



# Nabakimi & Kopka River

## Terms of Reference

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## APPROVAL STATEMENT

These terms of reference provide Ontario Parks'/Ministry of Natural Resources' staff, the planning committee and advisors, First Nations and area communities, stakeholders, and the general public with an outline of the approach to preparing a park management plan for Wabakimi and Kopka River Provincial Parks.

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

(original signed by)

January 15, 2003

\_\_\_\_\_  
Charlie Lauer, Regional Director  
Northwest Region

\_\_\_\_\_  
Date

(original signed by)

March 16, 2003

\_\_\_\_\_  
Adair Ireland-Smith  
Managing Director, Ontario Parks

\_\_\_\_\_  
Date

## TABLE OF CONTENTS

APPROVAL STATEMENT .....	ii
1.0 INTRODUCTION.....	1
2.0 PROVINCIAL PARKS SYSTEM .....	3
2.1 Park Classification and Zoning .....	3
3.0 SCOPE OF THE PARK PLANNING PROCESS .....	5
4.0 PLANNING PROCESS STRUCTURE .....	8
4.1 Steering Committee .....	8
4.2 Planning Committee.....	8
4.3 Advisors .....	11
4.4 Support Group.....	11
4.5 Technical Support .....	13
4.6 MNR District Representatives.....	14
4.7 General Project Support .....	14
5.0 STEPS IN THE PLANNING PROCESS.....	14
6.0 BUDGET .....	14
7.0 PLANNING SCHEDULE.....	15
8.0 PUBLIC CONSULTATION AND COMMUNICATIONS.....	15
9.0 MODIFICATIONS.....	18

### **Appendix 1: Draft Operating Procedures**

1.0 WORKING RELATIONSHIPS.....	20
2.0 CHAIRPERSON(S).....	20
3.0 APPROACH TO DEVELOPING RECOMMENDATIONS.....	20
4.0 PRINCIPLES OF PARTICIPATION.....	22
5.0 PLANNING COMMITTEE MEETINGS.....	22
6.0 GENERAL OPERATING PROCEDURES .....	23
7.0 TERM.....	24
8.0 CONFLICT OF INTEREST.....	24
9.0 FREEDOM OF INFORMATION AND PROTECTION OF PRIVACY ACT .....	25

## 1.0 INTRODUCTION

These terms of reference cover a consolidated planning process for Wabakimi and Kopka River Provincial Parks. These parks share a common theme in that they are physically and administratively connected to each other and have similar patterns of use and resource management issues. One park management plan will be produced for the two parks.

A park management plan is required for Wabakimi and Kopka River Provincial Parks to determine policy for the protection, planning, development, management and operation of the parks. The management plan will be developed recognizing the significance of Wabakimi and Kopka River Provincial Parks as protected areas, but will also ensure that the relationship of the parks to the surrounding area is properly considered. The plan is a dynamic tool, looking forward for a 20-year period, with review as necessary.

The original Wabakimi Provincial Park was regulated in 1983 as a 155,000 hectare wilderness park. In 1992, the Ministry of Natural Resources (MNR), through the Wabakimi Park Boundary Committee, initiated a review of the park's size, shape and representation characteristics. This review resulted in a 1997 park expansion of over 737,000 hectares. The expanded Wabakimi Park, at 892,061 hectares, provides protection and representation of a wide range of natural and cultural heritage resources, as well as opportunities for wilderness recreation. Wabakimi incorporates a substantial area of prime woodland caribou habitat, representative landforms from the days of glacial Lake Agassiz, a number of pictograph sites, remote tourism opportunities including excellent fly-in hunting and fishing and an enticing variety of scenic canoe routes.

Kopka River Provincial Park stretches approximately 160 kilometres east from Brightsand River Provincial Park to Highway 527. The existing waterway class park was regulated in 1989, and has an area of 16,200 hectares. In 1999, *Ontario's Living Legacy Land Use Strategy* recommended that two areas, constituting 3879 hectares, be added to Kopka River Provincial Park. These additions consolidate the park landbase and complete the park and waterway link to Lake Nipigon. Regulation of the additions is scheduled for the 2003/04 fiscal year. The Kopka River is an attractive canoe route adjacent to the southern limits of Wabakimi Provincial Park. Other park features include historical sites, dramatic topography, caribou values and remote tourism operations.

Wabakimi and Kopka River Provincial Parks incorporate the traditional use areas of several First Nation and Aboriginal communities. The development of the park management plan will respect the following statement made by representatives of these communities:

*"We wish to confirm that we are in no way waiving, limiting or intending to affect any of our Aboriginal and treaty rights, including those rights referred to in Section 35 of the Constitution Act, 1982, throughout the negotiation and planning process.... We will require that any final documentation regarding the park, such as a park management plan, contain an acknowledgment by the Ontario Government that these rights are recognized and are not nor will they be affected in any way in the future."*

A key component to sound planning for the future of Wabakimi and Kopka River Provincial Parks is public input and involvement. The planning process is designed to encourage and incorporate public input, review and comment, and will also explore opportunities for partners to share more fully in the benefits and responsibilities of park operations, development, management and stewardship. The planning for Wabakimi and Kopka River Provincial Parks will involve a wide cross-section of people including First Nation and community representatives, environmentalists, people from business and industry, fishing, hunting and canoeing enthusiasts, naturalists and academics.

 Provincial Park



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It is important to note that broad support for the expansion of Wabakimi Provincial Park was contingent on the continuation of many of the existing recreational uses and traditional activities within the expanded park area. As a result, the Government of Ontario made certain commitments to permit some existing activities to continue. For example, a commitment was made to continue the moose hunt in the Wabakimi expansion area, where it was not seen to be in conflict with special values or features being protected. The continuation of these uses is intended to maintain the spirit of the recommendations made by the Wabakimi Park Boundary Committee. (Reference should be made to the Wabakimi Park Boundary Committee Draft Final Report - 1995 and the Wabakimi Provincial Park Interim Management Statement - 1999.) The park management plan will detail the extent and location of some of these activities.

While resource protection is a fundamental program objective, the development of meaningful and appropriate economic opportunities associated with Wabakimi and Kopka River Provincial Parks will be another measure of the success of the parks. The Ministry of Northern Development and Mines (MNDM), Economic Development Branch, will maintain a link to the park planning process to enhance the relationship between the parks and the economic development strategies of the area communities and First Nations.

The authority and direction for park management planning is based upon legislation and policies, which govern Ontario Parks and the Ontario Ministry of Natural Resources. Some of the documents that provide this authority and direction include:

- *Provincial Parks Act*
- *Environmental Assessment Act*
- *Environmental Bill of Rights*
- *Ontario Provincial Parks: Planning and Management Policies*
- *Ontario Provincial Park Management Planning Manual*
- *Nature's Best: Ontario's Parks & Protected Areas: A Framework and Action Plan*
- *Ontario's Approach to Wilderness*
- *Ontario's Living Legacy Land Use Strategy*

Additional direction is also provided by the following local documents:

- *Thunder Bay District Land Use Guidelines*
- *Nipigon District Land Use Guidelines*

## 2.0 PROVINCIAL PARKS SYSTEM

The goal of the Ontario Provincial Park System is:

*To provide a variety of outdoor recreation opportunities and to protect provincially significant natural, cultural and recreational environments in a system of Provincial Parks (OMNR, 1992).*

Individual provincial parks, collectively, achieve the goal of the provincial park system. The park system, rather than individual parks, provides a diversity of landscapes and experiences for the benefit of Ontario residents and tourists.

### 2.1 Park Classification and Zoning

**Park classification** defines an individual park's role in providing opportunities for environmental protection, recreation, heritage appreciation and tourism. Classification establishes a management framework for individual parks within the parks system.

The original Wabakimi Provincial Park area is classified as a wilderness park and as such, contributes to the achievement of the provincial parks system target for wilderness parks in Ecoregion 3W. The park management plan will evaluate the classification of the original Wabakimi park area, and determine the classification of the Wabakimi expansion area.

The vision for Wabakimi was the establishment of a large, protected wilderness area in which many existing recreational uses and traditional activities would continue. Wabakimi could potentially be a wilderness park, a natural environment park, or some combination of the two classifications.

The Kopka River will remain classified as a waterway park in recognition of its representative natural features and potential to provide high quality water-based recreational opportunities.

Park classifications will be considered in view of:

- the recommendations of the Wabakimi Park Boundary Committee;
- commitments regarding activities, made by Ontario at the time of the Wabakimi Park expansion (i.e. moose hunting);
- the continued achievement of parks and protected areas system representation targets;
- ecological units;
- the ability to meet specific park classification standards; and
- park management policies.

Definitions for wilderness, natural environment and waterway classifications are provided below.

**Wilderness parks** are substantial areas where the forces of nature are permitted to function freely and where visitors travel by non-mechanized means and experience expansive solitude, challenge and personal integration with nature.

Today, wilderness parks have inestimable value as the last relatively undisturbed large examples of the province's natural heritage. The preservation of these areas is important to the perpetuation and natural evolution of plant and animal species and ecosystems in Ontario, and it is also valuable for recreation, education and research. These areas can support and retain a diversity of plant and animal species, including some, such as woodland caribou, which require large range conditions to survive. In this way, wilderness parks assist in the perpetuation of a diversified gene pool of species. Environmental protection is of paramount importance; visitor activity is normally confined to extensive, low-impact forms of recreation. Wilderness parks provide opportunities for exceptional recreational experiences with challenge, solitude and total immersion into our natural and/or cultural heritage.

**Natural Environment Parks** incorporate outstanding recreational landscapes with representative natural features and historical resources to provide high quality recreational and educational experiences.

Natural environment parks represent the natural environments of the ecodistricts in which they are located, and contain diverse earth and life science values and cultural features. They are generally bounded by natural features and include an area adequate to buffer the core ecosystems from intrusive influences. Natural environment parks provide excellent opportunities for interpretation, outdoor activities and recreation.

**Waterway Parks** incorporate outstanding recreational water routes with representative natural features and historical resources to provide high quality recreational and educational experiences.

Watersheds are ecological units, and river systems are the arteries of those units. Many significant natural, cultural and recreational environments are associated with them.

**Zoning** within the context of the park classifications, will also be determined during the planning process. Zoning allocates the park's land and water resources on the basis of their ecological sensitivity and potential for recreation and development. It is an important planning and management tool for park managers.

Classification and zoning will be key elements in determining resource management policies and permitted activities for Wabakimi and Kopka River Provincial Parks. Classification will set the direction for goals, objectives and the types of zones each park will contain. Park zoning determines management policies and limits on the range of management, operation and development activities that can be considered. This approach is intended to be flexible enough that management policies can be tailored to reflect local

resource significance and management objectives, while maintaining general consistency in approach across the park system.

### 3.0 SCOPE OF THE PARK PLANNING PROCESS

In order to be effective, planning must take into consideration issues and opportunities associated with the lands and communities adjacent to the parks. This will include Savant Lake, Armstrong and Pickle Lake, as well as the following Aboriginal communities and First Nations:

- Eabametoong First Nation (Fort Hope)
- Gull Bay First Nation
- Mishkeegogamang First Nation (Osnaburgh)
- Namaygoosisagagun (Collins)
- Ojibway Nation of Saugeen (Savant Lake)
- Whitesand First Nation (Armstrong), and
- Whitewater Lake

*The location of the parks in relation to the communities and First Nations is shown in Figure 2: Regional Context.*

While all of the Kopka River Provincial Park and most of Wabakimi Provincial Park are within MNR's Thunder Bay District, Wabakimi also includes substantial areas of the Nipigon and Sioux Lookout Districts, as well as a small section of the Dryden District. Wabakimi abuts the Albany River Provincial Park in the north and the Brightsand River Provincial Park in the southwest. The parks are bounded by the Caribou, Brightsand, Spruce River, Armstrong and Ogoki Forest Management Units, as well as a block of the Black Sturgeon Forest Management Unit.

Although minor boundary amendments may result from the planning process, a review of the Wabakimi and Kopka River Provincial Park landbases will not be considered in the development of this park management plan. Any boundary amendments that affect SFL holders require their agreement and may involve the application of the Room to Grow process. Wabakimi was subject to a significant boundary review exercise, and was expanded in 1997. More recently, *Ontario's Living Legacy Land Use Strategy* (OLL) recommended additions to the Kopka River Provincial Park and the establishment of the following new protected areas adjacent to Wabakimi and Kopka River Provincial Parks:

- Whitesand (River) Provincial Park
- Ogoki Lake (Mojikit Triangle) Conservation Reserve
- Attwood River Conservation Reserve
- Obonga-Ottertooth Provincial Park

The planning for the above four areas will not be undertaken as part of the Wabakimi and Kopka River Provincial Parks management planning process.

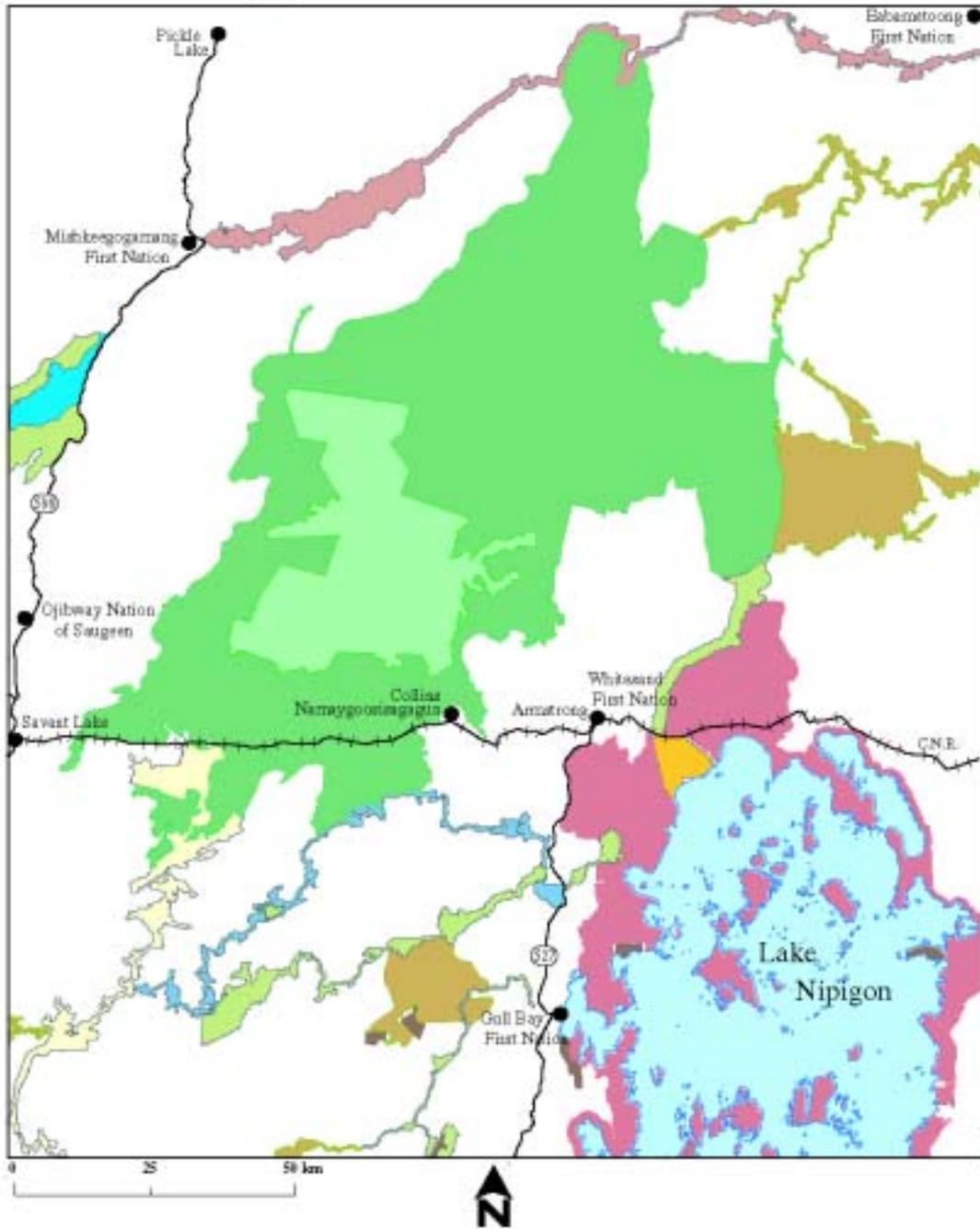
The Lake Nipigon Basin, stretching from Wabakimi Provincial Park in the north to Lake Superior in the south, was identified as an OLL Signature Site based on its range of highly significant values. MNR plans to complete the *Lake Nipigon Basin Signature Site Ecological Land Use and Resource Management Strategy* in 2003. The Lake Nipigon signature site strategy has recommended that three adjacent areas be incorporated into the eastern addition to the Kopka River Provincial Park.

The OLL Land Use Strategy directed that the provision of additional hunting opportunities in existing wilderness parks should be considered by the Minister of Natural Resources. Because broad public consultation has not been undertaken, management planning will proceed on the basis of park hunting policies in place prior to OLL. On this basis, hunting will not be considered for the portion of Wabakimi Provincial Park established in 1983. Should future, broad public consultation determine that expansion of

Figure 2

Regional Context

- |   |   |  |                                   |
|---|---|--|-----------------------------------|
|  | Wabakimi Provincial Park Original Area  |  | Recommended Provincial Park       |
|  | Wabakimi Provincial Park Expansion Area |  | Recommended Conservation Reserve  |
|  | Kopka River Provincial Park             |  | Lake Nipigon Basin Signature Site |
|  | Albany River Provincial Park            |  |                                   |
|  | Brightsand River Provincial Park        |  |                                   |
|  | Windigo Bay Provincial Park             |  |                                   |
|  | Other Provincial Park                   |  |                                   |



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hunting opportunities can be considered in wilderness class parks, park-specific consultation about this use would occur through a management plan amendment or review process.

The Wabakimi and Kopka River Provincial Parks management plan will develop policies for the original and expanded areas of both parks. The plan will deal specifically with the lands contained within the park boundaries, while recognizing that natural processes extend beyond administrative boundaries. Within this greater ecosystem, the relationship between the parks and the surrounding area will be explored in terms of linkages that include fire, hydrology, wildlife habitat, land and recreation uses, and resource management. The planning process will address the management of the natural, cultural and recreational resources found within the parks, and may reference associated ecological and recreational values situated outside of the parks, as well as less tangible, but equally important values such as solitude and wilderness. Park planning will be complementary to and consistent with land use and resource management programs on adjacent lands (e.g., *Ontario's Living Legacy Land Use Strategy*, District Land Use Guidelines, Forest Management Plans, Wildlife Guidelines, etc.). Resource management planning and development activities on lands adjacent to Wabakimi and Kopka River Provincial Parks will also consider their potential impacts on park-related and shared values. In this manner, park management planning will complement other resource management planning and activities in the area, and will address heritage protection and sustainable development in ways that best contribute to the environmental, social and economic well being of the Wabakimi and Kopka River areas.

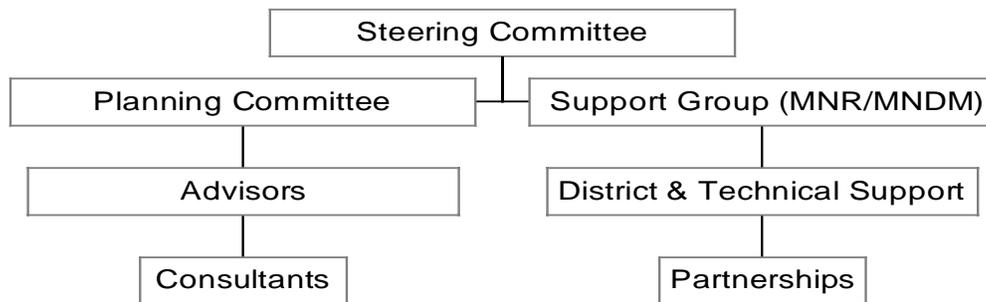
The park management plan will include, but not be limited to, consideration of:

- Park Classifications;
- Goals and Objectives;
- Zoning;
- Policies for resource stewardship, operations and development for:
  - Natural Resources
    - Fisheries Management (e.g. angling, baitfishing)
    - Wildlife Management (e.g. caribou habitat, hunting, trapping)
    - Fire Management (e.g. suppression, caribou habitat)
    - Vegetation Management (e.g. wild rice harvesting, fuelwood, building logs)
    - Lands Management (e.g. recreation camps, boat caches)
  - Cultural Resources
    - First Nation values (e.g. spiritual sites, pictographs)
    - Historical Sites (e.g. Beckwith site)
  - 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)

Management planning discussions will recognize Aboriginal values, Aboriginal and treaty rights, and the aspirations of the local First Nation communities to achieve economic and employment opportunities associated with the park.

#### 4.0 PLANNING PROCESS STRUCTURE

Due to the complexity of Wabakimi and Kopka River Provincial Parks and their significance on a local and provincial level, the responsibility for preparing the park management plan will be shared between a citizen planning committee and an MNR/MNDM support group. The planning committee will provide direction related to the content of the recommended park management plan. The support group will provide guidance on policy and objectives as well as logistical support for the committee tasks and plan development. The process will receive assistance from citizen advisors and from various district and technical support persons. General project support will be enhanced via partnerships and through the use of consultants. A steering committee will oversee the planning process. The process structure is outlined below:



#### 4.1 Steering Committee

A steering committee composed of Adair Ireland-Smith, Managing Director of Ontario Parks and Charlie Lauer, Regional Director, Northwest Region will monitor the planning process, and provide direction as required.

#### 4.2 Planning Committee

While Wabakimi and Kopka River Provincial Parks are viewed as significant provincial resources, the involvement of First Nations and local and regional stakeholders is important to the successful planning and long-term management of the parks for the following reasons:

- Wabakimi and Kopka River Provincial Parks encompass the traditional areas of several First Nation and Aboriginal communities;
- local and regional stakeholders have customarily enjoyed a wide range of activities on this landscape and were central to the Wabakimi Provincial Park boundary review and expansion process;
- the Wabakimi Provincial Park expansion reflected a commitment to balance the long-term economic health of the area with ecosystem protection;
- the decisions to be made are complex and may be controversial;
- the development of meaningful and appropriate social, recreational and economic opportunities associated with these parks requires the involvement of area stakeholders from the outset;
- the planning process will explore opportunities for partners to share more fully in the benefits and responsibilities of park operations, development, management and stewardship.

Ontario Parks is responsible for the preparation of the Wabakimi and Kopka River Provincial Parks management plan. To accomplish this task, Ontario Parks has designed a process that assigns a significant level of co-responsibility to a planning committee.

The Wabakimi and Kopka River Provincial Parks Planning Committee has been designed to provide local representation opportunities as well as diverse knowledge from a cross-section of communities and interests. The participating membership may not completely or directly cover the range of sectors having an

interest in the results of the process; however, the planning committee will ensure that all sectors have an opportunity to bring their perspectives to the committee. The First Nation and Aboriginal communities were requested to designate members to the planning committee. The balance of the committee, excluding the park staff persons, was selected from nominations received from various communities, groups and individuals to enable geographic distribution and the maintenance of an effective knowledge base to assist in the discussion of issues.

The planning committee is composed of the following members:

- Dr. Willard H. Carmean, Professor Emeritus, Lakehead University
- Gull Bay First Nation (to be designated)
- Roy Hoffman, Pickle Lake
- Bruce Hyer, Armstrong/Thunder Bay
- Victor Lawrence, Armstrong
- Mishkeegogamang First Nation (to be designated)
- Ron Nate/Missewace, Eabametoong First Nation
- Ojibway Nation of Saugeen (to be designated)
- Don Plumridge, Armstrong/Thunder Bay
- Penny Sawyer, Savant Lake/Sioux Lookout
- Ernest Trembley, Namaygoosisagagun (Collins)
- Gary Turner, Savant Lake
- Whitesand First Nation (to be designated)
- Whitewater Lake (to be designated)
- John McGrath, Park Superintendent, Wabakimi and Kopka River Provincial Parks
- Jay Leather, Project Planner

Should any member or group choose not to participate in this planning process, Ontario Parks will continue working to fulfill its responsibility of plan preparation. The Steering Committee will determine an appropriate course of action in this event.

Functions that are the primary responsibility of the planning committee include:

- applying provincial policies and objectives to the development of a recommended Wabakimi and Kopka River Provincial Parks Management Plan;
- guiding the development of a vision for Wabakimi and Kopka River Provincial Parks, as well as strategies and priorities to direct management activities into the future;
- guiding 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 concerns and issues, and to obtain public input on options and proposed recommendations;
- responding to information and analyses presented by advisors, technical support persons and the planning support group;
- evaluating and developing options and recommendations, in consultation with the advisors, technical support persons and the support group;
- responsibly utilizing the support, information and resources available to prepare a recommended parks management plan.

An independent facilitator will be enlisted to assist the planning committee.

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

Individual duties are as follows:

### **Chairperson(s)**

The planning committee chair or co-chairs will:

- preside over the meetings;
- schedule meetings and agendas;
- ensure the terms of reference for the park management plan are understood and fulfilled;
- keep the planning committee focused on the terms of reference, task and outcomes; monitor progress and meet deadlines;
- ensure that the advisors, technical support persons and consultants are utilized fairly, efficiently and effectively;
- ensure effective outreach and public consultation;
- ensure effective and efficient functioning of the planning committee;
- identify meeting agenda items and ensure distribution in advance of meetings;
- participate as (a) member(s) of the support group;
- approve draft meeting minutes for review of committee;
- assist the work of advisors, as required;
- assist in facilitation and mediation with various interest groups;
- address unacceptable or inappropriate behaviour issues;
- act as (a) spokesperson(s) for the planning committee.

### **Planning Committee Members**

Each member of the planning committee will:

- work with other members, the chair(s), the facilitator, advisors and technical support persons to achieve the goals and carry out the tasks necessary to develop the recommended park management plan;
- strive to ensure that consensus is the principal method of decision making;
- decide who will provide chairperson services;
- attend public information meetings;
- 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.

### **Park Superintendent and Project Planner**

The park superintendent and the project planner will both participate as regular committee members, but will not directly participate in any decision-making activities of the committee that determine recommendations to Ontario Parks. The park superintendent will lead the overall development of the plan, and ensure appropriate support for the activities of the planning committee and advisors. The project planner will prepare the planning documents.

### **Facilitator**

The facilitator will remain independent and issue neutral and will work closely with the chair or co-chairs to:

- preside over the meetings;
- schedule meetings and agendas;
- keep the planning 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;
- act as mediator and facilitator;
- provide advice and assistance to the support group in identifying and resolving impasses;
- assist advisors as required.

Some of the facilitator's role may be assumed by the chair(s) dependent on the level of facilitation services deemed appropriate by the planning committee.

More information on the composition and function of the planning committee is presented in *Appendix 1: Draft Operating Procedures for the Wabakimi and Kopka River Provincial Parks Planning Committee*. This draft document will be amended and approved by the planning committee for inclusion with these terms of reference.

### 4.3 Advisors

The planning committee will be assisted by advisors, who, in addition to their local knowledge, will ensure that an enhanced regional and provincial perspective is added to the plan deliberations. While the advisors will generally represent a specific interest, the development of the Wabakimi and Kopka River Provincial Parks Management Plan will necessitate that the advisor recommendations are based on a broader ecological, social and economic perspective.

The following groups and individuals will be advisors to the planning committee:

- Wabakimi Aboriginal Management Committee (AMC)
- Niels Carl, Bowater Canadian Forest Products Inc.
- Ontario Federation of Anglers and Hunters (representative to be designated)
- Lynn Cox (The Township of Pickle Lake/Tourism)
- Domtar Inc. (on behalf of Norampac Inc.) (representative to be designated)
- Peter Higgelke ( Forestry)
- Northwestern Ontario Sportsman's Alliance (representative to be designated)
- Donna Nicholl (Armstrong Wilderness Outfitters Association)
- Julian Hostenstein, Federation of Ontario Naturalists / Wildlands League
- Canadian Outward Bound Wilderness School (representative to be designated)
- Dr. Tom Potter (Lakehead University School of Outdoor Recreation, Parks & Tourism)

The advisors will provide the planning committee with strategic recommendations based on their knowledge and expertise, 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 committee, attending planning committee meetings when requested to do so by the chairperson. The advisors will be provided with the minutes of planning committee meetings and other relevant information to maintain currency with, and be positioned to best support the process.

The advisors will apply provincial policies and objectives to the development of their recommendations and recommend strategies for communications and public consultation.

To ensure effective interest group representation, all of the advisors above will be provided with opportunities to address the planning committee at the following key intervals in the planning process:

- review of background information and identification of issues;
- preparation of issues and plan alternatives document;
- preparation of preliminary park management plan;
- preparation of recommended park management plan.

The planning committee chair(s) will ensure that the Advisor resources are used in a fair, efficient and effective manner. The park superintendent will assist the 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 reimbursed to the advisors in accordance with normal Ontario government procedures.

### 4.4 Support Group

The support group will focus on the planning process, with a support role for program-related issues and the provision of support services for the planning committee. This body will provide guidance and assistance with matters such as policy interpretation, integration with district and resource management programs, issue resolution and the achievement of provincial objectives.

The support group will be chaired by the NW zone manager - Ontario Parks, and will provide progress reports on the planning process to the steering committee. The support group will be assisted by MNR district representatives and technical support persons for strategic guidance and integration with other resource management planning processes.

The chairperson(s) of the planning committee, the park superintendent and the project planner will be members of the support group. Their primary role in this respect will be to ensure the integration of the two bodies through progress reports, the exchange of objective information, and the identification and discussion of planning issues.

The park superintendent will lead the development of the park management plan by coordinating the provision of background information and administrative, communications, secretarial and technical assistance to the planning committee, advisors and technical support persons. The project planner will be responsible for the preparation, production and distribution of the various documents. The use of other planning staff and consultants will be considered, as required to meet the project targets.

The support group is composed of the following members:

Member	Function	Description
Tim Sullivan • NW Zone Parks Manager	Support Group Chair	<ul style="list-style-type: none"> <li>• process guidance</li> <li>• project support</li> </ul>
Barton Feilders • Ontario Parks Planning & Research Manager	Corporate and Technical Direction	<ul style="list-style-type: none"> <li>• Provincial coordination, support and liaison</li> </ul>
Ron Waito • A/Manager, NW Planning Unit	Regional Liaison	<ul style="list-style-type: none"> <li>• regional coordination, support and liaison</li> </ul>
Bill Baker • Thunder Bay District Manager	Lead District Representative	<ul style="list-style-type: none"> <li>• district coordination and liaison</li> </ul>
Angus MacDonald • MNM Northern Development Advisor	Integrated Economic Development & Tourism	<ul style="list-style-type: none"> <li>• economic development</li> <li>• inter-ministry liaison</li> </ul>
Bill Taylor • Native Liaison Officer	Native Affairs	<ul style="list-style-type: none"> <li>• native liaison</li> </ul>
Chairperson(s) (to be appointed) • Wabakimi Planning Committee	Planning Committee Representation	<ul style="list-style-type: none"> <li>• direct link to Planning Committee</li> <li>• issue identification</li> </ul>
Julie Sullivan • NW Zone Parks Planner	Process Guidance	<ul style="list-style-type: none"> <li>• natural heritage linkages</li> <li>• planning coordination</li> <li>• policy interpretation</li> </ul>
Michele Proulx • NW Zone Park Management Planner	Project Support	<ul style="list-style-type: none"> <li>• general project support</li> <li>• technical assistance</li> </ul>
John McGrath • Park Superintendent	Project Leader	<ul style="list-style-type: none"> <li>• day to day administration</li> <li>• logistical support</li> </ul>
Jay Leather • Project Planner	Plan Author	<ul style="list-style-type: none"> <li>• prepare planning documents</li> </ul>

The support group will assist in the implementation of alternate dispute resolution (ADR) techniques to resolve obstacles encountered by the planning committee, and to ensure that a recommended plan is developed and submitted for approval within a reasonable time frame. ADR options and techniques will be developed by the planning committee and will strive to recognize the cultural makeup of the planning committee through equivalent Aboriginal and non-Aboriginal participation and representation. In situations

where negotiation, facilitation, and/or mediation prove impractical, impossible or unsuccessful, the steering committee will provide direction based on the recommendations of the support group.

The following people will provide additional ad hoc support to the development of the plan:

Nancy Bookey - GIS Mapping  
Kevin Ride - Analytical Mapping  
Barbara Mabee – Communications  
Toni-Lynn MacTavish – Administrative Assistance  
Bill Thompson – Project Assistance and Support

Their duties include:

- providing information and analytical services
- providing policy guidance
- assisting in the development of options; refinement of strategies
- administrative and general project support
- coordination of public consultation and communication approvals and activities

#### 4.5 Technical Support

In addition to the advisors, MNR staff as well as staff from other ministries and agencies with expertise in specific program areas will provide technical support to the planning process by:

- identifying other program objectives and priorities and potential areas of conflict;
- 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.

The technical support persons will be expected to provide leadership in the identification of integrated management approaches that consider and assess the full range of environmental, social and economic factors tied to park management decisions. They will provide guidance on the coordination of resource management policies, programs and activities so that long-term benefits are optimized and conflicts among programs, resource uses and users are minimized.

The technical support group will include:

Andrew Hinshelwood - Cultural Heritage (MCCR)  
Ted Armstrong – Wildlife Management  
Mary Carl – Native Affairs (ONAS)  
Terry Curran – Fire Management  
Bob Davidson - Conservation Geology  
Gary Davies – Lands Management  
Phil Kor – Earth Sciences  
Ron LeeKam – Natural Heritage Planning  
(Ontario Parks Ecologist – vacant) – Conservation Ecology  
Frank Miklas – Forest Management  
Natasha Morrill – Species at Risk  
Dan Paleczny – Park Policy & Planning  
Gerry Racey – Science & Technology  
Bill Rogoza – Native Tourism  
Mark Sobchuk – Fisheries

The technical support persons will attend planning committee meetings when requested to do so by the chairperson, and will be provided with the minutes of planning committee meetings and other relevant information to maintain currency with the process. They will assist the support group as required to ensure

integration with other resource management planning processes and objectives. The involvement of various other specialists and consultants will be considered as necessary.

#### 4.6 MNR District Representatives

The following persons have been identified as the MNR district representatives for the Wabakimi and Kopka River Provincial Parks planning initiative:

Helen Hermansen - Nipigon District  
Darrell O'Neill - Thunder Bay District  
Martin Pell – Dryden District  
John Thomson - Sioux Lookout District

The district representatives will primarily assist the support group and will ensure a direct linkage between the planning process and the involved districts. They will be provided with the minutes of planning committee meetings and other relevant information to maintain currency with the process.

#### 4.7 General Project Support

General project support will be enhanced through the active development of partnership opportunities with government and non-government agencies, academic institutions, business associations, industry, etc. Lake Superior First Nations Development Trust (LSFNDDT) has been endorsed by several First Nation and Aboriginal communities as an agency which will assist their participation in the planning process. In addition, LSFNDDT will assist with the general mapping requirements associated with the preparation of the plan.

It is expected that most of the persons involved with the planning process will also establish informal working relationships with park, district, science and other government and non-government staff to obtain/provide advice and assistance with specific issues.

### 5.0 STEPS IN THE PLANNING PROCESS

The development of the park management plan will be undertaken in 5 stages, as follows:

- initial **invitation to participate** and opportunity to inspect the approved **terms of reference**;
- preparation and public review of the **background information report**;
- preparation and public review of the **issues and plan alternatives document**;
- preparation and public review of the **preliminary park management plan**;
- preparation and inspection of the **approved park management plan**.

The details on each step of the planning process leading to the approval of the Wabakimi and Kopka River Provincial Parks Management Plan are contained in the *Ontario Provincial Park Management Planning Manual* (OMNR, 1994).

### 6.0 BUDGET

The projected total budget (MNR and partner funding) for the development of the park management plan is \$450,000 with anticipated fiscal year costs as follows:

2003/04	\$ 270, 000
2004/05	\$140, 000
2005/06	\$ 40, 000
<b>Project Total</b>	<b>\$450,000</b>

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 Ontario Parks with the cost of preparing the Wabakimi and Kopka River Provincial Parks Management Plan.

## 7.0 PLANNING SCHEDULE

The following planning schedule reflects the goal of completing an approved Wabakimi and Kopka River Provincial Parks Management Plan by the summer of 2005. The proposed schedule recognizes:

- 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 *Environmental Bill of Rights* (EBR) and general public consultation components, are outlined below.

Item	Description/Product	Public Consultation	Dates
Terms of Reference	<ul style="list-style-type: none"> <li>• Rationale</li> <li>• Planning area</li> <li>• Schedule</li> <li>• Approval</li> </ul>	<ul style="list-style-type: none"> <li>• Invitation to Participate</li> <li>• Planning Committee</li> <li>• Advisors</li> <li>• EBR Notice of Proposal</li> <li>• Media &amp; mailing lists</li> </ul>	Summer 2003
Background Information	<ul style="list-style-type: none"> <li>• Report to be followed by formal background information document after public review</li> </ul>	<ul style="list-style-type: none"> <li>• 45 day public notice period</li> <li>• EBR notice update</li> <li>• Media &amp; mailing lists</li> <li>• Meetings as requested</li> </ul>	Fall 2003
Issues and Plan Alternatives	<ul style="list-style-type: none"> <li>• Preparation and review of Issues and Plan Alternatives Document</li> </ul>	<ul style="list-style-type: none"> <li>• 45 day public notice period</li> <li>• EBR notice update</li> <li>• Media &amp; mailing lists</li> <li>• Meetings, presentations, workshops</li> </ul>	Spring 2004
Preliminary Park Management Plan	<ul style="list-style-type: none"> <li>• Preferred policies and approach based on public review of Issues &amp; Alternatives</li> </ul>	<ul style="list-style-type: none"> <li>• Public meetings (45 day review period)</li> <li>• EBR Notice update</li> <li>• Media &amp; mailing lists</li> <li>• Meetings, presentations, workshops</li> </ul>	Winter 2004
Wabakimi and Kopka River Provincial Parks Management Plan	<ul style="list-style-type: none"> <li>• Approved management plan</li> </ul>	<ul style="list-style-type: none"> <li>• EBR Notice of Decision and 45 day public inspection</li> </ul>	Summer 2005

The support group will monitor the process relative to the proposed schedule and recommend changes necessary for the efficient and effective completion of the plan.

## 8.0 PUBLIC CONSULTATION AND COMMUNICATIONS

The EBR is legislation which is built on the principle that residents of Ontario may participate in the making of environmentally significant decisions of the government. Because all park management plans are considered to be environmentally significant, the management planning process for Wabakimi and Kopka River Provincial Parks 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 and MNR's SEV have been considered and incorporated into the park management planning process.

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

Public consultation is key to the success of the park management 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.

Consultation and communications plans will be prepared and updated at each stage of the planning process, to ensure that all aspects of consultation are carefully thought out and the best use of time made. The park superintendent will be responsible for all logistics of consultation, such as administration and documentation, as directed by the planning committee and support group.

Each stage has specific consultation and communication 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 planning committee for their consideration, will be documented and a response prepared. A document repository will be established in the park office.

All formal communications will be prepared in a cooperative manner between the planning committee and Ontario Parks, and will be approved by the committee chair(s) and Ontario Parks, prior to public release.

A combination of the following tools will be used so that all interested citizens have the opportunity to be heard.

### **English/Ojibway**

To minimize any language barriers, document summaries will be made available in the Ojibway language. Additionally, the use of various media will be explored to ensure that Aboriginal people are well informed of the planning project. Attempts will be made to have a translator available at all public meetings.

### **Planning Committee and Advisors**

The planning committee and advisors will provide a direct link for the public to receive information about the planning process and to provide direction to the development of the management plan. Members of the planning committee and the advisors 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 planning committee will attend all public information meetings 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 and planning documents associated with the planning process. The contacts listed are primarily stakeholder or non-government organizations with provincial interests. This list will be supplemented by recommendations from the Planning committee. Contact with municipalities, government ministries, First Nations and local citizen committees will be mandatory.

### **Wabakimi Park Boundary Committee and Current Contacts**

The review of the Wabakimi Provincial Park boundary developed a mailing list of individuals and groups interested in the future of Wabakimi. In addition, more recent contacts have identified additional parties who are interested in the planning process. The invitation to participate and subsequent planning stages will

continue to develop the contact list. This list will be merged with the mandatory contact list noted above and kept updated as people ask to be included.

### **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 mailouts within some of the communities not served by the local papers. Consideration may be given to distribution of press releases at key points in the planning process to local, regional and selected provincial media (print, TV, radio). Aboriginal media opportunities will be utilized. The Wabakimi Provincial Park tabloid will be used to encourage involvement in the management 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 inspection of the terms of reference, the release of the background information report, the issues and alternatives document and the preliminary park management plan. A registry decision file will be posted to mark the release of the approved park management plan. 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 area, district, region, zone and main office staff of significant developments in the planning process (e.g. release of public documents). The MNR 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 area community and First Nation, as well as at MNR district, area and regional offices.

### **Ontario Parks Homepage and Internet**

Opportunities to use the Ontario Parks/MNR websites or to provide a link to post public notices and planning documents will be pursued. This could help to communicate information about the management planning process, issues, comments and updates to a broad range of readers.

### **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 management planning activities.

### **Information Centres and Meetings**

Information centres and/or meetings will be held in the area communities to solicit information, comment and involvement from the public. These will occur during the issues and plan alternatives review  as well as during the preliminary park management plan review stage at:

- Eabametoong First Nation
- Whitesand First Nation/Armstrong
- Namaygoosisagagun (Collins)
- Saugeen First Nation/Savant Lake
- Mishkeegogamang First Nation
- Thunder Bay
- Gull Bay First Nation

These meetings and/or information centres will present opportunities for the public to easily access draft strategies and planning staff and to be able to discuss their perspectives directly with the planning committee members. A strategy will be developed to ensure that members of the Whitewater Lake Community Development Corporation have similar opportunities to participate in the planning process. 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. Informal public involvement may be enhanced through the geographic rotation of planning committee meetings.

## 9.0 MODIFICATIONS

Once approved, these terms of reference will provide a framework for preparing the Wabakimi and Kopka River Provincial Parks Management Plan. It is understood that, given the nature of terms of reference, they are not intended to present every detail of all the activities that will occur in preparing the management plan.

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

**DRAFT**

Operating Procedures  
for the  
Wabakimi and Kopka River Provincial Parks Planning Committee

Approved By:

\_\_\_\_\_  
Chairperson(s)  
Wabakimi and Kopka River Provincial Parks Planning Committee

\_\_\_\_\_  
Date

*The following is intended to describe the responsibilities and roles of the Wabakimi and Kopka River Provincial Parks Planning Committee and to provide a brief overview of the operating procedures for the planning committee. **It is a working draft for the consideration of the planning committee.***

*The Operating Procedures for the Wabakimi and Kopka River Provincial Parks Planning Committee will be reviewed, discussed, amended and approved by the planning committee. This will permit all parties to have an opportunity to participate in designing the process, clarify the roles and responsibilities for everyone involved, and establish the ground rules for operating.*

## 1.0 WORKING RELATIONSHIPS

A steering committee comprised of Adair Ireland-Smith, Managing Director of Ontario Parks and Charlie Lauer, Northwest Regional Director will monitor the planning process and provide direction to the planning committee, as required. The planning committee is accountable to the Ministry of Natural Resources, and the committee members are expected to carry out their duties in recognition of this relationship.

The following staff will be the primary contacts and ensure the coordination of assistance to the planning committee from Ontario Parks and the Northwest Region:

John McGrath, Superintendent, Wabakimi and Kopka River Provincial Parks  
Tim Sullivan, Ontario Parks Northwest Zone Manager  
Ron Waito, A/Manager, Northwest Regional Planning Unit

## 2.0 CHAIRPERSON(S)

The planning committee will appoint a chair or co-chairs from within its membership.

## 3.0 APPROACH TO DEVELOPING RECOMMENDATIONS

An introductory session will bring the committee together to provide orientation and to review the park management planning terms of reference. A presentation on the relationship of Aboriginal and treaty rights to park management planning will occur early in the process.

Advisors will address the planning committee at key intervals in the development of the plan, and will provide sector specific guidance throughout the planning process. A number of technical support persons have been identified to provide counsel to the planning committee as requested.

The planning committee will strive to achieve consensus-based recommendations in the development of the park management plan. A consensus process is one in which all those who have a stake in the outcome aim to reach agreement on actions and outcomes that resolve or advance issues related to environmental, social and economic sustainability.

In a consensus process, participants work together to design a process that maximizes their ability to resolve their 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.
- Voluntary Participation: The parties who are affected or interested participate voluntarily.
- 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.

Alternate dispute resolution (ADR) techniques may be used during the planning process to help resolve specific issues where committee members agree that consensus is unlikely to be reached through other means. ADR options and techniques will be developed by the planning committee and will strive to recognize the cultural makeup of the planning committee through equivalent Aboriginal and non-Aboriginal participation and representation. ADR processes may include:

- **Negotiation:** Conducted between the parties or group to resolve disputes or improve communication within the group.
- **Facilitation and Mediation:** If the issues cannot be resolved during negotiation, the role of the Facilitator will be to help the parties improve the way problems are identified and to find mutually acceptable solutions.

- **Arbitration:** If mediation is impractical, impossible, or unsuccessful, the Steering committee will provide direction based on the recommendations of the Support Group.

The planning committee will define consensus and discuss ADR options early in the planning process. Only the planning committee members will be part of the consensus process. Procedural matters will be developed through consensus. If this is not possible, the chair(s)/facilitator will determine procedure.

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

#### 4.0 PRINCIPLES OF PARTICIPATION

The following principles 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 (no personal attacks, no sabotage);
- let the facilitator 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;
- support decisions made through due process;
- commit to honouring a process which will produce a better plan than Ontario Parks could have developed in isolation;
- communicate with the public and the media in a manner which contributes to the goals of the planning 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 and sharing discussion time fairly;
- honour confidentiality.

Unacceptable or inappropriate behaviour will be dealt with by the chair(s). Serious issues will be discussed with the support group and may result in actions including removal from the committee.

Should any member of the planning committee not attend a meeting, or be late, the group will proceed without them. It is the individual's responsibility to ensure that their input is provided, by whatever means necessary. Should any member or group choose to not participate, Ontario Parks will continue working to fulfill its responsibility of plan preparation – it would prefer that it be with the full participation of the planning committee.

#### 5.0 PLANNING COMMITTEE MEETINGS

##### 5.1 Agenda:

- agenda to be set by planning committee members at the close of each meeting;
- at any time, planning committee members can bring to the chair(s)/facilitator items that need to be incorporated into the agenda;
- agenda items to clearly identify the issue, provide enough background information for consideration, and suggest a recommended solution;
- agenda items to be rated as: for discussion, for information, or for decision;

- each meeting will open with a review of the agenda.

#### 5.1.1 Agenda Format:

- declare meeting open;
- roll call of members present;
  - approve previous meeting minutes; review of action items;
  - identify new business; review, amend and approve meeting agenda;
  - planning committee member reports; chair(s) and facilitator reports;
  - summary of advisor, support group and technical support counsel received;
  - summary of public input received;
  - business arising from minutes of previous meeting(s);
  - business of the day;
  - new business;
  - items for next agenda;
  - information requests;
  - date for next meeting;
  - adjournment.

#### 5.2 Attendance:

- committee members and facilitator;
- advisors, technical support persons – at the request of the chair(s);
- invited guests - invited by chair(s) and/or planning committee members, but agreed to in advance, so that members know who will be at upcoming meetings;
- appropriate support persons.

#### 5.3 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 facilitator needs to have a clear statement and it must be agreed to by the committee members;
- recording of minutes to be coordinated by the park superintendent;
- draft minutes will be circulated for comment/corrections prior to the next meeting. Any comments and/or corrections will be forwarded to the park superintendent, who will make the necessary changes to the draft minutes for approval at the next meeting;
- approved minutes will be circulated to the planning committee, advisors, technical support persons, the planning support group, the district representatives and the facilitator;
- minutes of the meetings will be available to anyone requesting them.

## 6.0 GENERAL OPERATING PROCEDURES

The planning committee will establish a schedule, identifying the locations and protocol for meetings. The planning committee meetings will be closed meetings to ensure that the discussions are held in confidence. The meetings will be smoke-free.

The planning committee will obtain planning, financial and logistical support from the support group, via the park superintendent 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*;
- facilitation of services such as map production.

## 7.0 TERM

The anticipated completion date of the park management plan is June, 2005, at which time the planning committee will have fulfilled its mandate. Ontario Parks may request the planning committee to provide advice on certain matters subsequent to the submission/approval of the recommended plan.

## 8.0 CONFLICT OF INTEREST

Conflict of Interest is defined as a conflict between a member's personal and/or business interests and his/her responsibility as a planning committee member, and includes actual or perceived conflicts and those situations which may have the potential to be actual or perceived conflicts. A conflict of interest may exist where pecuniary advantage or intangible benefits has been or may be conferred on the member. It is important to keep in mind that perceived conflict of interest, when it is based on reasonable grounds, has the potential to be just as damaging to the member and the committee as actual conflict of interest. Consequently, the provisions of these guidelines apply equally to both types of situations.

The following procedure will be utilized when it is determined that a member of the planning committee may have a real or perceived conflict of interest with respect to a matter that is before the planning committee. Conflicts may relate to business interests, allocation decisions or personal conflicts with individuals. The intent of the procedure is to provide a process which will permit members to be excused at the initial stage of the planning committee involvement so as to ensure that the integrity of the committee is protected and the outcome of the task is not compromised by the member's participation.

As soon as a committee member becomes aware of a conflict or perceived conflict of interest, they are to advise the committee chairperson(s). The chair(s) will immediately take steps to ensure the potential conflict does not affect ongoing resolutions or discussions by either postponing such activities until the conflict of interest is dealt with or by immediately dealing with the conflict of interest. The chairperson(s) shall discuss the matter with the member raising the possible conflict of interest. Should the chairperson(s) feel that there could be a conflict or perceived conflict of interest, the matter will be brought to the attention of the committee. The committee will discuss the issue and vote as an administrative manner with the motion and vote recorded in the minutes. If the vote indicates that there is a real or perceived conflict of interest, the member with the conflict will remove his/herself from the discussion and any decision related to the matter. Under these circumstances, the excluded member will be free to participate in the same manner as the general public until the matter has been concluded and the committee has no further involvement.

A conflict of interest should be declared at the earliest possible opportunity; this will likely be following the initial briefing stage or it may become evident as additional information is provided to the committee. The chairperson will be responsible to remind members that any conflicts of interest should be identified at this stage of the task. A declaration should be made before the member provides any direct input to the subject. The member should be excused and excluded from discussions, deliberations and the formulation of recommendations. Additionally, the excluded member should not be involved in the communication of

outcomes and should deliberately advise that he/she had declared a conflict of interest and therefore had not participated in the exercise or influenced the outcome.

The committee meeting minutes and task documentation will clearly record any declared conflicts of interest and will specifically indicate at what stage the member was excused. The excused member will not be present in the committee meeting room, and other committee members will not discuss any aspects of the task with the excused member.

In the interest of protecting the integrity of the committee, any member may raise a concern about potential or perceived conflict of interest situations. Concerns should be identified to the chairperson(s) who will assess the significance and determine the appropriate course of action.

## 9.0 FREEDOM OF INFORMATION AND PROTECTION OF PRIVACY ACT

The *Freedom of Information and Protection of Privacy Act* (FOIPPA) provides individuals with the right to access information held by government. It also provides individuals with a right to privacy of their personal information and protects some sensitive business information.

The members of the planning committee are under the same obligations to respect the personal privacy and other provisions of the FOIPPA as are any employee or agent of the MNR.

A "Notice of Collection" must be provided whenever information, comments and feedback are requested from the public as part of any planning/consultation process. The Notice of Collection informs individuals that their personal information will be protected; the authority under which the information is collected; the reason why comments are collected and a notice that the comments will become part of the public record. Review, analysis and reporting of public feedback has FOIPPA implications. Generally, specific input is summarized to prevent disclosure of protected information. The committee members will on occasion, be provided with protected information deemed relevant to the work of the committee.

Ontario Parks and MNR staff will assist the committee members with the interpretation of FOIPPA rules and procedures to ensure compliance with the legislation. The committee members will exercise caution, due diligence and strictly follow committee communication protocols when provided with any personal or protected information.

Protected information includes any "record" that identifies an individual (as opposed to a commercial business), financial or competitive business information, law enforcement information, advice to government and sensitive site information.

A "record" is any information however recorded, including: printed materials, correspondence, memos, "pot-it notes", draft documents, meeting minutes, photographs, and electronic means such as computer files, videotape, e-mail, voice mail, etc.

Protected information may not be divulged in any manner including: provision of originals or copies of printed/electronic materials, or disclosure of information through conversation.

The committee minutes and other records are considered to be part of the public record and therefore must be appropriately prepared to ensure compliance with FOIPPA. The project planner will ensure that committee meeting minutes and other documents are FOIPPA compliant.

Although the committee meetings are not open to the public, individuals and groups may be invited by the committee if their presence is essential to the completion of the task at hand. When third parties are present at the committee meetings, members must be particularly diligent to avoid disclosure of any personal or protected information.