



Woodland Caribou

Terms of Reference

Signature Site Strategy

Provincial Parks

Woodland Caribou

Woodland Caribou Additions (P2370)

Conservation Reserve

Eagle-Snowshoe (C2405)

Enhanced Management Area

Pipestone Bay – McIntosh (E2359a)



Ontario

Ontario's Living Legacy

April 2002

APPROVAL STATEMENT

These Terms of Reference will provide staff, First Nations and area communities, stakeholders, the general public and the Advisory Committee with an outline of the Ontario Parks/Ministry of Natural Resources approach to preparing the Strategy for the Woodland Caribou Signature Site.

This document identifies the tasks to be accomplished, the roles and responsibilities of the people involved, and the milestones and schedule for the completion of the plan.

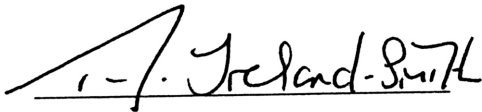
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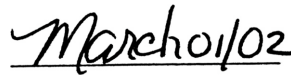
Ralph Wheeler, A/Regional Director
Northwest Region



Date



A. Ireland-Smith
Managing Director, Ontario Parks



Date

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1. INTRODUCTION

A Strategy is required for the Woodland Caribou Signature Site to establish and provide policy direction for the protection, planning, development and management of the Site, as well as the operation of Woodland Caribou Provincial Park. Documents will be prepared recognizing the significance of the Signature Site as a protected area, but will also ensure that the relationship of the Signature Site to the surrounding area is properly considered. The process is a dynamic tool, looking forward for a 20-year period. It may be reviewed and or amended to address changing issues or conditions as required.

Woodland Caribou Provincial Park was regulated in 1983 as a 450,000 hectare wilderness park. Management planning was initiated in 1984 but was not completed. In 1997, the Ministry of Natural Resources embarked on a land use planning and consultation process that resulted in *Ontario's Living Legacy Land Use Strategy* (OLL). OLL identified the Woodland Caribou Signature Site as one of nine featured sites in Ontario. The Site contains one of the largest herds of woodland caribou south of the Hudson Bay Lowlands, and also represents a unique "Prairie-Boreal" ecology due to the close proximity of the prairies.

OLL will expand Woodland Caribou Provincial Park by 29,788 hectares. The expanded park encompasses 479,788 hectares and makes up 89% of the Signature Site. It provides protection and representation for a wide range of natural and cultural heritage values, as well as opportunities for wilderness recreation. Park features include prime woodland caribou habitat, significant earth and life science features, important cultural sites, excellent remote tourism opportunities, and many scenic canoe routes, including the Bloodvein Canadian Heritage River.

Ontario's Living Legacy also resulted in the designation of the Eagle-Snowshoe Conservation Reserve and the Pipestone Bay-McIntosh Enhanced Management Area (EMA). The Eagle-Snowshoe Conservation Reserve (34,548 hectares) abuts Woodland Caribou Provincial Park to the southwest. It includes significant caribou habitat and remote tourism development. Unique vegetation communities have also been discovered here, indicating more southern and western influences. The Pipestone Bay-McIntosh EMA (21,978 hectares) located east of the park, provides additional protection to the Bloodvein River headwaters and other recreation and tourism values. The Enhanced Management Area also acts as a link between the park and the Municipality of Red Lake.

The Woodland Caribou Signature Site includes the traditional use areas of several First Nations. All documentation regarding the Signature Site will contain an acknowledgment by the Ontario Government that Aboriginal and treaty rights are recognized and will not be affected in any way.

A key component to sound planning for the future of the Woodland Caribou Signature Site is public input and involvement. The planning process to develop the Strategy is designed to encourage and incorporate public input, review and comment throughout. The planning process will also explore opportunities for partners to share more fully in the benefits and responsibilities of park operations, development, management and stewardship. It will involve a wide cross-section of people such as First Nation and community representatives, environmentalists, people from business and industry, anglers, hunters, canoeing enthusiasts, naturalists and academics.

The authority and direction for this initiative is based upon legislation and policies. Some of the documents that provide this authority and direction include:

Ontario's Living Legacy Land Use Strategy

Provincial Parks Act

Environmental Assessment Act

Environmental Bill of Rights

Provincial Parks Policy PM 1.00—Implementation Details

Ontario Provincial Parks: Planning and Management Policies

Ontario Provincial Park Management Planning Manual

Nature's Best; Ontario's Parks and Protected Areas: A Framework and Action Plan,

Public Lands Act

Crown Forest Sustainability Act

Conservation Reserves Policy and Procedure

Additional direction is also provided by the following local documents:

Kenora District Land Use Guidelines

Draft West Patricia Land Use Plan

2. SCOPE OF THE SIGNATURE SITE PLANNING PROCESS

The immediate planning area of interest for the Signature Site includes the municipalities of Red Lake, Ear Falls and Kenora as well as the Ontario – based First Nations of Wabaseemoong, Pikangikum and Grassy Narrows who have close ties to the Woodland Caribou landbase. Little Grand Rapids First Nation of Manitoba also has ties to the Signature Site in the Artery and Musclow Lake areas.

The Strategy will deal specifically with lands within the boundaries of the Signature Site and will essentially be an umbrella document encompassing three separate documents: A Park Management Plan for Woodland Caribou Provincial Park and park additions, a Resource Management Plan for Snowshoe-Eagle Conservation Reserve, and a Management Direction for Pipestone Bay - McIntosh Enhanced Management Area.

Planning will adopt an ecological approach, recognizing that natural processes do not respect administrative boundaries. The Strategy will be integrated with land use and resource management programs on adjacent lands, and will consider the intent and direction provided by them. Some examples are: *Ontario's Living Legacy Land Use Strategy*, the 1999 *Ontario Forest Accord*, local Forest Management Plans, regional Fire Management Strategies, fish and wildlife guidelines, and Atikaki and Nopiming Park Management Plans. Similarly, resource management planning and development activities on lands adjacent to the Signature Site will be expected to recognize and consider their potential impact on park-related values.

Woodland Caribou Signature Site is within MNR's Red Lake and Kenora Districts, and abuts Atikaki and Nopiming Provincial Parks in Manitoba. The park also shares a common boundary with the Red Lake Forest Management Unit, the Whiskey Jack Forest and Kenora Management Unit. In addition to discussing the natural, cultural and recreational features documented within the site, the Strategy will also refer to less tangible, but equally important values such as solitude and biodiversity.

The Woodland Caribou Signature Site Strategy will include, but not be limited to consideration of:

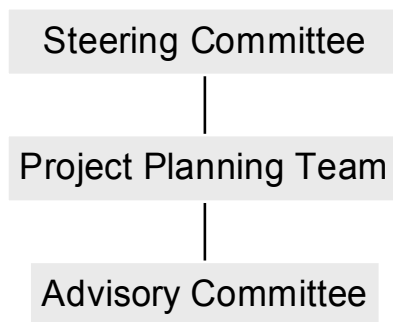
- Goals and Objectives for the Park, Conservation Reserve and Enhanced Management Area
- Zoning
- Policies for Resource Stewardship Operations and Development:
 - Natural Resources
 - Fisheries Management (e.g. angling, baitfishing)
 - Wildlife Management (e.g. caribou habitat, trapping)
 - Fire Management (e.g. suppression, caribou habitat)
 - Vegetation Management (e.g. wild rice harvesting, fuelwood,)
 - Lands Management (e.g. recreation camps, boat caches)
 - Cultural Resources
 - First Nation values (e.g. spiritual sites)
 - Historical Sites (e.g. trading post site)
 - Recreation Resources
 - Operations
 - Natural Heritage Education (e.g. interpretation, information services)
 - Research (e.g. wildlife, natural fire)
 - Recreation Management (e.g. motorized travel, carrying capacity, staffing)
 - Tourism Services (e.g. outfitting, remote tourism operations)
 - Marketing (e.g. partnerships)
 - Development
 - Economic Development (e.g. area First Nations and communities)

- Access Points (e.g. locations, facility requirements)
- Roads (e.g. construction, closure, removal)
- Other (e.g. backcountry hiking trails)
- Implementation Priorities for Stewardship, Operations and Development Policies
- Social and Economic Impact Analysis (e.g. job creation, infrastructure)
- Summaries of all Public Consultation

3. THE PLANNING PROCESS STRUCTURE

Due to the complexity of Woodland Caribou Signature Site and its significance on a local and provincial level, the Strategy will be developed utilizing a team comprised of a Project Planning Team and an Advisory Committee. The Advisory Committee and Project Planning Team, supported by a significant public consultation process, will make recommendations to the Steering Committee. The process will also receive guidance and assistance from various advisors and technical support people.

Woodland Caribou Signature Site Planning Process Structure



3.1 Steering Committee

A Steering Committee will be composed of Adair Ireland-Smith, Managing Director of Ontario Parks and Charlie Lauer, Regional Director, Northwest Region. The Steering Committee will monitor the process, provide direction as required and make decisions on contentious issues when requested by the Chair of the Advisory Committee.

3.2 Project Planning Team

The responsibility for preparing, reviewing, production, and distribution of the various documents (Signature Site Strategy: Park Management Plan, Resource Management Plan for the Conservation Reserve and Management Direction for the Enhanced Management Area) for the Woodland Caribou Signature Site will reside with the Project Planning Team. The local Advisory Committee will provide input and guidance for the preparation of the documents.

The Project Planning Team will consist of:

Position	Name	Function
NW Zone Parks Manager	Tim Sullivan	<ul style="list-style-type: none"> • Process guidance • Project support • Liase with Steering Committee
NW Region Planning Team Leader	Ron Waito	<ul style="list-style-type: none"> • Regional coordination, support and liaison • Liase with Steering Committee
District Manager – Red Lake	Graeme Swanwick	<ul style="list-style-type: none"> • District coordination, support and liaison
District Manager – Kenora	Fred Hall	<ul style="list-style-type: none"> • District coordination, support and liaison
Project Leader	Doug Gilmore	<ul style="list-style-type: none"> • Day to day project administration • Answer public inquiry's • Provide logistical support • Assist in collection of information • Act as Liaison for the Advisory Committee and the Project Team
Project Planner	Michael Bissonnette	<ul style="list-style-type: none"> • Prepare planning documents • Coordinate mapping efforts • Coordinate public consultation • Prepare media releases, ads, and public notices • Liase with Marketing and Communications Section
District Planner - Red Lake	Lee Gerrish	<ul style="list-style-type: none"> • Lead development of the Management Direction for the Pipestone Bay – McIntosh Enhanced Management Area • Ensure that proposed policies are integrated with other district planning activities • Provide advice regarding resource management and recreation activities adjacent to the park • Solicit input/ advice from other district staff as required
District Planner - Kenora	Steve Duda	<ul style="list-style-type: none"> • Lead development of the Resource Management Plan for the Eagle-Snowshoe Conservation Reserve • Provide input/ advice pertaining to resource management issues within and adjacent to the Kenora West Area, Kenora District, • Solicit input/ advice from other district staff as required
Native Liason	Lee Gerrish	<ul style="list-style-type: none"> • Provide First Nation support
Area Biologists - Red Lake	Lesley Barnes/Nadine Thebeu	<ul style="list-style-type: none"> • Provide input/ advice regarding fish and wildlife issues pertaining to the park and adjacent areas
Senior Lands and Waters Technician – Red Lake	Dianne Pertoci	<ul style="list-style-type: none"> • Provide input/ advice regarding land and water management issues pertaining to the park and adjacent areas
Regional Resident Geologist	Andreas Lichtblau	<ul style="list-style-type: none"> • Provide advice regarding mining policy and procedures
Conservation Officer – Red Lake	Tim Neidenbach	<ul style="list-style-type: none"> • Provide input/ advice regarding enforcement issues pertaining to the park and adjacent areas
MNDM Contact	Frank Bastone	<ul style="list-style-type: none"> • Provide advice on economic opportunities for the site
Fire Representation – Red Lake	Mike Schillemore	<ul style="list-style-type: none"> • Provide input/ advice regarding fire management issues pertaining to the park and adjacent areas

3.3 Advisory Committee

The Woodland Caribou Signature Site is viewed as a highly significant Provincial resource, as such, the involvement of local and regional stakeholders is seen as critical to the successful planning and long-term management of the Signature Site for the following reasons:

- local and regional stakeholders have customarily enjoyed a wide range of activities on this landscape and were central to the boundary expansion process;
- the decisions to be made are complex and may be controversial;
- the development of meaningful and appropriate social, recreational and economic opportunities associated with this Signature Site requires the involvement of area stakeholders from the onset;
- Woodland Caribou Signature Site planning includes areas of interest to several First Nations;

The Advisory Committee has been designed to provide local representation as well as diverse knowledge from a cross-section of communities and interests. The membership may not completely or directly cover the range of sectors having an interest in the results of the process; however, the Advisory Committee will ensure that all sectors have an opportunity to bring their perspectives to the committee.

The Advisory Committee is composed of the following members:

Tourism (Facility based)(1)

Tourism (Backcountry) (1)

Provincial Environmental (1)

First or Independent Nations (3) Grassy Narrows, Pikangikum, Wabaseemoong, Lac Seul

Municipality of Red Lake (1)

Municipality of Ear Falls (1)

LCC Representatives from Red Lake and Kenora (2)

Community Development (Chukuni Communities Development Corporation) (1)

Forestry (1)

Mining (1)

Hunter and Anglers Representative (1) representing Ear Falls and Red Lake

Local Environmental (1)

3.3.1 Advisory Committee Roles and Responsibilities

Functions that are the primary responsibility of the Advisory Committee include:

- selecting a chair or co-chair from the committee membership;
- consider provincial policies and objectives when developing recommendations;
- advising on the development of the Signature Site goal, objectives, strategies and priorities to guide management activities in the future;
- advising on the communication and public consultation program;
- communicating with and obtaining input from key sectors, groups and the general public at specific stages in the planning process, in order to share information, identify and evaluate problems and issues, and to obtain public input on options and proposed recommendations;
- responding to information and analyses presented by various individuals;
- deliberating on issues to arrive at consensus driven recommendations;
- evaluating options and recommendations, in consultation with various individuals; and,
- reviewing and providing input on documents produced by the Project Planning Team.

Chairperson

The Advisory Committee Chair or Co-Chairs will;

- ensure the Terms of Reference for the Signature Site Strategy are understood and fulfilled;
- ensure that the technical support people are utilized fairly, efficiently and effectively;
- ensure effective outreach and public consultation;
- ensure effective and efficient functioning of the Advisory Committee;
- schedule meetings and agendas;
- approve draft meeting minutes for review of committee;
- attend public information meetings;
- act as a spokesperson for the Advisory Committee; and,
- submit requests for alternative dispute resolution to the Project Leader if and when necessary.

Advisory Committee Members

Each member of the Advisory Committee will:

- work with other members and the Chair(s), to achieve the goals and carry out the tasks necessary to assist in the development of a Signature Site Strategy;
- strive to ensure that consensus is the principal method of decision making;
- decide who will provide chairperson services; and,

- participate in the outreach of the committee to stakeholders and the public in general, to ensure that all sectors are kept informed and have opportunities to provide input.

Primary responsibilities of the Project Leader include:

- act as a Liaison for the Advisory Committee and the Project Planning Team;
- with the committee chair(s), serve as a link to the MNR, to other Ministries and to the advisors/technical support people to ensure appropriate support for the activities of the Advisory Committee;
- lead the development of the Signature Site Strategy by coordinating the provision of background information and administrative, communications, secretarial and technical assistance to the Advisory Committee;
- provide information on MNR policies and programs to the Advisory Committee related to issues being discussed.

More information on the composition and function of the Advisory Committee is presented in *Appendix 1: Operating Procedures of the Woodland Caribou Signature Site Advisory Committee*. The Operating Procedures will be amended and approved by the Advisory Committee for inclusion within the Terms of Reference.

Facilitator

If the Advisory Committee requires a Facilitator, the Project Leader, with the approval of the Committee will select one. The Facilitator will remain independent and issue-neutral, and will work closely with the Chair or Co-Chairs to:

- preside over the meetings;
- keep the Advisory Committee focused on the Terms of Reference, task and outcomes; monitor progress and meet deadlines;
- guide discussions and negotiations on committee protocol and planning recommendations; and,
- provide support for the Project Planning Team as required.

3.4 Technical Support

The technical support component will focus on the process, with a support role for program-related issues and the provision of support services for the Woodland Caribou Signature Site Advisory Committee. Various representatives, as noted below, may be called upon to provide guidance and assistance with matters such as policy interpretation, integration with district and resource management programs, and the achievement of provincial objectives as required.

MNR staff as well as individuals from other Ministries with expertise in specific areas will provide counsel to the planning process by:

- identifying program objectives and priorities and potential areas of conflict;
- provide guidance and assistance with policy interpretation;
- providing recommendations that address ecological health and sustainability;
- assisting in the development and evaluation of options;
- providing strategic advice and potential solutions to issues;
- maintaining communications and linkages; and
- providing administrative, mapping, and general project support.

Examples of provincial government representatives that may be called upon include (*in alphabetical order*):

- Ted Armstrong – Wildlife Management
- Bruce Campbell – Forest Management
- Al Comeau – A/Zone Planner
- Kathy Crampton – Red Lake GIS Support
- Terry Curran – Fire Management
- Gary Davies – Lands Management
- Barton Fielders – Corporate and Technical Direction

Phil Kor – Earth Sciences
Jim Cameron – Natural Heritage Planning
Geoff Lipsett-Moore – Conservation Ecology
Toni Lynn MacTavish – Administrative Assistance
Dan Paleczny – Park Policy & Planning
Claire Quewezence – Assistant Park Superintendent
Gerry Racey – Science & Technology
Fred Richardson – Integrated Economic Development
Bill Ross - Cultural Heritage
Mark Sobchuk – Fisheries
Bill Taylor– Native Liason

The Advisory Committee will also be assisted by various non-government advisors who represent specific interests such as Aboriginal initiatives, angling, canoeing, environment/nature, forestry, trapping, and tourism. Non-government advisors will be chosen at the discretion of the Advisory Committee. These advisors will ensure that an enhanced regional and provincial perspective is added to the plan by providing strategic recommendations based on their specific knowledge and expertise. They will review and comment on draft documents and strategies, and will be asked to outreach to their constituents and provide formal and informal advice to the Advisory Committee based on a broader ecological and socio-economic perspective.

The non-government advisors will apply provincial policies and objectives to the development of their recommendations and will be invited to address or attend Advisory Committee meetings when requested to do so by the Chairperson. The Project Leader will assist these advisors as requested and will ensure an appropriate level of support for their activities. Reasonable out of pocket expenses for food, lodging and travel will be re-imbursed to these advisors in accordance with normal Ontario government procedures.

4. STEPS IN THE PLANNING PROCESS

The development of the Signature Site Strategy will be undertaken in 5 stages, as follows:

- initial **Invitation to Participate** and opportunity to review the approved **Terms of Reference**
- preparation of **Background Information** documents and public review
- preparation of **Issues and Plan Alternatives** documents and public review
- preparation and public review of the **Preliminary Signature Site Strategy**
- release and inspection of the **Approved Signature Site Strategy**

5. PLANNING SCHEDULE

The following planning schedule reflects the goal of submitting an Approved Signature Site Strategy to the Steering Committee by April 2005. While these timelines may be advanced, the proposed schedule is cautious in recognition of:

- the significance of the resource;
- the complexity of the issues to be addressed;
- the magnitude of the area involved;
- the number of communities and interests who will be participating in the process;
- the desire for comprehensive public participation.

The major steps in the process and their completion dates, along with the public consultation components, are outlined below.

The Planning Schedule:

Stage	Description/Product	Public Consultation	Dates
Terms of Reference	<ul style="list-style-type: none"> • Rationale • Planning area • Schedule • Approval 	<ul style="list-style-type: none"> • Advisory Committee • Invitation to participate • Posting of EBR Notice of Proposal • Use of media ads and mailing lists 	December, 2002
Background Information	Preparation of Background Information Report	<ul style="list-style-type: none"> • Public Information meetings (we could post, not required) • Use of media ads and mailing lists 	June, 2003
Issues and Plan Alternatives	Preparation of Issues & Alternatives Document	<ul style="list-style-type: none"> • Public meetings & 45 day review period • Use of media ads and mailing lists 	March, 2004
Preliminary Strategy <ul style="list-style-type: none"> • Park Management Plan • Resource Management Plan • Management Direction 	Preferred approach and policies	<ul style="list-style-type: none"> • Public meetings • 45 day public review • Use of media ads and mailing lists 	December, 2004
Approved Strategy	Preparation of Approved Strategy	<ul style="list-style-type: none"> • Public meeting • Plan distribution • 45 day review period • Use of media ads and mailing lists 	April, 2005

6. PUBLIC CONSULTATION AND COMMUNICATIONS

The Environmental Bill of Rights (EBR) is legislation that is built on the principle that residents of Ontario may participate in the making of environmentally significant decisions of the government. As all resource management planning is considered to be environmentally significant, the planning process for the Woodland Caribou Signature Site will incorporate EBR public consultation. In addition, a Statement of Environmental Values (SEV) briefing note will be prepared to document how the purposes of the EBR have been considered and incorporated into the Woodland Caribou Signature Site Strategy.

Public consultation in park planning is also a legal requirement under the *Environmental Assessment (EA) Act*, Declaration Order 59/2. This declaration order states that planning processes must follow the *Ontario Provincial Park Management Planning Manual (1994)*, which describes how and when to do consultation and who must be consulted. A Class EA for provincial park planning is currently in preparation, and is expected to be completed and approved during the term of the Woodland Caribou strategy development. Changes in process or consultation requirements resulting from the Class EA will be dealt with when they are known.

Public consultation is key to the success of any planning process. Groups, individuals and organizations may provide input throughout all stages of the process.

All public input will be treated in accordance with the provisions of the *Freedom of Information and Protection of Privacy Act* to ensure confidentiality of personal information.

The Communications Plan will be revised as required during the planning process, to ensure that all aspects of consultation are carefully thought out and the best use of time made. Revisions will be approved by Communications Services Branch prior to implementation. The Project Planning Team will be responsible for all logistics around consultation, its administration and documentation.

Each stage has its own consultation and communications requirements. However, some basic strategies will be employed throughout the planning process. In all cases, the advice and comments from the public will be forwarded to the Chair(s) of the Advisory Committee for the Committee's consideration. All comments will be documented and where necessary a response prepared. A document repository will be established in the Woodland Caribou Provincial Park office. Before public release, the Ministry of Natural Resources, Ontario Parks and Communication Services Branch will approve any communications products developed by the Advisory Committee.

English/Ojibway

To minimize any language barriers, at a minimum, document summaries will be made available in Ojibway. Additionally, the use of various media will be explored to ensure that Aboriginal people are well informed of the Signature Site planning project.

Signature Site Advisory Committee and Project Planning Team

The Advisory Committee and Project Planning Team will provide a direct link for the public to receive information about the planning process and to provide input to the development of the Strategy. Members of the Advisory Committee and the Project Planning Team will outreach to interest groups throughout the planning process. All input resulting from consultation and outreach activities will be summarized and provided to the Committee for their consideration in developing planning recommendations. Representatives of the Advisory Committee will attend all public information centres that are held during public consultation in preparation of the plan.

Mandatory Contact List

Park Management Policy directive PM 11.02.02 prescribes a number of mandatory contacts who will receive all public notices regarding availability of planning documents associated with the planning process. The contacts listed are primarily stakeholders or non-government organizations with provincial interests. This list will be supplemented by recommendations from the Advisory Committee, as well as by the Signature Site mailing list. Contact with municipalities, government ministries, First Nations and local citizen committees are mandatory. This list will be updated as required.

Use of Media

All formal public notices will be included in the local newspapers and posted at key locations in the area communities. This will be supplemented by mail-outs within some of the communities not served by the local papers. Information may be distributed at key points throughout the process to local, regional and selected provincial media (print, TV, radio). Aboriginal media opportunities will be maximized. The Woodland Caribou Park tabloid will be used to encourage involvement in the planning process, and will permit distribution of this information to a broader audience.

EBR Registry

The *Environmental Bill of Rights* electronic registry will be used to post the Registry Proposal Files associated with the Invitation to Participate, and the release of the Background Information Report, the Issues and Alternatives document and the Preliminary Plans. A Registry Decision File will be posted to mark the release of the approved planning documents. These postings will ensure that the public is aware of the opportunities for public input into the planning process at a provincial level.

MNR Internal Distribution

Standard program briefing notes will be used to advise District, Region, Zone and Main Office staff of significant developments in the planning process (e.g. release of public documents). The OLL Intranet will also be used for this purpose.

Information Sites

The public will be able to access planning information at sites to be determined in each locality and First Nation Community. Information will also be available at local MNR district offices, the Woodland Caribou Provincial Park office as well as regional offices of the MNR and the Northwest Zone of Ontario Parks.

Traditional Knowledge, Differing Values and Social Structures

The planning process will recognize the need for specific consultation efforts through procedures appropriate to Aboriginal peoples to ensure the inclusion of indigenous knowledge and specific interests in park and resource planning activities.

Information Meetings/Centres

Information meetings will be held in the area communities to solicit information, comment and involvement from the public. Meetings will occur during the Background Information, Issues and Alternatives and Preliminary Strategy stages of the planning process at:

- Grassy Narrows
- Pikangikum
- Wabaseemoong
- Ear Falls
- Red Lake
- Kenora

These meetings will present opportunities for the public to easily access draft strategies and to be able to discuss their perspectives directly with Advisory Committee members. During the planning process, meetings may be required in other locations to ensure appropriate involvement by affected individuals or groups. These decisions will be determined as they arise.

Presentations

Beyond the formal avenues and opportunities built into the planning process, informal and formal presentations, meetings and discussions with groups, agencies and individuals will be undertaken as required.

7. BUDGET REQUIREMENTS

The total budget for the development of the Strategy is projected as follows:

2002/03 Total Costs	260,300
2003/04 Total Costs	200,800
2004/05 Total Costs	147,700
Project Total	608,800

Requests for funds will be submitted on an annual basis and are subject to approval. Other funding sources and opportunities will be pursued to assist MNR with the cost of preparing the Woodland Caribou Signature Site Strategy.

8. MODIFICATIONS TO THESE TERMS OF REFERENCE

Once approved, these Terms of Reference will provide a framework for preparing the Woodland Caribou Signature Site Strategy. It is understood that, given the nature of Terms of Reference, they are not intended to present every detail of all activities that may occur while preparing the Strategy.

It is therefore possible that in carrying out the work contemplated by these Terms of Reference, it may become evident that certain modifications to the approved Terms will be necessary. Any proposed changes will require the approval of the signatories to this document.

APPENDIX 1

**Operating Procedures
for the
Woodland Caribou Signature Site Advisory Committee**

DRAFT

Approved By:

Chair(s)
Woodland Caribou Signature Site Advisory Committee

Date

T.P. Sullivan, Manager
Northwest Zone, Ontario Parks

Date

The following Operating Procedures are intended to describe the responsibilities and roles of the Woodland Caribou Signature Site Advisory Committee. **It is a working draft for the consideration of the Advisory Committee.**

The Operating Procedures Terms of Reference for the Woodland Caribou Signature Site Advisory Committee will be reviewed, discussed, amended and approved by the Committee. This will permit all parties to have an opportunity to participate in designing the process, clarifying the roles and responsibilities for everyone involved, and establishing the ground rules for operating.

1. WORKING RELATIONSHIPS

The Advisory Committee will play a crucial role in the process by providing a flow of information between the members' constituents and the Project Planning Team; providing advice and recommendations on zoning and policies for protecting, managing, operating and developing the Signature Site; and participating in public consultation events.

2. CHAIRPERSON(S)

The Advisory Committee will appoint a Chair or Co-Chairs from within its membership.

3. APPROACH TO DEVELOPING RECOMMENDATIONS

An introductory session will bring the committee together to provide orientation and to review the Interim Management Statement for Woodland Caribou Provincial Park as well as the Terms of Reference for the Signature Site Strategy. A presentation on the relationship of Aboriginal and treaty rights to Signature Site planning will also occur early in the process. Various advisors and technical support individuals will address the Advisory Committee at key intervals in the development of the plan, and will provide specific guidance throughout the planning process.

The Advisory Committee will strive to achieve consensus-based recommendations in the development of the Strategy. A consensus process is one in which all who have a stake in the outcome attempt to reach agreements that resolve or advance issues related to environmental, social and economic sustainability. Participants will work together to design a process that maximizes their ability to resolve differences. Although they may not agree with all aspects of the agreement, consensus is reached if all participants are willing to live with "the total package". Consensus processes call upon leaders to forge partnerships that work toward developing solutions.

Consensus processes enjoy some inherent advantages over other decision-making processes in addressing the challenges of a sustainable future.

Consensus processes are designed to:

- ensure that all significant interests are represented and respected;
- enable participants to deal with each other directly;
- give an effective voice to all participants;
- allow the parties involved to design a process appropriate to their special circumstances and needs;
- provide a forum that forges new partnerships and fosters cooperative problem solving in the search for innovative solutions that maximize all interests and promote sustainability.

In terms of results, consensus processes can:

- improve the working relationships between all interests participating in the process;
- help build respect for, and a better understanding of different viewpoints among the participants;
- lead to better informed, more creative, balanced and enduring decisions because of the shared commitment to and responsibility for the process, results, and implementation;
- often be used to complement other decision-making processes.

Even if all matters are not resolved through consensus, the process can crystallize the discussion, clarify the underlying issues, identify the options for dealing with outstanding disagreements, and build respect and understanding among the parties affected.

Consensus may be defined as:

General agreement on a conclusion, or conversely, no substantial disagreement with a conclusion. The parties involved may not agree with every aspect of a course of action, but taken as a whole, a decision based on consensus satisfies the major interests and concerns of each party to the extent that they can collectively support it.

The guiding principles of consensus process include:

- Purpose Driven: A common concern commits participation in the process;
- Self-Design: The parties design the consensus process;
- Flexibility: Flexibility should be designed into the process;
- Equal Opportunity: All parties must have equal access to relevant information and equal opportunity to participate effectively throughout the process;
- Respect for Diverse Interests: Acceptance of the diverse values, interests, and knowledge of the parties involved in the consensus process is essential;
- Accountability: The parties are accountable both to their constituencies, and to the process that they have agreed to establish;
- Time Limits: Realistic deadlines are necessary throughout the process;
- Implementation: Commitment to implementation and effective monitoring are essential parts of any agreement.

Planning through consensus involves:

- discussing interests;
- seeking out information, information gaps;
- identifying issues, areas of concern and opportunities;
- identifying areas of agreement;
- developing recommendations / solutions / options;
- devising, analyzing and assessing impacts/benefits of options;
- selecting the preferred option;
- developing agreement and disagreement statements;
- deploying a consensus building approach prior to reaching an impasse.

In all cases, recommendations should strive to be consistent with provincial legislation and existing government policies. Clear rationale must be provided for any recommendations that deviate from provincial policy.

The Advisory Committee will be assisted by advisors and technical support individuals who will formally address the committee, if requested to do so, at key intervals in the planning process, and who will be able to provide sector specific guidance and enhanced outreach throughout the planning process.

Working groups may be formed from among the committee members to address specific subjects for discussion, and to bring recommendations back to the Advisory Committee. The membership, general mandate, specific tasks, reporting responsibilities and any rules of procedure for the working groups will be determined by the Advisory Committee and subject to the direction of the committee.

4. Dispute Resolution Techniques

Alternative dispute resolution techniques may be required during the planning process to help resolve specific issues where committee members agree that consensus is unlikely to be reached through other means. Alternative dispute resolution (Based on the Alternative Dispute Resolution Program for Resource Stewardship Agreements) is a number of processes that are designed to resolve disputes in a less adversarial and formal manner. The processes used are:

- **Negotiation:** Conducted between the parties or group to resolve disputes or improve communication within the group

- **Facilitation:** If the issues cannot be resolved during negotiation, the Project Leader will select an issue-neutral Facilitator, approved by the Advisory Committee. The role of the Facilitator will be to help the parties improve the way problems are identified and solved.
- **Mediation:** Mediation involves the use of a neutral third party to help disputants find mutually acceptable solutions. A Mediator will be selected by the parties from a list of Mediators provided by the MNR
- **Non –Binding Arbitration:** If mediation is impractical, impossible, or unsuccessful, an independent Arbitrator will make a recommendation following the presentation of evidence by the disputing parties

5. PRINCIPLES OF PARTICIPATION

The following principals of participation should be adhered to:

- arrive at meetings on time;
- stay until the end of the meeting;
- abide by the rules of procedure and conduct;
- let the Facilitator or Chair know ahead if unable to attend;
- refrain from conducting other business during the meeting;
- make every effort to attend all meetings and functions (continued absence may result in a request from the Chair(s) to step down);
- provide information for tabling as early as practicable;
- read preparatory materials before the meeting;
- communicate with the public and the media in a manner which contributes to the goals of the Advisory Committee and is consistent with positions taken by the committee;
- be willing to act as a team member by expressing an independent perspective, preserving dignity and self respect, listening with empathy, expecting not to change others' behavioral style or opinions, sharing discussion time fairly and honouring confidentiality.

6. ADVISORY COMMITTEE MEETINGS

6.1 Agenda

Advisory Committee members will work together in the setting of all meeting agendas. At any time Advisory Committee members can bring to the Chair or Facilitator, items that need to be incorporated into the agenda. Each meeting will open with a review of the agenda.

6.1.1 Agenda Format

- 1) Declare meeting open;
- 2) Roll call of members present;
- 3) Approve previous meeting minutes and review of action items;
- 4) Identify new business; review, amend and approve meeting agenda;
- 5) Advisory Committee member reports; Chair(s) and Facilitator reports;
- 6) Summary of Advisor/Technical Support and public input received;
- 7) Business arising from minutes of previous meeting(s);
- 8) Business of the day;
- 9) New business;
- 10) Items for next agenda;
- 11) Information requests;
- 12) Date for next meeting;
- 13) Adjournment.

6.2 Attendance

- Committee Members and Facilitator;
- Project Leader ;
- Advisors – at the request of the Chair(s);
- Invited guests - invited by Facilitator, Chair(s) and/or Advisory Committee members, but agreed to in advance, so that members know who will be at upcoming meetings;

6.3 Record Keeping

- meeting minutes will reflect the essence of discussion, actions agreed to, alternative points of view and conclusions;
- specific points of view will not be attributed to an individual member of the committee, unless requested by a member, or if another member requests that another member's comments be recorded;
- to have a consensus reflected in the minutes, the Chair/Facilitator needs to have a clear statement and it must be agreed to by the committee members;
- recording of minutes to be co-ordinated by the Project Leader;
- draft minutes will be circulated for comment/corrections. Any comments and/or corrections will be forwarded to the Project Leader, who will make the necessary changes;
- approved minutes will be circulated to the Advisory Committee members and Facilitator, as well as members of the Project Planning Team;
- minutes of the meetings will be available to anyone requesting them.

7. GENERAL OPERATING PROCEDURES

Reasonable out of pocket expenses will be reimbursed to the Advisory Committee members in accordance with normal Ontario government procedures. Expenses for food, lodging and travel will be covered by the project's budget.

The Advisory Committee will establish a schedule, identifying the locations and protocol for meetings. The Advisory Committee meetings will be closed meetings to ensure that the discussions are held in confidence.

7.1 General Support

The Advisory Committee will obtain planning, financial and logistical support from the Project Planning Team on matters such as:

- identification and interpretation of legislation and policy direction;
- compilation of relevant data and information;
- collection of additional information subject to the availability of resources;
- analysis of data;
- evaluation of public input;
- development and evaluation of planning options;
- documentation;
- meeting arrangements, administrative and secretarial support.
- timely and orderly provision of information;
- meeting records and minutes;
- reimbursement of expenses in a timely manner;
- advice on *Freedom of Information and Protection of Privacy Act*;
- facilitating services such as map production.

8. TERM

The Woodland Caribou Signature Site Advisory Committee will be appointed until April 2005 when the approved Signature Site Strategy will be submitted to the Steering Committee.

