



Local Integrated Land and Resource Management Panel Guide: Role and Contribution to the Elaboration of Integrated Forest Management Plans

July 2017

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Acronyms and initialisms

RCEO	Regional conference of elected officers
CSA	Canadian Standards Association
FSC	Forest Stewardship Council
ILRM	Integrated land and resource management
SFDA	<i>Sustainable Forest Development Act</i>
MFFP	Ministère des Forêts, de la Faune et des Parcs
RCM	Regional county municipality
IFMP	Integrated Forest Management Plan
OIFMP	Integrated Operational Forest Management Plan
TIFMP	Integrated Tactical Forest Management Plan
LUPDS	Land use plan for the domain of the State
RPILRSD	Regional plans for integrated land and natural resource development
RDPDS	Regional development plan for the domain of the State
SFMS	Sustainable Forest Management Strategy
SFI	Sustainable forest initiative
LILRMP	Local integrated land and resource management panel

Foreword

This guide is based on the 2010 version concerning the implementation and operation of the local integrated land and resource management panels (LILRMP) entitled “Guide sur la gestion intégré des ressources et du territoire : son application dans l’élaboration des plans d’aménagement forestier intégré”¹. At that time, the guide focused more generally on the concept of integrated land and resource management.

Significant changes have occurred since 2010, including the establishment of the Ministère des Forêts, de la Faune et des Parcs (MFFP) and the abolition of the regional conferences of elected officers (RCEOs). Bill 28, adopted in April 2015, transferred the responsibilities assigned to the RCEOs to the Minister or, in the case of the Nord-du-Québec region, to the Cree Nation Government and the Eeyou Istchee James Bay Regional Government to enable them to adopt measures to promote regional development in their territory. Pursuant to section 55.1 of the SFDA, the Minister may assign the composition and operation of an LILRMP to one or more RCMs with which he concludes an agreement stipulated in section 126.3 of the *Municipal Powers Act* (chapter C-47.1). Announced on July 17, 2015, the Sustainable Forest Development Program (SFDP) was designed in accordance with the policy directions in the November 5, 2014 transitional fiscal pact and Bill 28², which delegates to the RCMs in a given region responsibilities that allow them, in particular, to ensure the operation of the LILRMPs.

The establishment of the Ministère des Forêts, de la Faune et des Parcs (MFFP) has also modified integrated land and resource management by excluding resources such as mines and energy, for which another government department is responsible, and by more broadly targeting forest- and wildlife-related questions. This guide focuses on the LILRMPs, the tool that the MFFP favours to implement the ILRM. Indeed, in the wake of several years of practice and an initial experience with the 2013-2018 Integrated Forest Management Plans, the participants in the LILRMPs have expressed several needs, including the need to clarify the role, responsibilities and means of action of the LILRMPs.

¹ Renald Desrosiers, Sébastien Lefebvre, Patricia Munoz and Josée Pâquet, in collaboration with Sylvie Delisle, Monique Gélinas, Mario Poirier and Sylvie Bernier, drew up the first version of the ILRM guide.

² Bill n°28 : An Act mainly to implement certain provisions of the Budget Speech of 4 June 2014 and return to a balanced budget in 2015-2016

Summary

The Minister is responsible for elaborating forest planning, in collaboration with the integrated land and resource management panel (LILRMP). The panel is established to ensure recognition of the interests and concerns of individuals and organization concerned by forest management activities in the domain of the State. The panel's participants pinpoint the main issues related to their interests and concerns and seek solutions so that the MFFP takes them into account in forest planning. This guide presents the role and contribution of the LILRMP in the elaboration of the Integrated Forest Management Plans (IFMPs). Section 1 examines integrated land and resource management in the context of the IFMPs. Section 2 defines the roles, objectives, responsibilities and means of action in respect of the participants in the LILRMP. Section 3 indicates, for information purposes, other mechanisms that allow for recognition of interests and concerns in forest planning.

Forest planning, which encompasses the integrated tactical and operational forest management plans must be elaborated in keeping with existing government policy directions such as the Sustainable Forest Management Strategy, the land use plan for the domain of the State, and so on. The LILRMP ensures a consensus-building process to make recommendations to be submitted to the Minister in the context of the elaboration of the IFMP. The process encompasses the partners and users concerned, including the MFFP, for each management unit or group of management units. The ongoing consensus-building process facilitates recognition by the MFFP of the interests and concerns of the participants in the LILRMP from the outset of forest planning and throughout the process. The MFFP's recognition of the LILRMP's recommendations does not mean that it incorporates them systematically into the IFMPs.

The LILRMP proposes to the MFFP an array of issues based on the panel participants' interests and concerns. The LILRMP also makes it possible to find solutions to reconcile the participants' occasionally diverging interests. The issues and the solutions are submitted to the MFFP in the form of recommendations. The MFFP decides which items are adopted in whole or in part or that might not be integrated into forest planning. The IFMP is then returned to LILRMP to inform the participants of the integrated elements and the decisions taken.

While the participants in the LILRMP represent their interest groups, they undertake to pursue a consensus objective centred on the common interest. To ensure that the panel's deliberations reflect some degree of representativeness of the stakeholders concerned, the Act stipulates the individuals and organization that are invited automatically to participate in the panel's deliberations. Lastly, the means of action implemented make it possible to pinpoint the key issues, prioritize them and set local management objectives and agree on usage harmonization measures within the prescribed time. When divergences arise, the necessary effort must be made to manage and resolve them by relying on the dispute-resolution process, which is defined beforehand in the regional document indicating the operating rules of the panel.

The panel comprises a coordinator, a moderator and the participants. It can set up committees and invite experts to document certain questions and enlighten the panel's discussions. The operating rules are based on this guide and are stipulated at the regional level in a document that the responsible body or the Minister produces.

The LILRMP is a forum to take the participants' interests and concerns into account. Stakeholders who have specific interests with respect to forest planning but that do not concern the issues that the LILRMP discusses can bring them to the Minister's attention through other available mechanisms.

One such mechanism is the consultations of the public and the Aboriginal communities concerned that enables the MFFP to ascertain the interests and concerns of local communities and the public with respect to the planned forest management activities.

Another existing mechanism is the operations panel that assembles the designated timber supply guarantee holders concerned by a harvest agreement. It is the ideal forum for discussion to link certification needs and to promote the integration, optimization and efficiency of timber supply activities in the context of tactical and operational planning. The panel does not under any circumstances replace the LILRMP. These tools give concrete expression to integrated forest planning.

The participants in the LILRMP must actively, constructively collaborate through their deliberations and thus take advantage of the possibility of influencing the elaboration of the local IFMP. Their participation, throughout the forest planning process, is undoubtedly a key fact in the success of integrated forest planning. The LILRMP also demonstrates the MFFP's commitment to recognize the interests, values and needs expressed by industry stakeholders in forest planning.

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Introduction

The Minister is responsible for elaborating forest planning, in collaboration with the integrated land and resource management panel (LILRMP). The panel is established to ensure recognition of the interests and concerns of individuals and organization concerned by forest development activities in the domain of the State.

This guide presents the role and contribution of the LILRMP in the elaboration of the Integrated Forest Management Plans (IFMPs). The panel's participants pinpoint the main issues related to their interests and concerns and seek solutions so that the MFFP takes them into account in forest planning.

This guide is primarily intended for the individuals responsible for the establishment and operation of the LILRMP, whether they are from the MFFP or the responsible body, e.g. an RCM. It is also a reference for anyone interested in the operation of the LILRMP in general. The objective of the guide is to ensure that everyone has a shared understanding of the role and general operation of the LILRMP and its means of action to collaborate to the elaboration of the forest planning, for which the Minister is responsible.

Section 1 examines integrated land and resource management in the context of the IFMPs. Section 2 defines the roles, objectives, responsibilities and means of action in respect of the participants in the LILRMP. Section 3 indicates, for information purposes, other mechanisms that allow for taking into account the interests and concerns in forest planning.

1. Integrated forest planning

Forest environment management is facing numerous challenges, in particular the multiplicity and diversity of forest users, ecosystem sustainability requirements, growing demand for new uses of forest resources, and the recognition³ of industry stakeholders' expectations.

The implementation of participative⁴, integrated management in the forest planning process facilitates the social acceptability of development choices and the rollout in a given territory of the attendant measures.

However, forest planning must be consistent with government policy directions, some of which are examined in the sections below.

1.1 Sustainable Forest Management Strategy

The Sustainable Forest Management Strategy (SFMS)⁵ presents a perspective and policy directions to advance sustainable forest development. It underpins all government policies and initiatives concerning forest environment management. The SFMS indicates how the MFFP intends to implement the SFDA⁶. It guides the initiatives of regional organizations, the Aboriginal communities and other users of forest land who must abide by its policy directions and objectives. Its challenges and policy directions span a 20-year period while its objectives have a five-year scope of application. The SFMS integrates the three dimensions of sustainable development, i.e. the environmental, social and economic components.

³ Analysis and decision to include in whole or in part, or that may not integrate what is proposed.

⁴ An operating procedure whereby the stakeholders influence to varying degrees the decision-making process by varied means.

⁵ <http://www.mffp.gouv.qc.ca/english/publications/forest/sustainable-forest-management-strategy.pdf>

⁶ <http://legisquebec.gouv.qc.ca/en/ShowDoc/cs/A-18.1>

The six challenges posed by the SFMS

The SFMS is organized around six key challenges that reflect facets of forest management that require specific attention or significant change:

- Take the interests, values and needs of the Québec population and the Aboriginal nations into account in managing the forests
- Use forest management practices that ensure ecosystem sustainability
- Ensure productive forests that create wealth at different levels
- Support a diversified, competitive, and innovative wood products and forestry Industry
- Ensure that forests and the forest sector help fight and adapt to climate change
- Ensure sustainable, structured, and transparent forest Management

With all of the partners and users of forest land, the MFFP is thus promoting a shared vision of the objectives to be attained and the measures to be carried out to advance sustainable forest development in Québec. The IFMPs, designed according to the participative management approach, make it possible to give concrete expression to several objectives included in the SFMS.

1.2 Land use plan for the domain of the State

Land use for the domain of the State (LUPDS) defines the government's key strategic thrusts concerning the use it wishes to make of the domain of the State from the standpoint of development or protection. Land use for the domain of the State is highly strategic for the management of the territory and resources in the Québec public domain.

The LUPDS is a general orientation tool that guides the initiatives of the government departments and bodies that manage land and resources in the Québec public domain. It covers an administrative region.

The Ministère de l'Énergie et des Ressources naturelles (MERN) coordinates its elaboration. It stems from a consensus⁷ established by the government departments and bodies concerned, with a contribution from local and regional stakeholders and the Aboriginal communities.

⁷ General acceptance means the absence of firm opposition from a significant segment of interested parties to the key elements of the issue.

1.3 Regional development plan for the domain of the State

The Regional development plan for the domain of the State (RDPDS) seeks to determine, in cooperation with regional stakeholders, where, when and how it is possible to issue land rights geared to the harmonious use of the domain of the State (holidaying, wind farms, and so on). The key policy directions adopted in the RDPDS to develop the domain of the State are recognized in the elaboration of the IFMPs.

1.4 Regional plan for integrated land and resource development

The Regional plan for integrated land and resource development (RPILRSD) presented a concerted, integrated regional perspective of the development of natural resources and the territory. Among other things, it targeted wealth creation stemming from the use of all of the resources in the forest environment and the domain of the State. The RPILRSD focused on the resources of forests, wildlife and the territory and, optionally, mineral and energy resources. It reflected a regional perspective through the determination of the policy directions and priorities pertaining to development.

To date, only the Cree Nation Government and the Eeyou Istchee James Bay Regional Government in the Nord-du-Québec region are still responsible for elaborating and administering an RPILRSD (section 58, paragraph 2 of the SFDA). Elsewhere in the province, the previous RPILRSDs can still sustain reflection on the use of the resources overall in the forest environment and the territory. However, the document is no longer updated.

1.5 The deliberations of the LILRMP and forest planning

Forest development planning activities are carried out by the management unit (MU) in order to organize in the territories the execution of forest operations. Such planning is carried out in conjunction with a regional and local consultation process and leads to the preparation of Integrated Forest Management Plans and special development plans.

There are two types of Integrated Forest Management Plans (IFMP): the Tactical Integrated Forest Management Plan (TIFMP) and the Operational Forest Management Plan (OIFMP).

The legal foundation of the Integrated Forest Management Plans

The SFDA regulates a forest regime that seeks, in particular, to:

- establish sustainable forest development, especially by means of ecosystem-based management; and
- ensure management of resources and the territory that is integrated, regionalized and centred on the formulation of clear, coherent objectives, the attainment of measurable outcomes, and the accountability of the managers and users of forest land.

The Minister elaborates, in collaboration with the LILRMP established for the unit concerned, a tactical and an operational integrated forest management plan for each of the management units. The Minister may also rely on the services of experts in the realm of forest planning during the elaboration of the plans.⁸

TIFMP

“The tactical plan contains, among other things, the allowable cuts assigned to the unit, the sustainable forest development objectives, the forest development strategies adopted to ensure that allowable cuts are respected and objectives are achieved, and the location of the main infrastructures and the areas of increased timber production. This plan covers a five-year period.”⁸

OIFMP

“The operational plan basically sets out the forest operations zones in which timber harvesting or other forest development activities are planned under the tactical plan. It also contains the usage harmonization measures⁹ adopted by the Minister. The operational plan is updated from time to time, to allow for, among other things, the gradual addition of new zones in which forest operations may be carried out.”⁸

The MFFP will take into account the issues pinpointed by the participants in the LILRMP when the IFMPs are elaborated. The collaborative approach begins at the outset of the process to produce the forest management plans and continues throughout the process (Figure 1).

⁸ Section 54 of the SFDA.

⁹ The application of a process that reconciles forest development with other activities carried out in forests.

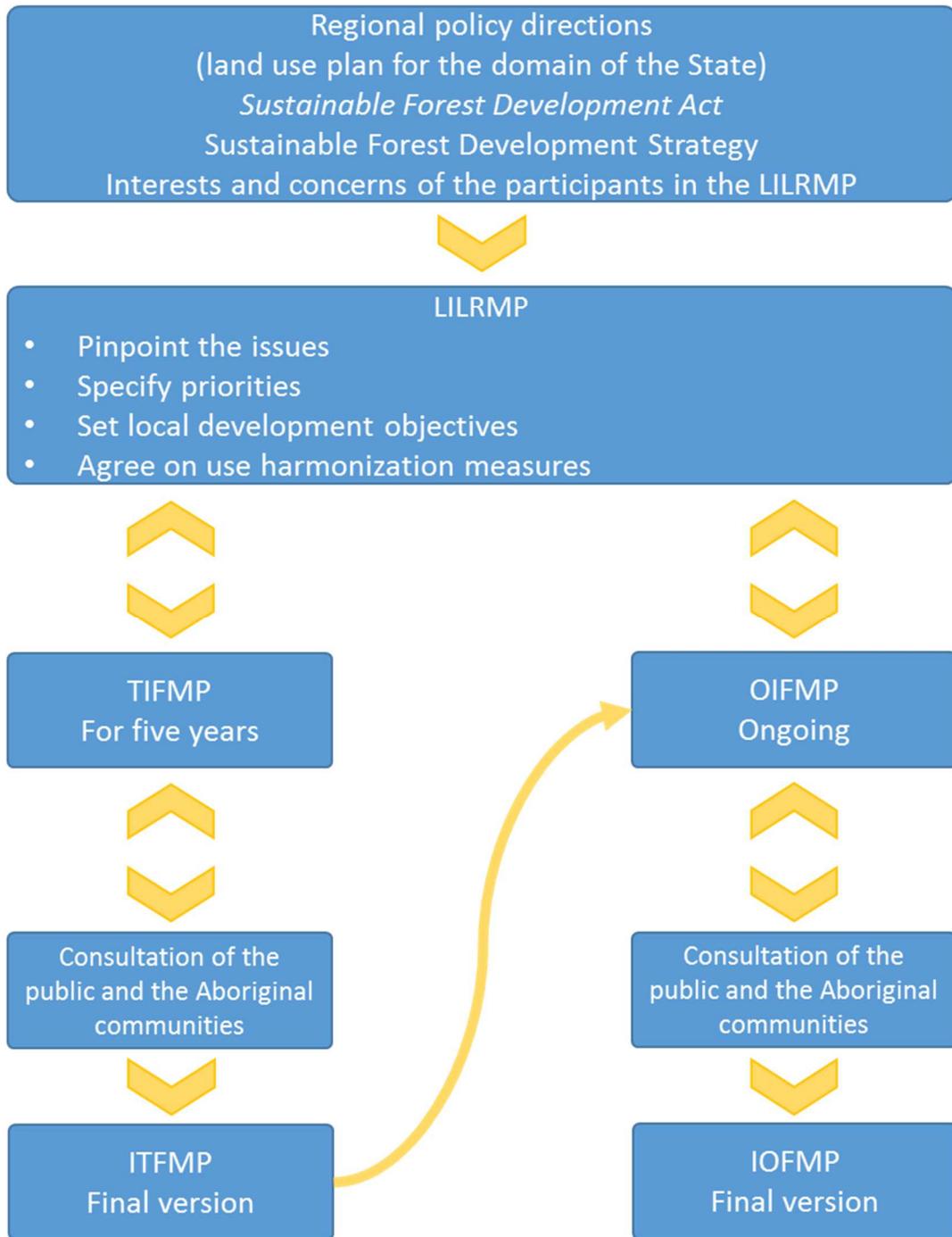


Figure 1: Deliberations of the LILRMP in the general development of the IFMPs

2. Local integrated land and resource management panel

2.1 Roles of the panel

One of the key strategic thrusts of the forest regime is to ensure the recognition of the interests, values and needs of the population, including the Aboriginal communities. The LILRMP is one way that the MFFP takes into account the interests and concerns of forest land users when the IFMPs are elaborated. The panel serves as a forum for discussion and information for the MFFP and local industry stakeholders concerned by forest development activities. The participants meet there, express their interests concerning the forest environment and their expectations regarding the development activities planned in the territory in question.

The LILRMP ensures a consultation¹⁰ process¹¹ in the context of the elaboration of the IFMP. The process assembles the partners and users concerned by forest development, including the MFFP, for a given territory. The ongoing consensus-building process facilitates recognition by the MFFP of the interests and concerns of the participants in the LILRMP from the outset of forest planning and throughout the process.

An LILRMP is established for each management unit or group of management units. There are local panels whose deliberations focus on one or more management units and regional panels whose deliberations focus on all of the management units in a region. In this guide, the term LILRMP is used to indicate all of the panels.

The panels' deliberations contribute to the planning and implementation of integrated forest development. The LILRMP proposes an array of issues¹² and solutions in the form of recommendations. The final decision concerning the items that the IFMPs will recognize is the responsibility of the MFFP, in accordance with the *Manuel de planification forestière*¹³.

¹⁰ The entire array of activities logically interconnected that produce a determined outcome.

¹¹ Exchanges, discussions and deliberations aimed at a consensus or a compromise (Fortier, 2010).

¹² What can be gained or lost as a result of the use or non-use of the territory (Desmarais, 2006).

¹³ Available on the intranet site accessible to MFFP staff or at the request of the MFFP.

2.2 Mandate

The mandate of the LILRMP is to collaborate with the regional office of the MFFP in the elaboration of the IFMP. It influences the elaboration of the IFMPs without deciding on the plans' final contents. On the other hand, the LILRMP plays a decision-making role in respect of the recommendations that it makes and submits to the MFFP.

2.3 Responsibilities

The regional office of the MFFP or the body responsible for the implementation of the LILRMP and its operation must establish its composition in accordance with sections 55 and 55.1 of the SFDA. It must also define the panel's operation, including dispute-resolution mechanisms.

2.3.1 The regional office of the MFFP

The regional office of the MFFP is responsible for the elaboration of the IFMP. It establishes a schedule and ensures that forest planning is carried out in collaboration with the LILRMP. It participates in the panel's deliberations in order to take into consideration, in the elaboration of the IFMPs, the local objectives set and the agreed harmonization measures. In the context of its involvement in the LILRMP, the regional office of the MFFP contributes its expertise by transmitting the relevant information to enlighten the panel's deliberations and facilitate the attainment of a consensus.

Aboriginal participation and the LILRMP

Section 7 of the SFDA stipulates that the "Minister must consult Native communities specifically to ensure that sustainable forest development and forest management take into account, and accommodate if necessary, their interests, values and needs." This applies to the IFMPs.

The MFFP or the responsible body invites the Aboriginal communities concerned, represented by their band council, to participate in the LILRMP (section 55). As for the Sustainable Forest Management Strategy (SFDS), it stipulates that the MFFP must encourage the Aboriginal communities to participate in forest development, including in the LILRMP.

Participation by the Aboriginal communities in the LILRMP is desirable to attain a full participatory approach. Notwithstanding participation by the Aboriginal communities in the LILRMP, the regional office of the MFFP maintains its responsibility in the realm of the consultation of the Aboriginal communities.

2.3.2 Responsible body

The MFFP offers a funding program to enable the responsible body to exercise the delegated responsibilities, in particular to implement, define the composition and ensure the operation of the LILRMP pursuant to sections 55 and 55.1 of the SFDA. The MFFP must conclude an agreement with the responsible body pursuant to section 126.3 of the *Municipal Powers Act* (chapter C-47.1). The agreement stipulates that the delegated responsibilities must be exercised in accordance with this guide.

The responsible body must also produce reports on the meetings and an annual report on the participation and activities of the LILRMP (see section 2.7.4).

The MFFP may also delegate to the responsible body the public consultation on the IFMPs covered by section 57 of the SFDA.

The responsible body must appoint a coordinator for the LILRMP (see section 2.6.1). Delegation¹⁴ does not confer on the responsible body a particular status among the other participants. The responsible body does not, therefore, have to ratify the outcome of the consensus building established by the LILRMP.

2.4 Ethical components

Participants in the LILRMP undertake to abide by the following ethical components:

- they must participate voluntarily and in good faith;
- discussions must take place in a climate of trust;
- the LILRMP's deliberations must foster transparency, information sharing and knowledge transfers.

Each participant must interact in respect of the items discussed and attend and participate actively in the meetings. Participation must seek the advancement of the discussions and occur in a spirit of respect for each participant's values and opinions. The participants make the most of their knowledge and skills to facilitate the elaboration of concerted recommendations.

Compliance with these components enables the participants to obtain an attentive hearing to ensure better understanding of various questions. It also promotes broader mobilization to find solutions and better adherence to the recommendations that the panel makes. The LILRMP's recommendations stems from common reflection and constructive discussions aimed at reconciling viewpoints.

¹⁴ A decision through which an administrative authority asks another authority to exercise its powers on its behalf, such as delegation of authority or delegation of signature.

2.5 Operating principles

The success of the discussions conducted by the LILRMP hinges on an understanding and the attainment of the components presented in the following sections.

2.5.1 The search for the common interest

Forests in the domain of the State, which are an environment that includes an array of resources and functions, are a heritage that must be managed in the common interest. Existing rights and the interests of the Aboriginal communities must also be taken into consideration in this context. Consequently, the outcomes of the discussions conducted by the LILRMP must reflect the search for the common interest.

An effort must be made to produce outcomes that reflect the consensual elements of the discussions conducted by the LILRMP and that are in keeping with government policy directions and priorities.

While the participants in the LILRMP represent their interest groups, they undertake to pursue a consensus objective centred on the common interest. In the perspective of the search for the common interest, the outcomes cannot solely satisfy the interests and concerns specific to each participant.

2.5.2 Search for a consensus

Apart from the fact that the LILRMP is a forum that allows participants to voice their interests and concerns, the participants undertake to better understand the interests of the other participants and to seek avenues for reconciliation,¹⁵ with a view to proposing the most acceptable solutions possible for everyone.

The panel's deliberations are motivated by the search for a consensus on the recommendations formulated and submitted to the MFFP. The consensus arises when the majority of the participants agree on a common proposal even if they do not entirely agree with certain aspects of the proposal. A consensus is an agreement without formal opposition and differs from unanimity, which reflects the clear desire of all members to agree.

Moreover, it is not the expression of a vote but an approach that enables each of the partners to assert his opinions and to ascertain and understand the other participants' opinions. Once the partners have expressed themselves and heard each other, they discuss possible reconciliation and commit themselves. Lastly, the parties seek to reach a consensus on the recommendations to be made and to find mutually beneficial solutions.

¹⁵ Action that seeks to restore good relations among individuals whose opinions or interests clash.

In the event of serious disagreement, one or more participants can withdraw from the consensus and request that the opposition be recorded in the minutes of the meeting of the LILRMP. No participant in the LILRMP may block by a veto either the activities that take place there or the recommendations discussed. The parties that disagree may request that the dispute-resolution process be triggered (section 2.7.3) to resolve deadlocks that arise.

2.5.3 Representativeness of industry stakeholders

To ensure the proper representativeness of the individuals and organizations concerned by forest planning, section 55 of the SFDA stipulates that the Minister or the responsible bodies must invite the following individuals or organizations to participate in the panel:

- the Native communities, represented by their band council;
- the regional county municipalities and, if applicable, the metropolitan community;
- the holders of a timber supply guarantee;
- the persons or bodies that manage controlled zones;
- the persons or bodies authorized to organize activities, provide services or carry on a business in a wildlife sanctuary;
- the holders of an outfitter's licence;
- the holders of a sugar bush management permit for acericultural purposes;
- the holders of a permit to harvest timber to supply a wood processing plant;
- the lessees of land for agricultural purposes;
- the holders of trapping licences who hold a lease of exclusive trapping rights;
- the regional environmental councils.

The list of participants must be sent to the Minister's regional representative. The MFFP can then invite to the panel any person or body not mentioned in the list if it believes that the person or body's presence is necessary to ensure integrated land and resource management.

2.5.4 Efficiency of the means of action

In addition to the ethical components that promote its smooth operation, the establishment of the LILRMP implies a period of time necessary to establish a climate of trust and discussion between the participants. The energy invested in the implementation of a process to ensure participation by industry stakeholders in the LILRMP is warranted by subsequent time savings.

However, this period must be incorporated into the planning process calendar, which has a determined time frame. Accordingly, the participants must undertake to make recommendations to the MFFP within the prescribed time. The mode of operation and the means of action to produce the anticipated outcomes must take into account this objective.

2.5.5 Need for results

Participation in the LILRMP leads to a commitment to produce recommendations based on consensus. Accordingly, it is essential to determine and agree upon the anticipated outcomes:

- pinpoint the issues stemming from the interests and concerns of the panels' participants;
- set, with the LILRMP, local management objectives to be recommended to the Minister;
- agree on usage harmonization measures to be recommended to the Minister.

Subsequently and depending on the panel participants' understanding of the forest planning process, the participants can also recommend solutions so that the Minister takes into account the issues pinpointed when the IFMPs are elaborated. The panel chooses the form in which its recommendations are presented, such as issue-solution information sheets, value-objectives-indicator-target information sheets, or other appropriate means. The responsible body, as the case may be, must ensure that the outcomes are transmitted in a format accepted by the MFFP.

2.6 Roles of the stakeholders

2.6.1 The coordinator

A representative appointed by the regional office of the MFFP or by the responsible body must coordinate and ensure the smooth operation of the LILRMP. The coordinator must be neutral and objective as regards the panel's deliberations and ensure compliance with the consensus-building process agreed on the basis of this guide and the operating rules published at the regional level.

To facilitate the planning and organization of the meetings of the panel's deliberations, a coordinating committee can assist the coordinator. The coordinating committee can comprise several participants in the LILRMP. Because the panel's deliberations and the preparation of the IFMP are closely linked, a strong case can be made for a representative of the regional office of the MFFP to participate in the committee, where applicable.

2.6.2 The moderator

The moderator conducts the panel meetings. He must display independence, neutrality and objectivity. He is responsible for seeking a consensus in order to produce recommendations. He ensures that the discussions proceed in an orderly manner and that all of the participants have an opportunity to express their viewpoints. He steers the discussion back to the topic broached when it strays from it. In certain regions, the same person can act as the coordinator and the moderator of the panel.

2.6.3 Participants

Each group invited to participate in the LILRMP must choose a representative, who must promote the interests of the group that he represents. Each participant is responsible for participating in the discussions with the objective of attaining a consensus in the LILRMP to determine the issues and elaborate recommendations.

Moreover, he must ensure that information is circulated between his group and the participants in the LILRMP. The participant in the LILRMP reciprocally undertakes to inform the individuals that he represents of the panel's deliberations. It is advisable to appoint a replacement for the representative to ensure the interest group's participation at all times.

2.6.4 Representative of the MFFP

The representative(s) of the MFFP participate(s) in the LILRMP's deliberations in order to take into account in the preparation of the TIFMP and the IOFMP the local objectives and the usage harmonization measures agreed. Moreover, he provides the relevant information and offers his expertise to enlighten the discussions of the LILRMP and facilitates the attainment of consensuses in respect of the recommendations to be made to the Minister. The representative informs the participants of the elements that were integrated and decisions taken in connection with the LILRMP recommendations.

2.6.5 Experts

The ad-hoc participation of experts seeks to clarify the discussions carried out by the LILRMP or by one of its committees. The LILRMP can call on an expert who possesses scientific, traditional or local knowledge. The expert should be objective regarding the issue that is examined and should be also acknowledged as a specialist of this field. A participant in the LILRMP must propose his participation, which is approved by the coordinator, who must ensure the added value of the expertise to advance the panel's discussions.

2.6.6 Committees

The contribution of working committees to sustain the LILRMP's deliberations is an asset to document the issues and propose, as the case may be, solutions to facilitate their recognition in forest planning. The committees enable the panel participants to adopt a common language, develop a shared understanding of often complex topics and, accordingly, formulate enlightened recommendations. Furthermore, access to knowledge and the relevant information are among the key success factors of such an approach. A committee is established on the recommendation of the LILRMP.

2.7 General operation

This section proposes general operating procedures for the LILRMP. Should the regional office of the MFFP and the responsible body adopt a different approach in whole or in part it should ensure that the approach complies with the principles set out in section 2.5. The LILRMP's operation must be flexible, adaptable and defined or ratified by the participants.

To this end, the responsible body must specify the composition and operation of the panel, including the dispute-resolution process, in accordance with sections 55 and 55.1. It should, in collaboration with the participants, agree on:

- the objectives and anticipated outcomes;
- the individual participants' roles and commitment;
- the length of the term;
- the work schedule;
- the rules of ethics;
- the decision-making process pertaining to the recommendations that the LILRMP makes to the MFFP;
- the appointment of a substitute for each participant (in the event of absence, the panel can pursue its deliberations);
- the follow-up and the evaluation of the outcomes.

These aspects are clarified at the regional level in a document that the responsible body produces.

2.7.1 Recommendations made by the LILRMP

The LILRMP ratifies the proposals submitted by the participants. Here are some suggested rules that could facilitate the formulation of recommendations:

- the panel's proposals are adopted in light of the broadest possible consensus;
- the consensus must be based on significant representativeness for the panel (it would be to its advantage to define a quorum to guarantee the representativeness of the recommendations proposed by consensus, which is specified in the regional operating rules);
- differences of opinion are discussed thoroughly by emphasizing the following points:
 - attempt to fully grasp the different viewpoints;
 - clarify the parties' interpretations;
 - focus the discussion on specific points;
 - seeks changes that would draw the participants closer to a mutually acceptance solution.

Should differences of opinion persist, the panel must ensure that it documents the different positions, for example, by recording them in the minutes of the meeting, with a view to presenting them to the bodies responsible for settling disputes (see section 2.7.3).

2.7.2 Participatory approach centred on issues and solutions

In the context of the elaboration of the IFMPs, certain interests and concerns expressed by the panel participants are translated into management issues. The issues can be environmental, social or economic in nature.

To facilitate the determination of such issues, an approach centred on issues and solutions is advocated. The approach is based on the active participation of the interested parties and experts. It consists in:

- recognizing and documenting the main issues in the territory;
- setting, with the LILRMP, local management objectives to be recommended to the Minister;
- proposing solutions to better take into account the interests of industry stakeholders in the forest management strategy of the territory;
- agreeing on usage harmonization measures to be recommended to the Minister.

The recognition of the issues enables the participants to voice their interests and concerns. The subsequent confirmation of the issues makes it possible to mobilize the participants in the LILRMP and obtain their adherence to the entire array of issues. The panel proposes the issues for consideration by the regional office of the MFFP when the IFMPs are elaborated. Recognition is synonymous, in the spirit of the SFDA, with considering the components recommended. The outcome of this recognition by the MFFP is thus to include in whole or in part or not to incorporate the components considered that are recommended by the LILRMP in forest planning and the management strategy.

The regional office of the MFFP is responsible for the elaboration of the forest management strategy of the management unit. However, the LILRMP submits to the regional office of the MFFP its reflection in the search for solutions in the form of recommendations respecting issues, local management objectives or usage harmonization measures. The panel's participants participate in decision-making on the recommendations that are made to the MFFP, thereby enhancing the social acceptability of the management choices.

2.7.3 Means of action

The SFDA makes provision for two main means of action for the participants in the LILRMP: local sustainable management objectives and usage harmonization measures.

2.7.3.1 Local sustainable management objectives

Local sustainable management objectives are set by the LILRMP for recommendation to the Minister. In the context of the participatory approach, the participants in the LILRMP pinpoint their concerns, which can become common issues. When the issues are documented, the participants in the LILRMP establish, among other things, the local sustainable management objectives that lead to potential solutions to be recommended to the Minister. This step is the core of the

LILRMP's approach since all the participants define and, therefore, share the objective.

When the Minister adopts the local objectives, he may also adopt the indicators and targets in order to measure the attainment of the objectives. The local management objectives that the Minister adopts are then incorporated into the management strategy of the TIFMP.

2.7.3.2 Usage harmonization measures

The participants in the LILRMP agree on usage harmonization measures. Such measures are the means recommended by the participants in the LILRMP and that the Minister may adopt to respond to an issue or concern that is not usually dealt with in the form of a local management objective.

A usage harmonization measure modifies, in particular, the silvicultural treatment (stand prescription), the delineation of the silvicultural treatment area or the location of the main infrastructure¹⁶ to respond to an issue or a concern of the LILRMP. The usage harmonization measures have an impact on forest planning although they do not affect the organization of on-site operations. The harmonization measures that affect on-site operations are called operational harmonization measures (see box below).

The Minister may adopt usage harmonization measures in order to incorporate them into the IOFMP. They may or may not be added to a harmonization agreement.

What is more, a usage harmonization measure must not run counter to and must not reproduce legal or regulatory provisions or existing procedures (forest uses, wildlife management plans, sites of wildlife interest, and so on).

The usage harmonization measures that the Minister adopts are part of the entire array of factors in respect of which the Minister ensures control and accountability.

Operational harmonization measures

Certain concerns expressed by the participants in the LILRMP may require operational harmonization measures. When the concerns pertain to harvest-related operations, they are submitted to the timber supply guarantee holders concerned, who are then responsible for agreeing on an operational harmonization measure with the participant(s) as stipulated by the MFFP-QFIC agreement¹⁷. When the concerns relate to non-commercial operations, the MFFP handles the harmonization measures.

¹⁶ Under the MFFP-QFIC agreement, timber supply guarantee holders are responsible for elaborating the planning of roads and infrastructure. However, the MFFP is responsible for the harmonization of uses related to such planning.

¹⁷ The text of the agreement is available online at https://www.mffp.gouv.qc.ca/ministere/acces/documents/DO_201507-09.pdf (in French).

The operational harmonization measures are agreed to take into account concerns related to the organization of on-site forest management activities. They may or may not be added to a harmonization agreement.

The operational harmonization measure can, for example, focus on:

- detailed forestry operations, timber transportation, construction or road improvement schedules;
- a minor change in the location of a road;
- factors that affect road maintenance, and so on.

They must not contravene legal or regulatory provisions, existing procedures (forest uses, wildlife management plans, sites of wildlife interest, and so so) and the consensuses established by the LILRMP. Moreover, operational harmonization must not have an impact on the stand prescription nor an effect on the management strategy. The parties concerned must ensure compliance with the operational harmonization measure.

2.7.4 Dispute resolution

Differences of opinion may arise on the LILRMP given the participants' varied interests, values and needs. However, when differences persist, it is essential to make the necessary effort to manage and resolve disputes. The dispute-resolution process must be defined beforehand in the regional document that specifies the panel's operating rules (sections 55 and 55.1 of the SFDA).

The coordinator of the LILRMP is responsible for elaborating and applying a dispute-resolution process. When disputes arise, to avoid unduly delaying the LILRMP's deliberations, he promptly launches the process in a spirit of respect for individuals.

Once the disputes are resolved, the solution is submitted to the LILRMP. Should the dispute-resolution process fail, the Minister will resolve the dispute as stipulated in section 58 of the SFDA.

2.7.5 Accountability in respect of participation on the panel

Minutes of the meetings

The panel's deliberations are recorded in minutes that indicate, in particular, the decisions made on the issues and solutions recommended during the meetings. The minutes include a list of participants in the meetings, which enables the MFFP to ensure follow-up to participation in the panels in the context of the sustainable forest management review (section 224 of the SFDA).

Annual report of the LILRMP

The responsible body or the regional office of the MFFP produces each year a report on participation in the LILRMP. The report presents, in particular, the panel's

participants, the other individuals who have participated in the panel's deliberations and the recommendations that the LILRMP has submitted to the regional office of the MFFP. It also presents differences of opinion on the LILRMP that required recourse to the dispute-resolution process and the differences of opinion between the consensual position of the LILRMP and the IFMP proposed by the regional office of the MFFP.

3. Other mechanisms that allow for recognition of interests and concerns in forest planning

In the context of the SFDA, the LILRMP is one of the key mechanisms to recognize the interests, values and needs of forest users and plays an essential role in integrated forest planning. Other mechanisms are stipulated to enable certain users to set forth their interests and concerns on questions other than those that the LILRMP discusses.

3.1 Specific interests of the participants

During the elaboration of the IOFMP, pursuant to section 56 of the SFDA, “the Minister works with panel participants who so request and who demonstrate a specific interest in order to ensure that that interest is taken more fully into account.”

A specific interest is defined here as a particular interest that cannot achieve a consensus on the LILRMP. The specific interests discussed concern the preparation of the IOFMP and must not overlap with the issues that the LILRMP discusses.

However, holders of a timber supply guarantee or of a permit to harvest timber to supply a wood processing plant need not make a request and their specific interest is presumed insofar as the plan concerns, as applicable, a management unit included in a region covered by their guarantee or a management unit covered by their permit (section 56, paragraph 2 of the SFDA).

If he deems it relevant, the Minister can modify his planning according to what has been suggested. However, he incorporates into the IOFMP only the suggestions that he adopts.

The version of the IFMPs that incorporate these items is sent to the LILRMP to ensure that its contents are compatible with the interests and concerns of all panel participants, as stipulated in section 56, paragraph 3 of the SFDA.

3.2 Operations panel

To facilitate the operational organization of harvest activities and the maintenance of forestry certification, if applicable, the Minister constitutes, for the area covered by the harvest agreement, an operations panel comprising the designated guarantee holders and the holders of a permit to harvest timber to supply a wood processing

plant who are concerned by the harvest agreement (section 103.6, paragraph 4 of the SFDA).

The *Entente de partage des rôles et responsabilités de planification et de certification forestière* (MFFP-QFIC agreement signed in January 2015) stipulates that the panel comprises representatives of the MFFP, in particular the timber marketing board and the timber supply guarantee holders concerned. The panel is the ideal forum for discussion to link certification needs and to promote the integration, optimization and efficiency of timber supply activities in the context of tactical and operational forest planning. The operations panel's deliberations target issues different from those that the LILRMP discusses.

Forest certification

The industry is responsible for requesting forest certification. The MFFP exercises its responsibilities with a view to encouraging the industry to obtain and maintain the certificates.

The forest certification standards in force in Québec require public participation in forest management. The scope of the requirements varies depending on the standards (CSA, SFI and FSC).

The LILRMP contributes, through the public and Aboriginal consultations stipulated by the *Sustainable Forest Development Act*, in responding to certain requirements regarding participative management in forest certification standards.

3.3 Public consultation on the IFMPs

This section is presented in the guide to better situate the deliberations of the LILRMP in the elaboration process of the IFMPs and the entire array of responsibilities that the MFFP can delegate to the body responsible for the LILRMP.

Once the LILRMP has discussed the issues and they have been taken into account in the elaboration of the IFMPs, the latter are subject to a public consultation. The MFFP can ask the body responsible for the LILRMP to conduct the public consultation. However, the MFFP is responsible for the consultation of the Aboriginal communities concerned and it has never delegated its implementation.

The public consultation affords an opportunity to inform the public and enable individuals to express their concerns with regard to the IFMPs. The conduct of the public consultation, its duration, and the documents that must accompany the plans during the consultation are defined by the Minister in a manual which the Minister makes public (section 57 of the SFDA)¹⁸.

¹⁸ <http://www.mffp.gouv.qc.ca/forets/consultation/consultation-amenagement.jsp> (in French)

Conclusion

This guide regulates the implementation and the operation of the LILRMP. The participants in the panel must actively, constructively collaborate through their deliberations and thus take advantage of the possibility of influencing the elaboration of the Integrated Forest Management Plans in the territory.

Participation by local stakeholders throughout the forest planning process is undoubtedly a key fact in the success of integrated forest planning. This factor also reflects the MFFP's commitment to recognize the interests, values and needs expressed by industry stakeholders.

Consensus building among forest stakeholders and consultation are the ideal means of ensuring that the population of Québec, including the Aboriginal communities, benefit now and in the future from all of the resources and forest-related services. The complexity of the multiple use of the territory poses a daunting challenge that the LILRMPs must meet in order to contribute to planning multi-purpose use of forest land that will be a source of wealth and sustain a feeling of belonging to the territory.

Glossary

Collaboration

The act of working or reflecting together to attain an objective. Collaboration is generally understood to be a process through which two or more people or organizations work together to engage in reflection in light of common objectives.

Joint action

A process of planned public participation through which stakeholders targeted by public authorities are asked to discuss and deliberate among themselves beyond diverging opinions and interests to reach agreement through compromise or a consensus on a solution to propose to a common problem and thereby influence the final decisions (adapted from Fortier, 2010).

Reconciliation

Action that seeks to restore good relations among individuals whose opinions or interests clash.

Consensus

When the majority of the participants agree on a common proposal even if they do not entirely agree with certain aspects of the proposal.

Delegation

A decision through which an administrative authority asks another authority to exercise its powers on its behalf, such as delegation of authority or delegation of signature.

Issue

What can be gained or lost as a result of the use or non-use of the territory (Desmarais, 2006).

Participative management

An operating procedure whereby the stakeholders influence to varying degrees the decision-making process by varied means.

Harmonization

The application of a process that reconciles forest management with other activities carried out in forests.

Harmonization agreement

An agreement concluded by forest users included in a forest management plan. The agreement contains the usage harmonization measures to be applied in the field.

Note: The harmonization agreement indicates, among other things, the context and the objectives targeted, the nature of the parties' commitments at different stages, both when the operational plans are elaborated and when they are implemented. It also indicates the operating rules and follow-up and evaluation methods.

Harmonization measure

A specific measure or method of intervention on which forest environment users have agreed and which is usually included in the agreements on harmonization of uses.

Recognition

An analysis and the decision to include in whole or in part, or to not incorporate into planning, what the LILRMP proposes, as promptly as possible. In the case of partial integration or refusal, an explanation must be given to the LILRMP.

References

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