

# **Sustainable Resource Management Planning**

## **Standards for Creating, Implementing and Administering Sustainable Resource Management Plans**

March 2004



**Ministry of Sustainable Resource Management  
Forests, Lands and Marine Branch**



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# Introduction

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This document describes the Ministry of Sustainable Resource Management's (MSRM's) standards for the Sustainable Resource Management (SRM) planning process, the outputs of the process, and the means by which plans are implemented and managed (Table 1). These standards define the criteria to be met for successful Sustainable Resource Management Plan (SRMP) adoption and implementation. Consistent achievement of the standards will ensure that the SRMP program generates reliable and useful planning results that are consistent with the Ministry's governance principles for sustainability. These ten governance principles, available at <http://srmwww.gov.bc.ca/clrg/psrb/sustainability/>, are integrated throughout the SRMP standards as well as into the checklist for SRM Planning that follows most sections and is summarized in Appendix I. This standards document is designed to be flexible to fit the comprehensive as well as the more focused SRMPs. The text will define where the details for a more comprehensive SRMP may be adapted or omitted to better fit a more focused SRMP. The first half of this document describes the standards themselves, while the second half (appendices) contains resource and reference materials.

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## What is SRM Planning?

Sustainable Resource Management Planning (SRM Planning) is a program for planning on provincial Crown land. It encompasses various other planning processes, including planning for landscape units, watersheds, local resource uses, and coastal areas. SRMPs are the main vehicle for translating existing, broad 'strategic' land use plans (Regional Land Use Plans and Land and Resource Management Plans) into the more specific and tangible resource management direction that is needed for operational planning and day-to-day resource management decision making.

SRM Planning is a demand-driven program with a current emphasis on sustainable development and implementation of the *Forest and Range Practices Act*. SRM Planning provides a flexible approach to developing Crown land management objectives. Where and when it is done, boundaries and the scope of the processes are not predetermined; instead, resource issues and opportunities define the planning area and the scope of inquiry. SRMPs may be very focused in scope, addressing a single resource value, or they may be comprehensive plans addressing multiple resource values. SRMPs may be triggered by a variety of resource issues (e.g., mountain pine beetle infestation, biodiversity planning needs, desire for community economic diversification and growth, conflict between different resource sectors).

**Table 1.** Summary of MSRM standards for SRM Planning in British Columbia

| <b>SRM Planning Process Standards</b>                           |  |
|---|--|
| <b>1. Flexibility</b>   | SRM Planning is a flexible platform for landscape/local planning where the process is adapted at the start of each project to accommodate the size of the planning area, the partners involved, and the number and type of values, and issues to be addressed. |
| <b>2. Accountable</b>   | SRM Planning processes are undertaken by agencies or non-government parties that are mandated to prepare SRMPs, are guided by sound governance principles for sustainability, and take direction from existing strategic policies and plans.                   |
| <b>3. Technically and Scientifically Defensible</b>             | SRMPs are developed by qualified professionals, and are based on objective and sound technical information and credible science on cause-effect relationships.   |
| <b>4. Efficient</b>   | SRM Planning processes are structured in a manner that requires the least possible expenditure of time and resources for achieving an SRMP consistent with SRM planning standards.   |
| <b>5. Integration</b>   | SRM Planning processes take direction from existing government-approved strategic policies and plans and consider social, economic, and environmental values and the linkages among them.  |
| <b>6. Issues-Driven</b>   | SRM Planning processes concentrate on addressing known issues  |
| <b>7. Consultative</b>  | SRMPs provide appropriate opportunities for First Nations, stakeholders, other government agencies, and the general public to participate in the planning process.   |
| <b>SRM Planning Product Standards</b>                           |  |
| <b>8. Plan Goals</b>  | SRMPs express goals for the resource values that the planning process is addressing.   |
| <b>9. Resource Objectives and Strategies</b>                    | SRMPs contain relevant, measurable, achievable, and spatially defined resource objectives, and where useful, strategies for achieving the resource objectives.   |
| <b>10. Direction on Plan Implementation &amp; Monitoring</b>    | SRMP implementation provisions describe the steps that will be taken to ensure that the SRMP is implemented and monitored.   |
| <b>11. Organization, Presentation and Style</b>                 | SRMPs are developed and compiled in a modular format and are written in a plain and neutral language style.  |
| <b>SRM Planning Implementation and Administration Standards</b> |  |
| <b>12. Implementation Mechanisms</b>                            | SRMPs are legally implemented, when appropriate, in a timely manner.   |
| <b>13. Plan Communication and Dissemination</b>                 | Approved SRMPs are made accessible to those with a potential interest in the plan and to the broader general public through MSRM internet portals.   |
| <b>14. Plan Monitoring and Adaptive Management</b>              | SRMPs are monitored, based on available funding, to provide a basis for continuous improvement in resource management policies and practices.  |

The scope of the SRMP and the resource values, history, interests, issues, and opportunities in the SRMP area influence the type of consultation undertaken, the methods used in the planning process, and the length of time needed for plan completion. In some cases, resource management plans that non-governmental parties prepare voluntarily to meet their own planning needs may be adopted by MSRM as an SRMP or a component of an SRMP, provided that they meet MSRM planning standards.

Commonly used resource planning terms such as objectives and strategies are used in SRM Planning consistent with their normal usage in strategic planning. However, under the *Forest and Range Practices Act* or the *Land Act*, these terms may take on a more specific or a narrower meaning. To assist planners and resource managers who will be preparing forest management objectives and will be using this document, these differences will be described where appropriate in the text.

See Appendix II for a few examples of recent SRMPs varying in scope.

For clarity, some of the resource values and activities that may be considered in SRMPs include, but are not limited to:

- agricultural values and soils
- visual quality
- timber
- non-timber forest products
- forage and associated plant communities
- water quality
- energy production, including alternative energy sources
- commercial and backcountry recreation
- fisheries and fish habitat
- sub-surface resource extraction
- wildlife habitat
- biodiversity (e.g., rare ecosystems, species at risk, old growth representation)
- cultural heritage resources.

## Document Layout and Application

These standards apply to MSLRM staff who are engaged in SRMP development and implementation as well as to other government agencies and non-government organizations that may partner with MSLRM to undertake an SRMP or specific components or chapters of an SRMP.

The SRMP standards are divided into three categories:

- A. Process Standards** – expectations regarding the approach taken in developing SRMPs.
- B. Product Standards** – expectations regarding the physical outputs of SRM Planning processes.
- C. Implementation and Administration Standards** – expectations regarding the delivery and management of approved SRMPs.

Individual standards within these categories are described in the remainder of this document. Appendices include supporting information and tools. Appendix III indicates various SRM Planning steps. Appendix IV provides a template for developing project terms of reference. Appendix V outlines guidelines and steps for SRMP approval. The governance principles for sustainability are integrated into the planning standards and into checklist questions throughout the document and summarized in Appendix I. This checklist ensures that the SRM Planning standards have been applied at all steps of the planning process and the plan conforms to MSLRM governance principles for sustainability. This checklist is a useful starting point for developing an SRMP.

In addition to these overarching standards for SRMPs, MSLRM is developing more specific guidelines on resource analysis techniques, data management, writing objectives and strategies, planning for economic opportunities, and First Nations consultation. *"Sustainable Resource Management Planning: Resource Analysis Guide"* (resource analysis guidelines) explains many of the steps in SRMP development. Relevant SRMP guidelines and tools are referenced for each standard.

# SRM Planning Standards

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The following sections describe specific requirements for each planning step to meet the standards for SRM Planning. The right-hand column on each page provides a key for tying these considerations into each SRM Planning standard as summarized in Table 1. The detailed requirements are designed to accommodate a more comprehensive SRMP. Direction is also provided on how to adapt or even eliminate some requirements for a more focused SRMP. Checklist questions are provided after most sections to help planners determine consistency with the standards.

## A. SRMP Process Standards

The quality of the results from a planning process is usually a reflection of the quality of the planning process itself. A well designed and managed process normally contributes to an effective result—in terms of a plan that:

1. addresses the issues at hand,
2. is supported by the parties with an interest in the plan, and
3. can be implemented smoothly.

The standards in this section are aimed at achieving credible and effective SRM Planning processes.

### Preparing to Plan

- SRM Planning projects are adaptable and can be designed to develop management direction for as many values and issues as necessary. This could mean a plan that presents management direction for a single value such as old growth or for a combination of issues and values such as biodiversity, access, and commercial recreation. The scope of many projects may be predetermined by MSRM service plan priorities and will be further articulated through the annual budgeting process. For example, current priorities in 2003 and 2004 include the development of objectives to support FRPA implementation and the facilitation of economic opportunities.
- The issues, values, and partners involved will determine the size of the planning area. The landscape scale of planning refers primarily to the level of detail in the data and analysis and to the specificity of management direction in the final SRMP. In terms of map scale, the level of detail of analysis and outputs will be sufficient to support up to 1:50 000 and in some cases (e.g., old growth management), 1:20 000.
- Partners will bring resources (e.g., information, funding) to the project and may either participate in or lead the project subject to approval by MSRM and compliance with these standards.
- The initial scope of the project may be modified somewhat through the issues identification stage discussed below under terms of

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#### Standard 1. Flexibility

SRM Planning is a flexible platform for landscape/local planning where the process is adapted at the start of each project to accommodate the size of the planning area, the partners involved, and the number and type of values and issues to be addressed.

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#### Standard 2. Accountable

SRM Planning processes are undertaken by agencies or non-government parties that are mandated to prepare SRMPs, are guided by sound governance principles, and take direction from existing strategic policies and plans.

reference or to meet the needs of partners that may be identified as the project is implemented.

## **Plan Initiation – Assemble the Team**

- SRM Planning processes are usually led by a provincial agency with the legal mandate to plan or manage particular Crown land and resources. This will normally be MSRM, but may also include a partnership with MWLAP, LWBC, MEM, MoF, BCTS, Oil and Gas Commission, or other provincial agencies to lead the process with MSRM playing a less active role. Where provincial agencies other than MSRM choose to lead an SRMP, MSRM will request them to use these SRM Planning standards and supporting methodological guidelines.
- Non-provincial planning agency partners may lead SRM Planning processes under the terms of a written agreement with MSRM, and where the terms of the agreement include a requirement to conform to these SRM Planning standards.
- An SRM Planning project coordinator is appointed and that person is responsible for managing the planning process to achieve the terms of reference. The SRM Planning project coordinator communicates no less than quarterly to his/her manager regarding project progress and budgets.
- The SRM Planning project coordinator (appointed by the MSRM regional director or regional planning manager) and staff/consultants that comprise the planning team are qualified land and resource planning/management professionals and sector experts. As a team, they have capabilities in planning process design and management; consultation methods; facilitation and conflict resolution; resource analysis methods; socio-economic and environmental evaluation techniques; and measures for plan implementation and monitoring.

## **Terms of Reference**

- SRM Planning processes are managed according to an approved terms of reference that generally includes the purpose, scope, milestones, roles and responsibilities, methods, and deliverables. Project terms of reference may also include a consultation strategy and a preliminary communications plan. The communications plan sets guidelines for public access to information used to develop decisions. A more detailed project plan will normally be developed by the planning coordinator and planning team. The level of detail in a terms of reference will reflect the scope of the planning project including the number of values and issues, past planning history and the level of previous resource use conflicts.
- Communication with First Nations, local government, stakeholders, and the general public is required.

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### **Standard 3. Technically and Scientifically Defensible:**

SRMPs are developed by qualified professionals, and standards are based on objective and sound technical information and credible science on cause-effect relationships.

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### **Standard 4. Efficient:**

SRM Planning processes are structured in a manner that requires the least possible expenditure of time and resources for achieving an SRMP consistent with SRM Planning standards.

- SRM Planning process terms of reference are structured to reflect a normal plan completion time target of less than one year from the time that the terms of reference is approved to the time of plan approval. (Less comprehensive SRM Planning projects, for example, those dealing with a single resource value, should be completed within six months. In special cases longer time frames may be permitted.)
- The purpose of SRM Planning, as described in the project terms of reference, should reflect the requirement for the plan to consider all relevant social, economic and environmental resource values in the plan area. This requirement applies to SRMPs that are broad and comprehensive in their scope, as well as those that may be developed to deal with a particular resource value, such as forestry, water or tourism. Where the scope of a SRM Planning process is limited to developing management direction for a single resource value, the planning process must:
  - consider how other resource values will be affected by actions to manage the single resource value being planned, and
  - define appropriate approaches for achieving resource integration and impact mitigation.
- Government's legislation, strategic policies, and land use plans (RLUPs and LRMPs) have been developed with a view towards balancing and integrating social, economic, and environmental objectives. In many cases, explicit social choice decisions are reflected in these policies and plans and SRMP results must be consistent with these decisions. Where there are existing government-approved strategic policies or plans that bear directly on a SRM Planning process, these are explicitly and appropriately acknowledged in the SRMP terms of reference (see Appendix IV for a template).
- The *Forest and Range Practices Act* may result in objectives under a variety of sections in the legislation. It is important to know of any existing FRPA objectives in an area prior to creating new forest management objectives through an SRMP. If adequate direction is already available, it usually means that new objectives are not necessary.
- An early action in SRM Planning processes is identifying, confirming, and prioritizing the issues that the SRMP must address. Issues may be construed both as problems or concerns for correcting, and as unrealized opportunities that should be pursued.
- Issues are identified using a range of methods including: stakeholder/public consultations, inter-agency discussions, reference to approved strategic planning materials, or reference to studies on risks and trends.
- The statement of issues is included in the terms of reference. It is used explicitly as a primary basis for determining the information

**Standard 5. Integration:**

SRM Planning processes take account of social, economic, and environmental values and the linkages among them.

*Examples of government-approved strategic policies are: BC Grizzly Bear Conservation Strategy, Energy Plan for BC, Landscape Unit Planning Guide, and Mineral Two-Zone System. Strategic land use plans include regional land-use plans and LRMPs.*

**Standard 6. Issues Driven:**

SRM Planning processes concentrate their efforts on addressing known issues.

categories and analytical tools that will be assembled/developed for subsequent use in the SRM Planning process. The statement will also focus the development of goals and objectives later in the planning process.

- The statement of issues may be revisited and altered as the planning process proceeds and new information is gathered.
- A written consultation strategy is included in the Terms of Reference that identifies consultation objectives, methods, and scheduling. Factors that are considered in determining the specifics of the consultation strategy include:
  - the issues that the SRMP is addressing and the interests that are associated with those issues,
  - First Nations interests in the area and the status of existing First Nations initiatives (e.g., treaties, partnerships, economic development initiatives),
  - history of conflict/controversy respecting resource use and management in the area,
  - extent to which interests are organized, ready, and expecting to take part in a planning process, and
  - availability of budget and resources to undertake consultations.

“Writing Resource Objectives and Strategies: A Guide to Preparing Effective Resource Management Plans” (*Ministry of Sustainable Resource Management, April 2004*) provides advice on issue definition. This Guide is available at <http://srmwww.gov.bc.ca/rmd/offices/landscape-watershed/lup/writing-objectives.htm>. Training materials for implementing the Guide are available at [www.....](http://www.....)

#### *Standards Checklist – Plan Initiation*

- Plan area established by planning team
- Resource values in plan area listed
- Terms of reference drafted consistent with template provided in Appendix IV
- Terms of reference reviewed with partners and participants
- Terms of reference approved by the MSRM regional director
- SRM planning coordinator appointed (by regional director or MSRM regional planning manager)
- First Nations with an interest in the plan area have been invited to participate in the planning process, either in an advisory role or as planning team members, as appropriate
- For First Nations formally participating in consultation, a written protocol has been developed
- Planning team of qualified professionals, including domain experts and technical analysts, established
- Statement of issues developed based on consultations, inter-agency discussions, reference to existing strategic policies and plans, existing FRPA objectives and relevant scientific and policy studies
- Statement of issues incorporates, as appropriate, renewable and non-renewable resources, social, and ecological values
- If appropriate, public has provided input on design of planning process and this has been incorporated into process design

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#### **Standard 7. Consultative:**

SRMPs provide appropriate opportunities for First Nations, stakeholders, other government agencies, and the general public to participate in the planning process.

- Participants, partners, timelines, and project funding confirmed
- Partnership agreements with any non-provincial agencies and organizations involved in planning have been developed and signed. Partnership agreements include terms and conditions of planning project. Where possible, partners agree to share responsibility for monitoring and implementation. Partnership agreements outline responsibilities, methods, and timelines.
- Detailed project plan developed by planning coordinator and planning team.

## Gathering Data

- SRM Planning processes ensure that social, economic, and environmental values are adequately addressed in the planning process by incorporating relevant spatial and non-spatial information about the values, applying accepted planning, analysis, and assessment methodologies to that information, and keeping a record of the analysis methods used. Input from or review by sector experts will ensure appropriate use and integration of data.
- Spatial information used in SRM Planning processes (e.g., resource inventory maps) is normally mapped at 1:20 000 to 1:50 000 scale to enable the planning process to generate sufficiently detailed, spatially-defined recommendations such as resource objectives and strategies. The larger scale may be necessary to support legally established objectives (e.g., to establish old growth management areas).
- Indicators are measurements that index the state of social, economic, and ecological systems addressed by an SRMP. One or more indicators reflecting each of the plan objectives will be outlined in the SRMP draft.
- Indicators used in the SRMP: respond to management actions, are related clearly to the function considered, can be measured or described simply, are relatively insensitive to factors beyond the management actions considered, and are appropriate for the purpose and scale considered (Source: *Ecosystem-based Management Compendium*, 2003).
- Resource inventory information used in the planning complies with provincial Resource Information Steering Committee (RISC) technical quality control standards and other relevant MSRM-approved standards (e.g., landscape unit planning data preparation standards) in order to ensure a threshold level of information reliability. Where resource inventories and data are used that have not been assembled according to these standards, such as local knowledge, the planning process itself includes a step of verifying the reliability of the inventories/data (e.g., this is normally done through information review and approval by planning participants).

*Refer to MSRM guidelines on “Sustainable Resource Management Planning: Resource Analysis Guide” for advice on options for implementing this SRMP principle – available at <http://srmwww.gov.bc.ca/rmd/>. They include information on analysis and assessment methodologies for both qualitative and quantitative data, and planning team membership. See also terms of reference template in Appendix IV.*

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### Standard 3. Technically and Scientifically Defensible:

SRMPs are developed by qualified professionals and are based on objective and sound technical information and credible science on cause-effect relationships.

*Standards Checklist – Data*

- Resource analysis questions have been developed based on statement of issues
- Information availability has been assessed, and critical gaps have been identified
- Inventory, mapping, and data have been gathered and formatted
- Relevant strategic plans (Regional Land Use Plans and Land and Resource Management Plans) have been identified
- All objectives legally established pursuant to FRPA or *Land Act* have been identified
- Relevant strategic policies have been identified
- The source of all information has been documented
- If required, confidentiality and data-sharing agreements with information providers are in place
- Relevant spatial and non-spatial information about social, economic, and environmental values is gathered
- All sources of data have been evaluated for accuracy and reliability by comparing them with existing scientific information, and ground-truthing them with local information if necessary. Confidence levels should be attached to the data. Risks associated with decision-support data have been assessed.
- Information that deals with concepts or approaches relies primarily upon peer-reviewed literature (see WLAP Science Committee policy).

**Scenario Development, Resource Analysis and Evaluation**

- SRM Planning processes involve the development of at least one and sometimes more land and resource allocation/management scenarios designed to address the issues and achieve the goals that the SRM Planning process has identified. Multiple scenarios will usually be developed in more comprehensive SRMPs with focused SRMPs usually dealing with a single scenario. Each scenario is normally subjected to evaluation, using current scientific knowledge and accepted socio-economic and environmental assessment methodologies (as outlined in the *Resource Analysis Guide*), to verify the credibility of draft resource objectives and strategies and estimate the nature, magnitude, and distribution of social, economic, and environmental impacts associated with the scenario. However, subject to criteria listed in the *Resource Analysis Guide*, the planning team may decide that an SEEA is not needed.

- In all cases, where an objective is intended to be legally established as a land use objective to support FRPA, an evaluation must be conducted that includes:
  - an assessment of the objectives' consistency with existing land use plans,
  - assurance that a similar regime for management and use of forest and range resources has not already been provided,
  - demonstration that timber and forage for livestock supply will be maintained at satisfactory levels,
  - demonstration that the importance and benefits of the objective(s) outweigh material adverse impact on the ability of agreement holders within the area affected to exercise their rights under their agreements.
- Where SEEAs are necessary, the *status quo* option is also evaluated as a benchmark for comparing the performance of alternative resource management scenarios that are developed during the SRM Planning process.
- Both positive and negative impacts are documented in the evaluation. The specific methods and tools employed in impact evaluation and the level of detail/sophistication of the evaluation are determined in balanced consideration of the:
  - significance of the planning issues and values being evaluated,
  - extent to which the recommended planning scenario proposes a shift from *status quo* resource allocation and management,
  - extent to which the necessary technical information and decision support tools are readily available for conducting impact evaluation, and
  - availability of time and budget to conduct the evaluation.
- Where possible, predicted impacts are documented in quantifiable terms where there is a realistic expectation that the impacts will occur in the short-to mid-term. Where impacts are expected to be minor or to occur over a longer term, qualitative assessment of impacts and risk is acceptable.
- In situations or locations where SRM Planning personnel determine that there is too much scientific uncertainty to confidently identify a preferred resource allocation/management strategy that is within the bounds of acceptable risk, the plan identifies approaches for coping with the uncertainty (e.g., identification of adaptive management experimentation and monitoring).
- The assumptions and methods used to derive/interpret information (e.g., assumptions used to produce a land suitability map for a particular resource) or to develop analytical and decision support tools that are employed in the planning process (e.g., predictive models) are clearly documented, and opportunity is provided within the planning process for planning participants to confirm and verify the information and tools.

*Standards Checklist – Scenario Development,  
Resource Analysis and Evaluation*

- Baseline of resource values in plan area has been assessed
- Technical Analysis methods are:
  - consistent with Resource Analysis guidelines,
  - consistent with SRM Planning process, timeline, and budget as defined in project terms of reference.
- Scenario development provides for a mix of uses that balances economic and social returns to the region against ecological impacts (even when the scope of the SRMP is limited to a single management scenario for a single resource value)
- Scenario analysis report(s) written that document overall methodology, data inputs and assumptions, and results of scenario analyses
- When economic development opportunities are identified, plan considers effects on local industry, as well as externalities affecting economic development
- Social Economic Assessment (SEA)/Social Economic Environmental Analysis Approach (SEEA) selected when necessary (comprehensive or focused; see *Resource Analysis Guide*).
- Decisions regarding management of sensitive ecological values are conservative and based on Environmental Risk Assessment (ERA)
- Decisions are supported by comprehensive analyses of stakeholder interests and trade-offs. (Stakeholders may include provincial, territorial, and federal government agencies).

## **Integration**

- Land use objectives can evolve over time. If there is potential for an SRMP to diverge from the objectives in approved strategic plans, a thorough evaluation of the proposed objectives, strategies, and scenario(s) is required. If the proposed alternatives are accepted, the approved strategic plan must be amended by MSRM in a timely manner to ensure consistency between the SRMP and the strategic land use plan.
- Land use objectives established or continued under the *Land Act* and objectives set by government under FRPA will prevail over any objective approved in an SRMP unless the SRMP objective is subsequently legally established. Therefore, it is important to ensure that SRMP objectives approved as policy objectives are consistent with any legally established objectives in the planning area.
- Land use objectives under the *Land Act* must not conflict with other established land use objectives. Therefore, if there is potential for conflict, either the existing or proposed land use objective must be amended.

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### **Standard 5. Integration:**

SRM Planning processes take direction from existing government-approved strategic policies and plans.

- Before establishing a land use objective under the *Land Act*, it is important to determine and specify if there is a conflict with an objective established under FRPA or with a requirement under Part 4 or 5 of FRPA.
- Where a conflict exists, the land use objectives take precedence and the other objectives should eventually be rescinded or replaced to make them consistent.
- SRM Planning processes strive to achieve a balance between social, economic, and environmental values and short- and long-term benefits and costs, where the balance represents the greatest permanent value to the citizens of British Columbia. SRMPs take their direction on social choices from strategic land-use plans, implementing them from the landscape scale down to the site scale. In areas where strategic land use plans have not been developed, SRMPs may undertake social choice decision-making.
- SRM Planning processes coordinate and blend resource uses to maximize social, economic, and environmental opportunities and benefits, while attempting to maintain overall ecological integrity as a foundation for sustainable communities and economies.
- Desired future conditions address desired outcomes for each resource. At some sites and for some values, desired future conditions may include the maintenance of ecological integrity based on natural conditions. At other sites and for other values, desired future conditions may include development that replaces natural ecosystems with human-created systems (e.g., agricultural systems, golf courses, ski hills). These anthropogenic systems should nevertheless maintain ecosystem services like soil productivity, nutrient cycling, and hydrological functions as much as possible.
- Some land uses (e.g., housing development or open-pit mining) cause a permanent or semi-permanent loss of ecological integrity at the site level. Other land uses (e.g., timber harvesting or intensive tourism development) can cause a temporary loss of ecological integrity at the site level. The aim is not to maintain ecological integrity in all places at all times, but rather to maintain ecological integrity overall at the scale of the SRMP for the duration of the plan.

MSRM's "Sustainable Resource Management Planning: Resource Analysis Guide" provides advice on analysis and assessment methodologies that are suitable for use in SRM Planning processes. It also describes approaches and tools for balancing and integrating different resource values. This Guide is available at <http://srmwww.gov.bc.ca/rmd/>. See also: "Socio-economic and Environmental Assessment for Land and Resource Management Planning in British Columbia:

*Ecological integrity is defined as “the abundance and diversity of organisms at all scales, and the ecological patterns, processes, and structural attributes responsible for that biological diversity and ecosystem resilience.” In this context, ecosystem resilience is the magnitude of disturbance that can be absorbed before the structure and function of the ecosystem changes. Maintaining ecological integrity includes:*

- Maintaining ecosystem functions and processes (e.g., stream flow, water quality, soil productivity, natural disturbance rates and patterns) across scales and through the long term.
- Maintaining the natural diversity of species, genes and habitat elements across scales and through time.
- Restoring damaged, degraded or under-represented ecosystems. (Source: Ecosystem-Based Management Planning Handbook, July 7, 2003, draft.)

- SRMPs define resource objectives, including targets, and strategies for preventing or minimizing undesirable impacts of land uses on each other. This includes objectives and strategies that:
  - manage the type or intensity of various land use activities to enhance their compatibility,
  - separate incompatible land uses in time and/or space (establish priority use zones and conversely, combine compatible uses in time/space), and
  - redress or mitigate impacts.

#### *Standards Checklist – Integration*

- Plan is consistent with legislative requirements. If plan varies from provincial policy, rationales are provided.
- When a SRMP includes priority use zones, priority zones meet the needs of the range of interests in the plan area and ensure a balance of resource activities
- Multiple use and conservation areas are clearly defined
- Priority zones are consistent with existing constraints on the land base
- Assessments and analysis that have been used to determine an appropriate balance between different activities and values are clearly documented in plan
- If the SRMP contains several chapters, values are integrated across chapters
- Approaches for resource integration and impact mitigation are outlined. Plan applies lessons learned from other planning jurisdictions that have dealt with similar issues, as appropriate.
- Efforts have been made to ensure the consistency of the plan with management in adjacent jurisdictions.

## **Consultation**

- Special efforts must be made to consult with First Nations in the development of a SRMP, and also prior to SRMP approval where the management direction in a SRMP will potentially affect First Nations interests. Consultations must involve contact, or attempted contact, with representatives from all potentially affected First Nations in a SRMP area. A record of contact or attempted contact with First Nations about a SRMP must be kept. Consultations include efforts to identify ways that the First Nations:
  - interests in land and resources can be represented in SRM planning products (e.g., zones, resource objectives, strategies, indicators, and targets), and
  - barriers to participation are addressed.
- Where First Nations agree to formally participate in a SRM Planning process, a written ‘protocol’ is developed in consultation with the

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#### **Standard 7. Consultative:**

SRMPs provide appropriate opportunities for First Nations, stakeholders, other government agencies, and the general public to participate in the planning process.

First Nation(s), describing roles, responsibilities, and expectations. The confidentiality of information concerning First Nations interests must be considered and managed appropriately. First Nations may be involved on the planning team, may be partners in the planning process, or may play an advisory role through consultation.

- The minimum SRMP consultation requirement is to provide stakeholders, other government agencies and the general public with the opportunity to review and comment on a draft SRMP. This minimum consultation requirement applies only to SRMPs where conflict between multiple uses and resource users is low, and higher level strategic plans have already made value-based social choices. If multiple values or conflicts between resources uses are being addressed, consultation should occur throughout the process of SRMP development. A higher standard of consultation is required for First Nations—see above.
- In determining if there is a material adverse impact of an objective on agreement holders (see Scenario Development and Resource Analysis) for objectives to be established as land use objectives under the *Land Act*, a representative sample of agreement holder must be consulted during the development of the objective.
- Consultation input is summarized in written form and a written explanation is provided of whether/how the comments have been accommodated in the recommended plan. This summary accompanies the plan when it is submitted for MSRM approval, is made available publicly on the MSRM web site where SRMPs are accessible, and is distributed to any participants who do not have internet access.

*Refer to MSRMs  
“Sustainable Resource Management Planning: First Nations Consultation Guidelines” for advice on approaches for implementing this SRMP principle – see www... (Being developed.)  
Guidelines on public participation will also be developed.*

#### *Checklist – Consultation and Communication*

- Consultation approaches are:
  - consistent with First Nations consultation guidelines,
  - consistent with SRM Planning process, timelines, and budget defined in project terms of reference.
- Record of contact with First Nations is kept throughout plan development process
- Communications plan is revised as necessary throughout plan development
- All affected sectors, interests, and the public are informed of plan development. Plan materials are readily available on MSRM web site. Regular progress reports are released. Public forums may be held following major announcements.
- Identity of decision makers, criteria used to inform decisions, assumptions made, and options considered during decision making are publicly available
- Public input has been used to modify the SRMP as appropriate.

## B. SRMP Product Standards

This category of SRMP standards describes provincial expectations respecting products that SRM Planning processes generate.

The purpose of an SRMP is to define how Crown land and resources in the plan area will be used in the future. This is accomplished by defining resource objectives and strategies. Objectives describe the desired future condition of lands and resources in precise terms that are measurable, geographically specific, and clearly communicate the intended resource integration or trade-offs. Strategies define how resource objectives will be achieved. Indicators and targets are used to monitor the effectiveness of the SRMP in achieving objectives.

Note that under FRPA, the terms “objective” and “strategy” have a unique legally defined role which is somewhat different than common planning terminology.

### Plan Goals

- To provide resource management direction and context, to encourage resource integration in SRM Planning processes and to aid SRM Planning effectiveness monitoring, SRMPs should contain goal statements for all significant social, economic, and environmental values and land uses in the planning area, even if the scope of the SRM Planning process is limited to developing management direction for a particular resource value (e.g., timber, recreation, or water).
- Goal statements describe a desired future condition for a particular resource value or land use for the planning area. They reflect broad ideals, aspirations, or intended benefits pertaining to a specific natural resource.
- Identifying desired future conditions in planning goals can help focus plan development on achieving those conditions through objectives, strategies, and targets.
- Goal statements are identified through:
  - reference to existing, approved strategic land use plans, such as LRMPs,
  - reference to government’s strategic policies/strategies,
  - the results of consultation efforts, inter-agency dialogue, and/or
  - reference to the statement of SRM Planning issues.

#### Standard 8. Plan Goals:

SRMPs express goals for the resource values dealt within the planning process.

##### Goals:

- *Describe desired future conditions for a particular resource value for the planning area*
- *Are worded generally, to achieve broader aims*
- *Are not quantitative*
- *Do not specify a time frame for their achievement*
- *Normally apply to the whole planning area*

##### Examples of goals:

- “*Maintain grizzly populations in (location specified).*”
- “*Minimize conflicts between backcountry wilderness recreation and timber harvesting in (location specified).*”
- “*Complete biodiversity planning in (location specified).*”

- Draft SRM Planning strategies and scenarios are assessed during the planning process, using appropriate technical methodologies, in terms of the extent to which they are expected to attain the stated SRM Planning goals.

## **Resource Objectives and Strategies**

- SRMPs describe resource objectives, and where useful, strategies for the resource values/uses addressed in the SRMP. Strategies are often presented as one, but not necessarily the only, credible option for effecting the objective.
- Resource objectives and strategies must relate to one or more of the following boundary definitions:
  - the entire plan area,
  - individual landscape units or portions of units within the plan area,
  - zones that are established by the plan,
  - polygon units (e.g., resource inventory or resource classification polygons),
  - linear features (e.g., stream reaches, transportation corridor, trail),
  - sites (e.g., resource inventory sites as expressed by ‘point’ data), or
  - attributes (e.g., culturally modified trees, rare ecosystems).
- Resource objectives and strategies that relate to spatially defined locations within the plan area are referenced to maps showing the spatial application of the resource objectives and strategies. Maps in a SRMP that are used to communicate the spatial extent of a resource objective or strategy are displayed at a scale that enables resource managers to unambiguously and accurately interpret the intended resource management direction.
- Resource objectives in SRMPs:
  - describe the desired future condition and results to be achieved for a resource or resource use (i.e., the expected result),
  - are expressed in measurable terms (where indicators and targets are the indices measured) that clearly communicate any resource tradeoffs, the desired intensity of resource management/use activities, and intended levels of resource integration,
  - may include targets in the text as a measurable component,
  - are designed to address the issues that have been defined for the SRMP area,
  - are consistent with MSRM’s governance principles for sustainability,
  - are consistent with SRMP goals,

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### **Standard 9. Resource Objectives and Strategies:**

SRMPs contain relevant, measurable, achievable, and spatially defined resource objectives, and where useful, strategies for achieving those objectives.

- are consistent with the land and resource management direction expressed in approved strategic land use plans,
  - are consistent with other government approved resource objectives or strategies within the SRMP,
  - are consistent with other established land use objectives,
  - strive for consistency with existing rights and tenures,
  - can be implemented in the short term and achieved over the longer term – from technical, financial, and administrative standpoints,
  - deal with one resource value at a time, and
  - are detailed enough to convey a clear expectation of the desired outcome, yet flexible enough to allow for operational innovation.
- In a “results-based” resource management framework, objectives in an SRMP usually define the results to be achieved. Under FRPA, for example, these results must be clear, operationally relevant and enforceable. The level of detail or prescription in an objective is a function of several well-defined criteria (See *Writing Resource Objectives and Strategies: A Guide to Preparing Effective Resource Management Plans*) and not based on a general notion of “results based” that can translate into turning objectives into goal statements that are too vague to be of any use.
  - Objectives produced in an SRMP may be given legal effect for the purposes of FRPA by the minister or delegate, MSLRM. The *Land Act* gives the minister or delegate the authority to establish land use objectives.
  - Targets reflect the measurable desired future conditions, as outlined in the objectives, for each indicator. Targets are often the most measurable form of the objective and are often incorporated into the text of specific objectives. The aim of SRMP implementation is to reach these targets; monitoring of indicators assesses the effectiveness in reaching objectives including targets. This assessment is a part of adaptive management that results in the modification of objectives and strategies where appropriate and necessary to achieve desired outcomes.
  - SRMP objectives that are intended to be legally established to help implement the *Forest and Range Practices Act* are flagged as such in the plan, and should be suitable as legal objectives, as written in the plan (i.e., there should not be a need to subsequently rewrite the objectives to make them suitable for adoption as legal objectives).
  - One or more resource strategies may be defined for each SRMP resource objective. Resource strategies describe how the desired result in the resource objective will be achieved. Strategies are incorporated directly into a resource objective statement if doing so will aid clarity.

#### Objectives

- Are measurable
- Are time specific
- Are geographically specific
- Can apply to the whole plan area or a specified portion of it.

#### Examples of objectives:

- “Retain critical grizzly habitat in (location specified) indefinitely.”
- “Integrate backcountry wilderness recreation activities with forest management in (location specified) in order to optimize economic and social benefits derived from both over the next 20 years.”
- “Establish Old Growth Management Units in the plan area as described on Map 10.”

Note that strategies are defined in FRPA as a description of:

- measurable or verifiable steps or practices that will be carried out in order to meet a particular established objective, and
- the situations or circumstances that determine where in a forest development the steps or practices will be applied.
- Objectives and strategies can be designed so as to compliment the most relevant certification mechanism (e.g., Sustainable Forest Initiative, Forest Stewardship Council) in effect in the SRM Planning area.
- SRM Planning processes also define at an early stage the key indicators for important resource values in the plan area. These key indicators aid in any subsequent monitoring and also assist in integration of objectives and strategies.

#### *Checklist – Goals and Objectives*

- Goal statements have been established for all relevant resource values in the plan area
- Objectives have been established for resource values addressed in the plan, and reflect goal statements for those resource values. Goals and objectives are consistent with SRMP guidelines for writing objectives.
- Objectives that are intended to be legally established to help implement FRPA are flagged as such, and are suitably written for legal adoption without requiring modification. Maps are included in the SRMP; these are linked to spatially defined resource objectives and strategies at a scale that allows unambiguous and accurate interpretation.
- Any specific management targets are linked to plan objectives and/or strategies
- Appropriate indicators related to objectives and/or targets have been outlined.

## **Plan Implementation and Monitoring**

- Implementation provisions deal with the methods, timing, and responsibilities for plan implementation and monitoring for each SRMP. Methods of plan implementation will normally include a combination of:
  - *legal means* of implementation involving establishment of appropriate land/resource use designations under various provincial statutes such as the *Forest and Range Practices Act, Land Act, Water Act, Wildlife Act, Mineral Tenure Act*, for example,
  - *non-legal means* of implementation such as the adoption of policy-based commitments for realizing SRMP objectives and strategies.

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#### **Standard 10. Direction on Plan Implementation and Monitoring:**

SRMP implementation provisions describe the steps that will be taken to ensure that the SRMP is implemented and monitored.

- MSLR regional directors are responsible for ensuring that the legal mechanisms defined in a SRMP to achieve plan implementation and for which the regional director has statutory authority (e.g., establishment of legal objectives; statutory designation of particular land areas) are usually implemented within six months of plan adoption unless there are extenuating circumstances.
- SRMP implementation provisions define strategies for monitoring, subject to available funding:
  - plan implementation progress,
  - the overall effectiveness of the plan in achieving plan goals and objectives over time. To facilitate SRMP effectiveness monitoring, SRMPs identify the indicators and targets that may be used to monitor/measure post-implementation SRMP effectiveness.
- Responsibilities for monitoring are as follows:
  - monitoring plan development and consistency with standards: MSLR,
  - implementation and compliance monitoring: resource ministries responsible for implementation (compliance monitoring measures performance against legal standards and licence conditions),
  - effectiveness and validation monitoring: resource ministries, in collaboration with resource users (validation monitoring refers to the degree to which indicators actually measure relevant conditions and reflect management actions).
- Where possible, appropriate, and the SRMP has been developed to compliment a certification mechanism used by a local forest company, and the company agrees, monitoring undertaken to implement certification will be used as a vehicle for monitoring the SRMP.

*Checklist – Plan Implementation and Monitoring*

- Implementation monitoring and reporting schedules have been established
- Effectiveness monitoring and reporting schedules have been established, taking into consideration how long it will take for changes to be detected
- Roles of all involved in monitoring and reporting are clearly laid out, agreed upon and understood
- A credible, non-partisan, or balanced group such as IAMC is responsible for effectiveness reporting
- Effectiveness monitoring feeds into adaptive management to identify unintended effects or inadequacies in plan strategies and to make appropriate modifications to the plan
- Implementation provisions have been included in the plan.

## Organization, Presentation, and Style

- SRMPs may be comprehensive plans that contain resource management direction for all or several resource values of significance in the planning area; they may be ‘focused’ in that they provide management direction for a few resource values or for only a single resource value.
- Resource management direction for resource values is usually presented in separate chapters that deal with each value.
- Hardcopy SRMP plans are organized, by chapter, in three-ring binder format. Electronic copies of plans are posted on the MSRM regional and Forests, Lands and Marine Branch web sites in pdf format with associated source data to run more detailed queries.
- SRMPs are written in a plain and neutral language, non-jargon style, where persons that were not engaged in the process are capable of easily understanding and accurately interpreting the intended resource management direction. Material is concise and attractively laid-out with strong emphasis on the use of appropriate maps and graphics. Technical background and support materials are included in appendices that are published separately from the SRMP itself. SRMPs include an executive summary expressing the main resource management themes in the plan.

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### Standard 11. Organization, Presentation, and Style:

SRMPs are developed and compiled in a modular format and are written in a plain language style.

### *Checklist – Plan Draft*

Plan draft is written in a plain language style and presented in modular format and is consistent with guidelines for compiling SRMP reports.

## C. SRMP Implementation and Administration Standards

The following standards are aimed at ensuring SRMPs are implemented expediently and effectively.

### Plan Approval

- Resource management plans that non-governmental parties prepare voluntarily (e.g., plans that a corporation might prepare for its own purposes outside of a SRM Planning partnership agreement, such as strategic resource objectives from a Sustainable Forest Management Plan that is prepared by a forest licensee[s]) may be adopted by MSRM as a SRMP (or a component of a SRMP), provided that the objectives and process to develop the objectives are consistent with these SRM Planning standards.
- The Minister of SRM is responsible for reviewing and formally adopting SRMPs unless responsibility for this function has been delegated to another authority centre in the ministry (usually the regional director; see Appendix V, SRMP Approval Guidelines).

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#### Standard 12. Implementation Mechanisms:

SRMPs are legally implemented, as required, in a timely manner.

#### *Checklist – Plan Approval*

- Plan has been developed within the projected timeframe
- Plan draft/package submitted to decision maker includes a risk and a priority matrix
- Risks associated with plan outcomes have been assessed and risks associated with decision-support data accounted for (see plan development), using, when appropriate, Social Economic Analysis (SEA)/Social Environmental Economic Analysis (SEEA) and Environmental Risk Assessment (ERA) (as outlined in Resource Analysis guidelines)
- Plan drafts have been widely distributed for comment and public review of SRMP has been invited
- Public review of SRMP has been summarized and analyzed
- Summaries of, and responses to, public comments are freely available. If the plan is unable to incorporate some interests because they are too small or certain issues cannot be addressed, the reasons are explained in summaries of and responses to public comments.
- Plan complies with SRM Planning standards.

## Plan Communication and Dissemination

- Organizations that have made known their interest in receiving information on a SRM Planning outcome (including First Nations, stakeholders involved in the planning process, local governments, and provincial and federal government agencies) are informed directly of MSRM's adoption of a SRMP. Information sent to these parties includes the provision of a CD of the plan or hardcopy of the executive summary of the SRMP and reference to the MSRM web site where the full plan, relevant MSRM guidelines, and supporting analyses are accessible.
- The general public and other potentially interested parties are notified of MSRM's adoption of a SRMP by publication of the plan adoption decision in the appropriate newspaper(s) in the region. Where appropriate and when budgets permit, public meetings will be held outlining SRMP contents and making copies of the plan available.
- Large-scale maps of the spatial extent of land and resource objectives and strategies will normally be available through electronic sharing through Land Data British Columbia's data warehouse. If not available in electronic format, these maps should be printed in hardcopy format and distributed upon request to agencies and organizations that have likely need of such maps for their own planning and resource management purposes (e.g., forest licensees, stewardship organizations, First Nations, local governments).
- Approved SRMPs are incorporated into the MSRM land and resource data warehouse and are accessible for viewing. Web-based information on SRMP resource objectives and strategies will also be available via the ministry's land and resource data warehouse.<sup>1</sup> SRMPs will need to meet MSRM standards for web-based publication.

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### Standard 13. Plan Communication and Dissemination:

Approved SRMPs are made accessible to those with a potential interest in the plan.

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1 PDF versions of complete SRMP reports are currently available for viewing at regional web sites accessible via the ministry's main web site. MSRM is developing a web-based tool to enable public access to MSRM's land and resource data warehouse to determine which resource objectives and strategies apply to various geographic areas. When developed it will be accessible via the ministry's SRM Planning web site at [www.....](http://www....)

## Plan Monitoring and Adaptive Management

- SRMPs use monitoring and adaptive management as part of a strategy to improve SRMPs in response to changing information and conditions.
- Every two years, the MSLRM regional director should conduct a review of approved SRMPs to assess progress in plan implementation. Review findings are documented and published on the regional web site. Review findings are employed, as appropriate, to inform the region's annual budgeting process and to revise service plans and SRM Planning implementation priorities and practices.
- Based on available funding, every five years, the MSLRM regional director conducts a review of an SRMP to assess its effectiveness in achieving its defined goals and objectives. Effectiveness reviews are performed using the effectiveness monitoring indicators and targets defined in the SRMP. Effectiveness monitoring will be conducted in collaboration with other resource ministries, especially WLAP and MoF.
- Effectiveness review results are interpreted, documented, and published on the regional web site.
- Where regional review of effectiveness shows that the SRMP is not effective in achieving stated plan goals and objectives, or when new information indicates that different approaches could improve plan effectiveness, the MSLRM regional director ensures the development of measures to improve plan effectiveness. The MSLRM regional director then consults, as necessary, with other parties (including First Nations, stakeholders, other federal and provincial agencies, and the public) to confirm these measures. Measures that are confirmed are incorporated into a revised SRMP, which is approved by the ministry.
- A SRMP or the legal objectives that have been established to implement the SRMP, may be subject to review at times other than the above-referenced two- or five-year scheduled review periods, in order to address issues that may arise. Audits may also be undertaken at any time.
- Certification programs and associated standards may be used to structure monitoring and adaptive management.

MSLRMs "Guidelines for Monitoring Strategic Land Use Plans," available at <http://srmwww.gov.bc.ca/rmd/lrmp/lrmppolicy.htm>, offer advice on monitoring.

*See also "Sustainable Resource Management Planning: Resource Analysis Guide" for further direction on monitoring.*

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### Standard 14. Plan Monitoring and Adaptive Management:

SRMPs are monitored, based on available funding, to provide a basis for continuous improvement in resource management policies and practices.

*Adaptive management is a formal process of "learning by doing," where management practices are used to increase understanding about the impact of management on the ecological or human system being managed. At a minimum, SRMPs will make use of "passive" adaptive management, where management follows the best known options given current knowledge, monitors outcomes, and improves planning and management based on those outcomes. (Source: Ecosystem-based Management Planning Handbook, July 7, 2003, draft)*

# **Appendix I.**

## **SRMP Standards Checklist**

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The checklist on the following pages is compiled from section checklists throughout this document and provides considerations to ensure that each SRMP standard has been met and that SRMPs are consistent with MSRM's governance principles for sustainability. This checklist should be completed during the development of the SRMP and provided with the plan when it is submitted for approval. As the nature and scope of plans may vary according to local circumstances, it may not be practical to deal with all of the checklist questions in every SRMP. Planning coordinators should ensure that the checklist is adapted to each project at an early stage to identify relevant considerations that will be addressed.

Note that development of SRMPs is an iterative process, and steps in their development will often overlap rather than being separated into distinct stages. The plan development steps below are classified into the same five broad categories as in Appendix III, but the sub-categories reflect themes rather than the individual steps.

### **A. Preparing to Plan: Setting priorities for new plan projects**

- Relevant strategic plans (Regional Land Use Plans and Land and Resource Management Plans) have been identified
- Relevant strategic policies have been identified

### **B. Plan Initiation**

#### **1. Process considerations**

- SRM Planning coordinator appointed (by regional director or MSRM regional planning manager).
- First Nations with an interest in the plan area have been invited to participate in the planning process, either in an advisory role or as planning team members as appropriate
- For First Nations formally participating in consultation, a written protocol has been developed
- Planning team of qualified professionals, including domain experts and technical analysts, established
- Plan area established by planning team
- Resource values in plan area listed
- Terms of reference drafted consistent with template in Appendix IV
- Terms of reference approved by the MSRM regional director.
- Statement of issues developed based on consultations, inter-agency discussions, reference to existing strategic policies and plans, and relevant scientific and policy studies
- Statement of issues incorporates, as appropriate, renewable and non-renewable resources, social values, and ecological values

## **APPENDIX I. SRMP STANDARDS CHECKLIST**

- If appropriate, public has provided input on design of planning process and this has been incorporated into process design
- Participants, partners, timelines, and project funding confirmed
- Partnership agreements with any non-provincial agencies and organizations involved in planning have been developed and signed. Partnership agreements include terms and conditions of planning project. Where possible, partners agree to share responsibility for monitoring and implementation. Partnership agreements outline responsibilities, methods, and timelines.
- Terms of reference reviewed with partners and participants
- Detailed project plan developed by planning coordinator and planning team.

## **2. Data**

- Resource analysis questions have been developed based on statement of issues
- Information availability has been assessed and critical gaps have been identified
- Inventory, mapping, and data have been gathered and formatted
- The source of all information has been documented
- If required, confidentiality and data-sharing agreements with information providers are in place.
- Relevant spatial and non-spatial information about social, economic, and environmental values is gathered.
- SEA/SEAA approach selected (comprehensive, focused; see Resource Analysis guidelines).

# **C. Plan Development**

## **1. Consultation and Communication**

- Consultation approaches are:
  - consistent with First Nations consultation guidelines,
  - consistent with SRM Planning process, timelines, and budget defined in project terms of reference.
- Record of contact with First Nations is kept throughout plan development process
- Communications plan is revised as necessary throughout plan development
- All affected sectors, interests, and the public are informed of plan development. Plan materials are readily available on MSRM web site. Regular progress reports are released. Public forums may be held following major announcements
- Identity of decision makers, criteria used to inform decisions, assumptions made, and options considered during decision-making are publicly available.

## **2. Goals and Objectives**

- Goal statements have been established for all relevant resource values in the plan area
- Objectives have been established for resource values addressed in the plan, and reflect goal statements for those resource values. Goals and objectives are consistent with SRM Planning guidelines for writing objectives
- Objectives that are intended to be legally established to help implement FRPA are flagged as such, and are suitably written for legal adoption without requiring modification.

### 3. Data Analysis and Decision Making

- Risks associated with decision-support data have been assessed.
- All sources of data have been evaluated for accuracy and reliability by comparing them with existing scientific information, and ground-truthing them with local information if necessary. Confidence levels should be attached to the data.
- Information that deals with concepts or approaches relies primarily upon peer-reviewed literature (see WLAP Science Committee policy)
- Baseline of resource values in plan area has been assessed
- Technical analysis methods are:
  - consistent with Resource Analysis guidelines,
  - consistent with SRM Planning process, timeline, and budget as defined in project terms of reference.
- One or more scenarios for resource management in the plan area have been developed
- Scenario development provides for a mix of uses that balances economic and social returns to the region against ecological impacts (even when the scope of the SRMP is limited to management direction for a single resource value)
- Scenario analysis report(s) written that document overall methodology, data inputs, and assumptions, and results of scenario analyses
- When economic development opportunities are identified, plan considers effects on local industry, as well as externalities affecting economic development
- Decisions regarding management of sensitive ecological values are conservative and based on ERA
- Decisions are supported by comprehensive analyses of stakeholder interests and trade-offs. (Stakeholders may include provincial, territorial, and federal government agencies).

### 4. Plan Draft

- Plan draft is written in a plain language style and presented in modular format and is consistent with guidelines for compiling SRM Planning reports
- Plan recommendations include priority zones:
  - priority zones meet the needs of the range of interests in the plan area and ensure a balance of resource activities,
  - multiple use and conservation areas are clearly defined,
  - priority zones are consistent with existing constraints on the land base.
- Assessments and analysis that have been used to determine an appropriate balance between different activities and values are clearly documented in plan
- Maps are included in SRMP; these are linked to spatially defined resource objectives and strategies at a scale that allows unambiguous and accurate interpretation
- If the SRMP contains several chapters, values are integrated across chapters
- Any specific management targets are linked to plan objectives and/or strategies
- Appropriate indicators related to objectives and/or targets have been outlined
- Approaches for resource integration and impact mitigation are outlined
- All significant interests that are affected by the plan are addressed in the plan, either in assessments or in resource objectives

## **APPENDIX I. SRMP STANDARDS CHECKLIST**

- Plan applies lessons learned from other planning jurisdictions that have dealt with similar issues, as appropriate
- Plan is consistent with legislative requirements. If plan varies from provincial policy, rationales are provided
- Implementation provisions have been included in the plan
- Efforts have been made to ensure the consistency of the plan with management in adjacent jurisdictions
- Responsibilities of planning partners during plan development have been met
- Plan decisions reflect the most current peer-reviewed literature and incorporate newly developed and current approaches to natural resource and resource sector management.

### **D. Plan Evaluation and Approval**

- Risks associated with plan outcomes have been assessed, and risks associated with decision-support data accounted for (see plan development), using SEA/SEEA and ERA (as outlined in Resource Analysis guidelines)
- Plan drafts have been widely distributed for comment and public review of SRMP has been invited
- Public review of SRMP has been summarized and analyzed
- Summaries of, and responses to, public comments are freely available. If the plan is unable to incorporate some interests because they are too small or certain issues cannot be addressed, the reasons are explained in summaries of and responses to public comments
- Public input has been used to modify the SRMP as appropriate

### **E. Implementation and Maintenance**

- Implementation monitoring and reporting schedules have been established
- Effectiveness monitoring and reporting schedules have been established, taking into consideration how long it will take for changes to be detected
- Roles of all involved in monitoring and reporting are clearly laid out, agreed upon and understood
- A credible, non-partisan or balanced group is responsible for effectiveness reporting
- Effectiveness monitoring feeds into adaptive management to identify unintended effects or inadequacies in plan strategies and to make appropriate modifications to the plan
- Plan draft/package submitted to decision-maker includes a risk and a priority matrix
- Plan has been developed and implemented within the projected timeframe
- Plan complies with SRM Planning standards.

# Appendix II.

## Examples of Existing SRMPs

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| Plan characteristic                                      | Sample SRMP   |  |  |
|--|---|--|--|
|  | Eight Peaks SRMP  | Lakes South SRMP   | Dease-Liard SRMP   |
| <b>Plan area</b>   | 44 500 ha   | 461 000 ha   | 2 175 000 ha   |
| <b>Location</b>  | Southern Interior   | Skeena Region (southern half of Lakes Timber Supply Area)  | Skeena Region (Dease-Liard Timber Supply Block)  |
| <b>Strategic direction</b>                               | Kamloops LRMP and Lakes LRUP  | Lakes LRMP   | No existing LRMP   |
| <b>Primary purpose</b>                                   | Sustainable growth of the winter recreation sector through integration with other resource sectors and incorporation of the standards of sustainability and stewardship.                          | Management of biodiversity values in light of the current mountain pine beetle infestation, the increase in AAC in the district, the increase in number of forest licencees in the district, and the need to implement the existing Lakes District LRMP. | Management of forestry activities to provide for a wide range of economic opportunities and to conserve cultural and environmental resources.  |
| <b>Resource values addressed</b>                         | <ul style="list-style-type: none"> <li>• wildlife (grizzly bear, mountain goat, mountain caribou)</li> <li>• tourism and recreation</li> <li>• timber harvesting</li> <li>• viewscapes</li> </ul> | <ul style="list-style-type: none"> <li>• biodiversity</li> <li>• timber harvesting</li> </ul>  | <ul style="list-style-type: none"> <li>• biodiversity</li> <li>• wildlife (caribou, moose, mountain ungulates, grizzly bear, fur-bearers, bull trout, other endangered wildlife and habitat)</li> <li>• community use</li> <li>• cultural heritage resources</li> <li>• protected areas</li> <li>• timber</li> <li>• visual quality</li> </ul> |
| <b>Document length</b>                                   | 9 pages plus 24 pages of appendices and maps  | 19 pages + more than 20 pages appendices and maps  | 63 pages plus 83 pages of appendices and maps  |
| <b>First Nations involvement and public consultation</b> | Advisory group (including First Nations) + public open houses   | Technical working group + 60-day public comment period on final draft  | Partnership between MSRM and the Kaska Dena First Nation + extensive review with First Nations and key stakeholders to be followed by 60-day public review and comment period based on open houses in several communities.   |
| <b>Time from plan initiation to plan completion</b>      | September 2002 to June 2003 for approval (10 months)  | Autumn 2001 to July 2003 for approval (just under 2 years)   | To be determined   |

# **Appendix III.**

## **SRM Planning Steps**

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### **1. Preparing to plan**

- A. Regional Planning Strategy
  - maintenance of existing approved plans
  - continuation of ongoing planning projects
  - priorities for new planning projects
  - budgeting/resourcing for planning

### **2. Plan initiation**

- A. Appoint planning project coordinator
- B. Assemble planning team
- C. Define plan area
- D. Develop terms of reference
  - develop consultation and communication strategies
  - develop statement of issues
- E. Initiate the project
- F. Confirm participants, partners, timelines, and project funding
- G. Review terms of reference, plan area, and consultation/communication strategy with partners and participants
- H. Confirm issues/opportunities and identify related analysis questions
- I. Assess available information and critical gaps
- J. Determine mapping availability and needs
- K. Identify local domain knowledge
- L. Gathering data (format inventory, mapping, data)

### **3. Plan development**

- A. Establish baseline
- B. Scenario development
- C. Scenario analysis
- D. Draft plan and recommendations
  - zones, designations, goals, objectives, strategies, targets, indicators
  - implementation and monitoring strategy
- E. Scenario approval

### **4. Plan evaluation and approval**

- A. Identify additional information to carry out evaluation
- B. Carry out social, economic, and environmental assessments
- C. Conduct public review and comment
- D. Revise plan based on public feedback
- E. Plan approval

### **5. Implementation, and maintenance**

- A. Legally establish relevant portions of the plan
- B. Implementation
- C. Plan maintenance
  - monitoring and adaptive management
  - continuous improvement and updates

# **Appendix IV.**

## **Project Terms of Reference Template**

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### **1. Planning Area Description**

### **2. Purpose**

*[Contains a concise statement of the general purpose of the SRMP, including the resource values to be addressed.]*

### **3. Scope**

*[Describes the scope of resource issues in the SRMP]*

*[Use subheadings such as “In Scope” and “Out of Scope” to clarify work, processes, and products.]*

### **4. Strategic Direction**

*[Lists legislation, strategic policies, and strategic land use plan(s) that affect the plan area.]*

### **5. Issues**

*[Lists the issues that the SRMP is likely to address. Note that this issues statement is expected to change as the SRMP progresses and new information is brought into the planning process.]*

### **6. Roles and Responsibilities**

*[Describes the roles and responsibilities of individual agencies and groups. These will vary with the scope of the SRMP.]*

| Role                 | Responsibilities<br>[Define most likely range of effort.] |
|----------------------|---|
| MSRM Role            |   |
| Planning coordinator |   |
| Advisory Group       |   |
| Planning Partners    |   |

## 7. Timeframe and Milestones

[Lists the milestones and the schedule at which each must be met. Also list points at which the project requires further authorization. Refer to Appendix V on the approval process. The major milestones/targets/review points for the project are listed below.]

| Milestone (samples)                | Target date |
|------------------------------------|-------------|
| Workplan development               |             |
| Partnership development            |             |
| Issues identification              |             |
| Information/data collection        |             |
| Preliminary input and consultation |             |
| Plan development                   |             |
| Plan review                        |             |
| Plan completion                    |             |
| Plan approval                      |             |

## 8. Deliverables

[Documents the tangible final product(s) of the process in terms of the major deliverables.]

## 9. Methods

## 10. Consultation Strategy

[The consultation strategy will address involvement of interested governments and organizations in plan development.]

[The consultation strategy must address relevant interests in the plan area, including external governments (including First Nations), agencies, and organizations. Note that First Nations consultation guidelines address requirements for consultation with First Nations that should be included in the consultation strategy. Identification of relevant interests in the plan area will be necessary for developing the consultation strategy.]

| Government/organization | Represented by  |
|-------------------------|---|
| Community               | Municipal government, Community Futures                       |
| First Nations           | Band councils, local government, development corporations     |
| Industry                | Local industry, provincial and national industry associations |
| Environment             | Local and/or non-local ENGOs, local experts                   |

## 11. Appendices

Preliminary communications strategy (to be revised as plan progresses)

[The communications strategy outlines steps, methods, and target dates for communicating plan progress to the general public.]

# Appendix V.

## SRMP Approval Guidelines

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### 1. Introduction

These guidelines are prepared for MSLR decision makers who approve SRMPs and will also be useful for support staff preparing SRMPs for approval.

### 2. Getting Ready for Approval

Planning staff must obtain the regional director's decision on two questions as early as possible in plan preparation, preferably in the terms of reference for the SRMP:

- 1. What gets approved?**
- 2. Who approves what?**

Later, as the plan is being prepared, staff should adapt the suggested approval process, outlined in section 3 (p. 35), to fit their local needs. They must also prepare a communication plan to address the appropriate level of publicity for plan results and achievements.

#### What gets approved?

There are several potential plan outcomes that may require approval. First, the overall plan itself is usually approved as a government policy document that guides more detailed implementation steps and subsequent decision making. Either concurrent with or following the approval of the plan, the following approvals may be required:

- Objectives set by government under sections 3–5 of the *Forest Practices Code of British Columbia Act* (higher level plan – soon to be land use objectives pursuant to section 93.4 of the *Land Act*) – e.g., old growth objectives;
- Objectives established by government under FRPA – e.g., ungulate winter range, visual quality objectives;
- Changes to or replacement of existing objectives set by government;
- *Land Act* designations proposed under section 93.1.

#### Who approves what?

There are a variety of approval authorities associated with SRM Planning outcomes outlined in Table A-1. For some outcomes, there is only a single approval authority possible. For overall plan approval there are a couple of options. The chosen option depends on the criteria presented in the second column of the table. The regional director, MSLR will be the approval authority for the majority of SRMPs and objectives pursuant to the *Forest Practices Code of BC Act* or *Land Act*. The minister, MSLR will be the approval authority for higher profile decisions.

**Table A-1.** SRMP Approval Authorities

| What is approved?   | Criteria  | Criteria met |    | Who approves?  |
|---|---|--------------|----|--|
|   |   | Yes          | No |  |
| SRMP  | A major success for MSLRM   | *            |    | Minister, MSLRM with CCERD consultation  |
|   | Significant economic impact +/-   | *            |    | Minister, MSLRM with CCERD consultation  |
|   | Major policy shift required   | *            | *  | Regional director<br>Minister, MSLRM (with CCERD approval when other agencies policies affected) |
|   | Highly contentious with mixed support of local interests                        | *            | *  | Regional director<br>Minister, MSLRM   |
|   | A highly innovative approach  | *            |    | Minister, MSLRM  |
|   | Highly contentious  | *            |    | Minister, MSLRM  |
| Objectives (formerly known as HLP) pursuant to Land Act Section 93.4 or FPC |   |              | *  | Regional director or Planning Manager  |
| FRPA objectives*  | Ungulate winter range, water quality (when not established under Land Act 93.4) | *            |    | Minister, WLAP   |
|   | VQO (when not established under Land Act 93.4)                                  | *            |    | Minister, MOF  |
| Designations under Land Act (Section 93.1)                                  |   | *            |    | LGIC   |

\* FRPA objectives, which are established by Ministers of Forests or WLAP, must be consistent with or can be replaced by objectives set by the Minister, MSLRM under the Forest Practices Code of British Columbia Act, soon to be under the Land Act, Section 93.4.

### 3. SRMP Completion and Approval Process

The following steps may be consolidated and, in some cases, individual steps may not be necessary. Staff should adapt the process outlined below to fit their local needs.

#### Step 1

SRM Planning team completes first draft of the SRMP. At this point, all issues should be addressed, all significant stakeholder, agency, and First Nations input should be incorporated, and the draft should be in its final form, ready to be critically reviewed. A communication strategy for the approval process must also be drafted.

## **Step 2**

The first draft of the SRMP is distributed for an internal regional review by section heads, the regional planning manager, and a team leader from another SRM Planning team.

## **Step 3**

The team incorporates comments from the internal review team, documents unresolved issues as a result of the review, and prepares a presentation and briefing note on the project for the regional director.

## **Step 4**

The team leader briefs the regional director and regional planning manager.

## **Step 5**

The planning team prepares the second draft of the SRMP that includes the feedback and direction from Step 4.

## **Step 6**

Distribute the second draft for review to other agencies, Resource Planning Branch, adjacent regions, the IAMC, and key stakeholders as necessary.

## **Step 7**

Document comments and summarize proposed responses.

## **Step 8**

Brief regional director and internal review team.

## **Step 9: Option 1 – Ministerial Approval to Proceed to Formal Public Review**

Prepare draft minister's rationale for decision, finalize minister's briefing note for decision. The regional director and planning team leader brief local MLA and ministry executive. Determine from executive if Deputy Minister's Committee on Environment and Resource Development (DMCERD) and Cabinet Committee on Environment and Resource Development (CCERD) briefings are necessary prior to final approval. Forests, Lands and Marine Branch may assist in arranging executive briefing if requested and director should normally be invited to attend.

## **Step 9: Option 2 – Regional Director's Approval to Proceed to Formal Public Review**

Prepare draft regional director's rationale for decision, finalize briefing note, brief local MLA and ministry executive if regional director decides that this is necessary (i.e., if SRMP is solely for the purposes of approving OGMA's, executive and MLA briefing is not normally necessary).

**Step 10**

Prepare the third draft of the SRMP if necessary based on direction from executive and CCERD and, if possible, draft objectives to be legally established under Section 93.4 of the *Land Act*.

**Step 11**

Hold a 60-day period of public review and comment of the draft plan and objectives which are to be legally established. Advertise process in a local newspaper and, for legal objectives, in the *Gazette*.

**Step 12**

Document public comments, summarize proposed responses.

**Step 13**

Brief regional director and internal review team. Document unresolved issues if minister is to approve the plan. If no unresolved issues, prepare final draft of SRMP. Regional director to ensure that plan complies with SRM Planning standards.

**Step 14: Option 1 –  
Ministerial Approval**

Finalize minister's rationale for decision and finalize briefing note for the minister including unresolved issues from public review and comment, and attaching communication materials. The regional director and planning team leader brief local MLA, ministry executive, DMCERD and CCERD (if necessary), and obtain minister's approval for both the SRMP and any legal objectives that the minister decides to approve if not delegated to the regional director. Obtain minister's signature on an approval page for the SRMP document and on the order establishing objectives. Forests, Lands and Marine Branch may assist in arranging executive briefing if requested and director should normally be invited to attend.

**Step 14: Option 2 –  
Regional Director's Approval**

Prepare final regional director's rationale for decision, finalize briefing note, brief local MLA and ministry executive if regional director decides that this is necessary (i.e., if SRMP is solely for the purposes of approving OGMA, executive and MLA briefing is not normally necessary). Obtain regional director approval and appropriate signatures.

**Step 15: Final Edits and Notices**

Make any final to the final plan if directed by the approving authority during step 14 and advertise a notice of impending order to establish legal objectives. Circulate press release and make public announcements as necessary.