does not come easily; but change is coming. And a growing numbers of people in British Columbia (and around the world) believe the change needs to be rooted in alternative models that allow local decision-making.

Community-controlled initiatives, mostly tenure arrangements, are only now starting to take root in British Columbia. The community forest model shows real promise. However, significant obstacles—both political and human—need to be overcome before community forests can thrive.

Much has happened in our community forests over the past few years. Advocates of community forests have achieved individual successes and are now organizing a province-wide network. The provincial government finally took one small, albeit tentative, step to create Community Forests Pilots. For the first time in decades, major tenure reallocations are being discussed as part of the potential reforms needed to resolve the softwood dispute between Canada and the U.S. And last but not least, research has begun to study the community forest movement, record its obstacles and successes, and consider the next steps.

Connecting Lands and People is the most up-to-date report on existing B.C. community forest initiatives. Some stories have been omitted, and the experiences of some communities have not been recorded. Nonetheless, we believe

this research has been of sufficient depth to illustrate the critical lessons. As the acknowledgements at the start of the report make apparent, we talked to a great wealth of people, community leaders who are making a difference in all parts of the province. We hope this report, the subsequent strategy report, and the accompanying community presentations, will increase awareness of existing community efforts. We also hope our work will provide community leaders with some perspective on the work they are doing and its significance—not only in British Columbia, but within the larger context of the global movement for land reform.

Dogwood Initiative continues to work with First Nations and community groups to catalyze a province-wide movement for sustainable, locally-controlled initiatives. To succeed, we need the passion, spirit, and wisdom of dedicated people from all over British Columbia.

Congratulations on all the successes we have achieved to date. Let's celebrate them! While remembering the formidable task still facing us. ✠

TimberWest CEO McElligott says policies designed to produce employment are no longer appropriate in the current global economy, and he emphasizes there will be more mill closures due to overcapacity. "We have an industry that has seen a fair degree of social engineering," he says. "Those policies may have worked at one time but they are just not appropriate in today's environment."

Sherry Peters, Maclean's, June 17 2002

Control is power; the power
to make decisions about our land,
our lives, our future.

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APPENDICES

*The question should be, is it worth trying to do,
not can it be done.*

—Allard Lowenstein, political activist

Ken Foot, Harrop/Procter's Woodlands Manager with locally milled cedar. PHOTO: URSULA HELLER.

Appendix 1
CO-MANAGEMENT EXAMPLES

i]   The Muskwa-Kechika Advisory Board[128]

The Muskwa-Kechika Management Area (M-KMA)[129] encompasses an area of approximately 4.5 million hectares of Crown land in northeastern British Columbia. It is one of the few remaining large, intact and almost road-free areas south of the 60th parallel, and supports healthy and internationally significant populations of several large mammals.[130]

Objectives for the management of the Muskwa-Kechika Management Area were developed as part of the Fort Nelson and the Fort St. John Land and Resource Management Plans. During this process, participants agreed that the Muskwa-Kechika was unique and should be managed as a special management area, which would allow resource development to continue while protecting environmental values in the area.[131]

The Province of British Columbia formally designated the area in 1998 with the *Muskwa-Kechika Management Area Act*. The purpose of this Act is to establish a statutory trust to support wildlife, wilderness resources and integrated management in the area.

The Muskwa-Kechika Advisory Board, with a budget from the provincial government set between $1 and 2 million,[132] consists of 15 people, including representatives from the Kaska Dena Council and the Dease River Indian Band, and many stakeholders including municipal, environmental and industry representatives.[133]

The key to this story is the existence of the *Muskwa-Kechika Management Area Act* itself. The Act establishes a legislated requirement for all government decision-makers to comply with a community-developed land and resource management plan. It does not, however, devolve management responsibility or authority to the Advisory Board. All authority over Crown resources remains with the provincial government. Legally, the Advisory Board plays only a monitoring and strategic planning function.[134]

Although limited, this approach presents a model that enhances local community involvement in land management. Elements of this model may be of interest to other B.C. communities as they design agreements with the provincial government through which to devolve land control to communities and First Nations.

j]   The Clayoquot Sound Central Region Board

The British Columbia government and the Nuu-chah-nulth Central Region Tribes commenced government-to-government negotiations on co-management of Clayoquot Sound in the early 1990s. After the largest campaign of civil disobedience in Canadian history, with over 900 people arrested in peaceful protest against industrial logging in Clayoquot Sound, government took back a significant amount of industrial timber rights and reduced the area dedicated to logging by approximately 45%.[135] In 1994, the government also signed an Interim Measures Agreement to create the Central Region Board (CRB).

The CRB is funded by the provincial government and currently operates under an Interim Measures Extension Agreement (IMEA). The Board is co-chaired by one Nuu-chah-nulth and one provincial appointee, and includes representatives from all Nuu-chah-nulth Central Region First Nations (Hesquiaht, Ahousaht, Tla-o-qui-aht, Ucluelet, Toquaht), from the community in Clayoquot Sound, and the provincial government. The mission of the CRB is to address lands and resources in Clayoquot Sound, prior to the conclusion of a treaty.[136] As stated earlier in the report, in our view the CRB is the closest the B.C. government has come yet to sharing jurisdiction with a community.

As Jessica Clogg puts it, "The Central Region Board is a powerful body."[137] In effect, all plans, permits and decisions related to resource use and land-use planning in Clayoquot Sound must be referred to the Board. The CRB receives between 10 and 30 referrals from various government agencies each year and only has a 30-day window in which to respond to each one.

Operating by consensus, the CRB strives to take a long-term holistic approach and to see a broad picture, based on the Nuu-chah-nulth concept of Hishuk ish ts'awalk or "everything is one."[138] The board can take a holistic approach because of the many different types of referrals it sees. Often the Board can point proponents in directions they would not have considered. The difficulty lies in the application of this holistic view on the ground. Government ministries and agencies are isolated from each other by their mandates. As a result, they may not be able to fully consider the recommendations made by the CRB.

The CRB has no legal authority to veto operations; however, if the Board's recommendations are not implemented to its satisfaction, the Board can indirectly take the issue to Cabinet. The Ministers of British Columbia must then meet with the Nuu-chah-nulth Hereditary Chiefs to consider solutions.

One problem has developed in CRB governance. Although the CRB as a whole considers it important to have letters from First Nations affected by any given proposal, the time allowed for the drafting of these letters is simply far too short for Band governments to prepare responses for the CRB to review. First Nation members of the CRB are often hesitant to give their approval on an issue without a letter of consent from the First Nation Band Council. Given the government's fiduciary duty to consult First Nations on issues relating to their traditional territories, especially since the recent *Haida* case,[139] First Nation Board members are understandably hesitant to give any approval that may be interpreted as formal consent. The 30-day response window does not allow sufficient time for local bands to consider proposals.

Despite its limitations, the CRB is an important alternative model for local involvement in land stewardship. ✖

Appendix 2
VALUE-ADDED FORESTRY

T he following information elaborates on the section of the report en titled "Maximize Value-Added Processing Within the Community." *(See Part C, Topic 2, section (e), above.)* This appendix has the same structure as that section, with the same subsection titles.

i]   *Adding value to the living tree*

All good forestry practices attempt to maximize the value of the tree before it is cut down. The longer a tree is left standing, the more valuable it becomes. Each year a tree puts on extra growth (which means extra volume), it becomes larger and in many cases the quality of the wood also increases.

Merve Wilkinson has just completed his 13th cut on his 137-acre (55 ha) private woodlot called Wildwood, just outside Nanaimo on Vancouver Island. This is a private operation rather than a community forest, however, there is much to be learned from Merve's half century of practical ecoforestry experience. He writes:

> In 53 years, I've taken out two and a quarter times the original volume but still have 110 per cent of the original volume remaining. We carefully conserve the forest—our capital—and live off the interest. Now that's sustainable forestry. And it is a stark contrast to official forestry practices in British Columbia, which is specifically designed to liquidate the old-growth forest—our province's one-time only forest capital.
>
> On the economic side, standing trees are capital. What I do is harvest my interest every year. This is the advantage of the selective method where you cut some large, some intermediate and some small trees. You keep your forest in balance, and you don't have to cut too many trees to get your annual income because the big ones give a lot of volume and the smaller ones you'd be thinning anyway to encourage good growth. Thinning can be a profitable operation instead of costing money. Other than for thinning, it's wrong to remove young trees—those from 60 to 80 years old—because in another 50 to 60 years they will have increased their volume 5.5 times.[140]

We carefully conserve the forest—our capital—and live off the interest.

ii] Sorting on the stump, and at roadside landings

On the stump

On his private woodlot (Wildwood), Merve Wilkinson sells or commits much of his wood before he cuts a tree. His buyers can make special requests for a particular wood dimensions. His operation is small (55 ha), and he knows nearly every tree in his forest, making this approach feasible. Larger operations are different, however there is still room to incorporate some of these methods, particularly in smaller community forests.

Both Harrop/Procter and Bamfield/Huu-ay-aht are exploring the idea of selling a certain percentage of their logs while the trees are still standing. This would allow timber-frame homebuilders, specialised craftspeople, and perhaps buyers more generally to select, within management criteria, individual trees for their particular uses. In Harrop/Procter, large Douglas Fir with curved stems were milled and sold to a timber framer in Harrop for home construction. In the community forest's first two months of operation in 2001, 561 board feet of curved timbers were produced and purchased. Normally, these curved log sections would have ended up in a debris pile.[141]

Admittedly, both Harrop/Procter and Bamfield/huu-ay-aht are small operations. However, larger community forests may be divided into smaller working units allowing for a similar attention to detail. Although the Cortes Ecoforestry Society and Klahoose First Nation do not yet have control over island lands, one option that Cortes leaders have been considering is just this. If the island were to be internally subdivided into various management units such as woodlots, individual foresters would be become much more familiar with their area and the impact of their possible management options. This would enable them to better accommodate such specialization of "selling on the stump."

Roadside landings

Likewise, after being cut, but before ever leaving the bush, logs can be sorted on the roadside and at nearby landings. This immediate sorting and selling can reduce the need for a log sort and avoid the waste of sorting the logs twice. Harrop/Procter and Creston both do a significant amount of roadside sorting. Mills are often quite specialised and can only process one or two different species. Roadside sorting enables the operation to load logging trucks with the load appropriate to each truck's destination mill.

iii]   Log Sorts and log markets

Both Revelstoke and Creston[142] operate log markets in order to create opportunities to add value to their wood. Revelstoke runs half of its wood through its own log market, which auctions it off to the highest bidder.[143] This creates a new mechanism to retain value locally. However, with the smaller volumes available to most community forest operations, it is not economically feasible to operate independent log markets. If and when more community forest are operating in greater proximity to each other, a collective regional market could become viable. This would increase the options to add value for individual small operators.

Other than a few communities such as Revelstoke and Creston that have set up their own log sorts for their own internal purposes, there are no open competitive markets into which community forests can sell their logs. Small operators, including community forests, are forced to sell their logs to nearby mills. Since the volumes are small and the alternatives few, often these sales are at less than optimal terms. *(See below for more about Creston.)*

Open, competitive log markets would not only capture higher returns on much of the wood but would also create opportunities for a broad range of small wood buyers and manufacturers, which could also contribute to the local economy. The following subheadings provide more information on three of the few such log sorts and markets tried so far in British Columbia: Lumby, Creston and Revelstoke.

Ministry of Forests' Lumby sort yard

The "Lumby" log market was closed this year, 2002. In 1993, under the direction of Jim Smith, the Small Business program in the Ministry of Forests Vernon District created an open-market log sort yard originally located in Lumby and later moved just outside Vernon. In this experiment the Ministry oversaw its own logging operations, following ecoforestry principles, and then sold logs rather than standing timber—a considerable departure from the usual practice of turning over volume quotas at a set price.[144] The "Lumby" yard allowed competitive bidding to determine the price of the wood sold through the yard. There wasn't a log in the yard on which one couldn't bid.

All wood was **hand scaled** rather than **weight scaled**, usually resulting in 20% higher volume for the logger. The government paid $2.2 million dollars per year for all operating costs of the yard. In return, $5.7 million was generated in revenue each year from log sales. In seven years of operation, the yard made $34 million.

If run properly, log yards work. In the year of the audit (1998/99), 10,000 m^3 of wood with an associated $0.25/m^3 stumpage sold for an average of $65.00/ m^3. This dead, dry wood is nature's version of kiln-dried. All the small operators without kilns were scrambling for it.

The key to Lumby's success is the sorting of their logs by species and grade. The yard had over 60 piles of sorts that customers could choose from.[145] In the last few years of its operation, Lumby sold to eleven different major licensees, 87 individuals and small businesses, and 40 log-home builders. It catered to the small operator; the little guy starting out. 'They guy with a mill that only wanted two loads of logs.'

After proving to be a huge financial and social success, the government shut the yard down in 2001.

After the closing of the yard, Jim Smith reflected on why it was closed. "Basically, the industry didn't support the yard and eventually killed it by forcing it to sell at low prices. No doubt the lousy lumber market had a major influence on it. As well, the Ministry of Forests was always under pressure from industry to close the yard."

Rick Smith from the Vernon office of the Ministry of Forests stated that the yard closure was based primarily on philosophical beliefs. This New Era government is "not in the business of social engineering," says Smith, acknowledging that the yard had many significant social benefits.[146]

A huge success, the yard set a model that threatened the corporate dominated forest industry.

Creston log sort

After three years of operating a log yard, Creston has temporarily shut it down in order to rethink its organization. Although the yard resulted in increased community employment, last year it lost money. The community is not sure whether it can be economically viable given the lack of a real B.C. market. Jim Smith, general manager, reflects "it is difficult to run a yard being alone because there just isn't enough competition. What we need is a genuine log market in British Columbia."

While all of Creston's more valuable wood stays in British Columbia (at least for initial processing), in 2001 they were forced to sell about one third of their wood to the United States. The wood going to the United States is strictly from species and grades which are not economical to sell in British Columbia or simply not possible to sell here. These low-value products are commonly called "guts and feathers" in the industry. In Creston's case, these species are grand fir, hemlock and small-size classes of all other species. In British Colum-

bia, the price for this wood is about \$45/ m³, which can be less than the cost of producing and shipping. In the absence of a real market in this province, selling to the United States is the only way to find a market for much of this wood.

"Mini industrial park"

Selling wood to the United States and further a field in British Columbia is far from Creston's ideal scenario. The community would like to process not only the "guts and feathers" locally but also the higher-value "**peelers**" and saw logs. Creston is considering reopening its log yard as a "mini industrial park." Such a facility would potentially house a bigger outfit, like a large manufacturing operation, that would provide the use of a loader and heavy log-moving equipment to smaller operators that would also be on site. If the Creston community forest is serious about meaningful local processing they are discovering that they may need to encourage primary breakdown and value-added right on the site of their log yard. It seems that providing logs may not be enough. Small value-added manufacturers seem to need to have the land, log supply, on-site scaling, and heavy equipment supplied.

The Revelstoke log sort and log market

Revelstoke runs very different operational forestry from Creston. Whereas Creston practices ecoforestry, Revelstoke uses primarily clearcut harvesting methods and is logging at a rate 56% higher than the Ministry determined long-run sustainable harvest rates (called **Long Term Harvest Levels**).[147] With this fundamental difference in mind, there are still some interesting stories to be learned from both with regards to their log markets.

Maintaining a viable community forest means obtaining the highest values for the products produced from that forest, while meeting other community values and goals. It is for this reason that the Revelstoke Community Forest operates a log sort and log market.[148] A condition of the town's TFL agreement with the government is that 50% of the AAC from the licence must be sold on a competitive basis to the highest bidder. To meet this requirement, the municipality, sole shareholder in the company, has a saw log allocation of 50% of Revelstoke's total AAC. As a result 44,000 m³ is sold through their log sort yard on a competitive bid basis.[149]

Bob Clarke, general manager, identifies a number of reasons why a log sort yard is the best option for the Revelstoke Community Forest Corporation (RCFC). The log yard:

- gives the most control over sorting for species and grades;

- can be established in a good location for access and year round operation;
- fair system of allocation, which is important in a public operation like RCFC;
- provides access to specific timber for small businesses willing to pay top dollar;
- gives managers confidence they are obtaining the best market value for the timber; and
- creates additional local jobs.[150]

Saw logs arrive by truck, and are weighed, classified and moved to the appropriate deck according to quality and value. Logs are sold by volume to the highest bid submitted by sealed tender. Tenders are publisized after sales, which is unusual as large-scale operations rarely reveal timber sale values.[151]

Establishing a local log market is a major endeavour. As a result, other communities such as Burns Lake have decided not to begin a log market during the early phases of operation so as to not overextend themselves.

iv]   Local milling

Value-added processors without tenure (small mills included) have not been able to fully develop due to their inability to access a guaranteed wood supply. Community forests afford the opportunity to open up the market, thereby creating value-added opportunities for small communities.

As stated above, there is no real market for logs in British Columbia. Logs are so controlled by the major processors that in most cases it is simply not possible to bid on logs. Despite this hurdle, community forest operations are making important inroads in the right direction. Due to the current lack of an existing value-added infrastructure in British Columbia, all community forest operations generally sell the vast majority of their logs to the established processors. Some communities that do not have log sorts, however, are still able to do a crude sort at the roadside and direct a certain amount of wood to local saw mills, thereby supporting local small business.

For example, Burns Lake currently sells 95% of its volume to two large mills in the area. However, the community forest is committed to supporting small local jobs to the extent it is economically viable to do so. The five per cent volume remaining that they do not sell to the large mill is sold to two small saw mills, employing a total of 13-14 people. These two small sawmills re-opened when the community forest was established, because they were guaranteed access to consistent wood supply.

Harrop/Procter's Community Co-op, for example, retained ownership of all cedar above a dimension that was economically viable to process at the

community's only saw mill. A total of 192 m³ (approximately 10% of their first year's harvest) was sent to that mill, which produced 21,904 board feet of lumber and other value-added products for the Community Co-op. Ownership was retained by Harrop/Procter, and these boards were then processed at a remanufacturing plant in the Slocan Valley (just over an hour away) and sold to an eco building supply broker in Oregon. Smaller amounts were also sold to local builders and a sauna maker. Products produced by the Co-op in their first year of operation included cedar decking, bevel siding, as well as cedar, douglas fir and larch dimensional lumber. The same local mill bought and processed as much as it could deal with and as much as it had market for. This was turned into an approximate additional 7,725 board feet of lumber.[152]

v]   Supporting value-added manufacturers

Beyond log markets and milling, there are a varying number of more labour-intensive value-added opportunities that will be able to develop if there is sufficient opportunity to access an appropriate wood supply. The range is unlimited—from making wooden spoons to building timber-frame houses. Maintaining or increasing the wood supply from community forests, however, depends on securing a long-term tenure, which most community forest operators, including all Community Forest Pilots, currently do not have. ✘

Appendix 3
GLOSSARY OF TERMS

For a more complete list of forestry-related definitions see West Coast Environmental Law's 'Guide to Forest Land Use Planning,' found at: **http://www.wcel.org/frbc/Appendix1/.** *Also see the Ministry of Forests glossary of terms at:* **http://www.for.gov.bc.ca/PAB/PUBLCTNS/GLOSSARY/S.htm.** *And the Ministry of Aboriginal Affairs for a glossary of treaty-related terms at:* **http://www.gov.bc.ca/tno/rpts/glossary.htm**.)

Alternative fiscal arrangements — means alternative mechanisms to pay for Crown's interest in public timber. Currently, the Crown receives stumpage fees or economic rent, alternative arrangements would give communities the option for more financial flexibility in the form of reduced stumpage payments, revenue sharing arrangements or other alternative fiscal measures.

Allowable Annual Cut (AAC) — the volume of timber approved by the Chief Forester to be logged annually. AACs are set every five years for each administrative unit (timber supply areas, tree farms, and woodlots etc.) The Chief Forester is responsible for determining AACs according to criteria set out in the *Forest Act.*

Appurtenant or Appurtenancy — refers to contractual provisions in most major licences. These provisions tie the allocation of timber rights to the maintenance and operation of manufacturing facilities, and in some licences have been interpreted to mean that the timber harvested under the authority of that licence must be processed at a specified mill. The original objective of these clauses was to use timber to support the development of individual communities. However, such requirements are virtually never enforced. The government frequently waives appurtenancy requirements, and in at least one instance has transferred the appurtenancy of rights from one mill to another.

Co-management — in the broadest terms it is essentially a form of power sharing, where government delegates authority to make certain types of management decisions to some other entity. The extent of the power sharing varies widely from agreement to agreement.

Community Forest/Community Forestry — in broad terms is local people making local decisions over local lands for the long-term local benefit of local people. A community forest is a forest managed locally within the broader context of provincial rules. Three essential features define a community forest: the community makes the management decisions; the community benefits; and the forest is managed for multiple values. The distinction between a "community forest" and "community forestry" is more than anything an ideological one. A "community forest" refers to a forest that is in some way managed by a community — although not necessarily for timber purposes. 'Community forestry' has a more timber-production oriented connotation, referring more to "on-the-ground" logging operations conducted by the community body. Some community forests may not plan to log, or may not focus on logging as a main activity. In such cases, it may not be appropriate to call this community forestry.

Community viewscapes — the view a community member may see out his or her window. Collectively, the area seen from a community.

Consensus — an opinion or position reached by a group as a whole.

Crown land — land currently under the jurisdiction of the provincial or federal governments. The resolution of First Nations' rights and title issues in the coming decades will inevitably change the designation of much of the land in British Columbia that is currently designated Crown Land.

Cruising — the systematic measurement of a forested area designed to estimate to a specified degree of accuracy the volume of timber it contains, by evaluating the number and species of trees, their sizes and conditions.

Cutblock — a specific area of land identified on a forest development plan, or in a licence to cut, road permit, or another form of permit, within which timber is to be or has been logged.

Cut control — a set of rules and actions specified in the *Forest Act* that describes the allowable variation in the annual logging rate either above or below the allowable annual cut approved by the chief forester.

Domestic watersheds — consumptive-use drinking water supply including the watershed that feeds it. A watershed is an area drained by a particular stream or river; large watersheds may contain many contain several smaller watersheds.

Ecoforestry — ecologically responsible forestry practices that maintain ecosystem functions and processes, such as single-tree selection logging. The fol-

lowing additional definitions were found at the Ecoforestry Institutes' website at: www.ecoforestry.ca.

"... The primary goal of ecocentric forestry (ecoforestry) is to maintain and restore full functioning, natural forest ecosystems in perpetuity, while harvesting forest goods on a sustainable basis ..."—Orville Camp

"... Ecoforestry, in the end, is more than a good plan for sustainable use of forests, though it is that. It is also more than a good plan for ecological sustainability. It is above all a moral and spiritual undertaking and commitment at the highest level ..."—Jerry Mander

Ecosystem — all the living organisms interacting with their non-living, physical environment, considered as a unit. A functional unit consisting of all the living organisms (plants, animals, and microbes) in a given area, and all the non-living physical and chemical factors of their environment, linked together through nutrient cycling and energy flow. An ecosystem can be of any size-a log, pond, field, forest, or the earth's biosphere-but it always functions as a whole unit. Ecosystems are commonly described according to the major type of vegetation, for example, forest ecosystem, old-growth ecosystem, or range ecosystem.

Ecosystem-based — A philosophical and planning approach that bases all activity first and foremost on what the ecosystem can sustain throughout time and space. An approach that embodies the following principle: Protect, maintain and where necessary restore, structure, function and composition throughout time and space. Ecosystem-based planning and management can be defined as a way of relating to and using the ecosystems we are part of in ways that ensure the protection, maintenance, and where necessary, restoration of biological diversity, from the genetic and species level to the community and landscape levels. An ecosystem-based perspective works at all scales microscopic to the global, and throughout time.

Fee-simple lands — a legal term in property law, defining the bundle of rights associated with absolute ownership of land, such as the right to dispose of it during one's lifetime, and to specify in a will how the property will be dealt with upon death of the owner.

Forest Development Plan — an operational plan prepared by a tenure holder or the Ministry of Forests that shows location of existing or proposed cutblocks, roads, road developments in deactivation plans, and describes the development plans for a five-year-period. This is the key forest plan that directs most

forest actitivities and the only operational plan that allows for public input.

Forest Investment Account — The Forest Investment Account (FIA) is a new provincial government mechanism. It replaces Forest Renewal BC (FRBC). The FIA controls over $100 million of public funds and distributes the vast majority to the forest companies, ostensibly for sustainable forest management planning and activities. FIA expenditures subsidize the corporate sector. Activities undertaken with FIA money will not be subject to government oversight or monitoring. Two large private sector corporations, PriceWaterhouse Coopers and Forintek, will do the monitoring. The FIA is an important, integral part of the Government's privatization of control of BC's public forest lands.

Forest Licence — A Forest Licence allows logging over a portion of an administrative unit called a timber supply area. The licence holder is responsible for the timely reforestation of harvested areas according to a strategic resource management plan prepared by the Forest Service for each timber supply area. The licence has a term of fifteen to twenty years, generally replaceable every five years (some are non-replaceable) and operating areas that shift over time. Once an area is harvested and reforested the licensee moves to another part of the timber supply area. A Forest Licence specifies an allowable annual cut, requires a management and working plan, and specified management activities.

Hand scaled — Scaling is the measuring of lengths and diameters of logs and calculating deductions for defect to determine volume. Hand scaling is when this process in done by hand rather than by weight scaling—an estimate of volume based on formula conversions from weight.

Haul lines — hauling is a general term for the transportation of logs from one point to another. Haul lines are the routes along which logs are hauled.

Interim Measures Agreement — any activity undertaken by the Province in the interim before treaties are concluded, that is related to the management or use of land or resources, and aimed at meeting British Columbia's legal obligations while balancing the rights and interests of aboriginal and non-aboriginal British Columbians. Interim measures include, but are not limited to activities undertaken pursuant to the Province's legal obligations. Interim measures may take the form of documented agreements between the Province and a First Nation, but they do not extend to broad restrictions or moratoria on the development or alienation of lands. Interim measures are conducted by individual line ministries, within their day-to-day operating mandate.

Landscape — the fundamental traits of a specific geographic area, including

its biological composition, physical environment and anthropogenic or social patterns. A landscape is the matrix of ecosystem patterns and connections that exist across very large areas of land, often defined as large watersheds or drainage basins. However, a forest landscape functions at every special level, from the microscopic level up to the whole watershed level and beyond.

Long Term Harvest Levels — estimated harvest volumes for second and third growth areas in timber supply areas and tree farms. Sometimes also referred to as Long Range Harvest Level.

Operable — Land deemed suitable by the associated management plan as appropriate for logging activities. Opposite to **inoperable lands** defined as lands that are unsuited for timber production now and in the foreseeable future by virtue of their: elevation; topography; inaccessible location; low value of timber; small size of timber stands; steep or unstable soils that cannot be harvested without serious and irreversible damage to the soil or water resources; or designation as parks, wilderness areas, or other uses incompatible with timber production.

Peelers — logs of a high enough quality such that they can be cut in a spiral fashion and processed into plywood.

Registered Professional Forester — a person who has appropriate education and experience in forestry and is a member of the Association of BC Professional Foresters, which has the legislative authority to regulate foresters in British Columbia.

Revenue sharing — sharing of financial revenues from the community forest operation (usually between the community authority and the government). This is in lieu of traditional stumpage arrangements between the Crown and the licensee.

Saw logs — logs that are of sufficient quality to be milled rather than pulped.

Single tree selection — the removal of individual trees of all size classes, more or less uniformly throughout the stand to encourage natural reproduction. Usually the poor quality stems are removed first to improve the overall commercial quality of the stand.

Socially constrained lands — Social Values is the worth to society of aspects or conditions of forest land and its natural attributes, including scenic area, spiritual area, significant cultural sites, and recreation opportunities. Therefore, socially constrained land is land on which the type of operations may be

constrained due to the social values people associate with that land.

Stand-level harvesting decisions — forestry decisions that are made at the stand level. The stand level is the level of forest management at which a relatively homogeneous land unit can be managed under a single prescription, or set of treatments, to meet well-defined objectives.

Stumpage — the fee that individuals and firms are required to pay to the government when they harvest Crown timber in British Columbia. Stumpage is determined through a complex appraisal system by which each stand or area of trees that will be harvested is given timber mark. A stumpage rate (dollars per square metre) is determined and applied to the volume of timber that is cut (square metres) under that timber mark. Invoices are then sent to individuals or firms.

Sustainability — ability to meets the needs of the present without compromising the ability of future generations to meet their own needs.

Tenure take-back — When a forest company is sold to another operator, the provincial government, under section 56 of the Forest Act, must take back five per cent of the licensee's tenure or volume. This clause was added to the Act in the 1980s with the intent of diversifying the forest tenure system. However, this provision has rarely been used as originally intended. Instead, the licensee usually is reallocated that five per cent — often through very questionable Job Creation Plans.

Timber-bias — a bias in forest management towards giving preference to timber values over non-timber values. Timber is trees, whether standing, fallen, living, dead, limbed, bucked or peeled.

Timber profile — Timber profile is the representative composition of the tree species in any given area.

Treaty — A treaty is a negotiated agreement that will spell out the rights, responsibilities and relationships of First Nations and the federal and provincial governments. The negotiation process is likely to deal with far-reaching issues such as land ownership, governance, wildlife and environmental management, sharing resources, financial benefits and taxation.

Tree Farm Licence — A TFL is a 25-year licence (replaceable every five years) that grants the right to carry out forest management on a specific area of Crown land (an "area-based tenure"). TFLs are contractual agreements that give an almost exclusive right to harvest a specified volume of wood annually within

the licence area. Under a TFL a licensee is responsible for resource inventories, strategic and operational planning, road building, and reforestation. TFLs can include public land and private land owned by the licensee; all land within the TFL is managed according to regulations applying to public forest. Approximately 24% of logging in British Columbia occurs under TFLs.

Undercut — When a licensee is not able to meet its minimum cut control requirements, the unlogged volume below the minimum AAC can potentially be taken from the licence holder and re-allocated. The B.C. government seldom exercises this authority.

Volume — the standard way of determining the amount of wood in trees, whether standing, fallen, living, dead, limbed, bucked or peeled.

Volume-based licences — A licence (ex. Forest Licence, Small Business licence) that has been allocated a specific volume (cubic meters) for logging rather than a specific area to manage that is made available in area-based licences. Volume-based licensees are administratively authorized to operate in chart area from which they must log their volume of wood. These administrative areas are often shuffled.

Weight-scaled — Scaling is the measuring of lengths and diameters of logs and calculating deductions for defect to determine volume. Weight scaling is when this process in done by estimating the weight of logs—usually by truckload. These weights are then converted by formula to a volume estimate. ✠

Appendix 4
COMMUNITY QUESTIONNAIRES

These questions were used in the community interviews conducted by the Ministry of Forests in 2000 with the initial 7 community forest Pilots. The results of this research were never released. We used these same questions in our research for the sake of consistency.

MAIN QUESTIONNAIRE
Burns Lake Interview Template (Face-to-Face)
Case Studies of Successful Community Forest Pilot Applicants
Survey Questions

Section A

(Deals primarily with the dynamics of the committee or group that worked on the proposal.)

1. When did your community first start talking about or planning for a Community Forest?
2. Who generated the initial discussion?
3. Who made up your original steering committee or group?
4. Were these individuals selected, or did they volunteer?
5. Did the dynamics of the initial group change at any time? If yes, why?
6. Did any members of your committee represent any of the following interests:
    a. Industry
    b. Environmental Activism
    c. First Nations

    d. Conservationists

    e. Small Business Forest Enterprise Program

7.   How frequently did your committee meet?

8.   How were activities and tasks monitored?

9.   Did you feel at any time that you would have liked other expertise at your committee table? If so, what type of expertise would have helped you?

10. Did you have to pay for any portion of your proposal? If so what sort of costs were involved?

Section B

(Deals primarily with the selection of the land base, selection of governance model (legal entity), preliminary forest management plan, and the business plan.)

1.   What was the process your community took to determine the land base that would be contributed to the Community Forest?

2.   Was the process a result of the values recognized during a LRMP process?

3.   Do you have specific challenges with the land base chosen for your community forest?

4.   Does your community have a desire to expand the land base of the community forest, and if so, is their support?

5.   What process did your community take to decide on a legal entity, and what was the rationale for your decision?

6.   Do you foresee any tensions with the governance structure you have chosen?

7.   Did you have the expertise around your table to develop a business plan?

8.   Were there any difficulties during the development of your business plan?

9.   What was the process your community took to develop a preliminary forest management plan?

10. Did you have the expertise around your table or were you required to seek outside help?

11. Were there any tensions evident in your community during the development of this plan?

Section C

(This section deals primarily with the public consultation process and the methods used to elicit support during the generation of the proposal.)

1.   Did your committee engage any of the following in your consultation/support process?

    a. Open Houses

    b. Mail Outs

    c. Meetings

    d. Newsletters

    e. Petitions

    f. Radio Interviews/shows

    g. TV Interviews/shows

    h. Letters

    i. Draught Not Letters

    j. Focus Groups

    k. Town Hall Meetings

    l. Other

2. Did you have the support of the following: If not what impact did this have?

    a. District Manager for MoF

    b. Municipality (if applicable)

    c. Regional District

    d. First Nations

Section D

(This section gives the proponent an opportunity to identify any challenges that were involved in developing the proposal that have not already been identified.)

1. What was the biggest challenge that faced your group during the development of your proposal?

2. If there were several, what were the biggest challenges

3. How did you overcome these challenges?

4. Do any of these challenges/ does the challenge still exist?

5. Other?

Section E

(This section deals primarily with challenges that the Community Forest Pilots see once they have become operational. For purposes of this report, we assume that all communities are faced with challenges.)

1. Where is your community in terms of negotiating your Agreement with the Province of BC?

2.   Is there anything in particular that has caused any delays in the negotiation of this agreement?

3.   What has to happen within your community in order to successfully negotiate your agreement?

4.   Once your community has signed an agreement and your community forest is operational, what are the next challenges that you face?

5.   Are these difficulties something that your community can solve on their own or will you need to involve other agencies, groups, etc. etc.

6.   Other?

Section F

(This section deals primarily with advice that the respondents would give to other communities embarking on a Community Forest proposal.)

1.   Knowing what your community knows now, If you had to do it all over again, would you?

2.   If you would do it all over again, what would you do differently?

3.   If you would not do it again, why not?

4.   Other?

Follow-Up Questions For Communities

(These are open-ended questions that Dogwood Initiative used as follow-up questions to the Ministry of Forests questions found in the previous question-set.)

Have your issues, needs and concerns changed notably since these initial two reports were conducted?

What are the current needs in your community forestry operation that are not currently being met?

How can the needs of your community forest operation be met? Internal capacity issues, external regulations that need to be altered, etc.?

Would there be use in your community for external support that you are not currently getting? If so, from who would it come and in what form? Financing organizations, government, NGOs, other community forestry operations etc.?

Would your community benefit from training in any form? Forestry, marketing, business management, public relations etc.?

Do you perceive a need for better communication among community forests and from community forest initiatives to government?

Appendix 5
COMMUNITY CONTACTS

**Bamfield Huu-ay-aht
Community Forest Society**
Dennis Morgan
General Delivery
Bamfield, British Columbia
Canada V0P 1K0
tel (250) 728-3888
fax (250) 728-3889
bhcfs@island.net

**Burns Lake Community
Forest Ltd.**
Ken Guenter/Dawn Stonstad
PO Box 788, Burns Lake
British Columbia
Canada V0J 1E0
tel (250) 692-7724
fax (250) 692-7722
blcomfor@ngis.ca
www.burnslake.org/
commforest.html

Cheslatta Carrier First Nation
James Rakochy/Mike Robertson
Box 909, Burns Lake
British Columbia
Canada V0J 1E0
tel (250) 694-3334
fax (250) 694-3632
cheslatta@ngis.ca

**Clayoquot Sound Central
Region Board**
Craig Paskin
Box 376, Tofino
British Columbia
Canada V0R 2Z0
tel (250) 725-2009
fax (250) 725-3179
crbinfo@island.net
www.island.net/~crb

**Comox Valley Community
Forest/North Island Woodlot
Corporation**
Len Apedaile
318C, Duncan Ave,
Courtenay, British Columbia
Canada V9N 2M5
tel (250) 334-8265
fax (250) 334-7713
www.island.net/~niwa
apedaile@oberon.ark.com

Cortes Ecoforestry Society
David Shipway/Bruce Ellingsen
Box 208, Manson's Landing
British Columbia
Canada V0P 1K0
tel (250) 935-6888
fax (250) 935-6885
ces@oberon.ark.com
http://oberon.ark.com/~ces

**Cowichan Lake Community
Forest Cooperative**
Pat Foster
Box 428, Cowichan Lake
British Columbia
Canada V0R 2G0
tel (250) 749-6320
fax (250) 749-6321
clcfc@telus.net
www.cowichanlake.ca/bus/
cowlcfc

**Creston Valley Forest
Corporation**
Jim Smith/Ralph Moore
Box 551
Creston, British Columbia
Canada V0B 1G0
tel (250) 402-0070
fax (250) 402-0080
logyard@kootenay.com

**District of Fort St. James
Community Forest**
Dan Zabinsky/Rob MacDougal
PO Drawer 640, Ft. St. James
British Columbia
Canada V0J 1P0
tel (250) 996-8233
fax (250) 996-2248
district@fsjames.com

**Esketemc First Nation
Community Forest**
Brian LaPoint/Pat Chelsea
Irvine Johnson
PO Box 4479, Williams Lake
British Columbia
Canada V2G 2V5
tel (250) 440-5611
fax (250) 440-5721
alib5@wlake.com

**Harrop-Procter Watershed
Protection Society**
Ramona Faust/
Rami Rothkop
Box 5, Procter, British Columbia
Canada V0G 1V0
tel (250) 229-2221
fax (250) 229-2232
office@hpcommunityforest.org
www.hpcommunityforest.org

**Island Community Stability
Initiative (Haida Gwaii/Queen
Charlotte Islands)**
Kim Davidson
Box 40, Masset
British Columbia
Canada V0T 1M0
tel (250) 626-3531 or
626-5594
fax (250) 626-5593
icsi@island.net

Kaslo and District Community Forest Society
John Cathro/Jennifer Gunter
PO Box 1360, Kaslo
British Columbia
Canada V0G 1M0
tel (250) 353-9677
fax (250) 353-9678
kcfs@netidea.com
www.kaslocommunityforest.org

Likely/Xatsu'll Community Forest Ltd.
Robin Hood/Wayne Henke
Box 81, Likely
British Columbia
Canada V0LP 1N0
tel (250) 790-2458
fax (250) 790-2433
robin_hood@uniserve.com

McBride and District Community Forest
c/o Ron Hammerstedt
Firth Hollin Resources
Sciences Corp.
P.O. Box 990,
McBride, British Columbia
Canada V0J 2E0
tel (250) 569-2333
fax (250) 569-2355
rhammerstedt@firthhollin.com

Mission Municipal Forest
Tim Allan
District of Mission
Box 20, Mission
British Columbia
Canada V2V 4L9
tel (604) 820-3762
info@mission.ca
www.city.mission.bc.ca
(Municipal Depts/Dept Functions/Forestry)

North Cowichan Municipal Forest
Darrel Frank
The District of North Cowichan
Box 278, North Cowichan
British Columbia
Canada V9L 3X4
tel (250)746-3100
 fax (250) 746-3154
frank@norhtcowichanbc.ca
www.northcowican.bc.ca/
forestry.htm

Nuxalk Nation Community Forest
Ruby Saunders
PO Box 65, Bella Coola
British Columbia
Canada V0T 1C0
tel (250) 799-5613
fax (250) 799-5426
nuxalkadmin@belco.bc.ca

Revelstoke Community Forest Corporation
Bob Clarke
Box 3199, Revelstoke
British Columbia
Canada V0E 2S0
tel (250) 837-5733
fax (250) 837-5988
info@rcfc.bc.ca
www.rcfc.bc.ca

Youbou TimberLess Society
Ken James
Duncan
British Columbia
Canada
tel (250) 746-8684
yts@savebcjobs.com
www.savebcjobs.com

Appendix 6

FURTHER READING AND INFORMATION SOURCES

Continuing information on the community forest movement in:

British Columbia:

The British Columbia Community Forest Association (BCCFA) – Jennifer Gunter – Box 1227, Kaslo, BC, V0G 1M0, Tel: (250) 353-2034, Fax: (250) 353-2026, E-mail: jgunter@netidea.com

The BC Community Forestry Forum organized by the International Network of Forests and Communities: University of Victoria, PO Box 3060, Victoria, BC, V8W 3R4, Canada, Tel: (250) 472-5106, Fax: (250) 472-5060, E-mail: info@cf-forum.org, Web: www.cf-forum.org

British Columbia Ministry of Forests Community Forestry Pilot Agreement program: Kelly Finck, Tel: (250) 387-8315, fax: (250) 387-6445, E-mail: Kelly.Finck@gems7.gov.bc.ca, Web: http://www.for.gov.bc.ca/pab/jobs/community/

Directory of Community Forest Organisations in British Columbia, Web: www.denmanis.bc.ca/directory. Contact John Millen (millen@island.net) for more information. (Note: this directory is a valuable resource, although somewhat outdated.)

Also see the websites of individual community forests given in Appendix 5 – community contacts.

And around the world:

International Network of Forests and Communities: University of Victoria, Box 3060, Victoria, BC, Canada, V8W 3R4, Tel: (250) 472-4487, Fax: (250) 427-5060, E-mail: network@forestsandcommunities.org, Web: www.forestsandcommunities.org

Community Woods Association (and their Community Woodland Handbook) from Scotland, 62˜66 Newhaven Road, Edinburgh, UK, Tel: 44-0131-

554-4321, Fax: 44-0131-226-2503, E-mail: info@reforestingscotland.org, Web: www.reforestingscotland.org or www.community-woods.org.uk/ hb_contents.htm.

The Regional Community Forestry Training Center For Asia and the Pacific (RECOFT), Dr. Somsak Sukwong, Executive Director, PO Box 1111, Kasetsart University, Bangkok 10903, Thailand, Phone: (66-2) 940-5700, Fax: (66-2) 561-4880, 562-0960, E-mail: contact@recoftc.org, Web: http:// recoftc.org.

The Global Society for Community Forest Management, Web: www.jfmindia.org/jfminst.htm.

Joint Forest Management — part of the Indian Institute for Forest Management (http://www.iifm.org), Web: http://www.iifm.org/databank/jfm/ jfm.html. Indian Institute of Forest Management - Po Box 357, Nehru Nagar, Bhopal MP, 462003, India, Phone (Director): +91-755-775998, Phone (Administrative Officer):+91-755-768122, Fax : +91-755-772878

Forests, Trees and People Programme & Network, FTP Network, SLU Kontakt, Swedish University of Agricultural Sciences (SLU), Box 7034, 750 07 Uppsala, Sweden, Tel. +46-18-672001, Fax: +46-18-671980 E-mail: ftp.network@kontakt.slu.se, Web: http://www-trees.slu.se.

Food and Agriculture Organization of the United Nations — Community Forestry information available at: http://www.fao.org/montes/fon/fonp/cfu/ cfu-e.stm. E-mail: ftpp@fao.org.

For a discussion of the concepts behind community forestry:

Brian Egan, Lisa Ambus, and Alexandra Woodsworth, "Community Forestry: Concepts and Characteristics: A Background Paper," prepared for the B.C. Community Forestry Forum, March 14-16, 2002 (Victoria, British Columbia: POLIS Project on Ecological Governance, University of Victoria, 2002), found at www.cf-forum.org. See above for contact information.

M'Gonigle et al. "When there's a Way, there's a Will Report 1: Developing Sustainability through the Community Ecosystem Trust," (Victoria: Eco-Research Chair of Environmental Law and Policy, University of Victoria, 2001). A summary version of this document is available at: www.polisproject.org.

Egan et al., "When there's a Way, there's a Will, Report 2: Models of Community Based Natural Resource Management," (Victoria: Eco-Research Chair of Environmental Law and Policy, University of Victoria, 2001)

Bryan Evans and David Boyd, "When there's a Way, there's a Will Report 3: Review of Provincial and Federal Legislation Related to Community-Based natural Resource Management in British Columbia," (Victoria: Eco-Research Chair of Environmental Law and Policy, University of Victoria, 2001). All three reports can be found at: www.polisproject.org or by contacting the POLIS Project, University of Victoria, PO Box 3060, Victoria, BC, Canada, V8W 3R4, Tel: (250) 721-6388, Fax: (250) 472-5060, polis@uvic.ca.

International Network of Forests and Communities, "Global Forests, Global Citizens: A Discussion Paper Series on the Future of Forests and Communities," discussion papers 1-6, including: "The Global Forest Crisis" Causes and Consequences," "Money Doesn't Grow on Trees: The Fallacy of Economic Globalisation and Centralised Development" and, "Roots of Legitimacy: Ecosystem-Based and Community-Based Forest Management." (International Network of Forests and Communities, January, 2002) Also available on line at www.polisproject.org

Jessica Clogg, "Maintaining Cultural and Ecological Diversity on the Central Coast: Co-Management Options," a discussion paper produced by West Coast Environmental Law for the Sierra Club of British Columbia, (December, 1999). West Coast Environmental Law, 1001-207 West Hastings St, Vancouver, BC, Canada, V6B 1H7, Tel: 1-800-330-WCEL, E-mail: info@wcel.org. Found at: http://www.wcel.org/wcelpub/occasional/25_02_occ_coman.pdf

Andy White and Alejandro Martin, *Who Owns the Worlds Forests? Forest Tenure and Public Forests in Transition* (Washington D.C: Forest Trends, 2002).

Cheri Burda et al., "Forests in Trust: Reforming British Columbia's Forest Tenure System for Ecosystem and Community Health," (Eco-Research Chair of Environmental Law and Policy, Faculty of Law & Environmental Studies Programme, University of Victoria, July, 1997).

Cheri Burda and Lesley Gilbert eds., "Proceedings From the International Workshop on Ecosystem-Based Community Forestry: October 19-24, 1998, North Saanich, British Columbia, Canada," (Eco-Research Chair of Environmental Law and Policy, Faculty of Law & Environmental Studies Programme, University of Victoria, February, 1999).

Michael M'Gonigle and Ben Parfitt, *Forestopia: A Practicle Guide to the New Forest Economy*, (Harbour Publishing, 1994)

Jessica Clogg, "Tenure Reform for Ecologically and Socially Responsible Forest Use in British Columbia," (Masters Thesis in Environmental Studies at York University, Ontario, Canada, January 1997). Available at www.wcel.org/forestry/11655.

Kootenay Centre for Policy Alternatives, 602 Richards St., Nelson, BC, Canada, V1L 5K5, Tel: (250) 352-5288, Fax: (250) 352-6430, E-mail: info@kcfa.bc.ca, www.kcpa.bc.ca/community.html

For Government information:

Sandy Peel, "Forest Resources Commission: The Future of Our Forests," (Victoria: Ministry of Forests, April, 1991)

For information on specific community forest initiatives:

Robin B. Clark Inc. at Tel: (604) 737-1112, Fax: (604) 737-4262, E-mail: robin@rbc.bc.ca, Web: http://www.rbc.bc.ca

The Silva Forest Foundation, PO Box 9, Slocan Park, BC, Canada, V0G 2E0, Tel: (250) 226-7222, Fax: (250) 226-7446, E-mail: silvafor@netidea.com, Web: www.silvafor.org.

Also see the websites of individual community forests given in Appendix 5 – community contacts.

General Reference about Forest Management and Environmental Law and Policy:

Centre for International Environmental Law, 1367 Connecticut Ave., NW Suite #300, Washington, DC, 20036, Tel: (202) 785-8700, Fax: (202) 785-8701, E-mail: info@ciel.org, http:// www.ciel.org.

West Coast Environmental Law, 1001-207 West Hastings St, Vancouver, BC, Canada, V6B 1H7, Tel: 1-800-330-WCEL, E-mail: info@wcel.org, Web: www.wcel.org.

Sierra Legal Defense Fund, "Profits or Plunder: Mismanagement of BC's Forests — A Report on BC's Major Logging Corporations," (December, 1998).

Sierra Legal Defense Fund, "Interior Stumpage Report," (March 2001) (Suite 214, 131 Water St, Vancouver, BC, V6B 4M3, tel: (604) 685-5618 or 1-800-926-7744, Fax: (604) 685-7813, E-mail: sldf@sierralegal.org, www.sierralegal.org.

Patricia Marchak et al., *Falldown: Forest Policy in British Columbia*, (Produced by Ecotrust Canada and the David Suzuki Foundation, published by Ecotrust Canada, 1999).

Patricia Marchak, *Logging the Globe*, McGill-Queen's University Press, Montreal, Canada, 1995.

Global Forest Watch (an initiative of the World Resources Institute); 10 G Street NE · Washington, DC 20002 USA, Tel: (202) 729-7600, Fax: (202) 729-7686, gfw@wri.org, www.globalforestwatch.org.

For information on ecoforestry:

The Silva Forest Foundation, PO Box 9, Slocan Park, BC, Canada, V0G 2E0, Tel: (250) 226-7222, Fax: (250) 226-7446, silvafor@netidea.com, www.silvafor.org. SFF has published some valuable materials including: Herb Hammond's book, "Seeing the Forest Among the Trees: The Case for Wholistic Forest Use," 1992; and "Ecosystem-Based Planning: A Practical Tool."

The Ecoforestry Institute Tel: (604) 816-TREE, Fax: (604) 739-9255, http://ecoforestry.ca.

Alan Drengson & Duncan Taylor Eds., *Ecoforestry: The Art and Science of Sustainable Forest Use*, (New Society Publishers, 1997).

Wildwood, Merve Wilkinson's ecoforestry model woodlot — www.ecoforestry.ca/Wildwood or contact Jay Rastogi at rastogi@ecoforestry.ca

Windhorse Farm — 132 Sarty Road, Wentzell Lake, Nova Scotia, Tel: (902) 543-0122, Fax: (902) 543-9950, E-mail: jim@windhorsefarm.org, Web: windhorsefarm.org

Chris Maser, *Forest Primeval: The Natural History of an Ancient Forest*, Stoddart Publishing, Toronto, Canada, 1989.

Other interesting contacts:

Public Service Employees for Environmental Ethics, 1203-207, W. Hastings, Vancouver, BC, V6B 1H7, Tel: (604) 899-2724 or 1-866-899-2724, Fax: (604) 899-2725, E-mail: admin@pse.ca, Web: www.pse.ca.

The State of Canada's Forests – Natural Resources Canada. Web: http://www.nrcan-rncan.gc.ca/cfs-scf/national/what-quoi/sof/sof01/index_e.html. Sharing Stories — Community Economic Development in British Columbia by the Simon Fraser University CED Centre. CED Centre, Simon Fraser University, Burnaby, BC, Canada, V5A 1S6, Tel: (604) 291-5850, Fax: (604) 291-5473. Web: http://www.sfu.ca/cedc/gateway/sharing.

ENDNOTES

1   International Network of Forests and Communities, *Global Forests, Global Citizens: Discussion Paper 4—Roots of Legitimacy: Ecosystem-Based and Community-Based Forest Management* (Victoria: Polis Project on Ecological Governance, 2002), p. 19.

2   The first of the two Ministry of Forests reports, titled *Community Forest Pilots in British Columbia: An Information Needs* Assessment, was contracted out to the Southern Interior Forest Extension and Research Partnership (SIFERP). SIFERP conducted their research between January and March, 2000. The report presents the results of focus groups, individual interviews, and surveys. The purpose of the study was to identify information gaps of the then seven community forest pilots, which were all in their early stages.

   The second report commissioned by the Ministry of Forests was contracted out to Burns Lake Community Forest Ltd. (ComFor), one of the Community Forest Pilots. ComFor hired a resident of Burns Lake, Susan Schienbein, who travelled to the seven different pilot communities and interviewed their representatives. The research for this unpublished, untitled report was conducted in the fall of 2000.

3   Some of these communities are seeking Community Forest Pilots, and others are looking at other models. One of the communities seeking an alternative form of local control is Cortes Island, which we were able to visit for our meetings. Cortes presents a fascinating model that is quite distinct from any of the existing community licences. Some examples of Cortes' approach are given in Parts B and C of this report.

4   Brian Egan, Lisa Ambus, and Alexandra Woodsworth, "Community Forestry: Concepts and Characteristics: A Background Paper," prepared for the BC Community Forestry Forum, March 14-16, 2002 (Victoria: POLIS Project on Ecological Governance, University of Victoria, 2002), found at www.cf-forum.ca.

5   The following is a list of communities we visited in person in the early part of 2002:

   • Creston
   • Kaslo
   • Harrop and Procter (referred to in this report as "Harrop/Procter")
   • The town of Bamfield and the Huu-ay-aht First Nation ("Bamfield/Huu-ay-aht")
   • Comox Valley
   • Cortes Island
   • McBride
   • Fort St. James
   • Burns Lake
   • Town of Likely and the Xatsu'll First Nation ("Likely/Xatsu'll")

   We also met in person with representatives from:

   • Island Community Stability Initiative (ICSI) on Haida Gwaii,
   • Nuxalk Nation in Bella Coola
   • Esketemc First Nation in Alkali Lake
   • Tahsis/Zeballos/Gold River (a joint initiative)
   • Revelstoke
   • Cowichan Lake

6   For a thorough discussion of the definitions of and concepts behind community forests see Egan, Ambus, and Woodsworth, above, note 4; and Jessica Clogg, *Maintaining Cultural and Ecological Diversity on the Central Coast: Co-Management Options,* a discussion paper produced by West Coast Environmental Law for the Sierra Club of British Columbia (Vancouver: West Coast Environmental Law, December, 1999), found at http://www.wcel.org/wcelpub/occasional/ 25_02_occ_coman.pdf; Brian Egan et al, *When there's a Way, There's a Will, Report 2: Models of Community-Based Natural Resource Management* (Victoria: Eco-Research Chair of Environmental Law and Policy, University of Victoria, 2001); Michael M'Gonigle et al, *When there's a Way, there's a Will, Report 1: Developing Sustainability through the Community Ecosystem Trust* (Victoria: Eco-Research Chair of Environmental Law and Policy, University of Victoria, 2001), p. 28.

7   Robin B. Clark Inc., *Malcolm Island Forest Feasibility Study*, found at http:// www.rbc.bc.ca/execsum.html.

8   For a thorough discussion about the definitions of and concepts behind "community forests" see Brian Egan, Lisa Ambus and Alexandra Woodsworth, "*Community Forestry: Concepts and Characteristics: A Background Paper*," (Victoria: POLIS Project on Ecological Governance, 2002) prepared for the BC Community Forestry Forum, found at www.cf-forum.org.

9   The concept of community forestry as we currently know it in British Columbia is a product of a timber-centred culture and economy. Some community forests that would like to focus more on non-logging activities prefer the term community *forest* over community *forestry,* which implies a logging-centred approach.

10   Annual Report, Harrop/Procter Community Forest K1B, January 1 to December 31, 2001.

11   "BC Wild Communications Initiative: Province-Wide Polling Project." Prepared by Viewpoints Research, October 1998. See also, figure from Environics, from a poll conducted in March 2000.

12   Each of the four approaches involves an increasing degree of involvement by the provincial government. The legal transfer of rights or recognition of pre-existing indigenous or community-based rights involves government acknowledgement of at least compatible legal rights that constrain government's sovereignty. The second and third approaches involve government creating some interests in lands and delegating those to communities and First Nations. The final approach involves government re-distributing some of the bundle of existing rights connected to tenure and perhaps granting authority over different aspects of local operations to local entities.

13   Figure from Viewpoints, from a poll conducted October 1998 and repeated in October 1999.

14   Figure from Environics, from a poll conducted in March 2000.

15   Brian Egan et al, *When there's a Way, there's a Will, Report 2: Models of Community-Based Natural Resource Management.* (Victoria: Eco-Research Chair of Environmental Law and Policy at University of Victoria, 2001), pp. 2-3.

16   International Network of Forests and Communities, *Global Forests, Global Citizens: Discussion Paper 4—Roots of Legitimacy: Ecosystem-Based and Community-Based Forest Management* (Victoria: Polis Project on Ecological Governance, 2002), p. 17.

17   Ibid.

18   Andy White and Alejandro Martin, *Who Owns the World's Forests? Forest Tenure and*

Public Forests in Transition (Washington, D.C.: Forest Trends, 2002). Also see Brian Egan et al, *When there's a Way, there's a Will, Report 2: Models of Community-Based Natural Resource Management* (Victoria: Eco-Research Chair of Environmental Law and Policy, University of Victoria, 2001), p. 64.

19   *Third Report on the State of Human Rights in Colombia, Chapter 10: Indigenous Rights.* (Washington, D.C.: Organization of the American States, 2000), found at http://www.cidh.oas.org/countryrep/Colom99sp/capitulo-10.htm.

20   CIEL Press Release, "CIEL helps score major victory for indigenous rights in Philippine Supreme Court," January 29, 2001, found at http://www.ciel.org/.

21   *Case of the Indigenous Mayagna Community of Awas Tingni (Nicaragua)* before the Inter-American Court on Human Rights (September 2001), found at http://www.indianlaw.org/body_awas_tingni_summary.htm

22   Andy White and Alejandro Martin, *Who Owns the World's Forests? Forest Tenure and Public Forests in Transition* (Washington, D.C.: Forest Trends, 2002), p. 3.

23   Charla Britt, *Advocating for Rural Livelihoods and Common Property: Federation Building and Community Forestry in Nepal* (Brazil: 10th World Congress of Rural Sociology, 2000). See also International Network of Forests and Communities, *Global Forests, Global Citizens: Discussion Paper 4—Roots of Legitimacy: Ecosystem-Based and Community-Based Forest Management* (Victoria: Polis Project on Ecological Governance, 2002), p. 33.

24   Brian Egan et al, *When there's a Way, there's a Will, Report 2: Models of Community-Based Natural Resource Management* (Victoria: Eco-Research Chair of Environmental Law and Policy at University of Victoria, 2001), pp. 6-9.

25   Ibid, pp. 4-6.

26   Ibid, pp. 10-12.

27   Michael M'Gonigle et al, *When there's a Way, there's a Will. Report 1: Developing Sustainability Through the Community Ecosystem Trust.* (Victoria: Eco-Research Chair of Environmental Law and Policy, University of Victoria, 2001), p. 11.

28   Andy White and Alejandro Martin, *Who Owns the World's Forests? Forest Tenure and Public Forests in Transition* (Washington, D.C.: Forest Trends, 2002), p. 15.

29   Ibid, p. 14.

30   International Network of Forests and Communities, *Global Forests, Global Citizens: Discussion Paper 4—Roots of Legitimacy: Ecosystem-Based and Community-Based Forest Management* (Victoria: Polis Project on Ecological Governance, 2002), p. 33.

31   Andy White and Alejandro Martin, *Who Owns the World's Forests? Forest Tenure and Public Forests in Transition* (Washington, D.C.: Forest Trends, 2002), p.17 quoting Molnar and White, *Forestry and Land Management in Mexico: A Comprehensive Development Agenda for the New Era*, Giugale, Lafourcade and Nguyen, eds. (Washington, D.C: World Bank, 2001), and Gerardo Segura, *the State of Mexico's Forest Resources Management and Conservation,* (UNAM, Mexico, 2001).

32   Jared Hartner and Richard Price, *Rethinking Forest Concession Policies* (Washington, D.C.: Forest Resource Policy in Latin America, 1999). See also Andy White and Alejandro Martin, *Who Owns the World's Forests? Forest Tenure and Public Forests in Transition* (Washington, D.C.: Forest Trends, 2002), pp. 12-13.

33   *Third Report on the State of Human Rights in Colombia, Chapter 10: Indigenous Rights.* (Washington, D.C.: Organization of the American States, 2000), found at http://www.cidh.oas.org/countryrep/Colom99sp/capitulo-10.htm. See also Andy White

and Alejandro Martin, *Who Owns the World's Forests? Forest Tenure and Public Forests in Transition* (Washington, D.C.: Forest Trends, 2002), pp. 10-17.

[34] Andy White and Alejandro Martin, *Who Owns the World's Forests? Forest Tenure and Public Forests in Transition* (Washington, D.C.: Forest Trends, 2002), pp. 10-14.

[35] Brian Egan et al, *When there's a Way, there's a Will, Report 2: Models of Community-Based Natural Resource Management* (Victoria: Eco-Research Chair of Environmental Law and Policy at University of Victoria, 2001), pp. 6-9.

[36] Andy White and Alejandro Martin, *Who Owns the World's Forests? Forest Tenure and Public Forests in Transition* (Washington, D.C.: Forest Trends, 2002), p. 12.

[37] Brian Egan et al, *When there's a Way, there's a Will, Report 2: Models of Community-Based Natural Resource Management* (Victoria: Eco-Research Chair of Environmental Law and Policy at University of Victoria, 2001), pp. 17-20.

[38] Andy White and Alejandro Martin, *Who Owns the World's Forests? Forest Tenure and Public Forests in Transition* (Washington, D.C.: Forest Trends, 2002), p. 12.

[39] Ibid, pp. 11-12.

[40] Liz Alden Wily, *The Legal and the Political in Modern Common Property Management: Re-making Communal Property in Sub-Saharan Africa with Special Reference to Forest Commons in Tanzania,* presented at *Crossing Boundaries,* the 7th annual conference of the International Association for the Study of Common Property, Vancouver, British Columbia, 1998.

[41] Andy White and Alejandro Martin, *Who Owns the World's Forests? Forest Tenure and Public Forests in Transition* (Washington, D.C.: Forest Trends, 2002), p. 12.

[42] International Network of Forests and Communities, *Global Forests, Global Citizens: Discussion Paper 4—Roots of Legitimacy: Ecosystem-Based and Community-Based Forest Management* (Victoria: Polis Project on Ecological Governance, 2002), pp. 14-15.

[43] International Network of Forests and Communities, *Global Forests, Global Citizens: Discussion Paper 1—the Global Forest Crisis: Causes and Consequences* (Victoria: Polis Project on Ecological Governance, 2002), p. 18.

[44] These paragraphs are found at http://www.forestsandcommunities.org/ Country_Profiles/canada.html).

[45] In July 1998, an amendment was made to the *Forests Statutes Act* through the passing of Bill 34 – 1998, to include Community Forest Agreements as part of the *Forest Act*.

[46] As stated earlier, some forms of interim and temporary rights have not been included in this report. There are numerous means by which communities and First Nations influence forestry in their regions. For example, some village councils and First Nation bands have been awarded one-shot, non-replaceable cutting licences through the Ministry of Forests' Small Business program. Joint ventures have also been excluded from this report. And as mentioned above, Interim Measures Agreements, treaty negotiations and other mechanisms to recognise pre-existing rights are outside the scope of this report.

[47] The terms "Crown land" and "public land," and "Crown forest" or "public forest" are used interchangeably throughout this report. Both these terms include the caveat that the government's interest in the land is subject to potential unresolved aboriginal rights and title.

[48] Ministry of Aboriginal Affairs, *The Nisga'a Final Agreement in Brief* (Victoria: Ministry of Aboriginal Affairs, 1999), found at: http://www.aaf.gov.bc.ca/aaf.

[49] Jessica Clogg, *Maintaining Cultural and Ecological Diversity on the Central Coast: Co-management Option*, a discussion paper produced by West Coast Environmental Law for the Sierra Club of British Columbia (Vancouver: West Coast Environmental Law, December, 1999), pp. 1-4, found at http://www.wcel.org/wcelpub/occasional/25_02_occ_coman.pdf.

[50] Ibid.

[51] Ibid.

[52] Brian Egan et al, *When there's a Way, there's a Will, Report 2: Models of Community-Based Natural Resource Management* (Victoria: Eco-Research Chair of Environmental Law and Policy at University of Victoria, 2001), p. 45.

[53] Jessica Clogg, *Maintaining Cultural and Ecological Diversity on the Central Coast: Co-management Option*, a discussion paper produced by West Coast Environmental Law for the Sierra Club of British Columbia, (Vancouver: West Coast Environmental Law, December, 1999), pp. 14-16, found at http://www.wcel.org/wcelpub/occasional/25_02_occ_coman.pdf.

[54] Ibid.

[55] Ibid.

[56] Ibid.

[57] Susan Schienbein, untitled report (Victoria: unpublished report for the Ministry of Forests, fall, 2000).

[58] Ibid.

[59] Quoted from Ministry of Forests, "Community Forest Pilot Agreements" fact sheet, p. 2, at http://www.for.gov.bc.ca/pab/jobs/community/Commfor200203.pdf.

[60] For more information visit the Ministry website at http://www.for.gov.bc.ca/pab/jobs/community/.

[61] The Carrier Sekani Tribal Council has 8 member nations listed on the Carrier Sekani Tribal Council web site: the Wet'suwet'en First Nation in Burns Lake, the Stellat'en First Nation in Fraser Lake, the Burns Lake Band in Burns Lake, the Saik'uz First Nation in Vanderhoof, the Nadleh Whut'en Band in Fort Fraser, the Lake First Nation in Takla Landing, the Nak'azdli Band in Fort St. James, and the Tl'azt'en Nation in Fort St. James. For more information on the Carrier Sekani Tribal Council, visit their web site at http://cstc.bc.ca/, or contact their office at 1460 6th Avenue, Prince George, BC, V2L 3N2, phone (250) 562-6279, fax (250) 562-8206.

[62] Cheri Burda and Michael M'Gonigle, "Tree Farm ... Or Community Forest?" (1996) *Making Waves* 7(4): 16-21.

[63] "British Columbia Ministry of Forests Tree Farm Licence (TFL) 42, Issued to Tanizul Timber Ltd. Rationale for Allowable Cut (AAC) Determination, effective July 1, 1996," found at http://www.for.gov.bc.ca/tsb/tsr1/ration/tfl/t42/httoc.htm#RTppKC2

[64] Burns Lake community forest is municipally controlled, and its shares are held in trust by a community corporation. The AAC is currently 54,006 as a temporary measure in response to the beetle infestation.

[65] Egan et al, "*When there's a Way, there's a Will, Report 2: Models of Community-Based Natural Resource Management*", (Victoria: Eco-Research Chair of Environmental Law and Policy, University of Victoria, 2001).

[66] The Ministry of Forests *Resource Expenditure Plan, 2001-2005* estimates reductions in full-time equivalent staff from 4,061 to 2,625: www.gov.bc.ca/prem/popt/corereciew/srv_pln/for/for_resource_sheet.pdf (May 03, 2002)

[67] The Ministry of Sustainable Resource Management *Resource Plan, 2001-2005* estimates reductions in full-time equivalent staff from 1,520 to 972: found at www.gov.bc.ca/prem/popt/corereciew/srv_pln/srm/resource_expenditure_plan.pdf (May 03, 2002)

[68] The cuts are significant enough to undermine local economies. In McBride, 29 professional government jobs will be leaving town in 2003: 19 from the Robson Valley Forest District office and four from the local highways department. Five Ministry of Forests positions will remain in McBride as part of the combined Clearwater-Robson Valley District, and they will share space with the other remaining government services. An estimated $2 million per year in wages paid locally will disappear this year alone—a significant difference in a community of 700 people. (Population data from Statistics Canada.)

[69] For more information on the forestry impacts of current government deregulation, see *Who's minding our forests?: Deregulation of the forest industry in British Columbia* (Vancouver: Sierra Legal Defence Fund and Forest Watch British Columbia, May 2002).

[70] Andy White and Alejandro Martin, *Who Owns the World's Forests? Forest Tenure and Public Forests in Transition* (Washington, D.C.: Forest Trends, 2002).

[71] Bill 41, *Forest (First Nations Development) Amendment Act, 2002* (passed third reading May 13, 2002). To see the final form of the bill, visit http://www.legis.gov.bc.ca/37th3rd/3rd_read/gov41-3.htm.

[72] The Ministry may invite applications for a forest licence, timber sale licence, community forest agreement, community forest pilot agreement, or a woodlot licence. The *Forest Act* amendments state that "[t]he minister, without advertising or inviting other applications, may invite an application for a Forest Licence, timber sale licence or woodlot licence and direct the regional manager or district manager to enter into the licence with the applicant ... [providing] that it is entered into with a first nation or its representative to implement or further an agreement between the first nation and the government respecting treaty-related measures, interim measures or economic measures ...."

"[T]he minister, without accepting applications from other persons, may direct the regional manager or district manager to enter into a community forest pilot agreement if ... the community forest pilot agreement provides that it is entered into with a first nation or its representative...."

For the full text, see http://www.legis.gov.bc.ca/37th3rd/3rd_read/gov41-3.htm.

[73] The managers of the Creston community forest are logging as ecologically as possible within the constraints of the unsustainable rate of harvest (AAC) set by the provincial government.

[74] For more information on the Community Forest Advisory Committee and its members, see the Ministry of Forests Community Forest Pilot website at http://www.for.gov.bc.ca/pab/jobs/community.

[75] Susan Schienbein, untitled report (Victoria: unpublished report for the Ministry of Forests, fall, 2000).

[76] This number has been derived from a very generous estimate of the AAC dedicated to all types of community forests on Crown/public lands.

77 Found at http://www.for.gov.bc.ca/ftp/Branches/
    Resource_Tenures_&_Engineering/external/!publish/apportionment/aptr043.pdf.

78 Susan Schienbein, untitled report (Victoria: unpublished report for the Ministry of
    Forests, fall, 2000).

79 When a forest company is sold to another operator, the provincial government
    under section 56 of the Forest Act must take back five per cent of the licensee's
    tenure or volume. This clause was added to the Act in the 1980s with the intention
    of diversifying the forest tenure system. However, this provision has rarely been
    used as originally intended. Instead, the licensee usually is reallocated that five per
    cent—often through very questionable Job Creation Plans.

80 Because provincial forestry operates on a "log it or lose it" system, when a licensee
    is not able to meet its minimum cut requirements, the volume in question can
    potentially be taken from them and therefore becomes unallocated. The BC
    government seldom exercises this authority.

81 Oona River Community Association and Central Coast Consulting, *Oona River
    Community Forest Proposal (1993)*.

82 This section is directly quoted from Egan et al, "*When there's a Way, there's a Will,
    Report 2: Models of Community-Based Natural Resource Management*" (Victoria: Eco-
    Research Chair of Environmental Law and Policy, University of Victoria, 2001), p.
    63, which refers to Paul Mitchelle-Banks, *Tenure Arrangements for Facilitating
    Community Forestry in British Columbia* (Vancouver: University of British Columbia
    Faculty of Forestry, unpublished Ph.D. thesis, 1998).

83 Dan Miller, then the Deputy Premier, quoted in Justine Hunter and Kelly Sinoski,
    "Privatize B.C.'s forest lands, Miller says in call for overhaul," *Vancouver Sun*, April
    10, 1999, p. A1.

84 Robin B. Clark Inc., found at http://www.rbc.bc.ca/execsum6.html.

85 For an executive summary of this feasibility study by Robin B. Clark Inc. see http:/
    /www.rbc.bc.ca/execsum.html.

86 Brian Egan et al, *When there's a Way, there's a Will, Report 2: Models of Community-
    Based Natural Resource Management* (Victoria: Eco-Research Chair of Environmental
    Law and Policy, University of Victoria, 2001), p. 64.

87 Andy White and Alejandro Martin, Who Owns the World's Forests? Forest Tenure
    and Public Forests in Transition (Washington, D.C.: Forest Trends, 2002), p. 17
    quoting Molnar and White, *Forestry and Land Management in Mexico: A
    Comprehensive Development Agenda for the New Era*, Giugale, Lafourcade and Nguyen,
    eds. (Washington, D.C.: World Bank, 2001) and Gerardo Segura, *the State of Mexico's
    Forest Resources Management and Conservation,* (UNAM, Mexico, 2001).

88 Information about the Central Region Board can be found at http://
    www.island.net/~crb/ and see Appendix 1 of this report.

89 Information on the Muskwa-Kechika Advisory Board can be found at http://
    www.muskwa-kechika.com/, and see Appendix 1 of this report.

90 For more information on community trusts, see "Community Ecosystem Trust" by
    the Polis Project at the University of Victoria, found at http://
    www.polisproject.org/polis2/PDFs/CET.pdf.

91 Michael M'Gonigle et al, *When there's a Way, there's a Will. Report 1: Developing
    Sustainability Through the Community Ecosystem Trust.* (Victoria: Eco-Research Chair
    of Environmental Law and Policy, University of Victoria, 2001), p. 28.

92 Jessica Clogg, "Recognition of Aboriginal Title In BC: A Legally and Morally Defensible Foundation for Tenure Reform" (2001), 16:3 *Ecoforestry* 4, p. 5.

93 The text for this box has been modified from the text in the 2-page CET summary at http://www.polisproject.org/polis2/PDFs/CET.pdf.

94 Jessica Clogg, "Recognition of Aboriginal Title In BC: A Legally and Morally Defensible Foundation for Tenure Reform" (2001), 16:3 *Ecoforestry* 4, p. 5.

95 This sum was derived from the Ministry of Forests' Stumpage and Royalty Billings quarterly summaries, found at http://www.for.gov.bc.ca/REVENUE/timberp/ stumpagebillings/previousyears.htm.

96 The administration allocation could be modified to recognise and include the small-scale nature of community forests. Administration allowances need to have different calculation formulas for different forest management systems. Woodlot Licences, being under 3,000 m³, have an administration allowance of close to $10/ m³. When a community forest pilot has a cut greater than 3,000 m³ annually (as all but three do), they no longer qualify for this allowance. Some other high profile forestry initiatives have been awarded a special administration allowance of close to $20/m³.

97 The minimum rate of cut in any particular year is at least 50% of the allowable annual cut (AAC) set in Victoria, and over the five-year period must be within ten per cent of the AAC.

98 For example, Harrop/Procter planned to not operate on slopes greater than 60%, as the Ministry's decision rules set a lower standard of 70%.

99 The Harrop/Procter plan, and ultimately the licence, has an AAC of 2,603 m³, whereas the Ministry's calculations would have led to an 8,500 m³ cut.

100 Timber profile is the representative composition of the tree species in any one given area.

101 Taken from the Youbou TimberLess Society website at www.savebcjobs.com.

102 To learn more about the Youbou TimberLess Society, visit their website at www.savebcjobs.com

103 The Forest Stewardship Council is an international non-profit organization founded in 1993 to support environmentally appropriate, socially beneficial, and economically viable management of the world's forests. Forest Certification is the process by which the performance of on-the-ground forestry operations are assessed against a predetermined set of standards. The Forest Stewardship Council's Principles and Criteria for Forest Management serve as the global foundation for the development of forest-management standards specific to each region or country. Independent certification bodies, accredited by the FSC in the application of these standards, conduct impartial, detailed assessments of forest operations at the request of landowners. If the forest operations are found to be in conformance with FSC standards, a certificate is issued, enabling the landowner to bring product to market as "certified wood," and to use FSC trademark logo.

104 Forest Resources Commission, A.L. Peel, Chief Commissioner, *The Future of Our Forests* (Victoria: Forest Resources Commission, Government of British Columbia, 1991), p. 73.

105 Mitch Anderson, *Interior Stumpage Report* (Vancouver: Sierra Legal Defence Fund, March 2001), p. 15. Catherine M. Mater and Scott M. Mater offer this evidence of success: "One of the largest increases [due to sorting of logs] occurred in the sale of lower-grade logs, which included a large percentage of dry logs and logs that

had died on the stump.... A typical dry sort was sold at $110 per cubic metre. After deducting the average cost of $55/m³ for logging and sort yard and stumpage costs, these sorts provided a return of $54.75/m³ more than if sold for traditional lower-grade uses." Catherine M. Mater and Scott M. Mater. *Vernon Forestry: Log Sorting for Profit. A Case Study from "The Business of Sustainable Forestry"* (Project of The Sustainable Forestry Working Group, n.d.), part 15, p. 10.

[106] This is one of the key guiding principles behind the work of the Silva Forest Foundation. To learn more about ecoforestry principles and ecosystem-based planning, visit their website at http://www.silvafor.org/.

[107] P.W. Matakala and P.N. Duinker, "Community Forestry As A Forest-Land Management Option in Ontario" in *Forest Dependent Communities: Challenges and Opportunities*, David Bruce and Margaret Whitla, eds. (New Brunswick: Rural and Small Town Research and Studies Programme, Mount Allison University, 1991), quoted in Jennifer Gunter, *Creating the Conditions for Sustainable Community Forestry in BC: A Case Study of the Kaslo and District Community Forest* (Vancouver: Simon Fraser University, Masters Thesis, 2000).

[108] This is a quotation from a photo essay in eco-forester Herb Hammond's book, *Seeing the Forest Among the Trees: The Case for Wholistic Forest Use*, found at http://www.silvafor.org/library/photoessay.htm. For more information about eco-forestry principles, ecosystem-based planning, and other projects of the Silva Forest Foundation, see http://www.silvafor.org or contact the office at P.O. Box 9, Slocan Park, BC, V0G 2E0, phone: (250) 226-7222; fax: (250) 226-7446.

[109] Jennifer Gunter, *Creating the Conditions for Sustainable Community Forestry in BC: A Case Study of the Kaslo and District Community Forest* (Vancouver: Simon Fraser University, Masters Thesis, 2000), p. 139.

[110] Denise Deegan, *Managing Activism: A Guide to Dealing with Activists and Pressure Groups* (Kogan Page Ltd; 2001).

[111] "BC Wild Communications Initiative: Province-Wide Polling Project." Prepared by Viewpoints Research, October 1998.

[112] To view the Harrop/Procter maps and to learn more about ecosystem-based planning, visit the Silva Forest Foundation's website at http://www.silvafor.org.

[113] With the exception of the North Island Woodlot Corporation in the Comox Valley.

[114] Jennifer Gunter, *Creating the Conditions for Sustainable Community Forestry in BC: A Case Study of the Kaslo and District Community Forest* (Vancouver: Simon Fraser University, Masters Thesis, 2000), p. 112.

[115] Ministry of Forests, "Forest Pilot Means First Nation Jobs" Ministry of Forests Press Release, Reference #2002:023, released on July 31, 2002, found at http://www.for.gov.bc.ca/pab/jobs/community/.

[116] To read the full text of the Memorandum of Understanding between the Klahoose First Nation and the Cortes Ecoforestry Society, and to learn more about the Cortes Initiative, visit the Cortes Ecoforestry Society website at http://oberon.ark.com/~ces/.

[117] Last century the government granted the E&N railroad rights to vast lands all along the train route on the east coast of Vancouver Island. These E&N lands comprise the vast majority of private lands in the Comox Valley and have been acquired by a variety of large timber companies such as TimberWest, John Hancock and Weyerhaeuser, which operate forestry plantations in the area.

[118] Bill 41, *Forest (First Nations Development) Amendment Act, 2002* (passed third reading May 13, 2002). To see the final form of the bill, visit http://www.legis.gov.bc.ca/37th3rd/3rd_read/gov41-3.htm.

[119] Susan Schienbein, untitled report (Victoria: unpublished report for the Ministry of Forests, fall, 2000).

[120] International Network of Forests and Communities, *Global Forests, Global Citizens: Discussion Paper 4—Roots of Legitimacy: Ecosystem-Based and Community-Based Forest Management* (Victoria: Polis Project on Ecological Governance, 2002), p. 23.

[121] The society is a closed one (meaning that any new positions on the board are filled through board appointment rather than by general community election), due to the government's reluctance to grant Kaslo one of the Province's first community Forest Licences as a society. The government's concern was that the board turnover would be too high and responsibility and stability reduced. To act as a society, Kaslo was forced to operate with a closed board. Now that there exist other community forests governed by societies, and more precedents have been set, Kaslo is considering operating as an open board.

[122] Phrase drawn from Jennifer Gunter's Master's Thesis, *Creating the Conditions for Sustainable Community Forestry in BC: A Case Study of the Kaslo and District Community Forest* (Vancouver: Simon Fraser University, Masters Thesis, 2000).

[123] Ibid.

[124] The Ministry of Forests doubled the AAC throughout the Lakes District due to the current beetle increase in the Burns Lake area.

[125] Annual Report, Harrop/Procter Community Forest K1B, January 1 to December 31, 2001. The mills included Wynndel Box and Lumber near Creston, Pope and Talbot in Castlegar, Porcupine Wood Products near Salmo, and Meadow Creek Cedar near Kaslo.

[126] For more information on the North Cowichan Municipal Forest, visit their website at http://www.northcowichan.bc.ca/forestry.htm.

[127] This excerpt is taken from a Wildwood background written by Merve Wilkinson, found at the Ecoforestry Society's website at http://www.ecoforestry.ca/Wildwood/Wildwood.htm.

[128] For information on the Muskwa-Kechika Advisory Board, see http://www.muskwa-kechika.com/.

[129] For more information, visit the government's Strategic Land Use Planning website for the Muskwa-Kechika area at http://www.luco.gov.bc.ca/lrmp/mk/.

[130] Found at www.luco.gov.bc.ca.

[131] Found at http://www.muskwa-kechika.com/who/background.html.

[132] Found at http://www.muskwa-kechika.com/who/background.html.

[133] Jessica Clogg, *Maintaining Cultural and Ecological Diversity on the Central Coast: Co-management Option*, a discussion paper produced by West Coast Environmental Law for the Sierra Club of British Columbia. (Vancouver: West Coast Environmental Law, December, 1999), found at http://www.wcel.org/wcelpub/occasional/25_02_occ_coman.pdf.

[134] Egan et al, "*When there's a Way, there's a Will, Report 2: Models of Community-Based Natural Resource Management*", (Victoria: Eco-Research Chair of Environmental Law and Policy, University of Victoria, Victoria, 2001), p. 103.

[135] Found at the Ministry of Sustainable Resource Management Special Projects website at http://srmrpdwww.env.gov.bc.ca/specialprojects/clayquot/10-point.htm.

[136] For more information about the Central Region Board, visit their website at http://www.island.net/~crb/.

[137] Jessica Clogg, *Maintaining Cultural and Ecological Diversity on the Central Coast: Co-management Option*, a discussion paper produced by West Coast Environmental Law for the Sierra Club of British Columbia (Vancouver: West Coast Environmental Law, December, 1999), p. 5, found at http://www.wcel.org/wcelpub/occasional/25_02_occ_coman.pdf

[138] Central Region Board website at http://www.island.net/~crb/.

[139] *Haida Nation* v. *B.C. and Weyerhaeuser*, 2002 BCCA 147 (February 27, 2002), with supplemental reasons given in 2002 BCCA 462 (August 19, 2002). In this judgement and to some extent in the preceding judgement in *Taku River Tlingit First Nation* v. *Ringstad*, 2002 BCCA 59 (January 30, 2002), the BC Court of Appeal expressly stated for the first time that government and licence-holders or applicants have a duty to not only consult but accommodate First Nations before making land-use decisions. The provincial government has not yet responded to these judgements, but based on past experience it is unlikely the government will significantly change its operations. It is the view of the Dogwood Initiative that this fiduciary duty demands the government move more toward models such as the Central Region Board, while giving the CRB greater ability to seriously review proposals. The courts have made it clear the government and tenure holders must change the way they work with First Nations, and must involve them to a greater degree not only in decision-making but, through accommodation, in the land uses that result from those decisions. The CRB is one model by which government and industry can more effectively and meaningfully consult with First Nations and other community members, and explore options for accommodation with people who know the land best. It seems unlikely that the government will take this view, unfortunately.

[140] This excerpt is taken from a Wildwood background paper by Merve Wilkinson, found at the Ecoforestry Society's website at http://www.ecoforestry.ca/Wildwood/Wildwood.htm.

[141] Annual Report, Harrop/Procter Community Forest K1B, January 1 to December 31, 2001.

[142] Creston's log sort is temporarily non-operational while it moves location and reorganizes.

[143] For more information on the Revelstoke community forest and its log auctions, visit www.rcfc.bc.ca. For a short description of the log sort by Bob Clark, the general manager, see his notes from the proceedings of the March 2002 Community Forest Forum at http://www.cf-forum.org/conference/2pages/Program/4B/4BW.htm.

[144] Donovan, Peter, "Creating an Open Log Market in Interior British Columbia" *Practical Holism in the Northwest: Journal of People, Land and Money* (1998). Found at the website of "Managing Wholes: firsthand reporting on designing a future that works" at http://managingwholes.com/logsort.htm.

[145] Brian Egan et al, *When there's a Way, there's a Will, Report 2: Models of Community-Based Natural Resource Management* (Victoria: Eco-Research Chair of Environmental Law and Policy, University of Victoria, 2001).

[146] Phone conversation with Rick Smith, August 22, 2002.

[147] P. Marchak, L. Alcock, and D. Herbert, *Falldown: Forest Policy in British Columbia.* (Vancouver: David Suzuki Foundation and Ecotrust Canada, 1999), p. 29. It should be noted, however, that 20% of Revelstoke's logging is done using alternative harvesting systems, and they are making an increased effort to manage for wildlife and other environmental considerations.

[148] Taken from Bob Clark's presentation at the community forest forum in Victoria, 2002. The summary of his presentation can be found at http://www.cf-forum.org/ conference/2pages/Program/plenary2/part2.htm.

[149] Found at the website of the Revelstoke Community Forest Corporation, www.rcfc.bc.ca.

[150] For more information about the Revelstoke Community Forest Corporation, see www.rcfc.bc.ca.

[151] Taken from Bob Clark's presentation at the community forest forum in Victoria, 2002 summarised at http://www.cf-forum.org/conference/2pages/Program/ plenary2/part2.htm.

[152] Annual Report, Harrop/Procter Community Forest K1B, January 1 to December 31, 2001.

"*Connecting Lands and People* is a timely and important document for British Columbians. Indeed, anyone interested in the "how tos" for developing sustainability on the ground will benefit from a close read of this report."—Michael M'Gonigle, Eco-Research Professor of Environmental Law, and director of the POLIS project on ecological governance at the University of Victoria

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"This report is a comprehensive look at British Columbia's burgeoning community forestry 'movement', bringing together ideas originating from grassroots organizing, academic research, activist strategizing, and introspection into the need for, and value of community-based forestry. Providing details about the opportunities and pitfalls in community forestry, this report is a useful tool when considering options for community development in British Columbia."—Lisa Ambus, Co-ordinator, International Network of Forests and Communities

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$15 CAN

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Will is the Chair of Global Forest Watch, a global network of organizations monitoring the impact of change on the forests and people of the world. He also serves on the boards of the Sierra Club of BC and Global Forest Watch Canada.

Prior to entering the legal profession Will worked extensively as a community organizer throughout the Americas and Africa. He has worked with indigenous communities and labour interests worldwide, and is experienced in a variety of electoral campaigns.

Will received his law degree Summa Cum Laude from the University of California, after completing his B.A (cum laude) from Dartmouth College where he majored in Anthropology and Third World studies.

His partner, Claudia, is a practicing veterinarian in Victoria, B.C. Together they are the proud parents of two eccentric cats (Thai and Curry) and one spoiled Black Labrador (Cajun).