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# **BC First Nations Land Use Planning: Effective Practices**

A guide prepared for the New Relationship Trust

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# Introduction

## What is this guide all about?

Over five months, the New Relationship Trust invited First Nations and land-use planning practitioners across BC to share the most successful elements of their land-use planning experiences. Over twenty-five participants and thirteen First Nations contributed by phone and in person. Their contributions have been summarized and presented in the following guide in the hope that you can use the experiences of those who have ventured through the land-use planning journey before you.

The following guide outlines a land-use planning process that can be modified and tailored to meet the unique planning needs of your community. It also highlights effective practices that have led First Nations in BC to successful land use planning in their communities.

This guide is not intended to be a prescription of “how-to’s”, nor is it an exhaustive survey of the topic. Instead, it attempts to be a practical synthesis of approaches and lessons learned over the last decade by BC First Nations, and those areas of planning deserving more attention and experience.

Land use planning can be mystifying. It is hoped the following framework increases clarity and highlights some of the key effective practices in land use planning.

## What is land-use planning?

With every land use plan a story unfolds about the current and future state of the territory. Land-use planning is important for asserting rights and community values on the development of a Nation’s traditional territory, and is an opportunity to engage a community in determining the future use of its natural resources. A land use plan is “a conception about the spatial arrangement of land uses with a set of proposed actions to make that a reality.”<sup>1</sup> A 2008 Building Environmental Aboriginal Human Resources (BEAR) land use planning occupational standards document<sup>2</sup> describes the land use planning process as “undertaken to develop a formal framework that guides decisions about existing and future land allocation, use, management and protection”, and defines aboriginal land use planning as “a holistic process that considers the interconnectedness of all aspects of an Aboriginal community, including its social, traditional, economic, cultural, spiritual and governance context.”

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<sup>1</sup> Leung, Hok-Lin. *Land Use Planning Made Plain, Second Edition*: University of Toronto Press, 2004, page 1

<sup>2</sup> BEAHR (Building Environmental Aboriginal Human Resources). *Land Use Planning National Occupational Standards*: Environmental Careers Organizations Canada, 2008. The report is downloadable from [http://www.beahr.com/pdfs/LUP\\_Standards\\_042009.pdf](http://www.beahr.com/pdfs/LUP_Standards_042009.pdf)

Historically, First Nations actively managed their lands according to their own laws and governance structures. With the ever-increasing development pressures of today's world, First Nations are setting out to create documented land-use plans as a way to harness and shape development on their lands, and to ensure the needs of the Nation are met. This process involves formalizing and integrating information and knowledge that has been held by First Nations over generations. Capturing this information and knowledge in the form of a land use plan allows First Nations to communicate, as stewards of their lands, with others interested in their territory, while at the same time solidifying their cultural values and asserting ownership.

A succinct summary of the history of land use planning in British Columbia is included in the recent Forest Practices Board Special Report.<sup>3</sup> Two summaries of the status of land use plans in BC, including comparisons between them, are available both from a supplementary table to the above mentioned report and an undated First Nations Forestry Council Quick Facts for Existing First Nations Land Use Plans.<sup>4</sup>

### **Why do a land-use plan?**

The reasons for undertaking a land use plan vary depending on the political, economic, social and legal needs of a community. In the end, a successful planning process includes diverse views and backgrounds, encourages participation from the community at all stages, and creates specific and measurable outcomes.

Land use planning has lead many communities to realise unexpected benefits beyond their initial planning intentions, including:

- an increased connection and understanding of their resources,
- forged relationships with other governments, neighbours and businesses;
- strengthened capacity and technical skills;
- reinforced cultural importance and identity amongst community members;
- a sense of ownership and engagement in future development.

It is hoped that this guide will offer your community insights and guidance, based on other First Nations experiences in British Columbia, as you begin your land-use planning process.

Land use planning processes take many different approaches based on the needs and resources of a community. This guide does not seek to suggest a single approach or address the full depth of opportunities and constraints a community may face when undertaking land use planning. Instead, it lays out a practical framework and suggestions for First Nations based on other communities' experiences with land use planning.

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<sup>3</sup> Forest Practices Board, *Provincial Land Use Planning: Which way from here?*, Special Report (FPB/SR/34), November 2008. <http://www.fpb.gov.bc.ca/special/reports/SR34/SR34.pdf>

<sup>4</sup> [http://www.fpb.gov.bc.ca/special/reports/SR34/SR34\\_Supplementary-Tables.pdf](http://www.fpb.gov.bc.ca/special/reports/SR34/SR34_Supplementary-Tables.pdf);  
[http://www.fnforestrycouncil.ca/initiatives\\_res/ESPQuickFactsforexistingFNLUP.pdf](http://www.fnforestrycouncil.ca/initiatives_res/ESPQuickFactsforexistingFNLUP.pdf);

## **An Important Note About Climate Change**

Climate change is one of the most important, wide ranging and potentially disruptive influences on your land use plan's success. It is possible that a land use plan completed today could be largely irrelevant in one or two decades if it has not taken into account the environmental impact and associated ecological shifts that will occur due to predicted changes in temperature, precipitation, plant productivity (growing degree days), and natural disturbance- to name just a few indicators.

The data, climate models, and 'unpacking' of how to integrate climate change into land use planning is only now beginning to occur. The research for this report did not directly inquire about, nor uncover any BC First Nations lead land use plans informed by predicted future changes in climate. The best potential example of a new land use plan that could include planning for a climate changed future is the Atlin-Taku Land Use Plan in northern BC being developed between the Taku River Tlingit First Nation and the Province of British Columbia. The Canadian Parks and Wilderness Society (CPAWS) is conducting an analysis of climate change and enduring features for the planning area<sup>5</sup> to help inform the planning process approach for conservation lands.

While there little guidance readily available for how to create a "climate ready" land use plan, a realistic working assumption is that all landscapes will be impacted to some degree (e.g., alpine areas are predicted to shrink and disappear entirely in some locations). Taking a precautionary approach when designating areas of ecological and cultural importance will be a reasonable start towards allowing the space and time for ecosystems and species to adapt and persist into the future.

## **A Land Use Planning Framework**

Land use plans are guided and determined by many different approaches, frameworks and planning time periods. Some of the most successful land use plans are those that have been developed and tailored to suit the needs, and constraints, of a specific community's social, economic and political circumstances. For example, a First Nation on coastal BC may develop a land use plan whose primary purpose is to gain leverage in negotiating specific economic development opportunities. There is no "right way" or "wrong way" to do land use planning. It is best to adopt an approach and scale of planning that fits within the capacity and style of your community. With this in mind a broad framework for land use planning is represented in Figure 1. This framework can support a community vision by making clear linkages between activities occurring before and after the plan's development. The land use plan framework can guide leaders, funders, and communications activities and the presence of plan can nurture ongoing political and financial support.

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<sup>5</sup> CPAWS. *Wild at Heart: Spring 2009 Newsletter*. Vancouver, BC. <http://www.cpawsbc.org/node/237>

This framework includes the following general land use planning strategies:

- ◆ a *long term community-based vision* of the land brings credibility to the plan and aids effective plan implementation
- ◆ *many champions* are needed over time for the plan to progress and be adopted successfully
- ◆ when *goals, objectives and strategies* in the plan are specific, including numeric targets, they are easier to measure and it is easier to track progress towards realizing the community's vision
- ◆ producing a land use plan is the start of an unfolding process over time designed to realize community-based goals for the future
- ◆ *leverage* the land use plan process to build long term stewardship program capability and staff technical proficiencies for the Nation

The framework outlines stages in a land use planning process. Emphasis is placed on a long-term view of keeping leaders and the community involved in the plan, communication, and reflection on how your lands are managed against the community's core vision and set of goals. Many First Nation land use planning processes reviewed for this paper (see Appendix A "Overview of Land Use Plans") focused on producing a planning document. Few write about implementation strategies or set out specific enough objectives and guidelines that enable implementation and monitor how well the plan is achieving its purpose.

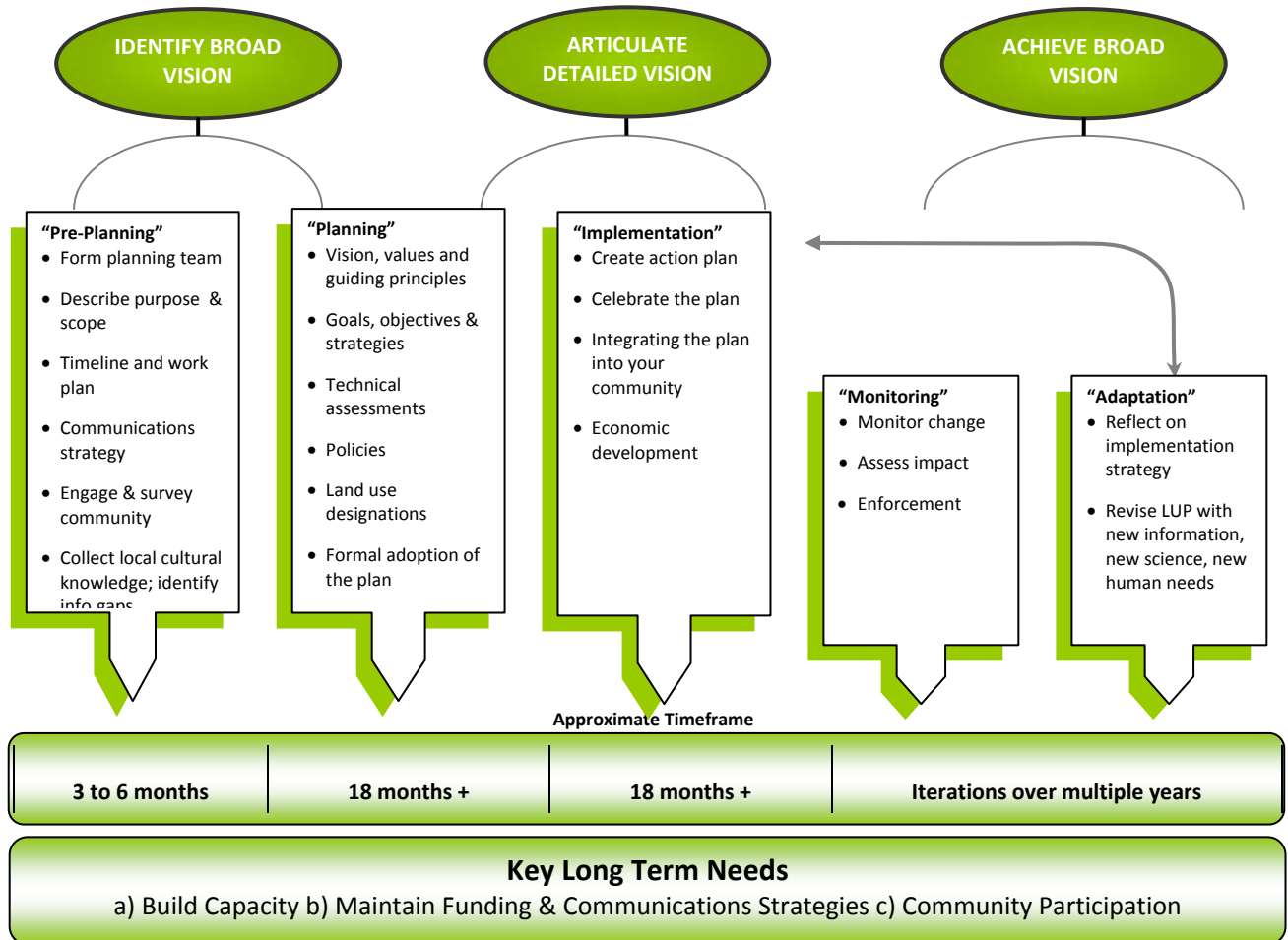
The process and work of land use planning can be rolled out over five areas of grouped activities: Pre-planning, Planning, Implementation, Assessment and Adaptation. These areas organize the structure of this guide and are explained in detail.

The framework lists three key long term needs important to maintaining a strong foundation of a land use planning process: Council support; Maintaining funding & Communications Strategies; Building Capacity. The process of land-use planning is nurtured and unfolds with the ongoing support of these elements over many years. If leadership support wanes the plan will likely lose funding and momentum. This is a potential risk of a plan development process that takes too long.

Not all communities who have a land use plan or process have necessarily followed this framework for reasons that include funding and leadership changes or a purpose for the plan that was strategic and short term by design (e.g., support negotiations or legal cases). This framework may be useful to existing land use plans to benchmark progress and remaining work in achieving a long term vision set out by a community.

This framework is not intended to prescribe all the steps or sequences of activities to create a successful land use plan and supportive community process. It is designed to help you think past the short term goal of *producing* a plan document to maximize your success in achieving the long term future vision articulated by your community.

**Fig. 1 A Land Use Planning Success Framework**



## Overarching Themes

Throughout the interviews three overarching themes were often discussed as having relevance to all communities for effective land use planning. These themes are *capacity building*, *communication* and *community participation*. These themes are critical across all stages of a land use planning process. Communities felt it was important to keep them top of mind throughout the entire planning journey and identified effective practices for each.

### Capacity Building

A recurring theme of capacity resonated throughout the interviews. First Nations all mentioned the challenges of overcoming capacity issues and named this the biggest obstacle to successfully completing a land use plan and engaging the plan. Referrals and community demands continue while undertaking land use planning. Communities often feel overwhelmed by unrealistic timeframes to complete planning on top of their existing day to day responsibilities.

Communities have used land use planning as an opportunity to develop facilitation and technical skills in-house while also bringing in extra capacity to help manage the increased workload demands. Including mentoring opportunities whenever possible was an important aspect to communities concerned with developing their capacity throughout the process. Co-presenting can be an excellent method of getting started in facilitation and after several meetings confidence and skills will develop. One community saw the benefits of building a mentoring component into their contract with an outside partner hired to assist with the plan.

#### Effective Practices

- Find as many ways as possible to build the land use planning facilitation and technical capability in-house throughout the planning process.
- Look for and take advantage of mentoring opportunities with partners or consultants throughout the planning process. This might include co-presenting with consultants and focused training sessions.
- Make realistic space in staff schedules to work specifically on land-use planning outside of their existing responsibilities.
- Understand what your community's capacity is before developing work plans and action plans. Identify the areas where you might need help.
- Hire consultants committed to your capacity-building goals.



## Communication

Communities stressed the importance of having regular, pro-active communication throughout the entire planning process. Awareness of the land use planning process increased the level of input and engagement of community members resulting in a plan more deeply connected with the people for whom it is being developed.

Communication with stakeholders and partners outside the community was also noted as being an effective practice. For many communities, this practice resulted in their land use plan being followed and used by community “neighbours” to guide future developments. It also improved relationships and forged new partnerships with neighbouring First Nations, governments and regional districts. It is important to time WHAT you share and WHEN you share information with stakeholders and partners outside the community. It is important to have your community comfortable and knowledgeable before information is released. Lines drawn on a map and revealed too soon can be easily misunderstood as a final decision and people can jump to conclusions.

### Effective Practices

- Identify the unique ways your community shares and receives information (i.e. word of mouth, newsletter, radio, community posters) and use these methods to communicate updates and stages progress of the land use planning.
- Co-ordinating communications through one person creates messages that are streamlined and consistent throughout the land-use planning process.
- Identify one contact person who is accessible to community members and partners to answer questions and relay community feedback throughout the planning process.
- Seek and provide opportunities for two-way communications: to allow community members to give input and for the land-use plan team to communicate externally.
- Have your community comfortable with sharing information and carefully time WHAT information you share and WHEN you share it to external partners and stakeholders

## Community Participation

Communities found the more participation they had in developing their land use plan, the more accurately the plan reflected community values and encouraged ownership of the process. Throughout the planning process it is vital to maintain your leadership's interest and enthusiasm in the land use planning process. Regular formal updates to council and informal communications with chief and councillors will help set the tone for the community at large to embrace the planning process. Many communities found that community participation was directly linked to members' understanding of the impact land use planning has on the future of their Nation. Once members became aware of the value of land use planning, they naturally wanted to participate in the process. Communities felt that seeking as many opportunities as possible to engage the entire community in land use planning was essential to its success, including inviting non-native members of the community in order to build a better understanding and appreciation of the plan. Some communities found it helpful to modify the planning process to fit the pace and timelines of community activities as opposed to requiring the community to fit itself into the schedule of the planning. For example, any summer season land use planning events need to be carefully planned (or avoided) due to the large number of community members who are out on the land.

Communities also found that keeping participation from the community interesting and fun helped to encourage more people to become increasingly involved throughout the entire process. Using an "open space"<sup>6</sup> or "inquiry"<sup>7</sup> approach to a community's involvement helped to keep input positive and participation focused on what has and is working in the community's territory, and what they'd like to see more of. Conversations around negative events or issues in the past can derail a constructive dialogue. Communities have diverted negative dialogue by accepting what has happened, and cannot be controlled, and focusing on what can be changed or built upon throughout the land use planning process.

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<sup>6</sup> Open Space is a technique to facilitating community meetings that allows for a safe space for participants to contribute (<http://www.freechild.org/Firestarter/OpenSpace.htm>)

<sup>7</sup> Appreciative Inquiry is an approach to community planning that asks questions about a community and seeks to build on those things that have worked in the past.

### Effective Practices

- Keep your leadership and council interested and current on your activities
- Inviting community members to participate in all stages of the land-use planning, from developing the planning process, identifying vision and goals, to how the plan is evaluated, will ensure everyone has an opportunity to influence the process.
- Using positive or “appreciative” questions helps maintain a constructive dialogue throughout the planning process. Avoid getting stuck on negative events that have happened in the past and focus on what has worked and should be built upon.
- Inviting non-native members into your land use planning process helps build a better understanding and appreciation of your culture and plan.

## Pre-Planning: Getting Ready

*“Figuring out what we needed to do to get ready for our land use planning made us realise how big the project was going to be and how much money we were going to need to do it the way we wanted to.”*

In pre-planning a community designs a land use planning process. Communities have found organizing for land use planning is as important as the planning itself; it sets a positive tone and forward momentum for the process while ensuring the scope of the planning is achievable within the constraints of available human and financial resources.

Communities emphasized the importance of designing a planning process that works with their own community’s unique characteristics. One community identified the need to break up their planning process into sections so that they could prioritize and focus on planning in areas that were under pressure from outside developments. Another community recognized their capacity restraints and designed their planning through a partnership with an outside organization to complete their plan while developing their technical skills through training.

There are important elements of pre-planning that communities have used that create the foundation for successful land use planning and ensure the process is completed. At this stage three questions help to define the planning process:

*What is the purpose of the plan?*

Knowing why a land use plan is needed will guide decisions on designing the plan process, timing, and strategy tailored to achieving a successful outcome. If there is any question about this, you are able to return to council early in the process to gain clarity.

*Who will use the plan?*

Identifying your main audience for the plan (Chief & council, band members, industry/business, technical staff, etc.) clarifies decisions around who needs to be involved, and what their role is.

*What’s your timeframe and budget?*

While the plan’s purpose may be easy enough to figure out, how the work will get done is constrained by the reality of time and funding. Usually, there is not enough of either. Ensure realistic timeframes on all aspects of the planning process and ensure the

Council and/or Chief approve a budget commensurate with the stated goals and objectives.

#### Pre-Planning

- Form land use planning team
- Define purpose & scope of land use plan
- Create timeline and work plan
- Create funding strategy
- Create communications strategy
- Engaging your community
- Surveys
- Begin collecting local and cultural knowledge

#### Forming The Planning Team

Successful land use planning requires a team to pull it together and lead the process for the community. Communities interviewed identified three important elements of a planning team: a working group, an advisory committee, and outside help when required. The working group are the “doers” of the plan; the advisory committee approves key stages and makes decisions throughout the process; and external players often fill any technical skills gaps in the planning team.

The three planning team layers are described in more detail below and are by no means exhaustive of a land use planning team. Some communities work without any external partners and others rely on them more heavily.

Your land use planning design might look very different from another community’s, but there are some common elements that appear in most land use plans.

#### *The Planning Team – Working Group*

Interviewees frequently mentioned the importance of having a small group of people committed to driving the planning process from start to finish. This group of people comprises the planning team working group.

A working group is typically responsible for coordinating the land use planning process, seeing it through to completion and taking on the majority of the planning work. A typical working group has three to six members depending on the size of the community and planning process. Working group members are usually employees of the First Nation, most often working in a Lands and Resource or related department, and may include consultants and lawyers (if required). Those communities that have core working group members who are staff find it maximizes capacity and leadership developed “in-house” for the land use plan. Some working groups have opted for a designated outreach coordinator especially if there is a strong need to link the plan more directly into the community.

Communities that have assembled working groups based on enthusiasm have found that participants willing to learn can take advantage of technical training opportunities<sup>8</sup> and develop the skills required to adequately carry out the functions of a working group.

A working group may comprise a core group of paid staff including, but not limited to; lands director/coordinator, GIS specialist, researcher/librarian, community liaison, and communications coordinator. Together, this is the group of people and skills that will be doing the “heavy lifting” to make the plan come to life. It is advisable to have one working group member responsible for leading the team and keeping the process on track.

Those communities that did not have GIS or enough capacity in-house often turned to outside sources to participate on the working group or planning team. Communities that developed their GIS capability in-house sited this as a very important to the success of their land use planning, particularly when it came to implementing the plan as a team.

Many working groups decide how they will work together and make decisions by writing a charter or terms of reference. A charter or terms of reference can also address how a working group will relate to the rest of the planning team as well as communicate with the broader community. This helps to guide everyone in working together and towards shared goals. One community’s working group met weekly to discuss their land use plan to ensure that there was momentum in the process and their goals were being met. Another community’s working group reviewed the purpose of their land use plan often to maintain focus on the big picture amidst the daily activities and other responsibilities required to complete the plan.

#### **Effective Practice**

- Answer the following questions: what’s the purpose of this plan; who’s the audience; what is your timeframe; and how much funding is available?
- Ensure working group members are passionate about the land use planning process and are committed to seeing the process through.
- Try to have core working group members who are staff to build maximum capacity and leadership developed “in-house” for the land use plan.
- Identify one working group member responsible for leading the team and keeping the process on track.
- Remain open to how well your community understands land use planning and its importance, and consider if an outreach coordinator is needed.

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<sup>8</sup> Training opportunities are often available through partnerships with universities and colleges as well as non-profit organizations such as Ecotrust Canada <http://www.ecotrust.ca> and Round River Conservation Science <http://www.roundriver.org>

## *The Planning Team - Advisory Committee*

*“The Advisory Committee was very important. They represented the community in the land-use planning process and approved many decisions that staff could not have made.”*

Unlike the working group, an advisory committee acts as a decision making body for the planning process. This group can be comprised of community members that are representative of the community, its families or clans. The advisory committee can include elders, youth, councillors and community members interested in the process. This advisory committee can be used to generate and approve the community’s vision, values and strategic direction for the land use planning. The group provides an objective view outside of the working group that is mindful of the community’s best interests. The advisory committee can be engaged in major decisions needing to be made over the course of the land use plan.

It is important for the advisory committee to have conflict resolution mechanisms in place, as they will have to make a lot of major decisions and represent a diverse cross-section of the community. The working group can help an advisory committee by facilitating discussions that require a resolution around a conflicting issue. Any major decisions that cannot be made by the working group should come to the advisory committee for input.

Communities have found it useful to involve Councillors who hold portfolios relating to lands on the advisory committee. They found that the strategic input given by these Councillors was very informed and gave weight to the process. Communities also found that having Council members and hereditary leaders involved on the advisory committee enabled issues to be made a priority at Chief and Council meetings.

### **Effective Practice**

- Utilize an advisory committee to help guide the working group and make decisions on behalf of the community.
- Continuity and commitment of the advisory committee is key to the success of the planning process.
- Have Councillors and hereditary leaders participate on the advisory committee.

## *Planning Team -Outside Help*

*“It was important that we worked with someone familiar with our community and our culture, someone who lived near us and already understood us.”*

Outside help and consultants can bring a wide range of experience, technical skills and an objective outside perspective to a planning process. First Nations that have had success in using outside help found that the practitioner had a solid understanding of the community’s values and had the temperament to work as a coach and with an open ear to gage the pace of work and progress. Communities that have had the most success working with outside help are those that used outside help and consultants as a supplement to the process and for roles that could not be performed by someone within in the community. Sometimes having an outside consultant facilitate a meeting will mute or deter some community dynamics and politics. However, work that requires the technical skills of a single person, such as writing and synthesizing information for the final plan, can be very effective roles for a consultant. It is important to budget for total outside help/consultant expenses against limits set by funders and/or Councils and keep it at a reasonable share of the overall budget. Communities have spent as much as half of their budget on consultants in the past.

Communities that have had the most success in working with outside help and consultants all worked with practitioners that either resided in the community or near by, though in some cases this is not possible.

### **Effective Practices**

- Hire outside help and consultants that are sensitive to your community’s unique characteristics.
- Ensure your consultant is taking a role that best uses their technical skills and outside perspective (i.e. writing up the final report, facilitating visioning sessions).
- Build a role for the outside help and consultant to mentor and/or provide technical training that is directly tethered into the development of the land use plan.
- Effective outside help will ensure that their technical skills are utilized by the community, but not depended upon, and they will seek to leave behind the capacity for a community to implement a plan on its own.
- Check the total consultant expenses against possible limits imposed by some funders. Communities have spent as much as half of their budget on consultants in the past.



| Pre-Planning  |
|---|
| <ul style="list-style-type: none"> <li>• Form land use planning team</li> <li>• Define purpose &amp; scope of land use plan</li> <li>• Create timeline and work plan</li> <li>• Create funding strategy</li> <li>• Create communications strategy</li> <li>• Engaging your community</li> <li>• Surveys</li> <li>• Begin collecting local and cultural knowledge</li> </ul> |

Define Purpose & Scope of land use Plan

*“The purpose of developing the LUP was to guide our own development on our lands. We didn’t use any government funding towards our LUP development to ensure that it wasn’t influenced in anyway by outside sources. It was a plan developed by us, for us....”*

*“We are using it as a negotiation tool and as a way to collect important information about our cultural and traditional uses of our traditional territory in the past.”*

*“We needed a plan to negotiate with the [BC] Government....”*

*“A primary purpose of the Land Use Vision is to establish [our] role...in land use planning processes.”*

*“It deals with broad land use allocation and resource management issues as they relate to the [Nation’s] ecological, cultural, social and economic goals and objectives.”*

A plan’s purpose answers the question of why a land use plan is needed and what it is hoped it will achieve. Clarity around purpose early on will guide decisions on designing the plan process and inform a strategy tailored to achieving a successful outcome. Identifying and solving any need for clarity of purpose early on in the process will help build and maintain a common understanding of the work that follows. The need for a plan varies among First Nations. It can range from clarifying where traditional lands are to fully describing appropriate future uses of lands and requirements for use.

A plan’s scope describes what is, and is not, included in the document. For example, the plan may not include marine areas or freshwater aquatic resources and be focused solely on terrestrial resources and uses. Or the plan may only contain key planning outcomes, strategies and requirements with relevance at the territory scale. The scope of the plan may also include identification of areas for further technical analysis or future planning requirements at more detailed scales.

- Pre-Planning**
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  - Define purpose & scope of land use plan
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  - Create funding strategy
  - Create communications strategy
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  - Begin collecting local and cultural knowledge

**Timeline and Work plan**

*“You have to really want a land use plan. It doesn’t need to take over your department, but it does take a lot of work.”*

Land use planning is quite often the most important planning tool a community can create for itself and it is important to ensure the time is taken to do it right. Depending on the purpose for your land use plan, it may be possible to complete a plan within 18 months. First Nations have completed their land-use plans in timeframes ranging from one to three years. Being realistic about the length of time it will take you to effectively engage the community and collect all the information required will help everyone agree on a timeline that can effectively be met. To keep the planning process moving forward it is important to track as close as possible to agreed-upon deadlines and deliverables. When creating your schedule it is important to keep the following in mind: book meetings with the community well in advance; work with other departments to minimize hosting events at the same time; observing school calendars, and be considerate and respectful of community celebrations and funeral arrangements.

A quick scan of the available staff and skills within your organization will aid in understanding what work is feasible to take on, and what new resources may be needed. The staff and volunteer time to complete a land use plan can be overwhelming and difficult to work into existing responsibilities and pressures such as responding to referrals and community requests. Many communities opt to take the time to hire and train community members so that they increase their own capacity and build technical capabilities in-house. Communities under pressure to complete their plans within a short timeframe will often source additional support through consultants or partner organizations (see page 17 “Planning Team- Outside Help” for information on how to most effectively engage outside help).

- Effective Practices**
- Assess the work plan against actual time and funding available to keep the process reasonable and on track
  - Track as close as possible to agreed-upon planning deadlines and achieving deliverables
  - Identify community members that are interested in seeing the land use planning process through and build their technical capabilities in-house via

mentoring and training.

- Utilize outside contractors to fill gaps in technical ability and include training band members as an expectation of their work.

#### Pre-Planning

- Form land use planning team
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- Create funding strategy
- Create communications strategy
- Engaging your community
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- Begin collecting local and cultural knowledge

#### Developing a Budget and Funding Strategy

*“We didn’t want to be influenced by anyone else in our land use planning so we found funding through non-government foundations whose ideas were similar to ours.”*

*“Our land use was funded by government and this has allowed for us to work with [Government] in sharing information and data that we wouldn’t have had otherwise.”*

Developing a work plan for your land use planning project will give you an idea of the time and resources required to complete it. This time, combined with expenses incurred through travel, meals, honoraria, community events, consultants, printing costs will comprise your land use planning budget. It can be easy to let the budget be swayed by how much funding might be available to you. Budgeting for your ideal planning scenario will give you an idea of how much funding you would like. Identify sources of funding available to you, if there is not enough funding available for your ideal scenario; prioritize the key activities that are most important to your process. First Nations-lead land use planning

budgets may range from \$200,000 - \$300,000, or more depending on a number of factors.<sup>9</sup>

Sourcing funding for your land use plan can be a challenge. Many First Nations have approached government departments to fund their plans as well as private foundations and non-profit organizations. Also, some Nations have their own resources from other sources like economic development. It is important to recognize the intention behind the source of funding and consider how it might impact the results of your planning work. Some First Nations have opted to not use government funding as they felt it would influence their land use planning process. Others have used solely government funding. Successful engagement of funders requires having a clear purpose for the land use plan because it enables a funder to easily understand why a plan is needed.

<sup>9</sup> Factors include: time frame of plan development, how much base information needs to be assembled, and the depth of community involvement needed.

If one source of funding is not available for your entire land use planning, some First Nations have broken out their planning into sections and applied for funding for each.

A list of some funding sources can be found at the Aboriginal Mapping Network website under the 'Funding' menu.<sup>10</sup> One important ongoing funding source for First Nations land use planning is the BC Capacity Initiative funded by the Federal Government and administered by Indian and Northern Affairs.<sup>11</sup> Coastal British Columbia First Nations have a new fund to apply for grants related to regional planning initiatives and specific stewardship and economic development components of land use plans.<sup>12</sup>

#### **Effective Practices**

- Having a clear purpose for the land use plan enables a funder to easily understand why a plan is needed.
- Create a budget for your ideal land use planning scenario; prioritize key activities and scale back to work within funding sources available and achievable timelines.
- Understand the intention of funders clearly and consider how it might affect the results of your land use plan if you accept their funds.

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<sup>10</sup> Aboriginal Mapping Network funding resources [http://www.nativemaps.org/?q=top\\_menu/1/72/77](http://www.nativemaps.org/?q=top_menu/1/72/77)

<sup>11</sup> BC Capacity Initiative <http://www.bccapacity.org/>

<sup>12</sup> Coast Opportunity Funds <http://www.coastfunds.ca/Programs/index.htm>

## Communicating With Your Community

### Pre-Planning

- Design planning process
- Form land use planning team
- Define purpose & scope of land use plan
- Create timeline and work plan
- Create funding strategy
- Create & engage a communications strategy
- Engaging your community
- Surveys
- Begin collecting local and cultural knowledge

*“Throughout our land-use planning process communication was very important. It helped that everyone knew what was going on [and] when. It was important for them to understand what we were doing and why.”*

*“Community engagement must extend beyond communications and into gathering community input through participatory tools.”*

A communications strategy helps to identify key audiences and how best to involve them in the land use planning process. Communities can ask themselves; who do we want involved in the planning process and how? Who do we want to shape and understand the policies and principles of our land use plan? Who would we like to refer to our land-use plan in the future?

Developing a communications strategy will ensure that every opportunity to provide information to your community is taken advantage of, from announcing the launch of the planning process to announcing its completion. Different audiences will require different forms of communication. If you are interested in communicating with outside partners (i.e. other governments,

private companies) a formal letter might be required. If a community is interested in communicating via the media they will need to develop a news release.

Communities that have had success in communicating their land use planning process have adopted a two way approach to communications: not only providing information, but also providing a way for community members to provide comments and feedback. This creates an opportunity for community members to learn more about the process and become actively involved with it.

Communities have used many different techniques to communicating with their members and partners from creating websites, to developing a newsletter, to word of mouth. Some communities develop a calendar of key community events and include updates about the land use planning. It is important to know how your community most effectively receives information and make the most of those channels. If deploying a website, be cautious about posting draft or incomplete maps to avoid confusing people and having them fix on pre-mature conclusions.

Regardless of the technique used, it is important to regularly announce major planning milestones such as when funds are secured, when a draft plan is completed, when broader public comment is requested, and when a plan is made final.

Land use planning is an opportunity to build relationships with those you might not have had previous contact with. Providing those you would like to develop a relationship with communication and updates on your land use planning will initiate dialogue with these potential partners.

For further in depth information and guidance for communications tools and techniques you can refer to the First Nations Communications Tool Kit, produced by Indian and Northern Affairs Canada<sup>13</sup>

### Effective Practices

- Have a communications strategy that is designed around identifying your key audiences: why they are important to developing and implementing the plan and when they need to be involved for making decisions and supporting outcomes.
- Create a land-use planning website to communicate the progress and information gathered through a land use planning process. Websites can be interactive and designed so that community members can leave comments. Websites needn't be costly; a simple blog that can be updated and used to post updates on can be very effective. Posting photographs and maps on the website makes it more engaging and interesting to community members.
- Use caution around posting "in-progress" or incomplete maps to the web to avoid misunderstandings and pre-mature conclusion to be drawn by community members.
- Utilize existing community communications tools, such as newsletters, community radio and TV, etc. to communicate the progress of your land use planning.
- Ensure all community partners and "neighbours" (including potential business partners etc.) are aware of your land-use planning process and the steps you will take to implement it.
- Announce major planning milestones: securing funds, completing the draft plan, finalizing the plan, implementation of the plan, etc.

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<sup>13</sup> FN Communications Toolkit [http://www.ainc-inac.gc.ca/bc/proser/fna/cnc/fnct/fnct\\_e.html](http://www.ainc-inac.gc.ca/bc/proser/fna/cnc/fnct/fnct_e.html)

| <b>Pre-Planning</b>   |
|---|
| <ul style="list-style-type: none"> <li>• Design planning process</li> <li>• Form land use planning team</li> <li>• Define purpose &amp; scope of land use plan</li> <li>• Create timeline and work plan</li> <li>• Create funding strategy</li> <li>• Create &amp; Engage a communications strategy</li> <li>• Engaging your community</li> <li>• Surveys</li> <li>• Begin collecting local and cultural knowledge</li> </ul> |

## Engaging With Your Community

*“It worked better to have ten people having a discussion around a map, not a hundred.”*

*“Just watching the past three years how the community has become aware of their own territory – it’s exciting to see the embracing of maps.”*

*“Holding our community meetings out on the land allowed people to build a deeper connection to what we were planning for.”*

A land use plan is best rooted in a community’s culture and values by maximizing the participation of community members in the planning process. Every community will have a unique way in which its members effectively engage in a planning process. Understanding how your community responds to information and participates in processes will help you to design the right approach to engage your community. Some communities have found that they are able to gather richer information when families, clans, or youth are brought

together separately to discuss and brainstorm.

Communities hope that their members have the time to participate in a process as important as land-use planning, but it doesn’t always happen that way. Communities are overwhelmed by the number of planning processes they are expected to participate in. Community members often suffer fatigue or burn out in workshops and planning processes. It is important to make it as easy and flexible as possible for your community members to give input into your land-use planning process. Some communities provide additional incentives such as food or unique door prizes to encourage people to participate in planning activities.

Communities have found that community participation is very sensitive to location. Members may be more comfortable having a discussion about the land *on* the land, while others might prefer to meet in doors. There might be certain buildings that work better to bring people together: a community might decide to host a planning meeting in the community hall as opposed to a government administration building, or ask community members to host meetings in their kitchens over a meal as opposed to in an office.

It is important to try to connect with a full representation of your community: youth, women, men, parents, elders, family groups, employed, unemployed, people who know the land or ocean from working on it, those unfamiliar with the territory, those living outside the community, and those living inside. Good meeting facilitation will bring out a diversity of perspectives and opinions to the discussion and help to engage the “quite” ones the meetings.

#### **Effective Practices**

- Understand your community’s unique ways of participating and allow for community members to guide the process as much as possible.
- Find incentives in keeping with the theme of land use planning to encourage community members to participate in the process.
- Try convening some community land use planning meetings out on the land you are planning for and use participatory tools and approaches for getting input from community members. Active, participatory mapping exercises, transect walks and activities that require community members to actively participate in shaping the land use planning are good tools.
- Good meeting facilitation is important to ensure a wide range of ideas and perspectives are captured.



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### Surveys

*“Having a survey made it possible for a lot of our elders to give their input into the land use planning on their own time. It also meant that some very busy people who couldn’t make it to the community meetings could take their time and respond to the survey.”*

Some community members are sensitive to actively participating in an environment where there are lots of people. Often a survey can be a useful way of capturing information from members uncomfortable to participating in large groups of people. A survey is also a good way to capture information from community members who are unable to attend a participatory planning event. Surveys can be delivered through the mail, newsletter, or online (e.g., using a service like [SurveyMonkey](#)). Responses should be kept anonymous, so community members feel they can be as open and honest as possible. It is important to remember that literacy can limit some community member’s participation and can be overcome by conducting guided interviews.

When designing a survey it is very important to think through the questions you are asking and consider how you will use the information you collect so that you can ask the appropriate questions.

Communities can use surveys any time a question needs to be posed to the community in the land use planning process. They can be used to collect information from community members around traditional knowledge, developing the vision and values or to evaluate how the planning process has been received.

### Effective Practices

- Develop a survey to collect information from those community members either unable to or uncomfortable with participating in a community-meeting format.
- Make sure that community members’ surveys are anonymous. This will allow for more honest information to come through in responses.
- Share the results of data collected, and use this as a basis for the plan.
- Ensure an adequate sample size in surveys to capture a broad view.

### Pre-Planning

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### Begin Collecting Cultural Knowledge

The greatest potential of a First Nations land use plan is its ability to uphold past, current and future uses of the land. Use and Occupancy Map Surveys (UOMS), previously best-known as Traditional Use Studies (TUS), is a methodology combining social science interview techniques with the documentation of a respondent's place-based activities on a map. The goal is to capture aspects of oral traditions and current uses of the lands by elders and well respected individuals in the community. Each individual map biography is converted to GIS and when combined with all respondent maps creates a picture of the Nation's combined uses and occupancy. These data are unique and can form a baseline to guide various aspects of the land use plan, such as those geographic areas requiring special designation and management as spiritual or cultural/natural areas.

An excellent, although somewhat out-of-date, guidebook on conducting UOMS is "*Chief Kerry's Moose: a guidebook to land use and occupancy mapping, research design and data collection*" by Terry Tobias and available for free download at the Aboriginal Mapping Network.<sup>14</sup> A follow-up UOMS best-practices textbook titled "*Living Proof: The Essential Data Collection Guide*

for Indigenous Use-and-Occupancy Map Surveys" will be published by Ecotrust Canada and the Union of BC Indian Chiefs in Fall 2009. A free, web-based version is planned for release 6-8 months later on the Aboriginal Mapping Network.

Getting an early start to organizing your Nations cultural data is critical to the success of the land use plan. These data may be scattered among different bands and available in a variety of different media (e.g., GIS-ready shapefile format, paper maps and reports). These data will need extra time and funds allocated to organize well. Creating new UOMS data is important and expensive work. Strategically allocating funds for new UOMS to those areas that are most important culturally and at highest risk is a good way to fill data gaps. It is unusual for previous cultural data to cover an entire territory and to be current. New data should be collected with rigor as they can serve multiple purposes well (e.g., strategic planning, regular referrals negotiation, and as evidence in the courts). Most important of all, defining a clear purpose for collecting your cultural data helps to set an appropriate cultural data quality threshold. Creating the methodology and roadmap for carrying out UOMS is best accomplished with the help of

<sup>14</sup> *Chief Kerry's Moose: a guidebook to land use and occupancy mapping, research design and data collection*. UBCIC & Ecotrust Canada, 2001. <http://www.nativemaps.org/?q=node/1423>

an experienced professional and will minimize risk of failure and maximize the quality of the data.

UOMS maps, data, reports contain very personal and unique types of information and need to be treated with utmost care and security. Store these data in secure locations and within water/fire proof containers available from business supply stores. Keep controlled access to the information, too so as to prevent its misuse or revealing of private individual information. Data sharing and security agreements are necessary to outline the terms by which the data may be used and displayed, although many communities refrain from any sharing of these data so as to maintain its security and keep decision making that may reference these data inside the community (e.g., referrals and other proposed land use activities).

#### **Effective Practices**

- Defining a clear purpose for collecting your cultural data helps to set an appropriate cultural data quality collection threshold (e.g., purpose as court evidence = highest quality threshold).
- Creating a strong methodology and roadmap for how to carry out Use and Occupancy Mapping Surveys is necessary and requires an experienced professional to minimize risk of failure.
- Strategically allocating funding for new Use and Occupancy Mapping Surveys to those areas that are most important culturally, and at highest risk is a smart approach to filling data gaps.
- Take great care of cultural data as it includes personal and unique information. Store maps and reports in water/fire proof containers, control access and use of the data with data security and sharing agreements.

## Planning: Creating the Plan

*“The land use planning process introduced me to my lands, and it generated a lot of information. That rocked their [neighbouring municipalities] worlds.”*

*“We had a very clear and continuous vision about our future and those of our lands given from our highest governing body. This sustained us through our tough negotiations with the province and allowed us to know we had achieved a successful land use plan.”*

Once the pre-planning is complete it’s time to dig into the heart of land use planning. Generally, a well developed land use plan will be guided by: a land use vision generated by the community, an articulation of the shared values of the community, and key guiding principles. Once these enduring guiding frameworks are established, the more detailed work of technical assessments, objectives setting, and policy and procedures development can begin.

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| <b>Planning</b>  |
| <ul style="list-style-type: none"> <li>• Vision, values and guiding principles</li> <li>• Goals, objectives &amp; strategies</li> <li>• Technical assessments</li> <li>• Policies</li> <li>• Land use designations</li> <li>• Formal adoption of the plan</li> </ul> |

### Vision, Values and Guiding Principles

The vision of a land-use plan clearly articulates the future a community sees for its territory. An inspirational vision is the foundation upon which the plan is built and its tone and emphasis shape the entire land-use planning process going forward. Examples of vision statements from a number of communities’ land-use plans can be found in Appendix C.

The vision is usually supported by a list of values and guiding principles. Values are the shared and enduring beliefs embedded in a Nations’ culture. A Nation’s values will drive its approach and priorities for land management. Articulating and agreeing on common values brings communities together and provides guidance through the land use planning process, subsequent decision-making, and plan implementation. An example of a single values statement from a communities’ land-use plan

follows:

*“Our people will welcome opportunities to accept new ideas and innovations that can assist us in managing our land and resources on a sustainable basis. We will anticipate changes to our territory, and adjust to new challenges such as climate change.”*

Similarly, guiding principles are a more detailed articulation of shared values and provide clarification on the constraints, rules and criteria with which all land use and management decisions must be aligned. They are clarifying for both a Nation's land managers and external parties. An example of a guiding principle from a communities' land-use plan is:

*"Precaution: A precautionary approach shall be adopted for land planning and management, so that decisions err on the side of caution when information is limited."*

It is important to get as many community members involved in developing the vision and supporting frameworks as possible. Communities often use a large portion of their community engagement budget on gathering members early on in the planning process to discuss and develop the vision, values, and guiding principles for their land-use plan.

There are a number of tools and participatory techniques you can use to develop your land-use vision. Bringing people together to express their ideas in a facilitated session or multiple sessions is one of the most effective ways to begin building and articulating a clear land use vision and associated core values. Maps of the territory with base information can help to prompt people to draw their vision of the lands and capture places that are significant. Organized activities can guide participants' input, including such activities as historical timelines, transect walks, participatory mapping, post-it and sort comments and other techniques.

Organized and experienced facilitation at these sessions will help to encourage broad participation, generate a full range of ideas and stay as succinct as possible. Other approaches include smaller focus groups, community surveying, kitchen table meetings, or individual interviews.

Whichever tool you use, it is important to get as many community members involved in developing the vision as possible. This is also a key role for the advisory committee, as convener, facilitator, and/or witness of community involvement in this critical stage. Communities have used a large portion of their community engagement budget on gathering members to discuss and develop the vision for their land-use plan.

#### **Effective Practice**

- Invite as many community members as possible to contribute to development of the LUP vision and values.
- Make the visioning process as succinct as possible to highlight the most important community values and perspectives.
- Apply a process for visioning that is inclusive and open to many perspectives, and also defines a role for the advisory committee in drafting the vision.

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### Identifying Goals, Objectives and Strategies

At this stage, management goals, objectives and strategies are drafted carefully, reviewed, amended and ultimately approved.

Most communities generate goals that are broadly stated and represent the community vision, values and perspectives. They describe what the community wants to do and may contain statements of community values as quotes from all members of the community.

Clear objectives are more specific guiding statements that detail what will be done to meet the goals and usually identify where the objective should take place.

Detailed strategies define how and when each objective will be accomplished, and who will do it. Finding a balance between strategies too specific and too general is useful. If strategies are too specific they can limit the utility of the plan – too general and they become hard to quantify and monitor.

Clearly identifiable and measurable goals, objectives and strategies help to give specific direction to those who are involved in implementing the plan.

Below are two illustrative examples:

**Example A**

Goal - *“Build a healthy community”*

Objective - *“The protection of cultural resources across our Traditional Territory is very important to the Nation’s community members”*

Strategy - *“Director of lands to maintain an ongoing inventory of cultural and heritage values and their locations.”*

**Example B**

Goal - *“Maintain healthy lands, rivers and glaciers, to ensure a clean, reliable source of water for humans, plants and animals.”*

Objective - *“Ensure land and resource decisions are cautious when knowledge is uncertain or missing.”*

Strategy - *“Referral’s coordinator/Lands Director to identify cultural knowledge gaps at time of review of development proposals and require a field reconnaissance and/or revision of proposed development area.”*

### Effective Practice

- Clearly identifiable and measurable goals, objectives and strategies help provide explicit direction to those who are involved in implementing the plan.
- Objectives and/or strategies that are accompanied by measurable indicators help guide the monitoring and adaptation stages of planning.
- Write strategies that are not too specific, nor too general.

#### Planning

- Vision, values and guiding principles
- Goals, objectives & strategies
- Technical assessments
- Policies
- Land use designations
- Formal adoption

#### Technical Assessments

*“We started our planning officially in 1998, and we’ve been collecting data ever since.”*

Knowing the past and current state of a Nation’s resources is essential to planning for the future. This phase of the planning cycle involves gathering and analysing as much information as possible.

In this phase, it is important to revisit existing and historical documents and cultural information as well as collect new information. Communities have values that endure over time and have often been articulated before. Thus, there may be cultural norms, practices, beliefs and old ways that can continue to guide the community today.

The first goal is to document the state of key themes (forests, rivers and lakes, agricultural lands, minerals, parks, transportation, place names and cultural sites and use areas) so as to provide a better understanding of the current condition of the territory.

Historically, one of the most challenging parts of a land use planning process has been finding, gathering and organizing all of the data together. Nowadays, an increasing number of resources and digital data is available for download over the Internet, bringing a wealth of readily available information to your fingertips. Nevertheless, gathering data remains one of the more daunting and time consuming aspects of planning. Develop data sharing agreements with various government ministries early on to access their vast data libraries not available publically (see below). Expect data collection to continue throughout the planning process.

Hard copy and digital reports can be collected and organized into themed categories such as archaeology, forestry, etc. Digital spatial data, such as GIS shapefiles, are available for download on a wide manner of themes, at various scales and geographic

completeness. A good single source for BC provincial data is the Land and Resource Data warehouse<sup>15</sup>. A special First Nations BC electronic ID (BCeID) may be obtained to provide access to a greater number of data sets than the general public may access. Additional BC data are available for free download from the Federal government, including GeoBase and GeoGratis<sup>16</sup>. A full list of data resources are summarized at the Aboriginal Mapping Network.<sup>17</sup> Additionally, signing data sharing agreements with your local Integrated Land Management Bureau, Front Counter BC representative will help to formalize a process for obtaining information.<sup>18</sup>

Once a baseline of knowledge has been assembled and acquired, the process of looking forward begins. It is at this time that specific resource management options aligned with a Nations' vision need to be carefully considered and analyzed. This second goal is to frame the resource management options within cultural, environmental and economic technical assessments. For instance:

A) *Environmental* analyses represent those areas where management goals and objectives for air and water (quality/quantity), fish, wildlife, plants and ecosystems are identified.

B) *Cultural* analyses represent those areas where management goals and objectives around maintaining a living culture and spirit, access and use of lands for hunting, trapping, and fishing, and recreation are identified.

C) *Economic* analyses represent those areas where management goals and objectives for exploration or development of agriculture, forestry, fisheries, tourism and recreation, non-timber forest products, power generation, mining, coal-bed methane, oil & gas, , and other permanent land conversions (development) are identified.

This is an excellent time to bring information back to the community by bringing together working groups, focus groups, and key community members, technicians and interested parties to see and discuss the implications and impacts of proposed management guidelines.

Typically communities will organize a number of different forums and meetings that allow for deep discussion of the issues related to different resource themes such as forestry, mineral extraction, tourism, etc.

With good base data, technical analysis, and values-driven management scenarios generated, information can be brought back to the community and community leadership for deliberation and decision.

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<sup>15</sup> Land and Resource Data Warehouse <http://aardvark.gov.bc.ca/apps/dwds/home.so>

<sup>16</sup> GeoBase <http://www.geobase.ca/>; GeoGratis <http://geogratings.cgdi.gc.ca/>

<sup>17</sup> Aboriginal Mapping Network [http://www.nativemaps.org/?q=top\\_menu/1/72/75/46](http://www.nativemaps.org/?q=top_menu/1/72/75/46)

<sup>18</sup> ILMB FrontCounter BC <http://www.frontcounterbc.gov.bc.ca/>



### Effective Practices

- Creating a data library structure for organizing all of your information, especially the large volumes of GIS data that you will collect, will save you time in the end.
- Identify priority data layers, and be willing to move forward in the planning process without all of the information.
- Research and collect work from all previous planning activities in your community. They may be useful in your current planning process and will likely be referenced by anyone who had been involved in previous planning processes.
- Create a standardized base map with suitable scale for planning area and start to produce existing condition themed maps early. Produce and display a lot of maps to excite participants and show progress.
- Design individual maps within a standard layout to aid in creation of a map atlas.

#### Planning

- Vision, values and guiding principles
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- Formal adoption of the plan

#### Policies

*“You can’t make the language used in your land-use planning policies strong enough.”*

*“The land use plan is not intended to be a comprehensive statement or definition of the Nation’s aboriginal rights and title. This Land Use Plan is without prejudice to the positions that may be taken by the Nation with regard to their rights and title in future negotiations, land claims or other claims.”*

Policies are the heart of a land use plan and serve to describe the management goals and directives of the Nation. The word policy is defined in the *Canadian Oxford Dictionary* as a course or principle of action proposed or adopted by a government – in this case by the First Nation undertaking the land use planning. Essentially a Land Use Plan is a series of policies for managing resources in a given area, accompanied by some context and general statements of

vision and intent. This is an opportunity to express the First Nation’s long-standing policies and positions clearly in a formal and comprehensive way.

The development of policies is informed by the leadership and their resource staff working with the community, elders, traditional knowledge-holders and advised by

scientists and technicians. As the German statesman and Chancellor Otto von Bismarck said – “*Laws (policies) are like sausages, it is better not to see them being made*”. Creating a body of policy is difficult and time-consuming and involves give and take between different ideas and even ideology within a community. Often, however, community members and leadership have similar beliefs and aspirations, with differences residing in the form the aspirations take. Creating a land use plan that is acceptable to the community is a major undertaking that will provide direction and aid in governance into the future. A key role for the advisory committee can be to identify effective policies as outcomes of the land use plan, consider policies proposed by the working group, or to solicit broader support from Council or other entities for policies that are outcomes of the land use plan process.

Policies are often made at different levels or scales– from broad goals that apply to the entire plan area down to specific strategies for geographically restricted areas. For example, a First Nation may have a policy that states that the use of pesticides is discouraged throughout the territory with a preference for manual brushing. A more specific policy may apply to a particular valley or island stating that pesticide use is permitted to help eliminate a problematic introduced species that has become established in the area. Policymaking should attempt to deal with a wide range of issues, rather than narrow and specific goals, and should be informed by sound science (but is not the sole determinant).

Grouped into categories or themes, policies can be easily referenced. For example there may be a section on water and water quality which could set out a series of policies on drinking water – specifying what actions are permitted near drinking water sources such as mandating a buffer where industrial activity such as logging and road building must be set back from water courses that feed a community watershed. Policy outcomes should be specific enough so as to be measured and evaluated. Policies are usually created in a series, from the general principle to the specific objectives and strategies designed to achieve the higher level intent.

Some themes that First Nations may want to include that are not usually included in general land use planning are Cultural Heritage, Sacred Sites, and Co-Management.

\* *Cultural Heritage* refers to the body of resources that include archaeological sites, cultural sites, historic sites, and cultural resources (such as ceremonial plants). The protection and promotion of traditional art and craft can also be dealt with under this heading. One example of cultural heritage policy is the protection and continuing management of large old growth cedar suitable for canoe-making and carving large items.

\* First Nation *sacred sites* are often vitally important to the community and are not currently protected well. Sacred sites are the product of cultural and spiritual beliefs and may not be apparent to people not familiar with the First Nation. The

creation of a land use plan is a good opportunity to identify and protect these important places.

*\*Co-Management* is another section that was not included in land use planning by western governments until recently and relates to the competing assertions of jurisdiction between federal and provincial governments on one hand, and the First Nation on the other. While a land use plan is not intended to resolve these issues it cannot entirely avoid them. Often a middle way is selected while the larger issues are resolved in other venues. This is often achieved through co-management – whereby the parties (First Nation and Canadian Governments) agree to management of resources while setting aside the jurisdictional issues. This is properly achieved through negotiation but a section on how this is envisioned may be included in the plan prepared by the Nation.

Land use plans indicate desired outcomes for resource management and are separate from issues of jurisdiction and/or sovereignty. They are therefore written on a ‘without prejudice’ basis generally. However, it is advisable to provide a “statement of rights and title” that references the land use plan or written description of the traditional territory. This reinforces the Supreme Court of Canada legal requirement for outside organizations to consult and accommodate your nation’s interests.

#### **Effective Practices**

- Provide a “statement of rights and title” that references the Land Use Plan map or written description of Traditional Territory. This reinforces the Supreme Court of Canada legal requirement for outside organizations to consult and accommodate your nation’s interests.
- The role of science in policy design can be misconstrued – science informs policy – it seldom is the sole determinant. Policy-making is a social decision that can be based on science.
- For a full plan to be created, policy making should attempt to deal with a wide range of issues, rather than narrow and specific goals.
- It is also useful to make policy outcomes specific enough so as to be measured and evaluated. Policies are usually created in a series from the general principle to the specific objective and strategies designed to achieve the higher level intent.
- Not everything that is desired can be accomplished at once so it is acceptable to indicate through policy the creation of departments (for example fisheries guardians), processes, or even research that is identified through the planning process.

| <b>Planning</b>  |
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| <ul style="list-style-type: none"> <li>• Vision, values and guiding principles</li> <li>• Goals, objectives &amp; strategies</li> <li>• Technical assessments</li> <li>• Policies</li> <li>• Land use designations</li> <li>• Formal adoption of the plan</li> </ul> |

## Land Use Designations

Land use designations are a system of zoning the territory into areas of different uses. Many First Nations are loath to zone their territory due to concerns that it will be used by others to undermine the rights and wishes of the community. However, land use designations are a useful tool for providing management direction for areas with similar issues, resources, or values. It is important to distinguish that land use designations are not prescriptive at the site level and do not replace consultation requirements for proposed activities. Many community members can get nervous and confused about designations so it is important to be clear and allow ample time and space for questions on this topic. The benefits to creating at least a broad framework of land designations is usually worth the initial discomfort some of the community may have regarding zoning.

Some Nations have derived land use designation boundaries along traditional cultural lines, or along resource type values (mountainous areas vs. lowlands). Often the boundaries selected follow natural landforms like height of land or other boundaries that may be clearly defined on the ground. In this way a First Nation can indicate where they would like to see development activities occur, often with the intention of having the development benefit the Nation. For example, First Nations on B.C.'s Central Coast created zoning for areas where they intend to operate forestry businesses and areas that are set aside for other values and resource management regimes.

In creating designations a range of values is usually taken into account, and general plan policies still apply. In all land use planning there is usually a stipulation for processes for development, stating how projects will proceed. Ideally the land use designation provides general direction and intent and is still subject both to overarching policies and to more detailed levels of planning and processes. For example, an area may be open for forestry operation but still subject to policies protecting sacred sites and water quality as stipulated in the general policies in the plan. In addition, there may be direction to undertake other research and policy/planning for specific values such as Culturally Modified Trees or critical habitat for select species.

The map depicting the Land use Designations is a powerful tool to use when communicating the plan and in the negotiation regarding implementation with others.

### Effective Practices

- Ensure the land use designation is understood as providing general direction and intent for specific areas, and proposed activities are still subject both to overarching policies and to more detailed levels of planning and processes, including consultation.
- Provide ample time and frame discussions carefully to bring clarity and comfort to community members around land designation.
- Land use designations are most useful when applied to areas of high cultural and natural resource values, and thus serve as a way to safeguard those values.
- Land use designations should contain specific management objectives for activities within them.

#### Planning

- Vision, values and guiding principles
- Goals, objectives & strategies
- Technical assessments
- Policies
- Land use designations
- Formal adoption of the plan

#### Adoption of the Plan

Generally among First Nations there is an expectation that serious matters such as land use management, including the adoption of a Land Use Plan, will involve the community and leadership. This can mean involvement of both elected and hereditary leaders, elders, and knowledgeable people such as elders, hunters and cultural knowledge-holders. The more thorough the endorsement of the plan the more validity it has when engaging with people outside the community (government, business, third-parties).

At the beginning of the planning process outline how it will be adopted. If the planning process meaningfully involved the community, hereditary leadership, and elected government of the Nation, it will be easier to get approval to adopt the plan.

In many cases, the adoption of the plan will include a resolution from the Council as well as a feast (if that is part of the traditional way of formally announcing decisions). The feast is beneficial in that it provides a traditional validation of an important body of work as well as a venue for the leadership to present future plans for land management. In some plans there is also a letter from the leadership – in some cases a joint letter from the elected and hereditary leadership can add weight to the plan.

Community celebrations allow for collective support to be expressed, joint responsibility for implementing and monitoring to be taken, and for the working team, committee, and Council to have confidence they developed a plan reflecting the community's vision for land and resource management.

Formally adopting the plan brings the political and administrative weight of the community to bear and prepares the way for implementation.

The management of lands has been going on for millennia, so a plan should be seen as fitting into this history. Plans will change over time as circumstances and the needs and desires of the community change. When a plan is created it is useful to include a clear process written into it describing when and how it will be modified and updated. No government creates land use plans that remove the need to continue management over the resources, so there should be no expectation that land use planning will end – only that the broad framework will be created within which management will occur.

#### **Effective Practices**

- See the land use plan as a Nation-building exercise that achieves a generally agreed upon consensus from the community regarding the management of resources and human activities within the territory.
- Outline how the plan will get adopted at the beginning of the planning process (BCR from Council, community vote or referendum, or other community mechanisms)
- Fit the planning process into an ongoing process of management to maximize its success in being adopted. Remind yourself the plans are not *'carved in stone'* and are subject to periodic reviews and changes as circumstances, new knowledge and the aspirations of the community change.
- The adoption of the plan is best accomplished in a culturally relevant form – often in the form of a motion from the government (Council) and with the endorsement by the chiefs or elders and celebrated in the form of a feast to mark the occasion.
- Consider including special efforts to reach out to Elders and youth. This way, it is not the “consultant’s”, or “lands department’s” or “chief’s” plan, but it is the community’s plan.
- An approach for the plan to be approved by referendum may involve complex issues and an expectation of additional referenda may be established for amending the plan. If the creation of the plan meaningfully involved the community then there should be a sense of acceptance already, and a referendum can be avoided.



## Implementation: Putting Life into the Plan

*“It is my bible. I go everywhere with it.”*

*“Now that we have a plan we have certainly been taken more seriously in terms of referrals.”*

*“Implementing our plan on a day to day basis using the entire plan was just too cumbersome. Having a chart on the wall that lists the activities and who is doing them and when they have to be done makes it easier to follow.”*

*“There is no funding for implementation... a First Nation needs to find their own funding.”*

Implementation is the process of bringing the plan into reality. It does not happen overnight, but if steps are taken to integrate the plan into existing and new activities, the result is that the plan becomes a guide and reference point. These steps include: creating an action plan, celebration of the plan, engaging the plan, enforcement, and economic development.

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| <p><b>Implementation</b></p> <ul style="list-style-type: none"> <li>• Create action plan</li> <li>• Celebrate the plan</li> <li>• Integrating the plan into your community</li> <li>• Economic development</li> </ul> |
|---|

### Create an Action Plan

When a community sets out to implement a land use plan some communities have developed a task table or action plan, often developed by a consultant or land and resources director. This is a list of activities required for implementation of the land use plan with responsibilities and timeframes attached to each. This table can be a living document that sits on each team member’s desk for reference, or can be a larger chart that hangs on a wall visible to all team members to check back with.

| Effective Practice   | Purpose  | Effect  |
|--|--|---|
| Create an action plan for next steps, roles, activities and timelines          | Create the process by which daily activities impacting the land are evaluated and measured against the plan goals and objectives | Well coordinated and efficient work flow            |
| Share the plan with government ministries and agencies you regularly work with | Make sure the plan is actively put in the hands of key partners and stakeholders   | The plan is recognized and referenced by key people |

**Implementation**

- Create action plan
- Celebrate the plan
- Integrating the plan into your community
- Economic development

**Celebrate the Plan**

*“We hadn’t even realized all that we’d achieved until we gathered to celebrate. Everyone was there, everyone knew we had an understanding of what was on our land and we felt so proud.”*

*“Our land use plan allows us to move forward with economic development on our lands with the confidence that we are doing it in a sustainable way that reflects what’s important to our community.”*

Celebrating the completion of a land-use plan and all of the hard work and effort a community has put into the process will bring the journey of hard work and dedication to a close. It provides a space for the planning team to reflect on all they’ve achieved as well as gives the community an opportunity to embrace the plan. The more involved the community and its partners are will likely be in understanding and helping you to implement the plan. Inviting all partners and stakeholders that work within your Traditional Territory will send the message that you are ready to work with them.

| Effective Practice  | Purpose   | Effect  |
|---|---|---|
| Celebrate the completed plan.   | To have the entire community, neighbours and partners rally around the results in a spirited way. | Increase communications<br>Send a message to external audiences that the Nation is willing to work with them    |
| Maintain regular open houses within the department responsible for the land use plan. | Maintain awareness and relevance of the plan  | Create a regular venue for discussion and debate about current events and how they relate to the land use plan. |



### Implementation

- Create action plan
- Celebrate the plan
- Integrating the plan into your community
- Economic development

## Integrating the Plan into your community

Communities consistently report that integration of the land use plan into the broader functions of the community is essential for success of the land use plan.

The first step in integrating the plan into your community is ensuring adequate capacity and training for natural resource staff, elected leaders, and those who will be directly involved in implementation of the plan. If not already established, having a natural resources department is critical.

Second, define ways the land use plan can be integrated into decisions being made at different levels in the community, and among different entities in the community who should consider the land use plan when making decisions. This is of particular concern for economic development departments and community interests tied to the development vision, as the land use plan can guide decisions about appropriate uses in particular areas. This saves time, but more importantly, can avoid future conflicts that may arise if economic development is inconsistent with the land use plan.

Finally, sharing the land use plan more broadly outside the community invests others in the community vision and plan. For instance, provincial and federal agencies, tenure holders, business owners, and others may draw upon the plan as guidance. Ultimately, the land use plan will have most effect if it is referred to and offers guidance to all future land-use and resource management decision-making.

## Economic Development

### Implementation

- Create action plan
- Celebrate the plan
- Integrating the plan into your community
- Economic development

Economic development in a territory is greatly enhanced by having a land use plan as it can be used as an influential guide in making decisions. Some communities' entire purpose for pursuing a land-use plan is to be better able to respond to economic development interests on their territories, as well as develop their own economic opportunities. A land-use plan will identify important cultural and ecological information, indicating areas that could or should not be examined for development.

If the vision, values and guiding principles of a land-use plan are reflected in economic development planning, the opportunities will be in alignment with the community's ideas for the future of its lands. Land-use planning also collects a lot of important data and information that can inform economic development planning and reveal new local economic opportunities. One community interviewed ventured into developing eco-tourism opportunities after identifying a cluster of cultural and archaeological sites that were of interest. This local economic opportunity offered protection of the sites and at the same time generated revenue. Connecting land-use planning with economic development will ensure opportunities pursued are complimentary to a community's physical, cultural and economic environment.

A community's land use plan will also assist with managing land and water referrals. Decision making around referrals can be clarified with the information and data collected in the planning. It is important to have a focussed strategy when dealing with referrals. Communities have found it integral to understand exactly what their community interests are so they can respond in a way that reflects their Nations' vision.

Nations undermine their land use plans if their own economic development corporations, members companies, and negotiations with industry do not align with the plan. Councillors, portfolio holders, land and resources staff, economic development staff, directors of corporations, and the business community need to understand the management framework in which forestry, mining, tourism, aquaculture, hunting, agriculture, etc. take place. Open and honest dialogue at the beginning of the land use planning process will help avoid surprises of land use designations and economic development ambitions.

If a Nations' members are not bound by the plan, external players will not be either. If there is a disconnect between what a Nation identified in its land management, and the economic decisions it makes, an adjustment of the economic course or re-evaluation of the vision and values of the plan is necessary.

### **Effective Practices**

- Connecting land-use planning with economic development planning by using the same vision and values.
- Pursue economic development activities that support and strengthen the land use vision and help realize desired outcomes.
- Seek and attract investment, grants, training funds, etc. that help the Nation build up a economic base that is aligned with the plan.
- Support members to receive academic, trades, and other training in new fields, techniques, technologies, etc.
- Use the Land Use Plan to find and build alliances with partners who will help new economic initiatives emerge.
- Use the Land Use Plan to identify local economic development opportunities that build upon or enhance cultural and environmental goals.



## Implementation Monitoring & Assessment

*“Monitoring is so important, but it is the last thing we have money for”*

*“Working enforcement into the budget and implementation of the LUP process would benefit any First Nation looking to effectively monitor and evaluate the work going on their traditional territory.”*

*“...the original plan did not effectively achieve the purpose, so we are now revising it and making it a land use plan with impact. It’s hard to do that without the monitoring and enforcement component.”*

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| <p><b>Monitoring</b></p> <ul style="list-style-type: none"> <li>• Monitor change</li> <li>• Assess impact</li> <li>• Enforcement</li> </ul> |
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### Monitor change

Monitoring & assessment involves collecting information about the type and intensity of land use activities and checking how consistent these uses are with the plan’s designated areas, strategies and objectives. Is the plan achieving its goals and objectives around the types and location of activities? This phase also involves enforcing

the policies and other aspects of the plan such as land use designations that are outcomes of the plan.

Plans that include readily accessible land use category maps, clear guidelines and even specific indicators aid in assessing and evaluating monitoring data that are collected.

For example, the following guideline illustrates a specific measurable goal in a plan:

*“One of the main objectives of the plan is to protect and enhance fish habitat and rebuild salmon runs to historic levels”.*

The objective is supported by a table of historic salmon escapement. Because the objective is supported with a measurable indicator, it will be possible to measure salmon escapement, compare it with the historic information and assess how well and quickly the main objective is being met.

If a plan was written with broad statements and few specific goals and objectives, it may be necessary to revisit the document. The goal would be to make the plan easier to implement. One example of a forest management strategy is to preserve functional old growth forests. An associated action would be to maintain all old growth stands 40 hectares or larger in size.

Some communities include guidelines in the plan document that indicate how often the plan should be reviewed. The purpose of reviewing the plan is to measure its overall

effectiveness in addressing the vision and goals of the land use plan. Thus, the planning process becomes an iterative process of evaluating current pressures on the land and how well the planning document addresses those. If there are changes that must be made to the plan to address those pressures, they must be incorporated into the plan to guide future action.

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| <p><b>Monitoring</b></p> <ul style="list-style-type: none"><li>• Monitor change</li><li>• Assess impact</li><li>• Enforcement</li></ul> |
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#### Assess Impacts

Assessing the impacts of the land use plan involves assessing how effective it is in implementing the original vision of the plan. It also involves assessing how effectively the land use plan guides all activities that occur on the land.

First Nations will need to be notified of proposed activities in their traditional territories through the legally required land referrals process. The Aboriginal Mapping Network land referrals toolkit contains current case law summaries, legal resources, and tools designed for First Nations.<sup>19</sup> Ultimately, these tools may need to be recalibrated over time to ensure that they are effective in carrying out the vision of the land use plan.

While Government, not industry, has the sole duty to consult a First Nation on proposed activities on their lands, often proponents will independently approach the First Nation with a desire to work together. This presents an opportunity to have the proponent hire a community guide or monitor to help field assess the proposed area and collect baseline information from which to measure. Training and collecting guidelines could be created.

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<sup>19</sup> AMN Land Referrals Legal Toolkit [http://www.nativemaps.org/?q=top\\_menu/1/72/186/189](http://www.nativemaps.org/?q=top_menu/1/72/186/189)

**Monitoring**

- Monitor change
- Assess impact
- Enforcement

**Enforcement**

Enforcement of the land use plan requires sound monitoring of activities happening in the territory and the ability to guide, restrict or stop activities so as to be consistent with the plan.

Enforcement is dependent upon adequate financial resources and capacity to carry out such activities. When an activity is identified as being inconsistent with a land use plan, the first question that often arises is who has jurisdiction to enforce the measure. Some Nations have co-management agreements with the Province and those agreements should detail how enforcement happens and who pays for it. In other cases, referrals may indicate inconsistency with a Nation’s land use plan, and the Nation’s response to the applicant and recommendation to the Province can be enough to bring compliance with the land use plan.

When considering the policies and land use designations in the planning process, it is recommended that consideration be given to how to monitor and enforce these policies over time. Furthermore, co-management agreements, use fees, referral fees and other mechanisms provide sources of revenue to help offset the costs of enforcement.

| Effective Practice   | Purpose  | Effect  |
|--|--|---|
| Include monitoring guidelines and strategies in the land use plan. | To achieve plan goals by connecting plan outcomes with activities on the ground.   | Be precautionary when broad goals in the plan can not be tested and monitored over the short term.  |
| Return to and revisit the plan                                     | To establish a culture of monitoring and reporting that feeds back into the initial land use vision and plan.                      | A system and intent is in place to apply the outputs of monitoring.   |
| Keep your monitoring activities simple.                            | -Create clear goals, achievable outcomes, and fundable activities for better results.<br>-Understand what you can, and can not do. | -Respond to the information you have.<br>-Increase involvement of outside operators working in the planning area to participate and report on monitoring efforts. |
| Enforce the plan   | To ensure activities in the territory are consistent with the goals and objectives of the land use plan                            | Enforcement gives the plan teeth, and ensures the intent of the plan is integrated into future activities.  |
| Set your information baseline and build upon it.                   | Work from what is known and immediately of use.  | Focus monitoring and building upon existing work and funding  |

|   |  |   |
|---|--|---|
| Create a system and process that is open and responsive to changes detected from plan.          | Embed reporting incentives into your organization.     | -Build accountability for actions and outcomes.<br>-Open funding resources based on results.<br>-Connect assessment activities and outcomes into the decisions and processes that make the land use plan succeed. |
| Include plan revision guidelines in the document to chart how often the plan is to be assessed. | To reflect on how well the plan is directing land use; | Helps to ensure the plan is relevant and useful.  |



## Adaptation

*“First Nations re-evaluate and adapt their plans a few years after they’ve completed them mainly due to frustration of their lack of impact on their original purpose.”*

*“We completed our land use plan in 2003 and we are now reviewing it and revising so that it is more effective. We needed to give it more teeth.”*

[**Note**—this is an area in need of further research. No plans were identified with specific guidelines or strategies on how the plan will change over time, and yet this step is vital to achieving your land use plan vision.]

Adaptation to change is an activity we do everyday as individuals and as communities. However, few land use plans clearly set out guidelines on why adaptation to change is important and how it is best achieved in a plan (frequency of review, what to review). The result is too few plans are revisited. However, it is critical that both the planning process and the plan itself be responsive to evaluation of its effectiveness and new information (i.e., are decisions about land and water management being guided by the plan?).

Adaptation involves reflecting on whether the plan is useful and being used in the community, and reviewing the plan with new scientific and cultural information.

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| <p style="text-align: center;"><b>Adaptation</b></p> <ul style="list-style-type: none"> <li>• Reflect on implementation strategy</li> <li>• Revise LUP with new information, new science and new human needs</li> </ul> |
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**Reflect on Implementation Strategy**

Treat the plan as a living document that is responsive to the community land use planning processes that has been built alongside the plan. Communities who have the capacity to hold meetings that periodically address land use planning can agree on a system of reviewing how well the plan is being implemented and ask the question: is the plan effectively guiding land uses, and if not, why? These meetings are important opportunities to work through misunderstandings and identify knowledge gaps. Such discussions also allow

natural resources staff and council to inform the larger community about how implementation is proceeding, what activities in the territory have been changed or altered to reflect the plan, and to obtain important feedback from the community. Council meetings are one possible forum for this activity, but care should be taken to ensure Chiefs and Councillors have the authority from the Band membership to alter the document without consultation.

Treating the plan as a living document will:

- Ensure the plan remains relevant and actively guides decision-making over time,
- Continually allow for community engagement and involvement in the land use planning process,
- Provide a mechanism to address complex or controversial land use decisions, and
- Allow for adaptation and revisions to maintain relevancy.

|   |
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| <p style="text-align: center;"><b>Adaptation</b></p> <ul style="list-style-type: none"> <li>• Reflect on implementation strategy</li> <li>• Revise LUP with new information, new science and new human needs</li> </ul> |
|---|

**Revise the Land Use Plan**

Plan revision is quite often the most overlooked aspect of land use planning. A plan that is responsive to new information, science and changes in human needs is more likely to be relevant to your community over time, and function as a tool to guide land use decisions.

Adaptation is the process of re-visiting the land use plan with new information and insights into how actions on the ground are meshing with the vision outlined in the plan. The plan may need adjustment as implementation unfolds; for instance, new archaeological data collected may inform adjustments to some of the land designation boundaries to better reflect protection of cultural heritage. The goal in re-visiting the plan is not to rewrite the plan, but rather to track progress towards achieving land use goals and to adjust and modify the plan to best reflect new science, information and



responses to it. It is important that the revision process is understood by all to not be a re-design of the plan.

Often staff resources are not available to make regular revisions to the plan. In these situations, the time frequency of revisions may be lengthened from a semi-annual, annual, or even multi-annual period. The suggested revisions to the plan can be collected and organized for when staffing resources are available.

| <b>Effective Practice</b>                                    | <b>Purpose</b>  | <b>Effect</b>   |
|--|---|---|
| Treat the plan as a living document with timely revisions.   | Keeps the plan relevant to changing cultural, economic and environmental needs. | -Plan is revisited.<br>-Individual and community needs are aligned around common goals. |
| Adapt based on results of monitoring and assessment efforts. | Frames changes in objective and accountable ways.                               | -Change in behaviour or in uses.  |

## Conclusions

This guide summarizes the knowledge and tested experiences arising from First Nations land use planning activities in British Columbia as expressed through the Nations, practitioners and participants themselves.

Overall, First Nations who have engaged land use planning processes all concur that the effort is worthwhile; however their reasons for believing so differ. For some, it was a helpful way to align different interests within their community. For others, it offered a platform from which to engage outside interests such as government and industry. As First Nations in BC increasingly take on government decisions and functions, the role of effective land use planning cannot be understated. It forms a critical basis for articulating what can happen on the land, from the vantage point of a First Nation. It provides the vision and roadmap that all may follow.

While it is agreed that land use planning is useful, it is also consistently reported that adequate resources and capacity are essential and often lacking. Without these, the planning process grinds to a halt. Also stressed was the importance of integrating land use plans/processes into the broader community, so that development interests, elected and hereditary leadership, businesses, etc. integrate the plan into their own decision-making. As mentioned in this report, one key aspect of making that happen is to integrate the perspectives and input of all key community actors in the process early on.

Three ongoing themes and effective practices resonated throughout all land use planning participant interviews: capacity, communication and community participation.

A land use planning framework for success situates the production of the plan document within a broader, ongoing process of implementation, monitoring and adaptation/re-evaluation. The framework lists three key long term needs important to maintaining a strong foundation for a land use planning process: Building Capacity; Maintaining Funding & Communications Strategies; Community Participation. The process of land-use planning is built and unfolds with the ongoing support of these elements over many years.

Finally, the lack of integration of climate change within BC First Nations land use planning (although not a focus of this report) is highlighted as a significant gap in past and present land use plans and the report encourages this area of study and practice to maintain the viability of achieving values and goals articulated in the land use plan.

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## Appendix A: Overview of First Nations Land Use Plans Available Online

Summary of existing First Nation land use plans completed by Carrier Sekani Tribal Council:

<http://www.cstc.bc.ca/downloads/ESPQuickFactsforexistingFNLUP.pdf>

### **Lil'wat (August 2006)**

*The Vision and Plan for the Land and Resources of Lil'wat Nation Traditional Territory*

<http://www.lilwat.ca/>

### **Sliammon (August 2005)**

*Land and Water Use Plan for Tla'amin Traditional Territory*

<http://www.sliammontreaty.com/>

### **Pikangikum (June 2006)**

*White Feather Land Use Strategy*

[http://www.whitefeatherforest.com/pikangikum\\_first\\_nation/introduction.php](http://www.whitefeatherforest.com/pikangikum_first_nation/introduction.php)

### **Sechelt Indian Band (June 2007)**

*A Strategic Land Use Plan for the shíshálh Nation: First Approved Draft*

<http://www.secheltnation.ca/>

### **Hupacasath (June 2003)**

*Territory Land Use Plan for Hupacasath First Nations*

<http://www.hupacasath.ca/indexlup.html>

### **Gitgaat (November 2003)**

*Gitgaat Land Use Plan*

<http://www.gitqaat.net/land/landuse.html>

### **Nisga'a (December 2002)**

*A Land Use Plan for Nisga'a Lands*

<http://nisgaa-portal.ca/pages/government/lands/lands/planning/land-plan.pdf>

### **Heiltsuk (2005)**

*For Our Children's Tomorrow*

<http://www.ecotrust.ca/files/HeiltsukLandUsePlan.pdf>

Scroll to page bottom for downloadable executive summary

### **Kitasoo/Xai'xais (June 2000)**

<http://www.kitasoo.org/forestry/landplan/index-LandUsePlan.html>

## Appendix B: Partial List of Land Use Planning Best Practices Resources

*A Strategy for Ecosystem Stewardship: Act Now to Restore Ecosystems for Generations to Come...* First Nations Mountain Pine Beetle Initiative. December 2007.

*Aboriginal Community Land and Resource Management: Data Needs Assessment*, GeoConnections Canada. Unpublished draft. June 2008.

*Best Practices Using Indigenous Knowledge*, Nuffic/UNESCO. November 2002.

Halseth, G & Booth, A. *Lessons in public consultation from British Columbia's resource planning processes*. Local Environment, Vol. 8, No. 4 437 – 455, August 2003.

*Integrating Aboriginal Values into Land-Use and Resource Management*, International Institute for Sustainable Development. June 2001.

*Integrated Land-Use Planning and Canada's New National Forest Strategy*, Sierra Club of Canada. July 2004.

Joseph, C. *Evaluation of the BC Strategic Land Use Plan Implementation Framework*, University of Victoria, 2004.

*Land and Resource Information for British Columbia, Directory of Provincial and Federal Inventories*, Canada-British Columbia Information Sharing Protocol, March 2002.

*Land Use Planning Handbook*, United States Department of the Interior Bureau of Land Management, July 2004.

*Provincial Land Use Planning: Which way from here?* Special Report  
Forest Practices Board FPB/SR/34 November 2008 (including supplemental report)  
Link: [http://www.fpb.gov.bc.ca/special\\_reports.htm](http://www.fpb.gov.bc.ca/special_reports.htm)

*The Aboriginal Forest Planning Process, A Guide Book for Identifying Community-Level Criteria and Indicators*. Ecosystem Science and Management Program, University of Northern BC, 2003.  
Link: <http://researchforest.unbc.ca/afpp/AFPPMain.htm>

## Appendix C: Sample Visions & Goals from other First Nation Land Use Plans

### **Mt. Currie Band, Lil'wat First Nation**

(Mt. Currie, BC 2006)

#### **Vision:**

"The Lil'wat Nation Traditional Territory is recognized for its wilderness areas, clean water and air, and healthy populations of animals, plants, and fish. Our land sustains us physically, culturally, and spiritually. We are stewards of this land, our home, our sanctuary, our garden.

We are a people who care for each other and who work to strengthen our community. We live our culture by speaking our language, understanding our history, and maintaining our connection to the land throughout our Traditional Territory.

We plan for our future and govern our Traditional Territory as a Nation, making decisions about the land and benefiting from the use of its resources. Our economy sustains the land and serves our people today and for future generations.

Our people and our land are one."

#### **Goals:**

- A deep respect for the importance of the environment in Lil'wat culture among those that visit the Traditional Territory and undertake resource activities.
- Lil'wat stewardship of the Traditional Territory using the concepts of Ku'Lstam ("take only what food we need") and Kw'elantsut ("take only what materials we need") to protect the land.
- The creation of Lil'wat Nt'akmen Areas to protect environmental values and enable areas to function naturally.
- An increased role of the Lil'wat resources managers and community members in promoting sound management of the environment.
- Healthy lands, glaciers, and rivers to ensure clean, reliable supply of water for humans, plants and animals.
- Managed population growth to avoid impacts to the environment.
- A better understanding of resource development impacts through research and monitoring.

## **Taku River Tlingit First Nation – “Our Land is Our Future”**

(Atlin, BC 2003)

### **Vision:**

Our vision for the future of Ha t\_atgi ha khustiyxh (“our land and way of life”) and for how others coming to our territory will work with us for the future, includes the following:

- We are a strong and capable Nation, exercising ownership, sovereignty and jurisdiction over our territory by living up to our sacred responsibility to govern our own actions as citizens and affect control over the actions of others within our territory.
- We are a confident people who welcome others to our territory, secure in the knowledge that visitors will respect the laws of our land and culture, and that we are willing to accept new ideas that will strengthen our ability and commitment to sustain our resources and people.
- We are a people grounded in our knowledge and respect for our Taku River Tlingit culture and values Ha khustiyxh (“our way of life”), rooted in Ha t\_atgi (“our land”), actively engaged in working together, and guided clearly by our Constitution, by the knowledge of our Elders, and by our respected leaders.
- We are a people who are healing from the damage from past injustice, committed to sharing and caring, who enjoy the respect, friendship and cooperation of others, confident and creative in managing our territory for the benefit of present and future generations.
- Many individuals spend time on the land, are familiar with its peaks, rivers, forests, valleys, special places and sacred values, and that travel its trails and rivers unimpeded.
- There is a productive natural environment with diverse and abundant animal, fish and plant populations, that reflects the rhythm of natural ecological cycles and change, and that provides opportunities for harvesting and gathering and other activities that we have depended upon for countless generations.
- Our Territory is managed so that Taku River Tlingit sacred places and cultural heritage sites are revered and protected, and so that the traditions of our ancestors are continued for our children and grandchildren forever.
- Use of our territory respect Tlingit land ethics and ensure wild areas and other special places remain rich, intact and un-fragmented.
- There is a supportive, secure and healthy community enjoying the peace and beauty of its natural surroundings and a sustainable quality of life within our territory.
- There is diverse and vibrant economic activity, that is led by capable Tlingits, and that respects our land and its bountiful gifts, and provides creative and enduring opportunities for employment while ensuring ecological and social sustainability.

- There is protection and support for traditional lifestyles based on historical culture and methods.



## **Squamish First Nation**

(Squamish, BC 2001)

### **Vision:**

#### **Values and uses of the land that members care deeply about...**

Values and uses of the forest and wilderness of the Squamish traditional territory that community members care deeply about include:

- Secluded places for traditional cultural practices (e.g., storing regalia, vision quests);
- Wildlife and wildlife habitat, especially mountain goats, grizzly bears, and animals for food such as moose and deer;
- Fish for fishing, and healthy rivers and streams;
- Clean air, and clean water for drinking, for the ecosystem and for ritual bathing;
- Resources from which Squamish members can earn a living, such as forestry and tourism; and,
- Places to heal, recover and re-connect with the land.

#### **Management Priorities...**

The most important priorities in managing the forest and wilderness of the Squamish traditional territory include:

- Protecting the rights and interests of the Squamish people;
- Sustaining the traditional territory for our children's children - seven generations;
- Planning ahead instead of always reacting to problems and conflicts;
- Protecting heritage, traditional use, sacred and cultural sites;
- Protecting old growth forests;
- Providing opportunities for hunting, fishing and gathering;
- Repairing damage to the land and water, and reducing soil, water and air pollution;
- Getting Squamish Nation members into the traditional territory for health, education, recreation, spiritual and cultural purposes, including camps for children and youth;
- Regulating tourism, and minimizing impacts of tourism and recreation, while increasing benefits to Squamish members (e.g., as guides in ecotourism); and,
- Getting Squamish members more involved in resource management.

## **Heiltsuk First Nation “For Our Children’s Tomorrow”**

(Bella Bella, BC 2005)

### **Vision:**

“Since time immemorial, we, the Heiltsuk people have managed all of our territory with respect and reverence for the life it sustains, using knowledge of marine and land resources passed down for generations. We have maintained a healthy and functioning environment while meeting our social and economic needs over hundreds of generations.

Our vision for this area remains unchanged. We will continue to balance our needs while sustaining the land and resources that support us. We will continue to manage all Heiltsuk seas, lands and resources according to customary laws, traditional knowledge and nuyem (oral tradition) handed down by our ancestors, with consideration of the most current available scientific information.”

### **Guiding Principles:**

Gvi’ilas, serves as the paramount principle for managing resources. The Heiltsuk also endorse the general principle of ecosystem-based management. Guiding principles for land management, in order of priority, include;

1. Ensure conservation of natural and cultural resources.
2. Ensure Heiltsuk priority access to resources for cultural and sustenance use.
3. Enable appropriate Heiltsuk commercial and recreational use of resources.
4. Enable appropriate non-Heiltsuk commercial and recreational use of resources.