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SEPTEMBER BUDGET UPDATE 2005

Forest Practices Board

**2005/06 – 2007/08
SERVICE PLAN UPDATE
SEPTEMBER 2005**



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Message from the Chair and Accountability Statement

This annual service plan update is prepared by the Forest Practices Board for presentation to the B.C. Legislature under the *Budget Transparency and Accountability Act*.

The plan outlines the results the Board expects to achieve in the three-year period from 2005/06 through 2007/08 with the funds voted to it by the Legislature, providing the basis for accountability and assessment of the Board's performance.

The service plan also provides a strategic context that guides the Board's current activities. Looking to the future, we continue to refine our strategic objectives, the linkages to our business areas, and the performance measures by which the Legislature and the public will be able to track our progress over time.

It is the Board's intent to continue the delivery of its mandate through its audit, investigation, review and appeal, and reporting functions, while adapting its process to meet the challenges of the *Forest and Range Practices Act*.

The Forest Practices Board 2005/06–2007/08 Service Plan Update was prepared under my direction in accordance with the *Budget Transparency and Accountability Act*. I am accountable for the basis on which the plan has been prepared. All material fiscal assumptions and policy decisions as of September 2, 2005 have been considered in preparing the plan and I am accountable for achieving the specific objectives in the plan.

A handwritten signature in black ink that reads "Bruce Fraser". The signature is written in a cursive, flowing style.

Bruce Fraser, Ph.D.
Chair

September 2, 2005

Board Overview and Core Business Areas

Board Overview

The Forest Practices Board was created under the *Forest Practices Code of British Columbia Act* (the Code) as an independent watchdog for the public interest in B.C.'s public forests. The Board's mandate is to audit tenure holders and government ministries for compliance with and enforcement of the Code; carry out special investigations and issue reports as the Board deems appropriate; request administrative reviews of approved forest development plans; participate on behalf of the public in reviews of penalty determinations; and participate in appeals to the Forest Appeals Commission. The Board's mandate continues under the *Forest and Range Practices Act* (FRPA) which enables the Board to focus increasingly on the effectiveness of forest practices in achieving objectives set by government for legislated forest resource values.

Legislation ensures Board independence from licensees and the government. While the Board submits reports to the Ministers of Forests and Range, Environment, Agriculture and Lands, and Energy, Mines and Petroleum Resources, its reports are not provided to government for revision or comment in advance of public release. When the Board deals with an audit of or a complaint about a government agency, that agency is entitled to the same level of information about the Board's preliminary findings as any other auditee or complaint subject.

The Board also has statutory authority to compel the giving of evidence in the course of its investigations, and it has the authority to audit and investigate government's forest practices and subsequent enforcement actions.

The Board's funding is determined directly by Treasury Board.

Core Business Areas

The Board's core business areas are:

Conducting and publishing independent public reports on forest practice audits and investigations

The Board provides the public with objective information about the state of forest practices, validates sound practices and recommends improvements based upon direct field observation, consultation and research.

Conducting complaint investigations and administrative appeals

The Board provides a venue to address public complaints and concerns regarding forest practices.

Executive and support services

The Board retains executive, professional and technical staff and support services essential to implement strategic and operational decisions, maintain its investigative capacity and provide essential infrastructure to support the Board's core business functions.

Resource Summary

Core Business Areas	2004/05 Restated Estimates ¹	September Update 2005 <i>Estimates</i> 2005/06	2006/07 Plan	2007/08 Plan
Operating Expenses (\$000)				
Total	3,307	3,607	3,607	3,607
Full-time Equivalents (FTEs)				
Total	24	27	27	27
Board Capital Expenditures (Consolidated Revenue Fund) (\$000)				
Total	100	100	125	125

¹ These amounts have been restated, for comparative purposes only, to be consistent with the presentation of the September Update 2005 *Estimates* 2005/06. Schedule A of the 2005/06 *Estimates*, presents a detailed reconciliation.

Strategic Context

Vision, Mission and Values

Vision

Forests that are soundly managed to sustain the full range of forest values and forest resources for British Columbians.

Mission

The Board serves the public interest as the independent watchdog for sound forest practices in British Columbia.

Values

The Board:

- acts on behalf of the public's interest, not those of any single group;
- is straightforward in its approach;
- emphasizes solutions over assigning blame;
- behaves in a non-adversarial, balanced manner;
- treats all people with respect, fairness and sensitivity;
- performs in a measured, unbiased and non-partisan manner;
- carries out its mandate with integrity and efficiency;
- provides clear and concise reports to the public;
- bases actions and decisions on knowledge, experience and common sense; and
- is accessible and accountable.

Goals, Objectives, Strategies and Results

Board Goals and their Linkage to Government's Five Great Goals

The Board's independent watchdog function will promote the continuous improvement and application of sound forest practices to the sustainable management of the public forest resources of British Columbia. In doing so, the Board supports the achievement of the Government's Five Great Goals in leading the world in sustainable environmental management.

Board Mission		
The Board serves the public interest as the independent watchdog for sound forest practices in British Columbia.		
Government Strategic Plan	Board	
Five Great Goals	Goals	Objectives
<p>To lead the world in sustainable environmental management, with the best air and water quality, and the best fisheries management, bar none.</p>	<p>1. Through its program of audits and investigations, the Board will produce relevant, accurate and objective reports on forest practices in the Province of British Columbia.</p>	<ol style="list-style-type: none"> 1. Conduct and publish independent public reports on audits of both industry and government performance, contributing to continuous improvement in forest practices. 2. Contribute to the development of world class forest practices auditing. 3. Assess the efficacy of FRPA in achieving desired results on the ground. 4. Conduct independent investigations and publish special reports on issues of significant public importance.
	<p>2. Through its program of complaint investigations and administrative appeals, the Board will provide the public with a fair and effective means to bring forward their concerns about forest practices.</p>	<ol style="list-style-type: none"> 1. The Board will provide an easily accessible avenue for members of the public to raise concerns and have them addressed in a sensitive, timely and efficient manner. 2. The Board will monitor, and appeal where appropriate, administrative penalties that have a bearing on the public interest in forest practices and will also provide an opportunity for the public to influence the process of appeal of administrative decisions.

Board Performance Plan Summary

Board Goals	Board Key Objectives	Measures/Targets
<p>1. Through its program of audits and investigations, the Board will produce relevant, accurate and objective reports on forest practices in the Province of British Columbia.</p>	<p>1. Conduct and publish independent public reports on audits of both industry and government performance, contributing to continuous improvement in forest practices.</p>	<p>Output:</p> <ul style="list-style-type: none"> • Average number of quality-assured audit projects completed and published. • Bulletin on annual summary of audit trends published. <p>Outcome:</p> <ul style="list-style-type: none"> • Number of audits with findings that are in compliance with FRPA requirements or that find practices that are demonstrable achieving objectives set by government as measured by scientific criteria and indicators.
	<p>2. Contribute to the development of world class forest practices auditing.</p>	<p>Output:</p> <ul style="list-style-type: none"> • Audits explicitly incorporate information arising from private sector certification and sustainable forest management planning. • First Nations engaged in audit program development. • Agencies supported in development of audit approaches and programs. <p>Outcome:</p> <ul style="list-style-type: none"> • High quality forest practice audit systems are developing in the province which expand the degree and compatibility of public and private market assurance mechanisms.
	<p>3. Assess the efficacy of FRPA in achieving desired results on the ground.</p>	<p>Output:</p> <ul style="list-style-type: none"> • Number and range of audits conducted and published using prototype criteria and indicators. • Published assessment reports on FRPA implementation, particularly the efficacy and measurability of first generation FSPs. <p>Outcome:</p> <ul style="list-style-type: none"> • Scientifically derived criteria and indicators are being widely used by industry, agencies, the Board, ENGOs and First Nations to assess the effectiveness of forest practices in achieving the objectives set by government for FRPA and certification specified values. • Forest Stewardship Plans are providing explicitly measurable results and delivery strategies that are effectively assessed by criteria- and indicators-based audits.
	<p>4. Conduct independent investigations and publish special reports on issues of significant public importance.</p>	<p>Output:</p> <ul style="list-style-type: none"> • Number of special investigations completed and published that deal with issues of major public importance. <p>Outcome:</p> <ul style="list-style-type: none"> • Forest practices improvement is occurring to address the issues raised and recommendations made by the Board in its special reports.

Forest Practices Board

Board Goals	Board Key Objectives	Measures/Targets
<p>2. Through its program of complaint investigations and administrative appeals, the Board will provide the public with a fair and effective means to bring forward their concerns about forest practices.</p>	<p>1. The Board will provide an easily accessible avenue for members of the public to raise concerns and have them addressed in a sensitive, timely and efficient manner.</p>	<p>Output:</p> <ul style="list-style-type: none"> The Board processes public complaints promptly with a normal completion schedule of 7–10 months. <p>Outcome:</p> <ul style="list-style-type: none"> Participants to a complaint are satisfied that the matter was handled objectively and fairly by the Board regardless of the Board’s findings and conclusions with respect to the complaint itself.
	<p>2. The Board will monitor, and appeal where appropriate, administrative penalties that have a bearing on the public interest in forest practices and will also provide an opportunity for the public to influence the process of appeal of administrative decisions.</p>	<p>Output:</p> <ul style="list-style-type: none"> Number of determinations monitored and further selected for Board attention. Number of administrative appeals enjoined by the Board. <p>Outcome:</p> <ul style="list-style-type: none"> Board response to administrative penalties and appeals is contributing to the effective definition and implementation of forest practices regulation in the province. Public access is enhanced by allowing complainants an opportunity to be heard in the formal appeal process.

Performance Plan

Overall Goal: *The Board's independent watchdog function will promote the continuous improvement and application of sound forest practices to the sustainable management of the public forest resources of British Columbia.*

Goal 1: *Through its program of audits and investigations, the Board will produce relevant, accurate and objective public reports on forest practices in the Province of British Columbia.*

Core Business Area: *Conducting and publishing independent public reports on forest practice audits and investigations.*

The Board provides the public with objective information about the state of forest practices, validates sound practices and recommends improvements based upon direct field observation, consultation and research.

Objective 1: *Conduct and publish independent public reports on audits of both industry and government performance, contributing to continuous improvement in forest practices.*

The Board conducts an annual program of audits of both industry licensee and government operations. Auditees are randomly selected to remove potential bias and auditees with a positive performance record are removed from the audit population for a period of five years. The audit program consists of a combination of:

- Compliance and pilot thematic effectiveness audits of major licences, BC Timber Sales (BCTS), as well as small scale tenures. Audits could be of a single licence or of multiple licensees.
- There may be an audit on the appropriateness of government's enforcement as a subset of one of the above audits or as a stand alone audit of a forest district.
- Annual compliance and enforcement audits pursuant to the Nisga'a treaty.

While audits in the past have been conducted primarily to assess compliance with the requirements of the Code, the Board is actively developing its capacity to conduct thematic audits, which assess the effectiveness of forest practices in achieving objectives set by government for the resources values specified in FRPA. Ongoing analysis of audit results and exit interviews with licensees will help the Board assess its contribution to continuous improvement of forest practices in British Columbia.

Performance Measures:

Performance Measures	2004/05 Actual/Base	2005/06 Target	2006/07 Target	2007/08 Target
Output				
Average number of quality-assured audit projects completed and published.	8	8	8	8
Bulletin on annual summary of audit trends published.	1	1	1	1
Outcome				
Number of audits with findings that are in compliance with FRPA requirements or that find practices that are demonstrably achieving objectives set by government as measured by scientific criteria and indicators.	Positive results trend.	Continuing positive trend.	Continuing positive trend.	Continuing positive trend.

Objective 2: *Contribute to the development of world class forest practices auditing.*

The Board is cooperating with parties that are advancing the field of forest practices auditing. Initiatives include working with industry to augment the Board’s public assurance auditing with the results of the private sector forest certification auditing being widely adopted in the province in recent years. This is intended to increase public assurance about the validity of forest practices while reducing the potential for duplication of effort.

The Board is working specifically with First Nations and resource agencies in the development of methodology, expertise, and capacity building in conducting audits intended to provide public and market assurance. Board personnel are publishing audit and investigation manuals and participating in relevant workshops and conferences.

Performance Measures:

Performance Measures	2004/05 Actual/Base	2005/06 Target	2006/07 Target	2007/08 Target
<p>Output</p> <p>Audits explicitly incorporate information arising from private sector certification and sustainable forest management planning.</p> <p>First Nations engaged in audit program development.</p> <p>Agencies supported in development of audit approaches and programs.</p>	<p>Active discussions with audited licensees.</p> <ul style="list-style-type: none"> • Meeting with First Nations Summit to explore collaboration. • MOU signed with Cowichan Tribes. • Initial discussions with Nisga'a Lisims government. • FRPA Evaluation Team. • Joint meeting with Environmental Protection Division of MoE. • Oil and Gas Commission initial discussions. 	<p>Experimental audits with forest stewardship plan adopters.</p> <p>Continuing engagement with interested First Nations.</p> <p>Continuing active collaboration with sister agencies.</p>	<p>Systematic inclusion in at least half of the audits.</p> <p>Continuing engagement with interested First Nations.</p> <p>Continuing active collaboration with sister agencies.</p>	<p>Systematic inclusion in all audits.</p> <p>Continuing engagement with interested First Nations.</p> <p>Continuing active collaboration with sister agencies.</p>

Performance Measures	2004/05 Actual/Base	2005/06 Target	2006/07 Target	2007/08 Target
<p>Outcome High quality forest practice audit systems are developing in the province which expand the degree and compatibility of public and private market assurance mechanisms.</p>	Discussions among the audit partners are proceeding positively.	Experimental collaboration trials are being conducted and published.	Intensive collaboration among public, First Nations and private sector auditors is taking place.	Intensive collaboration among public, First Nations and private sector auditors is taking place.

Objective 3: *Assess the efficacy of FRPA in achieving desired results on the ground.*

The Board is working with government, industry and post-secondary institutions to develop and field-test scientific audit criteria and indicators, which will provide an objective means of assessing the effectiveness of forest practices. This supports the intent of the *Forest and Range Practices Act* to place greater reliance on forest licensees and their professionals for achieving results rather than confining their efforts to achieving compliance with prescriptive rules. The Board will also be monitoring public concerns related to Forest Stewardship Plans (FSPs) as they become available. The key issue will be to evaluate whether FSPs are sufficiently detailed to be measurable, and once measured, to determine whether they are an effective means for licensees to achieve the objectives set by government under FRPA.

Performance Measures:

Performance Measures	2004/05 Actual/Base	2005/06 Target	2006/07 Target	2007/08 Target
<p>Output Number and range of audits conducted and published using prototype criteria and indicators.</p> <p>Published assessment reports on FRPA implementation, particularly the efficacy and measurability of first generation FSPs.</p>	<p>Audits published using first generation criteria and indicators for soils, riparian, visuals and stand level biodiversity.</p> <ul style="list-style-type: none"> • Initial limited set of FSPs analyzed for content. • Work with forest industry associations to assess industry approach to development of FSPs. 	<p>Continuing pilot use of first generation criteria and indicators sets developed by MoFR.</p> <p>First Assessment Report.</p>	<p>Audits systematically employ criteria and indicators for most of the FRPA values.</p> <p>Annual Assessment Report with initial audit results.</p>	<p>Audits systematically employ criteria and indicators for the complete range of FRPA values.</p> <p>Annual Assessment Report with cumulative audit results.</p>
<p>Outcome Scientifically derived criteria and indicators are being widely used by industry, agencies, the Board, ENGOs and First Nations to assess the effectiveness of forest practices in achieving the objectives set by government for FRPA and certification specified values.</p>	<p>Thematic categories of criteria and indicators are agreed to and systematic development and field application is taking place.</p>	<p>Practical convergence of criteria and indicators sets is occurring so that effectiveness auditing is becoming placed on a generally agreed upon scientific assessment footing.</p>	<p>A standard set of criteria and indicators and their field measurement methodologies are in place and in active use for assessing performance against FRPA values.</p>	<p>Continuing scientific and field based improvements in the criteria and indicators sets are leading to increased acceptance and application in both public and private sectors.</p>

Performance Measures	2004/05 Actual/Base	2005/06 Target	2006/07 Target	2007/08 Target
Forest Stewardship Plans are providing explicitly measurable results and delivery strategies that are effectively assessed by criteria- and indicators-based audits.	Some of the initial FSPs go beyond default requirements to include results statements that are sufficiently explicit to enable criteria- and indicators-based audits.	FSPs from major licensees are being developed to reflect a combination of criteria and indicators arising from certification and FRPA based public sources.	FSPs are maturing to characterize results in a manner that makes them more precisely auditable by scientifically derived criteria and indicators.	FSP standards have developed to parallel criteria- and indicators-based audit protocols and can therefore be reliably assessed for effectiveness of practices in meeting FRPA values.

Objective 4: *Conduct independent investigations and publish special reports on issues of significant public importance.*

The Board will annually identify issues of major public importance and of high significance for public confidence in the management of B.C.'s public forests. These issues may arise from prevailing environmental conditions such as major forest fires or insect infestations, from public concerns such as conserving endangered species or protecting community watersheds, or from technical issues such as the management of roads and bridges or riparian areas. The Board systematically tracks government and industry responses to published recommendations.

Performance Measures:

Performance Measures	2004/05 Actual/Base	2005/06 Target	2006/07 Target	2007/08 Target
<p>Output Number of special investigations completed and published that deal with issues of major public importance.</p>	Current Board focus has been on Mountain Pine Beetle management, endangered species, fire rehabilitation, terrain stability, and non-timber forest products.	At least 3 major topical reports: Projected topics include forest practices in domestic watersheds, fuel management, road de-activation and access management, reforestation success.	3 major special reports on topics of high public importance.	3 major special reports on topics of high public importance.
<p>Outcome Forest practices improvement is occurring to address the issues raised and recommendations made by the Board in its special reports.</p>	Government and industry responses to Board recommendations are positive and forthcoming according to the Board tracking procedure as reported in our Annual Report.	Government and industry responses to Board recommendations are positive and forthcoming according to the Board tracking procedure as reported in our Annual Report.	Government and industry responses to Board recommendations are positive and forthcoming according to the Board tracking procedure as reported in our Annual Report.	Government and industry responses to Board recommendations are positive and forthcoming according to the Board tracking procedure as reported in our Annual Report.

Goal 2: *Through its program of complaint investigations and administrative appeals, the Board will provide the public with a fair and effective means to bring forward their concerns about forest practices.*

Core Business Area: *Conducting complaint investigations and administrative appeals.*

The Board provides a venue to address public complaints and concerns regarding forest practices.

Objective 1: *The Board will provide an easily accessible avenue for members of the public to raise concerns and have them addressed in a sensitive, timely and efficient manner.*

The Board responds to public complaints by assessing the scope and substance of the complaint, assessing its relevance to the Board’s mandate and assigning an investigator to work with all affected participants. The Board deals with all participants in a transparent and non-adversarial manner and is committed to considering all complaints carefully and reporting complaint findings to the public. This work is done with the goal of seeking resolution to the issues by the participants themselves, where feasible. The Board makes every effort to deal with complaints promptly and efficiently, but must also proceed carefully in dealing with complex issues and be sensitive to the operational priorities and time constraints of the participants.

Performance Measures:

Performance Measures	2004/05 Actual/Base	2005/06 Target	2006/07 Target	2007/08 Target
<p>Output The Board processes public complaints promptly with a normal completion schedule of 7–10 months.</p>	80% will be completed within 7 months.	80% will be completed within 7 months — recognizing that there are some complaints that require longer research periods or demand more extended dispute resolution efforts.	80% will be completed within 7 months — recognizing that there are some complaints that require longer research periods or demand more extended dispute resolution efforts.	80% will be completed within 7 months — recognizing that there are some complaints that require longer research periods or demand more extended dispute resolution efforts.
<p>Outcome Participants to a complaint are satisfied that the matter was handled objectively and fairly by the Board regardless of the Board’s findings and conclusions with respect to the complaint itself.</p>	Representations and participant surveys have been conducted and residual issues dealt with to the reasonable satisfaction of the participants.	Representations and participant surveys have been conducted and residual issues dealt with to the reasonable satisfaction of the participants.	Representations and participant surveys have been conducted and residual issues dealt with to the reasonable satisfaction of the participants.	Representations and participant surveys have been conducted and residual issues dealt with to the reasonable satisfaction of the participants.

Objective 2: *The Board will monitor, and appeal where appropriate, administrative penalties that have a bearing on the public interest in forest practices and will also provide an opportunity for the public to influence the process of appeal of administrative decisions.*

The Board monitors the flow of administrative penalties related to forest practices and may initiate or participate in administrative appeals when it believes it is in the public interest to do so. Notably, this would include administrative penalties or appeals that address fundamental forest practice issues which have been raised in Board work or interpretation of important provisions of legislation. The Board also maintains an interest in appeals which contribute to the growing body of practice surrounding the introduction of the results-based FRPA.

Performance Measures:

Performance Measures	2004/05 Actual/Base	2005/06 Target	2006/07 Target	2007/08 Target
<p>Output</p> <p>Number of determinations monitored and further selected for Board attention.</p> <p>Number of administrative appeals enjoined by the Board.</p>	<p>Over 200 administrative determinations examined for potential intervention by the Board.</p> <ul style="list-style-type: none"> • 6 FAC appeals enjoined judged to be of sufficient public interest. • One case argued before the Supreme Court of Canada is being monitored. 	<p>Variable depending on circumstances but in the 200 range.</p> <p>Variable depending on circumstances but in the 6-10 range.</p>	<p>Variable depending on circumstances but in the 200 range.</p> <p>Variable depending on circumstances but in the 6-10 range.</p>	<p>Variable depending on circumstances but in the 200 range.</p> <p>Variable depending on circumstances but in the 6-10 range.</p>

Forest Practices Board

Performance Measures	2004/05 Actual/Base	2005/06 Target	2006/07 Target	2007/08 Target
<p>Outcome</p> <p>Board response to administrative penalties and appeals is contributing to the effective definition and implementation of forest practices regulation in the province.</p> <p>Public access is enhanced by allowing complainants an opportunity to be heard in the formal appeal process.</p>	<p>The substance of Board positions taken in appeals before the Forest Appeal Commission is acknowledged and incorporated in the eventual decisions.</p> <p>Persons engaging in the appeal process have found the Board interventions useful according to participant surveys.</p>	<p>The substance of Board positions taken in appeals before the Forest Appeal Commission is acknowledged and incorporated in the eventual decisions.</p> <p>Persons engaging in the appeal process have found the Board interventions useful according to participant surveys.</p>	<p>The substance of Board positions taken in appeals before the Forest Appeal Commission is acknowledged and incorporated in the eventual decisions.</p> <p>Persons engaging in the appeal process have found the Board interventions useful according to participant surveys.</p>	<p>The substance of Board positions taken in appeals before the Forest Appeal Commission is acknowledged and incorporated in the eventual decisions.</p> <p>Persons engaging in the appeal process have found the Board interventions useful according to participant surveys.</p>

