



May 1, 2002

I am pleased to introduce the next step in the Ministry of Sustainable Resource Management's approach to more focussed and accountable land use planning processes. In addition to streamlining the Strategic Land and Resource Management Planning process which was announced in November 2001, we have undertaken a similar strategy for landscape level planning.

Sustainable Resource Management Planning (SRM Planning), as described in this working paper (<http://www.gov.bc.ca/srm/>), represents a corner stone of our new approach to conducting our business now and in the future. SRM Planning consolidates and simplifies the array of strategic resource plans that used to be developed at the landscape, watershed, or local level of planning. It presents an exciting opportunity to promote economic development, balanced with environmental conservation, to provide the certainty and clarity for resource management that can be readily converted to action on the ground. Through the use of rapid advances in technology, we will also provide integrated and easy access to our registry, inventory, analysis and planning information for all users. SRM Planning is key to this consolidation and streamlining

SRM Planning will also help achieve this ministry's goal to work with all sectors, local government, First Nations and partners to advance the provincial resource planning system.

We are releasing the SRMP document as a working paper to allow us to continue our planning program in a manner that is consistent with our new government's commitments. However, we also recognize that this is a significant contribution to the overall land, water and resource management policy framework in the province. Therefore, please view this document as a work in progress. I look forward to your participation in SRM Planning and, through this ministry's commitment to continuous improvement, your contribution to improving and building on this key effort.

For more information about this ministry's mandate, goals and objectives, please visit our Web site at http://www.gov.bc.ca/srm/popt/mandate_org_struct.htm

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Sustainable Resource Management Planning

A Landscape-level Strategy for Resource Development



**Resource Planning Branch
Ministry of Sustainable Resource Management**

May 1, 2002

Executive Summary

Sustainable Resource Management Planning (SRM Planning) is the new consolidated approach to planning at the landscape level on provincial Crown lands. SRM Planning will allow the Ministry of Sustainable Resource Management (MSRM) to implement land use plans, identify economic opportunities, design efficient, sustainable development and conserve environmental values. SRM Planning meets the commitments laid out in the MSRM service plan and is consistent with the conclusions of the core services review and government's direction on strategic planning.

SRM Planning replaces the current confusing array of landscape-level Crown land plans with a new comprehensive, flexible and efficient model that supports economic development, ecosystem management and watershed planning. SRM Planning must be tested against and consistent with the sustainability principles that government is now finalizing and must be consistent with LRMPs and Regional Land Use Plans. Over time, SRM Planning will provide a vehicle for maintaining land use plans that have been completed or are soon to finish and that establish broad provincial Crown land use zoning and objectives.

The intent with SRM Planning is to nest existing planning boundaries wherever possible and to move to larger overall landscape planning areas rather than the previous concept of developing a plan for single landscape units. The volume of SRM Planning underway at any given time will depend on the willingness of partners to assume a leadership role and the availability of government planning resources. At this time, the ministry projects that a number of major chapters will be completed for between 100 and 150 SRM Plans in the province during the next three years.

The SRM Plan should be documented in a flexible format that will likely have chapters added over time. These will deal with specific resource values, economic development opportunities or activities in some detail. For example, a significant portion of government's previous focus has been on completing objectives for biodiversity conservation in priority areas. Although the development of biodiversity objectives continues, other economic development and environmental values, such as tourism, settlement and water resources, are an increasing priority and are therefore an increasing focus of planning effort at this level.

Although a few chapters of the SRM Plan may not be initiated until the issues that they deal with are identified as a priority, any one chapter, when started, takes no more than six months to complete. This is because government has already made most of the broad social choices through previously approved strategic land use plans. Also, SRM Planning is generally a more technical, design-oriented process, not a consensus-based process such as previous LRMPs. SRM Planning, as a landscape-level process, produces objectives that will be site-specific, results-based, set in an economic and ecosystem context and operationally relevant.



MSRM will use increasingly powerful data management systems and web-based technologies to develop a digital approach to integrated registry, resource information and SRM Plan storage and use. Entrepreneurs and other clients will have greater opportunity for increased sustainable development through province-wide instant access to SRM Planning information, georeferenced to each analysis unit.

New components will be added to the SRM Plan on the development and conservation of specific resource values, if it results in a clear, substantial economic opportunity and if MSRM can form effective partnerships for SRM Planning. Partnerships mean that both government and prospective partners share, in varying degrees, the responsibility for and the work of planning.

First Nations are encouraged to participate in SRM Planning to identify their interests and as one way to determine economic opportunities. MSRM will ensure that First Nations' participation in SRM Planning is consistent with all legal obligations, government to government agreements and MSRM policy. The public will have clearly defined and time-limited consultation for each process.

Public consultation will normally follow a review and comment approach. Where substantial differences occur, MSRM will strive to find common ground within a reasonable timeframe before approving the plan.

The MSRM regional director is the approval authority for SRM Plans except for those decisions that involve significant social choices. It is up to the regional director to consider where the approval of the SRM Plan involves significant social choice decisions and to forward these to the Assistant Deputy Minister, Resource Management Division for approval by the minister. MSRM is still developing the appropriate legislative model for SRM Planning and will incorporate a description of this model into this framework at a later date.

This document is a working paper and describes MSRM's active approach to landscape-level planning. It is anticipated that over time, this document will be updated as improvements are identified.



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1. Introduction

Sustainable Resource Management Planning (SRM Planning) is the consolidated approach of the Ministry of Sustainable Resource Management to planning at the landscape level on provincial Crown lands. SRM Planning simplifies the confusing array of past processes at this level or scale of planning. It incorporates local, watershed and landscape unit planning. The scale or level of detail is appropriately described by the term “landscape” as this term has come to represent the most operationally oriented form of strategic (objective setting) planning. It takes an approach that projects what the landscape should be like in the future and then builds the objectives, strategies and indicators to get us there.

SRM Planning works for British Columbia because of the province’s complex terrain and its biological, mineralogical, hydrological and cultural diversity. Historically, people involved in resource management issues in the province wanted to quickly move to a landscape level of planning. It is viewed as planning in the local community’s “back yard.” With many of the major land use issues resolved, SRM Planning will now allow us to implement land use plans, identify economic opportunities, design efficient, sustainable development and conserve environmental values.

SRM Planning occurs at various scales from 1:10 000 up to 1:100 000. This is in contrast to Land and Resource Management Plans (LRMP) and Regional Land Use Plans that are broad strategic *land use* plans completed at scales above 1:100 000, usually at 1:250 000 (see Figure 1). The analysis and detail of direction in SRM Planning usually focuses on medium sized watersheds (on average, 50 000 to 100 000 ha).

SRM Planning is not a new planning process. The Ministry of Sustainable Resource Management (MSRM) developed SRM Planning as an umbrella approach to foster economic development and environmental sustainability through strategic resource planning. In addition to landscape-level planning, MSRM will eventually integrate management of strategic land use plans, such as LRMPs, into SRM Plans to produce a single framework that will provide a more consistent, streamlined and cost-effective approach to strategic resource planning. The result will be a more comprehensive, single source of information on all approved plans that will expedite development approvals and promote economic development.

The ministry has already begun SRM Planning and is assembling the building blocks to improve the process. Government is currently finalizing sustainability principles that will serve as a test as well as a foundation for SRM Planning. Through the review of this paper and other initiatives, we are developing the concepts, policy and legislation. We built a set of automated decision-support tools and will soon implement web-based reporting of information and outputs. This will lead to a one-window access to planning and resource management information that will support economic development and sustain environmental values. By pooling the talent and skills of our staff with the expertise of partners in industry and other areas, we will accelerate the delivery of plans and strategies for growth of the province.



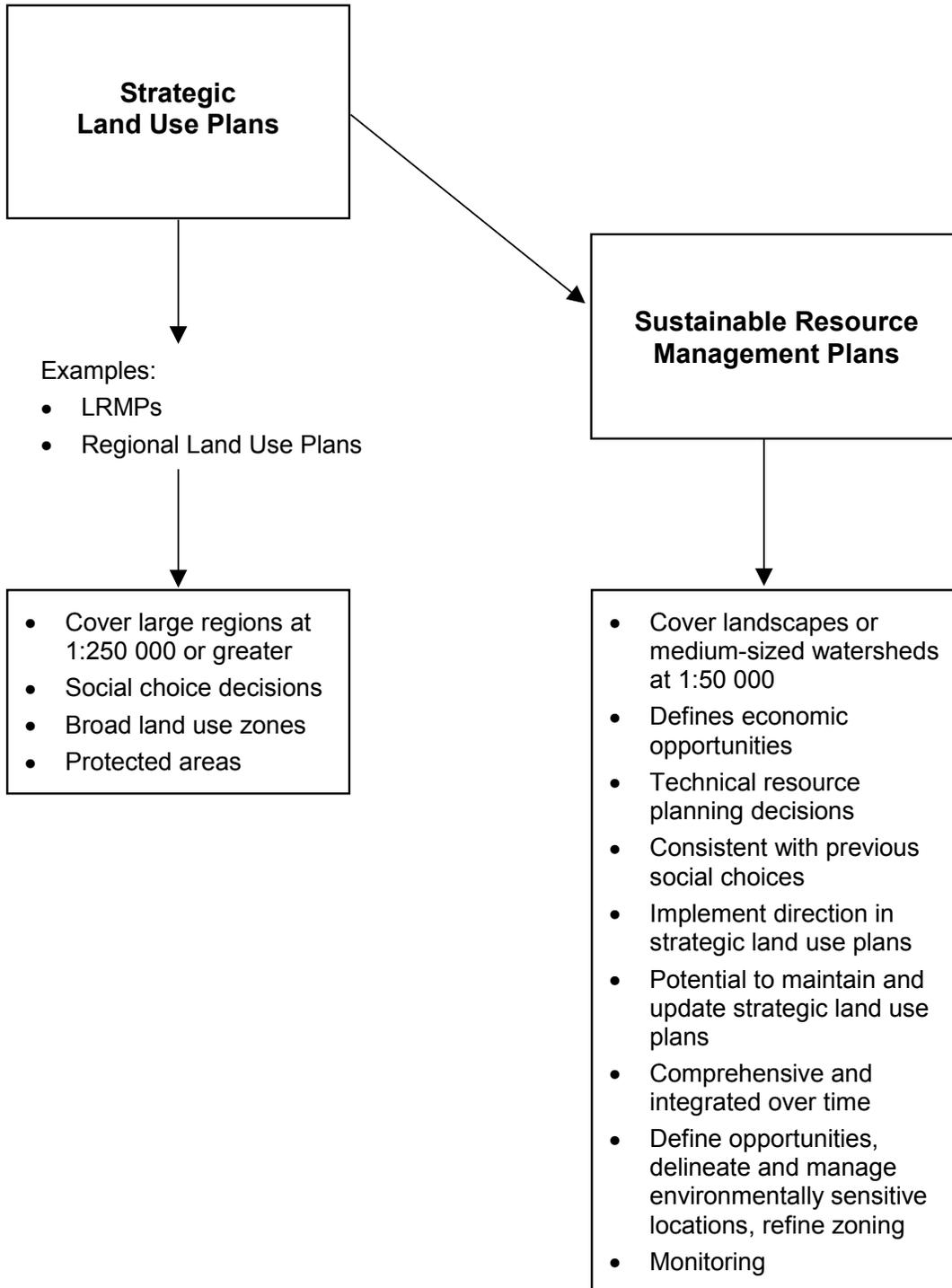


Figure 1. The relationship between SRM Plans and Strategic Land Use Plans.



2. The Context for SRM Planning

SRM Planning meets the commitments laid out in the MSRM service plan and is consistent with the conclusions of the core services review and government's direction on strategic planning. It is emerging in an era of government restructuring, a results-based and sustainable approach to resource management and an emphasis on economic development that maintains environmental sustainability. The establishment of MSRM and the development of SRM Planning addresses many of the following shortcomings of the existing strategic planning framework:

- Many levels of plans with incomplete connections and, occasionally, inconsistent boundaries between levels (e.g., LRMP and landscape unit plans)
- Within levels, many processes with unclear or non-existent linkages (e.g., at the landscape scale – landscape unit plans and Integrated Watershed Management Plans)
- Land and resource information that is program specific with no single point of access
- Many lead agencies, inconsistent coordination
- Disproportionate allocation of staff and budgets for planning across resource agencies
- Lack of attention to the needs of some resource sectors.

Several related initiatives currently underway are directly dependent upon, linked to, or will be replaced by SRM Planning.

Initiative	Relationship to SRM Planning
Agricultural Development Area (ADA) Plans	<ul style="list-style-type: none"> • incorporated within SRM Planning
Area-based management of the forest sector	<ul style="list-style-type: none"> • SRM Planning will be a component
Coastal and Marine Planning	<ul style="list-style-type: none"> • incorporated within SRM Planning
Crown land plans	<ul style="list-style-type: none"> • replaced by SRM Planning
Drinking Water Protection	<ul style="list-style-type: none"> • watershed assessments and Drinking Water Protection Plans will be incorporated within SRM Planning
Forest industry certification	<ul style="list-style-type: none"> • SRM Planning will support certification
Integrated Watershed Management Plans	<ul style="list-style-type: none"> • replaced by SRM Planning
Innovative Forest Practices Agreements (IFPA), Results Based Code Pilots, Enhanced Forest Management Pilot Projects (EFMPP)	<ul style="list-style-type: none"> • will help develop SRM Plans
Land and Resource Management Plans (LRMP)	<ul style="list-style-type: none"> • potential to amend and maintain through SRM Planning
Landscape Unit Planning	<ul style="list-style-type: none"> • replaced by SRM Planning
Living Rivers Strategy	<ul style="list-style-type: none"> • SRM Planning will support this strategy



Initiative	Relationship to SRM Planning
Local Resource Use Planning	<ul style="list-style-type: none"> replaced by SRM Planning
Muskwa-Kechika Pre-tenure Plans	<ul style="list-style-type: none"> incorporated within SRM Planning
Results Based Code	<ul style="list-style-type: none"> SRM Planning will support the new Code
Water Use Planning	<ul style="list-style-type: none"> incorporated within SRM Planning
Watershed-based Fish Sustainability Plans	<ul style="list-style-type: none"> incorporated within SRM Planning
Working Forest	<ul style="list-style-type: none"> SRM Planning will be an implementation vehicle

3. The Goals of SRM Planning

SRM Planning has the following goals:

- Replace the current confusing array of landscape-level Crown land plans with a new comprehensive, flexible and efficient model for landscape-level planning that supports sustainable economic development, ecosystem management and watershed planning.
- Implement workable, long-term partnerships that provide resources for planning and encourage ownership of the results.
- Provide a single window access and integrated delivery mechanism for new and existing (e.g., LRMPs) sources of planning, land registry and resource management information to expedite resource development approvals and stimulate sustainable resource-based economic development.

4. SRM Planning Defined

SRM Planning is a comprehensive, landscape-level approach to designing objectives and indicators that promotes sustainable economic development afforded by the province's wealth of Crown land, water, sub-surface and biological resources.

- SRM Planning is comprehensive in that it has the capacity to deal with most natural resource values, supports a sustainable environment and incorporates previous strategic planning and direction.
- SRM Planning focuses information gathering, analysis and resource management direction at the landscape level. In BC, a landscape approach to planning means using analysis units, most often medium-sized watersheds (landscape units), that are on average 50 000 to 100 000 ha in size.
- The concept of landscape also incorporates an ecosystem basis for planning. An understanding of the functioning of ecosystems, including human interactions, is fundamental for sustainable economic development. However, SRM Planning is adaptive and can accommodate planning for some resource values, such as sub-surface resources, that may not fit neatly into an ecosystem planning framework.



5. Benefits of SRM Planning for Resource Management

SRM Planning adds the following benefits for resource management:

- One window for strategic plan development at the landscape level and maintenance, over the long term, of all strategic plans
- One window for retrieval of strategic information and direction
- A more comprehensive, streamlined approach to landscape-level planning
- A planning area in which greater flexibility is afforded economic development activities by allocating biodiversity management targets within and between landscape units if the environmental outcome is as good or better than following the *Landscape Unit Planning Guide*
- Strategic planning areas designed to foster planning partnerships with the private sector and other interests
- Fewer referrals, lower costs as well as an expedited process for development proposals
- Fosters economic development while sustaining a healthy environment
- An opportunity to align strategic planning, operational planning, data and information systems, resource administration and tenuring along common boundaries.

6. SRM Planning Within BC's Resource Planning Framework

The comprehensive, landscape-level approach of SRM Planning consolidates and streamlines BC's Resource Planning Framework.

Relationship of SRM Planning to existing planning and resource management

Sustainability principles, land use plans and resource sector strategies

SRM Planning must be tested against and be consistent with government's sustainability principles that are now being finalized. SRM Planning must also be consistent with existing LRMPs and Regional Land Use Plans (see Figure 1). Over time, SRM Planning will provide a vehicle for maintaining land use plans that have been completed or are soon to finish and that establish broad provincial Crown land use zoning and objectives. Specifically, amendments or further refinements of land use zones and objectives may be managed through the SRM Planning process. This may mean consolidating existing amendment and monitoring mechanisms for all strategic plans under the umbrella of SRM Planning. For example, existing monitoring committees for LRMPs may take on additional responsibilities in SRM Plan monitoring.

SRM Plans that influence the disposition of Crown land for settlement purposes must also be consistent with local government plans where they exist. SRM Planning is a vehicle for implementing resource sector strategies, developed by MSRSM.



Forest management

Sustainable Forest Management Planning by the forest industry, that is a requirement for certification, provides a significant component or chapter for the broader SRM Plan (see Figures 2 and 3). It is anticipated that the Working Forest concept will be implemented through SRM Plans by implementing sustainable forestry targets on the ground.

The consolidated clear direction provided by SRM Plan objectives are essential for defining the results by which the forest industry will be measured under the Results Based Code (see Figure 2). In areas where objectives are incomplete, it is proposed that the new Results Based Code will establish “proxy” or interim objectives. These transitional proxy objectives apply until replaced by objectives developed through SRM Plans.

Higher level plans

Most of the legal establishment of resource management direction (now through the process of Higher Level Plan (HLP)) will be centred in SRM Plans. This is because of the more specific, measurable and implementable nature of landscape-level objectives. This process moves from the two-step process of the past, where land use plans were first approved and later HLP objectives were extracted, to a single-step process. The legally established elements of the SRM plan will be identified and highlighted in the plan.

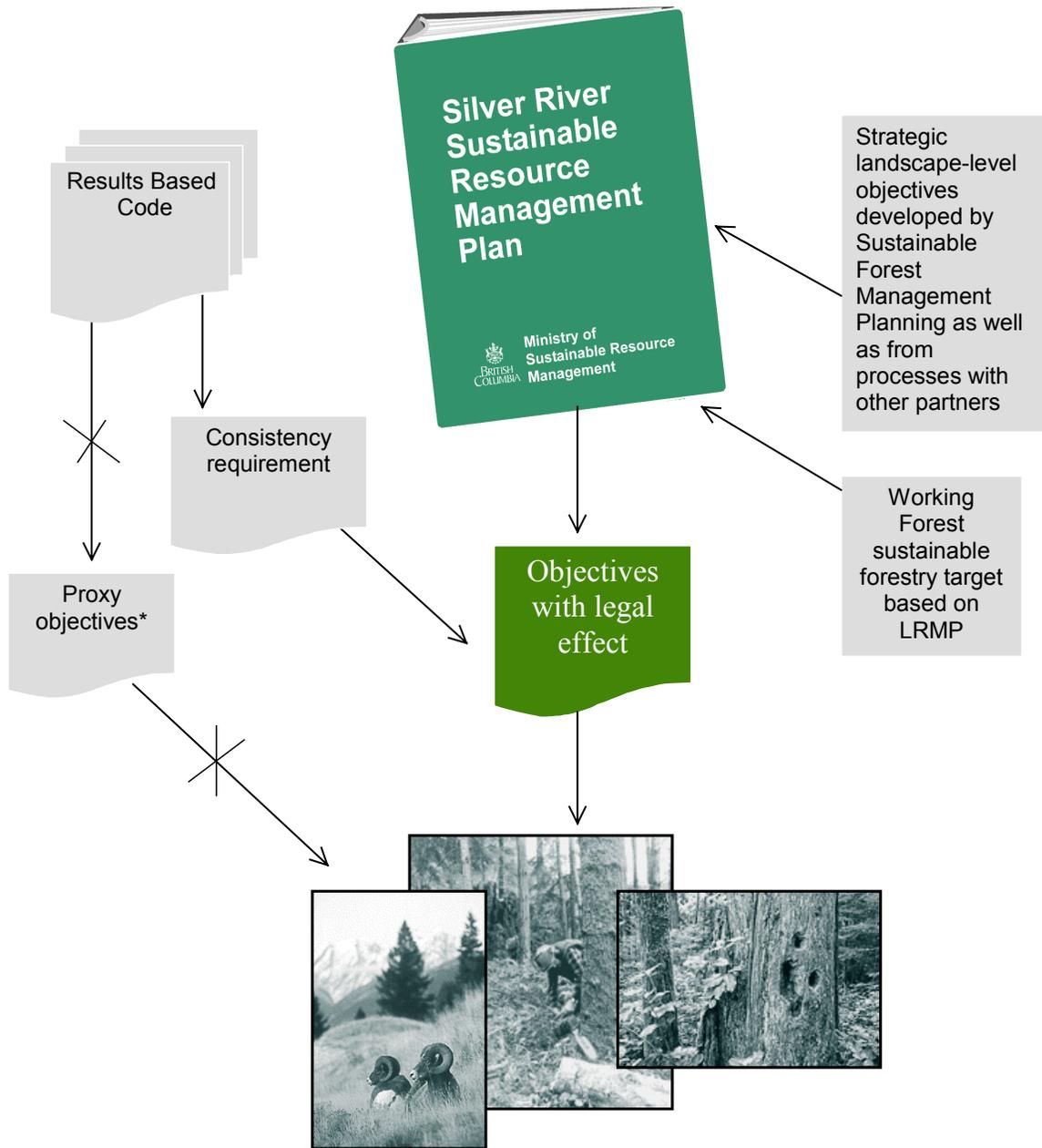
Mining

Mining is addressed in SRM Planning through use of the proposed “two-zone” model where this has not been addressed through strategic land use plans. Additional details on the two-zone model are being developed.

Habitat and biodiversity

SRM Planning also serves to integrate existing habitat planning initiatives related to the Identified Wildlife Management Strategy and various conservation strategies (e.g., grizzly bears). The development of biodiversity conservation objectives remains an important priority for SRM Planning and will be a significant and common component for most SRM Plans. It also integrates the overall intent of landscape unit planning, that had initially focussed on biodiversity planning.





* Proxy objectives in the RBC are in effect only until related objectives in the SRM Plan are given legal effect

Figure 2. The relationship between SRM planning and related initiatives.



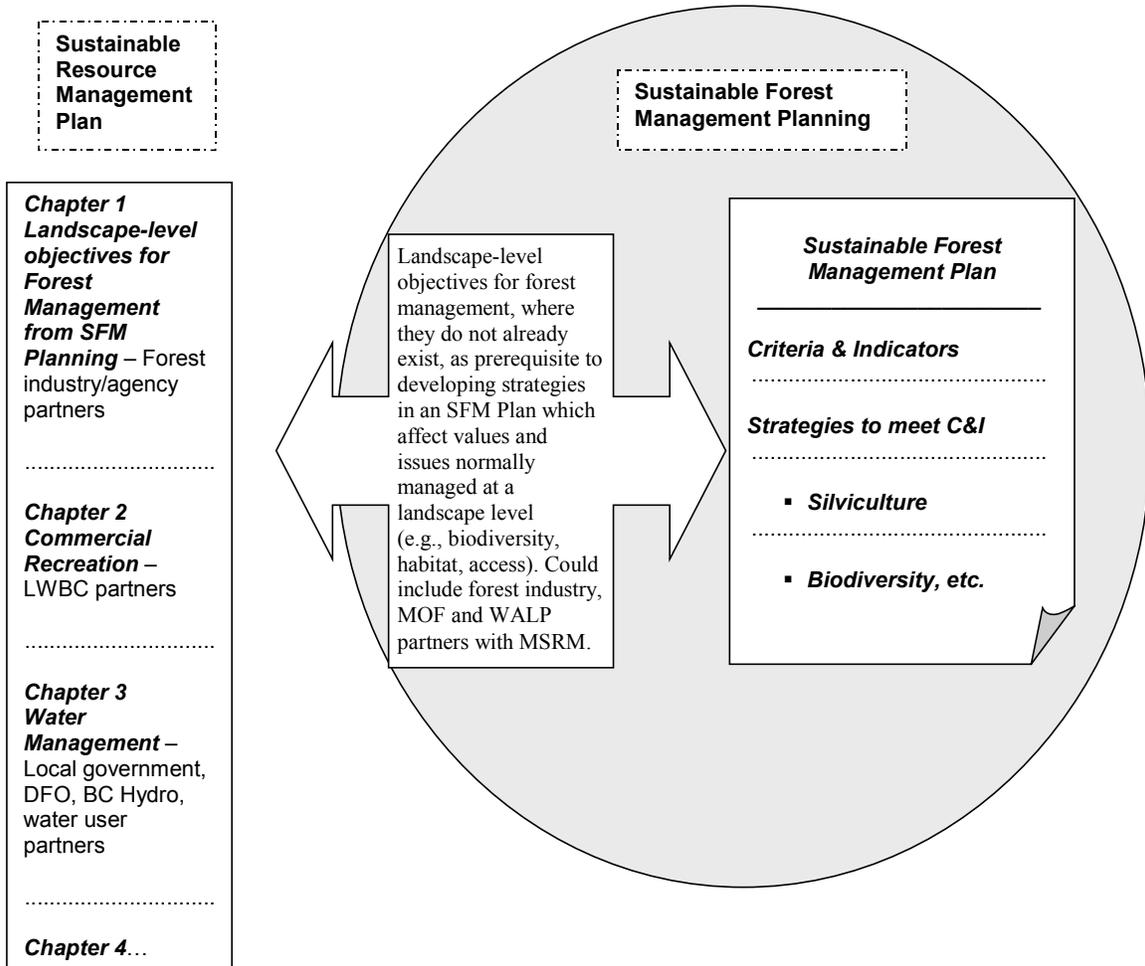


Figure 3. The relationship between SRM Plans and Sustainable Forest Management Planning.



Water planning and management

SRM Planning incorporates the variety of existing approaches to water planning including Watershed-based Fish Sustainability Plans,¹ Integrated Watershed Management Plans and Water Use Plans, such as those presently being led by BC Hydro.

SRM Plans will be an important vehicle for supporting the implementation of the Living Rivers Strategy. SRM Planning will be consistent with drinking water legislation and will help to implement the source water protection planning requirements of the government's Drinking Water Protection initiative. Many of the approaches to managing biodiversity at the landscape level are also important for managing hydrology. These two elements are addressed simultaneously in SRM Planning where possible.

Information analysis and reporting

Strategic information and direction that has been developed through the previous, complex system of strategic resource planning are now consolidated, organized, stored and accessible through SRM Plan analytical units, related data bases and web sites. SRM Planning relies on application of MSRM's data warehouse concept and takes advantage of automated landscape planning analytical templates and web-based reporting developed by the ministry (see Figure 4).

Crown land management and development

The disposition process for Crown lands and the need for referral of applications to appropriate agencies will be consistent with SRM Plans. However, flexibility is still necessary to respond to applications, especially when an SRM Plan does not deal with the related issues and land use scenarios.

¹ WFSP is a provincial and federal government initiative (Canada/BC Fisheries Committee) specific to the protection and management of fish and habitat. It will add value to ongoing provincial land, water and resource planning processes that influence water flow and quality and riparian vegetation. It can help decision makers evaluate the potential impacts of planning and provide specific recommendations with respect to the conservation of fish populations and habitat.

WFSP will not recreate or supercede comprehensive processes such as Land and Resource Management Planning, although it may influence how such processes evolve and are implemented. It will not address all land and resource values or eliminate competition between fish and other interests in a watershed planning unit.



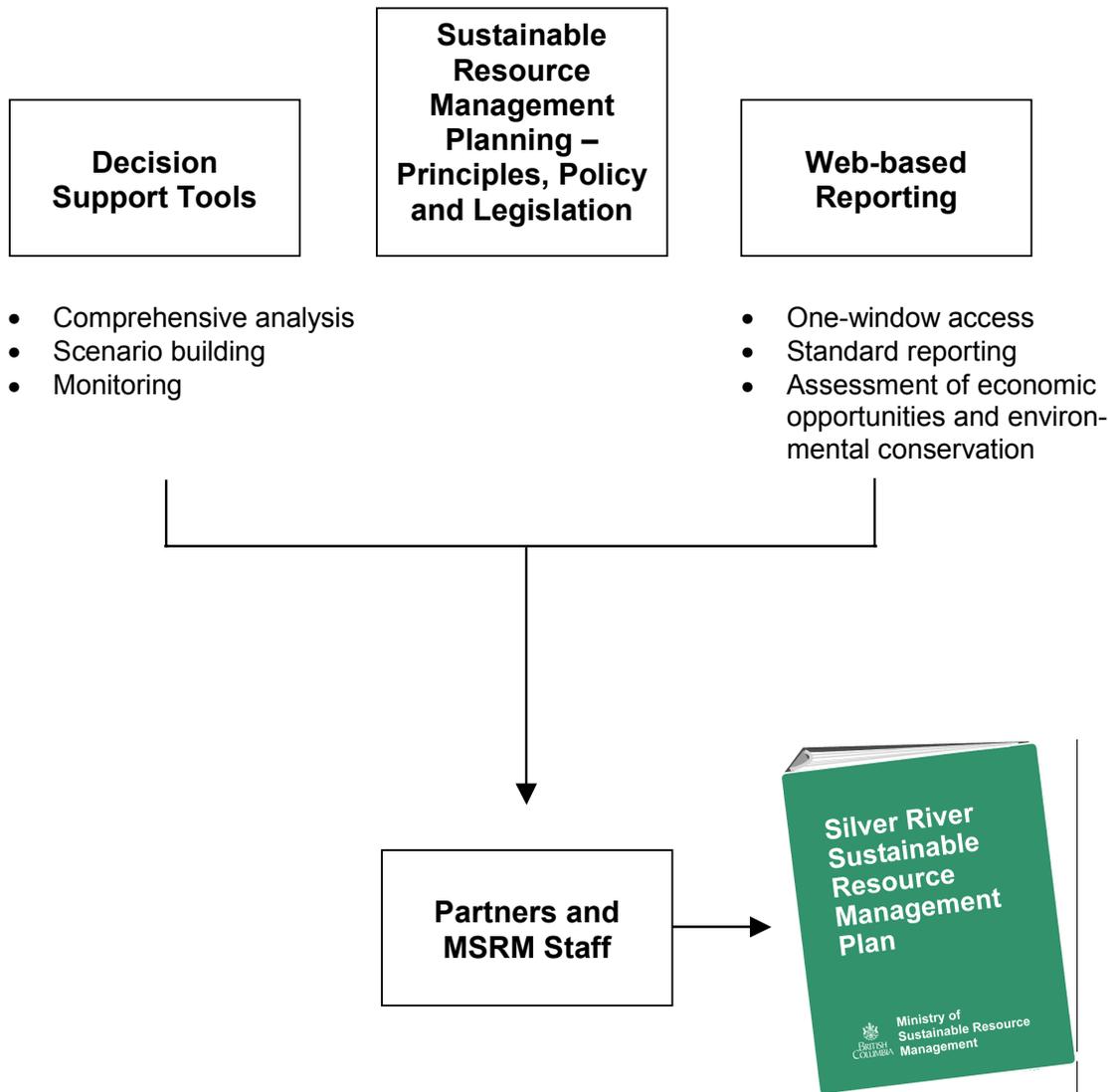


Figure 4. Components of Sustainable Resource Management Planning.



7. The Specifics of SRM Planning

While some details remain to be worked out, MSRM has developed the following best practices for preparing SRM Plans.

The look and content of the SRM Plan

The SRM Plan should be contained in a three-ring binder with some chapters common to all natural resources, such as the identification of values in the area, existing policy and planning direction, and the information base and analysis. It may also have chapters that present consolidated information to help investigate economic opportunity or environmental assets. This could include for example:

- capability, suitability, and feasibility ratings
- existing use and tenures
- location and extent mapping for specific values
- permissible uses
- undeveloped site opportunities (e.g., resort, recreation).

Most of the SRM Plan will likely have chapters added over time. These deal with specific resource values or activities in some detail. For example, a significant portion of MSRM's current focus has been on completing objectives for biodiversity conservation in areas where this is a priority. This focus will continue as an important and early chapter in the SRM Plan because it is a priority business need of the forest industry and an essential element of sustainable development.

Water resource values are an increasing priority for SRM Planning. The use of water, such as for small hydro power production or other commercial use, such as fresh water bottling, presents opportunities for new economic development. At the same time, the protection of drinking water, restoration of aquatic habitat and preservation of fisheries, and ensuring the safety of life and property from the powerful forces of water are all water-related issues that benefit from SRM Planning.

SRM Planning provides a new opportunity to accommodate First Nations interests. It will permit improved consultation including the identification of potential economic opportunities.

Other values and activities that may be added to the SRM Plan include but are not limited to the following:

- agriculture
- cultural and heritage resources
- energy production including from alternative energy sources
- fisheries habitat
- public and commercial recreation
- riparian management
- settlement
- sub-surface resource extraction



- timber and botanical forest products
- tourism
- visual quality
- wildlife habitat.

SRM Planning, as a landscape-level process, produces objectives that will be site specific, results-based, set in an economic and ecosystem context and operationally relevant (see Appendix 3). The intent is to design objectives that explain the condition of the resource value in the landscape at specified times in the future. For example, this may include the following outputs:

- specific delineation of the two-zone approach for mining
- spatial confirmation of the Working Forest
- identification of generalized areas or specific sites for commercial recreation opportunities and tenuring
- spatial location and objectives for scenic areas and visual management
- definition of specific stream reaches for permissible uses such as IPP
- retention requirements for forest cover in specific ecological sub-zones
- delineation of range and other wildlife habitat
- delineation of specific areas for agricultural land development opportunities—ADAs and Crown Agricultural Land Reserves.

Timelines and integration

Although there is an open timeline for completion of all possible chapters in an SRM Plan, any one chapter takes no more than six months to complete. This is because government has already made most of the contentious, broad social choices through previously approved strategic land use plans. Also, SRM Planning is generally a more technical, design-oriented process, not a consensus based process such as previous LRMPs.

Integration within and between chapters will be accomplished in three ways. First, in most areas of the province, there is existing broad strategic direction in LRMPs and Regional Land Use Plans for all resource values. Second, when developing individual chapters, planners must consider all significant values and take an integrated approach that does not foreclose on future potential. Another option is to develop an integration chapter at the beginning of the plan. Finally, planners must review and, if necessary, revise existing chapters when new ones are added.

One-window access to strategic planning information

MSRM will take advantage of increasingly powerful data management systems and web-based technologies to make a digital approach to SRM Plan compilation and use a preferred or at least a comparable option to traditional documentation methods. Entrepreneurs and other clients will have greater opportunity for proposing sustainable development through province-wide instant access to SRM Planning information, georeferenced to each landscape unit. Government will use



information technology to consolidate and manage most strategic resource planning direction in SRM Planning. Over time, it is anticipated that MSRM will maintain many of the zones and objectives developed by LRMPs, Coastal Plans and Regional Land Use Plans, for example, through SRM Planning and will not manage them through a separate process (see Appendix 3).

Defining the planning area

The volume of SRM Planning underway at any given time will depend on the willingness of partners to assume a leadership role and the availability of government planning resources. At this time, the ministry projects that a number of major chapters (e.g., biodiversity objectives) will be completed for between 100 and 150 SRM Plans in the province over the next three years. SRM Plans will be done where priorities dictate, and there may well be areas of the province where SRM Plans will not be completed.

In the past, resource planning and administrative boundaries did not line up very well. The intent with SRM Planning is to nest existing planning boundaries wherever possible. SRM Planning must coincide with MSRM regional boundaries and with LRMP, Regional Land Use Plan or Coastal Planning boundaries where possible. SRM Plan boundaries will encompass at least one and, normally, several entire landscape units (see Appendix 1).

The ministry will use the following criteria to determine SRM Planning areas:

- Administrative boundaries such as forest districts or tree farm license areas
- The boundary for an Innovative Forest Practices Agreement area, Enhanced Forest Management Planning Pilot or Results Based Code Pilot
- Designated Forest Area Management units proposed under the Results Based Code or other areas defined on the basis of economic development potential
- Watershed boundaries
- LRMP or sub-regional planning areas or zones within these areas
- Clusters of landscape units with similar resource management issues, resource users, resource values or ecological characteristics
- First Nations interests.

Many of the areas listed in the above criteria already line up with existing landscape unit boundaries. Landscape units will remain as analysis units or zones for many purposes in the SRM Plan. For example, landscape units are the standard areas for which biodiversity analysis and objectives are set. The move to SRM Planning should not, in itself, require a change to landscape unit boundaries. These boundaries should only be changed for good scientific, ecological or hydrological reasons. Consistently defined landscape units provide a strong basis for analysis, organization and storage of the products of SRM Planning and will serve a critical role in streamlining the planning process. While not perfect for all issues or resource values, the landscape unit provides us with the most consistently defined and used area for comprehensive analysis and access to planning information.



Setting objectives

Decision makers may establish objectives for the entire SRM Planning area or zones within the management unit. In other cases, they may find it necessary to set objectives for, groups of landscape units, individual landscape units or portions of landscape units. If, for example, there is a need to zone an area to protect visual quality and thereby maintain a commercial recreation opportunity, the affected portion of the landscape unit can be identified and the objective applied only to the appropriate portion. Normally, this type of objective will reference a map identifying the zoned area. Each zoned area will be accompanied by specific, measurable and implementable objectives (see Appendix 3 for examples).²

Socio-economic and environmental assessment

A Socio-Economic and Environmental Assessment (SEEA) of the SRM Plan will be done, where necessary, to inform the decision-making process. An SEEA is not necessary where the SRM Plan is consistent with an SEEA that has been undertaken for the area's strategic land use plan. Where inconsistencies occur, the SEEA need only focus on components of the SRM Plan which result in differences with the Strategic Land Use Plan SEEA.

The SEEA will use a "multiple accounts" approach where all the key values likely affected are subjected to an appropriate level of analysis. Usually a full SEEA will be undertaken only on the final draft SRMP. There should usually be no need for a full SEEA of any planning scenarios; rather, any preliminary resource analysis of the biophysical impacts of any interim alternative scenarios/options that were considered during the planning process should suffice at this stage of the planning process.

The Ministry of Sustainable Resource Management is currently reviewing the methodology for SEEA. In this regard, given the uncertainties to be encountered, it is likely that quantified assessments of economic and environmental impacts (i.e., jobs, revenues, fish/wildlife population dynamics, etc.) will only be generated where there is a realistic expectation of their occurrence. Otherwise, qualitative/descriptive assessments of the socio-economic and environmental implications/risks should be developed. In this case, both positive and negative anticipated effects on any economic opportunities and environmental values will be identified.

It is preferable that SEEA analysts be at "arm's length" from the planning process, but there is no reason why qualified government or industry professionals (e.g., economists and biologists) cannot undertake this task under the general direction of the planning team.

² This zoning does not apply to the provincial two-zone approach for mining



Setting priorities for SRM Planning

The Regional Director, MSRM, will decide to add chapters to the SRM Plan on specific resource values, development and conservation based on the following criteria:

- The resource value offers a clear, substantial economic opportunity that SRM Planning will directly help to promote or, promote indirectly, by resolving existing or potential conflicts between users
- Partners are identified and agree to be involved and contribute to the planning process
- Where none of the above occur, government directs that planning must be carried out to deal with a serious issue such as a threat to public health or to the environment
- The availability of resource information, analysis and relevant existing planning direction
- Need to accommodate First Nations interests.

Establishing partnerships for SRM Planning

To ensure success, MSRM must form effective partnerships for SRM Planning. Partnerships mean that both government and prospective partners share, in varying degrees, the responsibility for and the work of planning.

The role of partners may include funding the process, gathering of information, conducting analysis, developing objectives and strategies, referrals, public consultation and briefing MSRM officials to support their approval of SRM Plans. The goal is to have partners take on increasingly more of these responsibilities over the next three years.

Several partnerships are currently underway and may serve as models for future relationships. MSRM must consult with industry associations, Land and Water, British Columbia (LWBC) and other interests on their willingness to engage in partnerships. The ministry has begun this work but must move quickly before it can finalize a workable province-wide model for SRM planning. The following are prospective partners:

- First Nations
- LWBC
- Agricultural producers and organizations
- Forest companies and organizations
- Government ministries and agencies
- Independent power producers
- Local government
- Mining and energy oil and gas companies
- Private foundations.
- Recreational users and associations and environmental groups
- Tourism facility operators and associations



- Universities and colleges
- Water managers, public health officials and water users.

MSRM's role in SRM Planning

The Ministry of Sustainable Resource Management has the following roles in SRM Planning:

- Approving strategic objectives developed through SRM Plans (regions/headquarters as appropriate)
- Providing key policy direction to manage the economic and environmental impact of SRM Planning
- Providing planning and analysis expertise based on partnership agreements (regions)
- Leading planning processes when necessary and no partners who are willing to play a lead role have been identified (regions)
- Defining the program and process and developing training to support implementation (headquarters)
- Defining standards for planning areas, data preparation, objectives and other plan output, and monitoring (headquarters)
- Developing analysis tools (headquarters)
- Monitoring (regions)
- Ensuring that the accommodation of First Nations interests is considered.

First Nations consultation and participation

For the Province, First Nation consultation is a spectrum of activities involving information gathering and exchange and attempts to address aboriginal interests, where possible, with the objective of avoiding infringement of undetermined aboriginal rights. Planning processes are a part of this spectrum. From the government's perspective, First Nations involvement at the planning level provides more timely and effective means of information sharing and of understanding aboriginal objectives, interests and concerns with respect to a particular area.

Planning processes also provide First Nations with an opportunity to share information about their interests and asserted rights and to enter into discussions with government and stakeholders on possible means of achieving their economic and cultural aspirations and becoming active partners in the economic and social development of the broader community.

Planning processes may not necessarily meet all of government's obligations with respect to First Nation consultation. However, these processes can provide a solid information base and relationship on which to build.

First Nations' participation in SRM Planning will be consistent with all legal requirements, government to government agreements and MSRM policy.

First Nations are encouraged to participate in SRM Planning as one way to identify their interests and determine economic opportunities. (Note that specific



agreements to establish access to resources will be determined through tenuring or the treaty process). Over time, MSRM will work more closely with local First Nations to get their advice on the inclusion of resource values and activities in SRM Planning including those that are of economic interest to First Nations.

Public consultation

The following points guide public consultation in SRM planning:

- MSRM encourages partners in planning to lead in public consultation
- Normally, follow a review and comment approach to consultation. Where substantial differences occur, MSRM will strive to find common ground. However, if common ground cannot be found within a reasonable timeframe, MSRM will make the decision
- Provide parties with legally defined interests on Crown land an opportunity for input
- Clearly define and time-limit consultation for each process
- Consider that extensive public engagement is not normally necessary if previous planning processes have already set broad strategic direction
- Consultation in SRM Planning for old-growth and wildlife tree retention will follow the process described in the existing *Forest Practices Code of British Columbia Act*.

Legislation

MSRM may use legislation to establish legally binding objectives to direct resource development. This is a powerful mechanism to ensure compliance with a plan. However, there is additional administrative cost and more rigid procedural requirements to maintain and manage the plan.

MSRM is reviewing three options for legislation to develop or implement objectives:

- Legislation enables the development and registry of a plan and objectives; however, operational plans and activities are not required to be consistent with or consider the plan or objectives
- In addition to enabling SRM Planning, legislation requires that operational plans or activities consider the plan or objectives
- In addition to enabling SRM Planning, legislation requires that operational plans or activities be consistent with the plan or objectives.

MSRM is still actively considering the appropriate legislative model for SRM Planning and will incorporate a description of this model into this framework after appropriate consultation.

Coordination between federal and provincial officials when applying the *Fisheries Act* and the *Water Act* is essential to ensure effective planning that provides credible direction for developers that is not undermined by unpredictable enforcement.



Approval process

Figure 5 outlines the approval process for SRM Plans. The MSRM regional director is the approval authority for SRM Plans except for those few instances where decisions involve significant social choices. It is up to the regional director to consider where the approval of the SRM Plan involves significant social choice decisions and to forward these to the Assistant Deputy Minister, Resource Management Division for approval by the minister, MSRM.

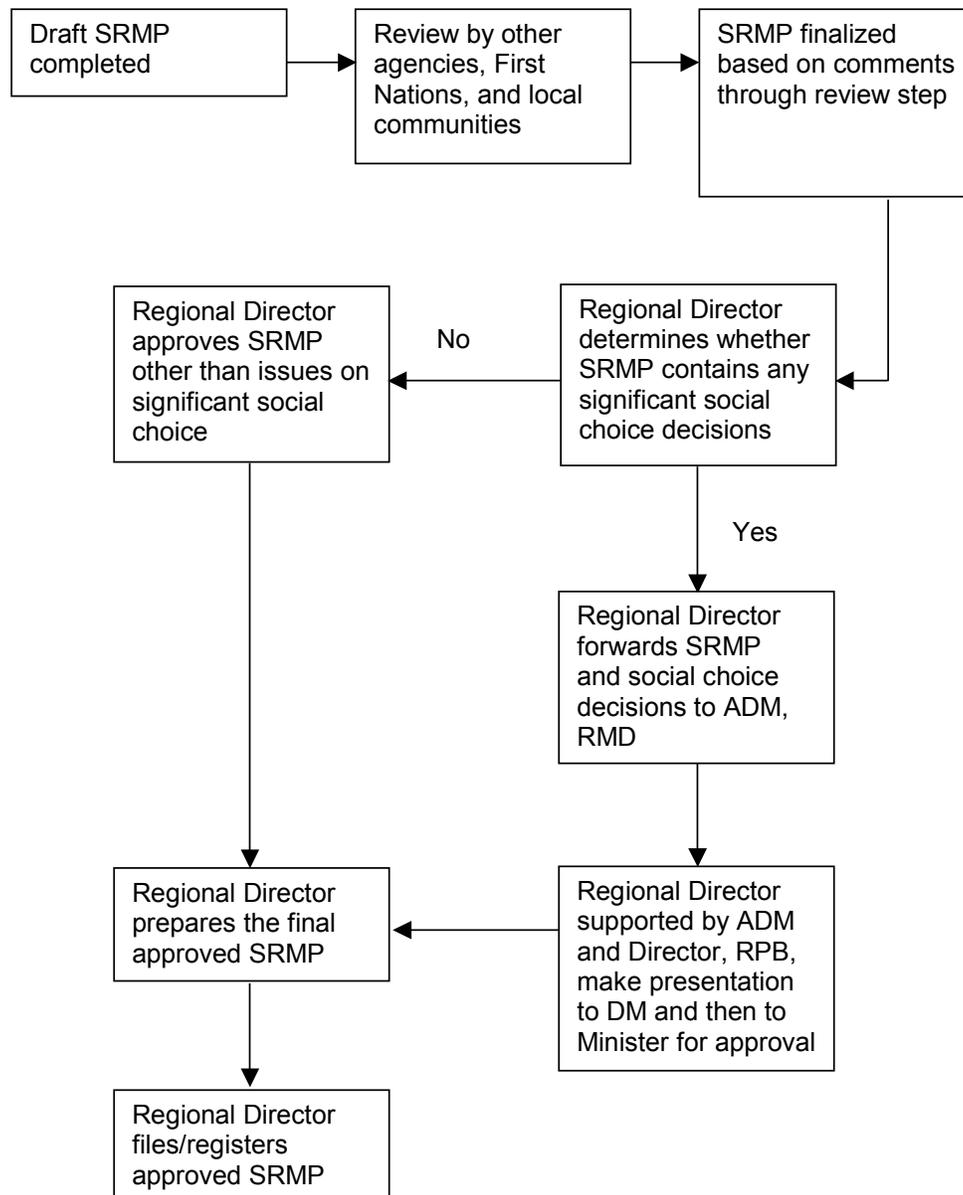


Figure 5. Approval of Sustainable Resource Management Plan.



Significant social choice decisions, for the purposes of this approval process, generally refer to decisions that will impact on the strategic allocation of lands or resources or that will likely have a contentious negative impact on a group or resource value. This type of decision will be the exception as most of these have been made through the approval of LRMPs and Regional Land Use Plans.

Significant social choice decisions include but are not limited to the following:

- Adjustments to the sustainable forestry targets defined by the Working Forest Initiative
- Foreclosing on known economic development opportunities of significance to a community
- Environmental impacts (determined by scientifically based impact analysis) that threaten the survival of a distinct habitat or wildlife or fish population
- Permanent closure of a well-used recreational trail
- Establishment of a new protected area
- Major new economic development opportunity.

8. Conclusion and Next Steps

The framework presented in this paper addresses the goals laid out on page 4 of this document. In meeting the first goal —“Replace the current confusing array of landscape-level Crown land plans with a new comprehensive, flexible and efficient model for landscape-level planning that supports economic development, ecosystem management and watershed planning”— this paper proposes that SRM Plans give priority to dealing with issues when there is a clear economic opportunity. MSRSM will add new chapters to the SRM Plan for specific resource values when the ministry or a partner identifies a clear economic opportunity or substantial threat. Direction in SRM Plans will be sufficiently specific to relate to on-the-ground operational needs.

SRM Planning builds on existing resource plans and nests planning areas to ensure that boundaries align. The ministry determines planning areas based on issues and the needs of prospective partners at the time the plan is prepared, normally using medium-sized watersheds (landscape units) as the base analysis unit and taking an ecosystem perspective in planning.

Implementing workable, long-term partnerships that provide resources for planning and encourage ownership of the results is the second goal of this framework. MSRSM integrates this goal as a fundamental principle of how the ministry conducts SRM Planning. The ministry will identify partners as a mandatory precursor for most types of SRM Planning.

This paper directly addresses the third and final goal of providing a single window for strategic direction and information for resource users through its description of the look and content of an SRM Plan. This is also illustrated in Appendix 2.



Challenges and key factors for success

The following points are key to realizing the benefits of SRM Planning:

- Enabling effective partnerships with the forest industry, water managers, LWBC, First Nations and other resource users
- Delivering meaningful planning products on time and on budget
- Integrating planning requirements and abilities of a wide range of resource users
- Developing objectives and other outputs that significantly reduce uncertainty and facilitate operational decisions and approvals
- Clarifying the relationship to other government initiatives, such as Results Based Code, and building effective links
- Developing clear but flexible policy for landscape planning
- Having effective tools for analysis and the data required to make decisions
- Encourage the Department of Fisheries and Oceans (DFO) to participate in SRM Planning since DFO will continue to make key decisions on the conditions of approval for proposed works and activities that have a direct impact on fish habitat
- Maintaining momentum to establish old-growth and wildlife tree retention objectives
- Maintaining the dedication, expertise and capacity of staff
- Establishing a mutually agreeable approach to First Nations consultation and participation.

Next steps

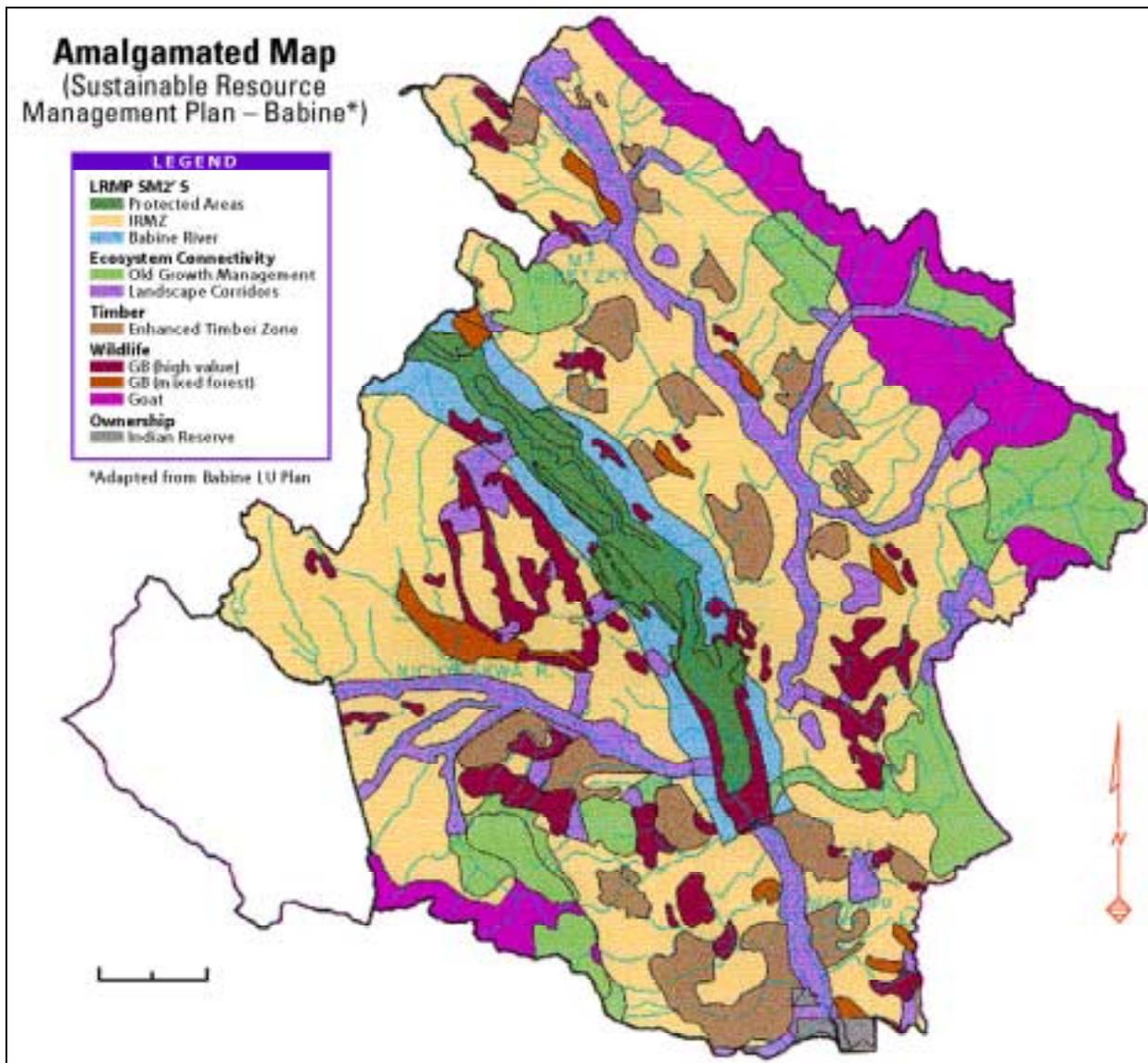
This document is a working paper and describes MSRM's active approach to landscape-level planning. Over time, it is anticipated that this document will be updated and improved. In this respect, comments are always welcome.

Please send comments to:

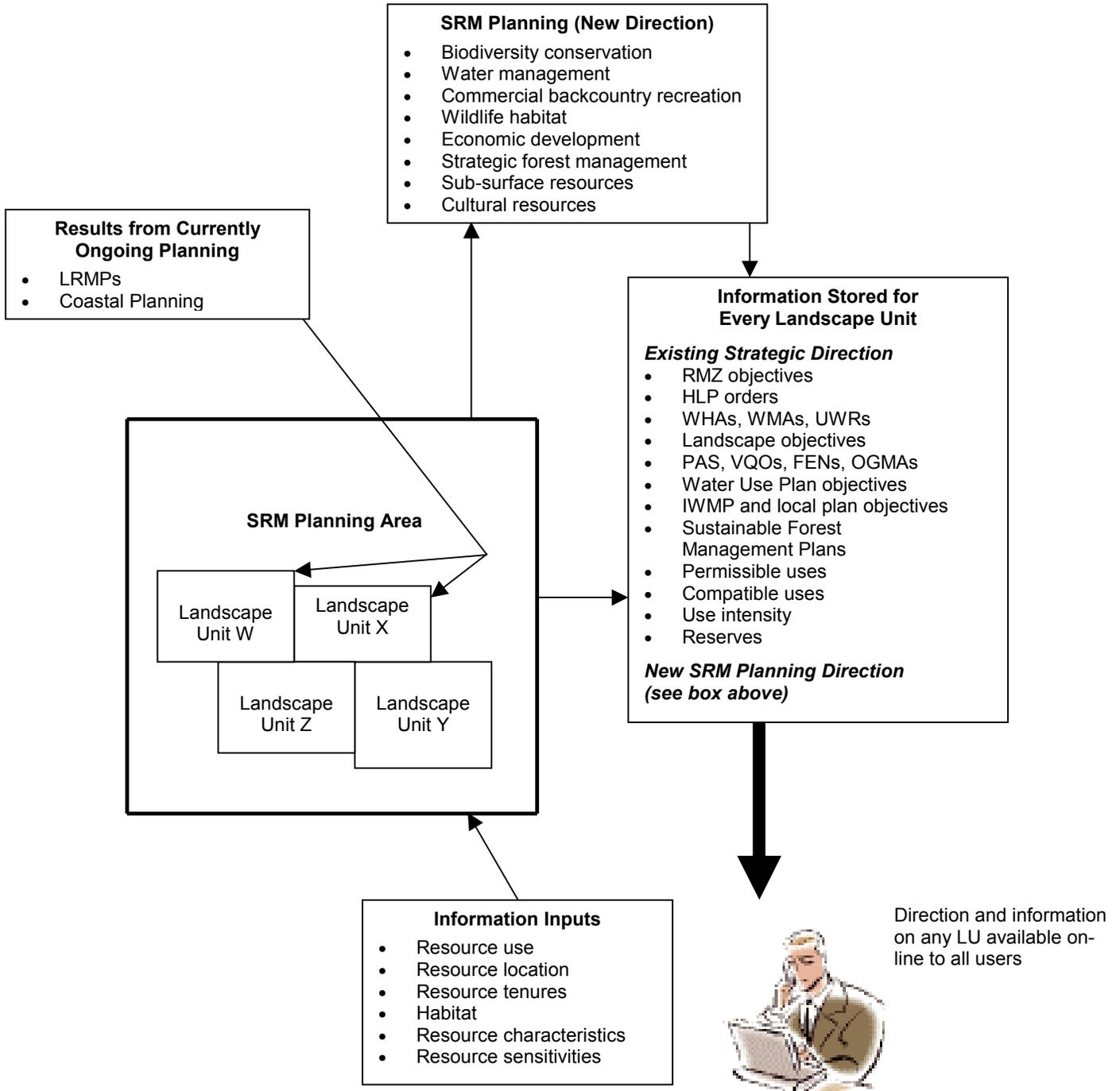
Resource Planning Branch
Ministry of Sustainable Resource Management
c/o Allan Lidstone
(email allan.lidstone@gems6.gov.bc.ca; fax 250-953-3481).



Appendix 1. Example of proposed sustainable resource management plan map



Appendix 2. SRM planning – one-window access to strategic direction



Appendix 3. Sample objectives from an SRM Plan

Resource Value: *Tourism and Recreation*

Desired Future Condition: Vistas in Marmot Valley as viewed from Skyline Trail and the proposed lodge site remain in a near pristine state with logging and road construction only discernible when pointed out. A new backcountry commercial recreation lodge will be operating successfully at Harpers Ridge near kilometre 2 of the Skyline Trail. Staff, customers and the general public will access the lodge by helicopter, mountain bike, foot or horseback.

Objectives:

- Maintain a partial retention visual objective in Marmot Valley as viewed from Skyline Trail and the lodge.
- Allow the development of a new commercial backcountry recreation facility at Harpers Ridge as identified on Map yy.
- Construct and maintain resource access in the area around the lodge and adjacent to Skyline Trail as delineated on Map yy in a manner that reduces the impact on the trail and the lodge (e.g., when economically viable, use non-motorized ground vehicles or helicopters).

Resource Value: *Timber*

Desired Future Condition: Seventy percent of the productive forest of Marmot Valley contributes to the Working Forest as defined through the sustainable forestry target. Timber from the valley is a mainstay of the mill in Melrose. Over 40% of the working forest area, located outside visually sensitive areas (see tourism and recreation objective) and areas affecting fish habitat (see fish habitat objective), are managed for intensive forestry. Forest health is excellent based on a diversity of age classes throughout the valley and aggressive action to curb pest infestations.

Objectives:

- To provide certainty for the timber industry in Marmot Valley, timber harvesting is confirmed as an appropriate use in the areas shown on Map A as consistent with the sustainable forestry target.
- To maximize timber production, manage the area shown on Map B as intensive forest management area.
- Promote timber harvesting and visual quality in the Marmot Valley partial retention VQO area by using selection harvesting and removing up to 60% of the merchantable timber.

Resource Value: *Biodiversity*

Desired Future Condition: Forest cover is retained at levels and in shapes and locations with stand structure and species composition that mimic natural disturbance associated with rare stand initiating events (NDT1). Water courses and wetland complexes are maintained as intact, functioning ecosystems. Habitat



for marbled murrelet is protected where it overlaps with old-growth management areas.

Objectives:

- To maintain old-growth forest, interior forest condition, connectivity and marbled murrelet habitat old-growth management areas are hereby established as per Map xx.
- To maintain the hydrological integrity and rare plant species of Little Bog, road development is only permitted in areas further than 50 metres from the up-slope edge of the bog.

Resource Value: *Fish Habitat*

Desired Future Condition: Water quality and flows in Little Bog Creek remain consistent with the 10 year average pre-development trends. Habitat for the threatened Little Bog Creek Coho run and for Cutthroat Trout remains at levels and quality consistent with pre-development conditions.

Objectives:

- See second objective under biodiversity (should this objective be cancelled for biodiversity it will still apply for fish habitat).
- To minimize erosion and excessive peak flows, young forest (<4 metres in height) in the CWHvm BEC sub-zone on the slopes above Little Bog Creek must be less than 230 ha.
- To maintain the hydrological integrity of tributaries to Little Bog Creek, old-growth management areas in affected BEC variants will be located adjacent to streams wherever adjacent forests have old-growth attributes.

Resource Value: *Minerals*

Desired Future Condition: The Harpers Mountain volcanic belt of high metallic mineral potential for the discovery of copper-silver-gold deposits, remains accessible to exploration and development along its entire length where it cuts across Marmot Valley. Other areas with moderate potential also remain open to exploration. The 12 known mineral occurrences and the former producing Marmot Silver Mine will be available to future cycles of exploration interest, each cycle of activity generating new information as new geology and exploration technology is applied to determine the presence of economically viable deposits. Exploration activities are conducted with full consideration of environmental and recreational impacts and values and surface disturbances are rehabilitated.

Objectives:

- To ensure certainty of access for development of known mineral occurrences as indicated on Map 3 and on active mineral tenure, only those activities that do not restrict the potential for mineral exploration and development in these areas will be permitted.
- To encourage economic development and provide certainty for the mining industry, the Harpers Mountain volcanic belt as indicated on Map 3 is a high



intensity area for mineral exploration and development where mining will be an expected activity supported by efficient, cost-effective access. Mining activities are encouraged throughout the plan area, consistent with the provincial two-zone system for mineral access.

- While exploring for and developing mineral occurrences, integrate activities with other uses where practical, consider visual quality and recreation values, and minimize the impact of access development on the Skyline Trail.

