

 **Land-use**
FRAMEWORK

Land-use Framework Workbook Summary Report

Prepared by:
The Praxis Group™

Alberta

Table of Contents

Executive Summary-----	1-3
Methods and Presentation of Workbook Findings-----	4
Quantitative Data -----	4
Qualitative Data-----	5
Structure of the Summary Report -----	5
Summary of Workbook Data -----	6-42
Part I: Vision-----	6
Part II: Issues and Challenges-----	8
Part III: Broad Directions-----	10-27
A. Growth and Resource Management -----	10
B. Planning and Decision-making -----	18
C. Conservation and Stewardship -----	21
D. Monitoring and Evaluation-----	25
Part IV: Guiding Principles -----	28
Part V: Outcomes-----	30
Part VI: About You -----	35
Appendix I: Frequency Response Tables-----	43

Cover Art by David Moore, Equinox Design Consultants

ISBN No. 978-0-7785-6519-2 (Printed)

ISBN No. 978-0-7785-6520-8 (Online)

Pub No. I/281

Printed October 2007

Executive Summary

The *Land-use Framework Workbook* survey was designed to gather public opinion on a variety of land-use management issues and challenges in Alberta, at a time when rapid growth is intensifying pressures on public and private lands in the province. The purpose of the workbook was twofold. First, it sought to provide all Albertans with the opportunity to provide their views and perceptions on land-use management in Alberta. Second, the workbook results, along with the findings gathered from the other consultations and multi-stakeholder working groups, will assist the Government of Alberta (GoA) in drafting the Land-use Framework (LUF).

The LUF is a cross-ministerial initiative led by Alberta Sustainable Resource Development.¹ Once drafted, it will set forth an approach to manage Alberta's public and private lands and resources thereby guiding the GoA in achieving Alberta's long-term social, economic and environmental goals.

The LUF Workbook is but one instrument being used by the GoA in its consultation process on land-use planning in Alberta. Input from the multi-stakeholder consultations, up to and including the *Red Deer Cross Sector Forum* in December 2006, provided the foundation for the LUF Workbook. The substantive content of the workbook represents the efforts of the cross-ministerial project team to translate the key themes, issues and challenges raised by multi-stakeholders regarding land use in Alberta into questions for consideration by the public. The workbook questions were prepared by the LUF Project Team in conjunction with Praxis, and subsequently, reviewed by the Alberta government's LUF Steering Committee.

The workbook survey was undertaken from May 1 through to June 15, 2007 to gather Albertans' comments and views on land-use issues including growth and resource management, planning and decision-making processes, conservation and stewardship, monitoring and evaluation as well as the government's proposed vision, principles and outcomes for the Land-use Framework. In addition, opportunities were provided in the survey for respondents to comment on or list any other land-use issues important to them, their community and to Albertans generally. Participation in the workbook was voluntary and anonymous. This resulted in a 'self-selected' respondent population that can be considered representative of 'interested Albertans'; however, we cannot assume that it represents the views of all Albertans. The summaries of data presented in the report are valid for those Albertans completing the workbook.

This summary report encapsulates the findings of the LUF Workbook presented in the *Land-use Framework Workbook Survey Results* document, which provides a detailed report of the findings gathered through the workbook survey. The purpose of this summary report is not to generate recommendations on land-use management for the Government of Alberta but rather to present the views of Albertans as expressed through the workbook instrument.

¹ The ministries working with Alberta Sustainable Resource Development in advancing the Land-use Framework initiative are: Alberta Agricultural and Food, Alberta Energy, Alberta Environment, Alberta International, Intergovernmental, and Aboriginal Relations, Alberta Municipal Affairs and Housing, and Alberta Tourism, Parks, Recreation and Culture.

A number of recurring themes emerged throughout the workbook. Repeatedly, respondents called for greater provincial leadership in the area of land-use planning; they stressed that managing growth in Alberta requires a comprehensive provincial land-use planning and shared decision-making model. Many respondents also emphasized that land-use planning decisions should seek to ensure the long-term sustainability of Alberta's land base and water resources, arguing that the current generation of Albertans has a responsibility to ensure that future generations inherit a healthy, viable land base. A common thread throughout the responses across all sections of the workbook was the issue of environmental stewardship; respondents emphasized that the protection of ecosystems, biodiversity, wildlife habitats, and watersheds must play a more central role in all land-use management decision-making.

Overall, respondents generally agreed with the proposed vision statement though many indicated that the statement should explicitly address the conservation of Alberta's natural environment. In addition, most respondents called for the clarification of the terms used in the statement, such as 'well-managed' and 'diversity of its people'. In the section *Issues and Challenges*, respondents' main concerns focused on the implications of rapid economic development and accompanying land-use activities not only for the land base but also for Alberta's watersheds and air quality. Many suggested that current land-use planning was not adequately informed by an assessment of the cumulative effects resulting from development and land-use activities.

The third section, *Broad Directions*, explored four main areas related to land-use. Generally, in terms of growth and resource management a number of themes were reiterated. Many respondents raised concerns regarding the impact of the rapid pace of Alberta's growth on the land base and watersheds; they stated that development typically seems to take precedence over considerations for environmental

conservation. In response, many indicated that Alberta requires a new integrated land-use management planning model reflecting a balanced approach to development and environmental sustainability. One option supported by many respondents was that of setting limits to growth. They deemed this approach acceptable in certain circumstances, most notably to ensure against the loss of environmental assets. Respondents also noted that setting limits on growth was not acceptable if such limits contributed to or exacerbated economic downturns either provincially or locally. Overall, respondents suggested that scientific knowledge should inform land-use planning.

On the subject of planning and decision-making, respondents raised a number of issues and concerns regarding the structure and processes of land-use decision-making currently in use and that, which should be adopted for the future. Overwhelmingly, respondents stated the GoA must assume a strong leadership role in land-use planning. However, there was some variance as to whether the GoA should play a more direct or indirect role. At the same time, respondents indicated that strong GoA leadership should be balanced with public participation facilitated through a variety of mechanisms; they deemed this to be imperative for achieving effective land-use management. General support also emerged for developing regional planning bodies though no consensus emerged regarding the specific form and responsibilities for such entities. At the same time, a few respondents clearly opposed reinstating regional planning commissions.

Conservation and Stewardship focused on the issue of maintaining the public good, in the context of both private and public land use. With regard to private lands, respondents suggested adopting incentives and rewards would be the most effective method for encouraging private landowners to practice responsible stewardship. A central concern for some respondents was protecting private property rights while fostering improved land-

use management. On the issue of public lands, respondents generally considered regulations and enforcement to be the most effective mechanism for promoting responsible stewardship among all users. They also indicated that public education could play an important role in developing a land stewardship ethic among Albertans. Respondents generally indicated that monitoring and evaluating the impacts of land-use activities on Alberta's land base is an essential factor in land-use management. Respondents suggested the GoA should develop a land-use database, which would begin with gathering baseline data for Alberta's environmental assets. Respondents claimed that a land-use database would be an invaluable resource for all parties involved in land-use planning.

The seven guiding principles proposed by the GoA generated overall agreement from respondents. Respondents emphasized that to be effective these guiding principles must inform land-use planning in the short, medium and long-term and be enforceable; thus, the guiding principles must be embedded in government policy and regulation. Of concern to some respondents was the notable absence of the precautionary principle.² As with the guiding principles, many respondents were in general agreement with the three proposed outcomes for the LUF. However, some respondents raised concerns over the meaning of 'sustainable prosperity'. They stressed that economic prosperity should not take precedence over environmental conservation stating that this needed to be clarified in the phrasing of the outcomes.

Addressing the possible strategies that the GoA could undertake in the immediate future to advance the LUF outcomes, respondents reiterated the need for a comprehensive land-use planning approach that considers the cumulative effects of development and involves

consultation with the public and multi-stakeholders. In addition, they called for slowing the pace of industrial growth and moving toward sustainable cities and towns in order to reduce urban sprawl. Underlying most of the suggestions forwarded by respondents was a call for the GoA to adopt a land-use planning approach premised on shared decision-making that strikes a balance between economic development and environmental protection in order to ensure Alberta's long-term sustainability for future generations.

The final section, *About You*, asked respondents to specify whether they were completing the workbook survey as a private citizen, an employee of a firm or government office, or as a member of an organization. In addition, respondents were asked to provide general demographic information. Together this information provided some insight regarding the background of respondents while ensuring their anonymity. The data gathered through the questions posed in this section appears in table format providing the 'n' values for each response.

² Caution will be exercised when the consequences of extensive land-use activities are uncertain.

Methods and Presentation of the Workbook Findings

The survey area encompasses all of Alberta. Albertans were made aware of the LUF workbook through three principal mechanisms: 1) the GoA's Public Information Sessions held throughout the province in May 2007; 2) advertising and public service announcements; and 3) the SRD Land-use Framework website.

The GoA promoted the LUF Workbook through its province-wide multi-media campaign that was launched to generate awareness about the LUF Public Information Sessions held throughout May 2007. Minister Ted Morton (SRD) announced both the public sessions and workbook on 30 April. The intent was to make all Albertans aware of the LUF process and to provide them with the opportunity for direct involvement through both the workbook and public sessions. Throughout May, the GoA ran advertisements in both daily and weekly newspapers across the province. Advertisements were placed in a total of 130 newspapers. Newspaper ads were supplemented by public service announcements provided to local television and radio stations. In addition, all GoA employees — 30,000 people — were notified via email of the opportunity to complete the workbook and were encouraged to tell others about this opportunity.

Albertans were provided multiple options to access to the workbook survey. Workbooks were distributed to various government offices including municipal offices, regional GoA offices and Member of the Legislative Assembly (MLA) constituency offices. They were also made available at the public information sessions. In addition, the LUF Workbook and supporting materials were accessible online through SRD's Land-use Framework website. Workbook participants could complete the workbook in hardcopy and mail it in or submit it to the GoA at the public information sessions, or they could complete the workbook online. A total of 3,128

surveys were completed. Of these 2,388 were completed online with 740 workbooks submitted in hardcopy.

Quantitative Data

As noted, 3,128 workbooks were submitted. Respondents could choose to fill in all the sections or only those of interest to them. Data gathered for the questions asking respondents to either rate or rank a series of statements or to choose from a set of response options are presented as 'frequencies of response', where frequency refers to the number of times a particular response occurred. This is presented in either table or figure format. For each question, the 'n' value (number of responses) is included underneath the table or figure. Appendix I provides a breakdown of the 'n' values for all response options.

Participation in the survey was voluntary. As participants were not selected through a random process, the resultant 'self-selected' respondent population can be considered representative of 'interested Albertans'; however, it may not be representative of the entire Alberta population. As participants were anonymous, information about respondents cannot be verified. Data have not been weighted in the quantitative summary since the relationship of the sample to the population is unknown. The summary of data provided reflects the aggregate responses of those who participated. The quantitative data presented in the report are valid for those who participated in the workbook survey; however, it cannot be assumed that it is necessarily representative of all Albertans.

Further, while all opinions and perceptions are valid, it should be understood that respondents have varying degrees of knowledge on the topics presented. Also, the views expressed in the workbook may be those of individuals or special

interest groups. Sixty-two percent of respondents indicated they were not representing any specific organization while 28 percent did not respond to the question.

Qualitative Data

The open-ended comment questions generated an extremely large volume of qualitative data. When reviewing the qualitative summaries, it is essential to remember that these summaries represent a general indication of the impressions and preferences of survey participants. The information provided through the responses to the open-ended questions is largely subjective. The summary of each open-ended question uses qualitative language — few, some, many, most, and all — as this data cannot effectively be represented numerically. These categories express the level of responses in relative terms given quantification of the data is limited beyond providing the key themes in order of frequency of mention. For each key theme the qualitative descriptors provide an indication of the volume of similar responses provided by participants. Overall, the qualitative language provides the reader with an understanding of the general grouping of participants' preferences and impressions on the issue under consideration.

Although 3,128 individuals participated in the workbook survey, it is important to note that the number of individuals providing comments varied markedly for each question; the open-ended questions were no exception. For each open-ended question, the comments were consolidated and reviewed to identify the key themes. Each qualitative summary is prefaced by a brief synopsis highlighting the key themes for that particular question. In each question, the key themes are presented in descending order of frequency of mention; in this case, frequency refers to the number of times respondents identified a particular idea or theme. The key themes are presented in bullet form, for ease of reading. For questions 10 and 17, a number of overarching issue areas emerged when reviewing the comments. For

these two questions, the overarching issue areas are listed in order of frequency of mention. Subsumed under each issue area, are the key themes that emerged; these too are presented in order of frequency of mention with respect to the broader issue area.

Structure of the Summary Report

This summary report consists of three sections: 1) the Executive Summary including the background, purpose, and methods used in compiling the summary report for the LUF Workbook; 2) the Summary of the Workbook Survey Data; and 3) Appendix I including the frequency response tables for the relevant questions.

The workbook results are presented by section reflecting the structure of the workbook. The workbook consists of six parts including five thematic sections and the last section that gathered information about the respondent. Questions were presented in various forms. The workbook provided respondents the opportunity to rate or rank a broad range of topics related to land use in Alberta. These findings constitute the quantitative component of the workbook survey; the data are presented as frequency tables at the beginning of each question. In addition, a number of sections also offered survey participants the option to provide open-ended comments. The qualitative data gathered from these questions appears in summary form for each question. All data are presented by key theme in descending order of frequency of mention.

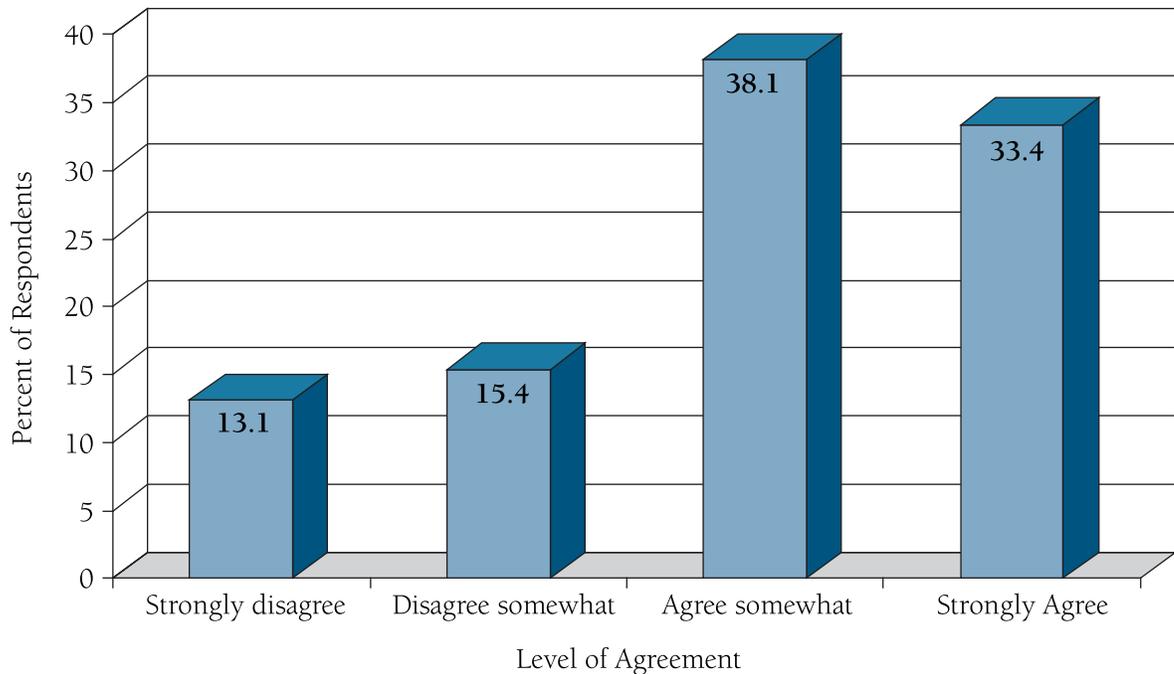
Part I: Vision

1. Respondents were asked to rate their level of agreement with the vision statement.

Vision for the Future

The people of Alberta respect the land and work together to care for, make the best use of and sustain the land. Alberta's lands are well-managed in a way that acknowledges the diversity of its people and balances the needs of present and future generations.

Figure 1: This vision statement reflects my view of a desirable future for Alberta.



* Appendix 1 provides a breakdown of 'n' values showing response and non-response (n=3009)

1a.

Respondents were asked to comment on the vision statement and to provide input regarding how to improve the vision for land use in Alberta.

The following section provides a summary of the key themes that emerged for each response option reflecting, in order of frequency of mention. The reasons provided vis-à-vis the key themes help us to understand why participants chose a particular response.

Of the 3,009 participants who responded to the question, 1,343 provided comments. A number of common themes emerged across the range of response options. It is important to note that while many participants directly addressed the question, others opted to express their general views toward the management of Alberta's land base. Many situated their concerns within the context of the current tensions generated by Alberta's rapid economic growth. The themes of greatest concern to respondents were: land conservation; preservation of natural ecosystems, biodiversity and wilderness; water

overuse; air quality; inadequate environmental stewardship; unchecked economic and industrial growth, especially in the oil and gas sector; land-use mismanagement; misuse of natural areas³ by recreational users; loss of agricultural lands; and urban sprawl. Further, many respondents stated that the terminology employed in the vision statement was vague. These respondents called for the insertion of clear and concise language.

Strongly Disagree (258)

Key themes:

- Increase the focus on environmental issues in the vision statement.
- Economic development versus environmental protection; the vision places too much emphasis on economic growth.
- Government management of the land base; the GoA must assume a greater leadership role and increase regulatory enforcement.
- Urban sprawl versus agricultural and natural lands; Alberta's rapid growth is spurring urban development, taking agricultural land out of production and encroaching on natural lands.
- Recreational land use versus other land use; multiple land use is generating conflicts requiring more effective regulations and enforcement.
- Clarify the language and terminology in the vision statement including phrases such as 'well-managed' and 'diversity of its people'.

Disagree Somewhat (310)

Key themes:

- Increase the focus on environmental issues in the vision statement.

- Economic and industrial growth versus environmental protection where the former are privileged.
- Government management of the land base must be re-evaluated and improved.
- Tensions between recreational use and other land use require effective regulations and enforcement.
- Loss of agricultural land must be stemmed.
- Impact of urban sprawl has negative implications for agricultural and natural lands.
- Clarify the language and terminology in the vision statement.

Agree Somewhat (499)

Key themes:

- Increase the focus on environmental issues in the vision statement.
- Clarify the language and terminology in the vision statement.

Strongly Agree (261)

Key themes:

- Increase the focus on environmental issues in the vision statement.
- Vision statement does not reflect the present land-use system.
- Clarify the language and terminology in the vision statement.

Do Not Know (15)

Key themes:

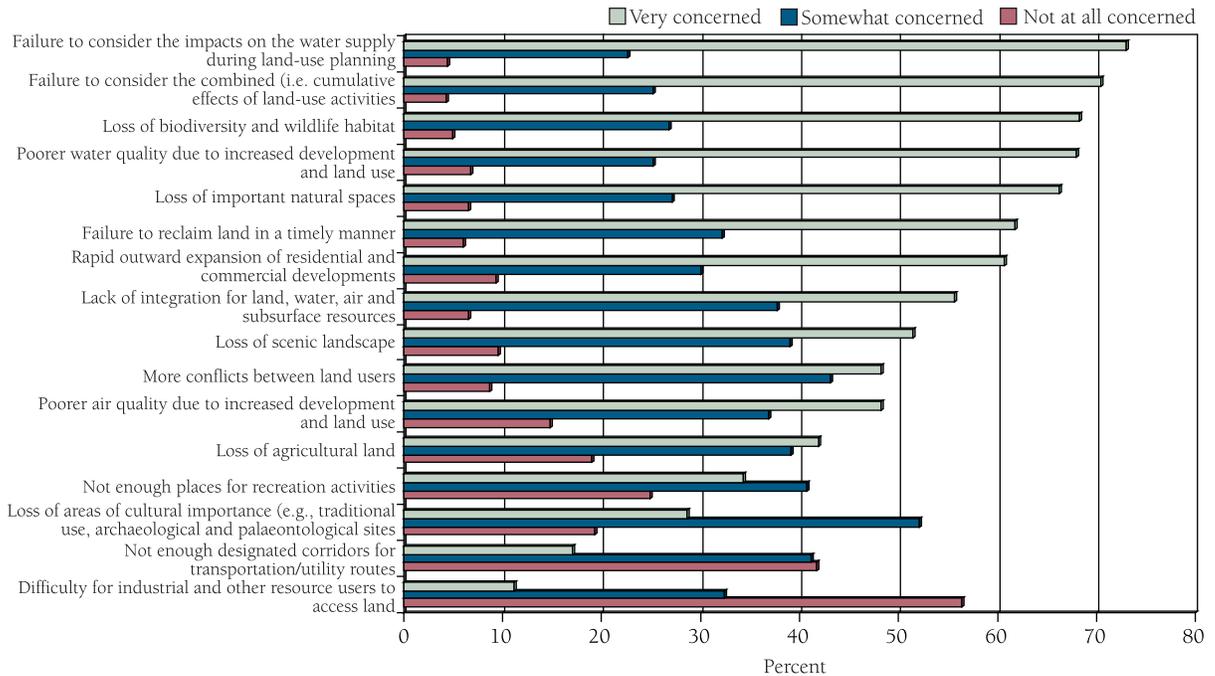
- Clarify the language and terminology in the vision statement.
- Vision statement does not reflect the present land-use system.

³ The term natural spaces is used in the LUF Workbook rather than the term natural areas as the latter carries a specific connotation in the context of Alberta public policy. Respondents to the workbook, however, used the term natural areas; therefore, to respect the integrity of their responses we have used the term natural areas. It frequently appears in responses to questions addressing the issue of natural spaces.

Part II: Issues and Challenges

2. Workbook survey participants were asked to indicate their level of concern with a number of land-use issues and challenges. The following figure shows results sorted by highest to lowest percentage of 'very concerned'.

Figure 2: For each issue indicate if you are 'not at all concerned', 'somewhat concerned' or 'very concerned'.



* Appendix 1 provides a breakdown of 'n' values showing response and non-response

2a and 2b.

The workbook survey asked participants to indicate if they were 'not at all concerned', 'somewhat concerned' or 'very concerned'. In addition, respondents were asked to identify any additional issues and challenges of concern to them. The following summary reflects the responses to the 'Other (specify)' fields. In total, 717 participants provided written comments.

Key themes:

- Industry access and the need for industry to practice better stewardship; industry's approach to development should be premised on sustainability and accountability.
- Government should be more proactive in land-use planning and enforcement.
- Recreational access must balance multiple interests and encourage responsible stewardship.

3. Respondents were asked to choose their top three issues; they were then asked to rank them in order of 'greatest concern'.

Table 1: Choose your top three issues from the list and rank them 1, 2 and 3, where 1 is your issue of greatest concern.

Ranking of Issue (number of respondents)				
	First	Second	Third	Total
Failure to consider the combined (i.e. cumulative) effects of land-use activities	385	239	229	853
Loss of biodiversity and wildlife habitat	351	290	247	888
Not enough places for recreation activities	310	98	67	475
Failure to consider the impacts on the water supply during land-use planning	220	231	181	632
Poorer water quality due to increased development and land use	147	207	177	531
Loss of agricultural land	142	96	111	349
Rapid outward expansion of residential and commercial developments	135	162	234	531
Lack of integration for land, water, air and subsurface resources	90	129	146	365
Loss of important natural spaces	87	172	160	419
Failure to reclaim land in a timely manner	64	102	147	313
More conflicts between land users	54	156	128	338
Difficulty for industrial and other resource users to access land	41	32	39	112
Poorer air quality due to increased development and land use	36	97	94	227
Not enough designated corridors for transportation/utility routes	19	41	52	112
Loss of scenic landscapes	10	41	91	142
Loss of areas of cultural importance (e.g. traditional use, archaeological and palaeontological sites)	7	30	35	72

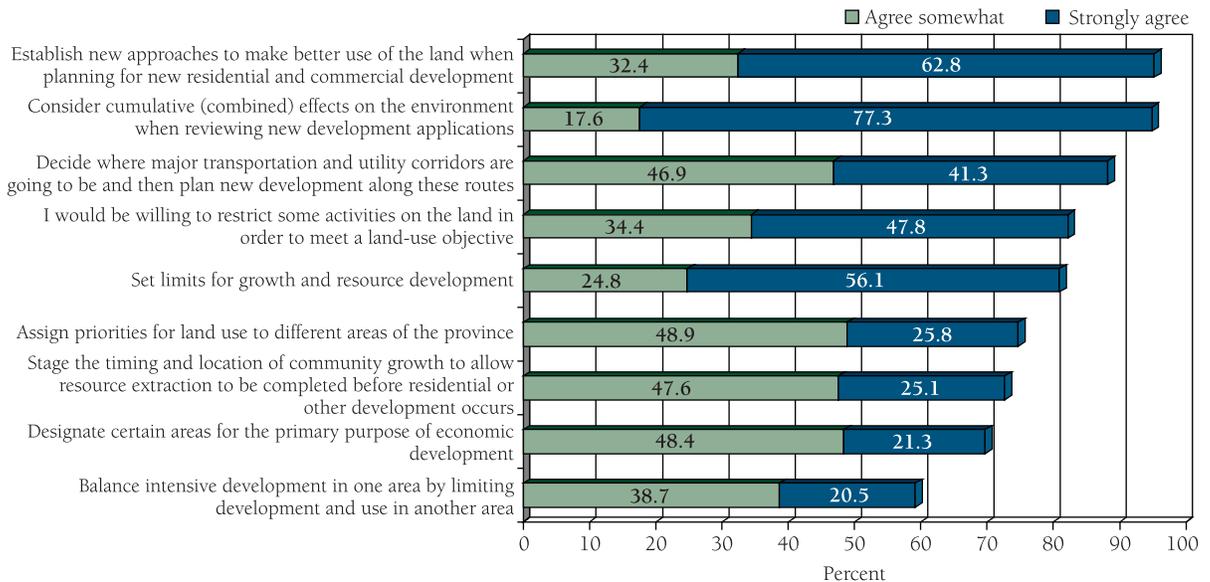
(N=2,138)

Part III: Broad Directions

A. Growth and Resource Management

4. Respondents were asked to rate their level of agreement with a series of statements regarding growth and resource management in Alberta. The following graph plots 'agree somewhat' and 'strongly agree' responses.

Figure 3: Please rate your level of agreement with the following statements regarding Growth and Resource Management.



* Appendix 1 provides a breakdown of 'n' values showing response and non-response

4a.
Respondents were also asked to provide comments related to growth and resource management.

In total, 1,030 respondents provided comments regarding this issue. The issues arising focused on the need for a fundamental change in land-use management in Alberta. The main themes emerging from the comments included: the need for a new, integrated planning model for land-use management and decision-making that creates a clear and level playing field for different users of Alberta's landscapes and resources; the need to adopt a land-use management philosophy that consistently embeds long-term considerations of sustainability in order to preserve quality of life

and landscapes; concerns about the impacts of the current poorly planned and uncontrolled pace of growth, together with its associated depletion of available land resources; and concerns about existing land-use conflicts across various sectors. Less frequently mentioned issues offered suggestions for decision-making approaches, tools and practices; the use of utility and transportation corridors; and the need for strong leadership and tough decisions by the GoA on managing land-use.

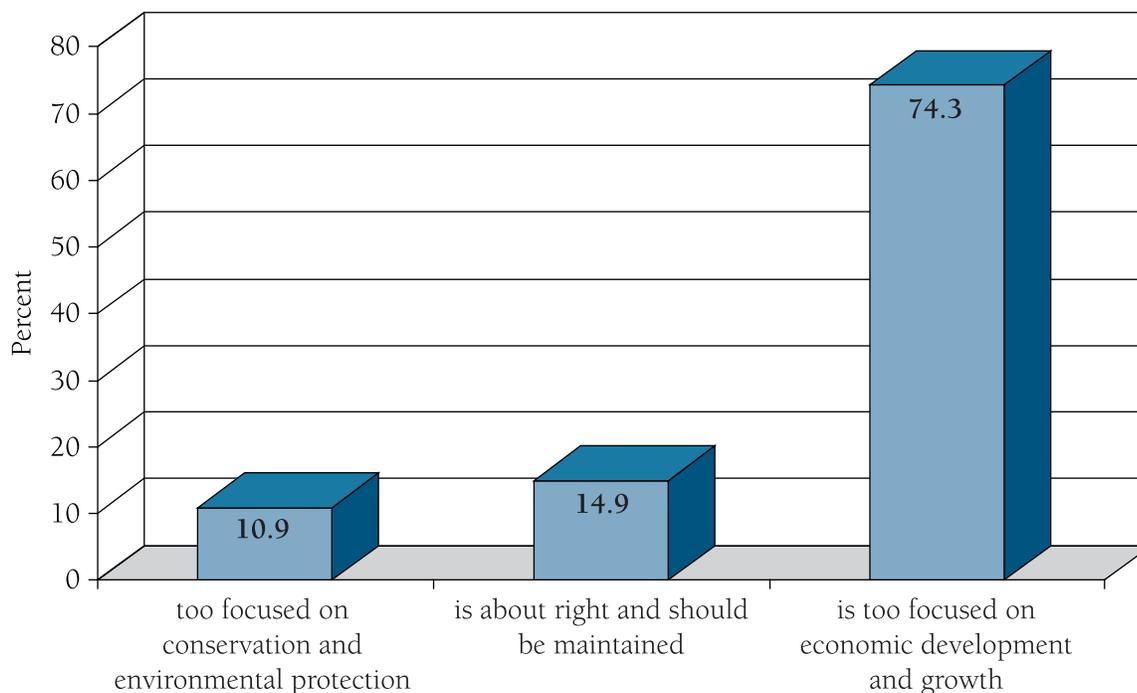
Key themes:

- Managing growth requires a comprehensive provincial land-use planning and decision-making model.

- Land-use planning must be refocused to ensure long-term sustainability.
- The pace and extent of growth has not been managed properly due to a lack of vision and planning.
- Priority land use as an approach to land-use management should be considered carefully; while it may benefit the protection of areas such as wildlife habitats, parks and heritage sites it may impose constraints on other land-use activities in the long-term.
- Apparent inequity between industrial and non-industrial users in accessing public, forest and wild lands where industry such as energy and agriculture seem to have greater access to such areas while recreational users, such as OHV users, do not.
- Managing growth requires changes in land-use practices and users' behaviours premised on more sustainable approaches (e.g. renewable energy, public transportation) to reduce the environmental footprint.
- Urban residential sprawl is causing conflicts with other users and increasing the urban footprint; an intensification model for residential areas should be adopted.
- Agricultural land is being lost to commercial and industrial expansion.
- Ecological services are at risk, especially those relating to water.
- Limits and/or thresholds should be used as an approach to land-use management.

5. Respondents were asked to choose the one response that reflected how they felt about the balance between developing and using Alberta's land versus conservation of Alberta's land.

Figure 4: At present, the balance between developing and using our land versus conservation of our land is...



*Appendix 1 provides a breakdown of 'n' values showing response and non-response (n=2602)

5a.

Participants were asked to respond to the following statement: At present, the balance between developing and using Alberta's land versus conservation of Alberta's land is...

In total, 1,706 respondents provided comments. Most respondents indicated that the balance of land use in Alberta is skewed in favour of development at the expense of conservation. Almost all of these respondents expressed concerns about the environmental impacts of Alberta's rapid growth. Only a few respondents suggested that land use in Alberta is presently too focused on conservation and environmental protection. Their comments clustered around three main themes: loss of access to public lands for recreation; need to rebalance land use; and need for integrated planning. Of the few respondents indicating that the present balance between conservation and development is about right, most provided caveats or suggested ways to protect or enhance the balance.

...too focused on conservation and environmental protection. (185)

Key Themes:

- Loss of access to public lands for recreational use is largely due to closures and restrictions, as in the case for OHV use; education and enforcement are preferable to closures.
- Need to rebalance land use as restrictions are increased on recreational and some industrial use to allow for increased environmental protection.
- Need for integrated land-use planning to achieve a balance among land uses.

...is about right and should be maintained. (178)

Key themes:

- Balance is adequate, however, with caveats; trade-offs between development and conservation are necessary as is the need to respect property rights.

- Need for integrated planning and coordination.
- Balance varies according to area and activity; greater consistency is required to ensure balance among multiple uses such as development, conservation and recreation.
- Better monitoring and enforcement is required across all sectors.

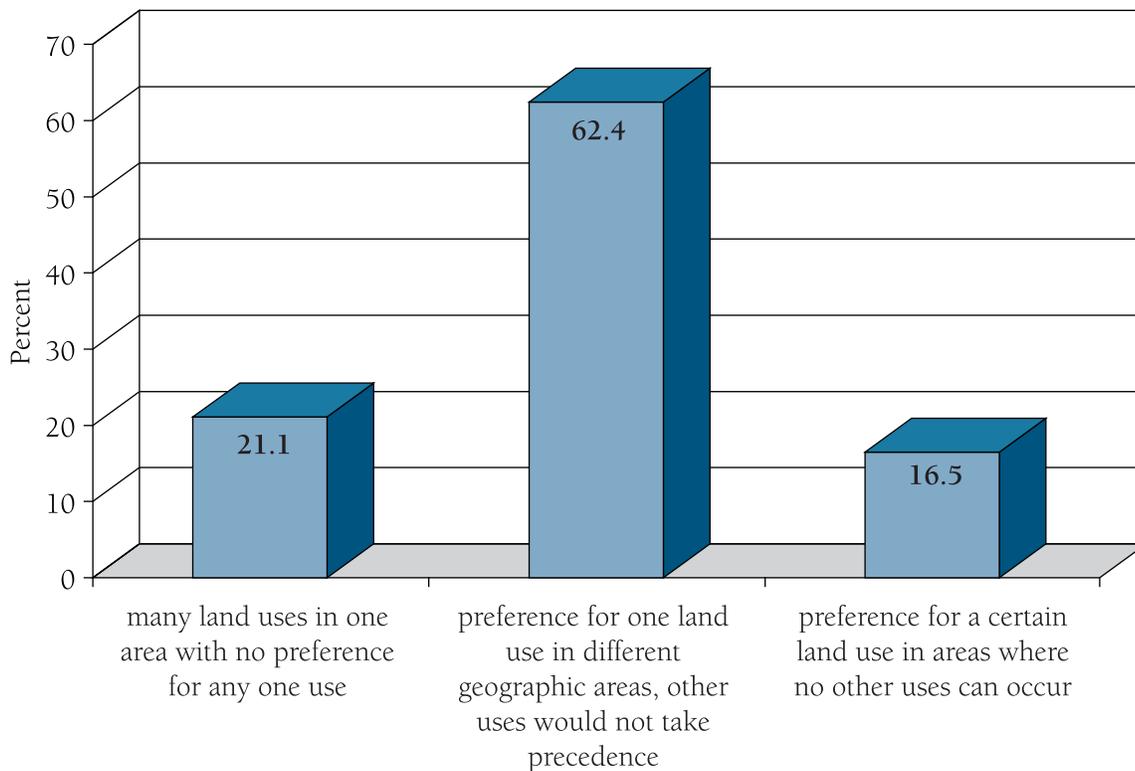
...is too focused on economic development and growth. (1343)

Key themes:

- Cumulative impacts on land and resources are not sufficiently monitored.
- Focus on long-term sustainability for all land-use activities is necessary.
- Inadequate conservation efforts require a proactive response by the GoA.
- Industry, government and individuals are too focused on short-term gain; long-term planning based on sustainability and multi-stakeholder input is required.
- Need for a greater focus on integrated planning that addresses cumulative effects, jurisdictional inconsistencies, environmental and social impacts as well as economic diversification.
- Community and social impacts resulting from rapid economic growth require immediate attention.
- Rapid growth has negative impacts on agricultural land.
- Pace of development must be more measured to reflect Alberta's carrying capacity.
- Reduce the footprint of urban sprawl by redeveloping older or under-used areas, and increasing urban residential density.

6. Respondents were asked to choose the response that most accurately reflected their preference for a range of land uses in Alberta.

Figure 5: When considering the range of uses that may occur on the land, I would prefer to see...



* Appendix 1 provides a breakdown of 'n' values showing response and non-response (n=2497)

6a.

Delving deeper, respondents were asked to explain their preference for land use in Alberta.

The following section provides a summary of respondents' comments, by key themes for each of the three response options to the statement: When considering the range of uses that may occur on the land, I would prefer to see...

Respondents provided a total of 1,497 comments. Most frequently, survey participants favoured a land management approach prioritizing a certain land use in a specific geographic area while allowing other compatible uses to occur. In such cases, respondents reiterated that the priority land use designation

must take precedence over these other uses. These respondents cautioned that the means by which a priority is determined is critical to the success of this particular approach. They emphasized that a number of factors must be considered including: environmental, economic, social, cultural and historical. To a much lesser extent, respondents supported a multiple land use approach whereby no single land use would be privileged over another. Many of these respondents argued that this integrated land management approach not only provided landowners and users more options but also fostered greater protection as multiple users provided more checks and balances upon one another.

...preference/priority be given to a certain land use in different geographic areas; other land uses may occur in that area, but the preferred use may take precedence where conflicts occur. (908)

Key themes:

- Determining priority land-use designations should be based on the carrying capacity of land and water, consider cumulative effects and improve compatibility of uses.
- Assigning priority land use is necessary; it allows flexibility and diversity of land use across the province while creating certainty for users of the land base.
- Managing public lands in the context of priority land use should consider public and recreational access as well as greater enforcement to reduce conflicts.
- Cautions and concerns to consider when designating priority land use include the reassessment of designations on a regular basis; it is important to ensure that designations do not foster overuse by any one industry or user group.

...many land uses occurring in a geographic area with no preference/priority given to one land use over another. (328)

Key themes:

- Multiple land-use approach is preferable as it not only provides land users greater choice but also is more effective in protecting the land base as 'many eyes' are watching the activities.

- Limitations of the priority land-use approach include the creation of inequities among users as these designations privilege one use over another.
- Managing public lands in the context of priority land use should not restrict access for private use, such as grazing leases but rather ensure public access; restricting use of these lands should only be imposed for the purpose of environmental protection.

...preference/priority be given to a certain land use in geographic areas and that no other land uses can occur. (261)

Key themes:

- Some areas must be designated for one specific purpose, such as the protection of wildlife habitat and ecosystems, recreational use, agriculture, forestry and intensive industry.
- Strict limits are needed for land use to: protect land from fragmentation; reduce conflict among users; and address cumulative effects.
- Determining priority land-use designations requires balancing the needs of Albertans while ensuring the ecological integrity of the land base is not compromised.

7. One approach used to manage growth is to place limits on certain land-use activities. Respondents were asked to indicate where they would be willing to limit their activities on the land base in order to allow further development in a range of areas. The following table identifies the trade-offs respondents would be willing to make to allow for further developments.

Table 2: Willingness to accept limits to activities

Willing to accept limits to...	To provide for more (% yes)							
	Agriculture	Forestry	Energy	Protected areas	Watershed protection	Habitat protection	Residential commercial	Other
Recreational use		28.2	21.6	67.1	70.5	70.1		7.7
Residential and commercial development	58.7		27.7	70.8	73.6	70.9		5.3
Energy development	54.9			70.2	73.1	71.5	32.1	6.2
Agricultural development			64.5	70.1	66.2	4.9	17.6	
Forestry development	34.8		20.8	68.0	71.8	65.6	26.8	3.9

N.B. Blank cells indicate the attribute was not asked.

*Appendix 1 provides a breakdown of 'n' values showing response and non-response

7a.

For each question, workbook survey participants were provided the opportunity to indicate 'other' activities they would be willing to trade-off to further a specific type of development.

The five most frequently mentioned categories are presented in order of frequency of mention.

7.1

I would be willing to accept limits to my recreational uses in order to provide for...

Top five categories: (266)

- Agriculture
- Sustainable biodiversity

- Heritage and cultural sites
- OHV areas and trails
- Renewable energy

7.2

I would be willing to accept limits to my residential and commercial development in order to provide for...

Top five categories: (163)

- Forestry
- Biodiversity and conservation of wildlife habitats
- Recreation
- Sustainable development
- Heritage and cultural sites

7.3

I would be willing to accept limits to my energy development in order to provide for...

Top five categories: (180)

- Forestry
- Recreation
- Sustainable development
- Biodiversity
- Heritage and cultural sites

7.4

I would be willing to accept limits to my agricultural development in order to provide for...

Top five categories: (151)

- Forestry
- Sustainable development

- Recreation
- Biodiversity
- Heritage and cultural sites

7.5a

I would be willing to accept limits to my forestry development in order to provide for...

Top five categories: (120)

- Recreation
- Heritage and cultural sites
- Biodiversity and conservation
- Sustainable development
- Aboriginals' use of traditional lands

8. Respondents were then asked to rank their affirmative answers to indicate where they are most willing to accept limits to their activities in the interest of various forms of development. The following table illustrates where respondents are most willing to accept limits to growth.

Table 3: Priority for placing limits (for areas where limits are acceptable)

Willing to accept limits to...	To provide for more (% yes)							
	Agriculture	Forestry	Energy	Protected areas	Watershed protection	Habitat protection	Residential commercial	Other
Recreational use		1.6	1.3	16	25.1	14.8		2.1
Residential and commercial development	8.9		1.2	0	22	13.7		1.3
Energy development	6.6			14.2	22.7	13.5	1.1	1.5
Agricultural development			14.1	25.4	13.3	1.5	1	
Forestry	3.5		0.7	14.5	23	12.3	1.6	3.9

N.B. Blank cells indicate the attribute was not asked.

*Appendix 1 provides a breakdown of 'n' values showing response and non-response

9. Workbook survey participants were asked to identify when placing limits on growth is acceptable and when it is not acceptable.

A total of 3,074 respondents commented on the two questions. Responding to the issue of when placing limits on growth is acceptable, participants emphasized the importance of environmental protection. Most suggested that placing limits on growth was a valid approach when growth threatened the viability of the natural environment or jeopardized Alberta's environmental assets. In addition, respondents stressed that Alberta needs a long-term comprehensive growth management plan for land-use. Sustainability was not only a predominant key theme but also threaded throughout the responses regarding the appropriateness of adopting limits to growth. It is important to note that in some cases, respondents did not directly address when limits to growth would be acceptable, but instead discussed the specific impacts of development or provided suggestions for managing growth.

Addressing when limits to growth are unacceptable, many respondents focused on the means by which the GoA would determine when to impose limits. Respondents argued that the determination of when to set limits must be based on scientific evidence rather than driven by subjective or impressionistic information. Workbook survey participants also suggested that limits to growth are unacceptable if they dramatically slow economic growth or create hardship for communities and individuals. They further noted that limits to growth are unacceptable if they infringe upon individual rights.

...acceptable? (2,118)

Key themes:

- Adopting limits to growth in the interest of environmental protection.
- Sustainability must inform the use of limits to growth.

- Need for a long-term comprehensive land-use plan where limits are identified before development occurs; the planning process should be transparent including public input.
- Infrastructure, urban sprawl and human services become problematic when development exceeds the capacity of cities and towns to meet demands generated by growth.
- Protection of agricultural land warrants setting limits to manage growth.
- Preservation of Albertans' quality of life, now and in the future, is paramount, and thus setting limits to development is acceptable if it ensures quality of life.

...not acceptable? (956)

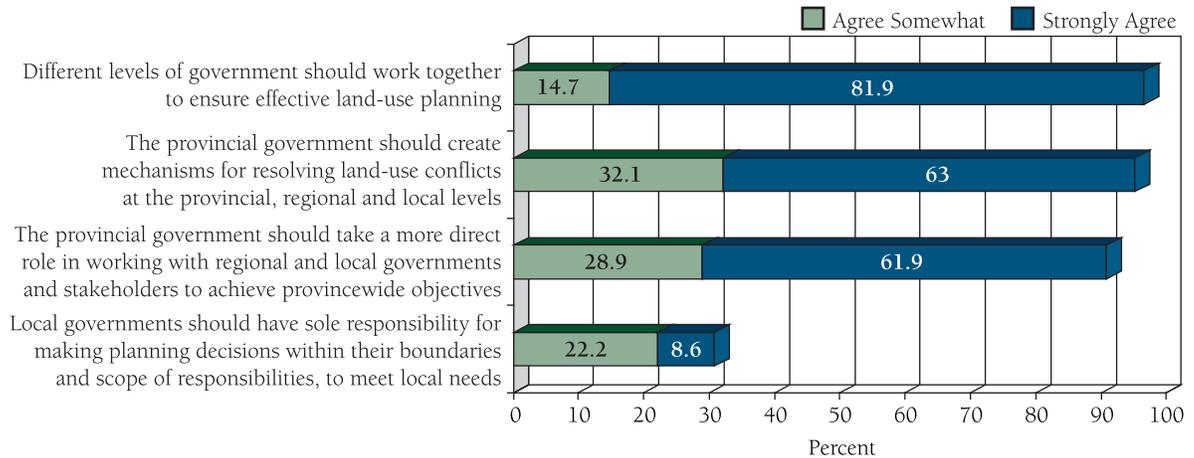
Key themes:

- Factors informing limits to growth do not reflect a broad range of interests; limits must be informed by objective and scientific knowledge rather than special interests.
- Economic hardship is triggered by or deepened by the imposing limits; if limits fuel economic downturns they should be suspended temporarily.
- Development is well planned and environmental impacts are negligible; therefore setting limits is unnecessary.
- Infringes on the rights of Albertans, now and in the future, to enjoy natural areas and to engage in recreational activities.

B. Planning and Decision-making Processes

10. Respondents were asked to rate their level of agreement with a series of statements regarding planning and decision-making in Alberta. The following graph illustrates 'agree somewhat' and 'strongly agree' responses.

Figure 6: Level of agreement with the statements on Planning and Decision-making in Alberta



*Appendix 1 provides a breakdown of 'n' values showing response and non-response

10a.

Respondents were also invited to provide further comments related to planning and decision-making.

A total of 988 respondents provided a broad collection of comments spanning numerous issue areas ranging from the absence of GoA leadership in land-use planning to the role of First Nations in managing land use in Alberta. This question generated a myriad of responses covering a diverse range of topics. Respondents identified and elaborated upon a number of central issues and related sub-issues. Twelve overarching issue areas can be identified in the respondents' comments. This section is organized by these principal issue areas. Subsumed under each issue area heading is a summary of the key themes that were identified through the responses.

Some respondents stated that the GoA must take a leadership role on land-use management, arguing that government leadership has been notably absent. Of further importance to

respondents was both the creation of new planning and decision-making tools as well as the improvement of existing planning and decision-making mechanisms. A few respondents also expressed strong support for regional planning. Despite numerous suggestions, no consensus emerged regarding a regional planning approach. A few respondents were critical of current municipal planning processes, although many of these agreed that given the local nature of land-use planning issues it is essential that land-use planning and decision-making be a shared responsibility between the GoA and municipalities.

To a lesser extent, a few respondents called for a review and rethink of regulations for access to public lands. Many of these respondents suggested that the GoA should be more rigorous in developing policy on the issue and enforcing current regulations. Similarly, a few respondents emphasized that the GoA should have sole authority over provincial public lands.

Role of the GoA

Key themes:

- The GoA must take a strong leadership role as municipalities and local government not only often lack the expertise and resources but also, by definition, typically place local interests first.
- The GoA's performance on land-use planning must improve by moving toward a proactive approach that recognizes multiple interests and needs.

Public Participation

Key themes:

- Suggestions for improving public participation included increased broad public involvement in the planning and decision-making process and improved information dissemination regarding planning issues and processes.
- Concerns regarding current public participation processes emerged whereby the GoA must be more accountable and make a greater effort to ensure the findings from public consultation inform land-use planning decisions.

Planning and Decision-making Tools

Key themes:

- Re-evaluate existing planning and decision-making tools, such as environmental impact assessments (EIA) and Forest Management Plans (FMP) to ensure they are appropriate for the current environment.
- Develop new tools such as a cumulative impact assessment (CIA) and appeal boards to address Alberta's current land-use management realities.

Regional Planning

Key themes:

- Examine the planning and decision-making models used by other jurisdictions and organizations to determine what models are currently in use.
- Target areas for new tools and mechanisms, such as conflict resolution and policy integration; initiatives such as Water for Life should be embedded in the LUF.
- Need to consider the reintroduction of regional planning; these bodies could address inter-jurisdictional issues, as they would not be coincident with existing political boundaries.
- Suggested approaches to regional planning called for these authorities to be formed around specific areas or issues, such as watersheds, natural areas, or high growth areas.
- Cautions and concerns regarding regional planning emphasized the importance of developing revenue and cost-sharing mechanisms and empowering these bodies with 'real authority' to be effective.

Municipalities and Land-use Planning

Key themes:

- Limitations of municipal planning and land-use decision-making are generated by insufficient authority, competition among jurisdictions, and insufficient resources and tools to manage growth.
- Municipalities require adequate resources to provide effective land-use planning.
- Land-use planning is fundamentally a local matter as the issues and resource availability for each varies markedly.

Building Cooperation and Sharing Responsibility in Planning and Decision-making

Key themes:

- Need for more cooperation across jurisdictions in planning and decision-making to facilitate policy coordination and integration as well as accountability of involved parties.

Public Land

Key themes:

- Public land use requires greater attention, support and more responsible use; this requires more concerted land-use planning and enforcement by the GoA.
- Authority and decision-making for public land use should rest primarily with the GoA; however, decision-making regarding access and recreational use should involve greater public input, which would also increase transparency.
- Restriction of access to and use of public lands must find a compromise between access for motorized and non-motorized recreational uses as well as environmental conservation.

Provincial Regulatory Boards

Key themes:

- Alberta Energy Utilities Board (EUB), as a regulator, must undergo a thorough review.
- Other boards or boards in general should be re-evaluated to determine their relevance and effectiveness in serving the public interest.

Envisioning Land Use in Alberta

Key themes:

- Vision or perspective for land use in Alberta should espouse long-term sustainability; this requires strategic planning based on responsible stewardship of land and water as well as balancing competing land-use interests.

Balancing Science-based and Qualitative Research

Key themes:

- Need better information for land-use planning and decision-making; scientific information should be balanced with qualitative research, both of which could contribute to establishing baseline data and a database for land-use activities in Alberta.

Non-provincial Authority

Key themes:

- Federal government's role in provincial land-use planning should be limited to land use involving federal lands and to issue areas such as watercourses that have implications for all Canadians.

First Nations

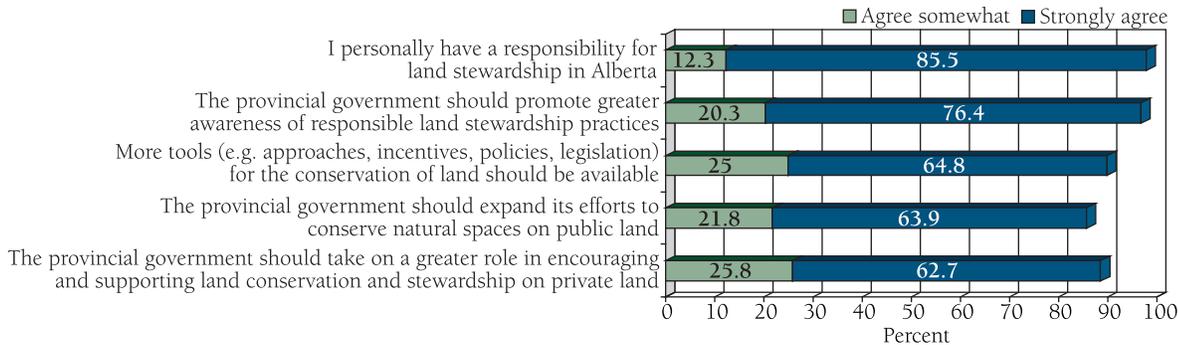
Key themes:

- First Nations' role in provincial land-use planning must be clearly articulated; First Nation communities should not only be consulted on land-use planning issues that involve traditional lands directly but also those affected indirectly.

C. Conservation and Stewardship

11. Workbook participants were asked to rate their level of agreement with a series of statements regarding conservation and stewardship in Alberta. The following graph plots 'agree somewhat' and 'strongly agree' responses.

Figure 7: Level of agreement with the statements on Conservation and Stewardship in Alberta



*Appendix 1 provides a breakdown of 'n' values showing response and non-response

12. Respondents were asked to rank the statement that most accurately reflected their preferred approach to the management of private lands to ensure the provision of public goods (e.g. clean water, healthy soil and habitat for fish and wildlife) in Alberta.

Table 4: Ranking of methods to use private land in ways that maintain the public good

Private landowners should be encouraged to use their land in ways that maintain the public good (e.g. clean water, healthy soil and habitat for fish and wildlife) by:			
Rank (%)	use of regulations and enforcement	taking voluntary actions that benefit their land	use of incentives, rewards, or other mechanisms
First choice	29	35.5	45.1
Second choice	27.1	29.6	38.7
Third choice	44	34.9	16.2

*Appendix 1 provides a breakdown of 'n' values showing response and non-response

12a.

After ranking the three proposed land management strategies for private landowners, respondents proceeded to explain their preferences. The following section provides a summary of respondents' comments for the strategy they ranked as their first choice.

Participants provided a total of 1,566 comments to the question. Responses varied from those who insisted that incentives were the optimal approach, particularly if employed in conjunction with regulations, to those who strongly supported the use of rules and enforcement. Many respondents explicitly or implicitly chose the 'use of incentives, rewards or other mechanisms' as their response option of preference. They argued that it was the most

reasonable way to protect private property rights while taking action toward better land-use management. Respondents suggested that incentives would encourage greater innovation and provide landowners with more flexibility and opportunity to serve the public good, while still owning and having authority over decisions regarding their land. Opting for 'taking voluntary actions that benefit [private landowners'] land', some respondents identified personal responsibility as the foundation for effecting lasting change. In addition, education was extremely important for these respondents. Choosing the use of 'regulations and enforcement', respondents indicated that rules served to establish a minimum standard for all users. Further, these respondents indicated that enforcement must be increased to provide greater disincentives for non-compliance.

...use of incentives, rewards or other mechanisms. (676)

Key themes:

- Incentives protect private property rights and foster better land-use management and provision of the public good by landowners.
- Incentives must be balanced with regulations and enforcement as the latter may be used where there is flagrant abuse of the land base.
- Rules and enforcement are ineffective when not used in conjunction with incentives.
- Reliance on voluntary action alone is ineffective, as the immediate benefit for opting for such actions is often minimal.

...taking voluntary actions that benefit their land. (469)

Key themes:

- Caring for the land is fundamentally a personal responsibility; responsible stewardship, however, can be encouraged through more formal mechanisms.
- Public education and awareness are essential factors to building a responsible stewardship ethic.

- Voluntary action is an important tool for encouraging responsible stewardship; to be effective it must be accompanied by incentives, rewards, and if necessary enforcement.
- Regulations and enforcement while essential must be employed carefully and as a last resort; the primary goal is to foster a responsible stewardship ethic for the long-term.
- Regulations and enforcement lead to limited success when they attempt to impose certain behaviours on private landowners.
- Incentives and rewards are valuable tools that should be used selectively to support and encourage landowners' to adopt and or sustain best land-use practices.
- Incentives and rewards do not yield the desired outcomes as they erode personal responsibility, foster dependency, encourage a sense of entitlement and are costly.

...use of regulations and enforcement. (421)

Key themes:

- Rules and enforcement are essential to establish a minimum standard and create certainty; in conjunction with incentives they can encourage users to adopt best practices.
- Voluntary action alone is ineffective as the profit-motive and pressures to be economically viable increases the potential for landowners to sustain practices that can lead to environmental degradation.
- Incentives should not be used as landowners should not be paid for 'doing the right thing'.
- There are limits to private property rights; landowners' activities must not render the land base non-viable for future generations.

13. Respondents were asked to rank the statement that most accurately reflected their preferred approach to the management of public lands that would ensure the provision of public goods (e.g. clean water, healthy soil and habitat for fish and wildlife) in Alberta.

Table 5: Ranking of methods to use public land in ways that maintain the public good

Users of public land (e.g. recreational users, industrial users) should be encouraged to use the land in ways that maintain the public good (e.g. clean water, healthy soil and habitat for fish and wildlife) by:

Rank (%)	use of regulations and enforcement	taking voluntary actions that benefit their land	use of incentives, rewards, or other mechanisms
First choice	61	26.8	20.4
Second choice	19.2	29.9	47.7
Third choice	19.8	43.3	32

*Appendix 1 provides a breakdown of 'n' values showing response and non-response

13a.

After ranking the three proposed land management strategies for public lands, respondents proceeded to explain their preferences. The following section provides a summary of respondents' comments for the strategy they ranked as their first choice.

In total, 1,536 participants commented on the three response options. Most respondents, by far, considered regulations and enforcement as the best, the only, or the default option for encouraging appropriate and responsible use of public lands. Some people viewed enforcement as a necessary adjunct to education and voluntary compliance, both of which they deemed the preferable, but less practical options. Some respondents viewed voluntary action, particularly public education, as the preferred approach. However, not all of those commenting on this response option explicitly favoured voluntary actions; a few revisited the regulations and enforcement approach, which they viewed as necessary for the minority of recreational and industrial users who damage the land. While incentives and rewards were the least favoured option for the management of

public lands, those who preferred this approach most frequently indicated that rewards and incentives would influence behaviour more effectively than disincentives and punitive measures.

...use of regulations and enforcement. (965)

Key themes:

- Regulations and enforcement are fundamental for maintaining the public good.
- Irresponsible recreational users should be held accountable; enforcement would target those actually violating regulations rather targeting all users.
- Establish tough regulations and ensure enforcement; these must be widely publicized to increase effectiveness.
- Industry must be held accountable for its use of public lands, both in terms of transgressions as well as responsible stewardship.
- Private landowners must be held accountable for public land use; education provides an important mechanism for fostering responsible land use.

...taking voluntary actions that benefit their land. (315)

Key themes:

- Need for public education of all users, especially the broad range of recreational users.
- Acknowledgement and additional support for existing volunteer efforts would strengthen the role organizations play in a range of activities from trail maintenance to clean-up and voluntary patrols.

...use of incentives, rewards or other mechanisms. (256)

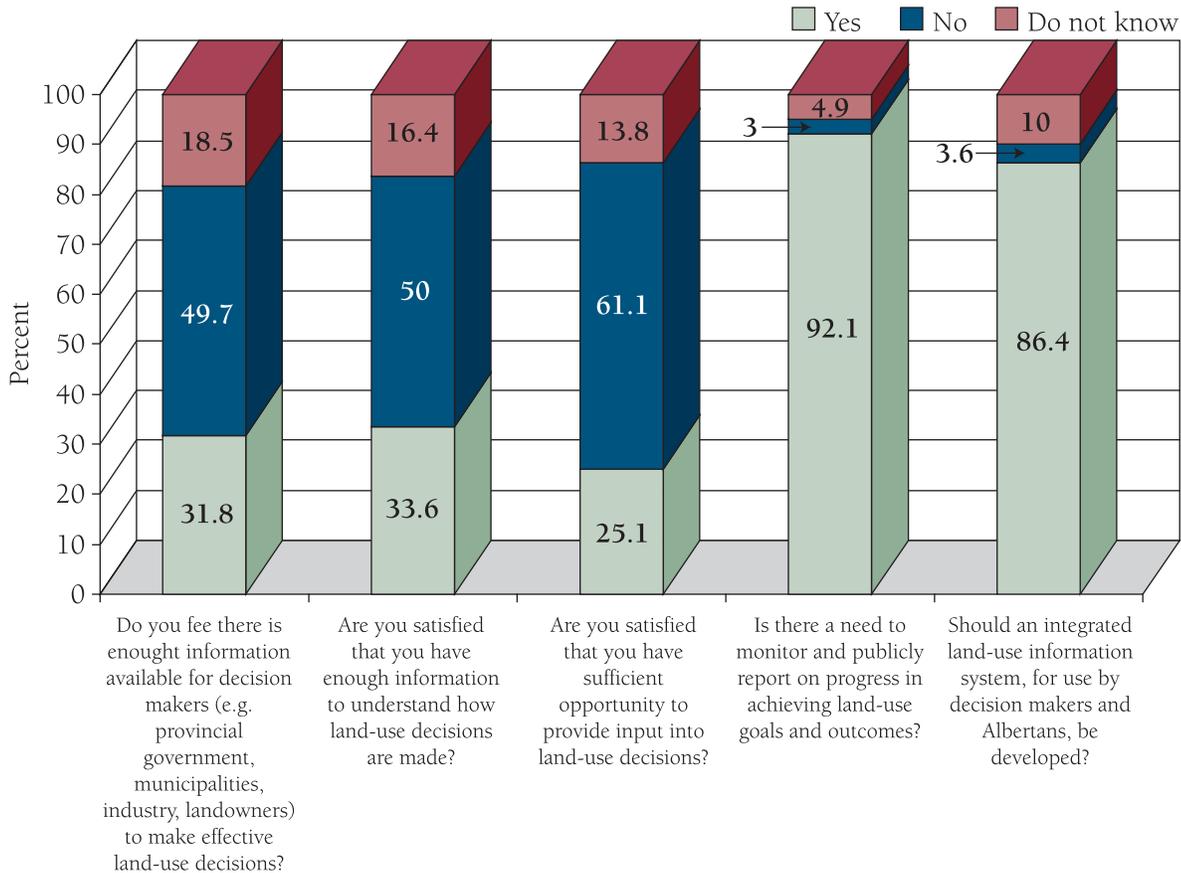
Key themes:

- Non-punitive measures yield more effective results than regulations; a user-pay system based on the impact of the use on the land base constitutes one such measure.
- Incentives for recreational users that voluntarily support programs and activities encouraging good stewardship practices should be publicly recognized and provided monetary support for their activities.
- Incentives would encourage industry to pursue responsible stewardship; firms that meet or exceed basic standards should be rewarded through mechanisms such as public recognition and transferable impact credits.

D. Monitoring and Evaluation

14. Respondents were asked to provide feedback on a series of questions regarding whether or not they believed that various levels of government not only had sufficient information to make effective land-use decisions but also if the level of monitoring and public reporting were sufficient to achieve land-use goals and outcomes. The following graph shows the percentage of respondents indicating 'yes'.

Figure 8: Level of agreement with the questions on Monitoring and Evaluation



*Appendix 1 provides a breakdown of 'n' values showing response and non-response

14.1a

Respondents who indicated that there is not sufficient information available for decision-makers to make effective decisions were asked to identify what information is missing.

A total of 894 responses were provided. Many of the respondents called upon the GoA to gather baseline data for Alberta's environmental assets. Similarly, many respondents suggested decision-making in the sphere of monitoring and evaluation should be based on scientific

knowledge and the input of experts, but balanced with non-science based information. At the same time, some respondents emphasized that the public and multi-stakeholders should provide input into this process. In addition, these respondents stated that the information generated from the ongoing monitoring and evaluation of Alberta's land base should be readily available to Albertans.

Key themes:

- Scientific data and assessments should inform decision-making for issues such as land use, groundwater mapping, ecosystems, biodiversity, and forestry.
- Input from multi-stakeholders is required; a broad range of stakeholders must be included.
- Information gathering, distribution, and accessibility should be coordinated among all levels of government and made available to both the general public and private sector.
- Expertise and experience should inform decision-making; government should draw upon independent experts while raising the level of expertise among decision-makers.
- Ensure regulations and guidelines are clearly stated and publicly available.
- Develop public educational programs on land use, as there is a paucity of programs.

14.2

Those participants suggesting that they did not have enough information to understand how land-use decisions are made were invited to indicate what information is missing.

Of the 637 survey participants commenting on this question, many respondents indicated that land-use decisions are inadequately communicated to the public and tend not to allow for public input. They suggested that insufficient information is made public during the decision-making process thereby limiting the ability of Albertans to understand, and ultimately, assess land-use decisions. The ongoing reluctance of government to release information also raised concerns among some individuals regarding the issue of transparency and the intent of many decisions.

Key themes:

- More effective communication with the public is required to provide the public with

information and opportunities for input before decisions are finalized.

- Challenges to understanding decision-making processes are fuelled by the lack of information regarding land-use decision-making processes.
- Decision-making should be transparent and open throughout the process.
- Broader access to information is required and where information is available it must be presented in a clear and ‘user friendly’ manner.
- Personal time and effort are typically limited, and thus information needs to be presented in a brief and concise manner.

14.3

Participants who indicated that they were not satisfied with the opportunities available to provide input into land-use decisions were invited to comment on what is missing.

Comments were provided by 1,219 respondents. The main themes identified by respondents largely reflected those presented in the previous two questions. Respondents emphasized the need for developing mechanisms that allowed for ongoing input and feedback from the public and multi-stakeholders. Some survey participants expressed concern regarding the lack of transparency and openness in decision-making processes, calling on the GoA to address these deficiencies. In addition, some respondents indicated that the GoA's efforts to solicit public input were more symbolic than representative of a commitment to incorporate the public into decision-making.

Key themes:

- Opportunities for ongoing public input and feedback in conjunction with mechanisms to generate awareness and disseminate information must be developed further for the LUF, in order to generate meaningful public involvement.

- Government commitment, openness and transparency must be strengthened to reassure Albertans that the GoA is listening.
- Processes must facilitate balanced and meaningful input from all stakeholders, not only special interests, throughout the development of the LUF initiative.

14a.

The workbook survey also asked respondents to provide further comments related to monitoring and evaluation. Below are the key themes that emerged from respondents' comments.

In total, 879 respondents provided comments that focused, to a large extent, on the level of effectiveness of existing government approaches to monitoring and evaluation as well as the absence of sufficient enforcement of related policies. Many suggested that current approaches must be improved and new ones developed. In addition, respondents called upon the GoA to make a broad range of land-use information available to the public.

Key themes:

- Government must improve the management of the land base to reflect economic, environmental and social interests.
- A need for more government action and enforcement is required beginning with policies already in place such as Water for Life; this requires additional resources, support and education for monitoring and reporting as well as enforcement.
- A need for more effective monitoring and evaluation is necessary to assess progress toward achieving land-use goals.
- Increased accessibility of information on land use and the resulting impacts must be available to the public and stakeholders in advance of public consultation to allow for well-informed input into the decision-making process.
- Create opportunities for stakeholder input regarding land use; mechanisms for generating awareness and soliciting input must be easily accessible by small, medium and large firms and stakeholders in general.

Part IV: Guiding Principles

15a. Workbook survey respondents were asked if any guiding principles were missing from the list presented in the workbook and, if so, were there any guiding principles they would like to add.

In total, respondents provided 1,016 comments. Most frequently, survey participants supported the guiding principles as presented in the workbook. Some respondents insisted that the guiding principles must be enforceable to be effective, suggesting that without supporting regulation and legislation implementation and compliance become optional. A range of other themes surfaced, most often: the guiding principles must respect the rights of individuals, particularly landowners; a broad public education and communication process is necessary to ensure the success of the LUF; the guiding principles must ensure that land-use decisions consider long-term implications; and the precautionary principle is notably absent from the guiding principles. Some respondents forwarded suggestions for improving the guiding principles. These generally centred on the lack of clear definition of terms and the vague language used. Finally, a few individuals offered suggestions for additions the guiding principles. These comments spanned a range of topics including assured compensation for landowners to offset the impacts of land-use decisions, an explicit commitment for regular review and revision of the LUF as well as recognition of the need for correcting erroneous land-use decisions.

In a few cases, respondents did not provide explicit additional guiding principles for consideration, but rather provided suggestions for improving upon the existing seven guiding principles. These are summarized under the heading 'Suggestions for improvement'. Further, a few respondents identified additional elements that they deemed important for inclusion in the existing seven principles. These are listed at the end of the key theme summary.

Key themes:

- The guiding principles set reasonable parameters for land-use planning in Alberta.
- Guiding principles must be legislated and enforceable to be effective.
- LUF must respect and not contravene the rights of citizens and landowners; a guiding principle should be included that ensures private property rights are upheld.
- Success of the LUF depends, in part, on communication and public education; public education should be included as a guiding principle.
- Land-use decisions must reflect long-term land-use planning.
- Precautionary principle is notably and erroneously absent and should be adopted.
- Decision-making must occur in a timely manner to limit ad hoc decisions.
- Suggestions for improving the guiding principles:
 - Terms such as science-based, adaptable, flexible, and sustainable must be defined and used consistently throughout the LUF.
 - The guiding principles require further clarification to avoid various interpretations.
 - The guiding principles should be specific to Alberta and move away from 'motherhood and apple pie' statements.
- Proposed additional guiding principles:
 - Monitoring and reviewing must be incorporated.
 - Efficiency and effectiveness should be explicitly articulated.
 - Specific groups (e.g. Aboriginals, seniors, disadvantaged) should be explicitly identified.
 - A proactive approach to land-use planning must be articulated.
 - Conflict resolution should be a guiding principle.

15b.

Respondents were asked if there were any guiding principles they did not support.

The following section provides a summary of respondents' comments. The summary begins by providing an overview of the comments offered by participants who explicitly supported all seven of the guiding principles, but with caveats. This discussion is followed by a summary of the comments provided for each of the guiding principles. It is organized by guiding principle, with the comments listed in order of frequency of mention.

In total, 809 survey participants provided comments. Most frequently, respondents indicated support for the guiding principles. A few of these qualified their support with caveats ranging from reservations regarding the GoA's ability and commitment to implement the principles in land-use planning, decision-making and management processes to issues with the vague wording employed in the principles. Notably, the principle 'adaptable and flexible' received almost twice as many comments as the next most frequently mentioned principle. For these respondents, concern typically centred on the stated need to meet existing commitments. Many believed that existing commitments should be revisited and commitments shown to produce negative impacts should not be upheld. Reasons given for non-support for other principles spanned a broad range of issues. Common themes included: the equal weight given to economic, social and environmental considerations in the context of sustainability; the need for the GoA to take tough decisions that may not be perceived as fair and equitable to all Albertans; knowledge-based decision-making should ensure the integrity of the scientific evidence as well as consider qualitative information; issues with the notion of 'shared responsibility' and its potential for precluding accountability; concern that collaborative decision-making would offer interest groups and the vocal minority undue influence; and apprehension that the principle of integration provides a 'loophole' for economic consideration to trump all others.

Adaptable and flexible

- Adopt this guiding principle with caution, as existing commitments should not be supported if they would have negative environmental impacts. This principle could be used not only to support the status quo but also to interpret rules and guidelines too broadly

Sustainable

- Balancing economic, environmental and social objectives is problematic unless it is qualified to suggest that a healthy environment is essential for everyday activities and development, and thus economic development and social objectives should be balanced against this.

Fair and equitable

- Maintaining the public good requires the GoA to take difficult decisions, which may not be fair and equitable to all parties involved.

Knowledge-based

- Knowledge-based is essential; knowledge must draw upon current science-based evidence and qualitative information.

Accountable and responsible

- Shared responsibility reduces the ability to hold government accountable and increases the ability to offload responsibilities onto other involved parties.

Collaborative

- Fundamentally a central principle providing it does not privilege special interest groups such as industry or provide increased opportunities for vocal minorities to influence decision-making.

Integrated

- Clarification of what is meant by integration is important; however, as stated it is too open to interpretation and suggests one factor, such as economic, environmental or social, could take precedence over the others.

Part V: Outcomes

16. Based on consultations to date, the GoA determined that the three following outcomes were important to most Albertans. Workbook participants ranked them 1, 2 and 3 where 1 was the most important to the respondent and his/her family.

- Well-planned places to live and to play.
- Sustainable prosperity supported by our land and natural resources.
- Healthy environment and ecosystems.

Table 6: Ranking of the three Outcomes

Rank (%)	Well-planned places to live and play	Sustainable prosperity supported by our land and natural resources	Healthy environment and ecosystems
First choice	17.3	17.4	67.2
Second choice	41.2	35.8	22.4
Third choice	41.4	46.8	10.4

*Appendix 1 provides a breakdown of ‘n’ values showing response and non-response

16a.

Respondents were asked if the three key outcomes captured what they deemed should be the overarching goals of the LUF

This section has two parts. The first part considers whether or not respondents generally supported the proposed outcomes and provides a list of proposed additional outcomes identified by participants. While respondents presented further topics for consideration as additional outcomes or possible inclusion in the exiting outcomes, they tended not to elaborate upon these. Drawing upon those respondents who did not support the outcomes, the second part identifies the reasons for non-support. In some cases, respondents did not directly address the outcomes, but instead offered general feedback about land-use concerns and priorities.

A total of 1,397 participants responded to the question. Many of the respondents supported the three outcomes indicating that the outcomes

captured what they want achieved by the LUF. Three main themes emerged: the term ‘sustainable prosperity’ must be defined more clearly; economic prosperity should not take precedence over environmental conservation; and preservation and conservation of the natural environment demands consideration. Some respondents forwarded suggestions for additional outcomes. These proposals spanned a broad range of issues including sustainable agriculture, increased accountability and good governance as well as the conservation of cultural heritage.

Do the outcomes capture what you would like to see emerge from the framework? (833)

Key themes:

- Outcomes capture what I would like to see.
- Conservation and preservation of the natural environment is fundamental and should be stated explicitly.

- Key terms must be clearly and concisely defined including ‘healthy’, ‘sustainable’, ‘prosperity’ and ‘well-planned’.

**Are there any outcomes you do not support?
(564)**

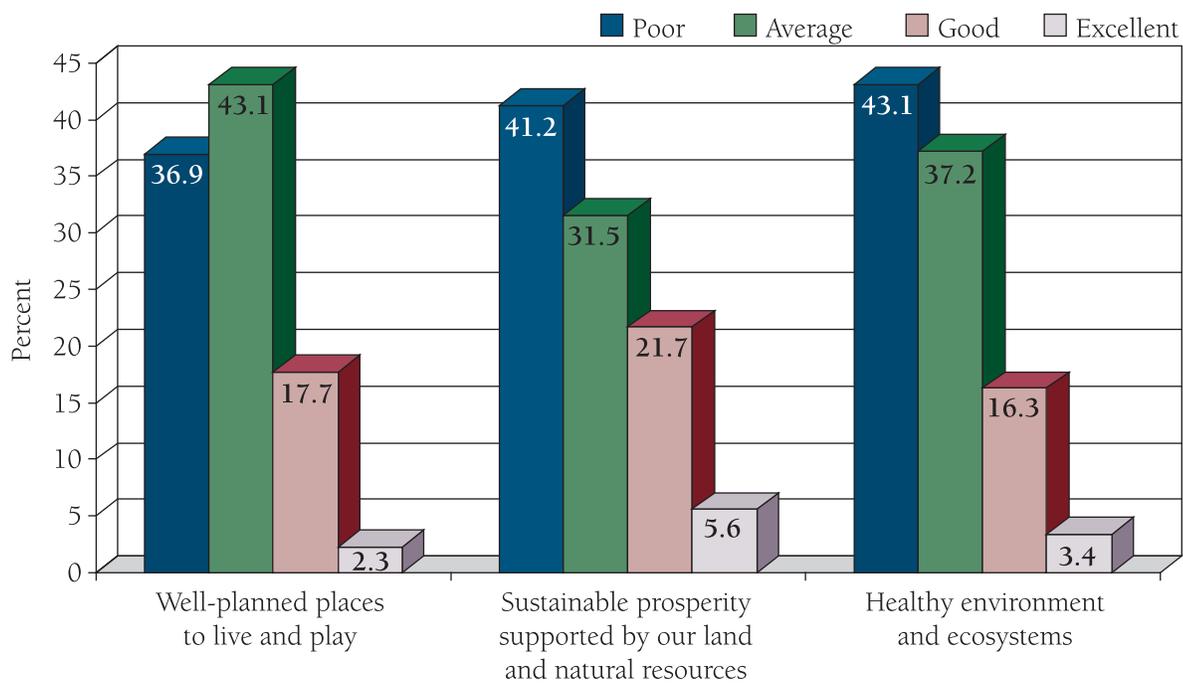
Key themes:

- Respondents generally supported the outcomes.
- ‘Sustainable prosperity’ must be defined to be meaningful as it currently suggests that economic development takes precedence over environmental conservation.

- Conservation of the environment is a primary consideration and inadequately addressed in the outcomes.
- Industrial growth should be monitored and managed to limit its detrimental effects.
- The GoA must be proactive in achieving the outcomes.
- Key terms and the scope of the outcomes are vague and too open to interpretation; these require further clarification.

17. Workbook survey participants were asked to rate how Alberta is currently doing in each of the outcome areas. The following graph shows the percentage of responses for each outcome.

Figure 9: Rating of how well Alberta is currently doing



*Appendix 1 provides a breakdown of ‘n’ values showing response and non-response

17a.

The workbook survey asked respondents to identify the top three things that the GoA could do in the near future to move toward achieving the proposed outcomes.

Generally, respondents did not explicitly identify their top three issues but rather provided an overview of main considerations for the GoA. First and foremost, the eleven overarching issue areas emerging from the respondents' comments and recommendations inform the structure of this section. Under each issue area heading, is a summary of the key themes that emerged from the responses in relation to the overarching issue area.

Comments were submitted by 1,501 respondents, each of whom identified between one and five activities that could be pursued to advance the proposed outcomes. Most frequently, respondents explicitly discussed one or more aspects of land-use planning; comments ranged from the need for long-range planning to a call for increased public consultation in land-use planning processes. Other comments centred on urban planning, with many respondents stressing the need to contain urban sprawl and to plan dense, sustainable cities and towns. Many respondents singled out the need to slow, limit, or halt industrial or economic growth in the province, either temporarily or permanently. Respondents encouraged the GoA to protect a greater proportion of the province from all forms of industrial, municipal and agricultural development as well as recreational use, through more stringent regulations.

Some openly urged the GoA to strike a balance between environmental protection and economic growth, a sentiment that was implicit in many responses. While protection of water, air, soil, forests and agricultural land was a consistent theme throughout the comments, a few explicitly called on the GoA to protect and conserve, more proactively, Alberta's water and forests for both humans and wildlife. Others sought significant increases in royalty rates from the oil and gas industry, with the collective

revenues invested in a range of initiatives to promote Alberta's long-term sustainability. Finally, a few respondents took the GoA to task for its overall approach to land-use management.

Land-use Planning

Key themes:

- Authority for land-use planning should not be the sole purview of municipalities, but rather be informed by provincial land-use legislation and perhaps supported by the creation of regional planning bodies.
- Planning that considers the cumulative effects of development should underlie an integrated land management approach to ensure that all development projects are assessed based on its environmental impacts and contribution to cumulative effects.
- Consult the public on land-use decisions.
- Planning for the long term should extend 50 to 100 years into the future and consider planning for long-term economic and environmental sustainability.
- Planning that reflects scientific research should become a cornerstone of land-use planning; this would include funding research on sustainable technologies, agricultural practices, and alternative energies.

Slow the Pace of Industrial and Economic Growth

Key themes:

- Slow the pace of growth and/or limit growth to limit irreversible environmental impacts.
- Stop industrial development to allow for the development of a long-term, integrated land-use strategy based on a comprehensive cumulative effects assessment.
- Methods for slowing or stopping growth include reducing the issuing of development permits; prohibiting further work until reclamation is complete; and imposing

stringent regulations to limit emissions, water usage and other environmental impacts.

Municipal Planning

Key themes:

- Stop urban sprawl and its encroachment on agricultural lands by opting for residential densification.
- Municipal planning and infrastructure development must strive to reduce environmental impacts and encourage the greening of urban centres.
- Leadership from the GoA should focus on creating a more equitable and stable municipal funding structure to keep pace with growth while using provincial oversight to encourage municipalities to curb urban sprawl and the creation of green communities.

Legislation and Enforcement

Key themes:

- Enforce existing laws and regulations pertaining to all stakeholders and the public.
- Strengthen laws and regulations, particularly in the area of environmental protection.
- Accelerate and strengthen the reclamation process through the creation of incentives and enforcement.
- Punish abusers by implementing harsh penalties such as fines or withdrawing development permits.
- Increase the budget for enforcement.

Better Protection of Natural Resources

Key themes:

- Protecting water resources should be a cornerstone of the LUF. It requires restricting use by the oil and gas industry; monitoring and managing contamination of water sources by industries such as oil, gas

and agriculture; and embedding the Water for Life Strategy into the LUF.

- Strengthen forest conservation and reassess current logging practices in Alberta.

Strike a Better Balance Between Environmental Protection and Economic Growth

Key themes:

- A healthy economy requires a healthy environment, and thus activities that lead to environmental degradation are inconsistent with Albertan's long-term prosperity.
- Stop favouring industry at the expense of Albertans and the environment.
- Value the environment over the economy; this can be achieved through actively exploring alternative avenues to generating prosperity.

Recreational Use of Land

Key themes:

- Better policing of recreational areas is becoming ever more imperative with increasing demands on the land base.
- Create more parks and campgrounds.
- Rethink recreational fees and allocations as rising costs prevent many Albertan families from enjoying public recreational lands.
- Reassess the GoA's approach to OHV users and OHV designated areas; sensitive ecological areas should be off-bounds to OHV users.
- Better planning of recreational areas is necessary to reduce industrial expansion into such areas and to balance recreational use with environmental protection.

Protection of Wilderness and Sensitive Ecosystems

Key themes:

- Protecting wilderness and special places from industrial encroachment and fragmentation resulting from development must be addressed in the short-term, medium and long-term.

Increasing and Investing Oil and Gas Revenues

Key themes:

- Increasing royalties from energy could slow growth, fund the development of alternative energy and mitigate environmental damage caused by the industry.
- Develop alternative sources of energy such as wind and solar with a view to the long-term energy needs of Alberta; views on nuclear energy were mixed.

Building Public Awareness and Knowledge

Key themes:

- Increase public education programs for all Albertans focusing on developing a responsible stewardship ethic.

Need for the GoA to Exercise a Leadership Role

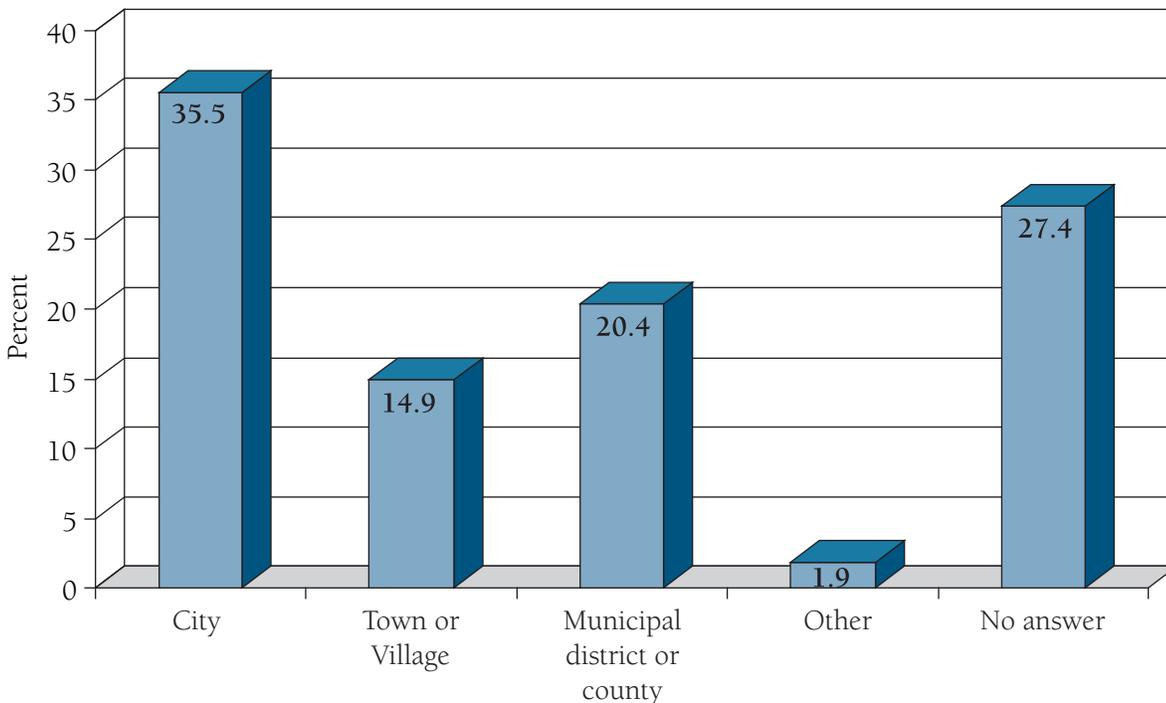
Key themes:

- Dissatisfaction with provincial leadership emphasized the ad hoc approach to land-use planning by the GoA over the past years, which has meant inadequate protection of the environment and the interests of Albertans, now and in the future.

Part VI: About You

18. Workbook survey participants were asked to indicate where they live. Results are presented in the following graph.

Figure 10: Where do you live?



18a. Participants were given the opportunity to specify where they lived. An overview of these responses follows.

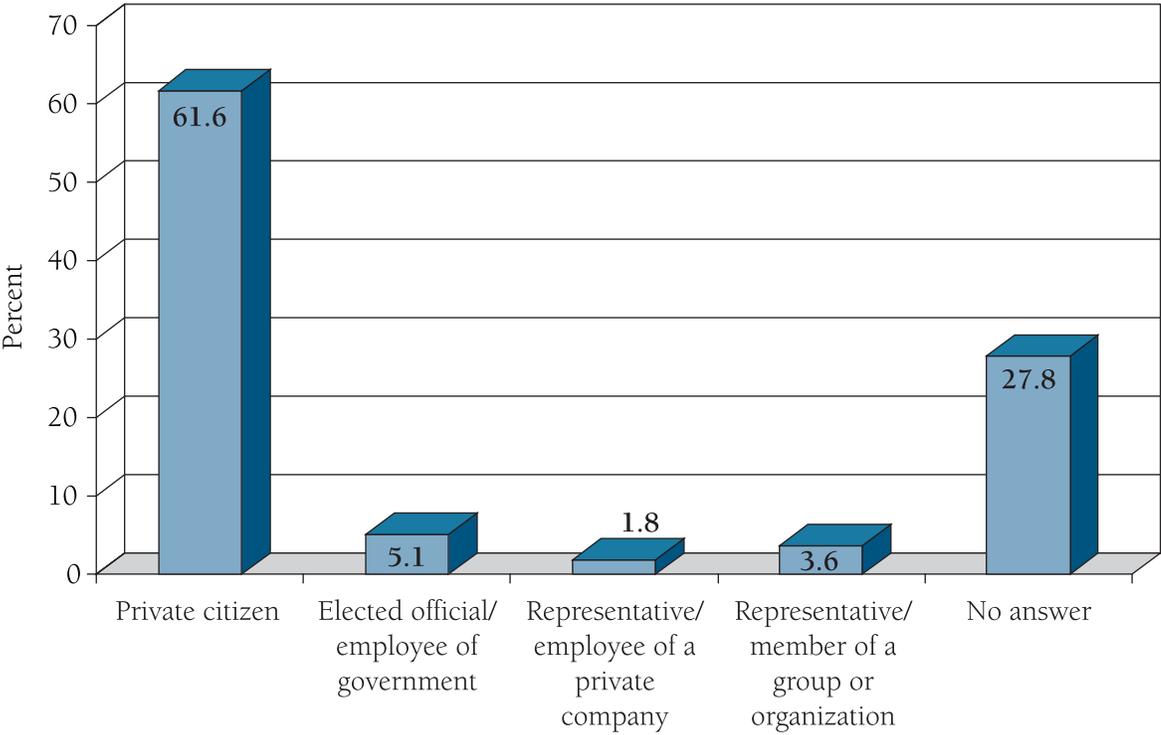
Table 7: Where do you live? Other (please specify)

Category	Frequency of Mention per Category
City	17
Rural	14
Town	12
Aboriginal community	7
Both urban and rural	7
County or Municipal District (specified)	7
Village	6
Acreage	6
Summer village	5
Special Area	5
Hamlet	1

* Some participants mentioned multiple categories in a single response.
(n=78)

20. The following graph shows participants' responses when asked in which capacity they were completing the workbook survey.

Figure 11: Are you answering this questionnaire as a:



20a. Workbook survey participants were asked to specify the type of group or organization they represented. A summary of responses follows.

Table 8: Representative or member of a group or organization (please specify the type of group)

Category	Frequency of Mention per Category
Recreational	39
Off-highway vehicle	31
Environmental	20
Professional	19
Community service	14
Other	13

* Some participants mentioned multiple categories in a single response.
(n=110)

20b. Participants were given the option to provide additional information describing the capacity in which they were responding to the workbook survey. This is summarized below.

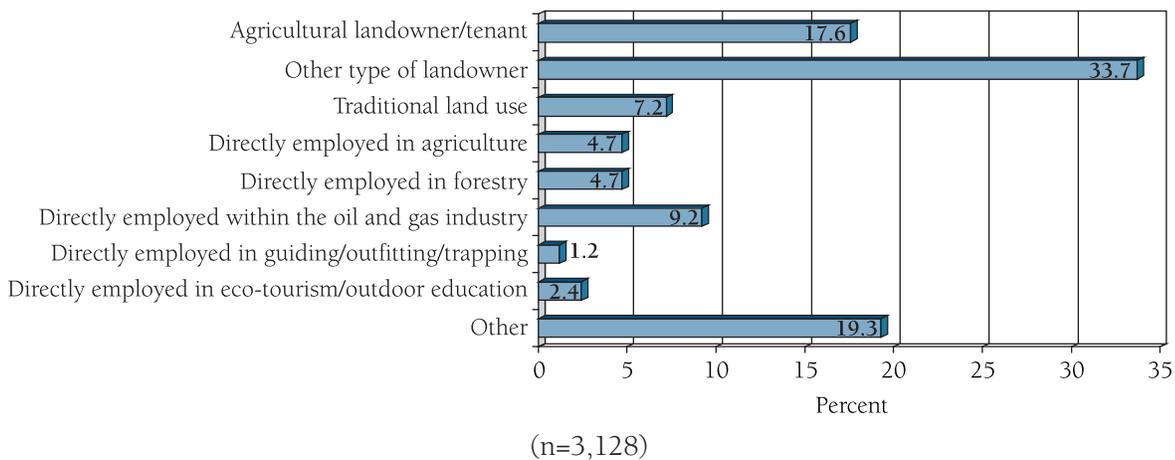
Table 9: You are answering this questionnaire as a: other (please specify)

Categories	Frequency of Mention per Category
Profession specified -----	12
Outdoor recreationalist -----	10
Farmer/ranches -----	9
Concerned citizen -----	7
Landowner -----	3
Educator -----	3
Student -----	2
Other -----	2

* Some participants mentioned multiple categories in a single response.
(n=42)

21. Respondents were asked to provide information about their primary land use(s). The following graph details their responses.

Figure 12: Describe your primary land-use activities.



21a. Workbook survey participants choosing the category ‘other type of landowner’ were asked to indicate the landowner type. A summary of responses follows.

Table 10: Other type of landowner (please specify)

Category	Number of Mentions per Category
Residential - - - - -	904
Acreage - - - - -	70
Commercial - - - - -	58
Recreational - - - - -	49

* Some participants mentioned multiple categories in a single response.
(n=1,016)

21b. Traditional land users were asked to specify their land use.

Table 11: Traditional land use (please specify)

Category	Frequency of Mention per Category
Hunting - - - - -	73
Fishing - - - - -	69
General recreation (unspecified) - - - - -	51
Camping - - - - -	48
Agricultural (e.g. farming, ranching, grazing) - - - - -	35
Hiking - - - - -	28
Off-road motorized vehicle recreation - - - - -	27
Trapping - - - - -	20
Wildlife observation - - - - -	13
Berry picking - - - - -	11
Photography - - - - -	7
Mushroom picking - - - - -	6
Mountain biking - - - - -	6
Horseback riding - - - - -	3
Spiritual - - - - -	3
Boating - - - - -	1
Traditional urban use (e.g. streets, trails, parks) - - - - -	1

* Some participants mentioned multiple categories in a single response.
(n=225)

20c. Participants were invited to name other primary land uses not included in the response options

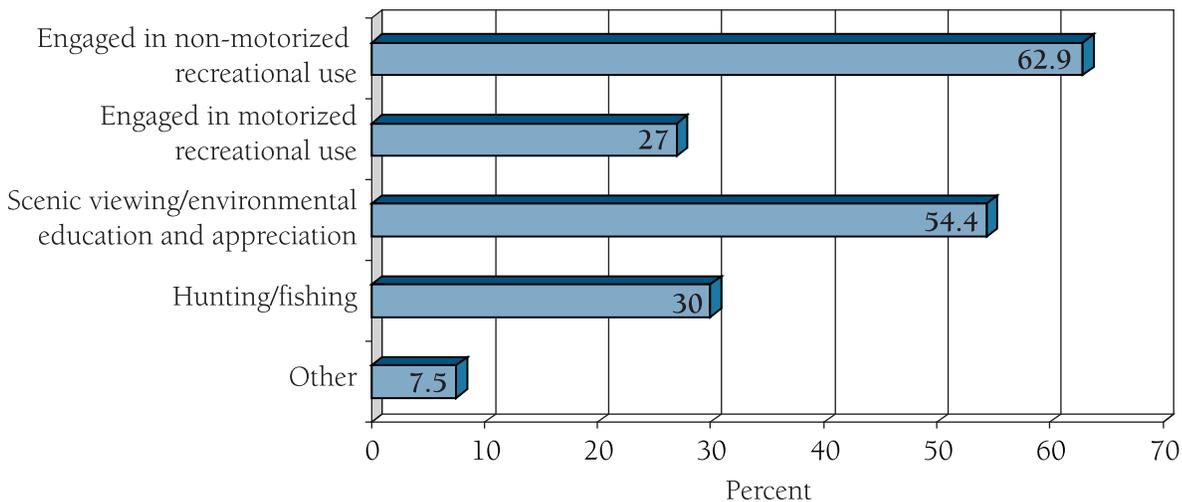
Table 12: If there are other main uses of the land, please indicate what they are under 'other'.

Category	Frequency of Mention per Category
Recreational user	362
Through employment	261
'Living' (e.g. necessary for air, water, food)	32
Retired	31
Environmentalist	25
Other	11

* Some participants mentioned multiple categories in a single response.
(n=722)

22. Workbook survey respondents were asked to indicate which leisure activities they had engaged in within the previous 12 months. Participants' responses appear in the figure below.

Figure 13: Identify your leisure activities within the last six months.



(n3,128)

22a. Respondents identified a variety of other leisure activities, which are summarized below.

Table 13: Leisure activities have you engaged in within the last 12 months...other (please specify)

Category	Frequency of Mention per Category
Camping	44
Boating	41
Nature appreciation	39
Travel/touring	20
Golfing	18
Hiking	17
Photography	14
Gardening	12
Swimming	11
Snow skiing	9
Motorized vehicle recreation	8
Walking/jogging	7
Trapping	7
Biking	4
Orienteering	4
Climbing/mountaineering	4
Geocaching	3
City-centric activities	3
Horseback riding	2
Hang gliding	2
Other	38

* Some participants mentioned multiple categories in a single response.
(n=246)

23. Workbook survey participants were asked to indicate their age range and their gender. The following graphs present these results.

Figure 14: Respondent by age

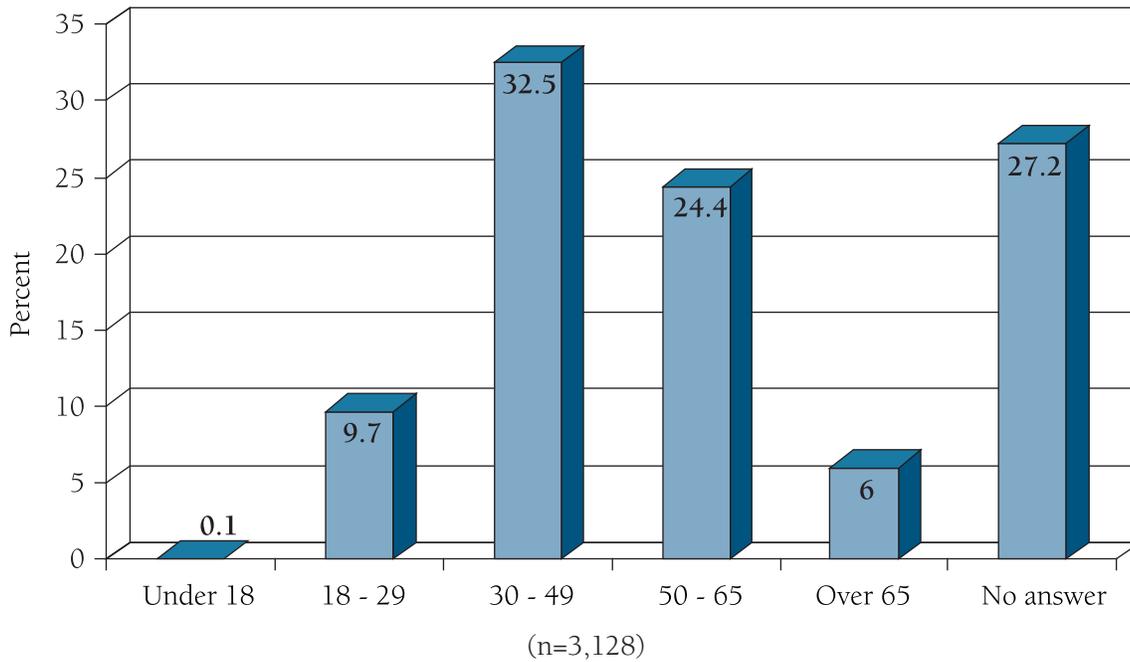
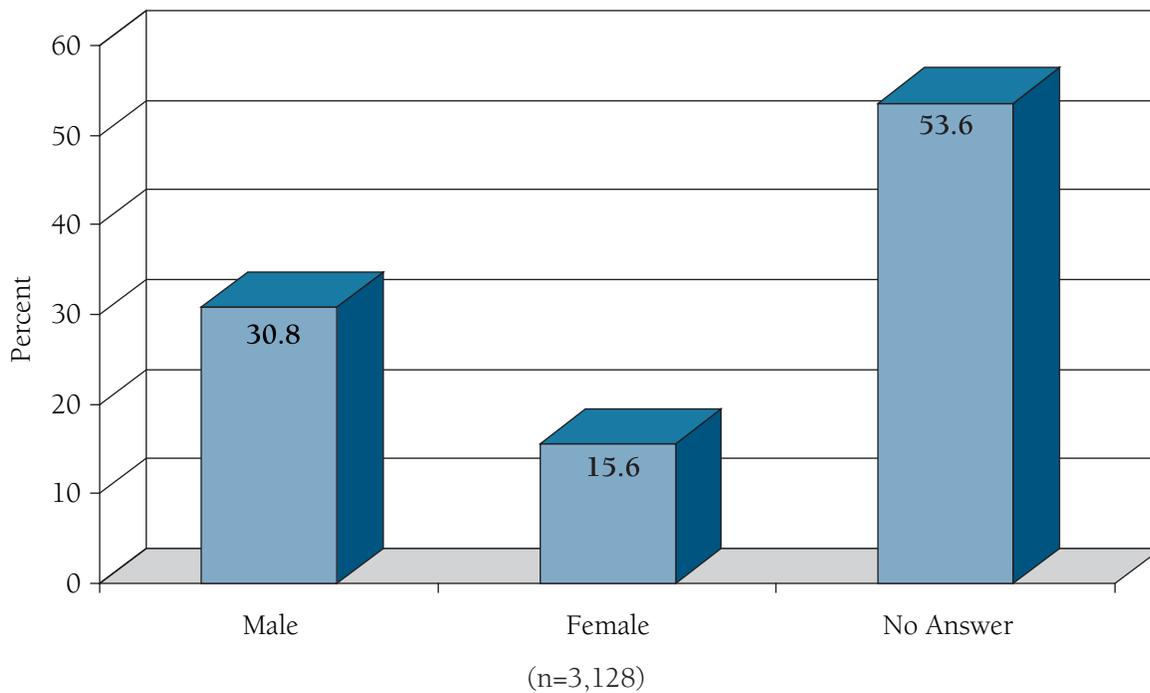
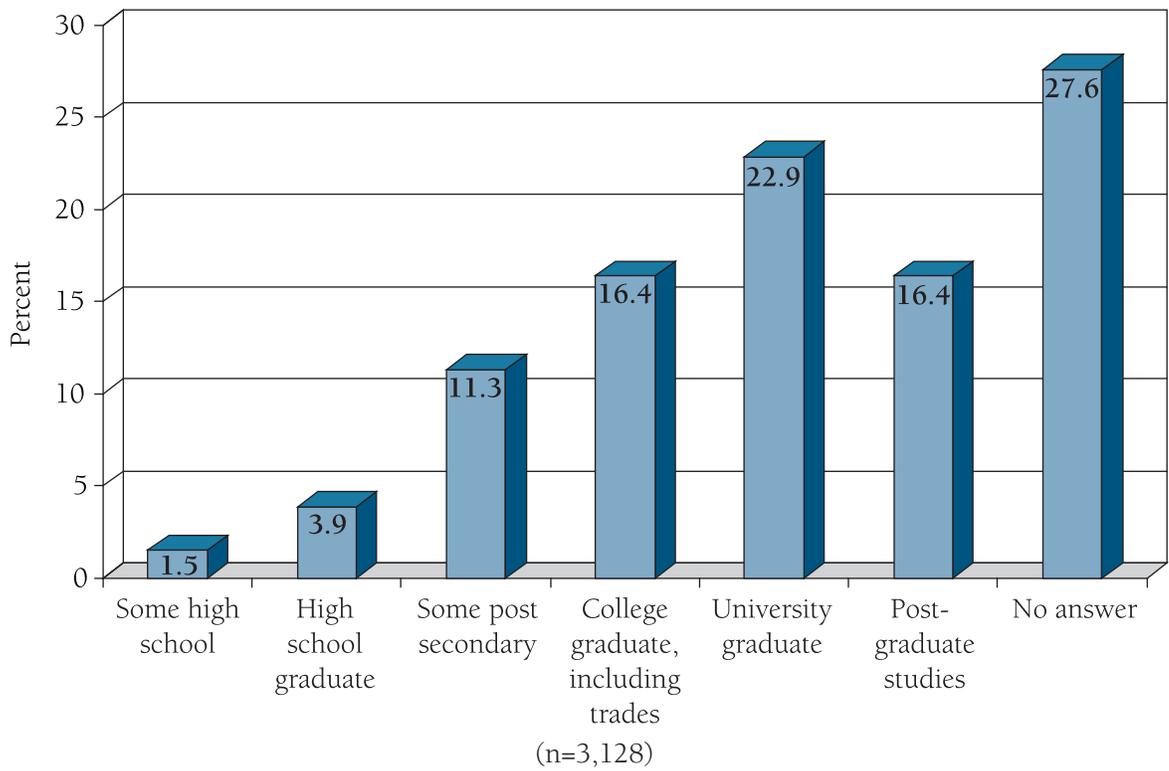


Figure 15: Respondent by gender



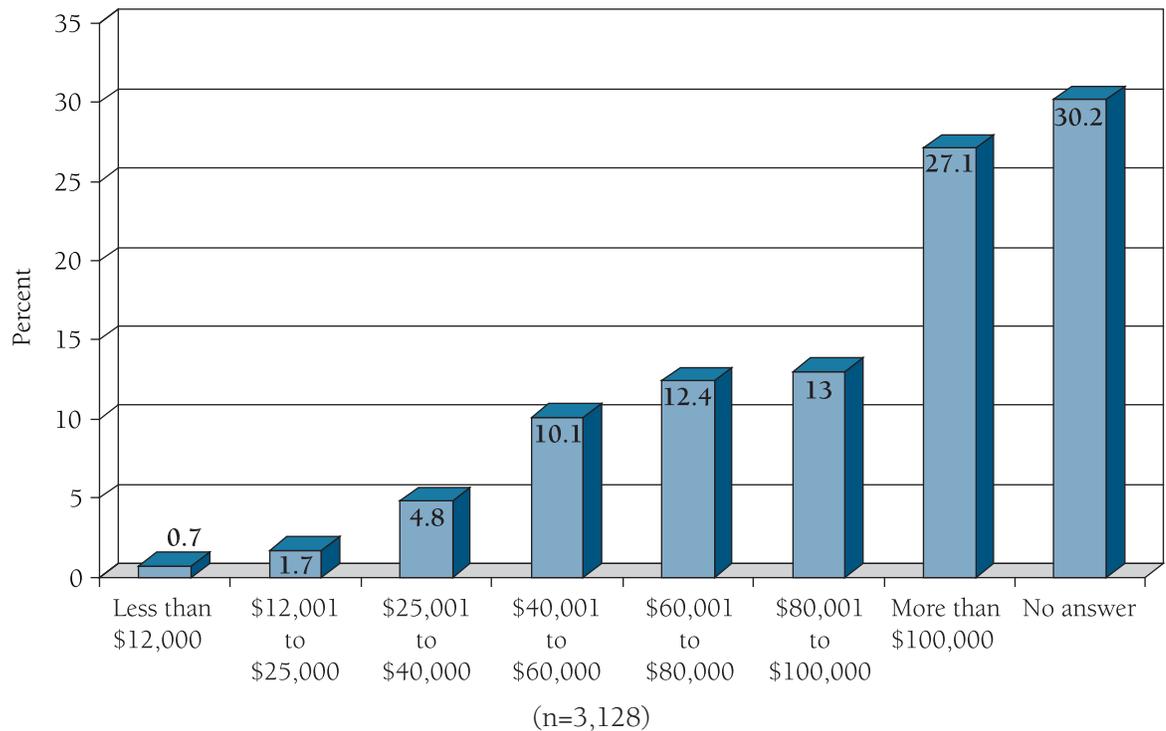
24. Workbook survey respondents were asked to identify their highest level of education.

Figure 16: Respondent by level of education



25. Respondents were asked to provide input regarding total household income for 2006.

Figure 17: Respondent by household income



Appendix I: Frequency Response Tables

The following tables provide the breakdown of responses and non-responses for each quantitative question in the workbook.

Figure 1: This vision statement reflects my view of a desirable future for Alberta.

Levels of agreement	Frequency
Strongly disagree -----	393
Disagree somewhat -----	463
Agree somewhat -----	1147
Strongly agree -----	1006
Total response -----	3009
Do not know -----	39
No answer -----	80
Total non-response -----	119
Total surveys -----	3128

Figure 2: For each issue indicate if you are 'not at all concerned', 'somewhat concerned' or 'very concerned'.

	Not at all concerned	Somewhat concerned	Very concerned	Total respondents	Do not know	No answer	Total non-response	Total surveys
Loss of biodiversity and wildlife habitat	134	731	1867	2732	9	387	396	3128
Failure to consider the impacts on the water supply during land-use planning	119	616	1992	2727	27	374	401	3128
Loss of important natural spaces	180	740	1806	2726	10	392	402	3128
Rapid outward expansion of residential and commercial developments	254	816	1652	2722	13	393	406	3128
Not enough places for recreation activities	678	1109	932	2719	30	379	409	3128
Loss of agricultural land	515	1061	1137	2713	25	390	415	3128
Failure to consider the combined (i.e. cumulative) effects of land-use activities	117	683	1911	2711	32	385	417	3128
Loss of scenic landscapes	258	1056	1396	2710	15	403	418	3128
Poorer water quality due to increased development and land use	183	682	1840	2705	27	396	423	3128
Poorer air quality due to increased development and land use	397	991	1298	2686	40	402	442	3128
Loss of areas of cultural importance	517	1398	768	2683	46	399	445	3128
More conflicts between land users	232	1155	1295	2682	54	392	446	3128
Failure to reclaim land in a timely manner	157	850	1629	2636	107	385	492	3128
Difficulty for industrial and other resource users to access land	1462	841	291	2594	127	407	534	3128
Not enough designated corridors for transportation/utility routes	1074	1060	440	2574	125	429	554	3128
Lack of integration for land, water, air and subsurface resources	166	957	1412	2535	183	410	593	3128

Figure 3: Please rate your level of agreement with the following statements regarding Growth and Resource Management.

	Strongly disagree	Disagree somewhat	Agree somewhat	Strongly agree	Total respondents	Do not know	No answer	Total non-response	Total surveys
Assign priorities for land use to different areas of the province	267	351	1193	631	2442	174	512	686	3128
Balance intensive development in one area by limiting development and use in another area	446	588	982	520	2536	88	504	592	3128
Consider cumulative (combined) effects on the environment when reviewing new development applications	51	81	459	2013	2604	21	503	524	3128
Decide where major transportation and utility corridors are going to be and then plan new development along these routes	90	207	1183	1042	2522	90	516	606	3128
Designate certain areas for the primary purpose of economic development	292	465	1209	533	2499	97	532	629	3128
Establish new approaches to make better use of the land when planning for new residential and commercial development	42	82	821	1592	2537	73	518	591	3128
Set limits for growth and resource development	188	308	643	1457	2596	32	500	532	3128
Stage the timing and location of community growth to allow resource extraction to be completed before residential or other development occurs	245	412	1145	605	2407	195	526	721	3128
I would be willing to restrict some activities on the land in order to meet a land-use objective	213	241	875	1216	2545	73	510	583	3128

Figure 4: At present, the balance between developing and using our land versus conservation of our land is...

Response option	Frequency
too focused on conservation and environmental protection -----	283
is about right and should be maintained -----	387
is too focused on economic development and growth -----	1932
Total responses -----	2602
No answer -----	526
Total surveys -----	3128

Figure 5: When considering the range of uses that may occur on the land, I would prefer to see...

Response option	Frequency
many land uses in one are with no preference for any -----	528
preference for one use in different geographic areas -----	1558
preference to a use in areas and no other uses can occur -----	411
Total responses -----	2497
No answer -----	631
Total surveys -----	3128

Table 2: Willingness to accept limits to activities (Note: Table 1 shows the 'n' values for ranking data. It can be found on Page 9)

Willing to accept limits to...	To provide for more ('n' values for yes)							
	Agriculture	Forestry	Energy	Protected areas	Watershed protection	Habitat protection	Residential commercial	Other
Recreational use		882	676	2099	2205	2194		240
Residential and commercial development	1836		868	2215	2305	2218		165
Energy development	1718			2195	2288	2235	1003	
Agricultural development			2018	2193	2071	154		28
Forestry	1090		652	2126	2245	2052	838	

Table 3: Priority for placing limits (for areas where limits are acceptable)

Willing to accept limits to...	Ranking ('n' values for first choice)							
	Agriculture	Forestry	Energy	Protected areas	Watershed protection	Habitat protection	Residential commercial	Other
Recreational use		51	40	502	786	463		66
Residential and commercial development	277		39	0	688	428		40
Energy development	206			444	711	422	33	47
Agricultural development			440	796	415	46	31	28
Forestry	111		23	455	721	384	49	41

Figure 6: Level of agreement with the statements on Planning and Decision-making in Alberta

	Strongly disagree	Disagree somewhat	Agree somewhat	Strongly agree	Total respondents	Do not know	No answer	Total non-response	Total surveys
Different levels of government should work together to ensure effective land-use planning	41	43	355	1980	2419	14	695	709	3128
The provincial government should take a more direct role in working with regional and local governments and stakeholders to achieve province-wide objectives	88	129	689	1475	2381	38	709	747	3128
Local governments should have sole responsibility for making planning decisions within their boundaries and scope of responsibilities, to meet local needs	882	776	532	205	2395	28	705	733	3128
The provincial government should create mechanisms for resolving land-use conflicts at the provincial, regional and local levels	56	60	765	1503	2384	38	706	744	3128

Figure 7: Level of agreement with the statements on Conservation and Stewardship in Alberta

	Strongly disagree	Disagree somewhat	Agree somewhat	Strongly agree	Total respondents	Do not know	No answer	Total non-response	Total surveys
The provincial government should promote greater awareness of responsible land stewardship practices	32	46	484	1818	2380	10	738	748	3128
The provincial government should take on a greater role in encouraging and supporting land conservation and stewardship on private land	90	184	613	1491	2378	16	734	750	3128
The provincial government should expand its efforts to conserve natural spaces on public land	124	214	515	1511	2364	19	745	764	3128
More tools (e.g. approaches, incentives, policies, legislation) for the conservation of land should be available	92	145	584	1511	2332	41	755	796	3128
I personally have a responsibility for land stewardship in Alberta	30	21	285	1981	2317	61	750	811	3128

Table 4: Ranking of methods to use private land in ways that maintain the public good

Private landowners should be encouraged to use their land in ways that maintain the public good (e.g. clean water, healthy soil and habitat for fish and wildlife) by:			
	use of regulations and enforcement	taking voluntary actions that benefit their land	use of incentives, rewards, or other mechanisms
Rank 1	599	730	953
Rank 2	560	610	819
Rank 3	909	718	343
Total responses	2068	2058	2115
No answer	1060	1070	1013
Total surveys	3128	3128	3128

Table 5: Ranking of methods to use public land in ways that maintain the public good

Users of public land (e.g. recreational users, industrial users) should be encouraged to use the land in ways that maintain the public good (e.g. clean water, healthy soil and habitat for fish and wildlife) by:			
	use of regulations and enforcement	taking voluntary actions that benefit their land	use of incentives, rewards, or other mechanisms
Rank 1	1343	532	404
Rank 2	423	594	945
Rank 3	437	861	634
Total responses	2203	1987	1983
No answer	925	1141	1145
Total surveys	3128	3128	3128

Figure 8: Level of agreement with the questions on Monitoring and Evaluation

	Yes	No	Do not know	Total responses	No answer	Total surveys
Do you feel there is enough information available for decision makers (e.g. provincial government, municipalities, industry, landowners) to make effective land-use decisions?	745	1164	433	2342	786	3128
Are you satisfied that you have enough information to understand how land-use decisions are made?	787	1173	385	2345	783	3128
Are you satisfied that you have sufficient opportunity to provide input into land-use decisions?	584	1423	322	2329	799	3128
Is there a need to monitor and publicly report on progress in achieving land-use goals and outcomes?	2160	70	115	2345	783	3128
Should an integrated land-use information system, for use by decision makers and Albertans, be developed?	2019	83	234	2336	792	3128

Table 6: Ranking of the three Outcomes

	Well-planned places to live and play	Sustainable prosperity supported by our land and natural resources	Healthy environment and ecosystems
Rank 1	385	385	1498
Rank 2	916	793	499
Rank 3	920	1035	231
Total responses	2221	2213	2228
No answer	907	915	900
Total surveys	3128	3128	3128

Figure 9: Rating of how well Alberta is currently doing

	Well-planned places to live and play	Sustainable prosperity supported by our land and natural resources	Healthy environment and ecosystems
Poor	827	912	964
Average	965	698	833
Good	396	481	365
Excellent	52	124	75
Total response	2240	2215	2237
Do not know	26	38	20
No answer	862	875	871
Total non-response	888	913	891
Total surveys	3128	3128	3128

