BRITISH
COLUMBIA

Morice LRMP
Preparatory Phase

Project Overview

**Ministry of Sustainable
Resource Management**

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Purpose

The Ministry of Sustainable Resource Management (MSRM) has identified the completion of a land and resource management plan (LRMP) for the Morice area as a priority. This document describes the preparatory stage for the Morice LRMP.

The purpose of LRMP-scale planning is to enhance sustainable economic development in a way that balances competing uses and values and sustains environmental values by establishing a comprehensive and balanced land use vision, including land use zoning and management direction for a full range of resource values.

The provincial government has recently announced a shift in land use planning that provides greater government leadership and improved certainty for resource communities. The new focus will produce comprehensive strategic land and resource management plans through a quicker more flexible process. This new approach to land use planning is designed to ensure economic prosperity, environmental quality and social equity. Based on this new approach LRMPs will aim to:

- create prosperity based on the Crown's land and water resources in both economic development and community terms;
- stimulate resource-based economic development;
- provide certainty and consider the needs of people who live in the area;
- include greater involvement of First Nations; and
- sustain environmental values.

The LRMP process will provide an opportunity for interested stakeholders, the province, First Nations and other levels of government to negotiate recommendations on land use and resource management at a regional or sub-regional level. It is a form of "strategic" land use planning that develops broad direction for land and resource management. Subsequent, more detailed plans and resource management decisions are expected to be consistent with the direction provided at this strategic level.

The LRMP process will be guided by the following core principles:

- the process must be efficient with respect to both time and cost;
- the process participants must be accountable to society as a whole;
- the process must be designed to meet specific local circumstances;
- all parties with a key interest must be invited to participate; and
- the process will be consensus seeking.

MSRM is seeking to involve all First Nations with traditional territory in the Morice plan area in the LRMP process. The involvement of First Nations will provide an opportunity to address First Nation traditional uses as well as commercial and community uses of the land and water for forestry, tourism and fisheries The proposed Morice LRMP model will incorporate a government to government relationship with First Nations.

MSRM is also exploring the opportunity to develop a data sharing agreement with the Innovative Forest Practice Agreement (IFPA) holders, which should help to reduce both the cost and the time required for completing the LRMP process.

The recommendations developed through the LRMP process will be submitted to the provincial government for approval. The approved plan will provide strategic land and resource management direction for activities on Crown land and water within the Morice planning area. The LRMP will likely include a comprehensive system of land use zoning (including specific management objectives for each zone), general management direction for the entire plan area, and implementation requirements.

In accordance with the MSRM regional service plan, the Morice LRMP will be initiated in the fall of 2002 and completed by December 2003 with final approval by March 2004.

Project Area

The Morice LRMP planning boundary encompasses approximately 1,509,203 hectares in north western British Columbia including 36,455 hectares of private land that will not be included in the LRMP. [1] A map of the Morice LRMP Plan Area is shown Figure 1.
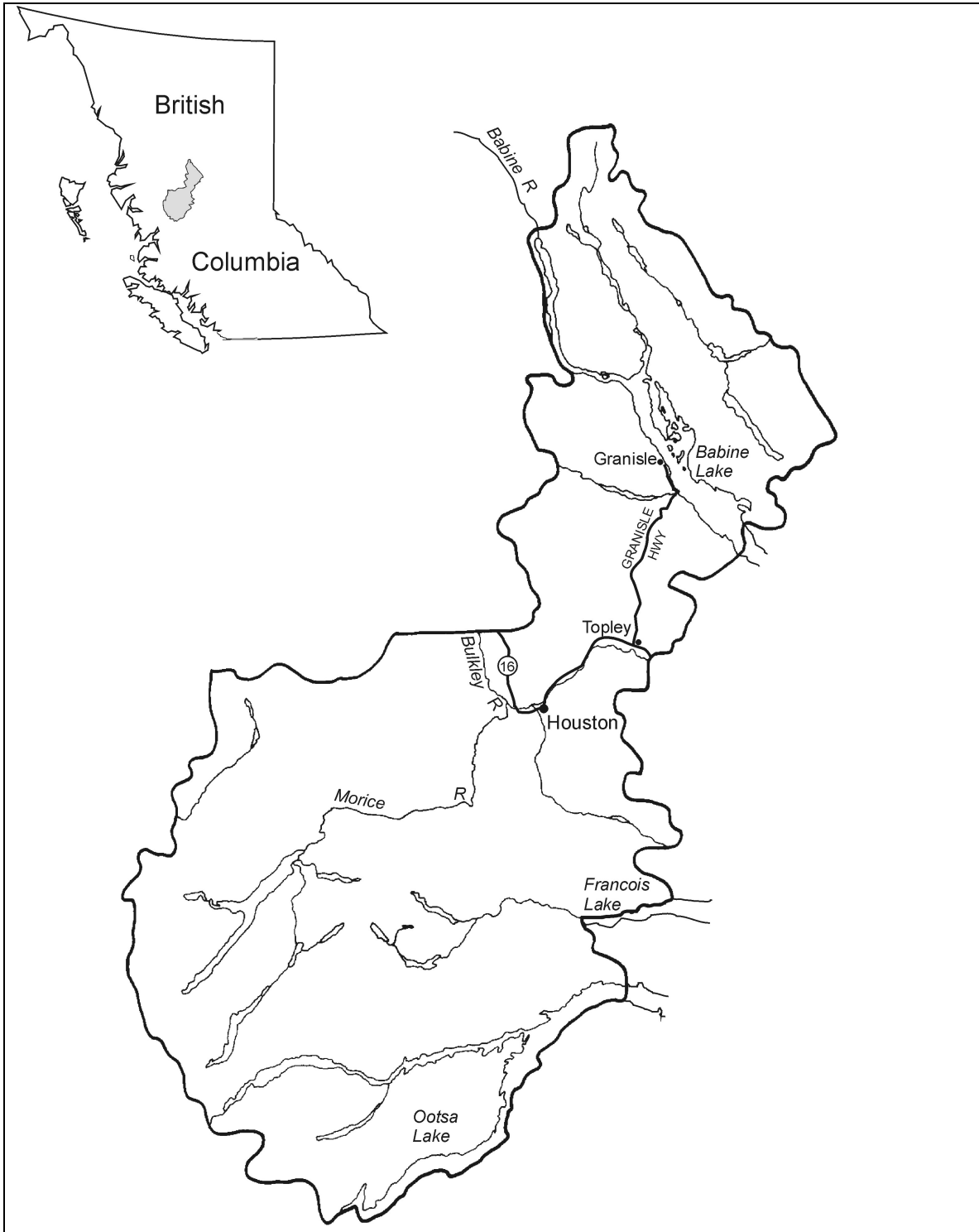
LRMP Products and Decisions

The final product of the LRMP process is a Cabinet approved plan. The planning process is expected to provide consensus recommendations to Cabinet on general management direction for all resource values and resource management zones and associated objectives including proposed protected areas. In addition the LRMP will provide socio-economic objectives for the plan area, including strategies to proactively address community economic development needs that may arise from implementation of the plan. If consensus is not reached through the planning process an LRMP options report will be submitted to Cabinet for a decision.

The final LRMP will consist of a report and maps that document resource management zones and associated objectives for Crown lands and resources, including wildlife habitat recreation, tourism, timber and minerals. The plan will specify the amount of land base that can be used to set resource production levels and targets such as timber supply. Zones and their associated objectives will clearly articulate the intended management direction for the LRMP. This intended direction will be incorporated by agencies into their operational planning and decision-making.

The final LRMP is expected to be a balanced land use plan that accommodates a full range of uses, provides land use certainty and stability for communities and identifies new economic opportunities while ensuring the health and productivity of natural ecosystems. The LRMP should also include adaptive management provisions to address new information and changing social values.

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[1] Cabinet has approved the plan area as defined. The land base boundary is defined by TRIM map base heights of land for the Morice Timber Supply Area (TSA). The adjacent LRMP areas for the Bulkley and Lakes TSAs are not TRIM based, and as a result there are small discrepancies in the boundary.

Figure 1: Morice LRMP Plan Area

Preparation and Process Design

The following key elements will be addressed as part of the preparation for the LRMP:

- A government planning team will be established with clearly defined roles and responsibilities.
- Consultation will occur with First Nations and agreements will be completed with those First Nations wishing to participate in the process.
- A partnership regarding data and information management will be developed with the IFPA license holders.
- Information critical to decision-making will be assembled in a central data management facility available for use by a dedicated analytical team.
- Preliminary consultations with stakeholders and participants will be undertaken to identify the key issues of interest.
- A participation model will be established that provides for a balance of interests and ensures that individual participants represent legitimate public and private interests.
- A socioeconomic and environmental base case will be completed that documents technical information on key decision areas, current knowledge of Crown resources and community issues, available information the table may need to make a recommendation, gaps in knowledge, and the status of resources in the plan area.
- Terms of reference (ToR) for the planning process will be developed in consultation with interested parties and approved by government.
- A technical work plan for completing the LRMP − including key products and milestones, critical and firm delivery dates and responsibilities − will be prepared by the government team.
- Issues to be resolved in the plan will be scoped in consultation with stakeholders prior to plan initiation.

The preparatory stage covers the period from September 2001 to August 31, 2002. The preparatory stage will lay the foundation for the initiation of the planning process − including the establishment of the planning table. The second stage − plan development − will be described in a future work plan, and will cover the period from September 1, 2002 to December 31, 2003. A work plan showing key tasks and milestones for the preparatory stage is shown in Appendix 1.

Government Team

The Ministry of Sustainable Resource Management will be responsible for leading the Morice LRMP process. This role will include:

- project leadership;
- provincial government liaison;
- technical advice;
- information coordination and management;
- public and stakeholder communication;
- management of the partnership agreement with IFPA license holders;
- management of participation agreements with First Nations;
- management of the stakeholder participation process;
- representation of provincial interests; and
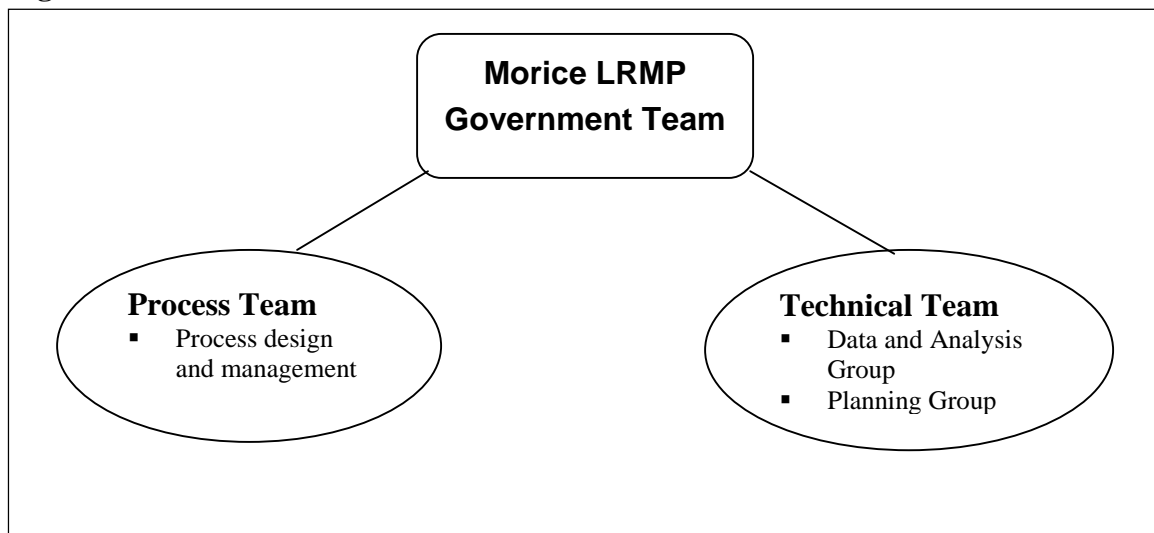
- preparation of the LRMP planning document.

MSRM will represent the interests of the provincial government at the Morice LRMP planning table. Coordination with regard to the interests of other government agencies will be addressed through the Interagency Management Committee.

A government team has been assembled to oversee and support the Morice LRMP process. As shown in Figure 2, the government team is comprised of a process team and a technical team, under the leadership/direction of a project manager.

The process team will design and manage the process including the public planning component. The team will be responsible for consulting with stakeholders to establish a public participation model, developing participation agreements with First Nations, developing partnerships with the IFPA, preparing the terms of reference, developing the process work plan and managing the public communication process.

The role of the technical team will be to provide data, analytical expertise and planning support to the LRMP process. The technical team will be organized into two subgroups: data and analysis and planning. The data and analysis group − in partnership with the IFPA licensees − will be responsible for the collection and management of data and inventories, including data warehousing, and the analysis of data to support the planning process. The planning group will be responsible for the development of planning products including general management direction objectives, resource management zones, and the final LRMP document.

Figure 2: Government Team Structure

First Nations are invited to participate on the Technical Team in accordance with the agreements signed with the provincial government.

A list of the government team members is shown in Figure 3 and a description of the roles and responsibilities of each team members is included in Appendix 2.

Figure 3: Government Team Members

Member	Role
Bob Copley	Technical Team (Data and Analysis Group)
William Elliott	Technical Team (Data and Analysis Group)
Gunter Hoehne	Provincial Government Planning Table Representative
Mary Lou Mallot	Technical Team (Planning Group)
Sharon Marr	Technical Team (Planning Group)
Al Niezen	MSRM Resource Management Division (LRMP Branch)
Jain Peruniak	Technical Team (Planning Group)
Geoff Recknell	Technical Team and Process Team
Anna Regnier	Technical Team (Planning Group) and Process Team
Liz Saunders	Technical Team (Data and Analysis Group) and Process Team
Jim Senka	Technical Team (Planning Group)
John Stadt	Technical Team (Planning Group)
Wet'suwet'en FN (office of)	Technical Team (Data and Analysis Group and Planning Group)
Elizabeth Zweck	Project Manager, Process Team

First Nation Participation

The Morice LRMP team has been in discussion with First Nations in the plan area regarding government-to-government participation in the LRMP process. Under the framework for participation First Nations will establish a Senior Strategic Forum to define principles, anticipated scope and outcomes of the Morice LRMP process. Land use recommendations will be developed in an inclusive planning forum (i.e. planning table) in which First Nations, the provincial government, communities and stakeholders are all participants. Where First Nations cannot agree to a recommendation from the planning table, the Senior Strategic Forum will attempt to resolve the outstanding matter directly with the provincial government.

Negotiations regarding participation in the Morice LRMP process are underway with The Office of the Wet'suwet'en − the largest First Nation in the plan area. Under the terms of the negotiation, the Office of the Wet'suwet'en will participate as a member of the government technical team. Negotiations regarding participation have not been undertaken with any of the other First Nations in the Morice plan area, although discussions are ongoing.

Links to the IFPA

The Morice LRMP will link with the Morice/Lakes Innovative Forest Practices Agreement (IFPA) that has been underway over the past three years. A partnership regarding data sharing is being developed between MSRM and the IFPA. This partnership will contribute to data collection, management and analysis, and to the indicator and monitoring approach for the LRMP. There will also be ongoing communication and collaboration between members of the government team and the IFPA Public Advisory Group during the preparation and plan development stages of the LRMP.

Data Management

The partnership agreement with IFPA license holders will include arrangements for shared data collection and data management through the development of a public/private data warehouse. The warehouse will function as a data repository and a data server for both the Morice LRMP and the IFPA, and the partners will include government, First Nations and the IFPA licensees.

Data warehousing through a common repository will facilitate the use of common standards and reduce or eliminate replicate data. This in turn will reduce costs for conducting data intensive projects, facilitate sharing of costly data, increase the transparency of the LRMP and other strategic land use planning processes, provide for easier replication of projects, and provide a data legacy for future information based processes for both government and industry.

Inventories and analyses to support the LRMP will be based on the best information available.

Public Participation

The Morice LRMP will be a consensus-seeking public planning process led by the Ministry of Sustainable Resource Management. The process will be designed to ensure that all key interests are represented and all stakeholders with an interest in the Morice area will be encouraged to become involved. The process will recognize the unique local circumstances of the area including the substantial contribution that the IFPA public advisory group (PAG) has made to the knowledge base for the plan area over the past two years.

The public participation model for the Morice LRMP will be a multi-stakeholder planning table with representation from approximately 15 sectors. This model is consistent with the provincial government's new direction for LRMPs and reflects the advice provided by a number of stakeholders during process design consultations. Sectors will organize themselves into defined caucuses and recruit planning table representatives who have good interest-based negotiation skills and/or interpersonal skills. The planning table − including sector representatives − will be established prior to the commencement of the LRMP.

The government technical team will support the deliberations of the table by preparing draft products for its consideration and approval. The planning table will seek to reach consensus on its land use recommendations for government. Training in interest-based negotiation and consensus building will be provided to participants to assist them in reaching consensus. If consensus is not reached, information provided by the planning table will be used to prepare options which will be submitted to government for a final decision.

Socioeconomic Environmental Base Case

Decisions on future land and resource management will be based on social, economic and environmental costs and benefits. A socioeconomic and environmental base case will be

prepared prior to the start of the process and will be used as a tool for assessing various land use options developed for the LRMP. A socioeconomic and environmental assessment will also be prepared to assist with the final decision-making and approval process by government.

Terms of Reference and Work Plan

MSRM will, in consultation with stakeholders, prepare terms of reference and a work plan for completing the LRMP prior to its initiation. The terms of reference will define the products and process for completing the LRMP. The work plan will identify the key phases of the project and the key milestones to be achieved in each phase.

Communication

Communication with local communities and interested stakeholder groups will be a priority during the development of the Morice LRMP. Communication updates will be provided during key points in the process to highlight the achievement of milestones, to provide broader public understanding and to secure additional public input to draft products. Public communication may occur in the form of newsletters, public open houses, and meetings with stakeholders.

Relationship to Other Plans

The Morice LRMP will take into consideration the information and products produced by existing planning processes underway within the plan area. Once approved, the LRMP will provide direction to future local plans, and could also result in modifications to existing local plans. An example of an existing and ongoing planning processes is the sustainable forest management plan (SFMP) being developed as part of the Morice/Lakes IFPA. The SFMP − which is being developed by forest licensees and the IFPA Public Advisory Group − will identify values and goals for sustainable forest management as well as specify objectives for achieving the goals and performance indicators to determine whether desired results have been met. Other examples of existing local plans and planning processes include:

- The Morice River Local Resource Use Plan (LRUP) (1992) contains management guidelines to address a variety of resource values along the river.
- The Nadina LRUP (1993) provides management guidelines for sub-basins that comprise the Nadina watershed. Based on information from the LRUP process, a Nadina River Interior Watershed Assessment Procedure was undertaken in 1998 and a Round Table formed to provide recommendations on the outcome.
- The Whitesail Landscape Unit Plan (incomplete). The Morice Forest District used the information in the Whitesail Integrated Resource Management Unit Plan in (1994) to develop a draft landscape unit plan for the area in 1996 as part of a provincial pilot in landscape unit planning.
- Bulkley River Angling Use Plan (1998) was based on input from anglers, guides, local business people and the Chamber of Commerce.
- The Upper Bulkley River Round Table (initiated in 1997) is a grass-roots planning table whose primary goal is to improve the health of the Upper Bulkley watershed through planning, education and action.

- Skeena River Watershed Fish Sustainability Plan (2002 draft) is a planning process proposed by the BC Ministry of Fisheries, BC Ministry of Water, Land & Air Protection, and Fisheries and Oceans Canada to ensure effective long-term conservation of fish and fish habitat.
- Telkwa Caribou Recovery Plan (1998) was developed through a public consultation process with the goal of working towards enhancing and sustaining a genetically viable population of caribou in the Telkwa Mountains.

Next Steps

A number of important steps have already taken place in preparation for the Morice LRMP. These include:
- discussions with First Nations;
- confirmation of a technical base for planning;
- identification of key stakeholders;
- interviews with key stakeholders including the IFPA PAG; and
- identification of key process principles and design options.

Over the next four months − prior to initiating the LRMP − there are a number of remaining steps that will need to be completed including:
- deliver an LRMP public information session to outline the process design;
- complete participation agreements with First Nations;
- finalize partnership agreements with the IFPA;
- organize table sectors;
- deliver a sector workshop to confirm sector organization and review the project overview;
- substantially complete data collection and development of data warehouse and preparation of a data atlas; and
- complete the socioeconomic and environmental base case.

The timetable and tasks for completing preparations for the LRMP are outlined in Appendix 1.

Appendix 1 − Work Plan for LRMP Preparation

Stage	Products / Decisions	Completion Date
Confirm Resources and Participation	- Establish government team - Prepare work plan budget - Establish Partnership Agreement with Industry - Establish Transfer /Participation Agreements with FNs - Deliver LRMP orientation workshop for government team - Prepare communication strategy	May 30, 2002
Information Gathering	- Complete essential inventories - Design and stock data warehouse - Government team project familiarization - Compile resource issues and concerns - Identify and review indicators	June 30, 2002
Process Design	- Develop process design - Seek Ministerial approval of process model - Undertake public consultation on process model	July 15, 2002
Preparation for Public Participation	- Official announcement of LRMP - Deliver public LRMP orientation workshop / training session - Organize sectors and representatives - Develop TOR/Ground rules for table - Identify and research preliminary resource values to address at the table - Initiate a Socio-Economic Analysis - Prepare a participants handbook	August 30, 2002

Appendix 2 − Government Team: Roles and Responsibilities

The Government Team will be responsible for managing and coordinating the LRMP process and for conducting analyses and developing draft products to support the completion of the plan within the designated 18-month time schedule.

The Government Team includes 13 representatives from the Ministry of Sustainable Resource Management and one representative from the Office of the Wet'suwet'en.[2] The Government Team has been structured to include two sub-teams: a Government Process Team (GPT) and a Government Technical Team (GTT). Individual team members have been assigned to one or more of these sub-teams based on their skills and previous experience.

A summary of the roles ands responsibilities for each of the team members is as follows.

Bob Copley, Technical Team (Data and Analysis Group)
Bob will serve as an inventory specialist for the Data and Analysis Group on the Technical Team and will be responsible for:
- providing technical expertise on recreation features inventories, Recreation Opportunity Spectrum, visual resource inventories and tourism inventories
- assisting with recreation/tourism scenario development
- supporting recreation/tourism data analysis
- assisting with the production of non-GIS map/display products.

William Elliott, Technical Team (Data and Analysis Group)
William will serve as the LRMP analyst for the Data and Analysis Group on the Technical Team and will be responsible for:
- establishing, managing and maintaining the Morice LRMP data warehouse
- maintaining liaison between the LRMP and the IFPA for the Data Sharing Partnership in areas pertaining to data
- providing technical guidance and leadership on data management, analysis and map production
- assisting the GTT in scoping and developing a Schedule 'B' for the Data Sharing Agreement between MSRM, the IFPA and the Office of the Wet'suweten.

Andrew George, Technical Team (Data and Analysis Group)
Andrew will serve as the Office of the Wet'suwet'en representative for the Data and Analysis Group and Planning Group on the Technical Team.

Gunter Hoehne, Provincial Government Planning Table Representative
Gunter will serve as the provincial government representative at the LRMP planning table.

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[2] Additional First Nation representatives may join the team as partnership agreements for participation in the LRMP process are concluded.

Mary Lou Mallot, Technical Team (Planning Group)

Mary Lou will serve as a strategic planning mineral specialist for the Planning Group on the Technical Team and will be responsible for:

- assembling mineral and energy inventories
- working with the GIS staff to prepare appropriate visual aids and maps
- presenting mineral and energy information to the planning group
- responding to queries about mineral and energy values
- preparing resource analyses as part of the Socio-Economic and Environmental Analyses completed for the Planning Group
- working as part of the GTT in writing the LRMP document.

Sharon Marr, Technical Team (Planning Group)

Sharon will serve as a forest specialist for the Planning Group on the Technical Team and will be responsible for:

- assisting the LRMP planning table in understanding forestry-related information
- ensuring that objectives relating to forestry are meaningful, implementable and measurable
- assisting with technical writing.

Al Niezen

Al will serve as headquarters contact for the Process Team and will be responsible for:

- providing advice and clarification on provincial policy matters including policy/legislative changes pertaining to strategic land use planning
- serving as a liaison between the region and headquarters on issues as they arise
- assisting the team in the preparation and/or review of objectives and strategies developed by planning participants
- assisting the Morice LRMP in the approval process leading to a cabinet decision on the recommended document.

Jain Peruniak, Technical Team (Planning Group)

Jain will serve as an economic development specialist for the Planning Group on the Technical Team and will be responsible for:

- assisting with the development of an economic transition plan
- assisting with implementation of the Strategy in the post planning period
- assisting consultants in conducting the socioeconomic and environmental analysis
- delivering economic development initiatives to participating Fist Nations.

Geoff Recknell, Technical Team and Process Team

Geoff will serve as the Technical Team coordinator and as a member for the Process Team. Geoff will be responsible for:

- coordinating and providing leadership to the Data and Analysis Group and Planning Group to support the delivery and development of inventory and mapping projects, analytical tools and LRMP products
- preparing background documents
- coordinating Government Team communications

- assisting with process design
- providing a direct linkage to the Technical Team and LRMP table.

Anna Regnier, Technical Team (Planning Group) and Process Team
Anna will serve as the planning coordinator for the Planning Group on the Technical Team and as a member for the Process Team. Anna will be responsible for

- coordinating the activities of the Planning Group
- representing the Planning Group on the Process Team
- coordinating the preparation of background reports and products to support decision making at the LRMP table by the Planning Group
- coordinating and assisting in the preparation of the LRMP document
- ensuring effective communication of information to/from/within the Planning Group
- assisting in the preparation and updating of work plans, communication strategies and other documents
- assisting in the preparation of external communication to the general public (including public reviews, newsletters, etc.)
- assisting in the preparation of material for internal government communication.

Liz Saunders, Technical Team (Data and Analysis Group) and Process Team
Liz will serve as the data and analysis coordinator of the Data and Analysis Group on the Technical Team and as a member for the Process Team. Liz will be responsible for:

- coordinating the activities of the Data and Analysis Group and liaising with the Planning Group and the IFPA / McGregor Group
- ensuring the integrity of the inventories used in the Morice LRMP
- providing expert local knowledge to the LRMP, IFPA, and the public
- acting as a liaison between the IFPA and the LRMP through membership in the Technical Committees for both groups and as an observer of the Scenario Planning Team and Public Advisory Group of the IFPA.

Jim Senka, Technical Team (Planning Group)
Jim will serve as a strategic planning tourism specialist for the Planning Group on the Technical Team. He will act as a strategic planner and will be responsible for:

- prepare the tourism resource analysis report as required
- assist with tourism data analysis
- work with GIS staff in developing tourism resource maps
- provide support to the LRMP planning table in developing a tourism strategy
- liaise with tourism operators to ensure inventory is complete
- serve as a contact point and resource person for tourism issues

John Stadt, Technical Team (Planning Group)
John will serve as a strategic planning biologist for the Planning Group on the Technical Team and will be responsible for:

- ensuring that ecological data is considered in the process
- assisting in interpreting IFPA data relating to ecosystems and wildlife (this will involve participation on the IFPA Ecosystem Technical Advisory Committee)

- assisting the LRMP planning table in understanding ecological significance and context of various data sets
- assisting in scenario development and providing risk assessments of scenarios on ecosystem and wildlife values
- ensuring that objectives relating to ecosystem integrity and wildlife are biological meaningful, implementable and measurable.

Elizabeth Zweck, Project Manager, Process Team

Elizabeth will serve as project manager for the Morice LRMP and as coordinator of the Process Team. She will be responsible for coordinating the broad process design and providing leadership and support on procedural items to facilitate effective resolution of land use issues at the planning table. Specific responsibilities will include:

- primary external contact with MSRM executive, Skeena IAMC and senior government
- coordinating communications with the general public
- primary responsibility for government-to-government discussions with First Nations
- primary responsibility for local and federal government involvement
- primary responsibility for establishing private/public partnerships
- primary contact for public involvement
- providing advice to the table on government's corporate direction and policy
- budget management.