

LAND AND RESOURCE MANAGEMENT PLANNING

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# A STATEMENT OF PRINCIPLES AND PROCESS

EDITION NO. 1

PROVINCE OF BRITISH COLUMBIA

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*NOTE: THIS DOCUMENT HAS BEEN PRODUCED FROM AN EARLIER VERSION POSTED TO THE INTERNET. SOME FORMATTING CHANGES MAY HAVE OCCURRED AS A CONSEQUENCE.*



The principles and process outlined in this policy document establish the standard for sub-regional, integrated resource planning. This document is supported by the Commission on Resources and Environment and is approved by the following government agencies.

*Aboriginal Affairs*

*Agriculture, Fisheries and Food*

*Economic Development, Small Business and Trade*

*Energy, Mines and Petroleum Resources*

*Environment, Lands and Parks*

*Forests*

*Municipal Affairs, Recreation and Housing*

*Tourism and Ministry Responsible for Culture*

*Transportation and Highways*

*Department of Fisheries and Oceans*

*Canadian Wildlife Service*

This document is intended for use by participants in Land and Resource Management Planning Projects and as a guide for agency policy development and implementation. The objective is to ensure effective delivery of integrated resource planning.

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## INTRODUCTION

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Land and Resource Management Planning (LRMP) is the sub-regional integrated resource planning process for British Columbia. LRMP considers all resource values and requires public participation, interagency co-ordination and consensus based land and resource management decisions.

LRMP forms the sub-regional component of the proposed Provincial Land Use Strategy, currently being developed by the Commission on Resources and Environment (see Figure 1). LRMP principles provide the foundation for sub-regional planning. Over the coming years, the process, policy and structures outlined in this document will evolve based on knowledge gained through experience.

Land and Resource Management Plans cover sub-regional areas of approximately 15 000 to 25 000 square kilometres. For example, Vancouver Island may have up to four sub-regional project planning areas. The plans establish direction for land use and specify resource management objectives and strategies. They provide a comprehensive, broadly accepted and approved management framework to guide resource development and more detailed planning.

Interagency co-ordination and technical support for LRMP is limited by the small number of planning staff and scarcity of other resources in some agencies. The immediate demand for LRMP projects may exceed the resources available to support the program. Careful scheduling of projects and co-operative priority setting will be essential for dealing with these limitations.

How does LRMP link to other planning and resource management processes currently underway?  
LRMP is endorsed by C.O.R.E. as a part of the Provincial Land Use Strategy. Its roles are as follows:

LRMP guides lower level plans just as regional plans guide LRMP;

LRMP can be used to refine the broad land allocation zones decided in regional plans, and it can provide specific management guidelines to implement the other types of strategic direction given in the regional plan;

LRMP can be used to develop protected areas recommendations where there is not a regional planning process;

LRMPs will be recognized in the Forest Practices Code as higher level plans that define the objectives that must be met in applying the operational rules of the Code; and,

Management guidelines, such as those for biodiversity, are used in LRMP to define the primary requirements for resource management.

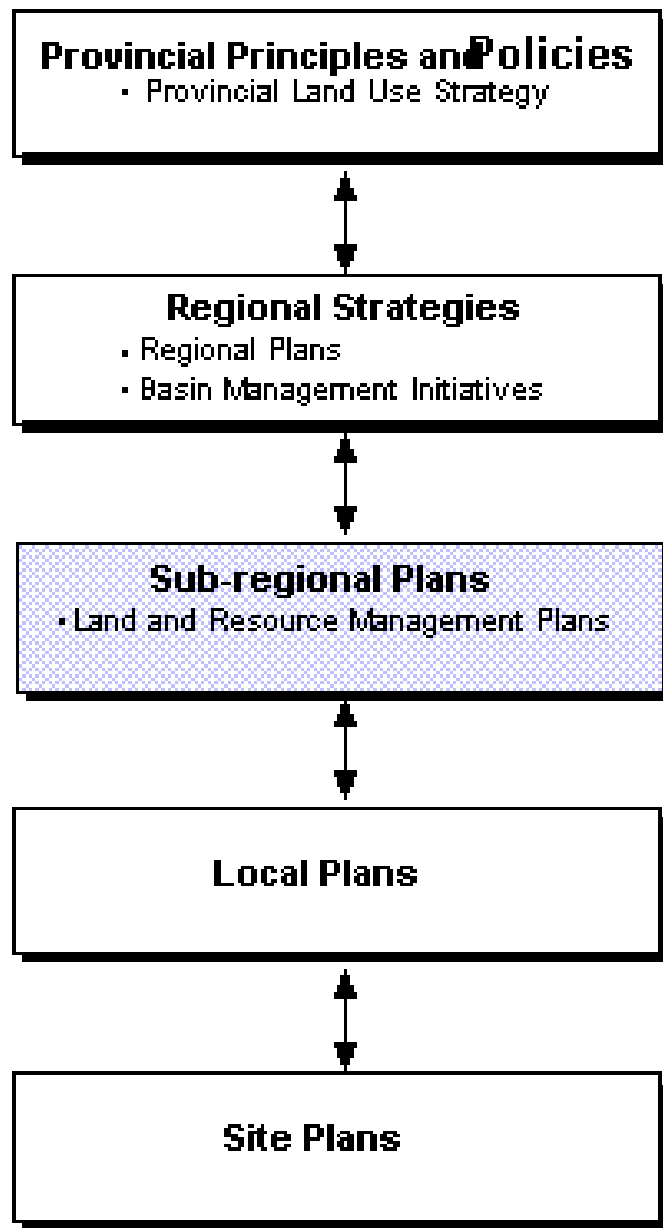


FIGURE 1. LRMP IN THE PROVINCIAL LAND USE FRAMEWORK



## POLICY INTENT

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The principles and process described in this document guide LRMP and are intended to foster the development of consistent and acceptable plans. To be approved as a Land and Resource Management Plan, a planning document and the process for its preparation must comply with these principles.

## DEFINITION

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Land and Resource Management Planning is an integrated, sub-regional, consensus building process that produces a Land and Resource Management Plan for review and approval by government. The plan establishes direction for land use and specifies broad resource management objectives and strategies.

## GENERAL PRINCIPLES

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- LRMP is guided by provincial policies and approved regional plans. The LRMP process is used to implement these plans and policies at the sub-regional level.
- Land and Resource Management Plans provide direction for more detailed resource planning by government agencies and the private sector, and provide a context for local government planning.
- LRMP can proceed in the absence of regional planning just as local planning can proceed in the absence of LRMP.
- AR resource values are considered in the LRMP process to ensure that land use and resource management decisions are based on a comprehensive assessment of resource values.
- Public participation is required in each LRMP. The public, aboriginal groups and government agencies negotiate an agreement on the objectives and methods of public participation at the outset of each LRMP project.
- Aboriginal people are encouraged to actively and directly participate in LRMP to ensure that decisions are sensitive to their interests. The LRMP process is consistent with the recognition of aboriginal title and the inherent right of aboriginal people to self-government. LRMP occurs without prejudice to treaty negotiations.
- LRMP is based on resource sustainability and integrated resource management (see Appendix 1, Sustainability and Integrated Management in Land and Resource Management Planning, page 18). Land use and resource management recommendations must be within the environmental capacity of the land to sustain use.
- The objective is consensus on decisions and recommendations in LRMP. A definition of consensus is one of the first decisions required in an LRMP project (see Appendix 2, Consensus in Land and Resource Management Planning, page 20).
- LRMP projects are prepared within the constraints of available information, funding and participants time. These parameters must be considered in the initial design of each project and in the negotiated agreement on public participation methods.
- The goal of the LRMP process is to present to Cabinet ministers designated by the Cabinet Committee on Sustainable Development (Energy, Mines and Petroleum Resources; Environment, Lands and Parks; and, Forests) a recommended consensus agreement including a description of any scenarios considered. If a consensus agreement is not possible, decision makers must be presented with options for land and resource management.
- Land and Resource Management Plans will be prepared for an Crown lands. The target is to complete the first pass of LRMPs for British Columbia by 2002.
- Land and Resource Management Plans will be reviewed and revised regularly when major issues arise.
- LRMP projects will be scheduled and ranked for each region by the regional Interagency Management Committee (IAMC) or as specified in an approved regional plan. Priorities should be established based on consultation with other government agencies and with affected public groups. Proposals for plan initiation should be directed to the appropriate IAMC.

## PRINCIPLES AND PROCESS OF PARTICIPATION

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Involvement in the development of Land and Resource Management Plans is discussed for each of the major groups of participants: public, aboriginal groups, and government agencies. The principles and process for dispute resolution are also presented.

### PUBLIC PARTICIPATION

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#### PRINCIPLES

\* All parties with a key interest or stake in the plan must be invited and encouraged to participate, including:

- all levels of government and all members of the public with an interest in land use and resource management; and, the public directly affected by the outcome.

\* Public participation objectives, methods and intensity vary between LRMP projects. Public participation is required in LRMP and is encouraged at all stages in the process:

- identifying issues;
- determining approaches to public participation;
- setting terms of reference;
- determining resource units;
- developing and assessing scenarios; and,
- reviewing the draft plan.

Together with the interagency planning team, the public can negotiate the desired level of participation.

\* A primary objective of LRMP is to develop consensus among public participants and government agencies at each of the stages listed above (see Dispute Resolution, page 8, dealing with problems in achieving consensus).

\* Participant funding for LRMP must be consistent with provincial government policy.

#### PROCESS

\* Participating groups appoint a person or persons to represent them in negotiations and consensus building. Representatives must be selected to reflect the full range of land use and resource interests for an area. Periodic consultation with the general public is also required.

\* A full range of participation methods can be used in LRMP including:

- joint steering committees of agency staff and representatives of public groups;
- a partnership between a community resource board or round table and the interagency planning team; and,
- periodic workshops with agency staff and representatives of public groups.

\* The public participation process is documented in the project terms of reference.

## ABORIGINAL PARTICIPATION

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### PRINCIPLES

The interagency planning team encourages First Nations to participate in LRMP to ensure that LRMP decisions are sensitive to aboriginal interests.

The LRMP process is to be consistent with government policy on the relationship between First Nations and the provincial government. LRMP is to be without prejudice to land claims.

LRMP can be used to implement specific planning requirements of joint stewardship agreements between the province and aboriginal people. To ensure efficient use of scarce planning resources, overlapping and duplicating planning processes are to be avoided.

### PROCESS

\* Aboriginal participation may consist of membership on interagency planning teams, the formation of liaison or advisory bodies, involvement in general public participation events, or the collection and analysis of information on aboriginal use or value of natural resources.

## GOVERNMENT AGENCY PARTICIPATION

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### PRINCIPLES

The role of the provincial government in the LRMP process is fourfold:

- as a participant directly affected by planning decisions,
- as a provider of technical support and process administration,
- as a decision maker at the ministerial level, and,
- as the implementor of the approved plan.

**Local governments** and the **federal government**, through agencies such as the Department of Fisheries and Oceans and the Department of Environment, may play a major role in LRMP. These levels of government are affected by planning decisions, provide technical support and implement aspects of the approved plan where appropriate.

**Interagency management committees**, at the regional level, determine LRMP boundaries, project priorities and funding. Boundaries and priorities may be guided by regional plans. These committees appoint an interagency planning team, approve the terms of reference for the plan, review and make recommendations on all planning products, and play a role in dispute resolution. The role of the interagency management committees in LRMP is in addition to their original function of coordinating the Protected Areas Strategy.

**Middle management** (i.e., Manager of Land Administration, B.C. Lands or District Manager, B.C. Ministry of Forests) has a vital role in making LRMP work. They may be involved in dispute resolution and in the review and comment on planning products. These managers ensure that the day-to-day support is provided for each project. This includes staff availability, information and funding.

**Interagency planning teams**, composed potentially of locally-based provincial and federal resource managers, local government staff and aboriginal representatives, initiate each Land and Resource Management Plan and provide technical support throughout the process. Agencies without a regional presence may, when necessary, appoint appropriate headquarters staff to participate. If agencies cannot provide staff for each project, they may pursue a more consultative role. A team may be mandated to prepare more than one LRMP project concurrently. The team may establish working groups for each LRMP project. Different publics may be more or less interested in participation. If the public chooses a less intensive participation process, the interagency planning team assumes a lead role in developing all facets of the plan.

The **Integrated Resource Planning Committee (IRPC)**, representing headquarters resource agencies, develops, in co-operation with C.O.R.E., LRMP policy and procedures and co-ordinates interagency program implementation at the provincial level. The committee provides advice and support to all organizations described in this section.

**Assistant Deputy Ministers (ADMs)** of IRPC agencies have approved this document. They also review LRMP planning products, including the consensus report or options report and the final plan transmitted by regional interagency management committees. The report and any appended comments are then forwarded to the approving Ministers. In addition, the ADMs provide provincial approval of all schedules and priorities for LRMP projects as developed by interagency management committees. They also resolve disputes that cannot be resolved by these regional committees.

The **Minister of Energy, Mines and Petroleum Resources**, the **Minister of Environment, Lands and Parks** and the **Minister of Forests** approve Land and Resource Management Plans on behalf of participating ministries. Other ministers may be asked to approve plans if their ministries' mandates are significantly affected by the decision. The three key ministers may also refer plans with major land use issues to the Cabinet Committee on Sustainable Development for review.

The **Commission on Resources and Environment (C.O.R.E.)** will make recommendations to government on the strategic direction for all land use planning in British Columbia including LRMP processes. The Commission will design mechanisms to assist in the resolution of significant disputes in specific LRMP processes.

## DISPUTE RESOLUTION

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### PRINCIPLES

\* Government agencies and representatives of aboriginal and public groups negotiate an agreement early in each LRMP project on the process for dispute resolution. This agreement is documented in the terms of reference.

### PROCESS

\* Alternative methods for dispute resolution include the use of a mutually acceptable facilitator, referral to resource agency regional managers, and, in particularly difficult circumstances, referral to ADMs committee or to processes to be defined by C.O.R.E.

## PLANNING AREA AND SCALE

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### PRINCIPLES

\* LRMP provides management direction for all Crown land, including Provincial Forests and Crown aquatic land, within each planning area. Provincial Forests include land within Timber Supply Areas and all lands within Tree Farm Licences.

\* With participation of local governments in the LRMP process, the resulting plan can assist with planning for the use and development of private land. The Land and Resource Management Plan will provide local governments with a context within which they can respond to resource management issues when they develop or amend Official Community Plans and Implementing Bylaws. The application of LRMP to managed forest land will depend on how these lands are dealt with in other policy initiatives.

### PROCESS

\* LRMP boundaries are determined by the interagency management committee or are specified in a regional plan. The boundaries generally conform to a combination of geographic features, social and economic considerations, and the administrative areas of those agencies responsible for implementing the plan. Boundary amendments may be proposed by the participatory process. Any proposed changes to the boundaries must be approved by the interagency management committee to ensure coordination with adjoining planning projects.

\* Plans cover an area of approximately 15 000 to 25 000 square kilometres and are usually presented at a scale of 1:100 000 to 1:250 000. These specifications may be adjusted to suit the characteristics and needs of each project, particularly in more sparsely populated and less developed northern areas or in more densely populated southern areas.

## INFORMATION

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Information deficiencies are seldom a reason for postponing an LRMP project. LRMP relies heavily on available information.

Prior to commencing an LRMP, government agencies should identify critical information deficiencies and conduct appropriate inventories. Advance notice of an LRMP is required to enable public interest groups to organize their priorities.

Each resource agency represented on the interagency planning team is responsible for ensuring that a resource analysis of its mandated areas is completed. The interagency planning team co-ordinates all analyses to ensure efficiency and quality control, and to manage gaps.

Information must be mapped or formatted in a standard manner that allows a clear understanding of the subject and readily permits comparison and analysis.

Local knowledge is an important resource in LRMP and complements formal inventories. Participants should take steps to identify and use this information.

Information issues, analytical techniques and related matters should be reviewed by all participants and agreement should be reached on information management within the context of funding and staffing constraints for the project.

Socio-economic analysis is required in LRMP. The interagency planning team is collectively responsible for ensuring the completion of socioeconomic analyses. The suggested technique is Multiple Accounts Analysis as is outlined in LRMP socioeconomic guidelines (see Appendix 3, Guideline Documents for LRMP, page 21).



## THE PLANNING PROCESS

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Each LRMP project is completed within 18-24 months of its initiation. Figure 2 highlights the process steps and products.

### PLANNING PROCESS FOR LRMP

Process Steps	Planning Products
<p><b>PRELIMINARY ORGANIZATION</b></p> <ul style="list-style-type: none"> <li>• Set regional priorities</li> <li>• Identify agency commitments</li> <li>• Appoint and train interagency planning team</li> <li>• Contact public stakeholders</li> <li>• Identify preliminary issues and planning area</li> </ul>	<p>Agreement to do plan</p>
<p><b>PLAN INITIATION</b></p> <ul style="list-style-type: none"> <li>• Select public participation approach and provide training</li> <li>• Confirm issues and planning area</li> <li>• Define budget and schedule</li> <li>• Confirm principles, process and expected products</li> </ul>	<p>Terms of reference</p>
<p><b>INFORMATION ASSEMBLY</b></p> <ul style="list-style-type: none"> <li>• Describe issues and links to other processes</li> <li>• Assemble resource inventories</li> <li>• Conduct resource analyses</li> </ul>	<p>Resource information reports</p>
<p><b>SCENARIO DEVELOPMENT</b></p> <ul style="list-style-type: none"> <li>• Define resource unit boundaries</li> <li>• Develop management objectives and strategies</li> <li>• Identify management scenarios</li> <li>• Analyze and assess impacts of scenarios</li> </ul>	
<p><b>BUILDING AND AGREEMENT</b></p> <ul style="list-style-type: none"> <li>• Strive for consensus on management direction or agree on a range of options</li> </ul>	<p>Consensus report or option report</p>

Process Steps	Planning Products
<p><b>APPROVAL</b></p> <ul style="list-style-type: none"> <li>• Submit consensus report or option report for approval</li> <li>• Prepare final plans based on approval</li> </ul>	<p>Final plan</p>
<p><b>IMPLEMENTATION</b></p>	
<p><b>MONITORING AND REVIEW</b></p>	<p>Monitoring report</p>
<p><b>AMENDMENT</b></p>	<p>Amended plan</p>

## PRELIMINARY ORGANIZATION, PLAN INITIATION AND INFORMATION ASSEMBLY

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The regional interagency management committee appoints an interagency planning team from its staff for each LRMP project or for a number of related LRMP projects and invites staff participation from other levels of government. If any team has responsibility for more than one LRMP, it forms working groups for each project. The interagency management committee also agrees to the amount of funding and technical support that will be provided by each agency to ensure completion of plans to policy standards.

The interagency planning team selects a chairperson to run meetings and co-ordinate team activities in a fair and objective manner. One or more planners are appointed to advise and support the team on planning process and technical aspects of planning.

The interagency planning team contacts non-resource agencies, aboriginal governments and public groups and their selected representatives to initiate discussions about the planning process and about their participation. An early meeting of the team and representatives selected by public groups is essential to discuss these topics. These groups may, of their own volition, initiate contact with the team. In such cases, the team responds to all submissions.

Appointment of a mutually acceptable process facilitator is advised. This person must be acceptable to all participants. Until a final appointment can be ratified by the participants, an interim facilitator must be named to co-ordinate the public process during the early planning steps.

Training on consensus techniques and the LRMP process should be provided to all participants

If participants agree to run the LRMP process with a joint steering committee composed of government resource agency, public and First Nations representatives, the interagency planning team coordinates, as directed by the steering committee, the interests of government and provide representatives and technical support to the steering committee. The steering committee prepares the terms of reference and other major planning products.

Other methods of public participation, such as community round tables or resource boards, may require the interagency planning team to draft products for joint review by the team and the public.

Interagency planning teams gather and map information, and conduct analyses using methods that have been agreed to by the participants. This includes collecting public knowledge on resource characteristics and documenting public values and interests.

## SCENARIO DEVELOPMENT

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Participants divide the planning area into resource units based on local environmental, economic and social characteristics and, possibly, as directed by regional planning zones. The process of determining resource units should be viewed as an opportunity to reach consensus among participants on the delineation of areas where resource uses are compatible, are in conflict, or where identifiable planning issues exist.

Land use and resource management objectives and strategies are developed for each resource unit. General objectives and strategies should also be developed for the overall planning area.

The use of approved resource management guidelines is often a good starting point for developing objectives and, more particularly, strategies for achieving these objectives. Objectives should be consistent with regional plans and provincial policies.

Resource units may have issues of resource use conflict or opportunity. The negotiation process for developing objectives and strategies for each unit may create a range of reasonable land and resource use scenarios as a means of documenting outstanding conflicts or opportunities. These scenarios, when appropriately categorized and aggregated for all resource units over the entire planning area, can be used as the basis for building agreement for the overall sub-region.

## BUILDING AN AGREEMENT

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Scenarios are summaries of alternative land and resource management objectives and strategies for the planning area based on environmental, economic and social considerations. Scenarios should also be based on sustainability principles, be expressed in practical terms and be consistent with legislation and policy. If proposed scenarios require amendment to existing legislation or policy, this should be clearly highlighted. Scenarios should be sufficiently distinct from one another to warrant the cost of analysis.

While the team may arrive at an early consensus on management direction, in many cases, a range of scenarios may be considered. Participants develop a set of comprehensive management scenarios for the planning area that represents the full range of appropriate alternatives. The team may prepare the initial draft of alternative scenarios for presentation to the public for joint review and revision. No more than five scenarios should be presented.

Scenarios usually focus on the alternative use and management of those areas that have land and resource use conflicts or opportunities. Additionally, alternative resource extraction scenarios or alternative general management approaches should be considered.

While striving for consensus, the use of the term options should be avoided. Options are only developed when consensus cannot be reached. This avoids the hardening of positions that is sometimes encountered when developing formal options too early in the process.

In order to build a consensus management direction, it is best to start with areas where there is general agreement. Areas of outstanding disagreement are then subject to negotiation to reach consensus on best use and management.

The recommended consensus management direction may incorporate components of earlier scenarios in addition to new elements. When presenting the consensus for approval, any preliminary scenarios are also presented to help explain how the recommended consensus management direction was developed.

If consensus has not been reached participants prepare an options report that presents agreed upon choices to the approving ministers.

The interagency planning team must ensure that an assessment of the environmental, economic and social impacts of each scenario or option is conducted within the limits imposed by the information and funding available.

## APPROVAL

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The following approval process is in effect.

- ADMs of participating agencies provide provincial approval of all schedules and priorities for LRMP projects as developed by interagency management committees.
- The terms of reference for each Land and Resource Management Plan are approved by the interagency management committee.

For each LRMP project, the recommended consensus report and other scenarios considered in reaching consensus are forwarded by the interagency planning team to the interagency management committee.

The interagency management committee reviews, appends its comments and recommendations, and forwards all appropriate material to the Assistant Deputy Ministers of participating agencies. Assistant Deputy Ministers, at their discretion, may seek input from other agency ADMs or C.O.R.E. The ADMs review, append comments and recommendations, and forward all appropriate material to the approving ministers.

If consensus has not been reached, the interagency management committee forwards an LRMP options report to ADMs for review. The ADMs submit the options report to the approving ministers for a decision.

The Minister of Energy, Mines and Petroleum Resources, the Minister of Environment, Lands and Parks and the Minister of Forests approve Land and Resource Management Plans on behalf of participating ministries. Other ministers may be asked to approve plans if their ministries' mandates are significantly affected by the decision. The three key ministers may also refer plans with major land use issues to the Cabinet Committee on Sustainable Development for review.

## IMPLEMENTATION

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Resource managers of agencies with the legislative mandate for programs guided by the Land and Resource Management Plan are responsible for implementing and for ensuring compliance with the plan.

More detailed land and resource plans at the local and operational levels are consistent with the approved Land and Resource Management Plan. The Land and Resource Management Plan provides a description of the degree of flexibility more detailed plans have in implementing LRMP direction.

Resource production levels, including Allowable Annual Cut (AAC), are guided by approved Land and Resource Management Plan objectives and strategies. The Ministry of Forests timber supply reviews, and possible AAC revisions, will follow established schedules. However, when an LRMP is approved and the timber supply analysis supporting the chosen option indicates a potential major AAC adjustment, the timber supply review schedule may be revised to deal with this new information.

Land and Resource Management Plans provide strategic direction on land use and resource management for Tree Farm Licences. When Tree Farm Licence management plans are amended, they are consistent with the relevant Land and Resource Management Plan.

## MONITORING, REVIEW AND AMENDMENT

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All resource agencies, with the co-operation of the public, are responsible for monitoring resource management and development activities to assess compliance with Land and Resource Management Plans.

Refinements to the Land and Resource Management Plan may be incorporated from more detailed planning processes, such as Local Resource Plans. Amendments may also be based on direction from regional plans or from approved Protected Area Strategy products.

Agencies that participated in the LRMP project prepare an annual monitoring report for the regional interagency management committee on plan implementation. This report includes a review of programs that have been revised to conform to plan direction, and a summary of initiatives and plans prepared in conformance with the Land and Resource Management Plan. It also includes instances of non-conformance and action taken, public comments, and other related issues. The annual report is available to the public.

The Land and Resource Management Plan undergoes a major review beginning in the eighth year after approval and is completed on the tenth anniversary. The conduct of this review generally conforms to the process for the initial plan as described in this document.

The monitoring report or other assessments may require amendment of the Land and Resource Management Plan. Unscheduled amendments may be conducted if directed by the interagency management committee. Amendments are coordinated by agencies as determined by the interagency management committee. Broad public participation is required. Designated Cabinet ministers are the approval authority for all amendments.

## PLANNING PRODUCTS

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LRMP produces a number of tangible results and long-term benefits for communities involved in the process. These include the following:

LRMP encourages a community forum that fosters better communication and understanding among local residents and government agencies.

LRMP leads to expanded knowledge among local residents and agencies about their area's land and resources. It is a vehicle for education and the promotion of long-term participation in resource management.

The final product is a plan. The plan provides general direction for the management of resources in the planning area. It also contains a map that divides the planning area into several resource units. Resource management priorities and direction are established in each unit for resources such as wildlife habitat, recreation, tourism, timber and minerals.

The plan establishes the amount of the land base that can be used to set resource production levels and targets such as wildlife populations timber supply (AAC) and recreation user days.

## PLAN DOCUMENTS

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### TERMS OF REFERENCE

- an outline of the planning process, the public participation process, preliminary issues, the project schedule, and the dispute resolution process,

## RESOURCE INFORMATION REPORTS

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### CONSENSUS REPORT OR OPTIONS REPORT

- all scenarios (including the recommended consensus management direction) or options; impact assessment of the scenarios or options; and for the consensus management direction, at a minimum, maps of resource units, description of the objectives and strategies for the planning area and for each resource unit,

### PLAN

- outline of the planning process, summary of issues, summary of scenarios considered, approved resource unit map, description of approved objectives and strategies for the planning area and for each resource unit, a strategy for implementation, monitoring and evaluation including responsibilities.

## APPENDIX 1: SUSTAINABILITY AND INTEGRATED MANAGEMENT IN LAND AND RESOURCE MANAGEMENT PLANNING

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Land and Resource Management Planning (LRMP) is consistent with the concepts of sustainability and integrated management presented by the B.C. Round Table on the Environment and the Economy in the report *Towards a Strategy for Sustainability* (1992) and by the Commission on Resources and Environment (C.O.R.E.) in the draft Land Use Charter in a Report on a Land Use Strategy for British Columbia (1992). The Land Use Charter states the Government of British Columbia is committed to protecting and restoring the quality and integrity of the environment, and securing a sound and prosperous economy for present and future generations. A sustainable environment and economy, social sustainability, open, consensual decision-making, Aboriginal rights and shared responsibility are key elements of the charter.

A sustainable British Columbia requires that the negative effects of human activity on the environment are minimized and the broad implications of human activities for the environment, the economy and social well-being are considered. Preservation of biodiversity; protection of pure water, clean air and uncontaminated terrestrial, wetland, coastal and sea-bottom systems; stabilization of global climatic conditions; protection of natural beauty for aesthetic and spiritual values; and a commitment to a new economic ethic based on making better use of what we have are fundamental to a sustainable future.

The Round Table lists the following principles for sustainability:

- limit human impact on the living world to stay within its carrying capacity,
- preserve and protect the environment,
- minimize the depletion of non-renewable resources,
- promote long-term economic development that increases benefits from a given stock of resources without drawing down on our stocks of environmental assets,
- meet basic needs and aim for fair distribution of the benefits and costs of resource use and environmental protection,
- balance environmental, economic and social values by making trade-offs that may require short-term concessions but that result in long-term gains,
- provide a system of decision making and governance that is designed to address sustainability, and
- promote sustainability through information and education.

Decisions with widespread and long-term environmental, economic and social costs and irreversible implications should be avoided. The urgency of ongoing changes and need to set strategic priorities should be recognized.

The Round Table states that an integrated planning and management system is needed to avoid further environmental damage and to avoid or resolve conflicts over the use of land, water and air. The concept of integrated management means that the goals and activities of one environmental or resource sector are coordinated with the goals and activities of other sectors. A full range of environmental, economic and social values and long term implications of decisions should be considered. Ultimately, this should result in a balanced mix of land uses. The Round Table asks for an interdisciplinary and interministerial approach to planning and management and for meaningful involvement of all affected parties in identifying options and making decisions.

LRMP is guided by the principles of integrated management subject to provincial policies and regional land allocation plans. A full range of resource values are considered by encouraging broad participation and by applying consensus-based decision making at the sub-regional level. Legislated agency mandates and the need for integration and coordination across agencies are recognized in LRMP.



## APPENDIX 2: CONSENSUS IN LAND AND RESOURCE MANAGEMENT PLANNING

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Consensual decision making is used in Land and Resource Management Planning (LRMP) to develop agreement on future land use and address conflicts that arise as a result of differing resource values. The Dispute Resolution Core Group of the B.C. Round Table on the Environment and the Economy states that attempting to solve problems through consensus can enhance sustainable use of natural resources as well as provide British Columbians with meaningful input to decisions regarding these resources (Reaching Agreement: Volume I - Consensus Processes in British Columbia, 1991).

The Round Table defines consensus as general agreement or acceptance of decisions by participants in the consensus process. Good will, co-operation, communication and a strong commitment to reaching a decision are required for a successful consensus process. AR participants must be treated as equals and decisions cannot be imposed on participants. A variety of techniques, including negotiation, consultation, facilitation, fact-finding and . mediation, are available to help build consensus in planning processes.

The Dispute Resolution Group presents the following suggestions for operationalizing the consensus processes.

- Participants may define consensus as less than unanimous agreement if all participants agree. Participants may also agree that other decision making approaches are appropriate within an overall consensus process.
- Consensus does not necessarily mean total concurrence on every aspect of a decision. Participants must be willing to live with or accept the overall decision package.
- Participants may agree to disagree and report areas of disagreement or may agree to defer a decision as part of a consensus process.
- Dissenting participants are responsible for demonstrating that a decision violates their basic principles or would affect them specifically and differentially. If so, other participants should work to explicitly address the concerns. If not, the dissenting participants should live with the decision or withdraw from the process.
- Participants must understand the advantages and limitations of consensus processes and the consequences of failing to reach consensus before the process is initiated. Consensus processes occur in a context where resource managers are required to make decisions within time and financial constraints.

Major benefits of the consensus processes are participant commitment to implementing a decision, application of a wide range of knowledge and expertise, improved understanding among participants, and better working relationships. The cost and time required to reach consensus can be significant. Representing large, diverse organizations in consensus processes is difficult. Despite these challenges, application of consensus building techniques in LRMP is expected to result in better, more open, accountable and stable decision making.



### APPENDIX 3: GUIDELINE DOCUMENTS FOR LRMP

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Integrated Resource Planning Committee. 1993. Social and Economic Impact Assessment for Land and Resource Management Planning in British Columbia. Interim Evaluation Guidelines. Interim Guidelines, Second Edition. Victoria, B.C. (unpublished draft).

Integrated Resource Planning Committee. 1993. Resource Analysis Guidelines for Land and Resource Management Planning in British Columbia. Interim Guidelines. Victoria, B.C. (unpublished draft).

Integrated Resource Planning Committee. 1993. Public Participation Guidelines for Land and Resource Management Planning in British Columbia. Interim Guidelines. Victoria, B.C. (unpublished draft).

Integrated Resource Planning Committee. 1993. Resource Units in Land and Resource Management Planning in British Columbia. Victoria, B.C. (unpublished).

Land and Resource Management Planning. 1997. Guide to Spatial Land and Resource Information in Land and Resource Management Planning. Victoria, B.C.

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